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Driving the Next
Public Service
Revolution

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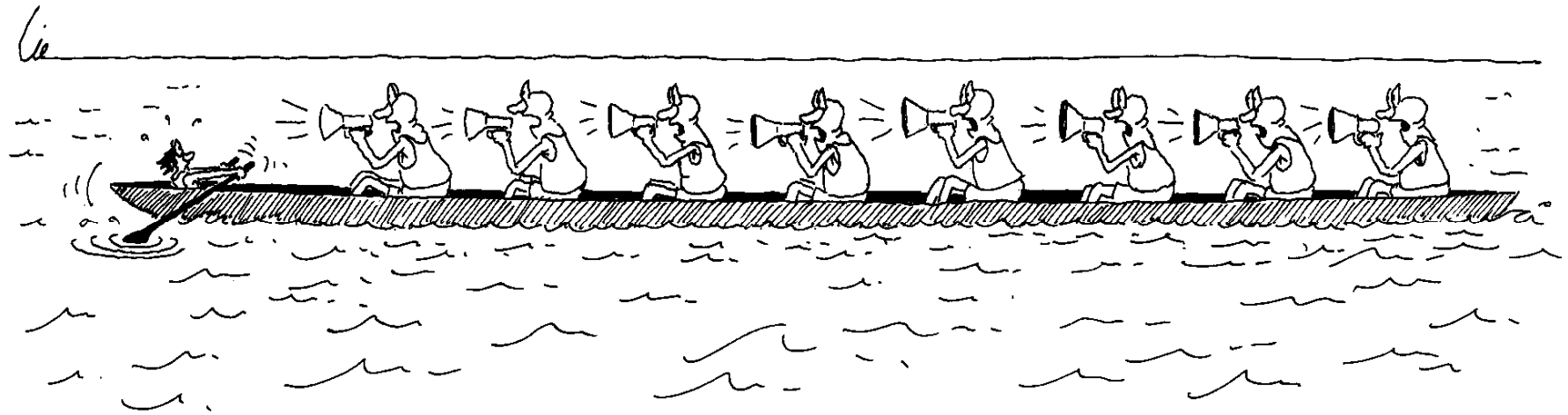
Prof. Tony Bovaird
INLOGOV

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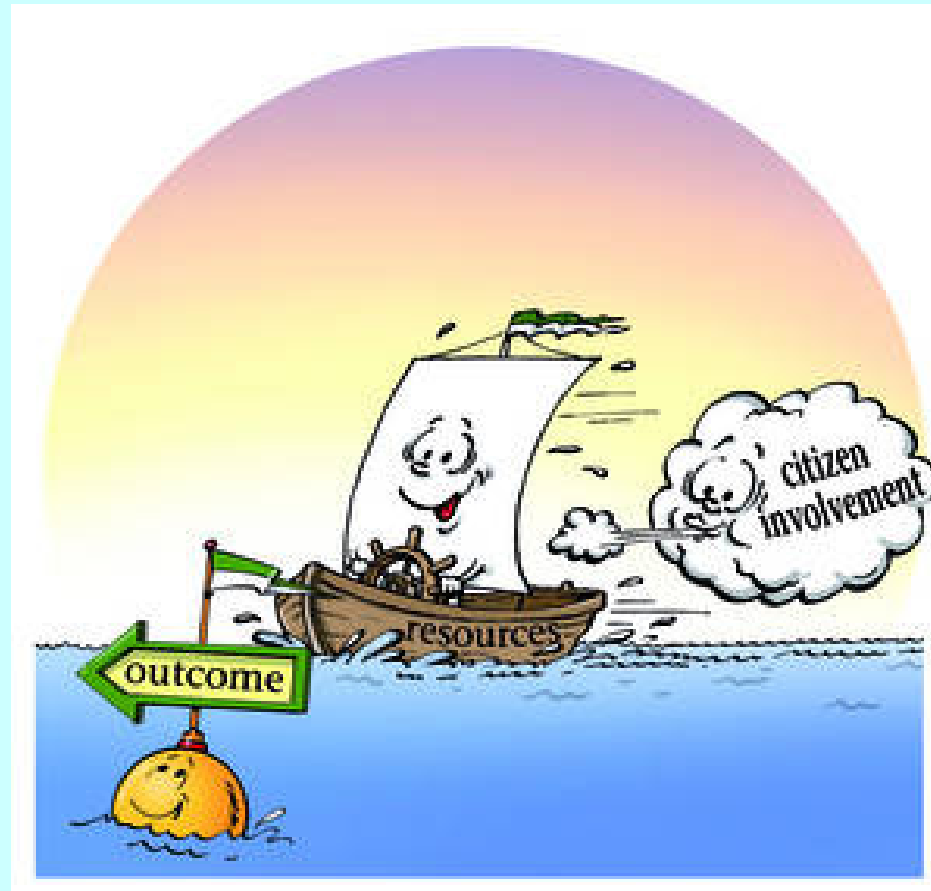
Context

- Decentralisation and breaking up the Big State (e.g. NHS)
- Moving to the Big Society?
- A new Value for Money framework for local governance?
- Driving public service improvement from local government
 - Supporting (and shaping) self-organising and self-help
 - Co-producing
 - Innovating
 - Taking risks?
 - Trusting?
 - Voting?

Moving from the Big State ...?

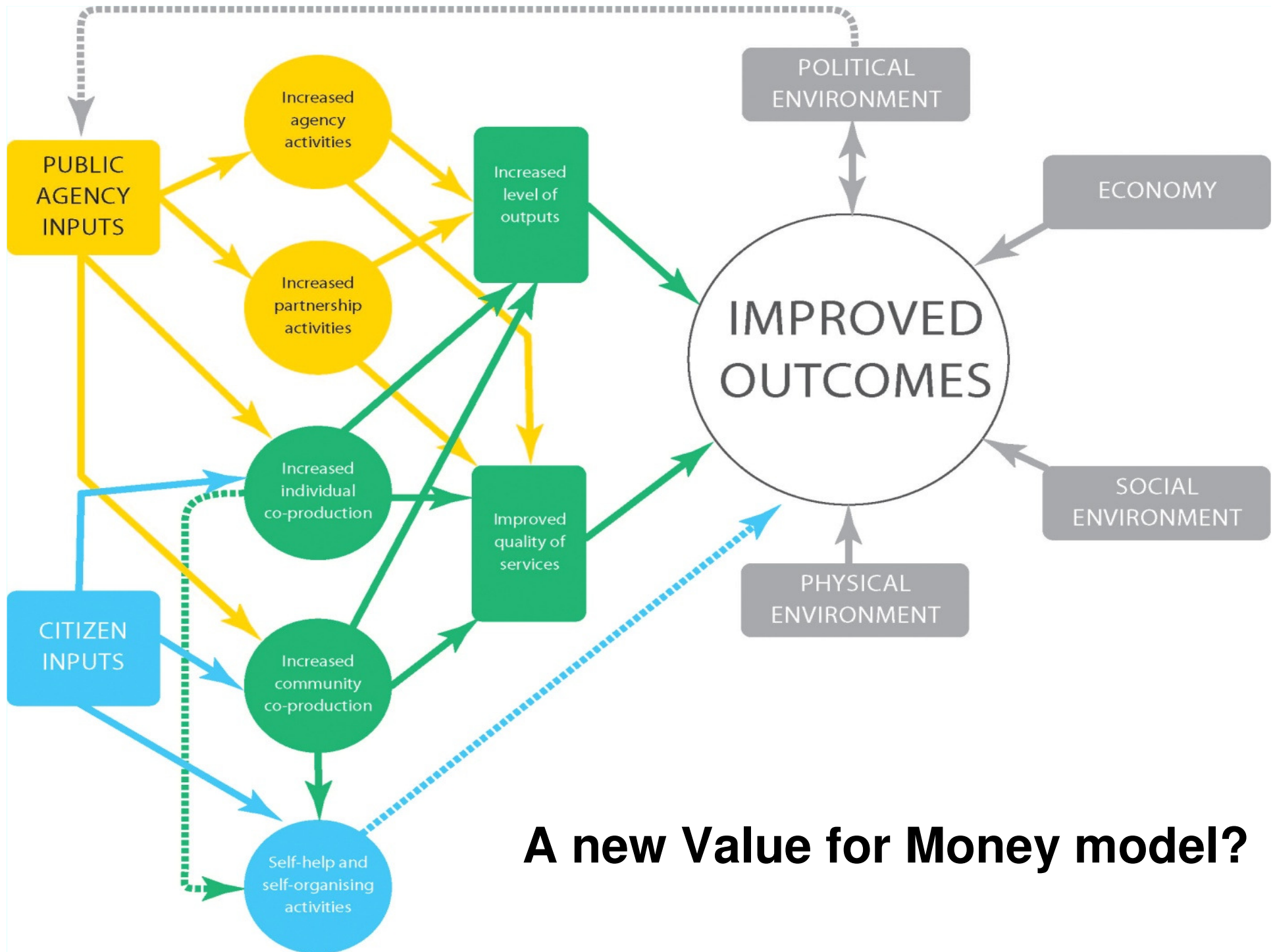


... to the Big Society?



The starting points of the Big Society

- Citizen's self-help and ...
- Citizens' self-organising
- Citizens co-producing with public agencies and partnerships



A new Value for Money model?

Self-organising in the Big Society

- Big Society is not new ...
- ... and society is not broken

- But social action could indeed be much more systematic and effective ...
- ... and the state could help in this
 - by keeping out where it's working
 - by shaping it where it's partly working
 - by supporting it where it's not working yet

Self-organising is working

- ... about 35% of people gave help to non-relatives at least once a month during the last year (and 62% at least once during the year)
- ... 4% say they are already involved in local services, 5% say they want to be more actively involved, 24% want to have more of a say and 47% want to be more informed
- Source: IPSOS Mori (April 2010)

...but self-organising sometimes doesn't work

- ... where it requires arbitration between people and groups with different interests
- ... where it requires regulation of people who do things that injure themselves or others
- ... where people would naturally try to be 'free riders' (so NO-ONE sweeps the street) or couldn't make the activity pay for itself (so NO-ONE builds a local play area for kids)

Lessons on self-organising

- Local government is going have to learn a lot more about how it is current working
- ... and about how it could be helped to work better
- ... and how about how to lean on it when it's NOT working well but we need to use it
- ... and about when NOT to use it and how to explain this to the people involved

Why 'co-production'?

- After 10 years of Best Value and 'Transformation', we're MUCH LESS CERTAIN that we are doing things the best way – but still uncertain about what 'better' looks like (*the outbreak of 'humility'*)
- We now realise that service users know things that many professionals don't know ... (*'users as thinking people'*)
- ... and can make a service more effective by the extent to which they go along with its requirements (*'users as critical success factors'*)
- ... and have time and energy that they are willing to put into helping others (*'users as resource-banks'*)
- **In all these ways, users are an important part of the 'production' process of the service**

User AND community co-production

- And it's not just USERS who have
 - knowledge
 - time and energy
 - willingness to help the service work better ...

- ... their families, friends and neighbours often have similar resources – as do the many volunteers who help out

- ALL of these contribute to the process of
COMMUNITY CO-PRODUCTION

Different types of co-production

- ❑ **Co-planning** of policy – e.g. deliberative participation, *Planning for Real, Open Space*
- ❑ **Co-design** of services – e.g. user consultation, *Innovation Labs*
- ❑ **Co-commissioning** services – e.g. devolved grant systems, *Community Chest*
- ❑ **Co-financing** services – fundraising, charges, agreement to tax increases
- ❑ **Co-managing** services – leisure centre trusts, community management of public assets, school governors
- ❑ **Co-delivery** of services – expert patients (*peer support groups*), meals-on-wheels, *Neighbourhood Watch*
- ❑ **Co-monitoring and co-evaluation** of services – tenant inspectors, user on-line ratings

Distinctive principles of co-production

- Co-production conceives of service users as *active asset-holders* rather than passive consumers.
- Co-production promotes *collaborative rather than paternalistic relationships* between staff and service users.
- Co-production puts the focus on *delivery of outcomes* rather than just 'services'.
- Co-production may be ...
 - *substitutive* (replacing local government inputs by inputs from users/communities)
OR
 - *additive* (adding more user/community inputs to professional inputs or introducing professional support to previous individual self-help or community self-organising).

Views from our focus groups with professionals in Europe

- *“Professionals across all sectors have woken up to the fact that they need to do things with people rather than for people”* (UK focus group)
- *“Most doctors appreciate better informed patients but about one third of doctors prefer to be the only ‘clever participant’ in the care process”* (Czech focus group)
- *“...Danish society is a bit different. Somehow we gave all social affairs to the public sector and people do not want to get involved...”*. (Danish focus group)

A slight difference of opinion ...

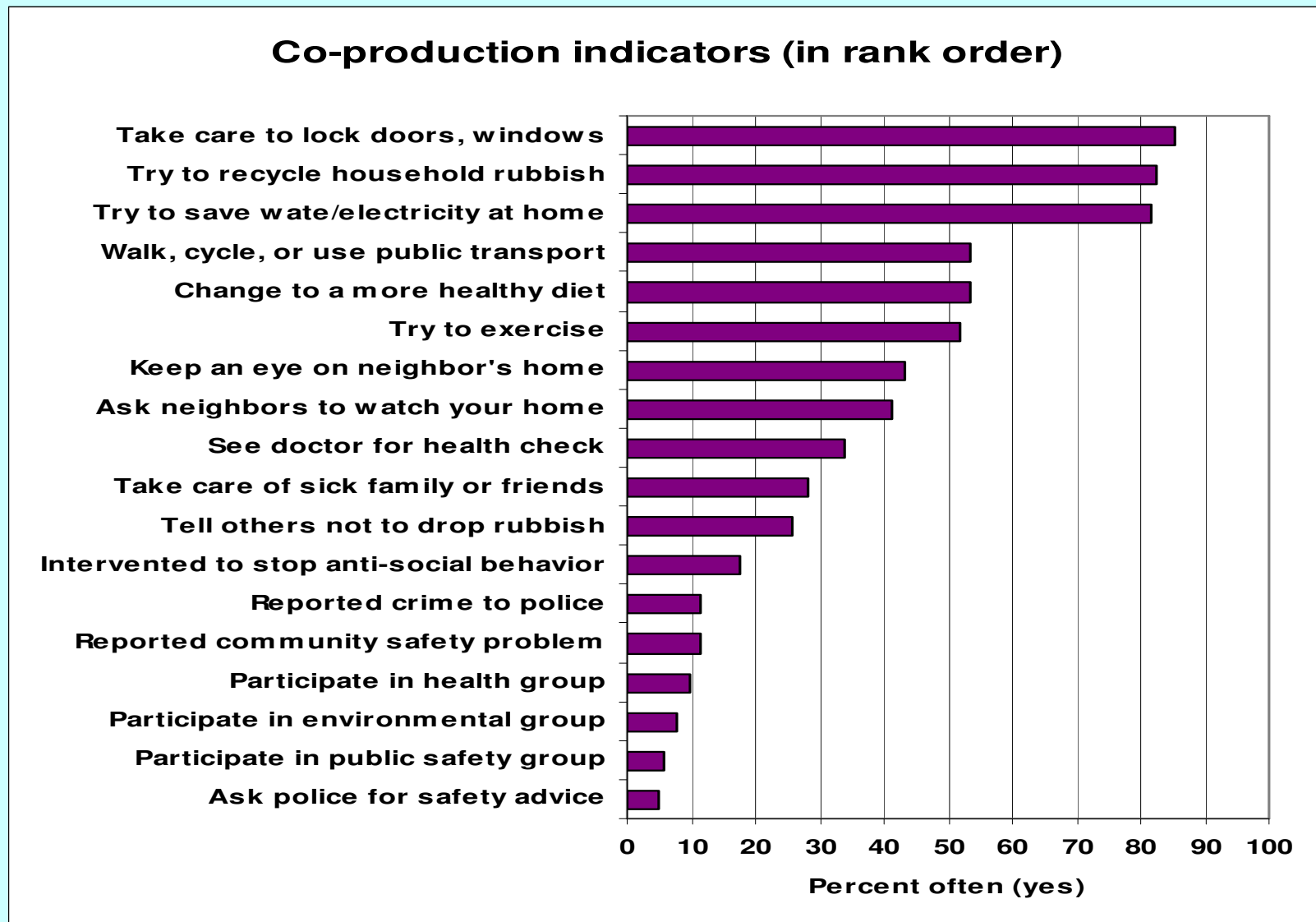
Interviewer
How important is the
role of citizens
in service delivery?

Public official
“Well, I don’t really
know ... But not very,
I would say”

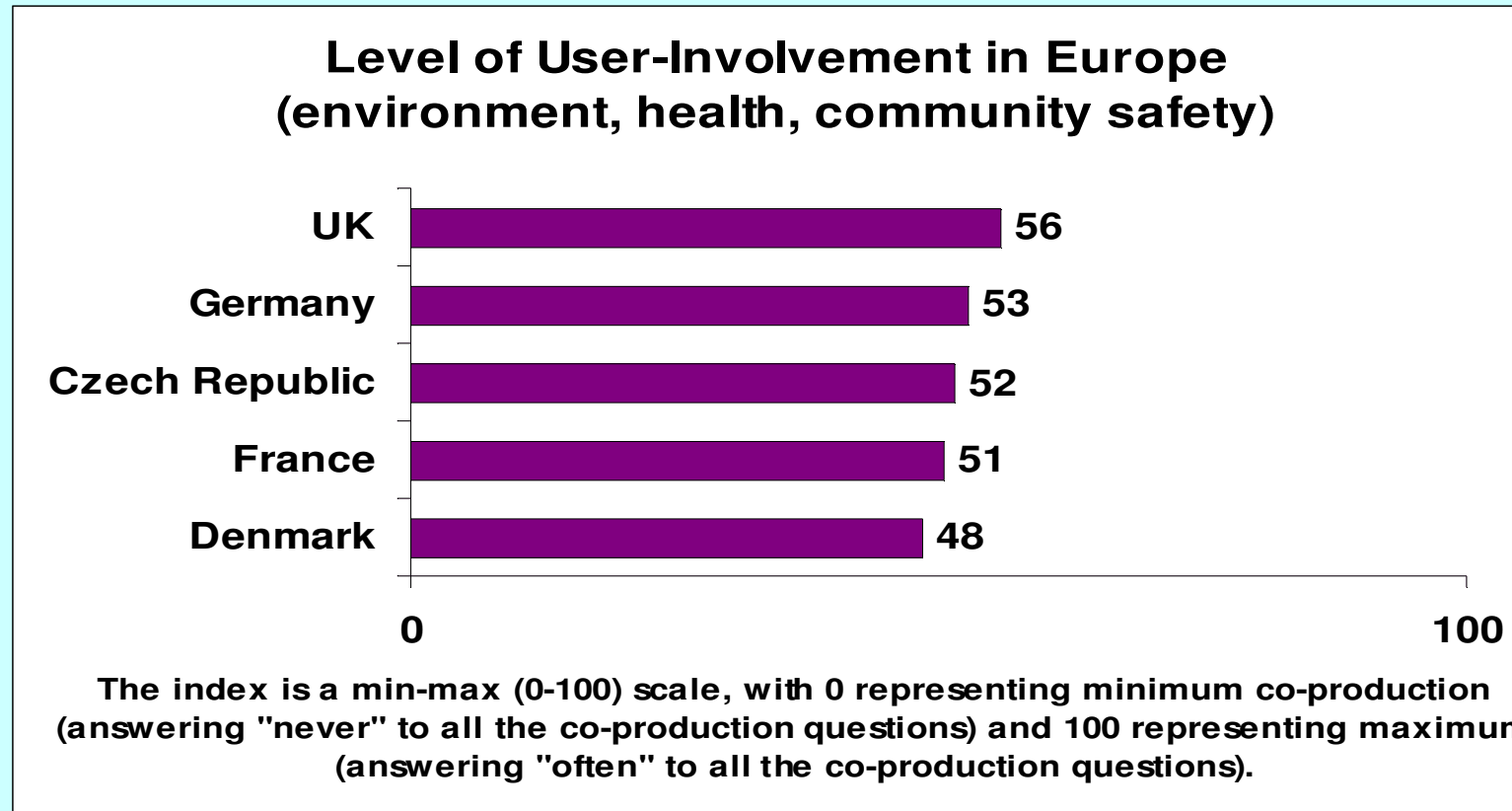
Citizen
“VERY important – I’m active on
on environmental and health issues,
a bit less active in safety”



Levels of co-production differ greatly between activities

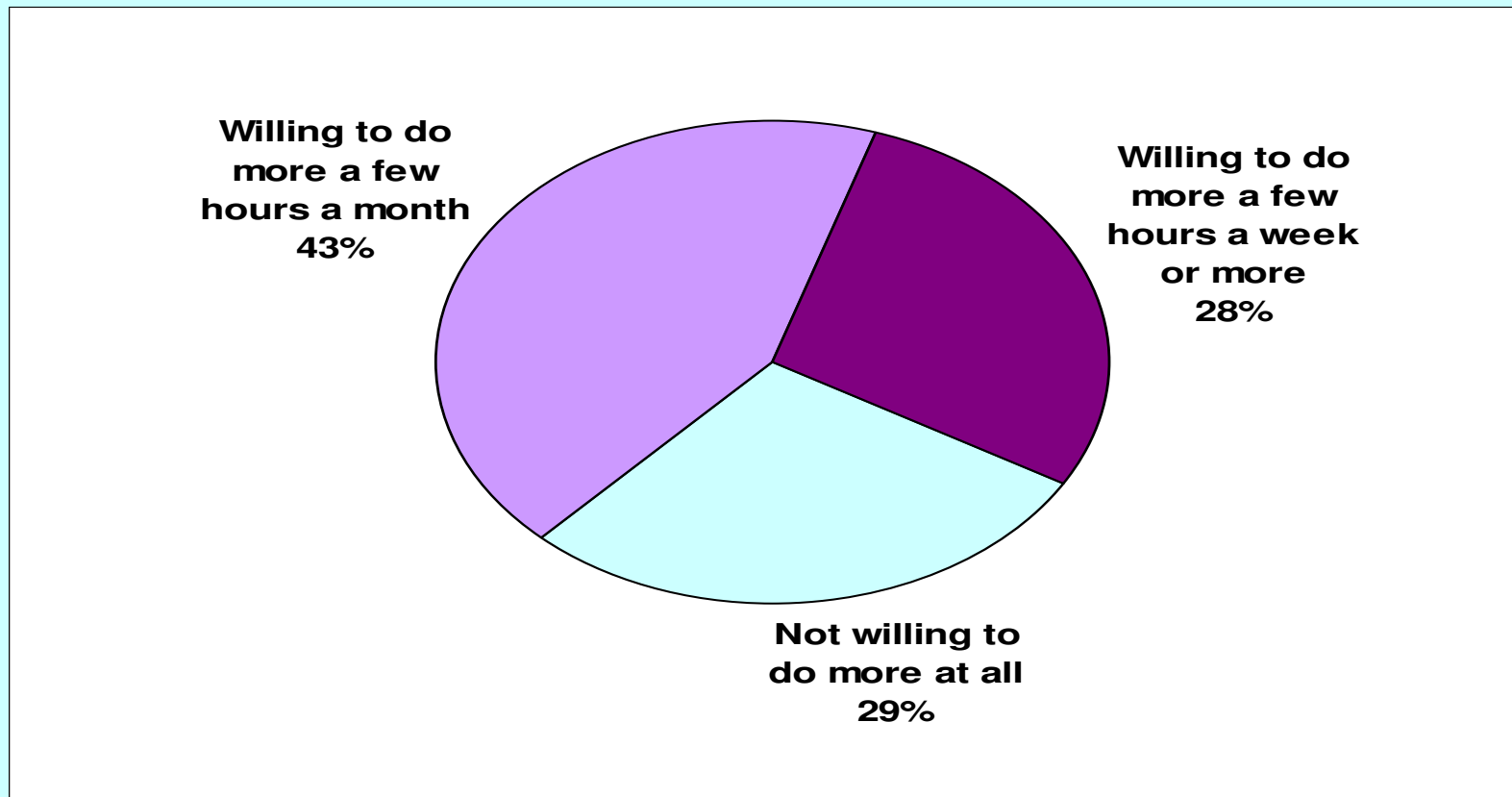


Levels of co-production in Europe



Source: Governance International 2008

Many citizens are willing to do MORE co-production in future



Source: Governance International 2008

Case 1: Co-design (Modena, Italy)



- The most popular section
- 1,000 monthly hits / 20 e-mails with Qs per day
- Regional "Young Space Consultants" Coordination



- Information about drugs/new substances
- Regional coordination centres about drug & alcohol abuse



- Counselling about road and safety
- Advice about driving licences

www.stradanove.net



- Counselling about jobs by trade unions
- Particularly about "unusual jobs"



- Cooperation with *Informagiovani* ensures the accuracy and updating of information on study opportunities, leisure activities, rights and duties, travel



Case 2: Co-manage (Berlin-Lichtenberg, Germany)

- multi-channel interface for suggestions and voting
- prioritisation of public policies in austerity
- co-production offers by citizens (e.g. public library)



Case 3: Co-deliver (South Somerset)

- Local residents work with police to fight against speeding cars
- 40% reduction in vehicles exceeding the speed limit since monitoring began in July 2007



Case 4: Co-Assess (complaints management, London Borough of Camden)





Listening and responding



The image shows a screenshot of a Twitter post. The top navigation bar includes the Twitter logo and links for Home, Profile, Find People, Settings, Help, and Sign out. The post is from the account 'camdentalking' (Camden Talking), which has a green recycling logo. The text of the tweet reads: '@simon_redfern Parks were locked due to staff shortages. We expect them open tomorrow, pls check here for updates: www.camden.gov.uk/snow'. The tweet is timestamped '4:58 PM Feb 2nd from web in reply to simon_redfern'. To the left of the tweet, a partial view of another tweet is visible, showing the text 'Why spirit http' and a timestamp '3:21 PM'.



Listening and responding





Listening and responding



Innovating?

- What we did 20 – 30 years ago was red-hot at the time
- But now looks dull and unimaginative
- That's how we'll look in the future
- Citizen and third sector innovation will help – but typically not SO much
- Time for the '**best practice revolution**' – sending citizens and the media out of the authority (even abroad?) to wise up to what is being done elsewhere

Taking risks?

- All change involves taking risk ...
 - especially radical and superfast change
- But actually we are taking huge risks already
 - just not owning up to them
- Time for ***owning up to risk***
 - and to our (often relatively minor) reductions to it?
- So when we report 'new risks' from the public co-producing or self-organising, let's surface how big the risks are when public agencies do the work
- And time to accept ***different risk-cost pay-off*** in the future?

Voting?

- Public services are 'public' because they are ***collectively decided*** through the voting system
 - as opposed to collectively through community organisations or privately through market purchases
- If citizens play a greater role in self-help, self-organising and co-production of services in the future, then should their decision making role in public services be revised?
 - *Participatory budgeting*: bigger proportion of each public agencies budget up for PB exercises (1%, 5% or 10%?)
 - *Referenda on new government programmes* (as in Switzerland)?
 - *Citizen propositions voted on at same time as elections* (as in US states – e.g. Proposition 13 in California)?

Conclusions

- ❑ There is a huge latent willingness of citizens to become more involved ...
- ❑ ... but only if they feel they can play a worthwhile role
- ❑ We must ensure we don't waste the time and energy of co-producing citizens – a new 'value for money' model
- ❑ We must be clearer when it is NOT appropriate to involve users and communities in public services
- ❑ We must understand that those getting involved **WILL NOT BE** '*representative*'?
- ❑ We will have to explain and manage the risks (and insurance arrangements) involved in co-production
- ❑ We must be ready for the scary world of 'trusting' – trusting users, trusting citizens, trusting partners, trusting voters - when we tell them the truth about outcomes, risks and what the public sector can do – and cannot afford to do
- ❑ This will cost resources – 'society' and 'community' are not 'free'

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