



European Union
European Regional Development Fund

CHANGE!
social design of public services

URBACT
Driving change for
better cities

European stories of CHANGE!

How to make social public services 100% *social*?

Learning outcomes of the URBACT APN network CHANGE!

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Visitors' message wall in the European Solidarity Centre, Gdansk, Poland

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I. Introduction

Open government is not an optional or a 'nice to have' policy, it is fundamental to a nation's or city's success in the 21st century. Collaboration in public services thus is not just an interesting "toy" to offer for the public around elections, co-designed and co-created public services in the global race seem essential for prosperity.

In times when even personal sacrifices are much needed to tackle burning societal issues, fostering and enabling collaboration at all level of public administration is of the utmost importance. Although the evidence base is still weak related to the effectiveness of collaborative public services and social scientist do not know perfect recipes for public agencies, citizens and communities to address complex societal challenges we all face, the first outcomes suggest that services which are better aligned with the needs and wants of local people run more efficiently and cost effectively, while significantly contribute to social cohesion as well.



CHANGE!

PEOPLE-POWERED PUBLIC SERVICES. That's the focus of the 9 cities of the CHANGE! network.

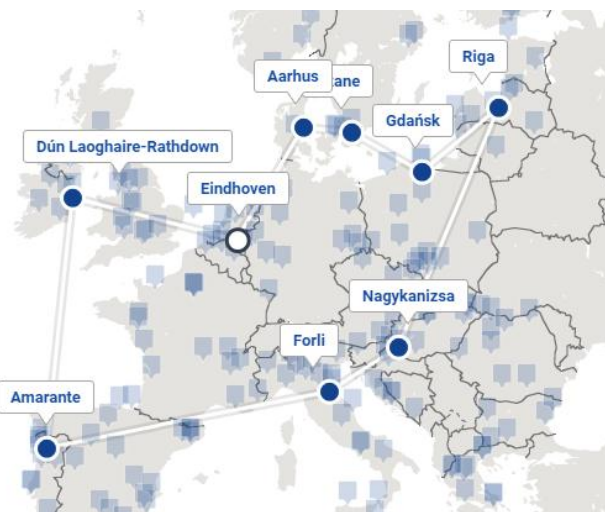
✗ Collaboration does not happen by accident, public agencies including cities should start this process from top-down by prepare a framework in which residents feel themselves encouraged and empowered, thus collaboration might start and flourish, and meanwhile public agencies are challenged by grass-root ideas initiated and learn how to absorb innovation. However it is a core question how to "scale-up grass-root initiatives, since the question itself is from a headquarter mind-set that kills the initiative" as CHANGE! 'mate' Paul Natorp, co-founder of a local NGO Sager der Samler said during the Rethink Activism Festival, the people' festival in Aarhus, organised within the European Capital of Culture 2017 programme. So collaborative (co-designed and co-managed) services require "collective action from players on both sides on the contract, built on social capital, trust and shared values that allow and enable citizens to be co-productive agents in the relationship (Kippin, 2015)".

One thing is sure: collaboration needs serious amount of time. The nine partner cities of the "CHANGE! – social design of social public services" URBACT Action Planning Network luckily had two years to think over with local stakeholders how to co-design (social design) their social public services towards a more collaborative service provision by fostering relationships among citizens within their local social networks. This meant creating an urban strategy/policy (Integrated Action Plan) which somehow engages volunteers to improve communities in or alongside public services (people-powered public services) and reduce costs at the same time.

For that journey we used the Collaborative Framework, published by Collaborate (an independent CIC focusing on the thinking, culture and practice of cross-sector collaboration in services to the public - collaboratei.com), which offered a great entry point for learning how to open up public services, and what kind of attributes local actors as members of a local ecosystem should follow and own. This study shows dozens of European stories from CHANGE! partner cities and behind along the different stages of the Collaborative Framework, highlighting the key attributes leading to collaboration and hopefully helping you to start the journey of collaboration in public services.

Lead Partner: Eindhoven - Netherlands

Partners: Dún Laoghaire-Rathdown (Ireland), Amarante (Portugal), Forli (Italy), Nagykanizsa (Hungary), Riga (Latvia), Gdańsk (Poland), Skane (Sweden), Aarhus (Denmark),



II. Why to open up social public services?

100%
Social!

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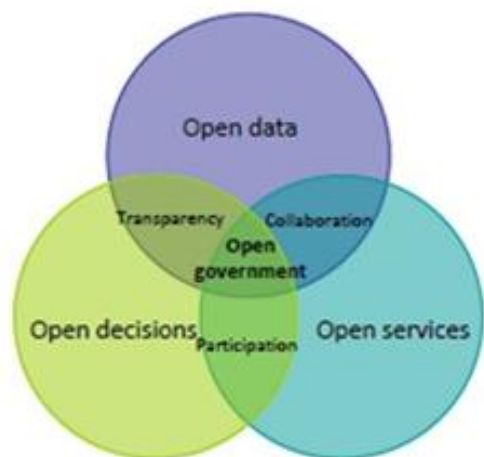
10-07 2015

ZOSTAW WIADOMOŚĆ

LEAVE A MESSAGE

Mobilising people to help each other in or alongside public services should be the core organising principle for public services in order to be able to “do more for less” in the future

The rapid transformation of our society (translated into unseen and ever increasing challenges such as the ecological crisis, demographic change, constant labour market disparities, mobility, security, increasing number of chronic diseases, depression, isolation and ageing, migration, the scale of inequality, etc.) and the digital revolution, along with budgetary cuts pose huge challenges for governments, including the future of public services.



While policies and initiatives are more and more popular with regards to ‘open data’, ‘open decision-making’ and the cross-cutting fields (transparency, participation, collaboration), methods on how to open up public services, especially social services are far less known, citizen engagement in public services is still not significant.

“Welfare State products used to be good solutions for the previous, rather predictable life paths, but, in nowadays’ globalised world, they are simply not good enough anymore and they are also becoming more and more expensive” - said Jeroen Hoenderkamp, strategic advisor of the city of Eindhoven (Lead Partner of the CHANGE! network) where the *WeEindhoven* model has been tested in the recent years.

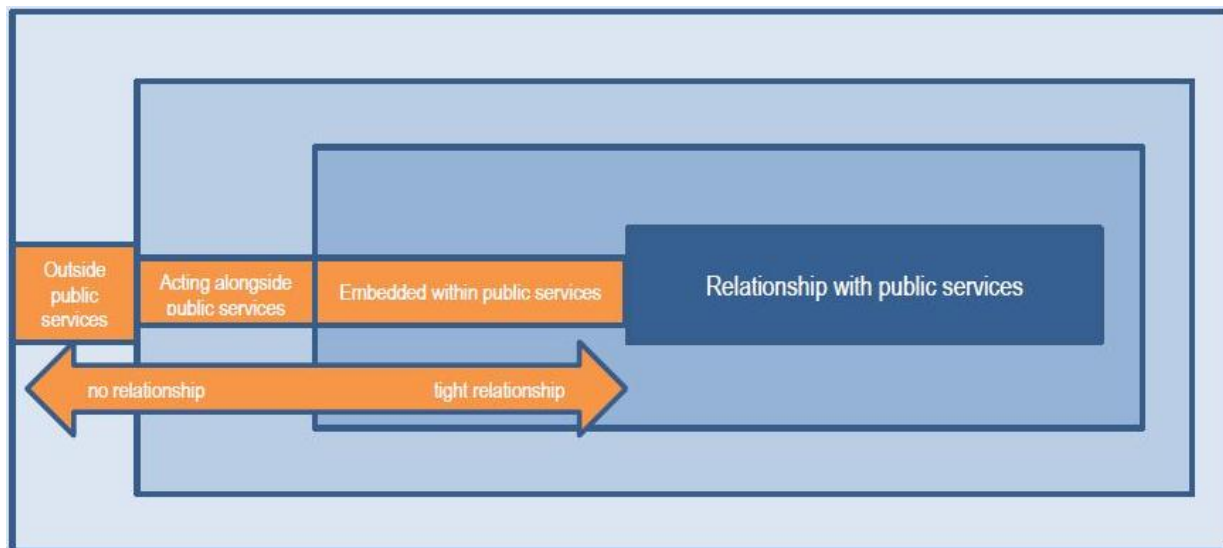
The ideal public service provision should be more personal and local with less funding available, and this requires delivery models that engage citizens more actively. Engaging citizens in public services means learning how to unlock and embed their knowledge, skills and personal experience, and how to create bridges among these by activating their social networks. This is called ‘people-powered public services’ or ‘people helping people’ or simply ‘social action’.

Whatever terminology is used, these expressions refer to various activities undertaken voluntarily to benefit others (from small and often informal acts of being kind with our neighbours, through one-off volunteering in a time of crisis or in response to a specific request, to formal, regular volunteering). The key question is how people’ volunteering efforts could be embedded in public services to make them more collaborative and efficient. Mobilising people to help each other in or alongside public services should be the core organising principle for public services in order to be able to “do more for less” in the future.

This “playground” is visualised by the below chart, created based on [Nesta](#). So within the CHANGE! network we talked about fancy initiatives such as peer-support type of activities, befriending schemes, generating new relationships to boost social action, personal budgets, time-banks, reciprocity through regulation, giving right to people, etc. We know that it is a lovely topic as it puts humans into the centre, but rather complex too. There is a long tradition of people helping people in almost every county in Europe, but there is the potential for far more to be done. However, speaking about the collaborative capacity in community, and the absorbing potential related to social innovation, the level of general trust (trusting in people) and institutional trust and other socio-economic factors such as the level of voluntary work have to be taken into consideration. This makes the picture even more complex and often resulted in bottlenecks regarding community engagement, the alpha and omega of collaborative services.

Relational Welfare

It is worth having a look for the bigger picture CHANGE's main topic fits to. When local authorities across Europe must save money at the same time as demand for social care rises, the most effective response resulting in 'doing more for less' is often called as Relational or Preventive Welfare. In many parts of more and more varied Europe, experts as well as politicians realise that it is perhaps a historical moment to reorganise the Welfare State.



Existing top-down services too often reproduce social inequalities, create dependency and cannot efficiently tackle the above mentioned new problems. In addition to this, existing services are poor at preventing social problems, and better equipped for reacting to emergencies, which is very expensive. A growing amount of evidence shows that top-down service delivery is too often a rather expensive way of maintaining the status-quo of those disadvantaged families, who lack basic skills and are thus not able to break out of the vicious circle of support claiming.

"We are in the middle of a fundamental transformation of the welfare state. We are breaking with the classical conception of welfare as a standard benefit or service, and we are breaking with the time when a case manager could offer a standard product to all citizens. In these years the municipalities are making experiments with new forms of welfare – co-created with citizens and businesses." – said another CHANGE! mate, Anne Eg Jensen from Aarhus in her [article](#) about the city's personal budget initiative.

At the moment we can witness different experiments on very different scale in Europe regarding Relational Welfare and collaborative services. Whatever will be the outcomes of these initiatives, and whatever will be recommended by the first evidence, at the moment it seems that effective services are local, help people help themselves and focus on people' capabilities instead of their needs. All around Europe related actions are in piloting phase, thus the [Social Innovation Spiral](#) (a framework to identify different kinds of support that innovators and innovations need in order to grow) plays a crucial role when answering the key question: how to collaborate well?

III. What we learnt within the CHANGE! network's exchange and learning activities

"If you bring up a challenge, you are already part of the solution".

Tine Holm Mathiasen, Citizenship Coordinator, Mayor's Department, Aarhus

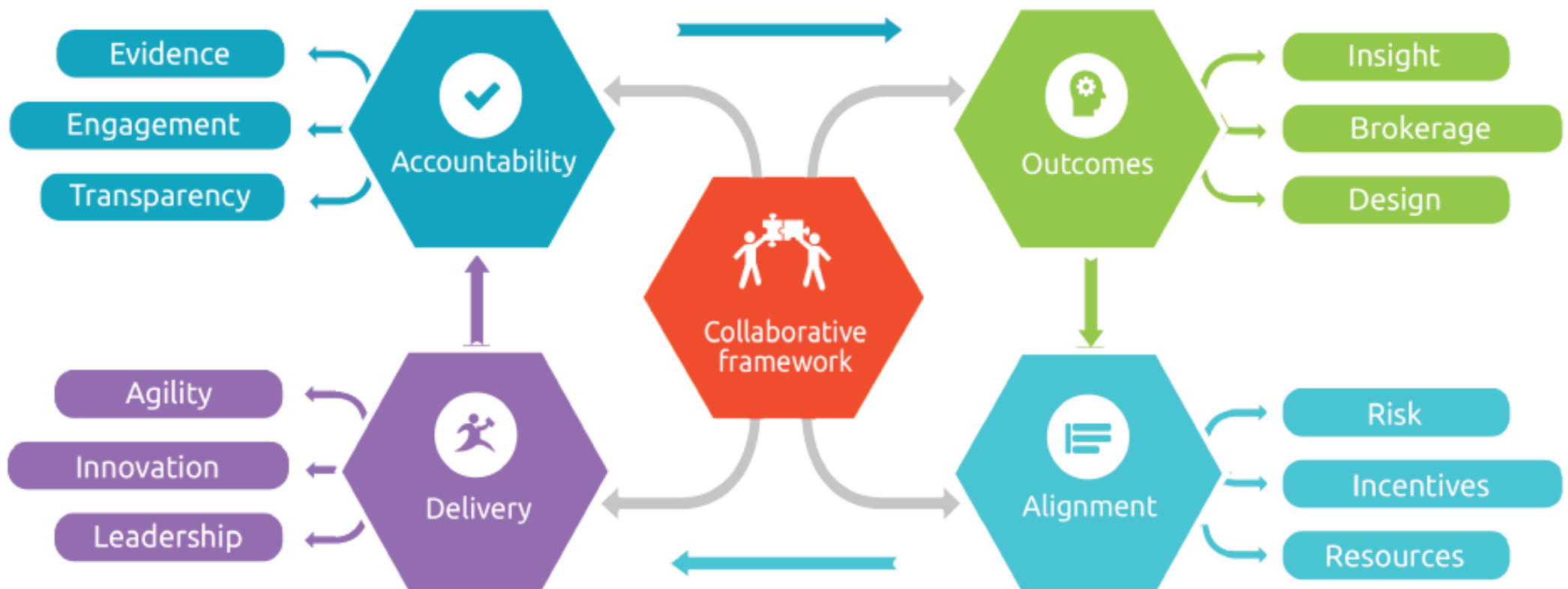


CHANGE! „mates” in Aarhus

The Collaborative Framework was followed by CHANGE! partner cities during both the exchange and learning- and Urbact Local Group activities (study the four stages of the framework while preparing different actions for the Integrated Action Plan). As the Collaborative Framework can be interpreted as an “ecosystem” of parameters around collaboration within public services, any local initiative aiming to open up public services can be and should be analysed along the Framework.

“This framework explores four stages of collaboration in public service delivery. The first is “outcomes”, covering the ways in which insight is generated, relationships are brokered and service interventions are designed to address these outcomes. The second is “alignment”, exploring the role that risk, incentives and resources play in building effective delivery partnerships. The third is “delivery”, arguing that innovation, agility and great leadership characterize the best and most sustainable delivery partnerships. Fourth is “accountability”, showing how evidence, engagement and transparency underpin collaboration in delivery and create a case for reproducing and deepening it. These themes are presented as a cyclical journey, beginning with outcomes, ending with accountability, and back to outcomes” (Kippin, 2015).

CHANGE! partner cities firstly collected 30 inspiring initiatives from the partnership and beyond that explain the different stages of the Collaborative Framework (prezi.com “[booklet](#)”).





III. 1. Upscale peer-support to make services more effective!
the masterclass in London

Put the wellbeing,
development and
progress of people first.



Take responsibility for
maintaining the quality
and ethos of Community
Organising.

COMMUNITY ORGANISERS



Demonstrate honesty and
integrity and uphold public
trust and confidence.



Act within the law but if the
law is unjust, support people
to change it.

As the UK government has already created a national level framework to boost collaboration on the ground (The Localism Act), and there is a policy (coordinated by the Centre for Social Action at Nesta) to upscale grass-root peer support like – people-helping-people - initiatives to achieve social goals, CHANGE! partner cities organised their first meeting, a masterclass in London on 12-14 September, 2016. We organised the masterclass around four main initiatives reflecting four main components of collaborative public services (Collaborative Framework):

1. The new service delivery starts with knocking doors - Generating deep *insight* to be able to create meaningful outputs: stories of Community Organising
2. Offering *incentives* to mobilise volunteering within public service delivery - How Spice Time Credits are creating system change?
3. People helping people - Increasing the *resources* available through peer-support to achieve social goals in an innovative way
4. Putting *community engagement* at the heart of public services – The cooperative council in Lambeth and the Co-operative Councils Innovation Network

Most importantly we learnt that the new service delivery shall start somehow by knocking the doors of residents and having conversations at the kitchen table. We also learnt that pioneering peer-support actions can convincingly demonstrate that volunteering actions organised in or alongside public services can improve the quality of the service provided, reduce demand for services, increase preventative activity, drive up innovation and so productivity of the public service, and help to build stronger communities.

With distinct level, but all European societies and cities have significant local resources to be mobilised in or alongside public services. What is missing it is the political recognition enabling leaders to nurture local creativity to formulate and support innovative peer-support like actions. One of the key policy questions arise from understanding the magnitude of social action in the public policy sphere is that whether the volunteer resources that are available are being channelled to the highest impact areas.

The full case study is available [here!](#)

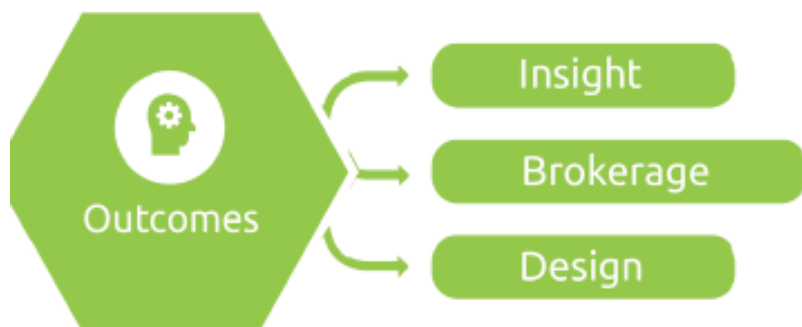


III. 2. The first study visit in Amarante (PT)



Better orchestrating voluntary resources alongside public services through the understanding of 'brokerage'

Workshop with EVS students in Amarante' Youth Centre



The municipality of Amarante has a strong vision, in which community engagement, co-creation and social innovation plays a crucial role. As Amarante has already made some essential pioneering steps to unlocking the collaborative capacity of the local community and mapping social innovation locally, it was an inspiring location for the CHANGE! partner cities to explore the first pillar of the Collaborative Framework during the first study visit on 16-17 November, 2016.

Besides it was nice to see that such a small town has a role in the social innovation arena, the case of Amarante indeed highlighted well the first pillar of the Collaborative Framework. Its young and open-minded leaders put a strong emphasis on mapping social innovation and the city has great resources in terms of voluntary work. What is missing in Amarante regarding collaborative public services is to systematically thinking over how these existing resources, people' great volunteering efforts could be directly embedded into public services to make them more collaborative and efficient.

We jointly understood in Amarante that since services dedicated to youth seems a high impact area in most part of Europe, and because peer or near-peer-support is well evidenced at making a difference to young people's lives, municipalities (incl. Amarante) as brokers shall put existing local voluntary initiatives "on the above Nesta chart" and make joint visions how to "upgrade" them by placing all of them "closer" to public services (better brokering role). It is cities' task to better orchestrate voluntary resources alongside public services and mobilising volunteers on thematic fields that potentially can act as quick wins.

The full case study is available [here!](#)

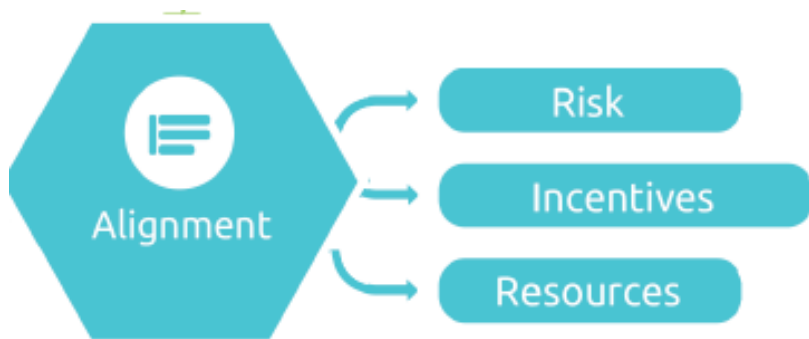


III. 3. The second study visit in Gdansk (PL)

Incentivise community actions and public servants for improved service outcomes!



The iconic gate no. 2. of the former ship factory and the new European Solidarity Centre



The second study visit took place in Gdansk on 4-5 April, 2017. Gdansk is a great place to analyse how the public sector can renew to be able to speak with local actors in a different way for shared values and better outcomes and this is in line with the second pillar of the Collaborative Framework. *“In order to be able to innovate, a city should start by innovating in its own administration”* - said mayor Pawel Adamowicz. The big question is how to put *“collaborative commissioning, driven by outcomes and actively engaging citizens, at the heart of the council’s operating model. This needs, as prerequisite, a rethinking of the council’s decision making process and a re-organisation of the municipal departments, with the demolishing of traditional silos and the creation of ‘clusters’ around outcomes”* (Kippin, 2015).

We know that collaborative public services need ideas from people on the front line, both the providers working in public services, and citizens, volunteers and community groups, as public value is generated at this point. Gdansk has already made great and honourable steps to open up the floor for collaboration, to share responsibilities both inside the municipality and outside with and towards communities. They made steps to build up trust, which is the glue for collaboration, and political leaders understand that collaborative public operation can create strong political benefits as well.

We learnt in Gdansk that public servants need more capacity building and new structures to foster their out-of-the-box thinking and enable them to find new ideas and scalable initiatives from communities. They need more practice and knowledge to understand communities, pull together different strands of provision, break down internal silos, and build long-lasting reciprocal relationships. To have the right incentives and rewarding leaders’ and employees’ innovation efforts is crucial at this point.

One way to do this is to re-think the role of human resources departments to make them more strategic and integrate innovation and human resources efforts – like Gdansk did through Local Participatory Public Policy Creation and Implementation (cross-departmental working groups).

As for the other side of the coin (incentivising community actions) installing Local Innovation Brokers can be an efficient tool in many European cities: these individuals or groups, paid or volunteers, but always deeply rooted in the local society and thus are able to act as connectors between public services and communities, can navigate both the formal internal structures as well as the complex networks of community infrastructure and entrepreneurial capital. Another tool to incentivise local communities is to give back some of the savings their contribution generate in public budgets (Community Dividends). Within this scheme self-mobilised communities for example keep their streets clean, run local facilities, or minimise their household waste, and the significant savings they might generate are partly given back to them in the frame of community budgets for example.



Read the full [case study](#)!

III. 4. The third study visit in Aarhus (DK)

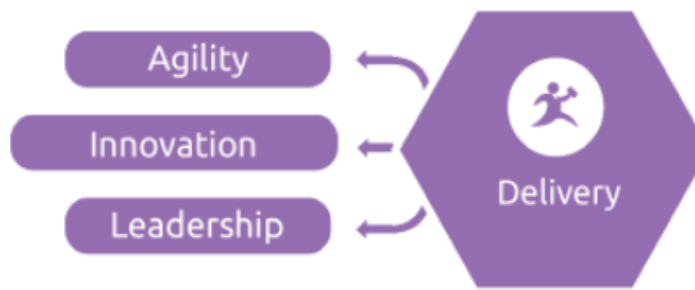
Providing space and place for public service innovation and new leadership

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With a population of 320,000, Aarhus is Denmark's second-largest and fastest-growing city in the country. In the past ten years, the city has received 15,000 new residents and created 20,000 new jobs, the majority within the knowledge, service, and innovation industries. Being a city of engaged citizens, with innovative businesses and students from all over the world, Aarhus is characterised by a strong spirit of cooperation and social cohesion. Aarhus's motto within the European Capital of Culture 2017 programme was 'Let's Rethink', which is definitely much more than just a theme – it is a mind-set for change, innovation and courage, a progressive way of thinking and acting smarter.

Under this flagship the city invited (and still invites) everyone - its residents, students, politicians, civil servants, business communities, and peer cities in Denmark as well as Europe - to rethink standard values such as democracy, citizenship, sustainability, and diversity. The municipality has a key role in this change process so CHANGE! partner cities went to Aarhus on 15-16 September 2017 to understand how it facilitates the change. Regarding the Collaborative Framework, Aarhus is a great example for demonstrating how to “*sustain outcomes-oriented, well-brokered and incentivised collaboration in public service delivery through new models of leadership, innovation and agility*” (Kippin, 2015). Aarhus offers ground-breaking (but nonetheless rather simple) examples of how to create an open framework which allows for the municipality to be constantly challenged by outside parties regarding issues such as innovation and new models of leadership and ownership.

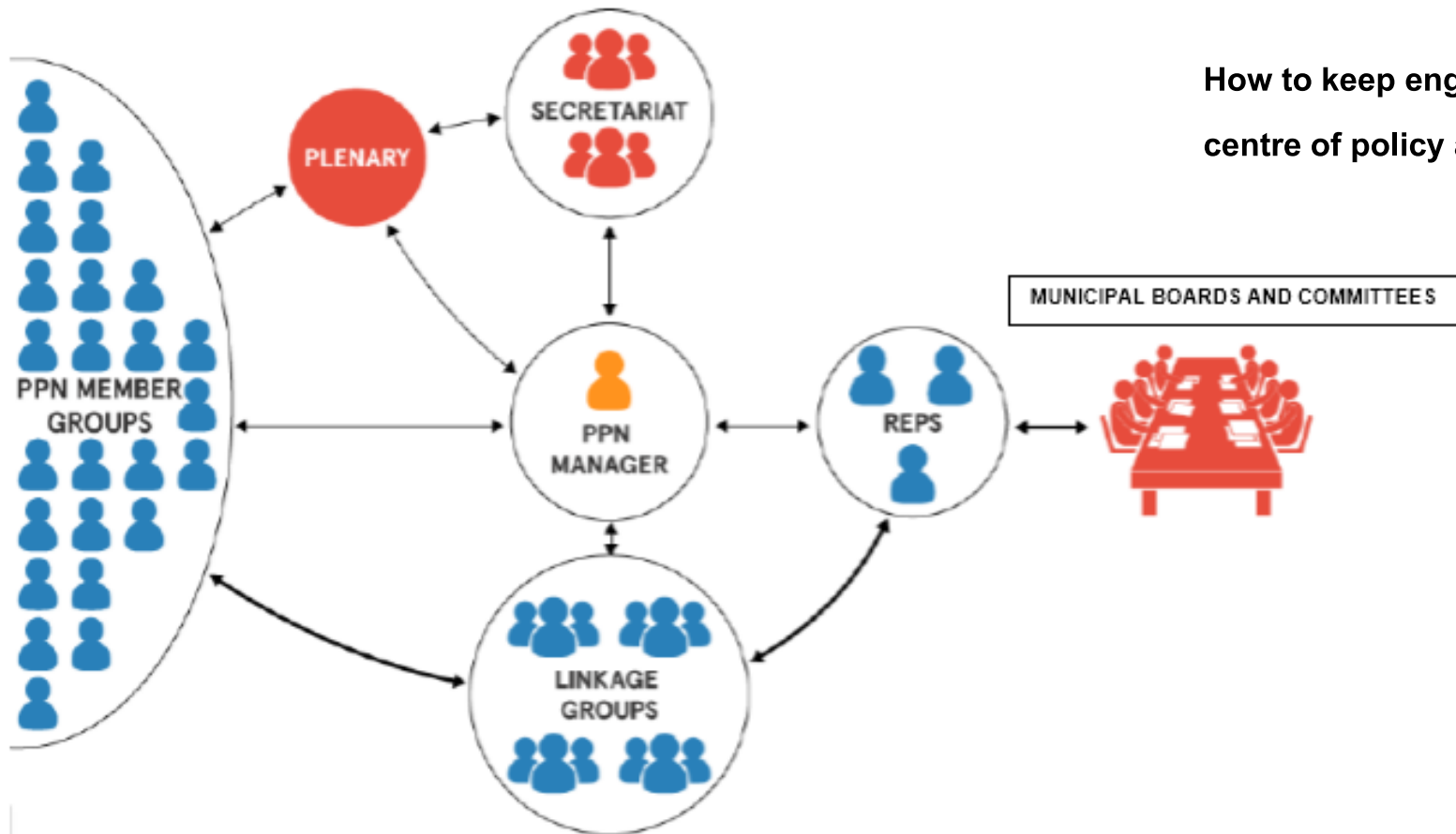
Active Citizenship Policy for instance explains very well the attributes of 'leadership' and 'agility' within the Collaborative Framework. Under the Local Government Act the city established a Citizenship Committee that consisted of 8 politicians and 8 citizens whose job was to “challenge the municipal practice and inspire a new practice of citizenship”. Volunteer citizens were selected through a long process in which different stakeholders organised innovative meetings (so called dinner parties) outside of the city hall to get new voices on board. Committee members were tasked with things such as: rethinking the roles and responsibilities of politicians, administrators and citizens; and imagining new cooperation models related to welfare and public services to revolutionise communication between politicians and citizens.

Through analysing how Centre for Innovation in Aarhus (CFIA) works, CHANGE! partner cities also learnt about the importance of tackling internal innovation. CFIA looks like something between a designed training room, a theatre studio, and a fab lab, and is symbolically located in DOKK1, the new library and community centre located on the renewed waterfront. CFIA is funded by a cross-departmental fund, employs four full-time consultants (process facilitators) and operates as a design agency within the municipality across all departments and applies a design thinking approach focusing on a deep understanding of people when innovating welfare services (when we visited the CFIA, a group of employees from the educational department and stakeholders prototyped a Danish adaption of an American inclusion programme for students with autism in community schools called “Nest”).

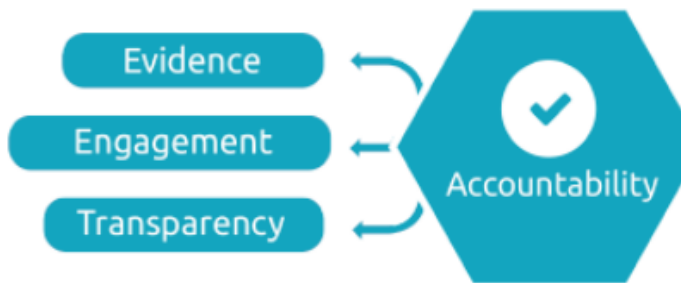
CHANGE! partners also had interesting debates during the [Rethink Activism Festival](#) about the required transformation of volunteers to social activists, calling municipalities' attention to rethink citizenship and redefine the ethos that civic organisation shall and can do “good” only. Read the full [case study](#)!

III. 5. The fourth study visit in Dún Laoghaire Rathdown (IE)

Structure of Public Participation Networks



How to keep engagement and collaboration in the centre of policy agendas?



How does transparency, democratic engagement and evidence support the above goal? During the last study visit in Dún Laoghaire Rathdown on 23-24 January 2018, CHANGE! partner cities explored this question through the last stage of the Collaborative Framework entitled as accountability, with a specific focus on engagement. Dún Laoghaire Rathdown is a good place to live: it is close to green spaces, mountains and the sea, as well as to Dublin city centre. Thanks to this, the county is relatively wealthy in Irish context, its inhabitants are more educated than the county' average, and last but not least, the territory's infrastructure is geographically balanced, meaning that, for example, an event organised in the city centre is easily accessible for the majority of the population.

Besides the above facts, the strong Irish “partnership culture”, the high level of institutional trust and the country's longstanding traditions in volunteering make Dún Laoghaire Rathdown an ideal place to study how community engagement works. Indeed there are many strong local community and volunteering actions in Dún Laoghaire Rathdown, providing great platform to unlock collaborative capacity in or alongside public services. But on the other side there is a new top-down structure in Ireland aiming to facilitate the participation and representation of communities on decision making bodies. This new structure to mobilise community engagement is the Public Participation Network (PPN), an organisation which all Irish local authorities are now required to establish, as specified in the Local Government Reform Act 2014.

The CHANGE! partner cities in Dún Laoghaire Rathdown analysed some practical initiatives highlighting how engagement works in public services, but they also faced the question how to foster such a sensitive issue like community engagement by a top-down structure? In times when even personal sacrifices are much needed to tackle burning societal issues, it seems an important and relevant question.... But is it possible to urge such a complex process and force out engagement? Whether PPN as such is an effective tool to stimulate and maintain the level of civic engagement?

We have learnt in Ireland that however it is not possible to “force out” engagement from the public and although PPN is a new structure, there is indeed a need for a top-down system enhancing engagement and collaboration in both sides, a system to create situations in which collaborative methods such as people-helping-people approaches can be better understood. Well, it seems that engagement is an evergreen story in all European countries, and both parties (communities and public agencies) seriously need motivation, stimulation and capacity building to explore collaborative ways of service delivery. For this, training and capacity building on both sides is crucial. Read the full [case study](#)!



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LEAVE A MESSAGE

IV. Opening-up services at CHANGE!

partner cities:

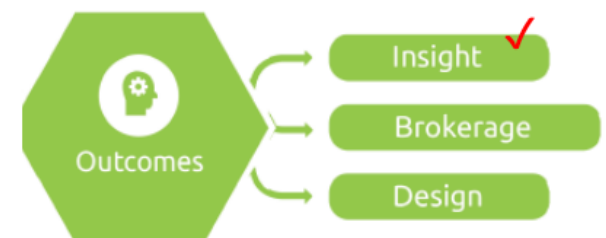
some practices we studied and/or
recommend



During the Rethink Activism Festival in Aarhus

IV.1. Generating deep *insight* into the needs and capabilities to create meaningful outcomes

From ethnographic research through peer-to-peer generated insight and neighbourhood round-tables to democratic innovation platforms and social network analysis



Looking outside our own realities and going beyond what we already know is always inspiring and in most cases fruitful - not only regarding public services, but in public policies in general, and even in private life. However, related to social services it is indeed crucial in these challenging times with emerging demands and austerity measures. Since public authorities typically know less about the real needs of their citizens, *“mapping not only social needs, but assets, capabilities, resources and networks in communities is an essential, but often missing first step of re-thinking public services”* (Kippin, 2015).

Many parts of the public sector have generated a rich evidence base about the effectiveness and impact of the services they deliver, but in many cases they are just convinced that they know the real needs. There is a growing evidence base that they may not and the system is full with failure demands, generated only as a result of an intermediate organisation not taking the right action, or simply re-work because of bureaucratic complication. Public service providers are also often reluctant to consider service re-design due to the lack of knowledge, weak leadership and administrative obstacles. So how can we break the ice? How can we break this “vicious cycle of need” which too often places the citizen in a position where it overemphasizes its needs while qualifying for services, and place the system in a position when it just delivers a standardized service to passive recipients and not active citizens?

How to try – at least - to look out the lens of social public services? Under “insight” we studied in Amarante how ***ethnographic research*** works through two examples: 1. how Participle used this method in Swindon, UK to provide more joined-up, cost-effective services that address the whole person and able to meet complex needs; 2. how the Hungarian Maltese Charity used this method in Veszprém (HU), when they bought flats in a fully degraded and thus almost hopeless residential building (a kind of ‘no-go’ zone) and by placing community developers there they step by step managed to change norms and behaviours from inside and turned the building into a more liveable place. We also jointly understood that having ***peer-to-peer generated insight and understanding*** is core for redesigning services. ***Neighbourhood volunteers*** for example should be core elements of active ageing initiatives across Europe, as (older) neighbourhood volunteers as peers can really solicit elderly’ needs, wishes and aspirations, thus a more responsive service can be built on. For the same reason the ***Circle Model*** was also co-designed based on a peer-generated understanding about what elderly people really want. Finally we had a look on ***community researchers*** - people from the local community having access to the most marginalised groups – used by the ***Connected Care*** model.

There couple of very interesting initiatives we can share from CHANGE! partner cities’ practices too. We know that new challenges need new answers. Using collaborative (digital) tools to encourage young people to solve public policy problems seems an adequate answer – this was piloted by Eindhoven within a ***hackathon***. Eindhoven brought together young and old residents with very different interests and asked them to develop creative solutions (products, services) to everyday problems. Because the composition of the group was very diverse, the subject was exposed from all sides, the probability of good solutions was increased. This is important since we know that altruism and community are still important for young people, and indeed they *“possess tremendous energy, creativity, and a strong desire to help others, but the bonds that bind them to their community are much more strongly influenced by consumerism, technology and individual desires than previous generations, rather than a strong commitment to the common good and the place in which they reside”*. Within its article GEN-Y City network suggests a whole list of ***innovative events*** like hackathon (from City Hackfests to Open Challenges and Civic Accelerators), and these are not only new buzzwords: *“these kinds of activities build on young people’s increasing interest in co-creating their city, social responsibility and entrepreneurial solutionism”*.

In some cities URBACT might bring real change and can boost the start. The small Hungarian town, Nagykanizsa was so inspired by the [study visit](#) in Amarante that within the URBACT Local Group activities they launched a **social innovation contest** for young people (activated on social media e.g. www.be-novative.com). They even mobilised local entrepreneurs offering a free of charge mentoring process for the best ideas. All of this aim having a neutral space for local youth in which different challenges related to youth can be honestly discussed.

We all know that **personal connection and inspiration** might have a huge impact, especially if the mayor makes the effort to meet personally residents in neighbourhoods. It happens recently in Gdansk, where Pawel Adamowicz, the mayor, who is by the way a core actor and champion within the transformation of the local government, regularly meets with local communities within a two-day process: during the first day he participates in workshops and walks in the district, while the second day is an open meeting with citizens. Both the calendar prior to and the outcomes after the meetings are published on the municipality's portal ([Ljubljana](#) was awarded as an URBACT good practice city for a very similar action). This works of course only if the “voice” is indeed equal. Otherwise it leads to one of the most complicated questions around collaborative services: how to open-up the systems without political will?

Often an **external facilitator** might mean the solution as people more likely open up for a neutral person in general. Using an (good) external facilitator also might convince leaders that collaboration works as (s)he can solicit valuable insight from residents. This happened in Forlì in the frame of **neighbourhood round-tables**. These meetings were organized with different participatory tools such as open space, future scenarios, world cafe, neighbour-guided walks, etc. These round tables aimed to collect the local residents' opinions and views regarding their own neighbourhood, as well as their development needs, including social services. Or in other words: “*pooling the demands and generating new actions*” – as Fausta Martino, local project coordinator expressed. Many cities around Europe recently have realized the importance of collaboration and started in the last years to „listen well” to their citizens to channelize their wishes and ideas and able to hear silent voices. Pecha-kucha events, matchmaking events, idea contests or other meetings where randomly selected citizens have the opportunity to participate as part of their civic duty in the city administration are being organised. These **democratic innovation platforms** are also forms of getting insight, however not necessarily linked to the reform of public services (the most famous example is perhaps the [G1000](#) concept piloted firstly in Brussels).

CHANGE! partner city Dún Laoghaire Rathdown learnt in London how Lambeth Council was challenged by **having an [Impact Hub](#) directly at the Town Hall**. Impact Hub is a global network of shared workplace with inspiring community, supporting change-makers, with a shared sense of purpose; a space for informal skill and knowledge exchange between members, but they also run a variety of free and open events, from tech meetups to social innovation pitching events. Since thousands of residents and civil servants walked there every day, it was a rather symbolic act that most likely helped Lambeth Council to open up its public management operation as well as its services and became the first co-operative council in the UK. Within CHANGE! Dún Laoghaire Rathdown organised a workshop to find social innovation centres locally, also with the aim to develop insight.

Often old techniques work, if they are handled well through a new, truly cooperative attitude. Amarante for example used **questionnaires and organised local meetings** with success to improve a deprived neighbourhood. We also argue that **social network analysis** (SNA) shall be an efficient tool in smaller neighbourhoods to investigate social structures and visualize them through sociograms (e.g. SNA can show the innovative actors or informal connectors like the postman for instance within the local community).

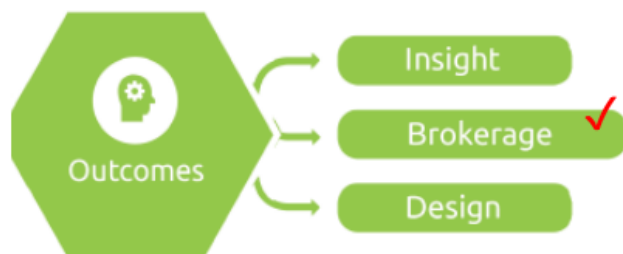


Open

IV.2. The new service delivery needs municipalities as brokers of innovation

Creating the conditions for stakeholders as equal participants to effectively and creatively shape public policies

Light installation on the main building of Eindhoven Municipality during the Dutch Design Week



In the new service delivery public bodies should often act as brokers, mediators, matchmakers, network enablers and facilitators of innovation. Whatever terminology is used, this requires not only strong political support, but new skills and behavioural change from public leaders. This new type of leadership is not about “striving to control what is uncontrollable”, but it is about creating the conditions for stakeholders including citizens as equal participants to effectively and creatively shape public policies for greater social impact. This is a shift in attitudes, not a specific method. “*The municipality should be able to knit together disparate partners with distinct interests to get shared values. For this, collaborative leadership and the ability to speak the same language is needed*” (Kippin, 2015). The question is how to make a win-win-win situation by letting stakeholders go “responsibly”.

This happens sometimes automatically when lack of financial resources leads to innovative thinking. A great and lovely example is **Farmaco Amico Forlì** (**‘social pharmacy’**), which is a cooperation between public authorities, civic organisations, pharmacies and professionals to collect still useable medicines at pharmacies and distribute them to communities in need. In the first year (2014-2015) they collected 622 kg medicines in 26 pharmacies, out of which 477 kg was still re-useable, thus distributed. **Active ageing policies** mean a ‘politically neutral’ area to start brokerage attitude, just like Nagykanizsa is practicing it within its zero-cost SilverNet initiative, in which the municipality together with local NGOs organise education courses and other activities to local elderly to help them remaining active, healthy and autonomous that might have a significant impact on public budgets.

But ‘brokerage’ is a topic even relevant in the development of such an advanced model like the WeEindhoven initiative. In order to help generalists’ everyday work in matchmaking residents’ demands and supplies in neighbourhoods related to services, Eindhoven prepared an app entitled as **Wij MatchenApp** (We Match App). WIJmatchen is a **marketplace** where generalists can import specific questions and offers for help, thus generalists can find a match. Another brokerage-like tool is **Steunwijzer (Support Guide)**, a public website showing all the service “offers” from the ground (the social basis) and the second line care. The website can be used by everyone, but its main target audience are the generalists. Within the CHANGE! network Eindhoven has realised the importance of informal groups, thus within the IAP Eindhoven defines actions for further developing this system.

Dún Laoghaire Rathdown is the smallest, yet one of the most active counties in Ireland. The County Council has lots of experiences in working collaboratively with local communities, thus practicing “brokerage”. One typical example is that when the County Council organised an **open event** (Local Policing Forum) to review the work of the local Policing Agency and plan their further development by channelising external voices too.

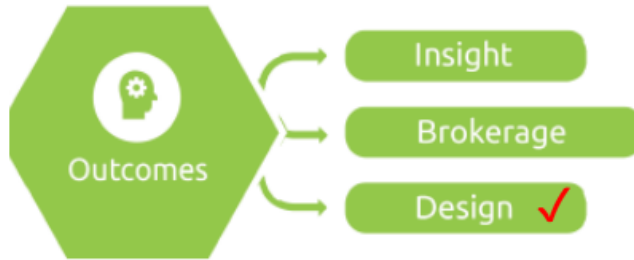
In Aarhus a great experience on “**letting them go responsibly**” attitude was formulated in the Rundhøj neighbourhood. In that relatively deprived neighbourhood some active citizens wanted to build a mobile community space in the middle of the neighbourhood. This grass-root activity was supported by the mayor not only by money and expertise, but he also moved his office to that location for a day to demonstrate the importance of co-creation.

IV.3. Social design: empowering people at local level to invent solutions together

“By putting the end-user into the centre of the design process, design thinking is essential in public service reform – but this needs time”



One of the dinner parties during the creation of the
Citizenship Policy in Aarhus



From the perspective of open government the most important factor is the interaction between the end-user and the front-line officer, this is the point where public value is generated. By putting the citizen into the centre of the design process, design thinking is essential in public service reform. Design thinking is about finding solutions unconventionally, together with the end-users, for a process which encompasses learning by doing, and constant feedbacks (loops) between these two elements (learning and doing). *“Comparing to more hierarchical, top-down way of working in public administration, social innovation practices tend to be looser, more flexible, involve more people, feature more animation techniques, are more interdisciplinary, find new ways of involving users and citizens and encourage thinking out of the box. They deploy evidence based methods and often use techniques like benchmarking to identify good practices in the specific fields”* (Kippin, 2015).



One of the key messages regarding **social design** that it **needs serious time** and it is not a bigger magic than **asking the right questions from the right people**. A great example for that is **Bjuv in Skåne**, which is a prosperous industrial city, thus the municipality has not paid too much attention so far to how the local school works as “everyone could get a job in the factories”. This resulted in that the local school was among the “worst” in Sweden (in terms of number of children entering higher education) for so many years. Some years ago the local municipality had the chance to build a new school and this opportunity made the local municipality change its mind. Instead of the well-known process when architects draw a school, constructors build it and then students and teachers move in, the municipality took the opportunity, time and effort to re-think and re-design the old and the new school with local communities including pupils and parents.

The extra effort is clearly worthy: now the old school is one of the best schools in Sweden, and they started to build the new one (meanwhile many Swedish municipalities following the above ‘classical’ investment scheme, rebuild and restructure the schools - generating further costs). The success factors behind this rather simple example explain very well the main features of social design: 1. there was a change & learning manager appointed; 2. teachers worked closely with architects (e.g. they shared their opinions how the learning environment will look like in the future); pupils were also strongly involved, they expressed their wishes to architects, but also they shared their feelings like ‘where do they feel happy’, ‘where do they feel safe’, ‘which is their favourite place’. All of these shaped the planning process.

During the study visit in Amarante we studied how a due user-driven idea was born and getting up-scaled: through pairing running enthusiasts with older local residents the award-winning **GoodGym** creates a novel social connection that can help meet low-level needs and it is a great example of „new initiatives “designing in” social solutions to hitherto professional problems which can be a powerful way of reducing demand for acute health and care services downstream. **WeEindhoven** is a great European example of a design process that puts the citizen as service user into the centre of policy making (the model explained by this [article](#) and the [baseline study](#)). But WeEindhoven is a complex model that has changed the whole service delivery process. Although financial pressure is significant, most cities want to start in small. We can witness across Europe the establishment of **“social hubs”, places that help stakeholder to**

understand how design works in public services. For example the **Dutch Association of Municipalities** has established a programme (**Initiate!**) for the same reason: it is an online tool supported with real live events that inspire, mobilise and connect innovators who can change the way of traditional municipal thinking: “*innovation starts from the experience of citizens*”. Through connecting innovators and collecting, prototyping and accelerating their ideas, Initiate wants to broaden the municipal thinking.

Our partner city Amarante organised a series of **design thinking workshops** with their Urbact Local Group (the six workshops covered: Theory U, Systems' Thinking, Art of Hosting, Dragon Dreaming, Sociocracy and Non-Violent Communication). The aim of the action was not to create new service models, but to change mind-sets and ways of working, thus enabling ULG members to think out-of-the-box and formulate meaningful actions to re-design public social services. Understanding of service design is a key factor: even in such a small village like Jaunpils (ca. 2500 inhabitants) within Riga Planning Region interactive workshop techniques such as the **Future City Game** “broke the ice” and paved the way for new way of thinking about municipal and joined-up services.

“Case della Salute” (**Houses of Health**) is a similar initiative that works in Forlì (and Emilia-Romagna). They are places where professional experts (from health and social services) and service users meet regularly and come up with new ideas. In Forlimpopoli for example this joined-up thinking resulted in empowering young people through entertainment activities with the aim to enable them working with other generations and preventing the NEET phenomenon. In another town Meldola they have mapped the formal and informal resources of the territory in order to oppose loneliness. Municipality of Forlì applied the citizen-led service desing while preparing the **Social and Health Local Plan** required by Emilia Romagna Region. The city gathered all kind of stakeholders (local administrators, voluntary associations, social cooperatives, individual citizens, social workers, health workers, etc.) and in the frame of World Cafe and other workshops they designed together the priority objectives to be pursued in the next three years of programming.

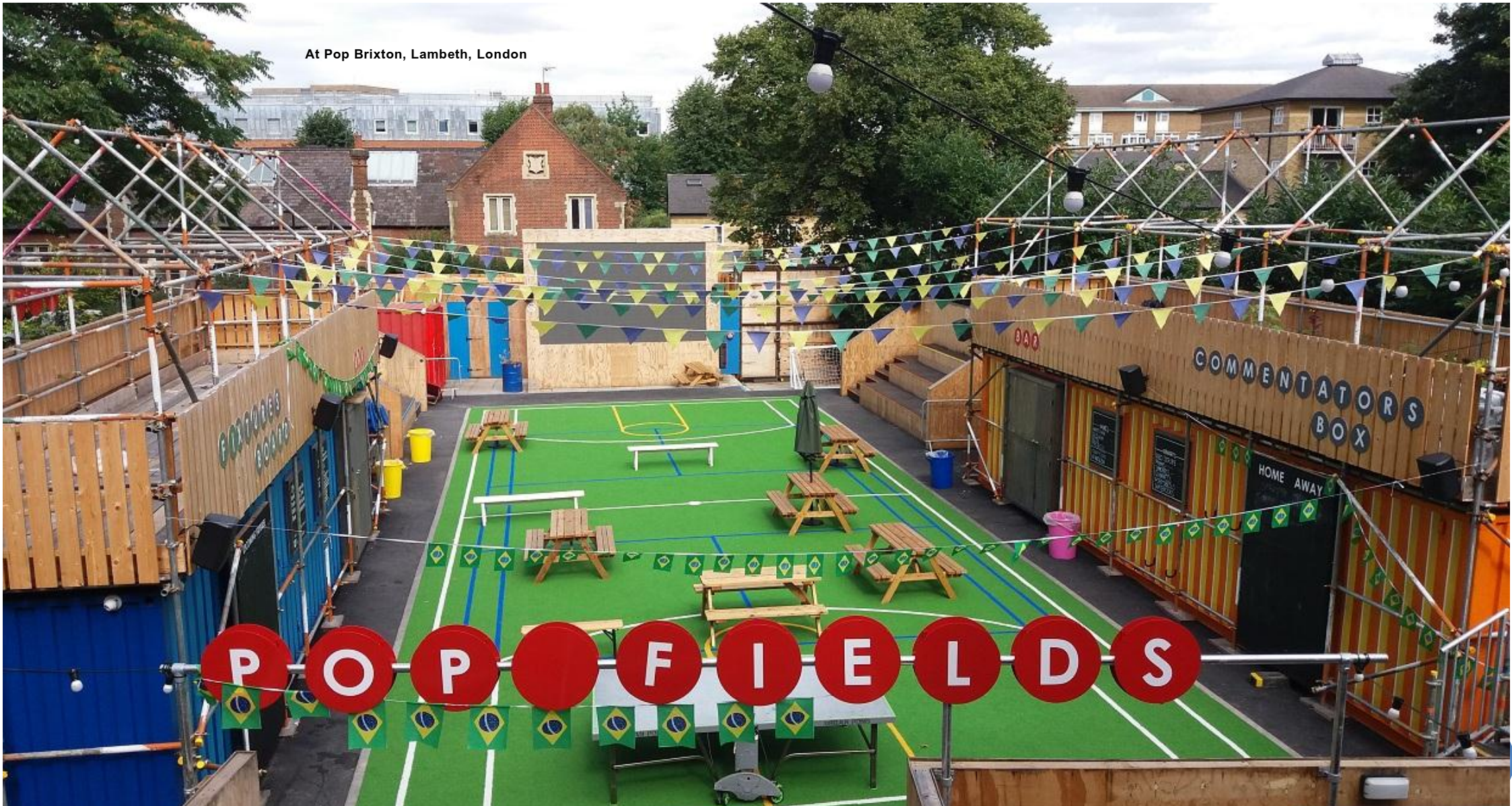


Regarding design in public services, finally it is worth mentioning how to reach the ‘**unusual suspects**’ – those people who normally do not visit forums organised by the government. Watching the growing number of initiatives around “**food**”, it seems that cooking and eating might **provide a neutral space that encourage residents** to participate. **Aarhus's dinner parties** to create a Citizenship Committee is a typical design process using the power of food. Under the Local Government Act the city established a Citizenship Committee that consisted of 8 politicians and 8 citizens whose job was to “challenge the municipal practice and inspire a new practice of citizenship”. Volunteer citizens were selected through a long process in which different stakeholders organised innovative meetings (the dinner parties) outside of the city hall to get new voices on board. Committee members were tasked with things such as: rethinking the roles and responsibilities of politicians, administrators and citizens; and imagining new cooperation models related to welfare and public services to revolutionise communication between politicians and citizens.

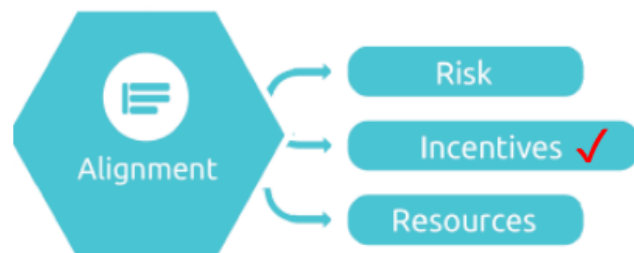
IV. 4. Having the right composition of local actors with proper *incentives* is a critical component of successful collaboration

Incentivising community actions and public servants for improved service outcomes

At Pop Brixton, Lambeth, London



In line with the Collaborative Framework, collaborating for better outcomes requires different ways of working together. Collaboration in public administration, especially with regards to public services needs strong and equal partnership among stakeholders. How actors from different sectors, cultures and silos can achieve this?



Incentives within collaboration is twofold. First, mobilising people and their volunteering actions in or alongside public services can be boosted through incentives. This essential issue was tackled and discussed in detail in London, when CHANGE! partner cities got to know the **Spice Time Credit** ([case study](#)). What makes Spice Time Credit special is its size and operational model. Spice is basically an umbrella, it provides knowledge and the infrastructure to local organisations to use Time Credits to achieve their objectives. Based on this model, over 25 000 citizens have earned Time Credits and approximately 450 000 Time Credits have been issued across England and Wales. Spice is working in partnership with ca. 1200 organisations and services across the private, public and voluntary sectors to create tangible system change in many settings.

The Spice model has the potential to solve some of the weaknesses of other Local Exchange and Trading Systems (LETS) – in particular their tendency to work only on a very small scale. In challenging times, this model should be adapted across Europe as time banking is known in many other countries too. During a meeting in Phase 1 in **Forlì** we talked about this issue as the scheme “Banca del tempo” (**Favour Bank**) is also known there. There are two favour banks In Forlì (one in Centro per le Famiglie del Comune di Forlì - Center for Families of Forlì Municipality - and the other in the neighbourhood of Villafranca), thus these could provide the basis to be replicated in other neighbourhoods, through the brokerage of the municipality. Time banking schemes have big potentials: they can be effectively used in and around schools, by housing associations, in urban renewal programmes and even direct collaboration between different branches of public agencies (of the municipality) can be boosted through time banking.

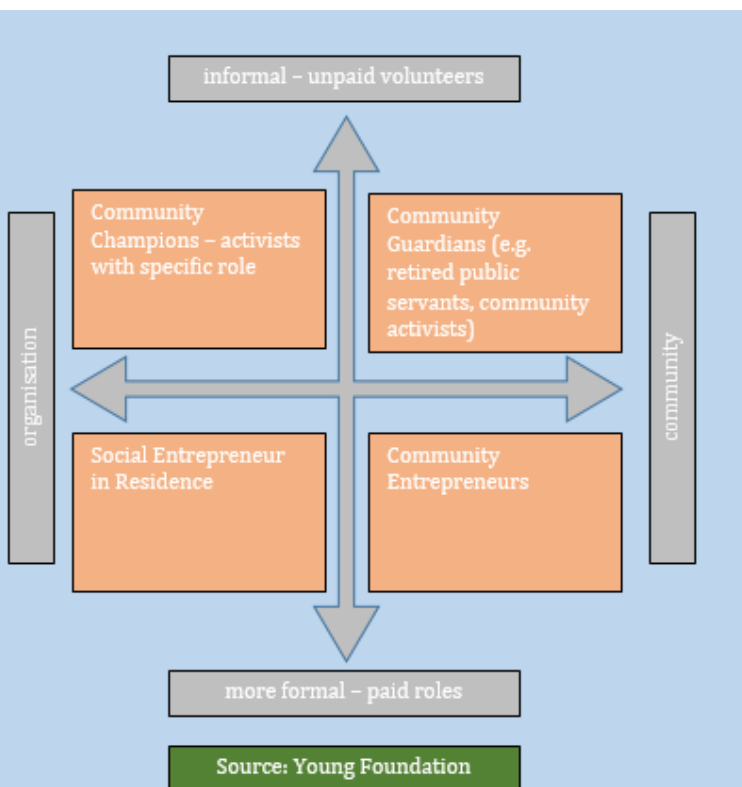
There is a big debate on giving **financial rewards to volunteers or communities** for carrying out local activities. We believe that incentives have a place because many local people want local actions and local change, but only few of them are committed enough to initiate action. It is also true that while volunteers are normally motivated by compassion and the desire to help others, “modern day volunteers are also looking for personal reward – skills and experience to improve job prospects or paid expenses, are a common feature of modern volunteering. Financial rewards can increase the number of volunteers if participants think of themselves as paid employees” ([Public services and civil society working together](#), Young Foundation, 2010). Secondly, the word “volunteering” can conjure up today negative connotations for some in civil society because they think that volunteering, whilst nice, is not sufficiently drastic a measure for coping with today’s unprecedented societal challenges (see more in the [Aarhus case study](#)). Providing rewards to volunteers might solve this problem too.

So what other forms of rewards we know? In Kekeva, Latvia we [studied](#) how **community foundations** can incentivise social action locally by fostering a sense of belonging and localism. Aarhus’s personal budget scheme (**Long-term unemployed take the lead**) is also based on incentivising local efforts: within this pilot long-term unemployed persons over 30 years of age who have been on cash benefits for at least one year can prepare their own budgets to finance initiatives aimed at finding employment for them (support is up to DKK 50,000 per participant,

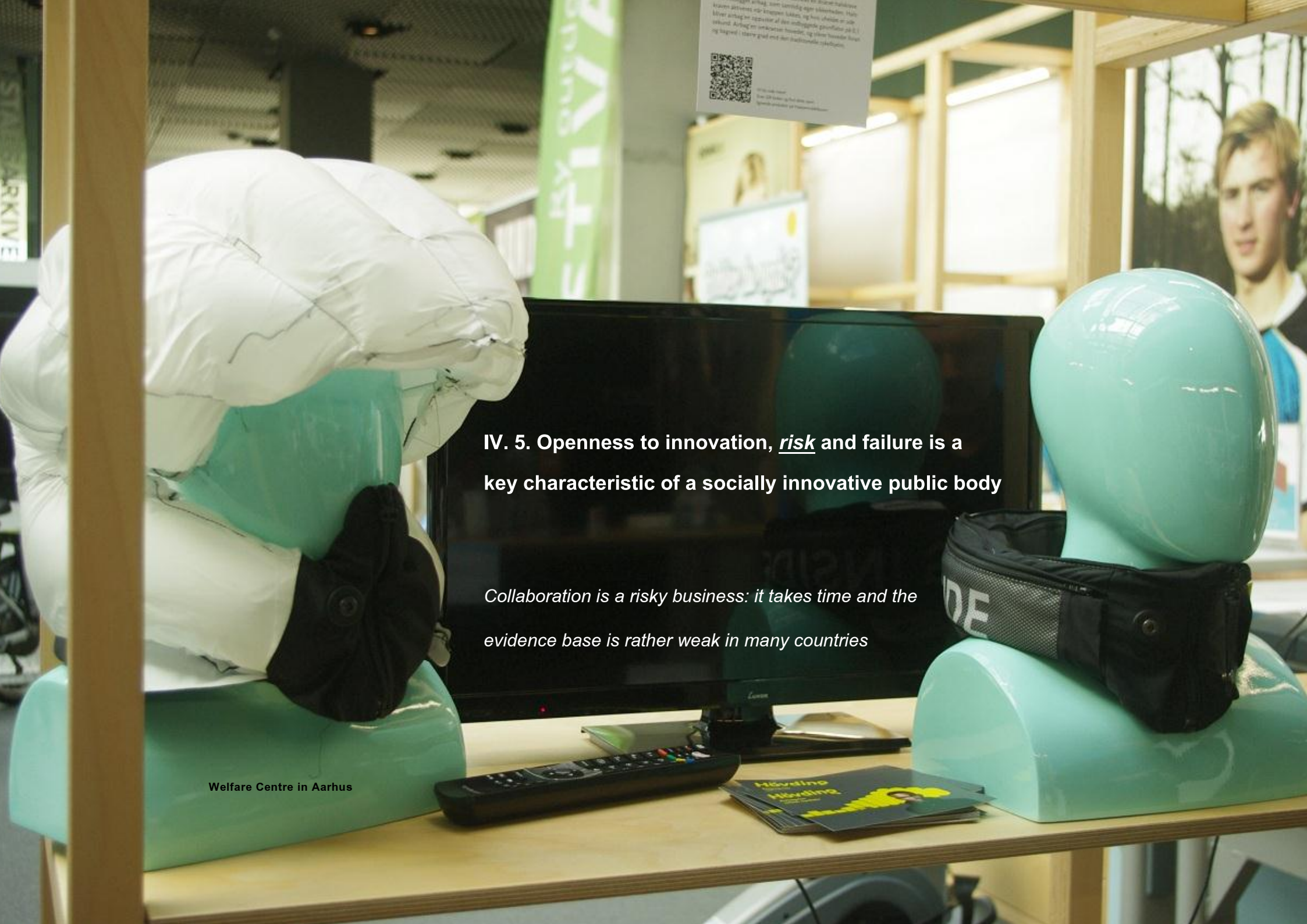
ca. €6725€). Funds may be disbursed to the project participants for any given purpose as long as the individual participants can account for how this will bring them closer to employment. The vision is that the individual becomes the driving force in their own job performance and that this will increase their chances of getting a job.

Giving new rights for society and individuals to act can be seen as a reward too – and at this point many initiatives apply: establishing **'Right to challenge'** (see the [case study](#)) mechanisms perhaps refers to the national level in most cases, but for example creating **neighbourhood councils** – that are better known among partner cities – or Community Pledgebanks where residents commit a small amount a year to improving local assets or services so long as another hundreds of people commit as well may apply on city level. When people feel themselves empowered within an equal relationship with the authority – that is also a kind of reward.

Another factor under 'incentives' is to **have shared goals among all stakeholders when redesigning services**. Building on self-interest plays a key role in this process, and the challenge for municipalities as brokers is to ensure that this self-interest is negotiated fairly with all involved parties. In Nagykanizsa during the ULG process we witnessed a case linked to "shared goals": the ULG coordinator convinced local entrepreneurs to join as mentors to the youth programme she initiated by explaining the fact that within the programme they can directly connect and help local youngsters that might results in employment opportunities on the long run. This is definitely more convincing to them than supporting NGOs in the frame of CSR activities, as these entrepreneurs really want to keep young people in the town, but lack the direct relationship.

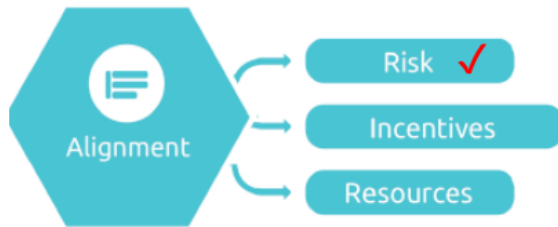


Gdansk also made lots of efforts by demolishing of traditional silos by the creation of **'working groups' around specific policies** and related outcomes. Local public servants need more capacity building and new structures to foster their out-of-the-box thinking and enable them to find new ideas and scalable initiatives from communities. They need more practice and knowledge to understand communities, pull together different strands of provision, break down internal silos, and build long-lasting reciprocal relationships. **Gdansk's Local Participatory Public Policy Creation and Implementation** (cross-departmental working groups) is worth to study, however it works only if local communities are empowered or incentivised too. We recommended to Gdansk the method of **Local Innovation Brokers** (individuals or groups, paid or volunteers, but always deeply rooted in the local society and thus are able to act as connectors between public services and communities) and **Community Dividends** (incentivising local communities by giving back some of the savings their contribution generate in public budgets).



IV. 5. Openness to innovation, risk and failure is a key characteristic of a socially innovative public body

Collaboration is a risky business: it takes time and the evidence base is rather weak in many countries



Public authorities often need some inspiration and strong leadership to be able to take collective responsibility for improving publicly desired outcomes. In Gdansk, the mayor is innovative enough to take the risk and launch initial projects as well as systematic reorganisation of the local government. Regarding risks, another issue is that as incentives vary among parties, risk ratings vary as well. This is why encouraging a culture of taking collective responsibility for improving publicly desired outcomes is essential. A core component of such a culture can be fostered by innovation events (hackathons, design thinking workshops, social innovation camps) aiming to redesign services, democratic innovation platforms for citizens and tailored capacity building actions for internal staff and front line officers. An example can be adapted from companies (mainly start-ups), namely that they often use workshop techniques such as Open Space to engage most employees when launching a new service.

Analysing the risks is equally important in all initiatives aiming to open up public services. During the Gdansk study visit we highlighted how Eindhoven and Aarhus tackled risks when preparing their more advanced models. After having the main concept of WeEindhoven by a committee consisting of advisors from the social domain, lecturers from the university, social workers and a chairman from the education field, Eindhoven municipality made its best **to use an as wide participatory platform as possible to engage most residents and communities, but also to minimise risk** (street interviews, expert panels, resident platforms, info-evenings). However this broad participatory process resulted in the “fear” or risk that the WeEindhoven organisation will not be able to deliver the right service. To handle this risk mainly formulated by social workers, all neighbourhood teams are composed by specialists of all disciplines, thus all generalists can discuss their individual cases with specialists in their team. **Having a general vision and agreement - namely that radical change is needed – behind the model by all stakeholders**, it helped the municipality to convince the yet hesitating organisations.



A generalist explaining the WeEindhoven model

Regarding Aarhus's above mentioned '***Long-term unemployed take the lead***', mid-term interviews were concluded in the beginning of 2017 with 34 participants. Based on these some initial, but promising messages can be derived (final evaluation is not available yet). Based on the interviews participants felt: that someone has confidence in them; a renewed faith in their ability to find a job; a boost to their personal and vocational self-confidence; and that the job consultant can finally provide them with assistance that they can use. Participants experience that the Long-term unemployed take the lead project differs from the usual programmes by: being tailored to meet their specific requirements; being built on trust from the job consultant, rather than control; being based on the participant's own initiative and responsibility; resulting in marked personal ownership of the process. ***There are no social experiments without risks.*** Although potential risks were discussed from the very beginning, Aarhus municipality also reduced the risk by involving a private foundation (Velux) to finance the model.

Facing failure and learning by failure is also a core component of social innovation. Amarante's visionary and enthusiastic city councillor, Andre Costa Magalhães explained how leaders learnt from the failure of the local participative scheme in its first year. It was focused on young people (14-30 year old people living, learning or working in the city) and Amarante made an open call first in 2015 for young citizens to make proposals. Most probably the marketing around the initiative was not well-prepared as only 5 proposals arrived. In 2016 the marketing was much stronger, using iconic youngsters from the local society for example. The whole process gained greater publicity and the city hall received 21 proposals.

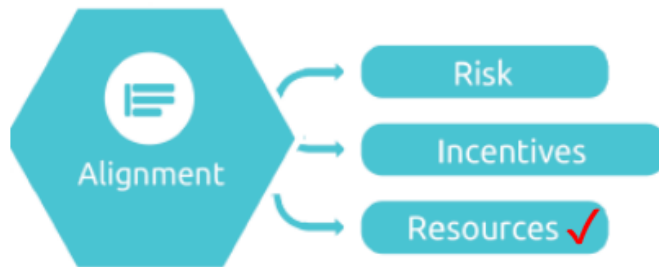
Gdansk has also faced failure that helped CHANGE! partner cities us to understand how collaboration in public services work. Some years ago it launched a community planning project in specific deprived urban areas to re-design abandoned backyards. In Gdansk these territories are owned by the municipality in spite of the fact that based on their locations, they should belong to the residents, and thus should be maintained by them too. The project was a great success in the beginning since the selected backyards were indeed co-designed by locals. According to the philosophy of placemaking, **local people value public spaces they are emotionally linked to, thus besides community planning, they should be involved somehow in place-management as well**, in this case the maintenance of the spots that not necessarily means big issues, just planting flowers each spring for instance. Without that, unfortunately the previous situation reappeared and the degradation is worsening every year as residents do not care enough. This calls the examples of some playgrounds in the UK that local councils wanted to close due to austerity measures, but finally they can maintain this public service with the strong involvement of local communities.



IV. 6. Engaging citizens increases the resources available to achieve social goals

Building on the hidden wealth of communities

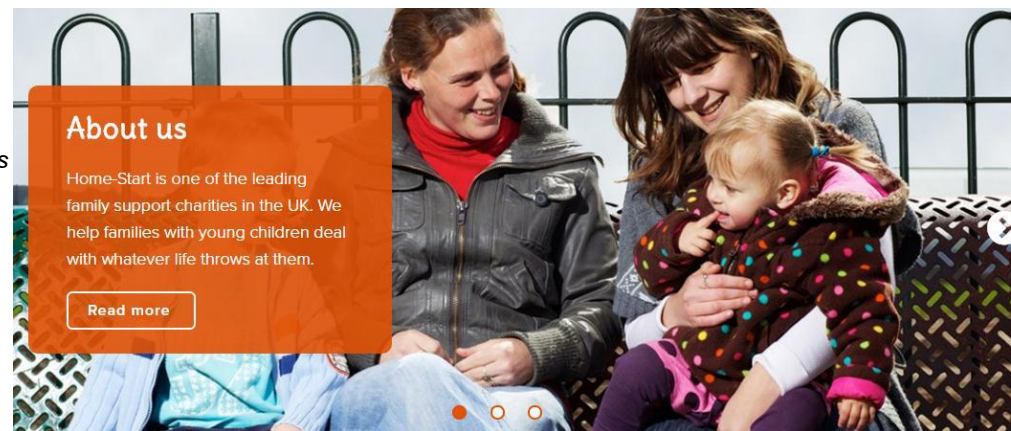




To address the current and future challenges in our local communities, we shall create services that are more personal with less funding available, and this requires delivery models that engage citizens more actively. Engaging citizens in public services means learning how to unlock, use and embed their knowledge, skills and personal experience (the **hidden wealth of communities**, which is often neglected by traditional top-down structures), and how to create bridges among these by activating their social networks. This means relatively simple, but great potential to make public services more effective! We learnt from Emma Clarence URBACT ad-hoc expert, co-author of Nesta’s key publication on this theme ([People helping people: the future of public services](#)) how people-powered public services work ([case study](#)).

Volunteering, social action, people helping people, whatever we call it, is not new. *“People have long been helping each other: from neighbours informally looking out for one another to large scale charitable organisations providing support and services to those in need. Such activities can be completely distinct from public services, they can be an integral part of them, or they can sit somewhere in-between, providing support to people before public services are needed or complementing the work of public services (see the chart on page 5). The role of people helping people is usually something additional to, rather than a central part of, the way in which public services are planned and delivered. But, at a time when public services confront increased demand, rethinking the way in which the resources and energies of the public can be utilised provides an opportunity to reconsider the very way in which public services are configured. This is not about small changes, but something far more innovative that brings the public back into public services. Thinking about the skills and knowledge people have, and how they might complement professional knowledge, or help to reduce the need for professional intervention through preventative action, new opportunities can be identified”* (UK [case study](#)).

Five cases are presented in the UK case study. *“These present different approaches to people helping people, with varying levels of integration with, and impact on, public services. The first two are in the education sector. **City Year** places teams of student volunteers into schools to support their work and help students who are showing early warning signs of potential longer-term problems. The **Access Project** helps able students from disadvantaged areas fulfil their aspirations to go to top universities through one to one tutoring. Two more case studies, **Home-Start** and **Family by Family**, focus on how families can be supported to thrive through the provision of peer support, backed by professional guidance. And the final case study, **GoodGym**, brings fitness and volunteering together as people combine running with visits to older and isolated individuals or to provide assistance to community based organisations”*.



Nesta's [report](#) on the lessons learned from three years supporting **social action innovations to scale** is worth to read, but Aarhus's **Social Health initiative** – in which medical university students as bridge builders help socially disadvantaged people to get health service on the spot, as they rarely benefit from these services – is also being up-scaled by Aarhus University.

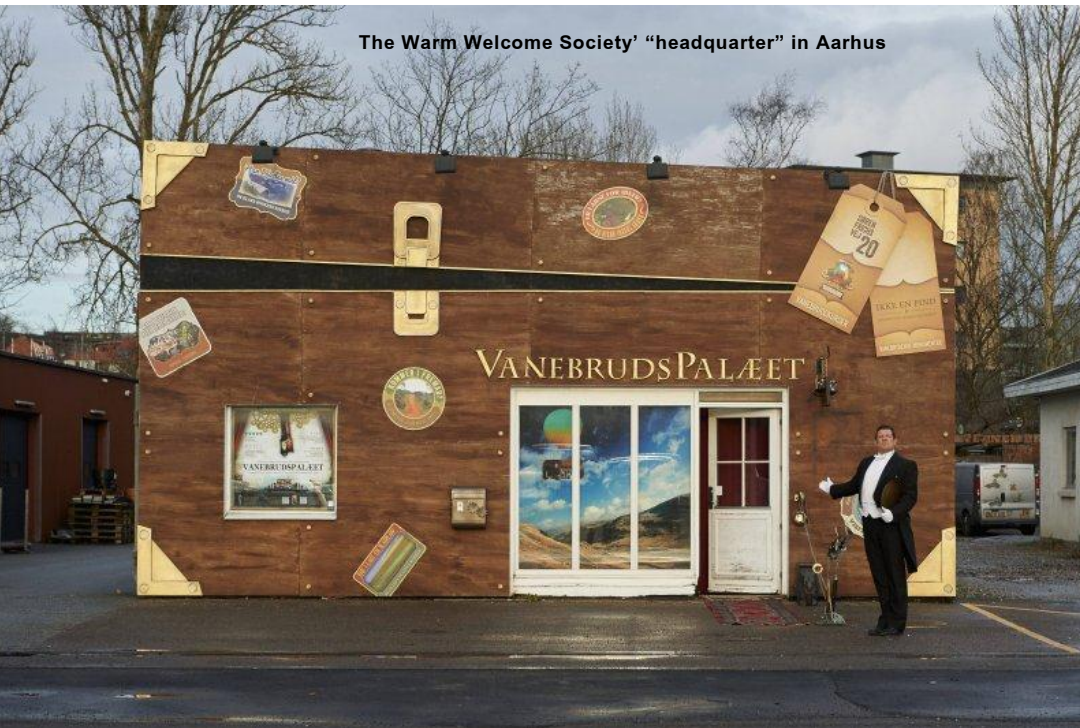
Involving new resources to the delivery of public services however is not necessarily only about how to mobilise people in or alongside public services. **Leveraging the resource of business for social goals** and encourage a “shared value” ethos both by **Social Impact Bonds** - that offer making money while doing good - or **Community Foundations** – that activate localism, the feeling of belonging to a place – are also strong tools to get new resources on board. Local leaders should make steps to reveal the power of new resources through these tools.

And there are many more examples how to activate new resources. Local societies for instance can be improved through the **exercise of rights**, not by doing things for them. Giving new rights for society and individuals to act is a key recommendation of the European Commission as well. **Establishing 'Right to challenge' mechanisms** perhaps refers to the national level in most cases, but for example creating **neighbourhood councils** – that are better known among partner cities – or **Community Pledgebanks** where residents commit a small amount a year to improving local assets or services so long as another hundreds of people commit as well may apply on city level. Regarding ‘resources’ another issue is **how cities can develop new tools to help people organise for themselves** in ways that improve their daily lives. The internet makes this much easier of course than in the past.

A practice from **Helsingborg** (Sweden) prepared the ground for a discussion during the meeting in Gdansk about how **locally owned neighbourhood platforms can mobilise communities**. www.drottabladet.se is a local blog-type website originally initiated by the local municipality in a deprived urban area. The municipality only pays the minimal yearly registration fee, otherwise the website has no budget and is owned jointly by the editors, who are responsible for their own articles. Articles are written in Swedish and English as the area is largely inhabited by foreign people as well. Although mainly local organisations operate the site and residents cannot propose ideas, it has a great success in terms of the number of visitors, perhaps because it tackles local issues in a positive way (and not reporting about negative stuff as the media). Helsingborg's website is a very simple tool to support local communities and nurture self-organisation (sometimes great success is achieved even through Facebook – see the **Social Street movement** in Marco Buemi's [case study](#)). Partner cities jointly agreed that more interactive platforms, providing for example space for exchanges, discussion groups and marketplaces could be the single most practical step to change the feel of community life. Such a platform can be – for example - the basis for setting up **participative budget schemes** or **favour banks**. In addition to this, crowdfunding



schemes (Kiva.org channeling finance to social projects around the world, starting at 25 dollars), and apps (e.g. 'fix my street' schemes and „my street” apps) also have been discussed by partner cities.



The initiative of **Warm Welcome Society** developed by the non-profit organization Givisme that strives to vitalize and strengthen citizenship in Aarhus is another good – and very simple - example of tackling the theme 'resources'. Due to its university and high number of innovative companies, Aarhus has a large number of foreign residents, thus it has a great and untapped potential — like many other cities in Europe. The passionate founder of The Warm Welcome Society, Thomas Vovemod seeks to give the best possible start to new citizens when establishing a life in Aarhus. This unique concept is happening by creating a social foundation and link to local communities that enables new citizens to share interests, reach communities and practice everyday life. No magic, as simple as that. Further info: [Blog article](#) on URBACT Blog, Mari-Louise Olsson Hattesen' [article](#) with some videos, [TED Talk](#) by Thomas Vovemod. The adaptation of the Warm Welcome Society is foreseen in Eindhoven. According to their IAP the intention is to develop a platform in which people and initiatives are brought together on the theme of their interests. This will be both a physical and an online platform in the neighbourhood Strijp (**Strijp Society**). The online platform will include a time banking scheme involving not only residents and civic organisations, but also schools, retailers and businesses nearby. Within the Strijp society events to warmly welcome new residents will be also implemented.

Engaging more and more citizens, thus enlarging the pool of resources calls the need to learn how to nurture communities. During the study visit in Gdansk, Dún Laoghaire Rathdown County Council contributed to the discussion about “resources” by explaining how they nurture communities for **better public spaces through placemaking**. Dún Laoghaire Rathdown County Council facilitated a placemaking process in a local neighbourhood called Ballybrack, which is characterized by low community spirit and low levels of social capital. To fill an abandoned public space with life they first co-organised a large scale local participation event to foster “Community Spirit” and enhance collaboration. IT also aimed to increase public awareness of the importance of public issues (healthy lifestyle, condition of public spaces, participation). As the council let the community plan and did not want to control the whole process, the approach worked.

Finding the so called '**unusual suspects**' (the opposite of people always attending meetings, consultations, and sitting on all the steering groups) is also a key question regarding the theme of 'resources'. Giving incentives and rewards to volunteers is a good way to engage more and more residents. Targeting informal groups of residents is a core question, and time banking schemes or community foundations might have a serious role at this point as they enable people to feel valued and thanked. To tackle the unusual suspects, municipalities can facilitate the process by for example establishing time banking schemes in and around schools or initiating democratic innovation platforms.

CHANGE! partner city Forlì aims to reach the unusual suspects by launching a network of **informal leaders**. They are influential people, points of reference for local residents, but they do not have institutional roles. Through these informal 'connectors' the municipality might reach the unusual suspects. Eindhoven has also recognised the importance of this issue, thus its IAP aims to establish the **Steunwijzer Week**: a week in which the above mentioned Steunwijzer will be promoted in various ways in the Strijp neighbourhood to get to know and include "unknown" initiatives into the social basis.

Graffiti in Riga



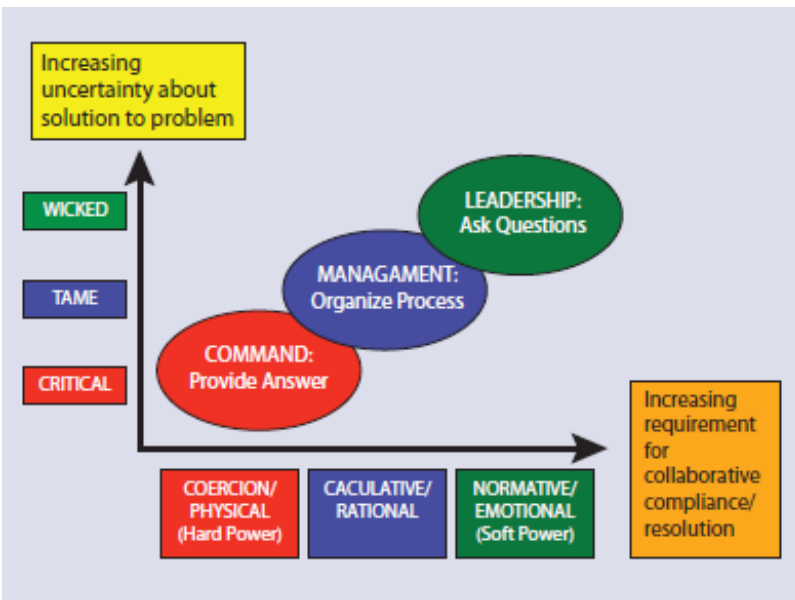
leader

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IV. 7. Collaborative leadership: being adaptive for wicked problems, complex challenges and clumsy solutions

Collaborative leadership is about creating a shared vision at the top, but catalysing behavioural and operational change at the delivery level



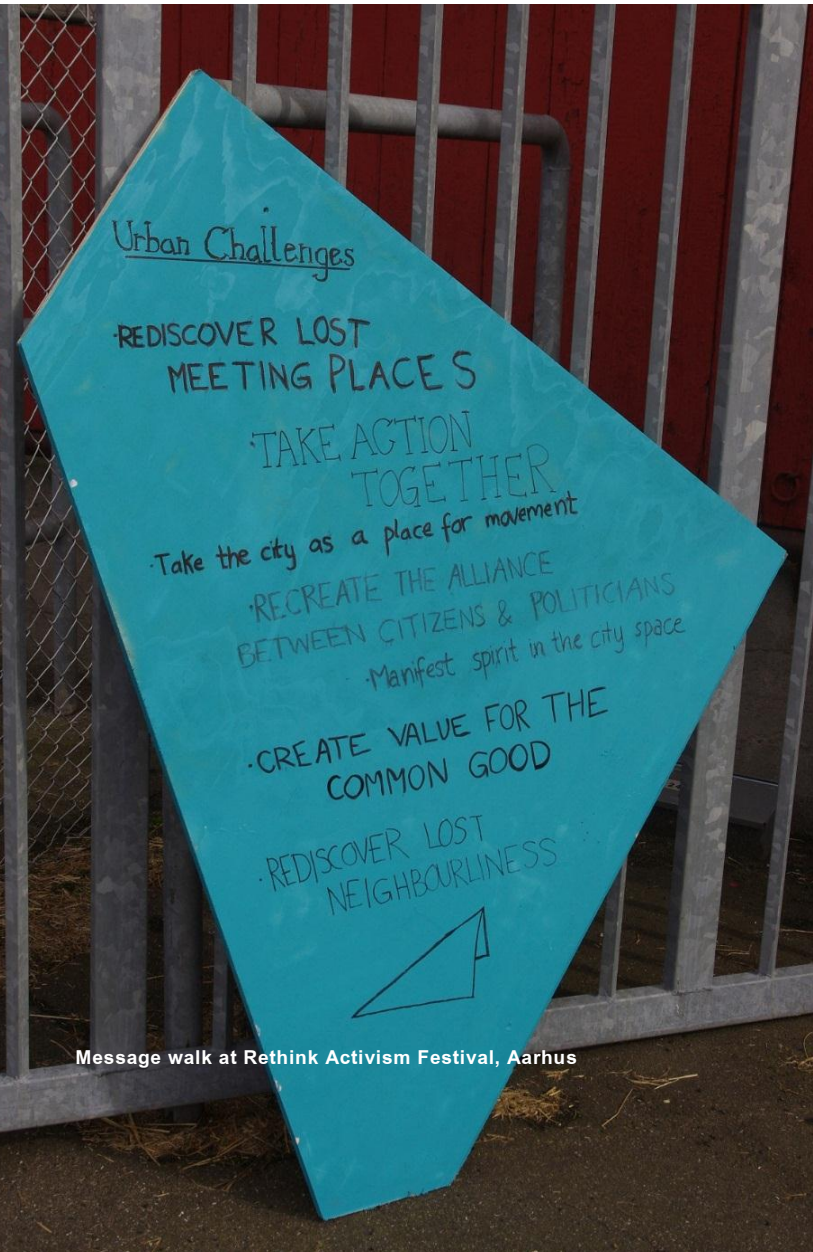


There are many manuals on “good leadership”, but what does it take to lead effective collaborations? According to the Collaborative Framework (Kippin, 2015) good leadership within the collaborative public services is: adaptive for complex challenges; puts community first; has the critical skills of mediation; has skills, networks and mind-set to bring together public, private and social actors; is able to give up control; can motivate teams; and is trustable as trust is the glue in cooperation.

The literature on leadership is indeed long, but Keith Grint’s piece of work on “Wicked Problems and Clumsy Solutions: the Role of Leadership” is worth mentioning here as the topic the tackling of complex societal challenges. “*We know a lot about organisational change but despite - or perhaps because - the numbers of change models around most change initiatives fail. In his study Grint suggest that this failure might be to do with our framing of the problem and consequent approach to resolving it. It suggests that differentiating between Tame, Wicked and Critical problems, and associating these with Management, Leadership and Command, might be a way forward. It then considers the role of default cultures and how these persuade us to engage ‘elegant’ - that is internally coherent - responses. These may be fine for Tame or Critical problems but Wicked problems need us to go beyond internally coherent approaches and adopt so called ‘Clumsy Solutions’ that use the skills of “bricoleurs” to pragmatically engage whatever comes to hand to address these most complex problems*” – see the chart.

Within the CHANGE! network we learnt about and even witnessed many key moments regarding leadership. **Cities of Service** - a US-based non-profit organization that helps mayors build stronger cities by changing the way local government and citizens work together – for example requires the nomination of a Chief Service Officer in each coalition cities since having a senior leader dedicated to unifying a city’s service and engagement efforts in city governments is key to powering change. Using their citizen engagement model, Cities of Service coalition cities partner with local residents, city agencies, and community organizations to identify priority challenges that can be addressed, in part, with help from citizens. After deliberating with the community, city leaders and citizens come together to make a service plan and take action on challenges that impact the city at large. Their combined efforts generate stronger results and build trust between citizens and city leadership, which then sustains and encourages future engagement. “*In fact, it’s the single biggest predictor of a city’s success at engaging citizens to solve problems and build trust. At a time when many citizens distrust government and question their own ability to make a difference, and with cities worldwide struggling to solve entrenched problems, this pioneering leadership approach offers an exciting road map for other cities to follow.*”

In previous chapters we mentioned that new leaders in Amarante have a strong vision in which community involvement, co-creation and social innovation play a crucial role. They knew that social innovation starts with thinking outside of the box that was not a usual approach within the city. This is why one of the first steps of the new leadership was to **map local projects with potential for social innovation**. This is also the main entry point to the Integrated Action Plan: it is a challenge for both city representatives and citizens to change their mental structure towards the creation of collaborative services.



Message walk at Rethink Activism Festival, Aarhus

Besides having an enthusiastic, powerful initiator on the top (i.e. mayor), having trustful “neighbourhood managers” is also a key regarding leadership as it enables more direct link towards communities. It was greatly proven in **Jaunpils**, a village (ca. 2500 inhabitants) in Riga Planning Region. It is the settlement in the “centre of nowhere”, but also the place in Latvia where the density of NGOs is the highest. Transformation started with **targeted community work** with universities, but villagers took it seriously. A key moment was the organisation of a **Future City Game by British Council** that paved the way for collaborative village management. Besides political will and team working within the municipality, regular citizen forums take an integral part in the successful maintenance of high level co-creation process.

The question of leadership also refers to ownership as well as new ways of activism. During the **Rethink Activism Festival** we learnt that building new politics starting from everyday lives is an utmost priority of our challenging times. Social activism starts at the same point as volunteering – people want to make a change in their community. By its nature volunteering potentially promotes democracy, but activism claims democracy. Societal challenges are so visible now all around the world that instead of treating symptoms, more and more volunteers start to wonder about causes, so they become social activists and active citizens. Volunteers today are challenged in several ways, including social media: they realise that they might help more people more effectively if they spend the same number of hours as activists, pressuring politicians to change policies. They might feel less good about doing volunteer work but it can work better.

Regarding this issue, a good example is ***Röstånga Development Company***. Röstånga is a small village (ca. 900 inhabitants) in Skåne County, Sweden. The village has been facing the demographic challenges inherent to most rural areas in Sweden since the early 2000s. There has been general uncertainty and even negative feelings among the residents regarding the future development perspectives of Röstånga due to depopulation, shrinking public social services, etc. Although closing the local school was not on the agenda of the politicians, people felt that it remained a possibility on the short term. In 2008, some active local residents started to mobilize the social capital and decided to get a grip on the development issues in Röstånga. The story started with organizing ***discussion groups*** on the future needs and development perspectives of the village, and as a result of it in 2011 Röstånga Development Company was founded as a community-owned social enterprise and a financial platform for developing the area. The Röstånga Development Company Association owns 51% of the shares in the company and the rest is owned by approximately 400 shareholders, mainly local residents. *“Community-driven development in Röstånga has sparked socio-economic growth. Within only eight years, Röstånga has become a significantly more attractive area to live and has experienced a positive population growth. There is no longer a discussion about closing down the local school. Instead, the local school is expanding. The local residents’ views on the future perspectives of the village have also shifted from negative to highly positive. When communicating about the village, the residents express a sense of pride in belonging to the community. Röstånga Development Company acts as a business development facilitator and contributes positively to the local economy. Although the company does not create jobs directly, it enables other people to obtain jobs indirectly through its activities.”* Among key success factors has been the presence of visionary leaders and innovators who are experienced process leaders and project managers, and have played a strategic role in formulating the development vision. But experienced leaders also let local residents to be involved and felt empowered. Thus they believe in what they are doing, which is important for pursuing an inclusive development and growth strategy.

Creating an atmosphere for creativity has been highlighted by the initiators as a key success factor within rural development initiatives. Local development initiatives play an important role in mobilizing the social and financial capital in new ways. Facilitating, supporting and augmenting community-based initiatives such as Röstånga leads to collaborative services. These types of actors should be more recognized and better supported in their work. The municipalities should find new ways to cooperate with and finance local development initiatives, besides providing project resources.



Community action in Röstånga

IV. 8. Providing space and place for public service innovation

Innovation in public services means putting the citizen, family and community at the centre of policy thinking

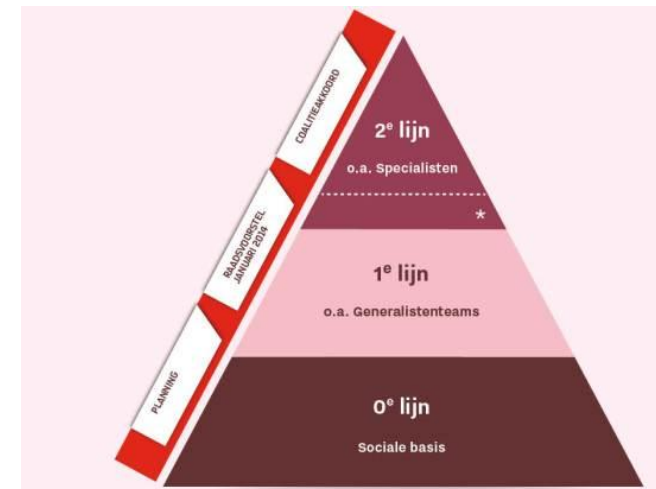


Innovation means finding new and creative ways to achieve results. Innovation, by definition, cannot be prescribed, but we are learning more and more about the conditions that encourage it: an openness to new ideas (e.g. see the previous chapter and the CHANGE! [case study](#) on Amarante explaining how leaders got insights to prepare a new social innovation policy), flexible organizational structures (e.g. see the CHANGE! [case study](#) on Gdansk about its participatory policies), the ability to learn from failure (e.g. see the chapter on risks regarding how leaders in Amarante learnt from failure linked to participatory budgets) and a focus on outcomes combined with a degree of creativity concerning the means required to get there (Kippin, 2015).



Innovation in public services means putting the citizen, family and community at the centre of policy thinking. Thus, the main question here is how to stimulate innovation within public organisations and especially regarding public services? Whatever thematic field we talk about, innovation and design needs time and place/space dedicated to it. This is offered to the municipal staff of Aarhus by the **Centre for Innovation in Aarhus** (CFIA). Through analysing this simple, but effective initiative, CHANGE! partner cities learnt about the importance of tackling internal innovation. CFIA looks like something between a designed training room, a theatre studio, and a fab lab, and is symbolically located in DOKK1, the new library and community centre located on the renewed waterfront (see the picture on the left). CFIA is funded by a cross-departmental fund, employs four full-time consultants (process facilitators) and operates as a design agency within the municipality across all departments and applies a design thinking approach focusing on a deep understanding of people when innovating welfare services (when visited, a group of employees from the educational department and stakeholders prototyped a Danish adaption of an American inclusion programme for students with autism in community schools called “Nest”).

Stimulating internal innovation and capacity building is an utmost priority in connection with public service reform, while the ultimate goal needs to system level innovation. Although evidence base is still weak, according to the first experiments, effective public services have a number of common characteristics: they are local, help people help themselves and focus on people’ capabilities instead of their needs. The **WeEindhoven** model is a great European example of system level innovation. The heart of the WeEindhoven programme means WeTeams, located in different neighbourhoods, representing a kind of one-stop-shop. They consist of generalists (the 1st line within the triangle) with different backgrounds (e.g child/family/elderly care, drug addiction). Generalists act as facilitators and coaches between residents and local organisation (the 0 line in the triangle – the social basis) and specialists (the 2nd line in the triangle). Generalists visit the households and starts the intake with a “coffee around the kitchen table”, trying to identify not only the actual problems and needs of a family or person, but root causes behind them as well. On the long run, help from the social basis nudged by the generalists should “replace” a serious amount of needs towards professional assistance (specialists).



Basic success factors



Based on and in line with the Gdansk 2030+ Development Strategy co-created with local stakeholders between 2012 and 2014, Municipality of Gdansk is constantly re-thinking the way how municipal departments operate, and tries to demolish of traditional silos by the creation of 'working groups' around specific themes/policies and related outcomes (**Local Participatory Public Policy Creation and Implementation** as they call it). Together with local stakeholders the municipality is working on nine themes stated by the strategy: 1. Public Health and Sport; 2. Social Integration and Active Citizenship; 3. Culture and Free Time; 4. Innovation and Entrepreneurship; 5. Investment Attractiveness; 6. Infrastructure; 7. Mobility and Transport; 8. Public Space; 9. Education. The approach is novel as the municipality directly tackles the issue of "working in silos" often mentioned as one of the most important barriers of internal innovation. What's more, reflecting on new challenges, the city hall prepared an Immigrant Integration Model (2015-2016) during a one-year long process on the same way, involved approx. 120 people including public, civic, private institutions and immigrants themselves. In addition to this the mayor personally contributed to this process.

The way how municipalities react on the migrant crisis in the last years reflects on internal innovation capacities too. Municipality di Forli for instance organised a **world café around the challenge with citizens and immigrants during the innovative Settimana del Buon Vivere - Good Living Week**, which is a special event linked to welfare and wellbeing for the wider public (read more about this special event among the [good practice factsheets](#)).

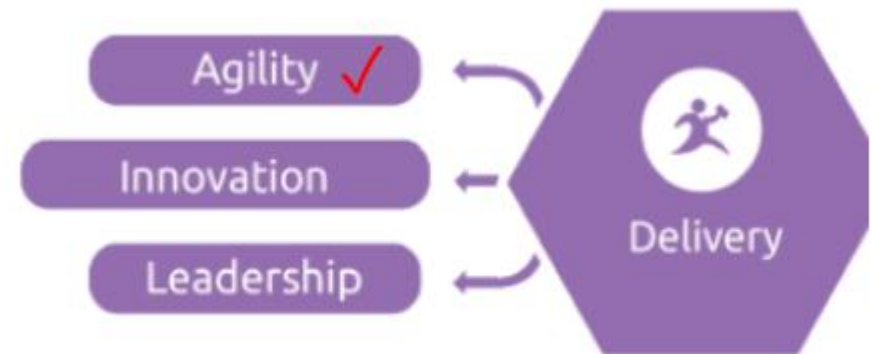


Picture at the open-air museum in Forli



IV. 9. Within public service reform agility is about “solutionism”: being constantly open for creative problem solving

Related to collaborative public services agility is the cycle of continuous improvement



Within the context of collaborative public services agility basically means sustainability of innovation. *“Agility in this context is about being adaptive to change, capable of communicating across a range of organizational cultures, and sustaining a strategic focus on long-term outcomes over short term returns or targets. It is a “cycle of continuous improvement”, reflecting the cycle of “direction setting, planning, implementation and delivery and review” (Kippin, 2015).* During the study visit in Aarhus when CHANGE! partner cities analysed the 3rd stage (delivery) of the Collaborative Framework, an interesting research on the decline of trust in the political class made by The Young Foundation was highlighted. Its findings indicate: *“the public values of emotional intelligence, honesty, integrity and humility were the most admired leadership attributes for young people” (Kippin, 2015).*

In Aarhus a rather simple tool refers to both “leadership” and “agility”. Under the Local Government Act the city established a **Citizenship Committee** that consisted of 8 politicians and 8 citizens whose job was to *“challenge the municipal practice and inspire a new practice of citizenship”*. Volunteer citizens were selected through a long process in which different stakeholders organised innovative meetings (dinner parties – see one of them on the above picture) outside of the city hall to get new voices on board. Committee members were tasked with things such as: rethinking the roles and responsibilities of politicians, administrators and citizens; and imagining new cooperation models related to welfare and public services to revolutionise communication between politicians and citizens. The Committee worked as an advisory committee for the council, but the fact that a citizen had been selected as chair and not a politician highlights local politicians’ commitment towards the Committee and its work to set up new visions and generate new ideas. The final result of the committee was the creation of the **Active Citizenship Policy**, a political manifesto, co-created by citizens, businesses, associations, volunteers, municipal employees, educational institutions and politicians in 2014-15 (more than 700 people contributed to the policy). The ambition behind the development of the active citizenship policy was to create:

- A broad and open-minded process of involvement which gave all involved parties an opportunity to discuss the active citizenship themes which matter to them, and to contribute topics and formulations to be included in the policy.
- A synthesis of the many contributions from the involved parties followed by an open consultation process with plenty of time for the submission of consultation responses and their consideration.
- An accessible, relevant, ambitious and durable policy which can serve as a framework and direction for active citizenship in Aarhus.
- While the City Council is formally responsible for the policy, making it live is a shared responsibility for all Aarhus citizens.
- The active citizenship policy will constitute the foundation for the future development of Aarhus and the municipality’s welfare services and tasks.

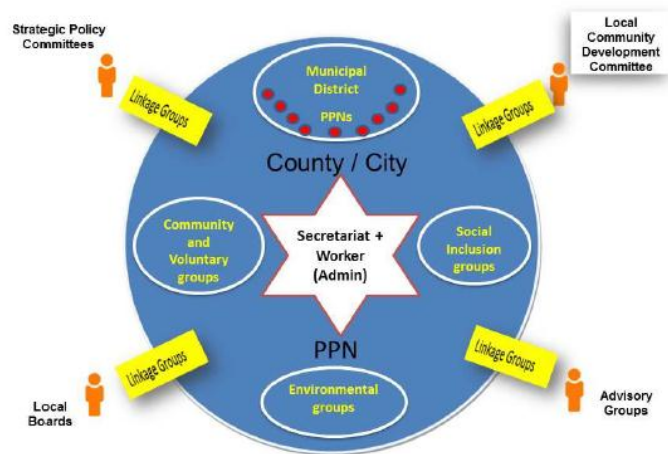
Regarding the sustainability of innovation another good example is **The Gdansk School of Solidarity Everyday**, which was tested within the CHANGE! network and will be one of the key pillars of the integrated action plan. This is important in Gdansk as “locality” has been an important subject for quite some time due to a certain type of a “sociological vacuum” left as a legacy of communist regime which caused distrust that made people retreat to their closest families. Therefore deepening the understanding of how local communities work or don’t work is crucial for developing new ways of delivering public services in Gdansk within the IAP. The Gdansk School of Solidarity Everyday is a capacity building process to be financed by the municipality with the aim to develop and link up competences of each community workers being active in a territory, and thus to improve the services the city provides.

IV. 10. Transparency: key means of building efficient collaboration



For collaboration to work, all partners must value and exhibit transparency

This huge topic is indeed crucial for any governmental body aiming to establish a collaborative policy as without full transparency trust, the glue of collaboration simply does not work. The open data agenda and the use of IT devices in public services push the need for government transparency into the public arena. Though, transparency is not directly linked to collaborative public services, but this is the ground collaborative practices can grow out. Transparency can refer to many different policies all having an indirect impact on public services (e.g. getting high quality open data released by government; local government transparency; opening up council executive meetings; developing open policymaking approaches; clearing barriers to participation; public participation in the budget process). Transparency is also known as a field where nice words are often far away from practice. CHANGE! partner cities discussed these issues in Dún Laoghaire Rathdown together with the last stages of the Collaborative Framework: engagement and evidence. Although the Public Participation Network (PPN) was analysed through mainly the lenses of engagement, it is also highly relevant regarding transparency through ‘clearing barriers to participation’. PPN is an organisation which all Irish local authorities are now required to establish, as specified in the Local Government Reform Act 2014, in order to facilitate the participation and representation of communities in a fair, equitable and transparent manner through the environmental, social inclusion & voluntary sectors on decision making bodies. When a local authority requires community, voluntary, social inclusion or environmental representation on a municipal board or committee, they must source that via the PPN. Thus, PPN members can play a part in policy development and decision making within their county/city.



“PPN representatives contributed to the workings of the boards or committees in a variety of ways including active participation in discussions and decisions, membership of subgroups and task groups, creating links between agencies and the community, supporting consultations etc. Fourteen PPNs reported in 2016 that their representatives had brought forward formal proposals to the various boards or committees on which they sit. Examples of these included restructuring community grants, inputs on homelessness, disability, older people etc., proposed changes to byelaws, creation of town teams etc. Local authorities reported general satisfaction with the contribution of PPN representatives to the committees on which they participate” (PPN Annual Report 2016). Among the success factors in Dún Laoghaire Rathdown PPN the local authority’s general intention to recognise the value of the PPN and that it wants the PPN to work was mentioned. But prepared and trained PPN members are also key as they are confident enough to demand meaningful participation from the local authority through PPN. It is also important to notice that PPN does not provide any guarantees that community voice goes through the system and community views are embedded to policies. It “just” provides a legal framework for community voices being listened. The success depends on the particular committee and the particular chairperson.

CHANGE! partner cities learnt in Ireland that however it is not possible to “force out” engagement from the public and although PPN is a new structure, there is a need for a top-down system enhancing engagement, transparency and collaboration in both sides, a system to create situations in which collaborative methods such as people-helping-people approaches can be better understood, and that also foster transparency. Well, it seems that both parties (communities and public agencies) seriously need motivation, stimulation and capacity building to explore the values of transparency and collaborative ways of service delivery. For this, - as always - training and capacity building on both sides is crucial.



IV. 11. Engagement is the alpha and the omega in collaborative public policies

The value of public services is realised in the quality of the interaction between citizen and the service



The value of public services is realized when the end-users meet the system, so the front line officer. This is why engagement of residents is a crucial topic when speaking about collaborative public services. The problem is that *“too often engagement is seen as an add-on”* (Kippin, 2015), a nice-to-have policy. How can we make residents indeed interested in engagement and how can we foster and maintain the level of engagement on both sides? At a minimum, active engagement in collaborative services means that people are willing to give up their time to contribute to a debate about ways in which their services can be improved. At best people will take charge of the planning and co-creation of services. Yet just asking citizens to give up time and contribute to a debate trends to be difficult, even for a „more advanced“ city who can draw on a deep culture of community engagement, resources and strategic commitments towards this goal. So it is not a surprise that too often engagement is seen as an add-on...

But engagement is not a one-way street. It is not only about communities that are always keen on cooperation with public agencies, but they bump into closed doors, or vice versa, public agencies that cannot involve residents due to several reasons. Both parties (communities and public agencies) seriously need motivation, stimulation and capacity building to explore collaborative ways of service delivery. This is even more important now to solve burning and ever increasing societal challenges. Although it is not possible to “force out” engagement from the public, the **Public Participation Network in Ireland** showed that there is a need for a top-down system enhancing engagement and collaboration in both sides, a system that creates situations in which collaborative methods such as people-helping-people approaches can be better understood. And because system learning needs time, we need municipalities indeed acting as matchmakers, and providing joint learning experience.

It is also important to note that *“practitioners do not necessarily have the skills or the tools to engage outside the lens of service provision”* (Kippin, 2015). Efficient engagement is not only important between residents and the system, but also key at the organizational level, *“fostering the means to create innovative public-private-social partnerships that can leverage investment and deliver services at scale. We are seeing a number of these “next generation“ joint-ventures emerge at a local level* (Kippin, 2015). CHANGE! partner cities explored some great initiatives at this field such as **Social Impact Bonds** or **Community Foundations** (case study).

Co-operative Councils Innovation Network in the UK have committed to putting engagement and democracy at the heart of their public service reform strategy, leading change through a different and more challenging role for local politicians in their communities. Councils are attempting to reshape commissioning and service provision through engaging more meaningfully with the community to co-design the services they receive. *“Where the Co-operative Council concept has been an explicit part of councils’ outward facing identity and narrative, the evidence from our research suggests that most staff and some local partners can give a clear and coherent account of what it means to be a Co-operative Council, and why this is different from what’s gone before”* (a new review on the network). One of the key benefits of CCIN for member cities in the first five years was the creation of a new language and a new conceptual framework



as well as the building of successful flagship co-operative projects. One of the flagship projects is the ***Co-operative Oldham Fund*** (COF), a sustainable source of funding to help drive social action and community initiatives in that borough. It provides grants to help deliver innovative community initiatives that generate lasting and sustainable benefits for local people.

Gdansk is also promoting and advocating democratic values through engagement of citizens. Twice a year the municipality organises a ***Citizen Panel***, a large, demographically representative group of citizens regularly used to assess public preferences and opinions. Citizens have right to prioritise themes to be discussed during the panel. The selected people are the panellists (56 are selected in Gdansk) who shall familiarize themselves with the views of all representatives - offices, institutions, non-governmental organizations, district councils, residents, experts and others who are interested in the topic. Importantly, panellists can appoint experts themselves. Thanks to the open and live debate and participation of different backgrounds, panellists and the audience have the opportunity to get to know different points of view. The result of the work of the panel are recommendations in a given topic, answering the question - which solution is most beneficial for the local community? Panel recommendations are binding - assumption is that they are to have a real impact on the decisions made. The required level of support for a binding recommendation is 80 percent of all panellists' compliance. The Citizens Panel is accompanied by an open public consultation where all interested residents can present their views to the panel, the president and the councillor.

Lundaförslaget (the Lund Proposal) in Skåne is also a great example of public engagement. Lundförslaget allows citizens in Lund municipality to submit proposals via an e-service at lund.se or via post for improvement on the activities that the municipality is responsible for. A brand new e-service makes it easy to submit proposals. When a proposal is published on the site, other citizens can comment on or vote on the proposal. If at least 100 people vote for the proposal within a period of 60 days, they shall be forwarded to the relevant committee or municipal council.

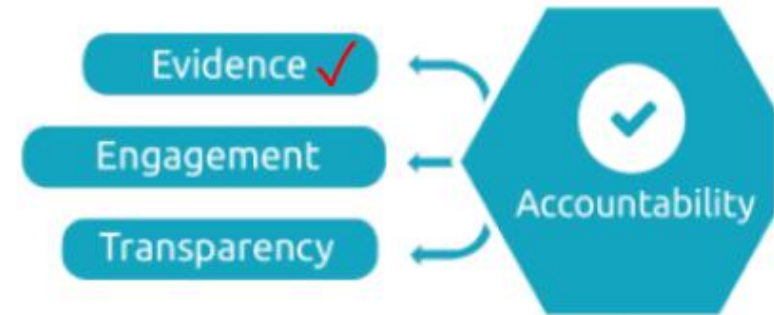
Within its action plan, Nagykanizsa is working on the ***engagement of young people***, which is an extremely important topic for all European cities as there is a great competition for talent in cities and due to their different habits and the influence of mass and social media on young people, policy makers need to understand the shift in the attitudes of young people and the way in which they consume services. According to www.youthfulcities.com and the excellent [article](#) of GEN-Y CITY network young people increasingly want to live in safe, playful, tolerant, liveable and affordable cities, they do have an activist bent, but they are interested in social activism for personal fulfilment, rather than civic pride. Despite these statements, only 17% of young people surveyed feel that their city governments are listening to them although 55% of them want to participate in meetings about the future of their city (but young people are increasingly less interested in participating in „old-fashioned” democratic or civic processes e.g. Youth Parliaments). So how to efficiently engage young people who have energy, creativity, and a strong desire to help others, but their motivations are much more strongly influenced by consumerism, technology and individual desires than previous generations, rather than a strong commitment to the „common good”. The answer is “creative solutionism”: organising democratic innovation platforms with a special focus on youth and service design (e.g. [Dúndee' GovJam](#); Coding Challenges in Manchester, Berlin, Amsterdam, Helsinki, Barcelona and Rome; [Digital Strategy Labs](#) - next generation democracy tools and applications).

In Aarhus a great experience on engagement is the **pop-up community house in Rundhøj Neighbourhood**. In that relatively deprived neighbourhood some active citizens wanted to build a mobile community space in the middle of the neighbourhood. This grass-root activity was supported by the municipality (within the CHANGE! network among others) in various ways: the mayor moved his office to that location for a day to demonstrate the importance of co-creation and engagement; there were several workshops with citizens (visioning, meeting with local citizens in the neighbourhood along with companies, city practitioners, and construction workers / architects to build a popup neighbour house of containers). Finally city practitioners moved their office to the local Neighbourhood House to be present on a daily base in the neighbourhood, and present a contact point for citizens and facilitate initiatives. At the moment an architect firm working on democratic architecture is located in the house twice a week, providing free of charge guidance at certain opening hours.



The pop-up community house at the Rethink Activism Festival

IV. 12. Using evidence is vital, but what to measure regarding collaboration?

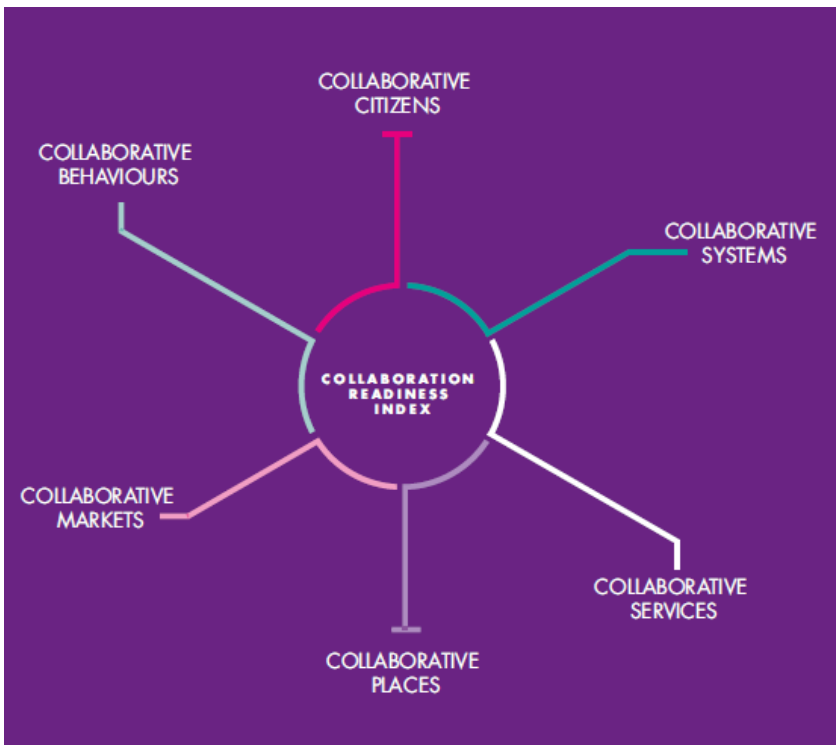


„The way we understand it (evidence), collect it, and deploy it in policy and practice is ripe for change”

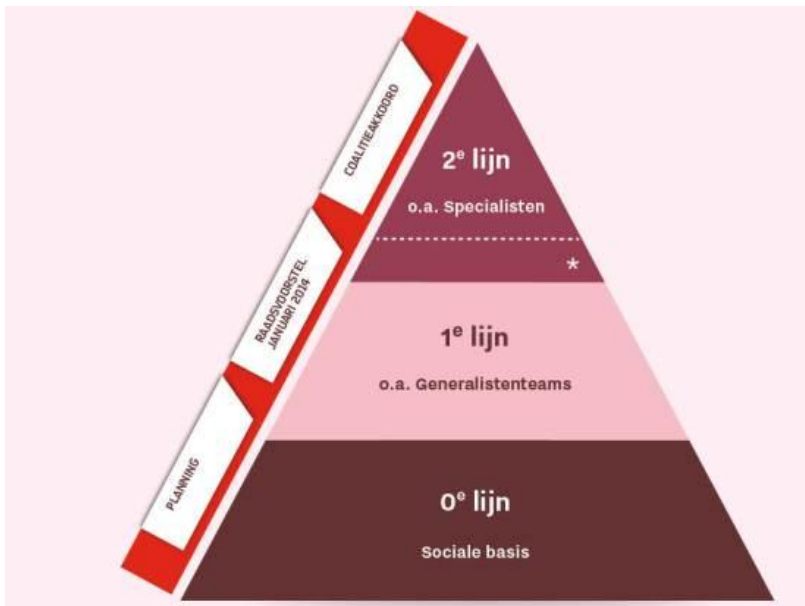


The use of evidence is vital. According to Collaborate's Collaboration Readiness Index we should measure readiness in different contexts (just to name a few based on Collaboration Readiness):

- Collaborative Citizens: What extent residents are prepared to engage (i.e. collaborative services cannot work if residents do not trust in community-based approaches)? What extent public agencies are prepared to engage? "Systematically building the capacity of public service organisations to shift their default cultures and be more porous to the wants and needs of citizens" (Kippin, 2015) – the importance of internal capacity building to enable municipal officers to absorb social innovation was highlighted within this report too.



- Collaborative Systems: What extent commissioning processes and delivery mechanism are influenced by the needs of service users? Whether the systems has been developed collaboratively (the level of co-creation)? Whether it puts outcomes for citizens ahead of institutions, providers and a silo mentality? Whether it prioritises the impact on beneficiaries over an organisational focus? Regarding Collaborative Systems we can also measure system risk and resilience. Whether the systems has suitable approach for risk (ability to fail and learn)? How to measure honest relationships and positive networks where we are able to speak about uncomfortable truth?
- Collaborative Services: What extent practitioners feel they can systematically work across silos (it should be a rule not an exception)? How can we develop a shared space where new solutions can be realised? Are we able to measure demand management capability? What extent the understanding of demand is deployed as strategy for service restructuring?
- Collaborative Places: Whether public service organisations are creating the right conditions for communities to collaborate and drive change themselves? Hoping and waiting for community actions without building capacity does not work. Can we offer public space assets to be co-managed by the public? Whether leaders are able to nudge communities and nurture innovation?
- Collaborative Behaviours: Whether leading across silos is valued and whether collaborative practice is rewarded and encouraged?



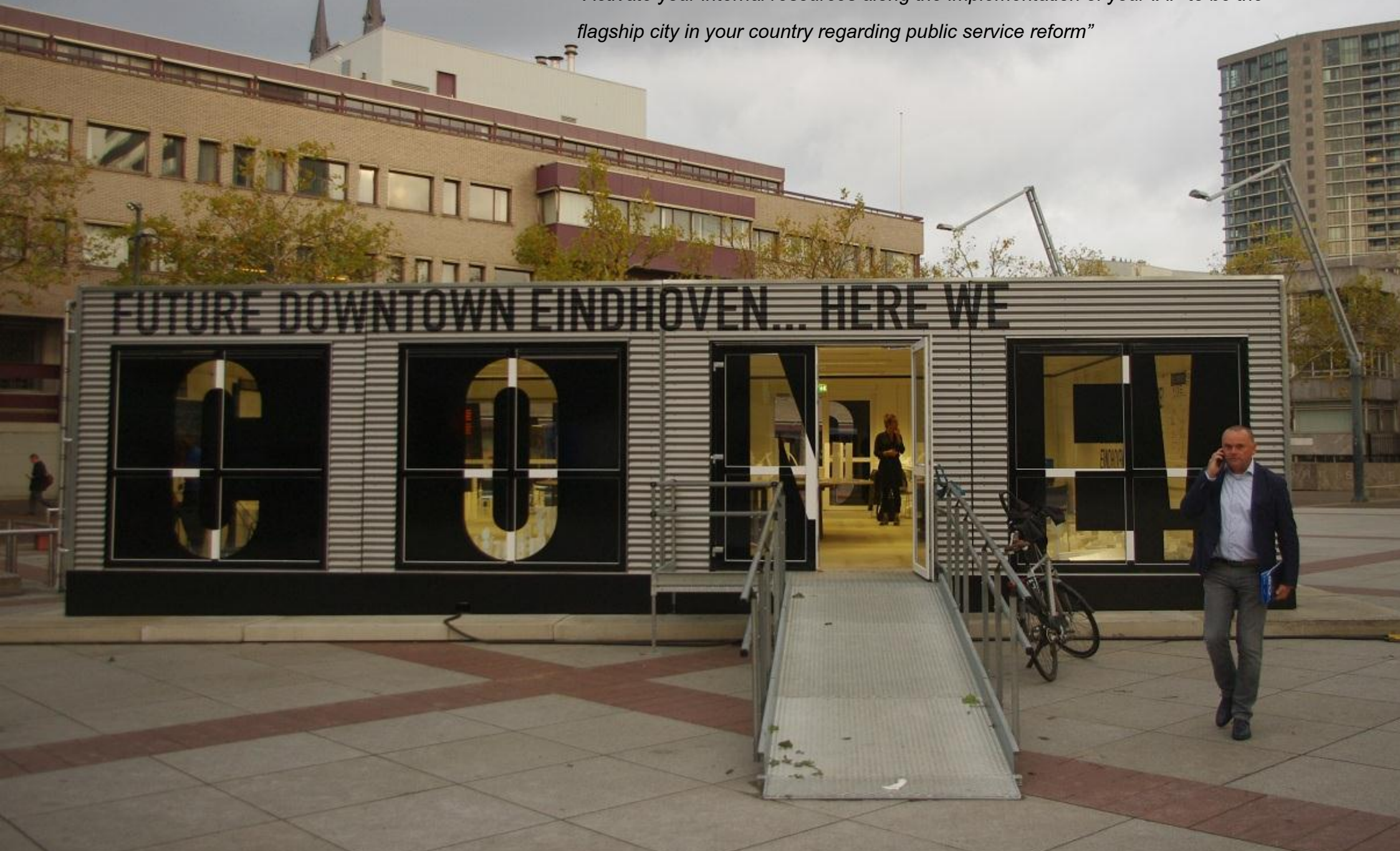
The *interim review of a rather unique European level system innovation, the WeEindhoven model* not only highlights the question how to use and plan evidence in social innovation properly, but provides a general lesson for any European public agencies making the delivery of public services more collaborative. The original challenge behind the WeEindhoven model was the same like many public authorities in Europe have been coping with: providing better services and outcomes for more and more people, by using less money. Although the priority was not on finances regarding the launch of the WeEindhoven model, but on the need of transformation of the welfare system and providing more efficient services, in Eindhoven the municipality expected 7% more people in the social system and 12% less money in the last years when the model was piloted. Despite of these challenges, the municipality still calculated with a slight surplus with regards the operation of the model. The return of investment was expected, because the WeEindhoven model is truly preventive: due to the interaction and facilitation of generalists (1st line of the triangle on the left) less and less people use high-cost forms of care (specialist, 2nd line of the triangle) and more and more people find effective help to their needs by using the so called social basis – volunteer-based or NGO support from the neighbourhood (zero level of the triangle). Since 2015 there are more and more deficit in each year at the municipality budget, and according to the financial forecast the recent level of the deficit even jeopardises the

annual budget of the municipality. This is why the municipality requested an interim review about the WeEindhoven model prepared in 2017, to find out whether the model is the cause of the problem, or its further development can boost finding a solution?

The key finding of the interim review is that the number of people using '2nd tier'-help is not falling and thus costs per person using help are rising. So why generalists cannot facilitate more connection between the social basis, resulting in more assistance from the social basis? This is a fundamental question not only regarding the WeEindhoven model, but for any complex collaborative methods within public services. Municipal leaders in Eindhoven still believe in the success of WeEindhoven and do not think that the model is wrong. The interim review has stated that system change needs time and that a complex system should have needed more complex background. Although the design process was well-prepared, the data-system around the model had poor quality and the organisation behind the model (WeEindhoven Foundation) is not used to data driven operations. Another reason behind the issue is that the municipality has changed all definitions and systems with regards to social care, and most likely paradigm shift has not landed on the ground yet. This is mirrored in several phenomena around the model, for example: generalist are not interested in costs („no market culture”), thus better capacity building is needed; the Steunwijzer, the data platform behind the model is not working properly (this issue is also tackled by the action plan). So according to the review it seems that cultural transformation takes years and municipalities often underestimate the implementation of ground-breaking policies. All in all, the outcome of the findings is that a management mistake has been occurred, realised in less control over the WeEindhoven Foundation and too quick up-scaling of the system.

V. Policy recommendations and mutual learning proven within action plans

“Activate your internal resources along the implementation of your IAP to be the flagship city in your country regarding public service reform”



Assisted by ad-hoc expert Twan de Bruijn, CHANGE! partner cities explored ways how to promote the ‘people helping people’ approach within existing EU city networks (read the full study [here](#)). This report clearly states that although people-helping-people is a completely new approach, it is not realistic and not needed to launch a new network around it in the European space since the theme is too general or horizontal, equally fitting to lots of different policies (ageing, youth, health, etc). On the other hand, the topic is not “distinctive” enough (like child-friendly cities for instance). But due to the fact that the topic itself is indeed novel and innovative, and that knowledge about people-helping-people approaches is rather limited in many countries, **CHANGE! partner cities could and should effectively act as flagships or advocates of collaborative public service reform on national level by launching a nation-wide urban platform** promoting people-helping-people approach (similar to the Co-operative Council Innovation Network). The last CHANGE activities (final local dissemination event to promote the integrated action plan, and if relevant, the local Year of Change process) can seriously contribute to this process. In line with the fact that people-helping-people approach is not well-known and thus not integrated in local policies, many CHANGE! partner cities (Dún Laoghaire Rathdown, Skåne, Amarante, Riga) used the opportunity provided by the CHANGE! network to break the ice with key stakeholders, find change agents locally and build up a common knowledge around the theme. At these partner cities the integrated action plans will follow the process started, resulted in establishing/continuing the operation of a learning platform to boost collaborative policy making including public services and people-powered services on the long run. Some others linked up the learning outcomes of the CHANGE! network with related, already running policy frameworks (Forli, Eindhoven, Aarhus, Dún Laoghaire Rathdown) to make them more collaborative and efficient, and to even upscale some local initiatives based on the different parameters of the Collaborative Framework. Nagykanizsa focuses on a specific target group (youth) within its action plan, while Gdansk intends to boost community building linked to social care as a prerequisite of any collaborative policies.

In **Dún Laoghaire Rathdown** the ULG was an experimental platform, a driving force linked to the utilisation of the legislative framework (Public Participation Network), with a special focus on greater citizen participation in or alongside public services. After analysing the most important local questions, the ULG organised several workshops related to collaboration: Social Innovation Centres and Collaborative Practice; Collaboration for Safer Neighbourhoods; Collaboration for CHANGE; Volunteer Managers Event, Collaboration for a Healthy County. Through these workshops and also based on the exchange and learning activities the ULG identified four themes which impact and a number of objectives which would support enhanced collaboration in DLR – the main focus of the IAP:

1. Education and Experimentation: there is a lack of imagination and creativity to address gaps and improve services. There is a fear of failure in our organisations that also is linked to staff’s feelings of disempowerment and that leads to apathy hindering service delivery. The related objective is to promote volunteering and explore ways of teaching and promoting creativity in communities and organisations.
2. Communication and Information Sharing to tackle “traditionally” weak collaboration between agencies and organisations. The objective here is to support creative initiatives, improve communications about services needed and innovative ways of delivery.
3. Limited resources: it is always an issue, but due to the financial crisis impact it is still there in terms of reductions in staff numbers and contraction of budgets. How to help providers and community organisations and find synergies to increase resources available for services?

4. Impact of Politic and Agendas: political agendas determine where, when, how and by whom services will be improved. Such influences on setting priorities can sometimes lead to results at odds. Thus the objective is to support change makers who can engage senior managers on shared responsibilities, explore methods to appropriately measure impacts of effective collaboration.

The action plan intends to merge these questions (having a learning platform towards more collaborative services) with the further development of the local PPN. Through its action plan Dún Laoghaire Rathdown County Council intends to create a constant learning platform for collaboration to be embedded into the development of the PPN, with the ambition to be able to transfer it to other councils in Ireland.

In **Amarante** the CHANGE network! created a reflective space of analysis of the roots of societal problems. It fostered the ability of stakeholders to re-analyse, re-think and re-evaluate running initiatives in the light of collaborative structure and reorganize local networks. As collaboration does not work as an accident, Amarante's action plan is a typical attempt on creating a local platform to further analyse how collaboration can work and how it can be a leitmotif in the transformation of local services. It has two main directions: 1. to bring citizens closer to local institutions and organizations (with actions e.g. involving citizens in participative processes and decision making through local art and culture, engaging key local change agents to mediate between citizens and policy makers) and 2. to increase the confidence of local institutions and organizations in citizens (with actions e.g. promoting actions that aim to sensitize and empower organizations to develop systemic and collaborative organizational model). For Amarante, initiatives in Dún Laoghaire Rathdown were the most inspiring and it is well reflected in the action plan (the operation of the Public Participation Network, the work of the Volunteer Centre, Age Friendly Strategy). In addition to this a more direct link has been created between Amarante and Aarhus as based on the Long-Term Unemployed Take the Lead initiative (Aarhus), Amarante made an application to the Deloitte Pact Fund in order to develop a similar project to reduce female unemployment.

As **Riga Planning Region** is not responsible for any public services, its action plan will foster the organisation's important mediator role to spread the knowledge with the municipalities on the long run. Four representative municipalities have been chosen with high potentials and good practices in social planning and participatory social design (Jaunpils - a very small municipality rather far from Riga; Kekava - a prospering municipality in the outskirts of Riga; Carnikava – a small town at the seashore and two active communities within Riga). The action plan tackles community mapping, development of community platforms and tailored training for staff and community members. For Riga Planning Region the most inspiring example was the Participative Policy Making in Gdansk and Aarhus' Active Citizenship Policy (see them in the report).

Partly following Riga's logic, **Skåne** also intends to create a learning platform for municipalities within its territory, but the main focus of the learning process will be on how to foster dialogue with citizens.

In **Aarhus** the question was how to engage citizens in the different spheres of public administration through the new Citizenship Policy. This question was analysed by using the Collaborative Framework, with regards to five local initiatives: 1. Long-term unemployed take the lead, 2. Neighbourhood Rundhøj, 3. Digital Neighbourhood, 4. Rethink Activism, 5. Warm Welcome Society. The action plan paves the way for upscaling these initiatives, some of them have the possibility to be up-scaled to even national level. Regarding transnational learning, the most important factor (or side-effect as this theme is not covered by the action plan) is that GoodGym initiative will be adapted in Aarhus.

In **Eindhoven** the policy framework is the WeEindhoven model of course, so the action plan intends to give added-value to this model in the following way. The core question there is how to strengthen the so called “Citizens Joined Forces”. This refers to one part of the social basis, namely to the networks between people within the neighbourhood (connection people have with their family, neighbours and other residents). The action plan focuses on one specific district, where through fostering the social basis by improving existing networks, they expect a stronger social basis contributing better to the success of the WeEindhoven model. Due to the fact that WeEindhoven is a system-level social innovation, the main learning references for Eindhoven were the UK system, especially the operation of Community Organisers, Aarhus regarding mobilising residents (especially the Warm Welcome Society), and Forli and Amarante regarding time-banking. This is clearly reflected in the action plan as one of the actions is organising a so called “Steunwijzerweek” (the Steunwijzer is a Support Guide behind the model, a website where all care providers are presented). The idea is to bring the Steunwijzer Eindhoven to the attention of residents of the neighbourhood Strijp by using time-banking schemes. Another action is the development of a “Strijp society” by adopting the Warm Welcome Society events in Strijp. The aim is to develop a platform in which people and initiatives are brought together on the theme of their interests (eg art, music, sports, etc.). The Strijp society will be both a physical and an online platform.

The Emilia-Romagna Region asked all the territories to draft a Social Local Plan based on five pillars (1. Health care; 2. Reduction of disparities; 3. Promotion of people's autonomy; 4. Participation and empowerment of citizens; 5. Improvement of the services). **Forli**'s action plan is to foster the Social Local Plan on the last two pillars. Actions consist of mapping of area-based needs and engaging citizens and stakeholders of the two small territories, tailored capacity building, designing services with stakeholders, piloting some selected services and finally building a wider community around new initiatives. The most important learning input for Forli ULG was the Rethink Activism in Aarhus.

Gdansk tackles community development in the area of social care. This is an important pre-requisite of efficient collaboration on the long run as there are many different branches of the government as well as various NGOs working on this field, but their work is not coordinated well. The action plan (Gdansk Model of Supporting the Development of Local Communities) consists of actions to be done by the municipality whose job is to set the basis for cooperation. Thus the action plan aims: 1. to create conditions for meetings, sustainable engagement and self-organization of local community members, and the development of community-based activities; 2. to develop a community development network of professionals; 3. to develop local partnerships; 4. to raise awareness and knowledge of residents on the possibility of participating in local community activities; 5. to support the implementation of initiatives by members and members of local communities; 6. to increase participation of local people in planning local public spaces; 7. to support citizens in developing their local activities according to their needs, abilities and competence. The most important learning input for Gdansk was the system of Community Organisers (that boosted the Gdansk School of Solidarity Everyday); the work of

generalists and the WeEindhoven model (added so much to the local discussion regarding social services transformation – they built up strong bilateral connections both with WeEindhoven and Community Organisers); Rethink Activism, initiatives of Forli and Amarante’s youth programmes (related to rethink volunteering and citizens’ self-organisation).

Finally, the small Hungarian city, **Nagykanizsa** found Amarante’s youth centre (Casa da Juventude de Amarante) so interesting that their action plan is about creating a neutral space for young people, where they can dream about different projects including new services with the support of local enterprises – all of this might mitigate the effects of young people’ outmigration.

The most important policy recommendations for a wider public are as follows:

1. Cities need systems to institutionalise people-helping-people initiatives. As needs to collaborative services are higher and higher, cities should provide local grants and partly transform their local participatory budget schemes to support grass-root people helping people initiatives, similar to one of the flagship projects of the Co-operative Council Innovation Network: the Co-operative Oldham Fund (COF) is a sustainable source of funding to help drive social action and community initiatives.
2. Cities, and especially CHANGE! partner cities should be the flagship of change and establish Co-operative Council Innovation Network within their country to achieve a common understanding of people-powered-services and reach a critical mass.
3. Cities, and especially CHANGE! partner cities should Influence the appropriate national bodies to establish a national fund to accelerate local people helping people initiatives (e.g. like the Centre for Social Action Innovation Fund in the UK).
4. Effective and inspirational innovation labs exist in many highly developed countries (e.g. Nesta or the Behavioural Insights Team in the UK, MindLab in Denmark, Innovation Bureau in Seoul, South Korea). Cities, and especially CHANGE! partner cities should push governments as flagship cities to establish a similar agency to re-imagine public services.
5. Cities that already made steps toward a more collaborative service delivery should join to the Cities of Service coalition as this professional collation is able to keep the momentum gained within the first collaborative steps.

VI. Credits

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- Henry Kippin-Anna Randle (2017): From co-operative councils to co-operative places
- Twan de Bruijn-Ferenc Szigeti-Böröcz: How to promote the "People helping People" approach within existing EU city networks? – www.urbact.eu/change
- All CHANGE! case studies and articles written by Ferenc Szigeti-Böröcz and published on www.urbact.eu/change