



**OECD Public Governance Reviews**

# **Together for Better Public Services**

**PARTNERING WITH CITIZENS AND CIVIL SOCIETY**





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## *Foreword*

At the 2010 OECD Ministerial Meeting on Innovative and Open Government, ministers recognised the importance of drawing on the expertise and creativity of citizens and civil society to foster a more efficient, effective and innovative public sector delivering better public services without increasing costs. In 2009, the Public Governance Committee launched a two-year project on innovation in public service delivery which identified and mapped cutting-edge practices in public service delivery – as well as the drivers, obstacles and success factors behind their implementation.

This report focuses on innovative approaches to service delivery based on partnerships that governments form with citizens, users and civil society organisations (CSOs). These approaches – referred to as co-production – can offer creative policy responses that enable governments to provide better public services in times of fiscal constraints. Although co-production and citizen involvement are still in the developmental stage in many countries, early efforts appear to lead to cost reductions, better service quality and improved user satisfaction. This report identifies the risks of citizen and user involvement in service delivery, and the barriers that must be overcome to make these models work. Top-level political commitment, adequate public sector capacity, and aligned financial incentives are the key factors for success. The report concludes by offering a tentative checklist to support country implementation, and providing indications for follow-up work.

The report draws on the results of an exploratory survey of country practices in 22 OECD countries, Brazil, Egypt, Russia and Ukraine. Members of the Expert Group on Innovative and Open Government contributed to the design of the survey to provide an initial mapping of existing co-production practices in different public service areas. The report also examined 58 examples of co-production practices covering 10 public service categories. It synthesises the discussion among government representatives and subject-matter experts at the Expert Meeting on “Building an Open and Innovative Government for Better Policies and Service Delivery” (Paris, 8-9 June 2010) and at the International Workshop on “Designing Services for Rural Communities: The role of co-design and co-delivery” (London, 11-12 June 2009).

The report was prepared by Marco Daglio of the OECD Directorate for Public Governance and Territorial Development, in collaboration with Irene Payne.



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## *Table of contents*

|                                                                                                               |           |
|---------------------------------------------------------------------------------------------------------------|-----------|
| <b>Executive summary</b> .....                                                                                | <b>11</b> |
| Notes .....                                                                                                   | 14        |
| <b>Chapter 1 Transforming public service delivery</b> .....                                                   | <b>15</b> |
| Rationale for the study .....                                                                                 | 16        |
| Study objectives and content.....                                                                             | 19        |
| Methodology .....                                                                                             | 20        |
| Bibliography.....                                                                                             | 24        |
| <b>Chapter 2 New forms of partnership with citizens for public service delivery</b> .....                     | <b>25</b> |
| Origin of terms and definitions .....                                                                         | 26        |
| The case for co-production.....                                                                               | 32        |
| Actors .....                                                                                                  | 36        |
| Stages .....                                                                                                  | 37        |
| Nature and degree of change.....                                                                              | 38        |
| Type and extent of input.....                                                                                 | 39        |
| Notes .....                                                                                                   | 41        |
| Bibliography.....                                                                                             | 42        |
| <b>Chapter 3 Overview and analysis of country practices on co-production of key public services</b> .....     | <b>45</b> |
| Mapping approaches to co-production in participating countries: An overview .....                             | 46        |
| Links to the OECD co-production typology .....                                                                | 50        |
| Conclusions .....                                                                                             | 81        |
| Notes .....                                                                                                   | 82        |
| Bibliography.....                                                                                             | 82        |
| <b>Chapter 4 Success factors and challenges in partnering with citizens for public service delivery</b> ..... | <b>83</b> |
| Overview .....                                                                                                | 84        |
| Factors enhancing co-production .....                                                                         | 84        |
| Barriers and risks.....                                                                                       | 87        |
| Addressing cost and financial impact.....                                                                     | 90        |
| Bibliography.....                                                                                             | 95        |

|                                                                  |            |
|------------------------------------------------------------------|------------|
| <b>Chapter 5 Implementing co-production in public services:</b>  |            |
| <b>Conclusions and next steps.....</b>                           | <b>97</b>  |
| Building a pathway for change.....                               | 98         |
| A checklist for action .....                                     | 100        |
| Further steps .....                                              | 101        |
| <b>Annex A – Overview of country input to the research .....</b> | <b>105</b> |
| <b>Annex B - Service categories covered in the study.....</b>    | <b>106</b> |
| <b>Bibliography .....</b>                                        | <b>107</b> |

## Tables

|           |                                                                                                                                     |    |
|-----------|-------------------------------------------------------------------------------------------------------------------------------------|----|
| Table 1.1 | Overview of country examples of partnerships with citizens and CSOs in the delivery of public services examined in the report ..... | 23 |
| Table 3.1 | Category of services for which cases of co-production were reported in the survey.....                                              | 49 |
| Table 3.2 | Main observed features of co-production of public services .....                                                                    | 52 |
| Table 4.1 | Success factors in co-production of public services with citizens and CSOs.....                                                     | 87 |
| Table 4.2 | Barriers and risk in co-production of public services with citizens and CSOs.....                                                   | 90 |
| Table 4.3 | Impact of co-production of public services with citizens and CSOs.....                                                              | 93 |
| Table 5.1 | A roadmap for successful implementation of partnerships with citizens and CSOs in the production of public services .....           | 99 |

## Figures

|            |                                                                                                            |    |
|------------|------------------------------------------------------------------------------------------------------------|----|
| Figure 2.1 | Change in structure of spending .....                                                                      | 33 |
| Figure 2.2 | From traditional service delivery to a model based on co-activity with citizens and users .....            | 37 |
| Figure 2.3 | Type and level of change involved in partnership with citizens and CSOs in providing public services ..... | 40 |
| Figure 3.1 | Demand for partnerships with citizens and CSOs for public service delivery .....                           | 47 |
| Figure 3.2 | Reasons for partnering with citizens and CSOs for public service delivery .....                            | 48 |
| Figure 3.3 | Co-production of public services: stages and partners.....                                                 | 50 |
| Figure 4.1 | Factors enhancing co-production.....                                                                       | 87 |
| Figure 4.2 | Factors representing barriers to co-production .....                                                       | 89 |

|            |                                   |     |
|------------|-----------------------------------|-----|
| Figure 4.3 | Costs of co-production.....       | 91  |
| Figure 5.1 | Checklist for co-production ..... | 100 |

## Boxes

|          |                                                                                                                 |    |
|----------|-----------------------------------------------------------------------------------------------------------------|----|
| Box 0.1  | Overview of results: main characteristics of co-production .....                                                | 13 |
| Box 1.1  | ParkScan: Co-monitoring neighbourhood parks (United States).....                                                | 17 |
| Box 2.1  | Origin and development of the term co-production.....                                                           | 28 |
| Box 2.2  | “New Public Commons”:<br>Promoting mutual support and social vibrancy (Japan).....                              | 29 |
| Box 2.3  | Big Society: A new relationship between the citizen and the state<br>(United Kingdom).....                      | 30 |
| Box 2.4  | Self-directed social care services (United Kingdom) .....                                                       | 34 |
| Box 2.5  | Improving water supply: the São Francisco Project (Brazil).....                                                 | 35 |
| Box 3.1  | Civic Evaluation Initiative (Italy) .....                                                                       | 54 |
| Box 3.2  | Citizens Corps (United States).....                                                                             | 55 |
| Box 3.3  | Porirua City Community Safety (New Zealand) .....                                                               | 57 |
| Box 3.4  | Community Safety Partnership Programme in Madisonville City<br>(United States) .....                            | 58 |
| Box 3.5  | Time Dollar Youth Courts (United States) .....                                                                  | 59 |
| Box 3.6  | Health Buddy scheme (The Netherlands).....                                                                      | 61 |
| Box 3.7  | Self-managed budgets for adults with mental illness (United States).....                                        | 63 |
| Box 3.8  | Parent Know How (United Kingdom) .....                                                                          | 65 |
| Box 3.9  | Business Friendly City Administration (Finland).....                                                            | 68 |
| Box 3.10 | Co-producing solutions to improve data reporting from businesses<br>(New Zealand) .....                         | 69 |
| Box 3.11 | Villa Housing: co-producing housing and care services<br>in rural areas (France).....                           | 72 |
| Box 3.12 | Worcester Neighbourhood Conditions Tracking .....                                                               | 73 |
| Box 3.13 | Seoul City’s Oasis Project (Korea) .....                                                                        | 74 |
| Box 3.14 | Citizen Lake Monitoring Network (United States).....                                                            | 75 |
| Box 3.15 | Young Ambassador and Young Coach Program (United Kingdom).....                                                  | 77 |
| Box 3.16 | Community Conversation (United States).....                                                                     | 78 |
| Box 3.17 | National Peer Mentoring Programme (United Kingdom and Australia) .                                              | 79 |
| Box 3.18 | Participative Education (Chile).....                                                                            | 80 |
| Box 3.19 | Youth voice in service and policy design:<br>The National Youth Parliament (Ireland) .....                      | 80 |
| Box 4.1  | Leveraging social networks for effective problem solving:<br>The Eigen Kracht conference (the Netherlands)..... | 85 |



## Executive summary

This report analyses the partnerships that governments form with citizens and CSOs in order to innovate and deliver improved public service outcomes. These approaches can offer creative policy responses that enable governments to provide better public services in times of fiscal constraints. Their implementation involves risks, which governments need to take into account for their effective implementation.

- **Re-thinking traditional public service delivery in a new socio-economic environment**

Governments delivering public services are currently facing fiscal pressures, as well as new demands and political priorities in the context of ageing and more diversified societies. Tight budgetary environments are placing unprecedented constraints on governments' capacity to maintain current models of service delivery. Complex societal problems (*e.g.* ageing populations, climate change, and spread of chronic illnesses) create new challenges, and require public servants to do more with less. The quest for efficient, effective and sustainable ways to organise and deliver public services offers the opportunity to re-think traditional models of service delivery, re-defining the boundaries of state and market, and of state and society.

Governments are looking to citizen input as a source of innovation and change. The importance of innovative approaches to build a more efficient and effective public sector is at the core of today's Ministerial agendas.<sup>1</sup> Compared with existing solutions of private sector involvement, the emerging focus on in-depth and systematic association of citizens transforms the relationship between service users and providers – also known as co-production – ensuring user control and ownership.

- **Delivering better services together**

Engaging individual citizens and civil society organisations as partners in the design, production and delivery of services leads to higher user satisfaction and, potentially, cost reductions. A recent OECD exploratory survey, upon which this report draws, revealed that coproduction exists in many public service categories, and across levels of government. While still

at a developmental stage in many areas of public service delivery, co-production has started to be mainstreamed in a few areas, such as health and social care. Some pilot programmes have delivered increased value for money as well as improved user satisfaction. Re-balancing the partnership among government, individuals and communities in the delivery of public services will require further assessment – not least in order to quantify the potential savings and assess any unintended consequences whereby costs and accountability are shifted onto users and citizens. Business cases would need to be developed, based on the broader concept of value for money.

- **Co-production raises new challenges for accountability**

Engaging citizens and the third sector (*i.e.* non-profit organisations) as partners in the production and delivery of services allows for a shift in power between service providers and users. This challenges existing organisational values and practices in the public sector, and has real implications for accountability. Preparing public sector staff for new professional roles – as advisers rather than producers – requires developing new knowledge and skills, and covering costs for training and change management. Limited resources may lead to unfunded mandates, preventing effective co-production. Further research is required to better quantify the cost of developing co-production in relation to expected benefits.

- **Commitment, capacity and incentives determine success**

Successful co-production depends on having the right mix of leadership, capacity (*e.g.*, technology, peer support) and incentives (*e.g.* recognition, awards) to ensure that all actors buy into the change process, and to guarantee value for efforts. Aligning financial incentives and carefully monitoring financial flows can improve efficiency and accountability, especially in the case of services designed and delivered by users themselves. Openness, freedom to experiment, and risk management also contribute to successful co-production. This report provides a preliminary checklist to help countries organise co-production, including planning, choosing appropriate instruments, involving partners and mobilising resources.

### **Box 0.1 Overview of results: main characteristics of co-production**

This report analysed 58 co-production practices across a range of 10 public service categories. As the result of this exploratory work, The following picture of co-production emerges:

- Co-production takes place at different stages of the policy process, from planning through delivery and review. Patterns seem to vary for different services, with most involvement in the delivery stage in personal services, and more monitoring and review in general services such as environmental protection.
- The majority of examples reflect additive input, with a few services starting to be substitutive, often prompted by or with the support of CSOs. This is in line with the literature review. Where there are elements of substitution, these are generally complementary to professional support.
- Unsurprisingly, users are likely to be co-producers for personal services such as health and social care, and citizens input to services which are community-based. Even in some personal services such as health, there is a role for citizens and community organisations to co-produce. The services with substitutions show the most evidence of cost reduction.
- Most of the service changes could be defined as incremental, involving additions or modification of services, rather than radical transformation. The service area which seems to be developing radical change and using substitution is social protection, with the emergence of self-directed social care, where users commission their own services. These schemes reflect a mix of demographic and societal changes. From a government perspective, such change has most risk in terms of loss of control, likely resistance from professionals and probity. These risks can be managed by developing training and support for new types of professional roles, collecting information and support from third sector organisations including online information for users; and monitoring budgets. Health services are also using technology to give users greater control, but many of the practices analysed are in the early stages.
- Examples of radical change seem to be new or part of pilot programmes, so results are still at an early stage; however, some health and social care services are starting to embed very different delivery models. Most examples of embedded change examined in the report are service modifications or incremental change, rather than radical transformation.

## Notes

1. Increasing performance of public services without raising costs was at the core of the OECD Ministerial meeting on Public Governance in Venice in November 2010.

## Chapter 1

### Transforming public service delivery

*Partnering with citizens and civil society in public service delivery has emerged today as an alternative approach to innovate public service delivery furthering some trends already underway in OECD countries.*

*This chapter discusses the rationale, nature, scope and objectives of the OECD work on partnering with citizens and civil society in public service delivery. It also illustrates the methodology adopted including details on data collection and countries participating in the project.*

## Rationale for the study

Public services play a critical role in creating more prosperous, fair and inclusive societies. Today, more than ever, public services are called on to protect the welfare of society while creating the conditions for social and economic development (*e.g.* empowering individuals and communities, improving health conditions, increasing educational attainment). In times of economic uncertainty, public services can help to re-build capacities and restore public trust in government by helping those who lose their jobs to get back into active life (*e.g.* through education, training, job searching). OECD countries are looking for ways to improve the efficiency and effectiveness of public service delivery while reducing inequalities in access to and use of these services (OECD, 2009b).

Government capacity to respond to societal demands for inclusive and high-quality public services is challenged by both internal and external factors, such as tight budgetary and fiscal environments, changing individual and societal preferences and needs, and new and complex societal problems (*e.g.* ageing populations, climate change, and spread of chronic illnesses). Governments have recognised that innovation can help increase the performance of public services in terms of outputs, efficiency, effectiveness, equity and responsiveness to user needs. This report analyses how innovative approaches to service delivery can help achieve these objectives through the active involvement of citizens and service users.

Collaboration with citizens and users plays an increasing role in the larger debate on the transformation of public services towards new forms of production and delivery. This includes movements from supply-side to demand-side delivery logics; from internal (in-house) to external (outsourcing) production models; and from “command and control” interactions between actors to those based on contractual arrangements. While market-type instruments and mechanisms based on competition (such as public tendering and concessions) help to draw on the comparative advantages of the private sector, the results in terms of service quality and satisfaction are still being debated. Experience indicates that while these measures can push down the cost of services, savings may be neutralised or reversed by higher transaction costs associated with contract preparation and monitoring. Short-term perspective, rent-seeking behaviour and opportunism associated with market practices can counteract public service objectives in terms of equity, inclusiveness and sustainability.

Partnering with users and citizens has emerged today as an important approach to innovate public service delivery, furthering some trends already underway in OECD countries (*e.g.* client orientation, service

personalisation). This paradigm considers that public services work better when designed and delivered in partnership with citizens in order to harness their interest, energies, expertise and ambitions. Collaborative rather than competitive arrangements, and targeting of citizens and civil society organisations are key foundations (Cabinet Office, UK, 2009). Co-production corresponds to the direct involvement of individual users and groups of citizens in the planning and delivery of public services. This umbrella term covers a range of more specific concepts – such as co-design, co-creation, co-delivery, co-management, co-decide, co-evaluate, co-review (Pollitt, Bouckaert and Löffler, 2006) – which reflect the different stages and types of citizen involvement and input. For example, governments co-produce with citizens when they release information which is then re-used by citizens to produce improved or new services (*e.g.* to combine information on local bars and crime data to help people plan safer routes home); or when they partner with citizens or volunteer groups to monitor the physical conditions of public infrastructures and services, or to increase safety in their neighbourhood.

### **Box 1.1 ParkScan: Co-monitoring neighbourhood parks (United States)**

ParkScan is a project of San Francisco's Neighbourhood Parks Council. It teams dedicated volunteers and user-friendly technology to help the City, the general public, and park advocates communicate more effectively. Volunteers in a number of neighbourhood parks around the City are achieving measurable results by rating the conditions of their parks. Park groups learn to use mobile technology to survey their park. Volunteer observers rate a uniform set of park conditions using handheld computers and digital cameras. Their observations and their priorities help managing agencies determine how to achieve measurable improvement in park upkeep. ParkScan is being introduced to more neighbourhood parks as part of a city-wide roll out of the programme. Individual citizens can also register comments about their neighbourhood parks at the ParkScan website. The website shows comments and “before” and “after” photos of the sites.

ParkScan is an example of combining ICTs with community activity. It has mobilised community groups and individual citizens to provide services which could not be funded if the city had to pay for professionals. It can therefore be regarded as substitution. It also provides an input which professionals can then use to manage the parks. It has begun to demonstrate measurable improvements in the parks where surveys are being done and its success is reflected in its city-wide adoption. Like other citizen-based co-production, it highlights the benefits of transparency, with visual evidence of government action available to the public on the City's website. This approach was piloted in one park, and positive results at little additional cost have led to it being extended and becoming embedded in park management and the delivery of the ongoing service.

*Source: [www.parkscan.org](http://www.parkscan.org).*

While co-production is not a new concept – it is already part of the standard process for a wide array of services (*e.g.*, health, education) – the aim of this report is to better understand the potential of co-production as a source of innovation, *i.e.* new or significantly improved ways of providing public goods and services (OECD, 2011a). Co-production transforms the relationship between service users and providers, enabling the user to take more control and ownership. It contributes to aligning results with citizens' aspirations and needs. As a result, co-production can lead to better outcomes in terms of reducing production costs (*e.g.*, creating savings on hospitalisation costs through better preventive care), increasing satisfaction (*e.g.* offering more personalised services or giving more choice and control over services) and creating capacities to face complex societal problems (*e.g.* overcoming obesity requires both professional intervention and behavioural changes).

While examining the potential of co-production for improving public services, this report also explores the risks and limits of the use of co-production. Working together with citizens and civil society organisations in service delivery is about sharing benefits, costs, risks and responsibilities to achieve better outcomes. It opens up new opportunities, but also raises important challenges for governments. These include the issue of government accountability when responsibilities and risks are shared with or transferred to citizens. There could be danger of fraud or malpractice, especially in the context of devolving budgets to users. There is also a risk that less vocal citizens or those “willing but unable” do not participate; this can lower the capacity of society to contribute, rather than strengthening it. It is also important to understand what happens to roles and responsibilities (*e.g.* for setting quality criteria and standards, and enforcing them) when a service is co-produced. Finally, financial sustainability of co-production represent an important issue, and calls for a better understanding of the real costs and benefits for governments and citizens of these collaborative arrangements.

Many OECD countries have developed approaches to involve citizens and users in public service delivery, ranging from simple interaction (*e.g.* feedback on service quality) to more active consultation in decision making. Co-production represents a step beyond public consultation; it refers to a more in-depth and systematic association of citizens and users who are not only consulted, but also help to create services. However, a careful categorisation of co-production needs to take into account the context in which public engagement practices are developed in individual countries. Countries are at different stages of engaging citizens and users, and what could be considered as innovative in one context may be part of mainstream practice in another. For example, while building community capacity to

participate and using technology to involve citizens or to obtain user feedback may not be new in absolute terms and are now part of mainstream practice in several OECD countries, these practices are considered innovative in other countries. In addition, simple forms of engagement in service delivery can be considered as important first steps towards more complex forms of co-production.

The report focuses on co-production experiences within the community of OECD countries, recognising, however, that forms of citizen and civil society participation in service delivery are also present in developing or emerging countries. While lessons drawn from this study can be of use for developing countries, the impact of these practices – *e.g.* on public sector organisations' capacity – in a development context will require more in-depth examination.

## Study objectives and content

The purpose of this report is to:

- Present an analytical framework for understanding how governments can involve citizens, users and CSOs in public service delivery;
- Provide an initial map of existing co-production practices in different public service areas;
- Identify which of these practices are potentially important sources of innovation; and
- Draw the lessons learned in terms of policy implementation.

The report represents an initial step towards a more in-depth understanding of co-production as a tool for innovation. These new models are still in early stages, and many experimental approaches have been used or are currently underway in OECD countries. The report builds on the recognition that relatively little is known about the innovative potential, risks and opportunities offered by these approaches. The debates focus on who should co-produce (individual users, citizens, third sector), and at which stage governments should encourage co-production (planning and design, co-delivery and co-creation; co-review and evaluation) (Pestoff & Brandsen, 2008). However, as yet there is insufficient evidence about what works and what does not, and about what can be delivered in terms of service effectiveness and value for money.

This report provides OECD member countries with a comprehensive view of the potential and challenges of working with citizens to deliver user-centred services. As collaborative approaches can be a source of innovation, the report contributes to the cross-cutting synthesis work on innovation in public service delivery. While this issue is addressed in other contexts, none has taken such a close look at co-production.

The report is structured as follows. Chapter 1 provides the rationale for the study, its objectives and the methodological approach for data collection. Chapter 2 reviews the development of theories and practices of citizen involvement in service delivery, and how it fits in the context of public sector reform. The chapter also offers a working definition of co-production and presents the main policy context and drivers, along with the key elements of an analytical framework. Chapter 3 applies the analytical model to the co-production approaches used by OECD countries. The purpose is to identify the extent and depth of citizen and user input to public services, and identify which services are using which type of co-production. Chapter 4 identifies key success factors leading to effective citizen and user input in service delivery, as well as key implementation challenges. This chapter addresses the issue of skills and capacities which governments will need to develop to succeed in these endeavours. It also provides evidence on the benefits and costs in involving citizens and users, drawing on the analysis of country examples. Chapter 5 summarises the main conclusions of the study, offering a checklist for designing effective user- and citizen-oriented participatory schemes and indications of potential direction for follow-up work.

## Methodology

The report is based on:

- Desk-based academic and policy research to identify and analyse available data on citizen involvement in service delivery, and the underlying theories and conceptual frameworks.
- Exploratory survey of OECD and non-OECD countries to provide initial quantitative and qualitative information on countries' experiences with citizen involvement in service delivery. The survey was designed to capture the perception of central (or federal) government officials on the extent of co-production. While recognising the importance of the views of service users and citizens on co-production, this dimension falls outside of the scope of this research.

- Examples of country practices to map current approaches and identify good practices in different service areas and for different levels of government. Examples have been collected through country pro-forma and desk-based research.

An overview of country input in the report is provided in Annex A. Of the 26 countries which responded to the survey, 16 countries also delivered country examples.

The aim of the OECD exploratory survey was to collect initial data and views from central government officials on key aspects related to public involvement in service delivery including: drivers and demands; approaches to co-production; partners involved; extent to which co-production is embedded in government practice as a means of service delivery; risks and barriers; and factors enhancing effectiveness. While the role and contributions of the different levels of government to service delivery – as well as the regional context (urban vs. rural) – have been recognised as important element in the analysis of co-production, for the purpose of this initial study, countries agreed to restrict the focus of the survey to the national (or federal) level.

This study focuses on understanding how governments can “work together” with others, referring in particular to the involvement of service users, individual citizens who are not users, and groups of citizens who may or may not be organised as a civil society or a third sector organisation. The study does not address other forms of collaborative arrangements with private sector organisations.

As the picture of public involvement in service delivery is likely to differ from service to service, the survey aimed at collecting information on several service areas: General public services; Defence; Public order and safety; Economic affairs; Environmental protection; Housing and community amenities; Health; Education; Recreation; Culture and religion; Education and Social protection (for details, see Annex B). In addition to general questions, respondents were invited to provide answers for each service category where one or more co-production practices were identified at national level. The survey was not designed to offer a comprehensive overview of all existing co-production practices in all administrative units for each service category. Its goal is to offer an initial mapping of significant practices in OECD countries as a basis for further research. The results of the survey are therefore not representative of countries as a whole.

In addition to filling in the survey, respondents were invited to provide examples of co-production practices in different services areas and for different levels of government through an *ad hoc* pro forma template. A

number of country templates were collected and reviewed, and a total of 58 country examples of co-production – collected from both country submissions and desk-based research – were selected and analysed (see Table 1.1).

**Table 1.1 Overview of country examples of partnerships with citizens and CSOs in the delivery of public services examined in the report (by categories of services)**

|                      | General services                                                         | Defence | Public order and safety                       | Health services                               | Social protection                                           | Economic affairs      | Housing and community amenities | Environmental protection                                    | Recreation, culture and religion | Education             |
|----------------------|--------------------------------------------------------------------------|---------|-----------------------------------------------|-----------------------------------------------|-------------------------------------------------------------|-----------------------|---------------------------------|-------------------------------------------------------------|----------------------------------|-----------------------|
| Nr of examples       | 11                                                                       | 1       | 4                                             | 5                                             | 11                                                          | 5                     | 9                               | 6                                                           | 1                                | 5                     |
| Levels of government | 7 national<br>1 local<br>2 federal/<br>regional<br>1 national &<br>local |         | 2 local<br>1 national<br>1 federal<br>(state) | 2 national<br>2 local<br>1 federal<br>(state) | 4 national &<br>local<br>3 national<br>3 federal<br>1 local | 4 local<br>1 national | 8 local<br>1 local &<br>federal | 2 national<br>2 local<br>1 national &<br>local<br>1 federal | national                         | 3 local<br>2 national |

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## Chapter 2

### **New forms of partnership with citizens for public service delivery**

*This chapter reviews the development of different theories and practices of citizen involvement in service delivery, and how they fit in the context of public sector reform. It also offers a working definition of co-production and presents the main policy context and drivers, along with the key elements of an analytical framework.*

*“Co-production makes the system more efficient, more effective and more responsive to community needs. More importantly, it makes social care altogether more humane, more trustworthy, more valued – and altogether more transforming for those who use it.”* (Phil Hope, former Minister of State for Care Services, UK, March 2009) (Boyle and Harris, 2009)

This chapter reviews the development of different theories and practices of citizen involvement in service delivery, and how they fit in the context of public sector reform. It also offers a working definition of co-production and presents the main policy context and drivers, along with the key elements of an analytical framework.

## Origin of terms and definitions

Since the end of the Second World War and the creation of the welfare state, the role of governments has expanded. At the same time, public services have become increasingly professionalised – delivered by paid staff, whether direct government employees, contracted private sector organisations, or third sector organisations. Over time, third party actors have increased their capacity to deliver public services, although they often still draw on the efforts of volunteers.

Over the last few decades, governments have engaged with non-government actors, private sector organisations in particular, as a way to increase efficiency, service quality and user satisfaction. Innovative public service delivery mechanisms – which were introduced following the ideas of New Public Management – provided an alternative to the traditional command and control mechanisms based on a hierarchical relationship between government (the principal) and the delivery body (the agent), either public or private (such as in public utilities). The introduction of market-type arrangements has opened the way to new forms of partnership with non-government actors based on contractual arrangements as the principal modes of interaction between agents (*e.g.* contracting in and contracting out), and competition as the key mechanism to ensure efficient allocation of resources and client satisfaction (*e.g.* public procurement through competitive tendering).

Competition-based public service delivery mechanisms have received strong criticisms, as evidence of failure to deliver increased value for government and citizens have grown. There is the risk that benefits achieved through cost reduction – for example, through public procurement – are

offset by higher transaction costs due to long contract preparations, contract compliance monitoring requirements, and manipulation. Another criticism is that competitive mechanisms do not systematically combine efficiency with service quality targets, nor do they consider how services could be improved from the user perspective. Rent-seeking behaviour and opportunism may also endanger contractual relationships and result in additional costs for the public purse. In short, although the pressure exercised by market forces on service delivery enables efficiency gains, it may fail to bring about the change needed to respond to the complex challenges public services are facing today (*e.g.* improving user satisfaction, quality, trust, inclusiveness).

In parallel with market-oriented solutions, non-competitive contractual partnerships for service delivery have also emerged as a way to tap into new resources, skills and capacity from within the public sector. These partnerships synthesise the contributions from different public entities, which bring their specific resources and competencies for service improvements to the table, and may introduce new joined-up governance mechanisms (*e.g.* joint municipal boards/agreements) (Valkama and Antiirioiko, 2009) based on long-term high-trust relationships. These forms of service delivery (*e.g.* co-procurement, seed money, community partnerships) build on the capacity of voluntary partnerships to create transformational approaches to service improvement, unlock the distinctive competencies of various sectors, and encourage mutual trust (Entwistle and Martin, 2005).

New forms of partnership have been extended outside the public sector administration to citizens and service users, as part of discussions about reform and innovation (Pollott, Bouckaert and Löffler, 2006). The term co-production is used to indicate collaborative approaches where citizens or service users engage in partnerships with service professionals in the design and delivery of a public service. By involving individuals and civil society, co-production moves away from the type of principal-agent problem that is usually found in contractual agreements, and builds on voluntary contributions from individuals who work with or substitute for traditional service providers. Leadbeater and Cottam (2007) observed that “for the past decade most of the debate about public service reform has focused on delivery, making the public sector value chain work more efficiently, to resemble reliable private service delivery. But you cannot deliver complex public goods the way the Fed-Ex delivers a parcel. They need to be co-created.”

The term co-production is not new, and its meaning and significance have evolved in parallel to the development of public management theories and practices. What is new – and the focus of this study – is the attention towards these forms of citizen and user engagement as a source of

innovation, *i.e.* the implementation of new or significantly improved ways of providing public goods and services.

### **Box 2.1 Origin and development of the term co-production**

The term “co-production” dates back to the 1970s. It originally related primarily to the direct involvement of citizens or clients in the public or private sectors in the production of services. It generated great interest in the 1970s and 1980s, but was not much used in subsequent years, as other models of public service reform were predominant. Co-production attracted little official interest at the start, as the concept was primarily seen as relating to volunteers, making it dependent on altruism; this did not mesh well with market principles. This emphasis also overshadowed models of co-production by clients and, thus, the potential to collaborate with users to improve services was not fully explored.

From the 1980s onwards, the models for public service improvement were predominantly managerial, with an emphasis on markets and competition, improving quality and choice, and new forms of performance management. The main policy thrust has been to improve efficiency in service delivery and enhance service quality. Part of the New Public Management approach has been to shift the organisational focus from internal processes and administrative procedures to an external focus on customers. These models of public service reform focus on professionalising delivery to customers, clients, and users to improve quality and achieve value for money.

Starting in the 1990s, commentators and practitioners highlighted the importance of citizen contributions to the public realm, alongside the more widespread market approaches.

*Source:* Pestoff and Brandsen, eds (2008), Alford (2009), Pollitt (1990), Pollitt (1993).

Some OECD countries have recognised the innovative potential of co-production to significantly change public service delivery, and have put it forward as one element of the next phase of public service reform.

The Australian government’s reform strategy “Ahead of the Game: Blueprint for the Reform of the Australian Government” points to the need to develop better models for partnering with the community and the private sector to provide high-performing services that meet citizens’ needs. The Australian Declaration of Open Government, presented in July 2010, also enshrines the principle of collaboration with citizens on policy and service delivery.

In Japan, the government supports a “New Public Commons”, under which the government, citizens, CSOs, private businesses, and other parties will work collaboratively to play an active role in providing services for everyday life, such as education and childcare, community development, nursing care and welfare services (see Box 2.2).

### **Box 2.2 “New Public Commons”: Promoting mutual support and social vibrancy (Japan)**

The vision promoted by the “New Public Commons” is based on mutual support and social vibrancy. In this society, everyone has a place to go and a role to play. People value the pleasure of helping others, and they allow economic activity to thrive by generating new markets and services. When the fruits of such activities return to society, people can live better lives. Thus, such a society develops in a virtuous cycle.

To this end, the Prime Minister’s New Public Commons Roundtable put together the Declaration of New Public Commons in June 2010. The government then took action to institutionalise the recommendations. From October 2010, the Council on the Promotion of New Public Commons, headed by the Prime Minister, took over the Roundtable’s role to follow up on the progress of the government actions, and made proposals based on the follow-up in November 2010. The Council also discusses desirable public contracts or agreements between the government and the citizen sector.

In December 2010, the Cabinet implemented the FY2011 Tax Reform, which includes new income tax credits for donations made to certified non-profit corporations, as well as comparable tax credits for donations to public interest incorporated associations and foundations, educational institution, social-welfare-service corporation, and relief- and rehabilitation service corporation.

*Source:* OECD (2010).

In the United Kingdom, the coalition government envisions building a new relationship between citizens and the state, based on promoting social and personal responsibility over state control; this has enhanced the increased role of citizens and civil society organisations in public service delivery. (See Box 2.3).

### **Box 2.3 Big Society: A new relationship between the citizen and the state (United Kingdom)**

The vision of the Coalition Government, led by David Cameron, is built on the idea that society can play a more active role in addressing societal and economic problems. As budgetary reductions continue to affect public services, the government plans to give communities more power and to encourage individual citizens, co-operatives, charities and volunteers to take more responsibility for service delivery.

The government vision is shaped around the idea that a “Big State” should no longer deliver all services by itself, nor micromanage from the centre, but should instead look towards societal forces to contribute to service provision and keep governments accountable. This is achieved by decentralising power down to the lowest appropriate level, and encouraging a diverse range of providers and civic institutions to offer services. In this way, public services will be held accountable to users – through voice, choice and enhanced local democratic control – rather than through bureaucratic accountability to central government. The government will foster accountability by increasing transparency and sharing information on elements of public services so that users can judge performance, hold providers to account, and make more informed decisions.

The measures included under the Big Society banner are wide ranging and include actions directed to building community capacities to promote greater responsibility in public services, while simultaneously enabling a culture and a habit of responsibility. These include:

- Making local crime data more widely available to hold local government to account and to give communities a greater role in local planning decisions;
- Creating a National Citizenship Service, with the Department for Education, to enhance young people’s sense of responsibility and instil a culture of community action;
- Supporting Community Organisers and a programme of small grants to community organisations and neighbourhood groups in deprived areas, in order to find and up-skill the community activists who could dramatically enhance communities’ capacity to address local problems themselves; and
- Other actions to support a social norm of personal and social responsibility, such as a national day to celebrate community action, and making volunteering part of the appraisal process for civil servants.

*Source: OECD (2010).*

Shifting the focus from activities and outputs to outcomes is at the core of the new paradigm offered by co-production, which emphasises the role of citizen support for increased quality (Pollitt, Bouckaert and Löffler, 2006):

*“Outcomes are by definition co-produced. Security, anticorruption, trust, or a good environment all require the active (or passive) collaboration of citizens or customers. Whether it is neighbourhood watch, separating garbage for split garbage collection, or building trust in major institutions – these all require co-production.”*

Many existing public services have an element of co-production, but there is a growing imperative to understand how governments can develop and shape co-production to drive innovation and reduce costs. The demand for change is particularly strong in personal services such as health and social care, where ageing populations are leading to increased demands on limited public resources. Some studies (Alford, 2009) have highlighted how co-production is being used in Australia, the UK and the United States. The traditional view of consumers or clients of public services as people who *receive* the services delivered to them contrasts with an understanding that in many areas of government activity, clients play a necessary role in *producing* the services. This is the case, for example, for health services, where treatment requires the active collaboration of patients. Such collaboration is becoming even more important as countries focus increasingly on preventive approaches (particularly in the context of the fights against tobacco, cancer or obesity):

*“There is an increasing emphasis on health programs that prevent disease. These typically call for active involvement on the part of those they cater to: undertaking regular exercise, eating healthy diets and pursuing balanced lifestyles. The desired outcomes, such as fewer people incurring cancer or heart disease, cannot be achieved unless clients do this work.”* (Alford, 2009)

Different definitions of co-production exist in literature. They share the notion that citizens and users can be a potential public service resource: a particularly significant idea in the context of declining public resources (Boyle and Harris, 2009). The definitional elements are as follows:

- Co-production involves working with or in the place of professionals: In co-production schemes, citizens and users are more directly involved in public services. They become contributors rather than recipients and undertake some of the activities formerly carried out by professionals (Norman, 1984, cited in Loeffler and Watt, 2009; Boyle, Clark and Burns, 2006).
- Co-production aims at creating public value: Another way of defining co-production is to measure the contribution of the partnership between citizens or users and service professionals. (Alford, 2009; Loeffler, 2008) The emphasis is on outcomes and/or the creation of public value.

It has also been argued that some public outcomes can only be delivered through co-production (*e.g.* education).

- Co-production requires a regular/long-term relationship and direct input from citizens/users: Co-production can be defined by the underlying relationships and values, and by the features of the partnerships between public service professionals and citizens/users (Bovaird, 2009; Loeffler and Watt, 2009).

These concepts of co-production can potentially be applied to different areas and types of services. All these models signal a shift towards greater involvement of citizens and users. As one writer put it, co-production is about how services “work with rather than do unto users” (Cummins and Miller, 2007). The differences in approach reflect the diversity of public services – *who* is involved in *which* stage, and the *depth* of input.

The OECD defines co-production as follows:

A way of planning, designing, delivering and evaluating public services which draws on direct input from citizens, service users and civil society organisations.

This preliminary definition covers a wide range of practices, from simple input into service delivery (*e.g.* feedback on services) to extensive and enduring relationships with service users. It also differentiates between co-production and traditional contractual partnerships with private sector providers (such as outsourcing), as it refers to a rather undefined and unspecified invitation to the public to contribute, as opposed to a contractual agreement with specific entities who are employed to perform well-identified activities.

While voluntary engagement is a key element of the concept of co-production with citizens and users, voluntarism is not the only form of interaction between actors involved in co-production. Partnerships with CSOs for service delivery can involve contractual or semi-contractual agreements; for example partnerships between public authorities and local community associations for educational services or training.

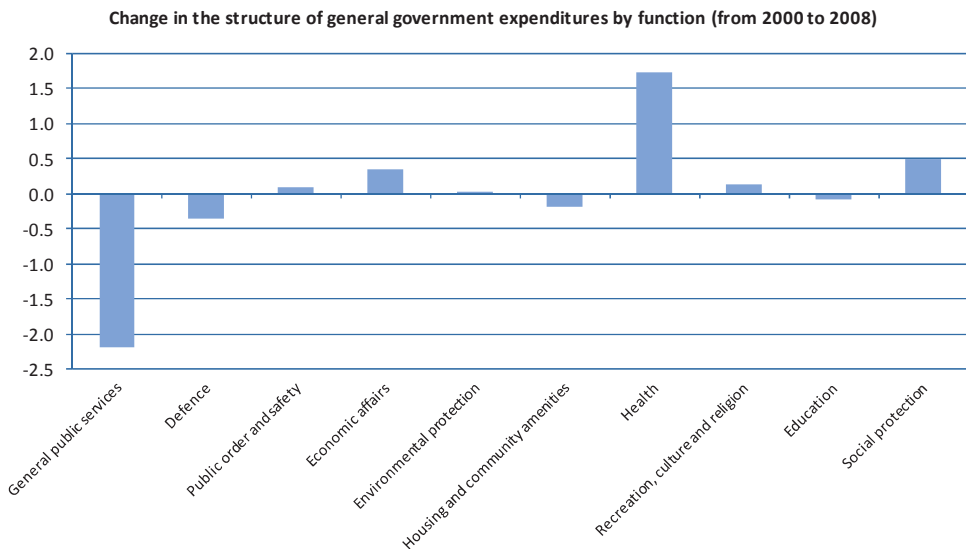
## **The case for co-production**

The notion of partnering with citizens in the production and delivery of public services has received increased attention as a way to improve service effectiveness and reduce costs. Because other factors may also be at play, this section provides an overview of the potential benefits of co-production

drawing on existing literature, country practices and the results of a survey of co-production in OECD countries:

Co-production can help make better use of resources and contain service costs. Co-production can offer a new approach to deliver more (or the same) with less by tapping into individual resources and reducing the need for expensive services. For example, the increasing number of elderly people in OECD countries puts high pressure on public financing of health care (OECD, 2009a).<sup>1</sup> The share of resources dedicated to certain service activities has increased significantly over the last 10 years, especially in the health care and social protection areas, making extension of the existing service model unaffordable (see Figure 2.1).

**Figure 2.1 Change in structure of spending**  
% of GDP (2000-2008)



Source: OECD (2009), *Government at a Glance*.

Co-production can help increase service effectiveness. Some countries have introduced co-production for specific areas with the explicit goal to reduce costs to the public purse while increasing user satisfaction (such as Australia and the UK for social care, and the United States for health care). In the health sector, new forms of service delivery aim to improve service outcomes and reduce costs by allowing users to take more control over service outcomes and receive support from service professionals (see Box 2.4).

### Box 2.4 Self-directed social care services (United Kingdom)

Self-directed services started as a response to the intense needs of a small group of disabled social service users; however, the success of pilot programmes led to its introduction in 100 authorities across the UK. After users self-assess their needs using a simple system, their assessment is cleared by a professional and they are allocated a budget. Service users manage their own care plans and become service commissioners. Government professionals have new roles and support users in making choices.

As a result, users develop a deep, day-to-day relationship with their services, making their own choices and taking into consideration their personal, family and community resources. Risks are managed by providing professional support and developing new forms of budget monitoring. There is a significant level of change required for this programme, and an online network has been set up to share ideas, information and learning among the actors involved. Third sector organisations provide information and support users.

The evaluation of self-directed services carried out so far shows very high levels of satisfaction from users and demonstrates that 86% of the budget holders sampled in the evaluation accessed additional support available in their community which they had not previously drawn upon. Figures from the UK pilot programmes show a cost reduction of between 10 to 15% overall compared with traditional services.

*Source:* Leadbetter, Bartlett and Gallagher (2008).

Co-production can help tackle service failures. Service failure and underperformance represents a high cost for society (*e.g.* school drop-outs or criminal recidivism). The individual-based co-production model, which builds on input from service clients, can deliver positive results in reducing both service failures and costs for the public purse. In the area of juvenile justice, engaging young people as advocates for good behaviour led the way to young offenders' re-insertion in society (see examples in Chapter 3). Peer-to-peer support schemes have been used in schools to tackle achievement gaps and promote greater inclusiveness and participation.

Co-production can help identify solutions to complex problems and contribute to enhancing societal, as well as individual, well-being. The size and nature of the challenges facing governments is prompting more recognition that governments cannot tackle the major challenges of the 21<sup>st</sup> century alone. Global problems – such as climate change and water shortages (See Box 2.5) – and lifestyle and health problems – such as obesity, chronic health conditions and other disorders leading to social exclusion (*e.g.* depression) – strain government resources.<sup>2</sup> Delivery of traditional separate services, however effective, will not address these problems, which have a direct impact on the quality of life of a person.

Solutions require behavioural changes from both service professionals and users, and the mobilisation of community efforts.

### **Box 2.5 Improving water supply: The São Francisco Project (Brazil)**

In Brazil, governments, public entities, civil society and private sector organisations have created a partnership to find solutions for the improvement of water supply in the north-east region of Brazil. The São Francisco Project is a national-level initiative which aims to integrate São Francisco to watersheds in the north-east region of Brazil in order to supply potable water to 12 million people in the states of Pernambuco, Paraíba, Ceará and Rio Grande do Norte by 2025.

Civil society organisations are involved in social and environmental programmes which form part of the project. They co-decide on social issues, such as the decision to relocate affected families, or co-participate in the monitoring of the welfare and satisfaction of citizens during and after the execution of the project. The rural population directly affected by the project initially showed resistance to changes; however, the co-production process made it possible to discuss and define their priorities.

As a result, citizens concerned by the project have access to health and education services, sanitation infrastructure and technical assistance to develop irrigated crops on their land. The living conditions of affected families have improved due to relocation. In native communities, actions are taken towards developing craftsmanship to raise the income of families. The effect of the project is a modification of labour structures in the region, permitting the social and economic development of the communities involved.

*Source:* Based on information provided by the Ministry of National Integration, Brazil.

Co-production can complement and strengthen existing reform approaches and instruments for change. The current emphasis on partnering with citizens as a potential tool in the continued transformation of public services is partly the result of reaching a levelling-out of the impacts of other models, such as efficiency improvements through competition and partnerships with the private sector. Approaches based on partnerships with citizens can, however, be complementary to and/or support other approaches to service improvement (*e.g.* the use of new technologies in government).

Co-production can improve democratic governance and build public trust. Citizen involvement in service delivery also reflects a broader democratic and active citizenship agenda developed over the past 20 years. Governments across OECD countries have been working to fight growing democracy deficits and to work more closely with their citizens. This has involved a range of approaches and activities: from giving information (*e.g.* government websites for citizens) to consultation (*e.g.* seeking citizens' views or service users' feedback) to participation (*e.g.* contributing to

resource and policy decisions through online networks or community meetings) (OECD, 2009c). While distinct from public engagement, co-production has the potential to further the public engagement agenda.

Co-production can strengthen communities and build social capital. Co-production strengthens social capital through community involvement and civic participation. It also enhances trust and shared values, which are the basis for active citizenship. Civic involvement can lead to improvement in the quality of communities, for example, when local residents and CSOs take over local amenities such as parks and libraries that are under threat and re-organise them as multi-functional spaces for care, capacity building and training, and local cultural events.

## Actors

Co-production practices can involve a range of different non-governmental actors as partners in service delivery. Some approaches focus on individual users and some on citizens, while others involve third sector organisations, and others use a mix of these (Bovaird, 2009). Views among public policy commentators differ as to whether co-production should involve individuals or groups, and as concerns the contribution of the third sector. The original concept of co-production related to the role of individuals and groups of clients in the production of services (Pestoff and Brandsen, 2008). In some countries, such as in the United Kingdom, the term has been used more widely to mean the role of the third sector in service delivery; in continental Europe, the term is used to describe “the growing organized involvement of citizens in the production of their own welfare services” (Pestoff and Brandsen, 2008). The latter model is similar to the approach to co-production in the United States.

The third sector, or civil society, has played an important role in highlighting the need for change and in working with governments to develop new relationships and networks which mobilise users and communities to create new types of service models. For example, In Control, a third sector disability organisation in the UK, campaigned for greater user control of services for adults with disabilities and worked in partnership with national and local governments to develop self-directed social care services. In the US, third sector organisations have been providing extensive online information for users with mental health problems to help them make choices and assemble services which are effective for them.

Some writers have argued that co-production must involve the third sector, as the concept reflects a collective undertaking (Boyle, Sherry,

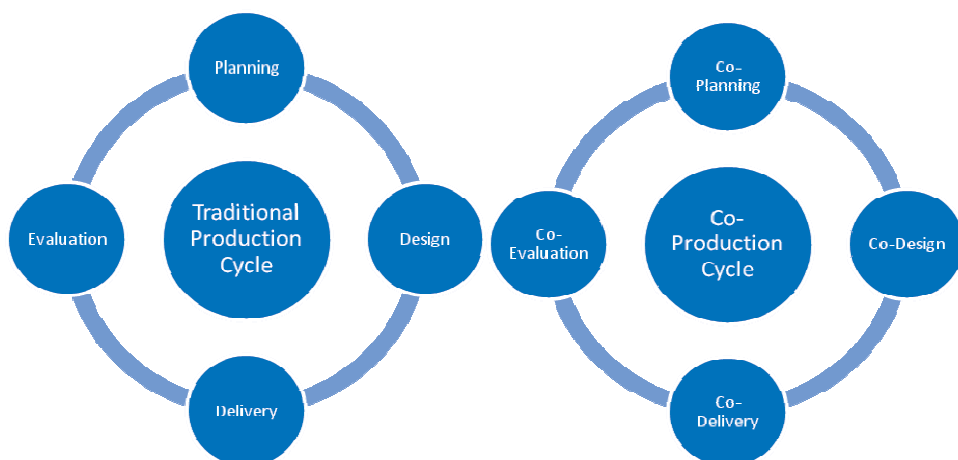
Burns, 2006). Such models of co-production start from the point that public services are not just individual transactions providing benefits to individual users but a shared good which creates public value. Such approaches tend to stress the social aspects of co-production and the importance of community capacity building and its wider social impacts.

## Stages

Public policy analysts have refined the concept of co-production to take account of the different stages in the public policy and service delivery processes. They have developed different descriptions of co-activity related to the stages in the policy-making and implementation cycle.

Public service delivery can be conceptualised as a cycle which moves through different phases including planning, design, delivery, and evaluation. Commentators have stressed the need to re-formulate this traditional approach and develop a model based on co-activity with citizens and users. The model outlined in the figure originates in studies presented at the 4<sup>th</sup> European Quality Conference (see Figure 2.2). The analysis of country practices led to the conclusion that collaborating with citizens at each and every stage of service planning and delivery is key to ensuring sustainable service quality improvements.

**Figure 2.2 From traditional service delivery to a model based on co-activity with citizens and users**



Source: Pollitt, Bouckaert, Loeffler, (2006).

Categorisation of co-activities according to stages or functions performed breaks down the concept of co-production with the third sector

into different types (Pestoff, 2008, drawing on the typology developed by Osborne & McLaughlin, 2004):

- Co-governance: the third sector participates in the planning and delivery of public services;
- Co-management: third sector organisations produce services in collaboration with the state;
- Co-production: the citizens produce, at least in part, their own services.
- Within these three types of co-activity a distinction is proposed according to:
  - The actors involved: Whereas co-management refers primarily to interactions among organisations, co-production refers to voluntary efforts by individual citizens.
  - The stages in the policy cycle in which interaction occurs: This separates co-governance from the other two concepts: the former focuses on policy formulation, the latter on implementation.

## **Nature and degree of change**

Participatory approaches to service delivery can also be characterised in terms of the intended degree of service transformation. Co-production can be classified as:<sup>3</sup>

- Least transformative – co-production is just a description of the service as reliant on some productive input from the service user (*e.g.* children doing their homework, people taking their medication, compliance with laws such as not dropping litter).
- Intermediate – there is recognition of the contributions made by users and their careers. It encourages – or may require – active contributions as a means of improving services and builds relationships between professionals and users so each better understands the position of the other. It does not change fundamental service delivery systems. Examples include involvement of users in the assessment of their needs.
- Most transformative – this is characterised by a re-location of power and control through the development of new user-led mechanisms of

service planning, delivery management and governance. It involves new structures of delivery to establish co-production, rather than ad hoc opportunities for collaboration. Examples include personal budgets and expert patients (see Chapter 3).

### **Type and extent of input**

Different levels of citizen participation are associated with different approaches, ranging from sporadic to ongoing, and with different levels of influence. The level of user input in co-production can be categorised as (Pestoff, 2009):

- sporadic and distant;
- intermittent (or short term); and
- intensive and enduring (or long term).

The notion of different levels of input from citizens has also been articulated as (Hirschman, 1970):

- voice – providing feedback;
- choice – choosing services from a menu of options;
- contribution – producing part of the service; and
- control – deciding on services and commissioning them.

Recent research has also distinguished between additive and substitutive co-production (Loeffler and Banks, 2009). In short this differentiates between co-production where citizens/users replace professionals, and co-production which adds citizen/user input to that of professionals.

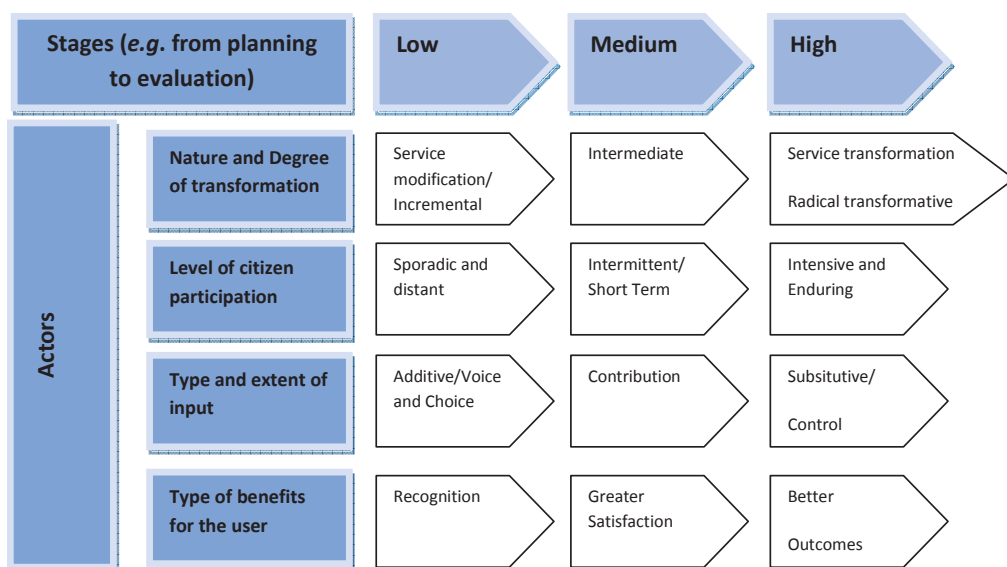
In summary, a number of dimensions are relevant for the analysis of co-production:

- actors – *e.g.* users, citizens, civil society or third sector organisations;
- stages – *e.g.* which phase of the service delivery cycle (planning, delivery, review);
- type of input – *e.g.* additive or substitutive;

- extent of input – feedback through control; and
- nature and degree of change – *e.g.* from service modification to transformation, from incremental to radical change.

This framework implies a continuum from relatively small-scale and surface-level input to control of services as indicated in the diagram below:

**Figure 2.3 Type and level of change involved in partnership with citizens and CSOs in providing public services**



The mix of these different elements will depend on the type of public services, who is driving the change, and what the purpose is. Some personal services (such as health or social care) may focus primarily on individual users and are driven and supported by civil society or third sector organisations, while other services (such as environmental protection) may mobilise citizens and community organisations. Some services may address major challenges like ageing populations, and governments will be prepared to go for major change; in other contexts, governments will want to obtain some additional contributions and make modifications to existing services.

## Notes

1. In the past 35 years, average life expectancy beyond the age of 65 for OECD countries has increased by just over 4 years for women and by nearly 5 years for men, to 85.2 and 81.9, respectively. In this same period there has been annual average real growth in health care expenditure for OECD countries of 4.1%. There has also been growth in social care expenditure, with 25 OECD countries spending at least 20% of NNI on social spending.
2. OECD (2009), Obesity is a common challenge for OECD countries.
3. Needham (2009), Pestoff (2007). This work related largely to health and social care services.

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[www.europeanchallenge.eu/media/papers/ws3\\_Paper3\\_Valkama\\_Atiroi\\_ka\\_Finnish\\_Public\\_Service.pdf](http://www.europeanchallenge.eu/media/papers/ws3_Paper3_Valkama_Atiroi_ka_Finnish_Public_Service.pdf)



## Chapter 3

### Overview and analysis of country practices on co-production of key public services

*This chapter provides an initial mapping of partnerships with citizens and CSOs in service delivery across OECD countries, building on the examples collected through an OECD exploratory survey. It applies the analytical models developed in Chapter 2 to a set of country examples and practices. It identifies: the extent and depth of citizen and user input in observed country practices; which services are using which types of co-production schemes; the benefits realised, including effectiveness and cost reduction; what type of barriers countries have encountered or can anticipate, and how they have dealt with them; and leading-edge practices.*

## **Mapping approaches to co-production in participating countries: An overview**

This chapter provides an initial mapping of citizen involvement in service delivery across OECD countries, building on the examples collected through an OECD exploratory survey on “Innovation in Service Delivery: Working Together with Citizens for Better Outcomes”. It applies the analytical models developed in Chapter 2 to a set of country examples and practices. It identifies the extent and depth of citizen and user input in observed country practices; which services are using which types of co-production schemes; the benefits realised, including effectiveness and cost reduction; what type of barriers countries have encountered or can anticipate, and how they have dealt with them; and leading-edge practices.

The nature of the work conducted in preparation of this report is exploratory, and more time will be needed to provide an in-depth overview of co-production. However, the analysis presented in this chapter is helpful to provide an initial positioning of co-production as a service delivery practice and to spot some early trends.

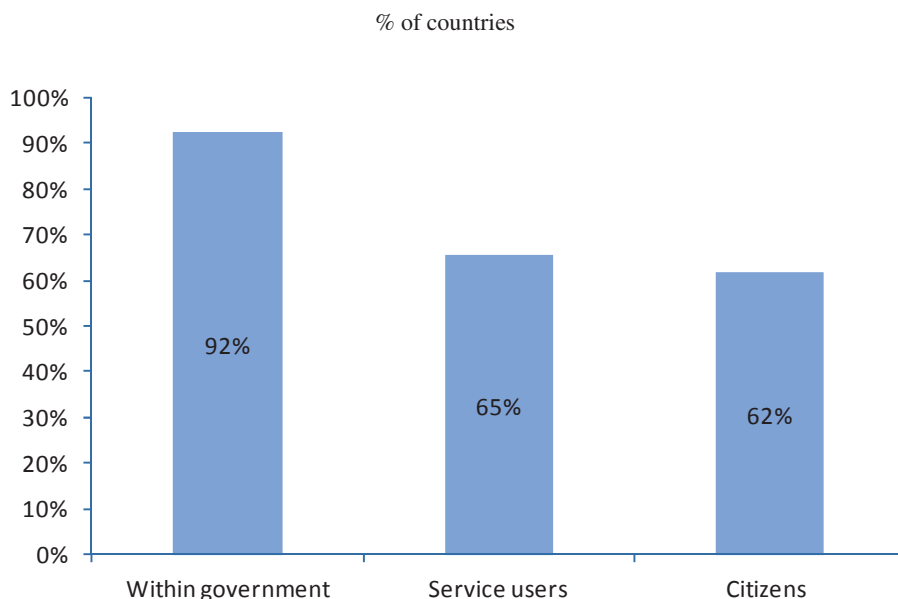
Knowledge and use of co-production at the national level remains limited. While research indicates that co-production has long been a form of involvement in service delivery, survey results indicate that for the majority of countries there seems to be only “some awareness” and “use” of co-production at that level. This is not surprising given the fact that many, if not most, examples of co-production are found at the local level.

Many co-production practices are still at the pilot stage, and few have started to be mainstreamed. Despite an increased focus on user-centred practices, co-production as a form of service delivery remains developmental: while 85% of countries have some experience of co-production in one or more public service categories, few (15%) have gone beyond piloting this approach and embedding these schemes in the delivery of some public services. A large majority of the responses provided by countries refers to cases in which involvement with different partners across different service categories is limited to the provision of simple feedback on services (91% of the reported cases are referred to as simple “voice”) rather than indicating more elaborated forms of co-production (59% of reported cases have elements of “control” – where citizens decide on a service and deliver it).

Central government officials view governments, rather than citizens or service users, as the drivers behind co-production. A large majority of countries reported that the demand for co-production comes from within

government, as opposed to emerging from citizen or service users. Governments may see the positive implications in terms of cost reductions and sharing responsibilities for delivery. However, as indicated by *ad hoc* surveys, the views of citizens and civil society organisations may be very different from those of service professionals; current practice points to many examples of bottom-up initiatives emerging from civil society (*e.g.* the UK's fix-my-street). Discussion of cases during training courses has also pointed to the difficulty experienced by service professionals to identify co-production practices. Many forms of co-production (*e.g.* mothers looking after sick children to support the medical treatment by professionals) are taken for granted by service professionals and are noticed only when the user contribution is missing.

**Figure 3.1 Demand for partnerships with citizens and CSOs for public service delivery**



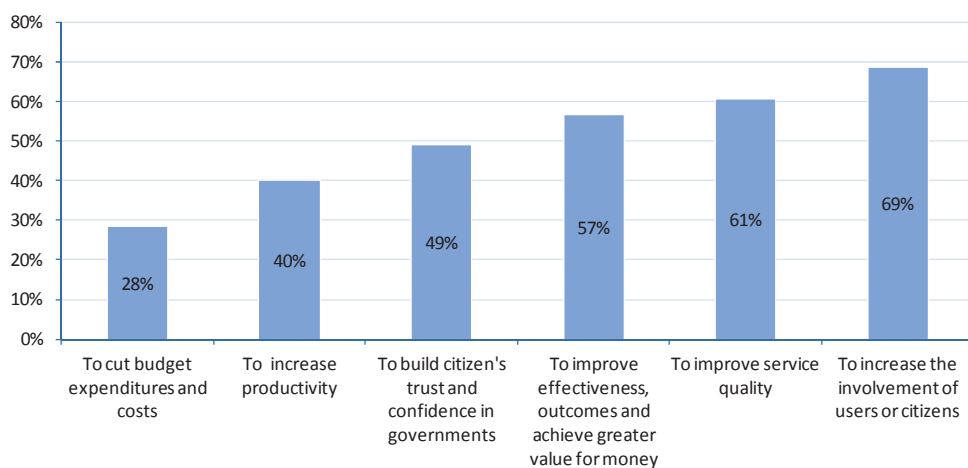
*Source:* OECD survey on “Innovation in Public Services: Working Together with Citizens for Better Outcomes”, 2010; 22 OECD countries, Brazil, Egypt, Russia and Ukraine responded to the survey.

Co-production is seen primarily as contributing to greater user involvement, and improved service outputs and outcomes, with less emphasis on cost cutting. Survey results indicate that in the large majority of cases reported by countries across all service categories (69%), the reason for engaging in co-producing is achieve stronger user and citizen engagement *per se*. Some countries have set user collaborative approaches

in service delivery as a fundamental component of a new governance philosophy based on greater empowerment of individuals and communities and a reduced role of the state in the economy (see Box 2.3 on Big Society). Interestingly, in a time of increased budgetary pressure and growing demand for public services, these approaches are not presented as a way to cut costs but more as a way to improve service outputs (*e.g.* quality of service) and outcomes, and achieve greater value for money.

**Figure 3.2 Reasons for partnering with citizens and CSOs for public service delivery**

As a % of cases reported by countries across all service categories



Source: OECD survey on “Innovation in Public Services: Working Together with Citizens for Better Outcomes”, 2010; 22 OECD countries, Brazil, Egypt, Russia and Ukraine responded to the survey.

There is evidence of co-production with users and citizens in all public service categories across different countries, but the range of service data available is limited.

General public services, social protection, economic affairs and education are the categories of public services to which co-production cases most frequently refer. Both the practice examples submitted by countries and the desk research indicate significant co-production activity in these areas. As indicated in the methodology section, the results of the survey do not allow general assumptions to be made on the extent of co-production practices in any particular service category in any specific country; rather, they refer to reported existing or known examples from a particular department or a ministry, and not from the survey of a large representative sample of service delivery units.

**Table 3.1 Category of services for which cases of co-production were reported in the survey (by country)**

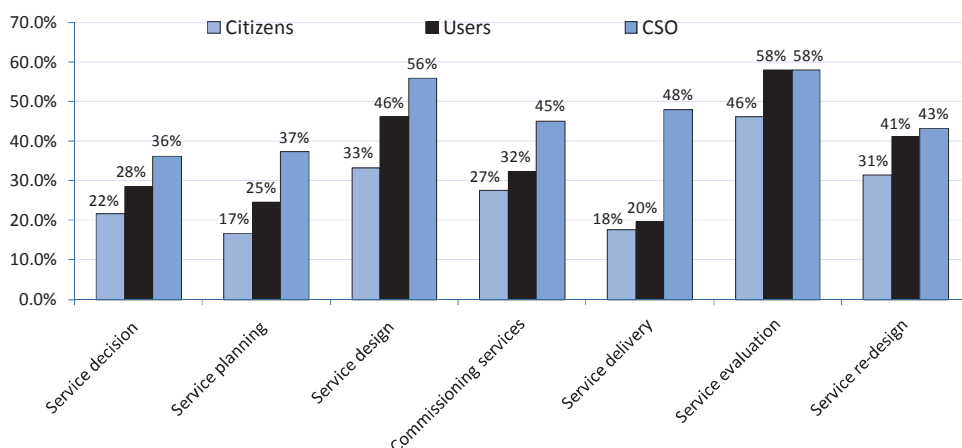
|                 | General public services | Defence | Public order and safety | Economic affairs | Environmental protection | Housing and community amenities | Health | Recreation, culture and religion | Education | Social protection |
|-----------------|-------------------------|---------|-------------------------|------------------|--------------------------|---------------------------------|--------|----------------------------------|-----------|-------------------|
| Austria         | ✓                       |         |                         |                  |                          |                                 |        |                                  |           |                   |
| Canada          | ✓                       |         |                         |                  |                          |                                 | ✓      |                                  |           |                   |
| Chile           |                         |         |                         |                  | ✓                        |                                 |        |                                  | ✓         | ✓                 |
| Czech Republic  | ✓                       |         |                         |                  |                          |                                 |        |                                  |           |                   |
| Estonia         |                         |         | ✓                       | ✓                | ✓                        |                                 |        | ✓                                | ✓         | ✓                 |
| Finland         |                         |         | ✓                       | ✓                |                          |                                 | ✓      |                                  | ✓         | ✓                 |
| France          | ✓                       |         |                         |                  |                          |                                 |        |                                  |           |                   |
| Hungary         | ✓                       |         | ✓                       | ✓                | ✓                        | ✓                               | ✓      | ✓                                | ✓         | ✓                 |
| Ireland         |                         |         |                         |                  |                          |                                 |        |                                  |           | ✓                 |
| Italy           | ✓                       |         |                         |                  |                          |                                 | ✓      |                                  |           | ✓                 |
| Japan           | ✓                       |         | ✓                       |                  |                          |                                 |        |                                  |           |                   |
| Luxembourg      | ✓                       |         |                         |                  |                          |                                 |        | ✓                                | ✓         |                   |
| Mexico          |                         |         | ✓                       | ✓                | ✓                        |                                 |        |                                  |           | ✓                 |
| Netherlands     | ✓                       |         |                         | ✓                | ✓                        | ✓                               |        |                                  |           | ✓                 |
| Norway          | ✓                       | ✓       |                         | ✓                |                          |                                 | ✓      |                                  | ✓         | ✓                 |
| Poland          |                         |         |                         |                  |                          |                                 |        |                                  |           | ✓                 |
| Portugal        | ✓                       |         | ✓                       | ✓                |                          |                                 |        |                                  | ✓         |                   |
| Slovak Republic |                         |         | ✓                       | ✓                | ✓                        | ✓                               |        | ✓                                | ✓         | ✓                 |
| Slovenia        | ✓                       |         | ✓                       | ✓                |                          | ✓                               | ✓      | ✓                                |           |                   |
| Sweden          | ✓                       | ✓       | ✓                       | ✓                | ✓                        |                                 |        |                                  | ✓         | ✓                 |
| Turkey          | ✓                       |         |                         |                  |                          |                                 | ✓      |                                  | ✓         | ✓                 |
| United Kingdom  | ✓                       |         | ✓                       | ✓                | ✓                        | ✓                               | ✓      |                                  | ✓         | ✓                 |
| Russia          | ✓                       |         | ✓                       | ✓                | ✓                        | ✓                               |        | ✓                                | ✓         | ✓                 |
| Brazil          | ✓                       |         | ✓                       |                  |                          |                                 | ✓      |                                  |           | ✓                 |
| Egypt           | ✓                       |         |                         |                  |                          |                                 |        |                                  |           |                   |
| Ukraine         | ✓                       |         |                         |                  |                          |                                 |        |                                  |           |                   |

Source: OECD survey on “Innovation in Public Services: Working Together with Citizens for Better Outcomes”, 2010; 22 OECD countries, Brazil, Egypt, Russia and Ukraine responded to the survey. Details on the type of services included in each service category are provided in Annex B. This table indicates only the categories of service for which cases of co-production have been reported by countries in the responses to the survey. Experiences with co-production in other service areas can also exist; however, they have not been captured in the country responses to the survey.

While co-production practices are identified across different stages of government activity (from service decision to service re-design and evaluation) and involve a range of different partners (citizens, users, CSOs, the private sector), the frequency of reported cases varies across these two dimensions. The highest numbers of cases of reported co-production activity involve service users and CSOs in service design and evaluation.

**Figure 3.3 Co-production of public services: stages and partners**

As a % of cases reported by countries across all service categories



Source: OECD survey on “Innovation in Public Services: Working Together with Citizens for Better Outcomes”, 2010; 22 OECD countries, Brazil, Egypt, Russia and Ukraine responded to the survey.

## Links to the OECD co-production typology

This section provides a more in-depth analysis of co-production practices by applying the analytical framework developed above to a collection of 58 country practices gathered through OECD desk research and country survey responses. After presenting the key results, the section discusses the characteristics of co-production in each service category and presents some examples of best practice.

### *Overview of results: Main characteristics of co-production*

From the exploratory analysis of 58 co-production practices across a range of 10 public service categories conducted in this report, the following picture of co-production seems to emerge:

- Co-production takes place at different stages, from planning through delivery and review. Patterns vary for different services, with most involvement in the delivery stage for personal services, and more monitoring and review in general services such as environmental protection.
- The majority of examples examined reflect additive input, with a few services starting to be substitutive, often prompted by or with the support of CSOs. This is in line with the literature review. Where there

are elements of substitution, these are generally complementary to professional support.

- Unsurprisingly, users are the co-producers for personal services such as health and social care, while citizens provide input to services which are community based. Even in some personal services, such as health, there is a role for citizens and community organisations to co-produce. In these services, with substitutions, there is the most evidence of cost reduction.
- Most of the service changes could be defined as incremental, involving additions or modification of services, rather than radical transformation. The service area which seems to be developing radical change and using substitution is social protection, with self-directed social care, where users commission their own services. This reflects a mix of demographic and societal changes. From a government perspective, such change brings the most risk in terms of loss of control, likely resistance from professionals, and probity. These risks are being managed by developing training and support for new types of professional roles, information and support from third sector organisations including online information for users, and budget monitoring. Health services are also using technology to give users greater control, but many of these projects are in the early stages.
- Examples of radical change are mainly new or part of pilot programmes for which results are still at an early stage – except for some health and social care services, which are starting to embed very different delivery models. Most of the examples of embedded change are service modifications or incremental change, rather than radical transformation.

These results are summarised in table 3.2.

Table 3.2 Main observed features of co-production of public services

|                                  | Type of co-production |              | Co-producers |      |     | Stages |          | Type of change | Depth of change          |             |         |              |              |
|----------------------------------|-----------------------|--------------|--------------|------|-----|--------|----------|----------------|--------------------------|-------------|---------|--------------|--------------|
|                                  | Additive              | Substitutive | Citizen      | User | CSO | PSO    | Planning | Delivery       | Monitoring/<br>reviewing | Incremental | Radical | Early stages | Mainstreamed |
| General Services                 | ✓                     |              | ✓            |      |     |        | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Defense                          | ✓                     |              | ✓            |      | ✓   |        | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Public Order and Safety          | ✓                     |              | ✓            | ✓    |     |        | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Health Services                  | ✓                     |              | ✓            | ✓    | ✓   | ✓      | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Social Protection                | ✓                     | ✓            | ✓            | ✓    | ✓   | ✓      | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Economic Affairs                 | ✓                     | ✓            | ✓            | ✓    | ✓   | ✓      | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Housing and Community Amenities  | ✓                     | ✓            | ✓            | ✓    | ✓   | ✓      | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Environmental Protection         | ✓                     | ✓            | ✓            | ✓    | ✓   | ✓      | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Recreation, Culture and Religion | ✓                     | ✓            | ✓            | ✓    | ✓   | ✓      | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |
| Education                        | ✓                     | ✓            | ✓            | ✓    | ✓   | ✓      | ✓        | ✓              | ✓                        | ✓           | ✓       | ✓            | ✓            |

Note: The highest numbers of cases observed are indicated by a shaded box. CSO stands for Civil Society Organisation, PSO stands for Private Sector Organisation.

## *Analysing co-production in key public service categories*

### *General public services*

Examples show how co-production is being used by countries for general services. This is particularly related to overall strategic planning and resource allocation, and evaluation of services – and as a means of gaining citizens' views and priorities or providing information. Within this service block, most examples refer to citizen input at the service planning and review/evaluation stages, and feature the use of innovative web-based tools. They show that co-production with citizens is being used by different levels of government and that some of these approaches have now become part of established practice. Expected impacts are building community capacity to act and take part in public life, and delivering a wider range of services at little or no additional cost. These examples highlight the financial benefits of delivering activity through voluntary effort, which reduces costs to the public purse. However, quantified evidence is lacking.

Collaborative approaches take different forms depending on the service delivery system and orientation in each country. Examples collected highlight that some governments (*e.g.* Poland and Slovenia) are focusing on capacity building to enable citizens to contribute, rather than seeking more active contributions from citizens to actual service delivery. Other countries, such as Canada, are focusing on systematic feedback from citizens and service users as a way to improve what they are doing.

Participatory budgeting approaches – while not innovative per se – can include innovative features, such as use of ICT web tools. The participatory budgeting approach introduced by the city of Cologne in Germany is an example of an embedded co-production practice at the early stage of service planning. Through this mechanism, citizens can participate in the annual budget process by proposing budget priorities, voting on them and then tracking implementation online once the administration has made final decisions. The final shape of the overall budget is influenced by proposals and priorities from citizens. This approach is based on a mix of individual and collective inputs, use of online and offline debates to discuss priorities, and a process of aggregation of ideas and prioritisation. It is an additive approach with citizen input complementing the input of professionals and elected representatives. A similar approach to budgeting has now been adopted by another city, Hamburg.

Some countries have put forth innovative approaches focused on collaboration with the user in the early stages of service design and development. In 2009, the Netherlands adopted a web 2.0 approach to create

scope for citizens, developers and companies to debate and develop ideas on how to use open government data. Discussants were invited to take part in a contest, the management of which was outsourced to a private sector organisation. In 2011 the Netherlands created an open data portal (*data.overheid.nl*) where governmental organisations can register their sources of open datasets. The open data portal uses a bottom-up approach, and is seen as a starting point for the creation of a Dutch policy on open government data. In Denmark, Mindlab – a cross-ministerial innovation unit which involves citizens and businesses in creating new solutions for society funded by the Ministry of Economic and Business Affairs, the Ministry of Taxation and the Ministry of Employment – uses co-design principles and service mapping to work with service users, citizens and other stakeholders at early planning stages of service delivery. For example, Mindlab worked with users to test mobile devices for doing tax returns and collected their feedback, which resulted in changing government plans and avoiding costly service mistakes. It developed social networks with and for highly skilled migrant workers to motivate them to stay in Denmark.

The Civil Evaluation Initiative in Italy presents an interesting form of citizen involvement in the evaluation of public services. This initiative shows how collaborative approaches can be carried out in the final stage of service evaluation as a way to promote both greater participation and more inclusive service delivery. Central government's role is to enable the activity, ensure the input from all stakeholders (local government, agencies, individual citizens), and co-ordinate outputs (See Box 3.1).

### **Box 3.1 Civic Evaluation Initiative (Italy)**

The Civic Evaluation Initiative was launched in 2008 as a pilot by the Department of Public Administration in partnership with *Cittadinanzattiva* (national civic association). The general aim of the project is to promote collaboration between the public administration and citizens (users) in assessing public services. The initiative adopts a user-oriented perspective to build evaluation tools and methodologies, which are then applied to real cases. It is not meant to provide a structured assessment (like an inspection), but to engage citizens in a shared evaluation in partnership with the administrations and civic associations.

In the first phase of the project, citizens in selected municipalities were involved in evaluating school and front-office services (*e.g.*, general information, tax payment, demographic services). The second phase of the project started in 2009 and focused on “urban quality”, aiming at evaluating services in urban areas of local municipalities (road maintenance, street lighting, urban waste, state of public buildings). The dimensions of the indicators applied within the citizens' special monitoring were chosen following a participative approach involving experts, representatives of administrations and of non-governmental associations, and citizens.

### **Box 3.1 Civic Evaluation Initiative (Italy) (cont.)**

The selected dimensions included: security, access and reliability, information, sociability, transport and traffic, cleanliness, waste management and maintenance.

An evaluation of the preliminary results of the Initiative conducted in July 2010 indicates that positive results are being achieved. The programme has facilitated the collection of an evidence-base for decision making, fosters networking and social communications, and increases public understanding of the problems faced daily by local administrations. The initiative will be further expanded to make it widely available as a civic and participative tool for improving administrations' services and performance.

*Source:* Based on information provided by the Department of Public Administration, Ministry of Public Administration and Innovation, Italy.

### *Defence*

The use of co-production within Defence Services was not widely reported in the survey, except for the United States (See Box 3.2). However, a number of countries have instituted civilian service options in their defence forces, including Finland, Denmark, Greece, Mexico, and Norway. The US example shows that even such a highly sensitive service area can benefit from community resources and, in some cases, provide a better policy response than would be possible using professionals alone.

### **Box 3.2 Citizens Corps (United States)**

Following the serious events that occurred on 11 September 2001, state and local governments increased opportunities for citizens to become an integral part of protecting their country and supporting local first responders. Citizen Corps USA was created to help co-ordinate volunteer activities to make communities safer, stronger, and better prepared to respond to any emergency situation. It provides opportunities for people to participate in a range of measures to make their families, homes, and communities safer from the threats of crime, terrorism, and disasters of all kinds. The Citizen Corps is organised through a national network of state, local, and tribal Citizen Corps Councils. Activities include co-ordination of volunteer opportunities and citizen participation in community disaster response activities to support local efforts in mitigation, preparedness, response and recovery.

This is an example of government working in partnership with citizens, through an additive approach to service delivery. Citizens provide on-the-ground capacity to respond to emergencies and local intelligence, while the government provides more specialist and professional defense activities. The programme uses community networks and builds on community strengths to deliver key objectives. This is a means of building the commitment and ownership necessary to effectively respond in emergency situations. It is also a way of reducing the costs to the public purse, as it is based on volunteer input.

**Box 3.2 Citizens Corps (United States) (cont.)**

Government acts as an enabler, motivator and provider of knowledge and training. It is an example of creating an organisation to harness citizen potential and develop involvement and capacity of communities to embed it into their services. The programme is now established throughout the United States.

*Source: [www.citizencorps.gov](http://www.citizencorps.gov).*

*Public Order and Safety*

In the area of Community Safety and Juvenile Justice, there is evidence of collaborative approaches to service delivery involving citizens and users. Of the 12 countries which responded to the co-production survey for this category of services, a large majority cited increased citizen trust and confidence in government, as well as increased citizen involvement, as benefits. Few expected to achieve budget cuts.

All of the examples build social capital and seem to create a problem-solving approach and more sustainable solutions to social problems. There is evidence of improved effectiveness of the juvenile justice scheme and reports of more sustainable improvements for general community safety programmes due to greater local ownership. There are some general indications that such service delivery models are less costly but these are not specified.

Community safety is a general public good. Examples highlight that community safety is being co-produced with citizens and civil society organisations at the local level. A key to successful co-production is the direct involvement of local organisations to identify problems, mobilise community action and deliver solutions.

An example of service co-production in this area shows how governments enlist individuals or groups of citizens to tackle some of the issues of community disengagement and prevent problems, such as the partnership for community safety in New Zealand (See Box 3.3). A similar approach based on involving communities in delivering solutions to safety problems has been developed in Madisonville City in the United States (See Box 3.4). Communities initiate change and work in an ongoing partnership with statutory agencies to find solutions (reduce crime). In both examples, community involvement increases ownership of the problem and thus the likelihood of achieving sustainable solutions. Contrary to the case in Porirua, the case of Madisonville City is an example of additive co-production in which each partner delivers its contribution. Another example of additive co-production is the Women of Peace Project in Brazil, which

aims to empower women as social mediators in communities and metropolitan areas and as contributors to the local public security policy to prevent violence against youth and women. In the framework of this project, initiated by the Brazilian Ministry of Justice, women selected through public call participated in the design of the project and were trained by professionals and CSOs on matters of human rights, conflict mediation, and legal and judicial procedures. They then seek out to families to identify at-risk youth and women.

### **Box 3.3 Porirua City Community Safety (New Zealand)**

Porirua City had an endemic problem of violence and graffiti throughout the city, which was solved through the work of a multi-agency partnership, Safer Porirua. This collaborative approach – started in 2006 – included local agencies responsible for community safety (Porirua Healthy Safer City Trust), enlisting citizens and local organisations to improve the environment and create a safer city. The scheme is linked to an overall plan and has helped to significantly improve the partnership’s priority areas. Two years after the programme started, within time and budget, Porirua was designated an International Safe Community.

The Safer Porirua programme involves a mix of individual and collective approaches to service delivery, using community knowledge and expertise to solve difficult problems. An example of this community-based approach was recruiting the “graffiti grannies”, women from families with histories of gang involvement who formed the Waitangarua Action Group and were contracted by the Porirua Safer Community Council to paint out graffiti. Because they knew the young people involved, they were able to convince them to paint out the graffiti. Another example of community collaboration was the Streets Ahead 237 programme, run by a former Mongrel Mob member who set up a programme to provide young people with alternatives to gang involvement.

The approach was centred on a conscious decision to do things differently; empowering the community was seen as fundamental to problem solving, as it increases the likelihood of achieving ongoing improvement and lasting change. It also helped build community networks and capacity. Youth self-help highlights the effectiveness of trying to deal with the causes of problems, as well as tackling the visible damages such as graffiti vandalism. Co-production has had a visible impact (international accreditation), and has been embedded as a way of delivering and maintaining improvement.

This is also a relatively low-cost approach to service delivery in comparison with traditional professional action on vandalism and low-level crime. As community work substitutes for professional services, costs are likely to be decreased and resources can be directed to develop new services which cover other community needs.

*Source: [www.pcc.govt.nz/Publications/Porirua--Safe-As!--City-Accreditation](http://www.pcc.govt.nz/Publications/Porirua--Safe-As!--City-Accreditation).*

### **Box 3.4 Community Safety Partnership Programme in Madisonville City (United States)**

Multiple crime problems – including drug dealing, theft and prostitution – plagued the apartment complex of Madison Villa in Madisonville, Kentucky. Many of the seniors living in the complex had lost any sense of security in their own homes and experienced a lowered quality of life due to the crime in their building. The resident council of Madison Villa, unwilling to live in fear any longer, enlisted the help of the Cincinnati authorities to help re-establish the safety and security of the complex.

The Community Police Partnering Center (CPPC) was called in to help address various crime and disorder activities on the property. The CPPC was established in 2002 to create partnerships between Cincinnati's neighbourhoods and the Police Department to foster co-operative behaviour and trust, and to ensure that they become partners in community problem-solving efforts. A Crime Prevention Through Environmental Design (CPTED) evaluation was conducted at the Madison Villa site, and recommendations for improvements were presented to the resident council of Madison Villa.

The project's success in turning the complex back into a safe living environment is the result of effective problem-solving techniques and strong partnerships among neighbourhood groups. Residents provided the drive and focus for improvement and always remained committed and willing to get involved. Police listened to residents' concerns, actively involved the residents in performing safety assessments of the area, and took action in response to the findings such as stepping up foot patrols in the area. Madison Villa management made physical improvements to lighting, greenery and the structure of the building.

The impact has been an increased sense of safety and well-being. Services are less costly due to free or low-cost community inputs and more affordable than a wholly professionalised delivery, but there is no other data available. It is an additive model of service delivery; without community input, the police would not have been able to deliver this service and achieve the improvement. There is an active ongoing role for residents to undertake safety assessments and regular monitoring. All combined, the project not only succeeded in reducing crime and improving safety at Madison Villa, but it also had social benefit, forming strong partnerships and renewing residents' trust and pride in their community, thus helping to build community capacity and involvement.

*Source: [www.lisc.org](http://www.lisc.org).*

Service practices in juvenile justice provide examples of more individual-based co-production models, which involve input from individual service clients. Within this scheme, there are also community elements, such as the creation of a network of young people who have been trained and developed new skills which help them break out of the cycle of criminality and support others in the same conditions.

### Box 3.5 Time Dollar Youth Courts (United States)

The Time Dollar Youth Court (TDYC) in Washington, DC, is an example of how the co-production principle was applied to involve youth in changing the shape of juvenile justice. The TDYC was introduced as part of a programme of co-production initiated by Edgar Cahn and aimed at introducing a radical new framework for social welfare and social justice that turns recipients of services into co-producers of change.

At that time of the creation of the TDYC in 2003, half of the majority-black population under the age of 35 was in prison, on parole or on probation. The youth justice system was in a state of near collapse, forced to dismiss first and second offences because of case overload. The youth court used co-production based on recruiting young offenders themselves to input to the system to turn things around. The goal of TDYC is to divert first-time youth offenders aged 13–17 away from the juvenile justice system and provide a meaningful alternative to the traditional adjudicatory format in juvenile cases. The system engages young people as advocates of good behaviour. This has been embedded in practice: young first offenders for non-violent crimes are arraigned in front of a jury of other teenagers, which has the power to impose a sentence. Non-violent youth can avoid formal prosecution for their offenses by carrying out the sentence imposed by their peers.

Sentences may include attending jury duty, perform community service, paying restitution for damage of property, writing a letter of apology to the victim and/or their family, writing essays on subjects considered relevant to the offense, and actively participating in outside services such as counselling, mentoring or drug abuse programs. When a respondent refuses to participate or take responsibility for their own personal growth, Youth Court has the authority to refer the case back to the Corporation Counsel and Superior Court, where it will run the full extent of legal proceedings.

This is an example of a civil society or third sector initiative, in partnership with government. At its heart is a peer challenge and support model with young people contributing their time at no cost or minimal cost to the public purse. The programme substitutes voluntary input and expensive professional resources that can be available for more complex cases. In 2009, the Youth Court heard over 740 cases on Saturdays and 483 youth were sentenced to serve as peer jurors. An additional 175 youth completed over 2 700 hours of community service. Overall, this contribution has been estimated to be equivalent to giving back more than USD 19 000 to the District.

The approach is now embedded in the judicial system and delivers much better outcomes than the traditional approaches; in 2007, the Youth Court dealt with 80% of all first-time offences. All youth who were diverted to Youth Court since January 2003, whether successful or unsuccessful, have an 11% re-arrest rate one year from the date of original arrest. The UK has introduced some similar pilot schemes in which young offenders and other teenagers are involved in dealing with youth crime.

*Source: [www.tdyc.org](http://www.tdyc.org).*

## *Health Services*

As discussed in Chapter 1, governments must respond to the challenge of longer life expectancies and re-orient services towards the prevention of ill health rather than just responding to illness. In transforming services, users are becoming key partners to deliver desired outcomes and reduce the costs of expensive acute health services or residential care. Some countries now see co-production as an absolute necessity to meet the health challenges of the 21<sup>st</sup> century. A National Endowment for Science, Technology and the Arts (NESTA) report observed that “given that 60-70% of health care is around long-term conditions, we have probably reached the limits of what the NHS can achieve without co-production from its users.”<sup>1</sup>

A key element of various models of health co-production is to lessen user reliance on experts and thus reduce the costs of services. Essentially, they are substitution models in which some of the services previously provided by professionals are now in the control of users. Users are supported and trained to become knowledgeable about particular conditions, manage their own care on a day-to-day basis, and reduce the amount of expert intervention required. The professional service thus starts to be used for more specialised or complex functions, and to back up or support the user-led support. This can release resources either to reduce levels of public spending or for transfer to other priorities.

These approaches share an emphasis on prevention, which reduces the need for expensive services such as emergency hospital admissions or out-patient visits. Some countries are using technology to reduce dependence on experts through home decision-making tools and health monitoring, which have the potential to reduce the costs of long-term care (*e.g.* Telecare in the United States; or assistive technology in the Netherlands, see box 3.7). A number of these programmes have been piloted in collaboration with academic institutions, starting small and then been rolled out more widely after evaluation. They have been developed by different levels of government.

Using a combination of home-based technology (provided by the private sector), self-management by service users, and targeted professional support, Telecare schemes have demonstrated the importance of patient input combined with innovative ICT. Essentially, patients do more for themselves, reducing the amount of professional service needed and the kind of support required. A number of Telecare experiences have been introduced in various states in the United States. Evaluation identified substantial productivity increases (from nurses supporting 7 patients per day to 17-20 patients per day) and reductions in costs between USD 3 000 and USD 5 000 per patient. These were achieved by reducing expensive emergency

hospital visits by 90% and re-hospitalisations by 100%. Patients are supported by professionals as necessary, but conduct their own routine monitoring and manage their conditions. Patients' quality of life is improved, as the number of crises is reduced. Initial trials have been shown to be effective and 50 000 patients in the US are now using Telecare to co-produce service delivery.

### **Box 3.6 Health Buddy scheme (The Netherlands)**

A partnership with the private sector, the Health Buddy Scheme provides simple-to-use technology – a small device known as a health buddy – in people's homes. The device provides online decision support tools and can prompt patients to monitor and review their conditions, ensure that medication or treatment is followed, support lifestyle changes such as diet monitoring, or make contact with a professional caregiver. It provides patients with access to their own medical information and can connect to medical professionals as needed. All data input by the patient is collated and categorised on a colour-coded basis: green, amber, or red according to level of risk. This is available on a confidential basis to professionals, who can use it to respond appropriately.

The Health Buddy Schemes have been piloted at local level in the cities of Utrecht and Nieuwegein. An evaluation of the effect of the Health Buddy schemes on patients with chronic obstructive pulmonary diseases conducted in 2005 by the University Medical Centre in Utrecht reported that using the device reduces hospital admissions and increases patient satisfaction. In addition, more than 90% of the patients experienced high satisfaction with the Health Buddy, and more than 80% of the patients reported better insight into their medical condition and self-management. The duration of hospital stays was also significantly reduced.

Studies in the United States have shown very positive results for similar schemes to reduce hospital admissions, emergency treatments and nurse home visits. The Health Buddy System costs about GBP 6 per patient per day, and there are 400 patients using it in the Netherlands. The system substitutes user monitoring and illness management for a previously professional function. Expensive professional services can then be focused on supporting patients to maintain their health and for more complex aspects of treatment, which need medical expertise, reducing costs.

*Source:* Kimmelstiel, C. Levine, D., Perry, K., Patel, A. *et al* (2004), "Randomized controlled evaluation of short and long term benefits of heart failure disease management within a diverse provider network: the SPAN-CHF trial; Kobb, R., Hoffman, N., Lodge, R. and Kline, S. (2003) "Enhancing elder chronic care through technology and care coordination; Report from a pilot" in *UK Cabinet Office* (2009); and Niesink, de Weert-van Oene, Schrijvers (2006).

Some countries are also training service users to be a source of information and support for others with the same conditions. In the United Kingdom, the government has rolled out peer support schemes – known as Expert Patient – in which patients living with a long-term health disease are able to take more control over their health by understanding and managing

their health condition. Becoming an expert patient allows people with chronic conditions to better support themselves and help others. This scheme combines elements of co-production with individuals and community, as it makes expertise available to other groups of patients and builds support networks. An independent evaluation showed the scheme is likely to be cost-effective because there was an overall reduction in service utilisation, which offset the costs of the intervention. There were small gains in secondary outcomes including psychological well-being, and high levels of satisfaction with the course and benefits of being part of a network. This approach has been piloted over a number of years and is now embedded in relevant areas.

User co-production to reduce costs to the public purse also has the potential to improve health services. This is achieved by reducing the level of expensive professional care which patients require through technological support, self-help, or support from others with similar conditions. This enables increases in professional staff productivity and thus facilitates better use of resources. It also reduces the need to access expensive emergency services. There are also potential savings for future expenditure, which are more difficult to quantify and which will result from better management of ongoing conditions, leading to improved health and less need for expensive care such as hospitalisation or residential nursing care. Evaluations of self-managed health programmes report improved health of patients, reflected in reductions in unplanned or emergency access to hospitals and self-reports of improved well being associated with greater control.

Similar co-production models based on peer support have shown positive results in other countries. The Diabetes Self Management Program (in the United States) and the Chronic Pain Self Management Program (CPSMP, in Canada) are co-production practices based on substitutive user input for some professional tasks; in these schemes peer leaders – with diabetes or other chronic illnesses – help other patients by sharing knowledge, tools and techniques to help manage pain. Both schemes have achieved good results in terms of quality of life for patients and avoidance of more expensive forms of medical care. Evaluation found that people who have participated in the CPSMP have more vitality or energy, less pain, less dependence on others, improved mental health, are more involved in everyday activities, and are more satisfied with their lives compared to those who have not taken the program. This is an example of users adding to services which are provided by professionals.

Service evaluation provides another example of user involvement. In Italy, since 2000, the civil society organisation *Cittadinanzattiva* (active citizenship) has promoted and implemented a system of civic audit to allow citizens to evaluate the quality of health services provided by hospitals and

other health structures across Italy. Results of the audits are published in a yearly report.

Surprisingly, the survey indicates that cost reduction is not among the top expected benefits or reasons to engage users in the delivery of health services. Among the 10 countries which provided data on co-production in the health service category, only 4 identified cost reduction or productivity increases as expected benefits from using co-production schemes.

### *Social protection*

Governments face similar issues in responding to increasing and more complex needs in the social services arena. Co-production is used to transform services. The country examples submitted for this service block identified several benefits of co-production: improved quality of life; time and cost savings; personalised services; knowledge sharing; enabling companies to develop products with commercial potential; better services; building citizen trust.

Co-production examples show that social care is an area of significant innovations. Many programmes aim to give users greater control of personal services, and tap into their own resources and networks. These include radical approaches to social care for adults, some of which are now well established in some services and in some countries (for example, self-directed care for adults with mental illness in the United States, see Box 3.7). Such approaches aim to reduce costs to the public purse or to deliver more for the same level of expenditure. The limited evidence in the examples shows that costs can be less compared with traditional services, and that outcomes for users are improved.

#### **Box 3.7 Self-managed budgets for adults with mental illness (United States)**

Five states have implemented self-directed care pilots or established programmes for adults with serious mental illness – Florida, Iowa, Maryland, Michigan and Oregon. There is a pilot programme under development in Texas. Oregon’s Empowerment Initiatives Brokerage (EIB) is run by people who have recovered from mental health conditions, and is directed at people with mental health conditions. In addition to clinical services, clients are provided with individual budgets for a 12 month-period (USD 3000 in 2008) to facilitate their recovery. They are allocated a resource broker who helps them identify their goals and organise their support. Brokers are usually peers who have experienced mental illness. All states’ programmes provide information and support for service users and some, such as the programme in Texas, have extensive online information and advice.

### **Box 3.7 Self-managed budgets for adults with mental illness (United States)** (*cont.*)

This scheme gives greater control to the user and also user peers – rather than professionals – as resource brokers. The programme achieved good outcomes for users including increases in employment, and education leading to employment, as well as increases in self respect and esteem and greater independence. Users are reported as more engaged in their recovery. There have been no hospitalisations during the project, which is a significant cost savings. Overall the programme is less costly (USD 10 000 per person) than traditional services (USD 40 000 to USD 60 000 in group homes) and has become part of mainstream mental health services. The programme freed up group home places, which enabled more users to move from expensive hospital care to less expensive group care.

*Source:* Department of Human Services, Addictions and Mental Health Division, Oregon State in *UK Cabinet Office (2009)*.

A similar form of co-production is carried out in Australia at the state level. The Disability Services Commission in Western Australia has developed a support scheme for Local Area Coordinators (LACs) based in local communities. LACs co-ordinate, rather than provide, services and help persons with disabilities (and their families/caregivers, where appropriate) to plan, select and receive needed support for services. LACs provide assistance to between 50 and 65 people with disabilities. Since 1992, all funding for people using LAC services has been individually allocated. Due to self-directed services, this additive co-production approach has reportedly (Leadbeater *et al.*, 2008) achieved cost reductions of 35% per client, compared with costs of traditional services. This programme has also identified longer-term benefits, as people invest in their well-being, which will reduce the need for expensive residential care. Its impact is increased by building inclusive communities through partnerships and collaboration with individuals and families, local organisations and the broader community.

Other social support services are using ICTs to reach a wider range of users than more traditional services, and at a lower cost, by ensuring that expensive professional services are targeted where they are most needed. These approaches involve users in producing part of the service, with support provided by peers. Impacts identified by countries are that costs to access services and make transactions are reduced, and that services are available to people who did not previously receive them. There is also a community capacity-building impact, as users become involved in networks or work with civil society organisations. Examples of these services can be found at both the local and national levels. The Socanter Social Services Project in Malmo, Sweden, allows citizens to actively participate and share their experiences of alcohol and drug problems through a web-based

discussion forum. The Project, which started as an online question-and-answer service about drugs and alcohol and then developed into an online forum, also allows users to have direct contact with and gain advice from professionals. The Project is now planning to extend the approach to a wider range of social care issues.

The Netari Online Youth project in Finland is another example of use of online tools to promote collaborative approaches. Netari online youth work uses existing online networks, which are popular with young people, to develop conversations and links between youth service workers and young people. The young person can select the depth of the contact. Different types and levels of service, customised to user needs, have been developed as a result of this collaborative approach. Young people are also offered a chance to be trained as voluntary assistant youth workers and work with professionals to provide support for other young people. The new services have reached groups of young people who did not use traditional youth services. Moving to an Internet-based service has also generated significant savings; the service has expanded from a regional network to a national one, and has increased service availability from three to six nights per week. By providing support from non-professionals, this programme has opened up access to services for young people in remote rural areas.

### **Box 3.8 Parent Know How (United Kingdom)**

This award-winning project aims to get parents, particularly young fathers, more involved with the upbringing of their children. Developed between the UK Education Department and Digital Public, a private company, it uses third sector service providers to develop a range of innovative digital services which provide information, advice and social networking. Services were developed in collaboration with young people and included:

- online messaging to access relationship support services;
- an online space to enable fathers to stay in touch with their children;
- a facilitated social networking space and counselling through Second Life, and a virtual parenting magazine;
- an interactive parent resource network for younger parents which includes customised services through chosen formats.

Mobile phone-based technology combined with direct input from young parents themselves ensures service relevance and increases their ownership of the need to change, particularly fathers.

### Box 3.8 Parent Know How (United Kingdom) (*cont.*)

The technology is a means of building links and networks which provide the support needed to achieve ongoing change. To date, over 1 million parents have been involved and the cost per user interaction has been greatly reduced, compared with traditional services. Adding in user networks has meant that expensive professional services can be targeted where most needed. This is an example of ongoing input to service delivery.

*Source:* MCA Innovation Consultancy Case Study “Parent Know How Transforming Outcomes for Children for the Department for Children, Schools and Families” ([www.mca.org.uk](http://www.mca.org.uk)).

An evidence base to make a business case for co-production in social protection is growing, especially in the field of social care for adults. Evaluation reports for the UK’s programme of self-directed support have identified average cost reductions of 15% per user. It has also been shown to increase the number of people supported by 23%, while increasing budgets by only 6% (Poll and Duffy, 2008). The evaluations identify inefficiencies in traditional services, which the new services are able to remove through innovation. Such radical approaches have major impacts on traditional organisations and services, and will require very significant structural and organisational change if the benefits are to be fully realised. There are risks that established interests will resist, and also that there will be an increase in demand as services become more attractive to users. However, the potential cost savings and much-improved user satisfaction demonstrates a strong business case for change.

### *Economic Affairs*

Collaboration with citizens can produce workable solutions to difficult or complex economic affairs problems. Countries have used ICTs to work with citizens to review and re-design services such as transport. While some costs are incurred in involving citizens, they are containable within existing budgets for the available examples. Benefits are very apparent in terms of improved services and transparency of decision making. These examples are experimental and have not been evaluated.

The United Kingdom offers an example of collaborative re-design to users of transport services in rural areas. Local authorities have worked with the Design Council and a range of private sector design companies and service users to design or re-design these local public services. In Buckinghamshire, user-designed approaches have been applied to the problem of transport to hospitals. This has resulted in new partnerships with the third sector that allow users to match transport options with localities online. In Northumberland, the small rural community of Scremerston

worked with the Design Council to research transport issues. They found that under-utilised transport could be used in smarter ways for journeys such as school runs. A lift exchange programme and improved access to information on public transport is making the most of available resources. These projects have used a variety of online tools to map service experiences (web 2.0 tools such as blogs, communication and interaction tools), and encouraged the public to use modelling tools to plan new approaches to service delivery. This is an example of user input at an early stage of designing services, leveraging innovative uses of ICTs. The benefits are improved services for rural communities and more efficient use of available assets. As the schemes are new, there is as yet no evidence on embedding these changes and making them sustainable – but the expectation is that the involvement of communities will mean that needs have been better identified and that user input will result in more sustainable services. These service changes have made better use of existing resources and have been able to use ICTs to match need to resources; they are a strong example of community-led innovation.

The Netherlands provides another interesting example of how innovative ICTs can be used as a tool for collaboration with citizens in co-planning and co-designing localities. The Netherlands Virtual City is an online means of planning and re-designing city re-construction projects, which is modelled on Second Life. The programme runs in a number of cities including Apeldoorn, Helmond and Tilburg. Citizens can tour the virtual cities, learn about ideas and proposals for improvements, vote for alternative designs and chat with other citizens. One of the success stories is the reconstruction of the Helmond market place, which finally took place after 10 years of discussion, thanks to online debate and voting. There has also been less use of courts to block re-development plans, because there has been more opportunity for debate and more transparent proposals. The schemes have delivered concrete physical benefits and have unblocked longstanding problems. The Netherlands Virtual City case shows how citizens can drive new thinking and service innovation. Such schemes appear to deliver more sustainable solutions through open debate and ownership of decisions. The success of this approach has led to its use in a number of cities facing difficult or challenging planning issues, and led to solutions which have been accepted by stakeholders.

In Italy, the public debate on an infrastructure project (motorway construction) in Genoa was organised in a series of 12 public meetings that involved project illustration and discussion of specific topics, and workshops. The public consultation led to information dissemination, and citizens took part in a forum to exchange views. As an outcome of the public debate, the initially intended route was changed which meant a

significant reduction in the number of houses to expropriate. An Observatory was set up with citizen representatives to: *i)* improve the planning and realisation of the project; *ii)* ensure information provision and communication to the public at all stages of planning and realisation of the project; and *iii)* co-operate with the public administration in the projection of urban and environmental re-qualification actions. In Norway, citizens and main stakeholders participate in the licensing process for energy infrastructure at the design stage for necessary environmental impact assessments, and at the public hearing stage of the application. Comprehensive consultation with local communities, land owners, NGOs, local and regional governments, and several national governmental bodies is conducted. Comments received are an important supplement to the professional assessments.

Other examples of co-production initiatives involve public authorities, business communities and private sector organisations to develop and implement user-friendly and less costly solutions to comply with administrative requirements for businesses (see the examples below from Finland and New Zealand).

### **Box 3.9 Business Friendly City Administration (Finland)**

Business Friendly City Administration is a co-production initiative promoted by the city of Helsinki with stakeholders and private sector organisations to make the support service procedures for businesses more efficient and user-friendly. The Federation of Finnish Enterprises (Helsinki), the Helsinki Region Chamber of Commerce and the Helsinki Service Designers are involved in the initiative.

It entails: *i)* smoothing the permit process for private outdoor event organisers and linking events to tourism marketing; *ii)* connecting various city units and providing guidance for starting a business; and *iii)* developing a process to help SMEs acquire a plot of land (or facilities).

Service design (*e.g.*, customer safaris, mystery shopping, process mapping, and implementing digital services) and other methodologies are used which help realise the shift in perspective from production-centric to user-centric. Although each of the service touch points for businesses was user friendly, the process in its entirety was not. Collaboration across departments and sectors thus far proves key to designing more efficient and user-friendly service processes.

The initiative yielded a reduction in the number of visits by private sector organisations to different departments, shorter lead time and more fluent processes. A financial problem the organisers encountered is rigidity in the City's annual budgeting process, *i.e.* resources are allocated early in the year, all at once across the administration and not co-ordinated from a user perspective.

*Source:* based on information provided by the City of Helsinki, Finland.

### **Box 3.10 Co-producing solutions to improve data reporting from businesses (New Zealand)**

In 2010, the New Zealand Government ran a public consultation on a new co-production opportunity. Businesses are required to provide information to Inland Revenue on a monthly basis about the amount paid to their employees, the amount of tax deducted, and other transactions made through the tax system (like the deduction of student loan repayments and KiwiSaver contributions). Businesses typically meet these obligations by completing paper forms, by entering the information into an Inland Revenue website, or by uploading an electronic file. Regardless of the form, errors are common, and significant cost and delay are incurred both by Inland Revenue and businesses correcting such information. However, a sizable proportion of these businesses use payroll software to calculate their employees' income, tax, and other transactions made through the tax system.

The co-production proposal was to work with payroll software developers to develop a new framework under which payroll software would send the information Inland Revenue requires directly to Inland Revenue through the Internet. This would save businesses time and money, and would mean that Inland Revenue receives more accurate information. It would also provide a new opportunity for the payroll software developers – the added functionality makes their software more attractive to businesses which do not currently use payroll software. Both the business community and the software developers responded enthusiastically to this proposal. Inland Revenue have set up a working group of software developers to take this work forward.

*Source:* Based on information provided by the State Services Commission, New Zealand.

### *Housing and community amenities*

Approaches to co-production in the area of housing and community amenities are for the most part citizen-based. However, examples of involvement of groups and networks of housing tenants exist, showing the benefit of co-producing beyond the creation of social value. Programmes in this area enable delivery of services which would not have been affordable if provided by professionals. Within these services there are examples of both additional co-production and substitution. Generally co-production in these services involves ongoing relationships between local governments and citizens, where the government acts as facilitator or enabler, providing technology and training to carry out these new roles. This helps create new skills and builds capacity with social impact, as people become more involved in their localities. Information on costs and benefits is not quantified, but there are expectations of cost reduction from community inputs. Co-operative models to develop neighbourhoods with communities that are involved in the service planning stage and delivery are found mainly at the local level in Canada, the United Kingdom, France and – at the experimental level – in Finland.

The Tenant Participation Scheme (TPS) in Toronto, Canada offers an example of community co-design and co-development where public bodies invest time at the beginning of a process to design a new organisation and form of service delivery with users. It also shows how user input can be embedded within a business model. The model developed by the Toronto Community Housing Corporation (TCHC) is based on the principle of community management, with tenants having significant input in the decision-making process. Tenants' views are sought on community and neighbourhood issues and to review current service delivery. The objective is to deliver more efficient housing services, with better quality decisions, and sustainable improvements. All tenants were invited to participate in making and shaping the new organisation and creating healthy, socially inclusive communities. About 5 000 tenants contributed to devise the new organisational structures and processes. This has created a highly participative structure, with 400 tenants elected as representatives at the level of each building or complex and at the overall tenant council. Tenant representatives have been active contributors to community management plans and to allocation of funding. They are also responsible for bringing issues from their particular building or complex and reporting back to tenants. They collaborate with the professional staff to address local issues, develop local business plans, set priorities, allocate resources, and identify corporate and strategic issues. This collaborative process has resulted in a structure which builds tenant input into different stages and different parts of the service.

Another example has been put forth with tenants in some of the most disadvantaged housing estates in Cardiff, United Kingdom. The Taff Housing co-production scheme works as follows: tenants earn credits by volunteering time to help deliver the services of the housing association and help the association develop and improve its services. They can spend these credits to use local arts and leisure facilities. Tenants are awarded credits for a range of activities which include attending meetings and focus groups, being on interview panels for Taff staff, writing articles for the Taff newsletter, and helping to arrange events. This community exchange approach has proven its worth; it reduces public costs by drawing on volunteer labour and builds community capacity and networks. The operational costs are kept low. The Taff Scheme negotiates rewards which are low cost, but nonetheless show that the work is valued. Other similar schemes are based on exchange of time and skills within the communities themselves. This scheme is now used in a number of countries based on a model of service users and communities with assets to contribute.

The Creating Attractive, Developed and Dynamic Societies (CADDIES) project is currently carried out in three neighbourhoods in Helsinki, Finland.

Civil society organisations, citizens, city officials and public organisations (libraries, schools, urban planning institutes) in the area have a central role. The organisation that oversees the project, Helka, also plays an intermediary role and supports local actors. Involved participants interact through a website that was created for the purpose. Helka offers the online platform and trains users in administrating the website.

### **Box 3.11 Villa Housing: Co-producing housing and care services in rural areas (France)**

In France, participatory schemes for housing have been developed, particularly in rural areas. The approach is based on enhancing life for the elderly through neighbourhood engagement. A Villa Family scheme includes two separate flats in one large common house that accommodates two host families. Each family hosts three elderly people, who are, on average, over 80 years old and need help to carry out their everyday tasks (*e.g.*, housekeeping, washing, getting dressed, cooking, etc.) but not full-time medical care. The elderly live on the ground floor, with their own bedrooms and en suite bathrooms, but otherwise share the everyday family life of the

host family. The elderly person pays the host family directly and therefore has more control over the service than they would in an institution. Such housing and care also enables them to stay in familiar neighbourhoods. The government's role is to provide financial support to the elderly person and act as a regulator and quality controller of the services provided by the families. Costs are similar to traditional services, but these schemes are considered to provide a better service and improve the quality of life for elderly people. They are also a way of building community links and creating employment opportunities in rural areas. There are currently 13 fully operational Villa Family houses, another 15 are being built, and 16 more are planned; they are located in various parts of France.

*Source:* Loeffler, E. "Opportunities and challenges for innovative service delivery", presentation to OECD /CRC workshop, Designing services for rural communities: The role of co-design and co-delivery, 11-12 June 2009.

Participatory approaches to monitor and evaluate the quality of public services and community infrastructure (such as parks, streets, etc.) are another form of citizen co-production in this service category. Innovative approaches are based on ICT tools enabling citizens to report problems (such as potholes in the roads, burned out street lights abandoned vehicles, etc.) to local authorities simply by locating them on a map or sending a picture (See, for example, the United Kingdom's Fix My Street programme and Portugal's A Minha Rua). Some of them started as pilots that were later expanded. This is the case of the Park Scan project in the city of San Francisco and the Worcester Neighbourhood Conditions Tracking (United States) (see Boxes 3.12 and 3.13).

### Box 3.12 Worcester Neighbourhood Conditions Tracking

A Centre for Community Performance Measurement (CCPM) was set up in 2001 in Worcester, United States, to benchmark municipal and community performance. Since the physical condition of neighbourhoods has a serious impact on residents' quality of life and on the perception of visitors to the City, ComNET, or Computerized Neighborhood Environment Tracking, is used to measure the effectiveness of municipal services that affect the infrastructure and appearance of neighbourhoods including the streets, sidewalks, refuse, abandoned vehicles, buildings, and vegetation. In collaboration with neighbourhood associations across the City, the CCPM has trained over 100 resident volunteers in 14 of Worcester's most economically and socially challenged neighbourhoods over the past 7 years to use handheld computers and digital cameras to systematically record various physical problems.

During the survey, neighbourhood residents are paired with local students to walk pre-determined routes through each neighbourhood and record the exact location of the physical problems and assets in the area. The information is then compiled and transmitted to the municipal departments and organisations that are responsible for addressing these problems. The survey is repeated on a regular basis to track the problems that were recorded in previous surveys and determine whether the overall physical condition of neighbourhoods is improving.

The programme has also developed citizens' expertise and made ICTs available. By training volunteers, the monitoring system is both low cost and a means of engaging citizens in the quality of their local environment. Citizens are enabled to make an active contribution to improving their localities. There is also input from outside the locality, and the involvement of students helps younger people understand local services. ICT is a key monitoring tool and a means of making progress (or lack of it) transparent to citizens. It is a way for citizens to play an ongoing role in monitoring the quality of local facilities. The website shows action taken on recommendations and progress being made in the neighbourhoods. Co-production has become embedded in the mainstream delivery of these services.

For more information, see the Worcester Regional Research Bureau - [www.wrrb.org/](http://www.wrrb.org/)

### *Environmental protection*

Both country examples submitted for the study and those collected from desktop research identified major benefits of co-production in this area: increasing the local population's awareness of environmental matters, along with building citizen trust. These examples show how countries are drawing on community efforts to monitor changes in the natural environment and enabling appropriate action. Such collaboration can be one-off as a way of taking stock of habits and providing baseline data, or ongoing to keep track of changes in environmental quality. Some of these schemes are being embedded in service delivery practices. The schemes can be viewed as empowering citizens through knowledge, and building capacity to help

manage critical environmental issues. They demonstrate the imaginative ways in which citizens can be involved in monitoring and evaluating the natural environment, and help identify and deliver innovation in key areas such as reduction of CO<sub>2</sub>. There is no specific data on the costs and benefits of these approaches.

Different approaches to co-production can be identified in this area. Some are based on a combination of innovative use of ICTs and building citizen knowledge and expertise to make direct contributions (*e.g.*, Seoul City's Oasis Project, Korea, See Box 3.14).

### **Box 3.13 Seoul City's Oasis Project (Korea)**

Seoul City's Oasis Project has enabled citizens to access accurate and up-to-date online information about the quality of their tap water supply. Seoul's citizens were previously suspicious of the quality of the tap water and avoided drinking it. There was no monitoring system to assess the quality of tap water. This resulted in a low rate of consumption of tap water, high sales volume of bottled water, reckless underground water development, and indiscriminate use of purifiers which led to pollution. There was waste of a precious resource and potential public health problems. The new water monitoring system allows citizens to access real-time data on water quality via the Internet. They can also obtain data from water quality inspectors who visit houses for free. They can participate in the online assessment of the water quality; this has helped build trust and confidence in the water system. This programme uses citizen monitoring as part of a drinking water campaign, to help conserve precious water resources. It has achieved the desired government outcomes by working in collaboration with citizens. As a result, citizens have confidence in the water supply and there has been a 20% increase in tap water consumption and greater conservation of precious ground water. The use of ICTs has helped embed the approach in day-to-day service delivery, and citizens can add their observations to those of the professionals so it is an additive model of co-production which is now an embedded part of the service.

*Source:* United Nations Public Service Awards (2009), [www.unpan.org/unpsa](http://www.unpan.org/unpsa).

Other approaches involve working with different sections of the community to investigate and monitor elements of local habitats (*e.g.* Citizen Lake Monitoring Network in the United States).

### Box 3.14 Citizen Lake Monitoring Network (United States)

The Citizen Lake Monitoring Network creates a bond between the Wisconsin Department of Natural Resources (DNR) and over 1 000 citizen volunteers across the state. Its goals are to collect high-quality data, to educate and empower volunteers, and to share this data and knowledge. Volunteers monitor changes in the lake and measure water quality. The DNR provides all equipment to the volunteers. Training is provided by either DNR or the University of Wisconsin. Volunteers provide their time, expertise, energy and a willingness to share information with their lake association or other lake residents. The information gathered by the volunteers is used by DNR fisheries and water professionals and a wide range of local organisations and stakeholders. Volunteers are now increasingly entering the data directly online, further reducing costs of data collection. The goal for the coming years is to work towards 100% of data reported online (data from 63% of participating monitoring stations was entered online in 2007, and 71% in 2008). There are similar programmes in other US states such as Minnesota and Florida. Like the neighbourhood and parks projects discussed in Box 3.15, this scheme develops citizen capacity to monitor quality, with the aid of ICTs. This is an important environmental service, which would not be affordable without volunteers substituting for professionals. It has become an embedded part of the state's service, supporting and training a network of citizen volunteers. The citizens provide information which the professionals can use, so the scheme is both additive and has elements of substitution. The innovative use of ICTs has continued to reducing costs of the service since it started. By reporting data online, costs of mailing and staff time have been reduced; the savings can be used to expand the network.

*Source: [www.uwsp.edu/cnr/uwexlakes/clmn](http://www.uwsp.edu/cnr/uwexlakes/clmn).*

Community support for preserving the environment is at the core of the National Tidy Towns Competitions promoted by the Department of the Environment, Heritage and Local Government in Ireland. Its primary focus is to encourage communities to improve their local environments and make their areas a better place to live, work and visit. The competition – which begins in March and continues through September each year – involves the participation of volunteers (ordinary residents and members of the local communities) in co-operation with local authorities, state agencies and private sponsors. The competition is judged by an independent panel of adjudicators. TidyTowns volunteers are issued Handbooks offering advice under the various categories of the competition. The competition is allocated funding from the Department, and also receives substantial funding from sponsors. Tidy Towns groups are all voluntary and receive no State funding apart from small sums from local authorities. The initiative is cost effective, as a vast amount of work carried out by Tidy Towns groups across the country would otherwise be funded by the State. This includes waste minimisation, landscaping, litter control, conservation of wildlife and

natural amenity areas, and conservation and presentation of the built environment.

Other approaches show the importance of cross-sector partnerships and bringing in expertise from the private sector and non-governmental organisations. One example is the Amsterdam Smart City project in The Netherlands, which features a cross-sector partnership among local and regional governments, private sectors and other institutions. The main reasons for co-creating and designing projects are to endorse the initiation and development of sustainable development activities on the local level, invoking a change of mind-set towards sustainable development and creating the scope for experimentation before large-scale implementation of innovative projects. The initiative delivered new projects: a smart office building that operates with reduced CO<sup>2</sup> emissions; an energy-management system for households aiming to reduce energy use by 14%; electricity connections for ships in the harbour, eliminating dependency on diesel generators; a comprehensive energy-savings plan for a pedestrian street. These pilot projects are in the developmental stage, but show promise. The objective is to gradually mainstream projects that prove successful.

The Sustainable Communities Initiative (SCI) run by Australia's Commonwealth Scientific and Industrial Research Organisation (CSIRO) has proven an innovative and effective model for working in partnership with the community and incorporating the views of citizens. It has brought together organisations from across the public, private and CSO sectors to work in partnership with communities and their local citizens, to develop and deliver solutions to local sustainability problems. The approach used by the SCI is founded on the understanding that:

- Communities are facing a number of complex issues such as climate change, environmental degradation, population migration, and social and economic disadvantages;
- In responding to these complex issues, no one sector (public, private or CSOs) has all the answers, and;
- Effective solutions require more systemic, collaborative and integrated responses.

### *Recreation, culture and religion*

Much recreational activity depends on large numbers of volunteers who work with government and other organisations as organisers, coaches, regulators and administrators. For example, the web site of the Department of Support & Recreation in Western Australia highlights the significant

amount of co-production in sport and recreation. About 1.5 million adults volunteer in Australian sport and recreation, a contribution worth more than USD 2 billion annually. This is an example of a service which has co-production (volunteering) built into its normal day-to-day business; the government department provides support and training for the co-producers. Such forms of co-production are arguably an everyday part of how recreation is planned and delivered.

The research identified only one example in this service category, whereby (Young Ambassador and Young Coach Programme in the United Kingdom) the government develops co-production in new ways to meet new challenges – for example, to encourage more younger people to become active, to prevent obesity, or encourage elderly people to keep fit. Delivering change requires behaviour change, and individuals and community organisations can help governments reach target groups.

### **Box 3.15 Young Ambassador and Young Coach Program (United Kingdom)**

The Young Ambassador Programme was initiated in the summer of 2006 as a direct response to the promise that London would use the power of the Olympic and Paralympics Games to inspire millions of young people to choose sport. Through the Young Ambassador programme, young people aged 14-19 drive opportunity, engagement and change for other young people aged 5-19. Young Ambassadors are selected due to either their sporting talent or (more importantly) their outstanding commitment and ability as young leaders or volunteers. The role of a Young Ambassador involves increasing participation in school sport and PE, promoting active and healthy lifestyles, and spreading the word of the Olympic and Paralympics values. The Young Ambassador programme is managed by the Youth Sport Trust on behalf of the Department for Culture, Media and Sport (DCMS) and the Department for Children, Schools and Families. Local-level school sport partnerships administer the scheme, and each year new ambassadors are chosen and existing young ambassadors become mentors to them. They are supported with resources, a network and conferences. There is also a young coach scheme, which enables young people to be trained and become qualified as coaches.

This scheme is founded on the premise that peers are more likely to influence young people than professionals. This approach has now been embedded in the UK government's plan, and has created and supported capacity among young people. It is similar to other co-production schemes in that the role of government is to enable and provide relevant knowledge and expertise, and to train citizens. After its first year of operation, there is as yet no evidence of the impact of the scheme on young people's participation. However, the annual recruitment of ambassadors from nearly 500 areas represents significant capacity building and involvement of young people. This programme is part of a wider country strategy to improve fitness of and reduce obesity among young people, and is not a stand-alone initiative.

*Source: [www.youthsporttrust.org/page/ya-info/index.html](http://www.youthsporttrust.org/page/ya-info/index.html).*

## *Education*

To some degree, all education is co-production – it requires the active engagement of the learner to be effective. Beyond this basic model, however, there is capacity for extending and targeting co-production, as highlighted by the following examples.

OECD research has identified different forms of co-production used in education, involving both individuals and communities or organisations. In Oklahoma's Community Conversation Model – focused on improving educational attainment for disadvantaged groups (see Box 3.18) – key factors for success in tackling underachievement have been to establish active partnerships with particular communities and involve them in school improvement efforts. Working with communities helped to identify the issues and to generate ideas to tackle them and tap into the resources of the communities themselves. It shows the importance of having good data on achievement rates of different groups and the provision of seed funding to start initiatives, but making them self-supporting by training people in the community.

### **Box 3.16 Community Conversation (United States)**

Putnam City West High School in Oklahoma has used a community conversation approach to address the wide achievement gap which existed between Hispanic students and their white peers and between students from rich and poor backgrounds. These educators realised that to truly close the achievement gap, collaboration among school officials, teachers, parents and community members was necessary. A grant from the National Education Association's (NEA) Public Engagement Project laid the foundation for "Compadres in Education," a community conversation programme designed to help Hispanic parents connect with teachers and administrators at the school, in turn improving their children's learning. Participants in these conversations identified the main factors contributing to achievement gaps locally, formulated plans to address them, and took action. Initially, this grant provided seed money and trained local community members to facilitate, structure, and record community conversations. The results have been that many more parents now participate in school events and activities; they have identified key issues for action and the school has responded by making changes such as offering services and information in Spanish as well as English, and providing community-based support for those young people in danger of dropping out of school. The students' achievements have increased considerably.

The impact in terms of educational outcomes is notable. The number of Hispanic students graduating from Putnam City West rose by nearly 70% between 2008 and 2009. The pass rate among Hispanic students on Oklahoma's End-of-Instruction Test in English II, a state-wide graduation requirement, rose from 55% in 2007 to 77% in 2008. Hispanic students' Academic Performance Index, a broader measure of achievement, rose from 839 in 2006 to 1152 in 2008 (on a scale of 1500).

**Box 3.16 Community Conversation (United States) (cont.)**

It has also contributed to community capacity building and action, and is relatively low cost – especially once community facilitators have been trained. Since community members have learned to conduct these structured conversations themselves, the community now has the local capacity necessary to sustain the programme.

It is an additive model of co-production, with the community adding to professional inputs. The Community Conversation approach has been used with similar success in Weatherford High School in Oklahoma to improve the achievement of Native American students. It is therefore becoming embedded in educational practice to tackle under-achievement of particular groups.

*Source:* National Education Association, [www.neapriorityschools.org](http://www.neapriorityschools.org).

Other schemes show the power of peer support and individual contributions for delivering appropriate services which could not otherwise be provided (in the United Kingdom and Australia). This model of co-production involves deep and ongoing relationships. Costs are minimal, mainly training and support from professionals; benefits reported include increases in motivation and problem solving, depending on the type of mentoring. Both mentees and mentors gain advantages, as the latter can develop new skills and experiences which are useful for personal development. All of these examples add community-based approaches to professional actions. Although this form of provision is less costly, no specific data is available.

**Box 3.17 National Peer Mentoring Programme (United Kingdom and Australia)**

Peer mentoring schemes have been used in schools throughout the United Kingdom in recent years. Such schemes, operating at school level, typically use older students, who are given some training, to support younger children. Generally, students who have achieved good grades provide additional academic support to their mentees. Mentees are identified by teachers using available performance data and teacher knowledge. Other schemes focus on pastoral issues such as behaviour, and bullying in particular. Australia has a well-established, similar peer mentoring scheme. The success of early schemes in the UK has led to the introduction of a nationally funded peer-mentoring programme for schools throughout England. There is national investment to promote such programmes. Students from different age groups are trained to be anti-bullying counsellors and provide advice and support for others to improve school security and help increase educational attainment. Evaluations of peer mentoring in Australia have shown positive impacts in respect of attitudes and behaviour. They have reduced incidents of bullying behaviour; increased awareness and changed school cultures; and provided interventions. Students who are peers have developed new skills, including leadership.

*Source:* For more information on pilot UK experiences, see [www.mandbf.org](http://www.mandbf.org).

### Box 3.18 Participative Education (Chile)

In order to lower the number of school dropouts and to mitigate associated social problems (including crime and increased drug use), local authorities in Punta Arenas have sought to create a participative educational system. In this model, students work with their educators to decide how their studies will proceed and to learn methods of civic engagement and community participation. Classrooms are also participative public spaces where students are encouraged to be flexible and to focus on their development as people within a larger community.

The benefits of this programme have become clear, as a high number of beneficiaries have graduated and successfully entered the labour force. The programme not only offers a concrete, multidisciplinary solution to the problem of academic absenteeism; it also creates emotional bonds between educators and young people.

It is thus an additive model, which is being embedded, and education is co-produced with students who have previously not succeeded within a traditional delivery model. Its success has been recognised in a national award.

*Source:* Government Innovators Network, Harvard Kennedy School, Ash Centre for Democratic Governance and Innovation, [www.innovations.harvard.edu/awards.html?id=96941](http://www.innovations.harvard.edu/awards.html?id=96941).

An interesting approach to co-production which brings together education and civil participation domains is the programme to foster participatory decision making in Ireland. At the core of the approach is ensuring participation by children and young people in decision making on issues that affect their lives, such as teenage mental health. It aimed at strengthening civic capacity and awareness of major social problems, and fostering work with service professionals to develop better services and awareness campaigns.

### Box 3.19 Youth voice in service and policy design: The National Youth Parliament (Ireland)

The Irish Office of the Minister for Children and Youth Affairs (OMCYA) plays the lead role, under *the National Children's Strategy* (2000), in ensuring that children and young people have a voice in the design, delivery and monitoring of services and policies that affect their lives, at the national and local levels.

The OMCYA is responsible for overseeing the development and improvement of structures that promote and enable participation by children and young people, and undertakes specific participation initiatives with statutory bodies, government departments and non-government organisations. A key structural initiative is *Dáil na nÓg*, the annual national youth parliament for young people aged 12 to 18 years, which is funded and overseen by the OMCYA. Two hundred delegates are elected to *Dáil na nÓg* through their local *Comhairle na nÓg* (local child/youth councils) and attend the annual parliament. At the event they vote on a series of recommendations on issues that have been identified by young people at their *Comhairle na nÓg*.

### **Box 3.19 Youth voice in service and policy design: The National Youth Parliament (Ireland) (*cont.*)**

Each of the 34 local child/youth council elects one delegate to become a member of the Dáil na nÓg Council, to follow-up on recommendations from Dáil na nÓg and work to make changes for young people in those areas. Four young people from the outgoing Dáil na nÓg Council are chosen by their peers to work with the incoming Council and attend some of their meetings as advisors.

The focus of the 2009 Dáil na nÓg Council was: 1) improved implementation of Social, Personal and Health Education, and Relationships and Sexuality in schools; and 2) the need for a free cervical cancer vaccine programme for girls. The Dáil na nÓg Council met monthly from April 2009-May 2010. The Council divided into two working groups on *mental health* and *physical health*. They conducted research into the areas on which they were mandated by Dáil na nÓg 2009, with a view to seeking improvements for young people.

*Source:* Based on information provided by the Department of Health and Children, Ireland.

## **Conclusions**

The results of the analysis above show that co-production is used as a way of improving services, achieving value for money and tackling difficult issues at both the national and local levels. Most development seems to be at the sub-national level, which is not surprising given the devolved nature of much public service delivery. Survey responses indicate little apparent expectation of reducing costs or increasing productivity through co-production, and the focus is much more on involving users and improving service quality. However, the review of country practices has brought evidence of cost reduction for co-production schemes in certain areas.

Unsurprisingly, the picture varies for different service blocks in terms of the maturity of co-production practices. While co-production seems to be mainstreamed in health and personal services, most co-production of services remains at an early stage, and for a number of service areas such as defence, use of co-production appears to be rare. Nonetheless, research has identified at least one example of co-production for every category of service. There are also promising signs that collaborating with citizens and users leads to more effective services, builds community capacity and brings new resources into public services.

Approaches are also likely to vary according to the nature of the service; for example, services which are a common good, such as environmental services, tend to work with citizens as a group and build social capacity. Other services – such as health – work more on a one-to-one basis, although

even individual services are starting to build networks and develop a more collective model of support. There are also examples of co-production at different stages, from planning to evaluation. The majority of co-production is at the service delivery stage, with users or communities creating all or part of a service.

The examples examined highlight the potential for change in service delivery across OECD countries, using co-production with citizens and users. In many areas, these appear to be bringing benefits at little additional cost to the public purse and with little risk. There are, however, some areas of high risk (such as social care), which involve devolving budgets to users or their representatives. Even in services which appear low risk, extension of co-production may hit cultural or organisational barriers, particularly if staff feels that their roles or professionalism are being challenged.

## Notes

1. NESTA (2008), *What is next for the co-production of public services?*

## *Bibliography*

- Hatton, C. *et al.* (2007), “A report: In Control’s Second Phase Evaluation and Learning 2005-2007”.
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## Chapter 4

### Success factors and challenges in partnering with citizens for public service delivery

*This chapter analyses the organisational issues related to implementing partnerships with citizens and civil society organisations (CSOs) in service delivery – which have been identified by the literature review and research – and how these have been or are being addressed in practice. Building on the evidence and analysis in the previous chapters, this chapter describes the factors leading to effective co-production of public services, and identifies the risks and barriers which need to be overcome. This chapter also addresses assessing the costs and benefits associated with co-production practices, and provides initial evidence of impact in terms of involvement, cost reduction, user satisfaction, service quality and value for money.*

*“We need radical innovation so that public services can make real inroads into tackling prevention, reducing demand for expensive critical services. It is here that substantial future savings will be found”.* Boyle and Harris (2009)

## Overview

This chapter analyses the organisational issues identified by the literature review and research, and how these have been or are being addressed in practice. As co-production has an impact on how services are transformed and delivered, it involves a series of changes that can be categorised according to two dimensions:

- How radical are they? From improvement and incremental change, to transformational and step change;
- How centrally controlled are they? From central direction, top down, through to devolution and networking.

The overview of country practices shows that, while a broad range of practices exist from radical and transformative change to minor service modification, most existing co-production is being used for service improvement. At this stage, there are only a few examples of well-established radical change using co-production, and the radical approaches are mainly in the developmental stage. Most examples of co-production examined in this report are incremental changes to improve services rather than radical change to transform services. They are mainly additional, so do not involve much reduction of professional control; therefore, they involve a low level of risk.

The results presented in the previous chapter also show the potential of co-production to improve outcomes, achieve better value for money, and, in some areas, reduce costs to the public purse. Co-production can be seen as potentially important means of public service innovation for OECD countries and therefore merits further investigation.

## Factors enhancing co-production

Success factors for effective co-production of public services have been identified in the literature. Based on case studies in United States, the United Kingdom and Australia, Alford (Alford, 2009) suggests that it is first important to establish whether governmental production and external co-production are inter-dependent or substitutes for each other. Where they are

inter-dependent, the issue is not whether to co-produce but how to enhance the existing co-production. Where they are substitutable for each other, their respective merits need to be weighed - the two key considerations being their respective costs and the relative capability of each to provide the service well.

UK research on self-directed budgets in social care shows the importance of changing roles as a success factor. This research stresses that significant changes in attitudes, culture, systems and practices are required to implement such schemes. In particular (Leadbeater and Cottam, 2007; Barlett and Gallagher, 2008):

- People as participants: users need to take an active role as participants, rather than passive users. Social networks can offer a powerful instrument to help individuals and communities to co-produce innovative solutions to solve complex problems (see Box 4.1).
- Budgets and financial frameworks: new approaches to co-production require changes in budgets (*e.g.*, increased disaggregation) so that resources follow commissioning. User involvement adds to the available resources and ensures that they are well spent. New approaches to risk management are needed.
- Workforce reform: co-production requires professionals to change roles, becoming advisers, navigators, brokers, service providers, risk assessors and auditors. New skills need to be set to manage more dialogue and collaborative approaches.
- Creating markets: governments need to stimulate a wider market for innovative services. This requires new approaches to commissioning.

#### **Box 4.1 Leveraging social networks for effective problem solving: The Eigen Kracht conference (the Netherlands)**

Eigen Kracht conferencing is a decision-making process for citizens to solve complex problems that results in a plan made together with family and friends. It is about improving co-operation between people in their daily lives and the social care system. This approach, developed in New Zealand, is based on the idea that results can be obtained using the strength and resources of social networks in which people live. It is particularly important for people who have become isolated and think that no one cares about them. The expected result is that citizens gain confidence (as they know they are supported by their own people), become stronger, make less demands on government provisions, regain a place in society, and take on more responsibilities. In short, it is about strengthening the civil society.

### **Box 4.1 Leveraging social networks for effective problem solving: The Eigen Kracht conference (the Netherlands) (*cont.*)**

It is a transformative approach, as it reverses the usual work method and power balance in social care.

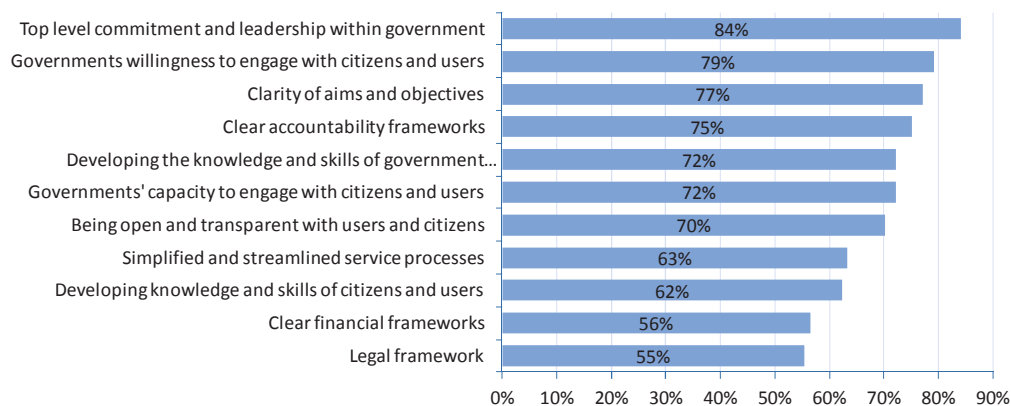
The Eigen Kracht conference is a meeting organised by an independent co-ordinator, who will not benefit from the result of the conference or the contents of the plan. The Eigen Kracht co-ordinator informs all participants about the goal, work method, possibilities and everyone's responsibilities and sees to it that everyone can participate safely. The Eigen Kracht co-ordinator also handles practical matters, like invitations, finding a location, food and drink. In the first part of the Eigen Kracht conference the co-ordinator explains the situation. Government officials, or professionals speaking on their behalf, give information: why a plan has to be made and, if necessary, what help is available. The second part is called private time, during which the plan is made. Neither professionals nor the Eigen Kracht co-ordinator are present during this session. In the third part of the conference, the plan is presented. Support from professionals may be part of the plan, if required by the family group. Finally, agreements are made as to who does what, who will meet with whom if the plan does not work out as intended, and when an evaluation meeting will be held.

Since 2001, the Eigen Kracht Centrale has organized thousands of Eigen Kracht conferences for parents, youth, families, students, patients with severe and chronic illnesses, homeless people, school dropouts, clients in mental health care, tenants, prisoners, people who are at risk to be evicted, neighbourhood residents, mentally or physically challenged people, and perpetrators and victims of crimes. It is available to individuals as well as groups in neighbourhoods and communities.

*Source: [www.eigen-kracht.nl/en/inhoud/what-we-do](http://www.eigen-kracht.nl/en/inhoud/what-we-do).*

The OECD exploratory survey on co-production identifies the three most commonly cited factors for successful co-production: top-level commitment and leadership; government willingness and capacity to engage; and clarity of strategy and objectives (See Figure 4.1). These factors are characteristic of the early stages of change and reflect countries' positions on a continuum of change. They also reflect strong commitment to building relationships with users and citizens. OECD research also identifies examples of radical change, most of which are experimental (*i.e.*, not yet mainstreamed), and embedded change, which is more incremental.

**Figure 4.1 Factors enhancing co-production**  
 % of cases reported by countries across all service categories



Source: OECD survey on “Innovation in Public Services: Working Together with Citizens for Better Outcomes”, 2010; 22 OECD countries, Brazil, Egypt, Russia and Ukraine responded to the survey.

The analysis of country examples, along with the survey results, indicate that success factors may vary according to the particular service and the nature of the change. Some of these have been identified in Table 4.1:

**Table 4.1 Success factors in co-production of public services with citizens and CSOs**

|                                 |                                                                                                                                                                                                                                                                                                     |
|---------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| General Services                | Needs identification throughout the project; reaching out to the target population (communication); accessibility (e.g. of web applications); commitment to take users'/citizens' suggestions into account; clear rules from the outset; enthusiasm, willingness to engage with citizens and users. |
| Economic Affairs                | Holistic approach and collaboration across departments and sectors in government; government commitment.                                                                                                                                                                                            |
| Housing and Community Amenities | Synergy (working towards common goals); reaching out to the target population (“selling” the co-production activity); citizen (customer) segmentation.                                                                                                                                              |
| Social Protection               | Encouraging end users to think about their situation differently (in an innovative fashion); taking user needs and requirements into account from the outset.                                                                                                                                       |

Source: OECD elaboration based on the analysis of country examples.

## Barriers and risks

If success factors can facilitate change, obstacles also exist; they need to be overcome to foster effective and efficient co-production. It is therefore

important to identify barriers and anticipate risks as part of managing innovation and change. Governments need to develop knowledge on the risk factors and how to eliminate barriers as they develop their approaches and learn from what seems to work to deliver change through co-production.

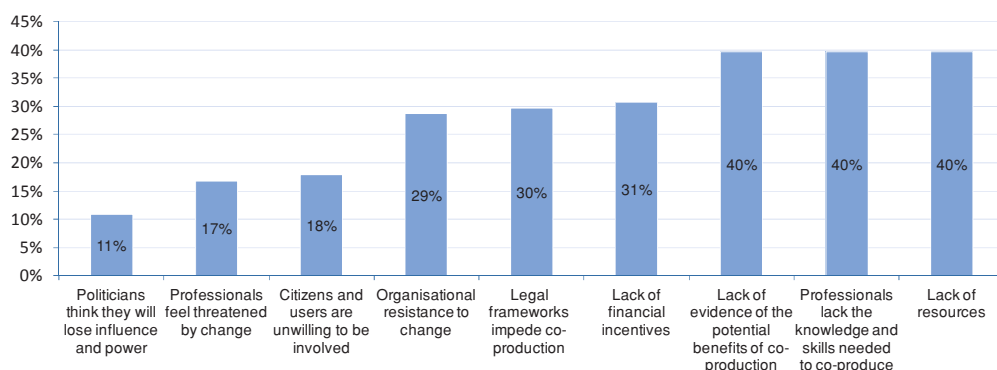
Factors representing risks or potential barriers to effective co-production can include the following:

- Skills – both governments and citizens may not have the skills needed to co-produce. This could lead to inability to contribute effectively to service design and delivery processes, and result in higher costs.
- Resources – there might be a need for additional resources to fund co-production initiatives, at least in the early stages. There could also be an increase in transaction costs and a loss of economies of scale if services become highly personalised.
- Accountability – Governments may be seen as abdicating their responsibilities or increasing the burdens on citizens, especially in countries with heavy tax regimes financing public services. Governments may also lose a whole-of-government perspective on public services because of excessive fragmentation.
- Organisational culture – co-production models can challenge existing organisational values and practices. For example, in the co-production of social care, professionals need to become enablers and providers of support for users to make choices and decisions, rather than experts delivering prescribed service inputs. Such changes transform power relations between professionals and users and lead to a fluidity of roles which traditional professionals may find difficult and may resist.
- Trust – if new approaches are only associated with cost-cutting, citizens and users may not be willing to engage. Also, there is the risk of citizens becoming cynical if co-production does not deliver on the expected changes.
- Equity and inclusion – the people involved in co-production may not be representative of citizens on the whole, less vocal people might be excluded, and there might be “capture” by particular groups.
- Probity – there could be a risk of fraud and malpractice, especially in contexts where budgets are devolved directly to users.

- Multi-level governance – lack of co-ordination and collaboration across different levels of government, coupled with financial impediments to fund service innovation generated by co-production, can present barriers to such schemes.

Governments face several barriers to adopting co-production as a means of service delivery. The result of the OECD exploratory survey shows that a shortage of resources (40%); lack of evidence for the potential benefits of co-production (40%), and professionals' lack of knowledge and skills (40%) are the most frequent barriers to co-production.

**Figure 4.2 Factors representing barriers to co-production**  
% of cases reported by countries across all service categories



*Source:* OECD survey on “Innovation in Public Services: Working Together with Citizens for Better Outcomes”, 2010; 22 OECD countries, Brazil, Egypt, Russia and Ukraine responded to the survey.

The analysis of country examples seems to indicate that risks and barriers vary according to the type of service and the level of change involved in the co-production.

**Table 4.2 Barriers and risk in co-production of public services with citizens and CSOs**

|                          |                                                                                                                                                                                                                                                                               |
|--------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| General Services         | Resistance to change; getting broad commitment for overall engagement; motivating citizens to become involved; lack of knowledge and skills among citizens and users; difficulties in mobilising volunteers; convincing government authorities and organisational resistance. |
| Economic Affairs         | Budgetary rigidity and time.                                                                                                                                                                                                                                                  |
| Environmental Protection | Lack of skills among users; resistance to change; unclear accountability; and loss of government oversight.                                                                                                                                                                   |
| Social Protection        | Citizens' and enterprises' lack of commitment to the activity (persuading the target population); lack of skills and knowledge among government officials.                                                                                                                    |

The analysis conducted from desk-based research seems to indicate that risks and barriers are greatest for more radical forms of co-production. This is the case, for example, in social care which brings a shift in power relations, reduction in professional control, with devolution of control over budgets to users. Managing such risks would require changing the nature of professional support to provide users with information and advice they need to plan and budget for the services they want, and stimulating providers to offer new types of services in response to user demand. New forms of budget monitoring have been developed to help ensure that finances are managed effectively and new staff roles with training are being developed. For other service areas, change is likely to be smaller scale and to involve less risk.

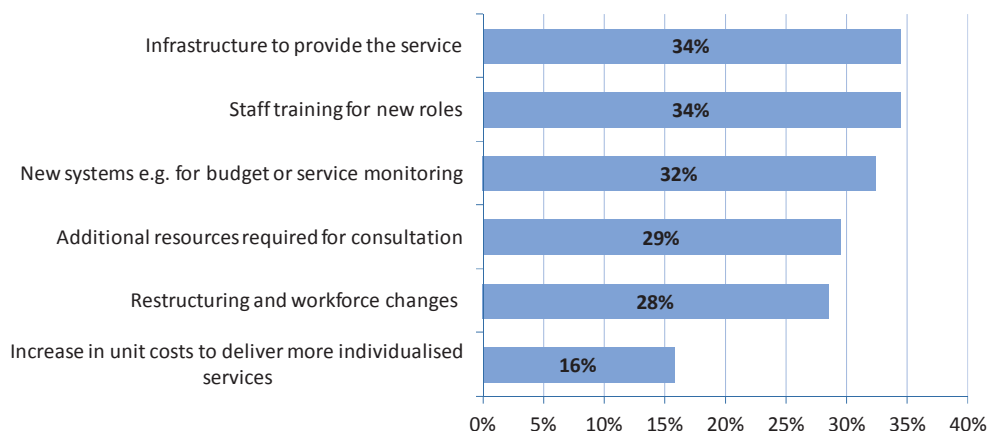
## Addressing cost and financial impact

For any change process, the issue of costs needs to be addressed – both additional resources needed to develop and implement change and the expected financial impacts of the change. The research points to a need to better quantify the costs of developing co-production and assessing its financial impacts once implemented.

According to the results of the OECD exploratory survey, the following cost factors would emerge as the most common: staff training for new roles, and infrastructure to provide the service (See Table 4.3). When asked about whether costs were what they had expected, many respondents did not provide information. Some costs were highlighted for specific services: costs of new systems, *e.g.*, for budget or service monitoring in housing and health. In defence, public order and safety, economic affairs and social protection, additional resources were required for consultation. In education, public order and safety, and in social protection, the costs of workforce changes were highlighted.

**Figure 4.3 Costs of co-production**

% of cases reported by countries across all service categories



Source: OECD survey on “Innovation in Public Services: Working Together with Citizens for Better Outcomes”, 2010; 22 OECD countries, Brazil, Egypt, Russia and Ukraine responded to the survey.

Some country examples included the total costs for the particular special but such figures could not yet be related to benefits or outcomes. Common costs were related to the development of web applications for general services. In social protection, costs were identified for developing infrastructure to provide services and additional human resources.

Both additive and substitutive co-production, either separate or combined, has the potential to improve the efficiency and effectiveness of public services. Governments will need to seek the optimum balance of adding or substituting inputs from different contributors and calculate the resulting impact on public costs. Business cases need to be more

systematically developed in order to ensure that benefits justify the costs, and that governments have an adequate picture of the impact of public investment in co-production (OECD, 2007).

Substitution appears to be an attractive option for governments to reduce costs. However, from a societal point of view, cost reduction may only be obtained by shifting costs onto users and citizens (Greenberg and Knight, 2007). This means that from the point of view of the economic system as a whole – taking into account both government and citizen investments – substitutive approaches may not deliver the expected gains in cost reduction. What is important to examine is whether the whole concept of service has been transformed by co-production arrangements to the extent that goals are being attained with lesser means.

Evidence of impacts of co-production practices in terms of involvement, cost reduction, user satisfaction, service quality and value for money is mapped in the table below. The analysis of examples suggests that evidence of cost reductions from co-production practices exists and has been documented in both Health and Social Services for personal services, while this is less the case for collective services such as Environmental Protection or Public Order and Safety. The impact of co-production in these cases refers to increased or more effective involvement of individuals (Education) or communities (Housing and Community Amenities), while the evidence on cost reduction has not been collected.

**Table 4.3 Impact of co-production of public services with citizens and CSOs**

| Type of Impact                   |                |                   |                 |                                     |                                                                                                                                                                                                                                                                                                                                               |
|----------------------------------|----------------|-------------------|-----------------|-------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Outcomes                         |                |                   |                 | Notes                               |                                                                                                                                                                                                                                                                                                                                               |
| Effective involvement            | Cost reduction | User satisfaction | Service quality | Overall efficiency/ value for money |                                                                                                                                                                                                                                                                                                                                               |
| General Services                 | ✓              | no                | no              | no                                  |                                                                                                                                                                                                                                                                                                                                               |
| Defence                          | ✓              | no                | no              | no                                  | Cost reduction through volunteer work                                                                                                                                                                                                                                                                                                         |
| Public Order and Safety          | ✓              | ✓                 | ✓               | no                                  | Cost reduction in cases of substitutive co-production (Time Dollar Youth Court, United States)                                                                                                                                                                                                                                                |
| Health Services                  | ✓              | ✓                 | ✓               | ✓                                   | Cost reduction e.g. reduced hospital admissions, emergency visits and nurse home treatment (Health Buddy Scheme, the Netherlands; Telecare, United States)<br>High level of user satisfaction (Expert Patient, United Kingdom)<br>Improved outcomes and cost effectiveness, e.g. mental health, less pain (CPSMP, Canada; Expert Patient, UK) |
| Social Protection                | ✓              | ✓                 | ✓               | ✓                                   | Cost reduction (Self-directed Social Care Services, UK; self-managed budgets for people with mental illness, United States; Disability Services Commission, Australia)<br>Increased service availability (Netari, Finland)                                                                                                                    |
| Economic Affairs                 | ✓              | no                | ✓               | no                                  |                                                                                                                                                                                                                                                                                                                                               |
| Housing and Community Amenities  | ✓              | no                | no              | no                                  | Cost reduction through volunteer work                                                                                                                                                                                                                                                                                                         |
| Environmental Protection         | ✓              | no                | ✓               | no                                  | Cost reduction through volunteer work                                                                                                                                                                                                                                                                                                         |
| Recreation, Culture and Religion | ✓              | no                | no              | no                                  |                                                                                                                                                                                                                                                                                                                                               |
| Education                        | ✓              | no                | ✓               | no                                  | Improved educational attainment (Community Conversation, United States) and changed behaviour (National Peer Mentoring Program, UK)                                                                                                                                                                                                           |

The majority of survey respondents reported that their country did not have a business case for co-production. Recent UK research, drawing on international experiences, also highlights that the business case for co-production is not yet comprehensively developed (Loffler and Banks, 2007) and that use of co-production in public service delivery remains in the early stages. For some personal services such as health and social care, pilot programmes have indicated that costs to the public purse can be reduced and greater levels of satisfaction achieved. For environmental protection or neighbourhood monitoring, co-production provides additional resources to enable activities which would otherwise not be affordable – but cost data is missing.

Governments are currently facing financial pressures. However, in addressing changes to public service delivery, they need to consider efficiency as well as effectiveness. Cost reductions needs to be balanced with implications for service quality and delivering desired outcomes (Boyle and Harris, 2009; Mulgan, 2008). Analysts are advocating innovation as a key means of reducing costs. Co-production can foster innovation when users re-think what is needed and then help to deliver a different kind of service. This case is being made most strongly in the realm of personal services such as health and social care.

If the focus is only on efficiency and cost reduction, there is a risk of giving too much attention to measuring inputs and outputs rather than outcomes. Boyle and Harris (2009) argue that “it is quite possible for agencies to deliver services that meet a wide range of process targets yet still fail to improve outcomes for those they are supposed to benefit”. Examples from the OECD survey indicate that co-production can potentially offer better value for money by doing things in a different way, resulting in better outcomes and reducing the need or demand for very expensive services. Co-produced services bring in additional resources and new approaches from users, community networks, families and friends.

The contribution of citizens and users to bring about further change in public services has been embedded in countries’ strategic approaches to public service reform. The input of users is key in terms of radical change, together with the provision of new information. While using new suppliers or new resources leads to positive change, this on its own does not usually generate innovation. The business case for change needs to be based on broader concepts of value for money, rather than cost reductions alone. Third sector commissioning provides useful lessons in terms of public service efficiency (Neizert and Ryan Collins, 2007). Value for money should not only focus on unit costs but also encompass what experts call the

“full benefit” or “public benefit” of services. Value for money should involve: 1) quality and suitability of the service for the individual; 2) long-term implications or whole-life costs; 3) wider outcomes for the society and state. This goes beyond traditional approaches and offers a more robust model to consider quality and cost together and focus on long-term as well as short-term impacts.

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## Chapter 5

### Implementing co-production in public services: Conclusions and next steps

*Building on the report findings, this chapter identifies elements of a roadmap for successful implementation of partnerships with citizens and CSOs in the delivery of public services, and discusses how these elements can be applied to different types of co-production. It also presents a checklist including a set of questions that could be used to guide governments' efforts in designing and organising a delivery process using co-production. The report concludes with indications of follow-up work which can be undertaken to help OECD countries deepen their understanding of citizen involvement in public service delivery in practice.*

## **Building a pathway for change**

This exploratory study indicates that co-production is emerging in many countries as a middle-of-the-way approach, which is gaining force as societies are becoming more complex, citizens need better tailored-made solutions and early experiences are mainstreamed and expanded into different areas.

The analysis of more than 50 examples of co-production across over 20 countries indicates that, while countries are engaging with their citizens in a different way, most countries seem to be using a “gradual-change” approach to co-production to deliver service modification and improvement, rather than transformational change. Much of the emerging practice identified by the survey appears to be in isolated pockets rather than part of a complete planned approach. Therefore, overall impact remains difficult to quantify. If these programmes are being rolled out on a wider scale in the future, it is important to better understand their links with comprehensive reforms currently implemented in a number of countries (OECD, 2011).

The need to bring back a sense of community and social ownership in public affairs, and governments’ efforts to cut back public spending, might result in a higher call for the most transformative stage of co-production. Some of the available examples examined in this research show the potential of co-production to deliver considerable change in certain service areas in terms of outcome improvements at a lower cost. Many of these transformational projects are at an early stage, and it will be important for countries to monitor progress and evaluate impact to learn more about what works and what does not.

The picture differs according to service area. Governments seem to be using co-production to achieve more radical change in the Health and Social Protection areas. Successful co-production requires a shift in organisational culture. Staff need to value users as contributors, creating the conditions in which they can co-produce. New types of support, such as ICTs and useable information, are also needed. Co-production may also require necessary interventions and changes in public systems and power structures that would place this issue high on the political agenda.

The findings of this report help identify a pathway for designing effective co-production schemes. A number of elements have been highlighted in Table 5.1.

**Table 5.1 A roadmap for successful implementation of partnerships with citizens and CSOs in the production of public services**

|                                |                                                                                                                                                                                                                                                                                                                                                                                      |
|--------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Attitudes and culture          | Valuing users and citizens, and openness to their contribution<br>Flexibility and willingness to think differently<br>Readiness and willingness to experiment<br>Creativity to generate a wide range of options<br>Cross-organisation perspective<br>Preparedness to share skills and devolve power<br>Training professionals and users/citizens to develop new skills and attitudes |
| Systems and processes          | Use of a systemic approach – to look at the entirety of service delivery<br>Imaginative use of ICT and Web 2.0<br>Process improvement – to map existing paths and relationships and scope new options<br>Monitoring systems to track impact and evaluate programmes<br>More sophisticated budget monitoring systems                                                                  |
| Collaboration and partnerships | Citizen and user input at all stages<br>The involvement of the private or voluntary sectors<br>Empowerment of communities, citizens, or staff<br>New skills and ways of working                                                                                                                                                                                                      |
| Management and leadership      | Leadership support from the top and at the community level<br>Increased rewards to innovative individuals<br>Risk management – to identify the risks associated with experimentation<br>Evaluation of pilots, and scaling-up of successful efforts                                                                                                                                   |
| Learning and communication     | Looking outward to learn from and benchmark with others<br>Using pilots and evaluating what has worked and what has not<br>Piloting and diffusion – to spread successful practices                                                                                                                                                                                                   |
| Resources                      | Seed core resources for innovations<br>Bring in resources from citizens, communities and other organisations<br>Draw ideas from people at all levels of the organisation                                                                                                                                                                                                             |

The mix of elements and their relative importance depends to a large extent on the nature and level of the desired change. This can best be illustrated through examples of co-production from either end of the change spectrum. For example, a radical change in social care will require major changes in professional attitudes, significant seed core funding, robust monitoring systems, input from users at all stages, strong risk management with new financial systems, and strong leadership to persuade and manage resistance to change. Improvements to a local park, for example, may be delivered from existing resources and will require less change in attitudes and culture. It will involve lower risk, but it will require good communication skills to welcome contributions from the public.

## A checklist for action

Based on this research, more strategic and comprehensive approaches can be offered to help countries plan how they can use co-production to deliver significant change in different areas. Like any change process, co-production requires adequate planning. This research has helped identify a checklist, with a set of questions that could be used to guide governments' efforts in planning and organising a delivery process using co-production.

A strategic approach starts by identifying the biggest challenges facing governments, such as ageing populations or serious environmental issues, where the impact of change could be greatest. Alongside this, there is also scope to include more gradual changes in other areas and to make important incremental improvements, especially drawing on examples in environmental and community services which use new technology. Such a mixed approach reduces both the costs and risks of delivering change.

**Figure 5.1 Checklist for co-production**

|                            |                                                                                                             |
|----------------------------|-------------------------------------------------------------------------------------------------------------|
| Objectives                 | What are the needs to be met, problems to be solved or the outcomes to be achieved?                         |
| Degree of Change           | What level of service change is desired?                                                                    |
| Type of Change             | What types of co-production work best in terms of costs / benefits?                                         |
| Risk Factors               | What are the barriers and risks to be managed?                                                              |
| Choice of Partners         | Who should be the co-producers?                                                                             |
| Management of Partnerships | What is the government's relationship with the co-producers?                                                |
| Choice of Instruments      | What tools will be developed and used to co-produce? (in particular how can ICT especially web 2.0 be used) |
| Change Management          | What changes in the service front and back office need to be done?                                          |
| Resources                  | How will co-production schemes be founded?                                                                  |
| Evaluation                 | How and from whom will activities or services be monitored and evaluated?                                   |

Service areas such as Social Care or Health, where the process of change started earlier, offer governments opportunities to demonstrate impact and to build a business case. Useful examples of such strategic approaches exist in Denmark, where Mindlab works across government departments and uses service design techniques to change services. Other countries such as the United Kingdom or Austria have been developing partnerships between national and local governments to pilot new approaches, review impact and then roll out successful approaches more widely. Others are working in partnership with the private sector, for example in the Netherlands on health care, or Australia on sustainable communities, or Denmark in social care services alongside users and citizens. This brings in leading-edge use of ICTs, for example in telemedicine in the United States and the Netherlands, or ICT-assisted home care for elderly people in the United Kingdom, or technology for reducing CO<sub>2</sub>.

These different strategic approaches to co-production draw on mutual learning about innovation in the public sector, with a focus on re-thinking traditional ways of doing things, trying out or experimenting, evaluating and then scaling up practices which deliver the desired results. They also resource these new developments until they have proved themselves and can then be self-sustaining.

The issue of initial or seed funding is crucial if governments want to use co-production to move from incremental improvement to service transformation. For example, in transforming health or social care, staff needs to be supported to develop new skills and take on new roles, users need to be supported through ICT and third sector organisations to take on more responsibility for their own care, and new systems to allocate and monitor financial resources need to be set up. Many of the initiatives highlighted in the report (*e.g.*, citizen monitoring of the environment) are innovative and relatively low cost. Even these will require some investment in, for example, staff time, training and ICTs. Monitoring and evaluating co-production in a systemic way is also a key element of a strategic approach.

## Further steps

This report presents an initial overview of the state of play, shows some significant experiences and helps to build a pathway for positive change. Still, more can be done to help countries collect and systematise experiences and practices on co-production at different levels of government. Given the relatively early development of co-production in certain countries, sharing information about country practices on co-production is important. Such information sharing is important so that countries learn what is possible for

which services and can see where business cases are developing in order to consider how co-production might work in their own context.

The OECD can help to further assess the evidence and the value for money. From the 58 examples highlighted in this study, only a few have hard data on impact. While the research highlights the potential of co-production to provide better services for users, tackle complex policy issues and reduce costs, a better assessment of these elements would put the policies on a stronger ground.

The development of co-production also needs to be planned and strategically organised across a range of service areas. Civil society and the third sector have important roles to play, and the many countries engaged in community capacity-building and consultation could use this as a launching pad to develop more planned approaches to co-production.

While co-production with citizens and users is used at different levels of government, the exploratory survey was mainly conducted at the national level. Still, many of the answers point to local experimentation and co-production at the local level. It is therefore important for countries to facilitate the sharing of such experiences across levels of government. This can also be helped through partnerships between central and local levels, as it exists in countries such as Australia, Canada, Italy and the UK.

While countries have made some promising changes to improve public services, the next phase requires more co-ordinated and strategic efforts across levels of government within and between countries. Only then will the full potential of co-production be identified and delivered in a way which helps meet the major challenges faced by governments in the 21<sup>st</sup> century. The following elements could be addressed by further research to guide strategic and co-ordinated change:

- budgets and reductions of public service expenditure;
- evidence of how co-production can be a tool to reduce public expenditure;
- ways of quantifying savings across services and attributing costs and savings to different services (*e.g.* health or social care);
- financial tools to calculate longer-term savings;
- financial incentives for innovation.

- risk management – sharing learning on how to identify and manage risks in a way which does not stifle innovation, drawing on country experiences in particular service areas (*e.g.* Social Protection);
- collaboration between national and sub-national level of government – to support pilot projects, disseminate results, embed good practices in day-to-day service delivery;
- partnership structures and organisation, which can support innovation through co-production and the needed governance arrangements;
- tools which can help governments assess the potential risks and benefits, and areas with greatest potential (*e.g.* Web 2.0, social media).

The OECD can help in terms of:

- Deepening data collection to gather information at the local government level and for specific service categories. This report can be used to promote internal discussion and identify contacts in service areas to collect more comprehensive data.
- Reviewing key elements of co-production in greater depth (such as cost effectiveness) and sharing research, advice and guidance. Making learning available from the analysis of established case studies in key areas, such as health and social care.
- Providing evidence of what works in what services and circumstances. Monitoring co-production as part of an Observatory of innovative public sector practices would represent a first step. This would allow for collecting country practices in a more systematic way at different levels of government. It would also help disseminate learning and facilitate the sharing and implementation of best practices.



## Annex A – Overview of country input to the research<sup>1</sup>

| Country           | Survey | Pro<br>forma | Country    | Survey | Pro<br>forma | Country            | Survey | Pro<br>forma | Country           | Survey | Pro<br>forma |
|-------------------|--------|--------------|------------|--------|--------------|--------------------|--------|--------------|-------------------|--------|--------------|
| Australia         |        | ✓            | France     | ✓      |              | The<br>Netherlands | ✓      | ✓            | Turkey            | ✓      |              |
| Austria           | ✓      | ✓            | Germany    |        | ✓            | New<br>Zealand     |        | ✓            | United<br>Kingdom | ✓      | ✓            |
| Canada            | ✓      | ✓            | Ireland    | ✓      | ✓            | Norway             | ✓      | ✓            | Brazil            | ✓      | ✓            |
| Chile             | ✓      |              | Italy      | ✓      | ✓            | Poland             | ✓      | ✓            | Egypt             | ✓      |              |
| Czech<br>Republic | ✓      |              | Hungary    | ✓      |              | Portugal           | ✓      | ✓            | Russia            | ✓      | ✓            |
| Denmark           |        | ✓            | Japan      | ✓      | ✓            | Slovak<br>Republic | ✓      | ✓            | Ukraine           | ✓      |              |
| Estonia           | ✓      | ✓            | Luxembourg | ✓      |              | Slovenia           | ✓      | ✓            | Estonia           | ✓      | ✓            |
| Finland           | ✓      | ✓            | Mexico     | ✓      |              | Sweden             | ✓      | ✓            | Finland           | ✓      | ✓            |

<sup>1</sup> Countries were invited to provide input in the form of: 1) answers to the exploratory survey; and 2) country examples through a pro forma.

## Annex B - Service categories covered in the study

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### Category of service

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**General public services, includes:** Executive and legislative organs and governance, financial and fiscal affairs, external affairs; Foreign economic aid; General services; Basic research; R&D related to general public services; Public debt transactions; Transfers between different levels of government of a general nature.

**Defence, includes:** Military defence; Civil defence; Foreign military aid; Defence R&D.

**Public order and safety, includes:** Police services; Fire-protection services; Law courts; Prisons; Public order and safety R&D.

**Economic affairs, includes:** General economic, commercial and labour affairs; Agriculture, forestry, fishing and hunting; Fuel and energy; Mining, manufacturing and construction; Transport; Communication; Other industries; Economic affairs R&D.

**Environmental protection, includes:** Waste management; Waste water management; Pollution abatement; Protection of biodiversity and landscape; Environmental protection R&D.

**Housing and community amenities, includes:** Housing development; Community development; Water supply; Street lighting; Housing and community amenities R&D.

**Health, includes:** Medical products, appliances and equipment; Outpatient services; Hospital services; Public health services; Health R&D.

**Recreation, culture and religion, includes:** Recreational and sporting services; Cultural services; Broadcasting and publishing services; Religious and other community services; Recreation, culture and religion R&D.

**Education, includes:** Pre-primary and primary education; Secondary education; Post-secondary, non-tertiary education; Tertiary education; Education not definable by level; Subsidiary services to education; Education R&D.

**Social protection, includes:** Sickness and disability; Old age; Survivors; Family and children; Unemployment; Housing; Social protection R&D.

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*Source:* UN Statistics.

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## **Organisations and websites**

### *Private sector organisations*

- Design Council – Conducts interesting work on public service design, including work with local government in Bolton on diabetes:  
[www.designcouncil.org.uk/en/Design-Council/1/What-we-do/Our-activities/Public-services-by-design](http://www.designcouncil.org.uk/en/Design-Council/1/What-we-do/Our-activities/Public-services-by-design).
- Digital Public – Kent social innovation lab, part of the Engine Group,  
[www.digitalpublic.co.uk/](http://www.digitalpublic.co.uk/)
- The Engine Group – An umbrella group covering an agency which works with the public sector, using design and new approaches to service delivery. “Parent Know How” programme, a 2009 partnership between DCFS and Digital Public providing a range of online and mobile phone and social networking services to support parents, especially fathers, won MCA management award,  
[www.theenginegroup.com/www.enginegroup.co.uk/projects/pcs\\_page/building\\_a\\_social\\_innovation\\_lab](http://www.theenginegroup.com/www.enginegroup.co.uk/projects/pcs_page/building_a_social_innovation_lab).
- Health Hero – Private sector-supported health network on use of technology in health care, particularly home-based technology.  
[www.healthhero.com/products\\_services/products\\_services.html](http://www.healthhero.com/products_services/products_services.html)
- Livework – Multi-disciplinary private sector organisation working with the public sector to create innovative services and improve existing services to use resources more effectively, [www.livework.co.uk/](http://www.livework.co.uk/)

Participle – Company set up by Charlie Leadbeater and Hilary Cottam, experts on co-production. Participle works with and for the public, creating new types of public services that make a real difference in everyday lives. Participle has undertaken interesting co-design and co-delivery projects with local government in England – on families (Swindon), ageing (Southwark and Westminster) and young people (Croydon and Brighton), [www.participle.net](http://www.participle.net).

Thinkpublic – An agency focused on using design to improve service experiences in the public sector, by working with service providers and the general public to gain understanding of how their services and experiences could be improved. Have worked with the NHS, education institutions, local government and the third sector, <http://thinkpublic.com/news>.

#### *International networks and organisations*

EU e-gov practice database – Source of case studies on ICT-driven innovation/co-design/co-delivery, [www.epractice.eu/en/home/](http://www.epractice.eu/en/home/)

Eupan – Has done work on the role of citizens/customers in public sector management, [www.eipa.eu/customer](http://www.eipa.eu/customer).

Living Lab – European network for innovation based on IT, [www.openlivinglabs.eu](http://www.openlivinglabs.eu).

Policy Innovations – Highlights the most innovative new thinking on a fairer globalisation practices, [www.policyinnovations.org/ideas/innovations/data/000085](http://www.policyinnovations.org/ideas/innovations/data/000085).

Re-Public – Online journal focusing on innovative developments in contemporary political theory and practice, re-imagining democracy in everyday life, [www.re-public.gr/en](http://www.re-public.gr/en).

Social Innovation Exchange – International network, [www.socialinnovationexchange.org/aboutsix](http://www.socialinnovationexchange.org/aboutsix)

UNPAN 2009 awards – International information exchange on telemedicine, [www.unpan.org/Events/PublicServiceDayAwards/PastPublicServiceCeremonies/tabid/1097/language/en-US/Default.aspx](http://www.unpan.org/Events/PublicServiceDayAwards/PastPublicServiceCeremonies/tabid/1097/language/en-US/Default.aspx)

International projects - on ICT to support elderly people, [www.ict-ageing.eu/?page\\_id=388](http://www.ict-ageing.eu/?page_id=388)

*Single-country bodies and initiatives***Australia**

ASIX – Third sector social innovation organisation, drawing on the model of the innovation exchange, <http://asix.org.au/>

Australia public service reform site,  
[www.pmc.gov.au/consultation/aga\\_reform/index.cfm](http://www.pmc.gov.au/consultation/aga_reform/index.cfm)

Community Builders New South Wales – electronic clearing house for civil society organisations and governments involved in community-level activity, [www.communitybuilders.nsw.gov.au/](http://www.communitybuilders.nsw.gov.au/)

CSIRO, Commonwealth Scientific and Industrial Research Organisation – Australia’s national science agency and one of the largest and most diverse research agencies in the world. The site has a range of examples of co-production with communities on environmental issues, <http://www.csiro.au>.

Useful links on sustainability issues in Australia, involving the community, <http://kitchentablesustainability.com/resources>.

**Denmark**

Mind Lab – a cross-ministerial innovation unit which involves citizens and businesses in developing solutions for the public sector, [www.mindlab.dk/](http://www.mindlab.dk/)

Mind Lab Presentation on citizen centred innovation,  
[www.slideshare.net/sixslides/mindlab-innovation-in-government](http://www.slideshare.net/sixslides/mindlab-innovation-in-government)

**Netherlands**

Kennisland or KnowledgeLand – The activities of KL are threefold - innovation strategies, action projects, learning networks. KL brings together a network of government, private sector, knowledge institutions and civil society to think about the consequences of the knowledge economy and how to respond to it as a society, [www.kennisland.nl](http://www.kennisland.nl).

## New Zealand

New Zealand Centre for Social Innovation – based on the Young Foundation social innovation model. It defines social innovation as: “the design and implementation of better ways of meeting social needs”, [www.nzcsi.org](http://www.nzcsi.org).

New Zealand citizen satisfaction – Comprehensive approach to monitoring and evaluating citizen satisfaction with public services. The NZ Police and Inland Revenue are practical examples, [www.tenone.police.govt.nz/tenone/May09Service.htm](http://www.tenone.police.govt.nz/tenone/May09Service.htm)

SKIP (Strategies for Kids, Information for Parents) – An initiative of the New Zealand government which provides support, information and parenting strategies for parents and caregivers of infants to 5-year-olds. SKIP works with national and local organisations, [www.skip.org.nz/index.html](http://www.skip.org.nz/index.html).

## United Kingdom

In-control – A presentation on self directed care, [www.dhcarenetworks.org.uk/Integration/icn/Topics/Browse/whatIs/SelfSupport/?parent=4983&child=1949](http://www.dhcarenetworks.org.uk/Integration/icn/Topics/Browse/whatIs/SelfSupport/?parent=4983&child=1949)

Innovation Unit – A not for profit social enterprise with a strong track record, built up over eight years, of supporting innovation in the third sector, education and children’s services, and local government, [www.innovation-unit.co.uk/](http://www.innovation-unit.co.uk/)

Mash the State.org.uk – Encouraging open information from public bodies by campaigning for sharing data which communities can then “mash” i.e. analyse, interpret and use, the campaign has started with the local government, <http://MashTheState.org.uk>

NESTA – A leading independent organisation on how innovation can solve some of the country’s biggest social and economic challenges, [www.nesta.org.uk/](http://www.nesta.org.uk/)

North West Commissioning road map – provides useful advice on implementing self-directed care services, [www.northwestroadmap.org.uk/index.php?pageNo=374](http://www.northwestroadmap.org.uk/index.php?pageNo=374)

PublicExperience.com – Internet comment box hosted at mySociety to receive comments about UK government services, which are forwarded to the Cabinet Office,

[www.publicexperience.com/images/comic\\_a3\\_popup.jpg](http://www.publicexperience.com/images/comic_a3_popup.jpg),  
[www.publicexperience.com/about](http://www.publicexperience.com/about).

Self-directed care services in UK – support network,  
<http://kc.csip.org.uk/about.php?grp=36>.

### **United States**

Michigan State University – best practice briefs on human services,  
<http://outreach.msu.edu/bpbriefs/archive.asp>.

New talk – Online discussion of social innovation in US cities,  
<http://newtalk.org/2009/09/a-special-collaboration-with-t.php>.

Public Innovators – non-partisan Root Cause initiative supports a new wave of government leaders at the city, state, and federal levels who ensure the creation and growth of the most effective, efficient, and sustainable solutions to pressing social problems, <http://publicinnovators.com>

Root Cause Boston – non-profit organisation that advances enduring solutions to social and economic problems by supporting social innovators and educating social impact investors, [www.rootcause.org](http://www.rootcause.org).

Rutgers University Newark – case studies on involving citizens in performance measurement/review of government services,  
<http://www.rutgers.edu>.

### ***Environment in the United States***

Micorps (Michigan monitoring corps) – partnership organisation with government to organise volunteer activities to monitor the cleanliness of water, [www.citizensenvironmentwatch.org](http://www.citizensenvironmentwatch.org).

National Center for Public Performance US – source of case studies on citizen monitoring/evaluation [www.ncpp.us/san%20fran-brief.php](http://www.ncpp.us/san%20fran-brief.php).

### ***Self-directed mental health services in the United States***

Texas self-directed services, [www.texassdc.org/pages/SDCEval.asp](http://www.texassdc.org/pages/SDCEval.asp)

Florida self-directed care programme and resources available,  
<http://flsdc.org>.

## **ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT**

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# OECD Public Governance Reviews

## Together for Better Public Services

### PARTNERING WITH CITIZENS AND CIVIL SOCIETY

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Chapter 1. Transforming public service delivery

Chapter 2. New forms of partnership with citizens for public service delivery

Chapter 3. Overview and analysis of country practices on co-production of key public services

Chapter 4. Success factors and challenges in partnering with citizens for public service delivery

Chapter 5. Implementing co-production in public services: Conclusions and next steps

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*Professor John Alford, Australia and New Zealand School of Government*

(author, *Engaging Public Sector Clients: From Service-Delivery to Co-Production*, Palgrave Macmillan, 2009)

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