

CHANGE!

social design of public services

Baseline study

URBACT III

CHANGE! is a network of European cities, funded by the European Union in the frame of the URBACT III Programme. CHANGE! provides exchange and learning in the area of collaborative public service delivery, more specifically it seeks answers how to transform existing top-down social services to a more collaborative delivery model by using people' power and the energy of their relationships within their social networks.



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1. Introduction: paradigm shift is in the air...

At the end of 2015 and in the beginning of 2016, when the CHANGE! action planning network under the URBACT III Programme (www.urbact.eu) was set up and its thematic focus was fine-tuned, people in Europe and worldwide were paying special attention to some big issues. Undoubtedly, the biggest of these issues is **climate change**. With that regard, the biggest challenge is whether we, human beings are ready to integrate concepts of environmental limits into our everyday life and efficiently reduce our (every person) ecological footprint in a short time. In this way we may have a chance to safeguard the environment for future generations, and Europe, as the most urbanised continent, has a higher responsibility to be exemplary. The question is, whether the climate deal made in Paris on 12 December, 2015, was “*a historic event that marked the moment when the human race finally got serious about the fight against climate change, or just a United Nations therapy session whose main role was to make us feel better about our headlong plunge toward climate catastrophe*”¹.



Illustration by Viktor Juhasz, Rolling Stone

The importance of the agreement is hard to over-emphasize, especially as nobody had expected this successful outcome before. This is the first time in our history, when virtually every nation in the world made voluntary commitments to cut carbon pollution and help vulnerable countries deal with the impacts of climate change. But of course details are essential, and most probably it will be some years before we can say whether the **Paris Climate Deal** was successful or not.

It is not only in the environmental sphere that we see radical thinking and a willingness to make big changes. **More and more people are ready to rethink the whole system related to social issues as well.** Looking around in Europe, we can realise in one hand that some cities have already started radical

experiments. **The four Dutch cities**, Tilburg, Utrecht, Groningen and Wageningen, since January, 2016 are **giving some of their social assistance receivers an unconditional social security payment** (i.e. a monthly income of the Government without an obligation to take paid employment or to be involved in community service). They examine whether these people will become more active than others with the current, strict regime.

Although these cities do not use **Basic Income**, their pilot is rather close to this phenomenon. According to basicincome.org a basic income is “*an income unconditionally granted to all on an individual basis, without means test or work requirement. It is a form of minimum income guarantee that differs from those that now exist in various European countries in three important ways:*

- *it is being paid to individuals rather than households;*
- *it is paid irrespective of any income from other sources;*
- *it is paid without requiring the performance of any work or the willingness to accept a job if offered.*² ”

Dutch cities are not isolated with exploring new ways. From France to Switzerland, and from Canada to Finland, many countries put this issue high on the political agenda. For instance, “*after committing itself to conducting a basic income pilot in Finland the Finnish government is putting words into action. The new government of Finland announced in September, 2015 the allocation of a grant to a group of researchers from the Finnish social security and pension department. This working group is now in charge of designing parameters for the pilot project, which should be delivered by 2016*”.³

1 Jeff Goodell: Will the Paris Climate Deal Save the World? <http://www.rollingstone.com/politics/news/will-the-paris-climate-deal-save-the-world-20160113>

2 With regard to Basic Income, also see the latest article on the URBACT Blog from Eddy Adams: <http://www.blog.urbact.eu/2016/02/universal-basic-income-crazy-idea-or-one-whose-time-has-come/>

3 <http://www.basicincome.org/news/2015/10/finnish-government-research-team-design-pilots/>

On the other hand, some strong bottom-up movements to 'claim the city back' were born in the last months or years (e.g. **Cities of Commons in Italy**⁴, **synAthina**⁵ in Greece). Closer to the focus of the CHANGE! network, which is the reform of the Welfare State, we can also witness historical steps taken. In many parts of Europe people are talking about the reorganisation of the Welfare State and piloting how the new service delivery should look. The **WeEindhoven**⁶ programme running in the whole territory of Eindhoven is one of the most advanced models with this regard, while in the UK the government has already created a national level legislation to provide framework for community-led, collaborated public services (**Localism Act** ⁷). Finally, it is worth mentioning that the grand prize of the Bloomberg Philanthropies' European Mayors Challenge went to **Barcelona**⁸, where they are developing a city level platform to support senior citizens, and thus to better cope with one of the most burning societal challenges, the ageing society.

It seems that an increasing number of people consider the crisis of our days as an opportunity to do something different, something extraordinary. **Indeed there is an inevitable need for a paradigm shift**, and we can all be happy to see that in some cases top-down structures, which are usually not efficient and unable to move forward, have found ways to support bottom-up initiatives (regarding how a local government can unlock the collaborative capacity, see the case of another **Dutch city Amersfoort** in the URBACT Capitalisation Paper 2015 - Social Innovation in Cities⁹).

Hopefully these first attempts can act as points for '*urban acupuncture*' (quoted from Jaime Lerner, the former Mayor of Curitiba, Brazil), meaning that these smaller or in some cases already upscaled symbolic projects can have an effect in creating points of energy and initiating a snowball effect in whole Europe, transforming the larger urban context in Europe.

Paradigm shift is important for the CHANGE! network, an action planning network, financed by the EU within the URBACT III Programme. Generally speaking, we tend to be more enthusiastic in the beginning of the implementation of EU projects, but in this case we can definitely state that the CHANGE! network fits extremely well to the recent socio-economic trends in Europe and thus has a huge potential to influence and change local social policies of its partner cities.

The CHANGE! network provides exchange and learning activities for a number of cities coming from different corners of Europe, to **co-produce action plans with local stakeholders about how to transform (re-design) existing social services towards a more collaborative provision, towards a people-powered service delivery**. CHANGE!'s main goal is to identify different parameters and model different pathways for culturally different cities enabling them to move forward towards a collaborative public service provision, and to public service reform. The learning process will be extremely interesting in this network, as its innovative topic is quite novel on the European level, and almost completely untouched in many countries in Europe in terms of legislation despite the fact that the same challenges apply everywhere. If it will be realistic in two years' time, the main outcome of the network will be the establishment of a European movement of cities supporting the shift towards a more collaborative service provision or even more specific, towards people-powered public services.

By drawing up briefly the most important European trends and policies related to public service reform and people-powered public services, this state-of-the-art aims to motivate partner cities to become change agents or change makers, and provides a learning opportunity for any European city to join this accelerating running historical moment.

4 for more details see the city profile of Forli below, or: <http://www.labgov.it/2014/02/08/cities-as-commons-the-italian-constitution-find-application-in-bologna/>

5 <http://mayorchallenge.bloomberg.org/ideas/synathina-a-public-platform-for-engaged-citizens/>

6 for more details see the city profile of Eindhoven below or: <http://wij eindhoven.nl/>

7 <http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>

8 <http://mayorchallenge.bloomberg.org/ideas/collaborative-care-networks-for-better-aging/>

9 http://urbact.eu/sites/default/files/03_socialinn-web.pdf

2. Socio-economic factors leading up to the reorganisation of the Welfare State

To understand the reasons why think-and-do-tanks (see Annex 1), innovative cities such as Eindhoven and responsible policy makers have been thinking recently about radical public service reform is easy, but making concrete steps towards implementation in a city, a community or a nation seem brutal and complex, and definitely need out-of-the-box thinking from all parties involved. **The first evidences show that a shift toward a more collaborative public service model results in more efficient and less expensive public service delivery, and also increases social capital and social inclusion.** The question is now how to collaborate well

The rapid transformation of our society (translated into unseen and ever increasing challenges such as the ecological crisis, demographic change, employment, mobility, security, etc.) and the digital revolution, along with budgetary cuts pose huge problems and challenges for governments and the future of public services (*A vision for public services, European Commission, 2013*). **In most of the cities it was the economic crisis that made many city leaders realise that they have to maintain or even improve the advanced level of public services by using smaller budgets** (the budget cuts were the 'prompts' as the Social Innovation Spiral calls it – see below). It was the moment when the historical movement of public service reform started, and hopefully today we are witnessing a paradigm shift. **As for sure, there is broad scientific and political consensus that public services will look very different in ten years' time.**

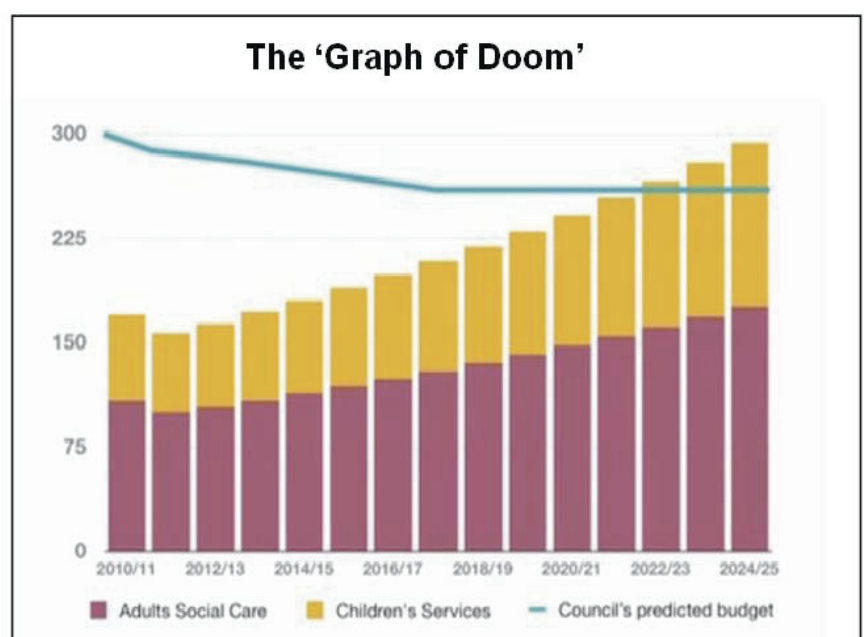
2.1. The grand societal challenges

According to statistical forecasts, most of Europe remains in a state characterized by relative economic fragility and the likelihood of an extended period of relatively low GDP growth. This slowed-down economic performance acts as a brake on sustainable economic growth, leading to stabilised inequality and instability in European society.

Future social challenges are daunting and it was perfectly expressed by the famous **Barnet Graph of Doom** in the UK (see below). Presented as a PowerPoint slide, the graph was used to focus the thoughts of the city councillors, showing that within 20 years, unless things change dramatically, the north London council of Barnet will be unable to provide any services except adult social care and children's services.

The important issue is the debate around the phenomena sensitively touched by the graph: demand driven spending will create a huge **supply-demand gap in the coming years for local governments, not only in the UK.** At various levels, but the above societal challenges will have a dramatic impact on all European economies and societies, making UK's policy answer (Localism Act, see below in Annex 2.) extremely interesting for all European countries.

Moreover, the challenge of public services described by the Graph of Doom is mostly driven by demographic change, what The Economist magazine calls a global *"slow burning fuse"*. Indeed, the **challenges of the ageing society** are more and more evident not only for researchers and politicians, but for the general public as well,



The Graph of Doom: local authority income against expenditure

and – to be very honest - it is also a more “pleasant” challenge to deal with and thus it provides a **great opportunity to start public service reform here**. However it is also important to point out that an ageing society does not only implicate the direct costs of care and pensions, but also the spin-off implications for a changing labour market, changing social model, and for intergenerational inequality (*Kippin, 2015*).

There is no need to list and explain in more detail the other ways in which our society is affected by the above grand societal challenges. Instead of that, it is worth quoting recent research (*Randle and Kippin, 2014*), which, in connection with the ageing society, concludes that for instance the UK is almost certainly not ready for what is to come. What is there to say about other countries, facing more or less the same societal challenges, but which have not yet stepped forward at all?

2.2. The impacts of the digital revolution

As citizens we are more and more tech-oriented, consumer-minded and demanding than ever. **New technology can itself stimulate new forms of communication and social demand, and offers solutions at low cost and on a large scale.**

The new technological innovations such as open data and the incredible spread of social media lead to more information and knowledge exchange as well as enhanced connectivity, openness and transparency occurs on all levels (*Benkler, 2006*). We, citizens, are nowadays more aware of our rights, we have better and quicker access to information (on public services as well) and consequently have higher expectations of service levels. Citizens and businesses are therefore expecting better and more individualised public solutions and services, efficient and effective service delivery, burden reduction, transparency and participation. Enhanced connectivity also creates an environment for more collaborative public services, where the borderline between producers and users of the service is blurred.

The impact of the technological transformation is even greater on new generations (Y, X and Z generations, or generation C where C stands for ‘connect’, ‘communicate’ and ‘change’): they are online most of the time, comfortably participate in social networks as well as generate and consume large amounts of formerly private information (*A vision for public services, European Commission, 2013*).

2.3. The impacts of budget cuts and efficiency of public spending

No doubt, most European cities can report that while their costs are increasing year by year, they get less and less support from the state. Budget cut was one of the reasons which made local leaders in Eindhoven think about launching a new welfare system locally. But in Eindhoven for example budget cuts, which are realised now year by year, are associated with a shift of tasks from national to local level, which makes the challenge even bigger (doing more by using less resources).

Realisation of inefficiency in public spending is another factor behind. In the UK, where a huge public service reform has been realized recently, total public spending increased by 57 percent in real terms from 1997/08 to 2010/11 – from 38 percent to 48 percent of GDP (*Open Public Services, White Paper, HM Government, 2011*). In spite of some good results in international comparisons, yet *“the differences in the social outcomes experienced by the most and least well-off have remained static over the last ten years despite these huge increases in public spending. We can do better – these outcomes are neither socially just nor economically efficient. Poor performance could be offset by higher spending when the economy was booming but this option is unsustainable now that the country needs to limit public spending to deal with the deficit. Decades of top-down prescription and centralisation have put bureaucratic imperatives above the needs of service users, while damaging the public service ethos by continually second-guessing highly trained professionals. In future, people should be in the driving seat, not politicians and bureaucrats.”* (*Open Public Services, White Paper, HM Government, 2011*)

2.4. A historical moment to reorganise the Welfare State

The well-known, old model of public management was developed in the period of mass production and *“draws on a machine-based mental model. It is a centralized command and control structure whose function is to bring standardisation and efficiency in order to raise volume of outputs and overall quality. Like the controller of a machine, the role of the public manager is to direct activity through top-down strategies and performance man-*

agement, while the **role of frontline public workers is to deliver a standardized service to citizens who are passive recipients**. If the activity at the front end does not conform to plan, then corrective action is needed.” (Kippin, 2015)

The welfare state model relies on a good, central plan to start with. It assumes that the environment in which public managers operate is safe and known, only the right technical expertise should be added by them. Public managers are therefore in a crucial and privileged position, depending on their situation in the hierarchy. Unfortunately this traditional model is not suited to the nature of social challenges today, since these are more complex and thus highlight a need for a completely new approach.

Public services are undergoing a period of significant transformation, not only in the so-called “developed” countries, but in “developing” countries too. In order 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 and use or embed their knowledge, skills and personal experience, and how to create bridges among these by activating their social networks.**

We have a strong belief in the Welfare State, however it was born under completely different socio-economic backgrounds after WWII. So decision-makers, social workers, front-line officers, citizens, social innovators and change makers are indeed in a position to re-think the Welfare State and rebuild a new, collaborative service provision. **Participle**¹⁰, a leading think-and-do-tank based in London summarises in their essential paper (Cottam, 2008) the **obstacles the recent Welfare State and its public service delivery cannot cope with effectively**, as follows.

2.4.1. The recent welfare state and related public service system reproduces inequality

Despite improvements in overall outcomes, such as life expectancy, existing top-down services reproduce social inequalities, and often these are widening and entrenched. Emerging differences are well-known not only in the UK, but in the rest of Europe as well, rooted in the increasing societal challenges of the past decades. As for its territorial dimension, even the European Commission confirms that at the moment, smart, sustainable and inclusive dimensions of growth are territorially uneven and the general trend towards convergence in the EU territory is on hold due to the crisis (ESPON Atlas 2013).

Hilary Cottam, leader of Participle mentions in her fresh TED talk¹¹ a case, when a British family was connected to 73 (!) different public services (managed by 24 municipal departments), but this very expensive and huge support was just enough to keep the family’ status-quo. The phenomenon is likely well known in other EU countries as well.

2.4.2. The recent welfare state and related public service system creates dependency

For disadvantaged people, the way existing services work is often disempowering and prone to locking them into a “vicious cycle of need”. **In order to qualify for services, needs often have to be overemphasized**, and there is rarely any incentive to live in a different way. The result is **generations who transfer their dependence on the state from parents to children**, locked into places and lifestyles, from which they simply cannot escape as no other lifestyle is available for them (Cottam, 2008).

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.

2.4.3. The recent welfare state and related public service system is expensive

Existing services are poor at preventing social problems, and better equipped for reacting to emergencies, which is very expensive. Within the WeEindhoven model the basic concept is to “replace” as much as

¹⁰ www.participle.net

¹¹ Hilary Cottam: Social services are broken. How we can fix them - https://www.ted.com/talks/hilary_cottam_social_services_are_broken_how_we_can_fix_them?language=en

possible the expensive individual claims to social services provided by “specialists” with voluntary work and interactions among the local social network. **When combined with the training and expertise of professionals, volunteers (especially if they are peers) can create better experiences for service users.** *Successful public services will increasingly find their role as creating connections between people, rather than reinforcing divisions (Meera Chadha, 2015).* The same theory is behind the **Cities of Service model**: real value can be generated when the voluntary and community sectors work with public services to create a more joined-up service and experience.

“With open public services, the job of government is not to specify which sector should deliver which service to which people; rather, it is to create an open framework within which people have the power to make the choices that are best for them, and where all good, innovative ideas for improving the quality of services are welcomed and encouraged” (Open Public Services, White Paper, HM Government, 2011).

We can identify two types of demands made on public services (*Our Place Guide, 2015*):

- real demand experienced by the person who really needs help;
- “artificial” demand for public services, generated only as a result of an intermediate organisation not taking the right action (failure demand - demand caused by a failure to do some thing or do something right for the customer).

*“Re-presenting with the same problem is one type of failure demand. Other types include progress chasing, and re-work because of bureaucratic complication. These create high volumes of administrative work, consuming capacity, driving up costs and ultimately not solving people’s problems. **The extent of failure demand is enormous**” (Our Place Guide, 2015).*

It is complex to calculate cost savings related to public service reform, but for example Design Council states¹² that *“for every £1 invested in the design of innovative services, our public sector clients have achieved more than £26 of social return”.*

By providing key alternatives including offering personal transport budgets to enable parents to transport children themselves or commissioning alternative approaches, and Independent Travel Training to train some children to be able to access public transport by themselves, Coventry City Council arranged ca. £ 1 million savings, based on latest financial projections.¹³

But money is only one way of measuring (in)efficiency. In the great work done by Participle in Swindon, UK (also explained in the *URBACT Capitalisation Paper: Supporting urban youth through social innovation*), Participle’s “change makers”, community developers spent 8 weeks with the disadvantaged families experiencing their lived realities. At the same time, Participle made a study of the frontline workers involved with these families, and they found that **74% of their time was dedicated to administration work with only 14% of their time spent face-to-face with those they supported**, and much of that focused on data gathering. Aside from its ineffectiveness, neither the frontline workers nor the families felt content or empowered in this system¹⁴.

The Our Place Guide suggests that the two main causes of increasing failure demand are the belief in:

- standardisation of services (only a set number of “solutions” can be offered to people despite people’s needs and circumstances being different) and
- ‘economies of scale’ (that services are delivered more efficiently by large organisations who can make costs savings due to their size).

“Together, these beliefs prevent organisations from designing and delivering services that understand and meet people’s needs. Demands on public services are person-shaped, not service shaped so understanding the context and underlying causes of people’s problems is fundamental, i.e. to understand it in human terms. When services fail to solve the underlying problems, they amplify work, appearing frenetically busy while accomplishing less and less. Services based on identifying needs rather than working to solve these issues fail to help individuals and communities build self-sustaining support systems that increase agency and independence. Instead they increase resource consumption and dependency (Our Place Guide, 2015).”

¹² www.designcouncil.org.uk

¹³ <http://www.behaviourchangecentre.co.uk/case-study/reducing-spend-on-sen-transport/>

¹⁴ <http://www.participle.net/families>

2.4.4. The recent welfare state and related public service system cannot efficiently tackle the new problems

Obviously, the challenges themselves have changed in the last decades a lot. Chronic disease, depression, isolation and ageing, constant labour market disparities, migration, the scale of inequality and of course the environmental challenge are largely issues that were simply not foreseen or not in such a serious level of risk after WWII. More importantly, **they are different by nature and often demand a holistic approach, underlying socio economic circumstances which are the root cause of many challenges.**

We are only just beginning to understand the scale of the opportunity and, at the same time, trial, presented by the environmental challenge. We are not yet able to grasp the extent to which this will need to question old ways of doing business and still talk in the same breath of the need for traditional economic growth. **As for the reorganisation of the Welfare State and public service reform, at least Europe has invented new ways of doing business and that gives grounds for trust.**

Last, but not least we are facing intellectual change arisen partly from digital revolution, mentioned above: we live together with gadgets, sometimes it is even not easy to decide whether we own our beloved IT equipment or it owns us (for some self-criticism, check the *'I forgot my phone'* movie on YouTube ¹⁵). We have new ways of looking at the world, we live and work in networks, and developments in science and technology in particular radically change the way we can organise our responses to the above issues and communicate with each other.

2.4.5. A need for open and collaborative government

Economic and societal challenges and budgetary pressures force governments to be even more efficient, reduce costs and be more competitive in a multi-polar world. These challenges created renewed momentum for the modernisation of public administration. In order to meet these demands, new and creative ways have to be found that improve quality and provide tailored solutions, while reducing costs.

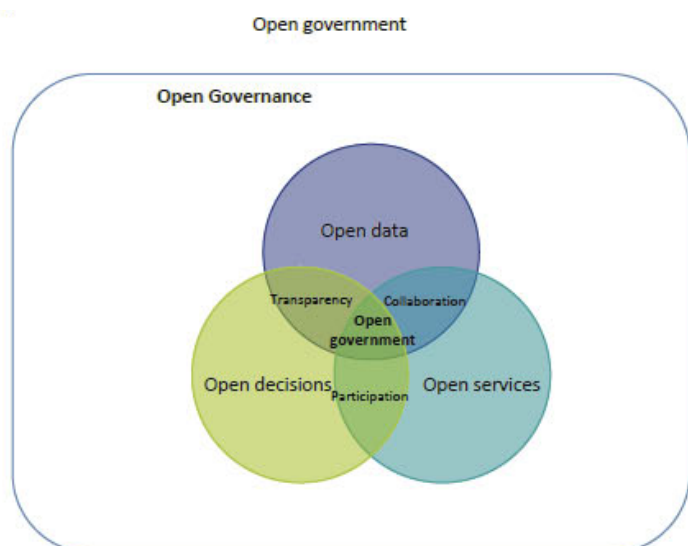
The future of governance is less and less in the hands of governments alone. Understanding its importance, **the Localism Act for instance intends to transfer power from the state to individuals, neighbourhoods or the lowest possible tier of government, in that priority. What remains of state power will be used "galvanising, catalysing, prompting, encouraging and agitating for community engagement and social renewal".**

Technology has truly empowered everyone, including the ordinary citizens who have been offered a way to make their voices heard and challenge government leaders about their ability and willingness to address public concerns and requests (*A vision for public services, European Commission, 2013*). For instance, mobile apps are paving the way for city administration to interact in real time with the public and receive more feedback than had previously been imagined. Mobile apps have the potential to enhance city planning efforts and make it easier for the administration to communicate with the public, share ideas, and engage.

*The increased connectivity of citizens and businesses, the possibility for people to work together, perform tasks and distribute workload regardless of distance and boundaries as well as the availability of previously closed information and data mean that **governmental tasks can also be performed - completely or in part - by citizens, companies and others.***

*A possible approach to pursue is therefore triggered by the advent of social media, ubiquitous mobile connectivity and web 2.0 activities, which allow not just for mass dissemination but also for mass production and collaboration. The term co-production is not new, what is new is the ability of this form of citizen and user engagement as a source of innovation; the implementation of new or significantly improved ways of providing public goods and services (*A vision for public services, European Commission, 2013*).*

It is considered that engaging with the wider public can help meet the challenge of rising expectations. **It will make the services more user-friendly and effective, improve the quality of decision-making, promote greater trust in public institutions and thus enhance public value.** This approach, driven by opening up and sharing assets - making data, services and decisions open - enables collaboration and increases bottom-up, participative forms of service design, production and delivery. The kind of public sector organisation that is at the heart of this



transformation is open government, based on the principles of collaboration, transparency and participation and functioning within an open governance framework (*A vision for public services, European Commission, 2013*).

Furthermore, partially due to the economic crisis, the younger generation is leading the way toward a “sharing society”; a form of collaborative consumption; renting, lending and even sharing goods instead of buying. “Some literature talks of the emergence of a new kind of “social economy”; relying on the intensive use of distributed technology enabled networks and characterised by collaboration and blurred boundaries between production and consumption” (*A vision for public services, European Commission, 2013*). In addition, representative democracy is increasingly being joined by participatory tools for engaging the public in debates and decisions. Just one example of the radical changes

these new approaches highlight: while implementing its vision of a self-sufficient city, Barcelona establishes fab labs (fabrication laboratories) in every neighbourhood, just as libraries of the future¹⁶.

While policies and initiatives are more and more popular with regard to ‘open data’, ‘open decisions’ and the cross-cutting fields (see the circles above), methods on how to open up public services, especially social services are far less known, citizen engagement in public services is not significant. However, mobilising people to help each other in or alongside public services should be the core organising principle for public services (*Emma Clarence, Madeleine Gabriel, 2014*).

Finally, it is also worth mentioning how important the public sector is as the biggest consumer of the economy. “Public sector represents almost 50% of EU GDP and about 17% of employment. Public sector innovation and the modernisation of public administrations are an important underlying factor for economic growth. Addressing problems in the public administration could contribute to fiscal consolidation, competitiveness and growth prospects and also yield considerable public savings” (*A vision for public services, European Commission, 2013*).

3. The ideal public service provision

Within the theory of open governance, the most important question for the CHANGE! network is how to redesign social (public) services by using people power and by activating the energy of relationships. Moreover, the different ways in which a city can create an open environment for innovation in public administration, and how all of this can be measured, occupy a central position.

We need to find more effective ways to deliver services including new approaches which prevent problems, and reduce future demand. From community budgets to participatory budgets, from peer support networks and shared lives to shared decision making in patient care and community ownership in public services, evidence suggests that services which are better aligned with the needs and wants of local people run more efficiently and cost effectively.

Collaborate¹⁷, an independent community interest company focusing on the thinking, culture and practice of cross-sector collaboration in services to the public, says that “we should explore how we could effect a shift from a relatively narrow and historically path-dependent notion of public services, to a new social compact that recognizes a different set of roles and responsibilities for each sector of the economy within public life (Kippin, 2015).

Effective public services have a number of common characteristics (*Open Public Services, White Paper, HM Government, 2011*):

- **They are local:** local organisations know local people and local problems the most, know other services and organisations, and thus are more able to deliver appropriately. By working locally and make the necessary join-up of services you can remove the duplicated transaction costs and unnecessary work that happens when people ping around the system. In the WeEindhoven model, if local solutions can be offered to the resident by the generalist (e.g. through linking the service need to a volunteer or a local NGO, combined with personal coaching) there is no need for asking immediately professional help.
- **Help people help themselves:** build strength not dependency. Effective services ask, ‘What do you need to help you live a good life?’ The focus is on strengths that allow people to make their own decisions, rather than needs which render them more dependent on others and end up obliging them to lead the lives that others decide.
- **Focus on what people need.** Predetermined targets and prescribed lists of activities start from the wrong place. Effective services empower the front line - in any sector - giving them the flexibility to work outside typical professional boundaries, and resources at their disposal to “do the right thing” in any situation.

In its essential work (*Beveridge 4.0., Cottam, 2008*) Participle recommends a major shift from an outmoded and empirically disproven practice to a new and researched practice, created in collaboration with the wider public. A shift from:

1. Needs to Capabilities
2. Targeted to Open to All
3. Financial Focus to a Resource Focus
4. Centralised Institutions to Distributed Networks
5. Individual to Social Networks

These characteristics of a future service provision is summarised below based on *Beveridge 4.0.*

3.1. A capabilities model

The Welfare State we have inherited is a needs-based model. With some exception individuals need to prove that they are eligible to receive a service or state support, a process of self-definition that can become self-

belief; a process that is negatively self-perpetuating (Cottam, 2008).

Much of the recent practice (from Participle to the WeEindhoven model) has shown us the power of inverting this model, by thinking about the assets of individuals and communities, and how these might be developed and supported as positive capabilities. Capabilities touch many parts of our lives, but the most important aspects are relationships, work and learning, as well as ageing.

The lenses of our relationships offer a powerful critique to the traditional policy-based, service mentality. Instead of individual claiming ‘I need x or y benefit or service’, in line with the Generalists of the WeEindhoven social experimental programme, we should ask clients of different services: which way do you want to live and what would you like to be able to do to achieve that?

“Relationships today are fighting a social recession. The capability to build and sustain relationships has been complicated by social upheaval: changing family structures, geographic dislocation, and the pressures on time brought about by a constant re-definition of work and the extension of private competition into areas of intimate, personal life. The results are costly in terms of depression, mental illness and social dislocation” (Cottam, 2008). It is not easy to build on relationships, and there are huge cultural disparities among the different Members States influencing significantly this question (e.g. paternalism, lack of volunteer culture).

The capability for forming relationships is very much connected to world of work and learning, and the most relevant example for that is the case of NEET (not in employment, education or training) youth. **Young people often thrive when they are supported by a network of supportive peer relationships.**

Time to care and to nurture relationships is too often at odds with the demands of the labour market. Conversely we also see how an emphasis on the acquisition of basic skills at the exclusion of a focus on softer relationship skills, so called social capital, locks many into low paid, low skilled work. This is why apprenticeships or in more general, work-based learning models are at the centre of European vocational education and learning, and also the EU2020 Strategy.

As for ageing, growing evidence clearly shows that by ensuring that the elderly remain healthy, active and independent after retirement, their “pressure” on public budgets and pension systems increases significantly more slowly. Just one example: a comprehensive Hungarian study proved that the mental health of elderly people significantly progressed in a very short time after they had started to use SKYPE and managed their relationships by using it (Széman, 2012).

3.2. Universal Preventative Services: open to all

The nature of the challenges we face, from climate change to chronic diseases, calls for universal, **preventative services** – solutions which are open to all, and open to mass contribution as well as mass use. The Welfare State should be transformed into “Preventive Welfare” as CHANGE! partner, Municipality of Forli called it. If the new systems are able to provide an incentive framework in which every citizen is actively responsible for contributing to the public value, much less demand shall be tackled as emergency (Forli’s good practice of Volunteer Readers provides an excellent case to think about how a volunteering movement can be organised in or alongside public services).

3.3. Resource focus

By using an ethnographic research approach (see below) **the new system effectively focuses on root causes**, and often shows that resources are in the wrong place. Indeed, individual budgets are used successfully in many cases enabling those with difficulties to unlock their capabilities. Participative budgeting, originally used in Porto Alegre, Brazil, has already showed the power of sharing financial responsibility. By proper co-design and framework, this power can be used in the new service delivery.

3.4. Distributed institutional networks

Our existing Welfare State and public services operate on highly centralised principles. Not only more power for the local institutions is needed, but **effective public services shall be co-produced and managed by people and communities.**

In the new, ideal public service provision citizens can group together and put members on the so called civic companies that are designed to meet their needs. As such they can co-create and co-produce the services they receive. The civil companies, themselves, have formed by putting places in the board for citizens and users of services who wish to engage and take up membership. These civic companies join the central management of public services, representatives of their board sit on the central board and manage the budget allocation of the centre (Bond, 2009).

3.5. Social networks

Our lives are greatly determined by social networks: those of us who have strong bonds with families and friends tend to live longer and happier lives. Making changes in our lives is also easier if we are supported by friends. *“Research shows conclusively that our behaviour is influenced most strongly by our peer groups builds on these insights by harnessing the potential of the bonds of friendship to make deep and lasting changes in people’s lifestyles.*

People want to support each other but the systems and services on offer make this hard, if not impossible. The old people’s home is a graphic illustration. An option chosen by most families at the end of the line, when caring for a relative has become too difficult, it as if a loved one is imprisoned there. Where before families felt broken by the level of care they needed to find, without support, now they are seen as interfering if they try to contribute in some way (Cottam, 2008).

This is a deep challenge of social reform. **Public services need both to be based around social networks – taking into account families and friends, rather than focusing on the individual – and designed to foster these relationships.** It seems that somehow, supported by strong governmental frameworks and incentives, we should find a post-modern way back to the original, supportive and caring family life model.

“Nature might have it differently. As people, families, communities and society, we collaborate all the time. Notable recent research informs us that we are hard-wired to be collaborative, social animals. As declining levels of trust in government and the professions indicate, we implicitly recognize that neither government nor any sector alone can solve the complex array of social and economic issues facing society” (Kippin, 2015).

However the culture to work in silos is surprisingly strong. And even those who want to work across lines are often constrained by regulatory, policy and legal frameworks, not to mention cultural and political barriers to change. *“Often these are valid or necessary. But all too frequently they are used to shut down the conversation about working differently before it can begin” (Kippin, 2015).*

“More than ever, it is the relationships and the balance of risk and trust between service users, (public service) providers and their communities which count”. (Julia Unwin, 2014)

Based on think-and-do-thanks experience, the assumption that we want to be atomised consumers is not true, being told that it is our responsibility to ‘get it’. Instead, people want to be socially connected and to collectively make things happen. Everyone copes with tears when witnessing true solidarity and devotion. People care when they have the necessary knowledge¹⁸.

4. Key definitions used in the CHANGE! network

CHANGE! focuses on people-powered social services and intends to measure how partner cities move forward on the Social Innovation Spiral related to public services. In order to focus the network activities, it is worth clarifying some key definitions from the perspective of the network.

4.1. Public services

Public services are services offered to the general public and/or in the public interest with the main purpose of developing public value. Public value is the total societal value that cannot be monopolised by individuals, but is shared by all actors in society¹⁹. **Within the CHANGE! network we deal mainly with social services as our work is organised under the Thematic Objective 9 (Promoting social inclusion and combating poverty)** and, secondly, we focus on people-based public service reform, understood as ways in which the existing public services can be made by using the power of relationships (between people and institutions).

4.2. Design thinking

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. From the perspective of open government the most important factor is the interaction between the end-user and the front-line officer (social worker), this is the point where public value is generated. By putting the end-user into the centre of the design process, design thinking is essential in public service reform.

The UN Development Programme Global Centre for Public Service Excellence says: *“design thinking is an explicit human and user-centred approach. It leads to solutions that are progressively refined through an iterative process of providing voice to end-users and engaging them in shaping decisions (professional empathy and co-creation); of considering multiple causes of and diversified perspectives to the problems at hand (scaling); and experimenting initial ideas (prototyping and testing). As such, it is most promising when innovation rather than adaptation is needed (Allio, 2014)”*

4.3. Social design

Social design is meant to empower people at local level to invent together solutions to economic and social problems, and in our case to make social services more effective. It contributes to offer new values to guide public administrations' actions through collaborative working, experimentations and prototyping. In spite of the fact that the techniques developed vary considerably, they rarely resemble the more traditional forms of service-planning in the public sector, in which either formal meetings are the dominant form or where experts arrive at solutions by linear analysis. Social innovation practices tend to be looser, 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.

4.4. Ethnographic research

This is a very important approach! Public agencies typically know less about the real needs, wants and aspirations of their citizens which lay beyond those needs or responses relevant to the services they provide. **Mapping not only social need but assets, capabilities, resources and networks, including through forms of ethnographic research,** brings the possibility of getting beyond the service lens and designing investment strategies that incorporate outcomes which are meaningful to people on the ground (the expres-

sion refers to ethnographers' basic method to get to know a completely unknown culture).

4.5. Social innovation

Social innovation is a valuable response to the societal challenges Europe is faced with. *“Social innovation can be defined as the development and implementation of new ideas (products, services and models) to meet social needs and create new social relationships or collaborations. It represents new responses to pressing social demands, which affect the process of social interactions. It is aimed at improving human well-being. Social innovations are innovations that are social in both their ends and their means. They are innovations that are not only good for society but also enhance individuals' capacity to act. They rely on the inventiveness of citizens, civil society organizations, local communities, businesses and public servants and services. They are an opportunity both for the public sector and for the markets, so that the products and services better satisfy individual but also collective aspirations. Stimulating innovation, entrepreneurship and the knowledge-based society is at the core of the Europe 2020 Strategy. Social innovation describes the entire process by which new responses to social needs are developed in order to deliver better social outcomes (Guide to Social Innovation, European Commission, 2013).*

By nature, many social innovations concerns service innovation as well. This includes innovation in services and in service products, new or improved ways of designing and producing services, organizational innovations and the management of innovation processes enabling organisation to support social innovation.

In the CHANGE! network we deal with social innovation related to public services. Whether the innovation comes from outside (citizens) or inside of the administration, the core topic is to transform social services towards a more efficient delivery by fostering interactions among citizens (people-powered). Social innovation theories offer new solutions, new methodologies and new conceptual frameworks for public administration.

4.6. Open government

As described above, opening up and sharing assets enables collaboration and increases bottom-up, participative forms of service design, production and delivery. **Open government is described as putting collaboration, transparency and participation in the heart of the actions.** Although it is not the main focus of the CHANGE! network, open government is an inevitable topic for CHANGE! partners, meaning that such a complex social change cannot be analysed piece by piece, open government themes mean **preconditions for reaching collaborative public services.**

5. Policy answer: the perspective of social and public service innovation

The increased importance of social innovation in the Cohesion Policy is clearly visible. The EU2020 Strategy declares that *“moving out of the crisis is the immediate challenge, but the biggest challenge is to escape the reflex to try to return to the pre-crisis situation”*. **Europe needs radical change, in all policy areas. In doing so, Europe’s exit from the crisis must be the point of entry into a new economy, which needs new governance models.** In order to achieve smart growth, the EU2020 Strategy mentions, among others, strong values, democratic institutions and the consideration for economic, social and territorial cohesion and solidarity as strengths of Europe in comparison with its competitors.

Social innovation is promoted in the EU2020 Strategy as a new way to support and increase economic growth. **Sharing the responsibility and the leadership, redesigning and building up collaborative public services aims to democratise the access to well-being and increase social integration.** According to the EU2020 Strategy, **cities should rely on the inventiveness of citizens, civil society organisations, local communities**, businesses and public servants and services: *“Social innovation is an opportunity for the public sector as well as for the markets; so that the products and services better satisfy individual but also collective aspirations. Stimulating innovation, entrepreneurship and the knowledge-based society is at the core of the Europe 2020 Strategy”*(*Guide to Social Innovation, European Commission, 2013*).

Social innovation is everywhere now in European policy, but it is not a panacea, if the institutional frameworks do not give space for social innovation to flourish. Moreover, what Europe lacks is not only social innovation, but also the ability to scale it up and the capacity to influence the policy frameworks as policy reforms are based on insufficient evidence and impact evaluation.

If collaborative public services have the potential to reduce costs, solve problems more efficiently, and improve knowledge and social inclusion, **the question is how social innovation can be interpreted in public administration, in order to achieve a “letting them go responsibly” attitude.**

5.1. Social innovation in public administration

Social innovation puts the capacity to harness innovation at the core of public service. For the public manager, there are three important features of social innovation. The United Nations Development Programme’ Global Centre for Public Service Excellence summarizes it as follows (*Tucker, 2014*):

1. **Experimentation.** Social innovation brings an experimental approach to public service. *Experimentation entails an evidence based approach, acknowledgement of the limits of current knowledge, multiple small bets about what might work, and acceptance that some attempts will fail but provide learning that builds towards future success* (*Tucker, 2014*). New initiatives are treated as hypotheses to be tested through prototyping, piloting or other means in order to build enough knowledge about effectiveness to have the confidence to deliver an initiative at scale or more permanently.
2. **Networks.** Social innovation works in distributed systems, or in open ecosystems, where innovation can easily disperse. Public managers must support and partner with social innovators: people who initiate and lead social innovation initiatives, and who can be found anywhere within the system, but tend to be semi-outsiders and boundary spanners.
3. **With users approach** (and not for them). Citizens and service users are in the centre of the social innovation process. They can bring insights and assets to help public managers achieve their policy objectives. Social innovation can be developed only ‘with’ and ‘by’ users, and cannot be delivered ‘to’ and ‘for’ them. This is why co-design (social design) and co-production are common elements of social innovation.

According to the theory, social innovation offers two additional ways to sustain new projects beyond mainstream public management practices.

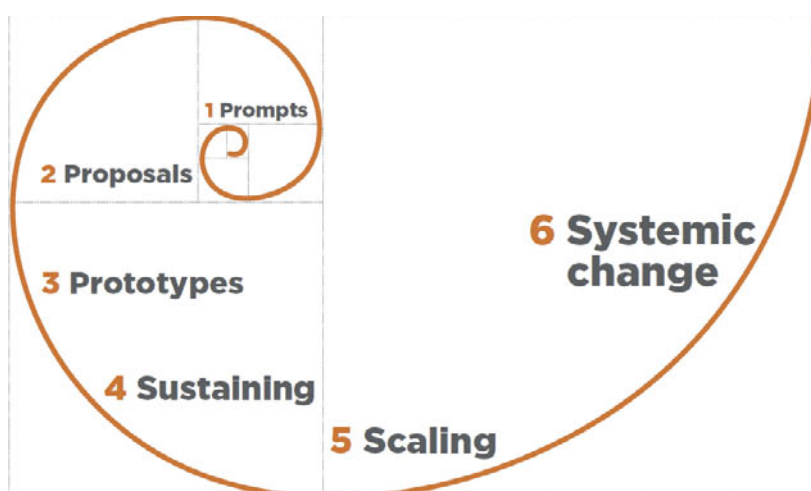
1. The first way is through **the creation of marketplaces and introduction of competition**, fostering social enterprise and the concomitant social investment market.
2. **The second is through task-shifting public service functions to volunteers or micro entrepreneurs in the community, which often achieve better and cheaper results.**

The CHANGE! network focuses on this latter, and especially regarding volunteers (people-powered).

Besides scaling up social innovation to systematic change and moving forward to collaborative public service delivery, which is the object of a broad debate in Europe, another key urban challenge for many cities in more centralised countries is to start such a complex process, as effectiveness of change is deeply rooted in the diverse cultural and socio-economic backgrounds of European cultures (see the volunteering indexes and relevant figures of the World Value Survey at partners profiles). There is no “one size fits all” solution. No recipe how to open up public services.

In line with the main objective of the CHANGE! network (identifying different cultural and socio-economic parameters and, based on these, model different pathways for culturally and socio-economically different cities to move forward on the Social Innovation Spiral), public administration has the below opportunities related to each specific stage of the Social Innovation Spiral to tackle collaborative public service delivery.

CHANGE! intends to use the Social Innovation Spiral (*originally initiated by the Young Foundation and NESTA, Murray, Caulier-Grice and Mulgan, 2010*) as the fundamental thematic background. The Spiral, which is characterised by experimentation, testing and continual learning loops, illustrates how, through which key steps grass-root ideas on social innovation can lead to systematic change. The stages on the Spiral are as follows:



1. Prompts, inspirations and diagnoses: factors highlighting the need for innovation (e.g. a crisis, public spending cuts, poor performance, a relevant strategy) as well as the inspirations which spark innovation, from creative imagination to new evidence.
2. Proposals and ideas. This is the stage of idea generation.
3. Prototyping and pilots. This is where ideas get tested in practice.
4. Sustaining. This is when the idea becomes everyday practice.
5. Scaling and diffusion. At this stage there is a range of strategies for growing and spreading innovation – from organisational growth, through licensing and franchising to federations, and other types of looser diffusion.
6. Systemic change. This is the ultimate goal of social innovation. Systemic change usually involves the interaction of a variety of elements: social movements, business models, laws and regulations, data and infrastructures, and entirely new ways of thinking and doing.

The question is how to understand and interpret the different steps related to public service reform? Especially how to start such a process, if open government measures are not used in internal policy processes? In line with the recommendations of the UN Development Programme' Global Centre for Public Service Excellence (Tucker, 2014) the different stages of the Social Innovation Spiral are explained below with a focus on public service change and public administrations.

5.1.1. Prompting social innovation

It is definitely more than “just to make happen”. Public managers can help create an open environment promoting and supporting social innovation:

1. They can ensure that **public sectors workers are receptive to absorbing innovation from outside**. The role of city leaders is crucial in this process. Also, knowledge sharing possibilities (e.g. URBACT Programme) and specific trainings, workshops for front line workers are essential.
2. They can make an effort to get to **know better the needs and preferences of service users**, and putting them at the heart of public service design and delivery.
3. Public administration can **foster opportunities** for people interested in social innovation to come together from diverse backgrounds **to be inspired, learn and exchange ideas**.

For the first point, the example of **Gdansk** provides a very interesting case study for all CHANGE! partners, as the innovation came from the mayor itself, and the city is located in a post-socialist country. URBACT Capitalisation Paper on social innovation (Social innovation in cities, 2015) provides a deep insight into this topic.

As for training for front line officers, the London based **Design Council** offers a three step training programme for instance²⁰: 1. introductory training introducing the value of design as a driver for innovation; 2. accelerated cohort-based training improving the understanding of the value of design; 3. intensive, project-focused coaching, which enables teams to define, develop and implement new solutions. Another example is the **facilitative leadership for social change** training organised by the Boston based Interaction Institute for Social Change²¹. This training offers practical skills and tools for tapping the creativity, experience and commitment of those they work with and provides participants with a forum in which to explore their challenges and aspirations as leaders. At the heart of the workshop are powerful leadership practices that enable people to move together from vision to action in new ways. The workshop also affords an opportunity to consider how their interior condition (heartset and mindset) acts as a core foundation for their leadership.

Insights from citizens, communities and public service users remains an important ‘untuned stone’ in the search for innovation. Public bureaucracies are generally not very sensitive to the life experiences and daily needs of their citizens, and traditionally have not involved citizens in policy formulation or service delivery. Citizens may have the opportunity to vote periodically, but otherwise tend to be the subject of state action and regulation rather than an active participant. Actively engaging citizens can produce a much-enhanced understanding of problems that the government seeks to address.

Ethnographic research model and design thinking are two tools for tapping into that perspective to gain better insight into social issues and develop solutions. Although ethnographic research model is well-known among social workers (e.g. in Hungary the Hungarian Charity Service of the Order of Malta used this approach in a symbolic, very disadvantaged neighbourhood: step by step they bought flats and reached the 51% of property as owner, 2 social workers moved into the building and after some months of focused community work, social and financial support, where people also shared the costs, some key internal changes have been made), it has not been used so widely in the field of public services.

This technique was used by Participle in 2008 in **Swindon Council** to develop a new approach to stop the cycle of crisis for a small number of families that seemed to be falling through the gaps of the existing service provision. The families involved were characterised by complex inter-generational issues of neglect and deprivation. They were typically involved with multiple government agencies, each making interventions with little or no coordination with other departments. In the development phase, Participle mentors spent 8 weeks with the selected families experiencing their lived realities. At the same time, they made a study of the frontline workers involved with these families. Aside from its ineffectiveness, neither the frontline workers nor the families felt content or empowered in this system (this work was also highlighted by the URBACT Capitalisation Paper 2013 (*Supporting urban youth through social innovation*)).

20 see more: www.designcouncil.org.uk

21 www.interactioninstitute.org

The third approach is finding ways to encourage and bring together people interested in social innovation through events and networks. The **Dutch city, Amersfoort** provides a good example at this point. The full case study is described in the URBACT Capitalisation Paper (Social innovation in cities, 2015). The most important issue is that after having great successes in co-design of an urban rehabilitation programme and a food initiative, the city administration decided to open up more. It (the city administration) launched the **Year of Challenge**, and many innovative events (e.g. city café in which councillors meet citizens for half a day sessions to talk informally, deliberative event with randomly chosen individuals to have better insights). On top of that, the city challenged all city administration employees to become **'free range civil servants'**. Instead of spending their time in the office, they should move out and around in the city freely, decide where they go, gather information and bring back useful knowledge to the city administration. They should spend more time in the field, interacting with the citizens, instead of sitting behind their desks. The key qualities expected from civil servants in the Amersfoort administration's new mission statement are: curiosity, being close to residents and accountability²².

Worldwide, many cities organise **round tables, pecha kucha-like evenings, bootcamps, marketplaces or similar matchmaking events to connect citizens' good ideas with each other and with the administration, to refresh thinking, and to make silent voices audible.**

A very interesting initiative highlighted by UNDP Global Centre for Public Service Excellence (Tucker, 2014) is the **Social Safari run by Kennisland**²³ (The Netherlands). It has participants from different countries and in the midst of the 'urban jungle' participants set out to find new social solutions for some of the most 'wicked' challenges in the city. It is perhaps an interesting tool for exchange and learning activities to be organised within the CHANGE! network.

Some of the above actions and events can be co-organised or fully organised within the CHANGE! network as activities done by the URBACT Local Group.

5.1.2. Proposals for social innovation

The second step of the Social Innovation Spiral is about generating new ideas that might address the already identified need in a more effective manner than existing approaches. From this perspective, participatory decision-making and co-design techniques are important for public managers. This step refers mostly to the expression of social design. Participatory planning and budgeting is a technique that allows public managers to engage constructively with citizens or service users during the planning phase. It involves citizens directly in making decisions about how public money should be spent. Usually, this means involving citizens in identifying spending priorities, making and voting on proposals about how to spend the budget, and in overseeing and evaluating how the money was spent. Activities such as **Social Innovation Camps and hackathons** bring together people with similar interests but different skills to work on a particular problem for a limited period of time (often a weekend or 24 hours). Social Innovation Camp²⁴ began in London has now spread worldwide.

Actually each URBACT Local Group should run through this step during the CHANGE! network while preparing the action plan. On top of that, locally organised hack days can be ran within the local group as well.

5.1.3. Prototyping social innovation

There are many methods in use for testing ideas and refining them. These include proof of **concept testing**, in which member of the target user group are asked to assess and suggest improvements based on a verbal description, **visualisations or a paper prototype; formal pilots** in which the programme is run for a defined period and then rigorously evaluated; and whole **systems demonstrators** in which pilots of multiple interventions are run simultaneously to also assess their interaction and joint effectiveness. The work of a variety of agencies includes advising on the processes of elements of social innovation such as prototyping, collaborative learning, or replicating. NGO examples include the Kennisland (The Netherlands), the Young Foundation (UK), as well as some mainstream development agencies moving into the social innovation field such as Hivos (The Netherlands).

Not only concept testing within the ULG, but small-scale formal pilots can be realised within the ULG work as

22 See the related video: <http://www.socialinnovationexchange.org/categories/watch/mirjam-wingelaar-on-amersfoort-s-free-range-civil-servants>

23 <https://www.kl.nl/en/?s=social+safari>

24 www.sicamp.org

well (testing new voluntary actions with a limited number of participants, providing quick win for the local communities).

5.1.4. Sustaining social innovation

Public managers can foster the creation of markets in which social enterprises can operate or remove regulatory barriers to such markets. This can lead to job creation, fostering innovation through diversity of provision, reducing the barriers for innovators to get their ideas into practice, and provide a route to sustainability and scale for social innovations.

Creating markets and introducing competition is not always considered appropriate by policymakers. There are other ways, however, in which tasks are being shifted from state institutions and public sector professionals to more appropriate agents. The other approach is to shift tasks to volunteers within a community. **Engaging volunteers to improve communities and reduce costs of public services at the same time, activating the positive impact of volunteering initiatives – citizen-powered projects targeting specific needs and creating new relationships is a strong tool if managed appropriately.**

Comprehensive co-design of the service (project), meaningful partnerships, cross-sector collaboration and best practices are essential to this work. Residents can act as co-producers of solutions and work side by side with municipal government to re-design public services and boost real and lasting change. Actually this is the main aim of municipal government leaders in the **Cities of Service** coalition: *“designing and implementing service strategies to address myriad local challenges and engage city residents who want to volunteer and improve their communities”*.

Sustaining social innovation is an important level for more advanced CHANGE! partners like Eindhoven.

5.1.5. Scaling up and systematic change

For governments, social innovation will be of limited interest unless it can achieve impact at scale. There are many pathways to scale, depending on the kind of innovation and the context. It can be uncontrolled diffusion, meaning a low level of scaling. More direct diffusion is if the social innovation is managed (promotion through formal networks, multiplication, licensing, franchising) by a “parent” organisation. The highest level of scaling is organisation growth.

This is an essential point regarding system level social innovation in social services such as the WeEindhoven model. *“Social innovations inherently include changing the way things are done and the way social needs are conceptualized. In this sense, systemic change is the ultimate goal of social innovation, even if very few social innovations reach this stage. Systemic change is never achieved through a single organization or sector; it always involves a complex interaction of culture, consumer behaviour, business practice, legislation and policy. Moreover, it always involves a change to attitudes and behaviours and requires people to see and think in new ways. Systemic change requires sufficient incentives for incumbents to change their practice and behaviour”* (Tucker, 2014).

5.2. Public Sector Innovation

Public sector innovation is crucial at a time where the European economy is still fragile and public finances are under pressure. An expert group set up by the **European Commission recommends massive investments to increase European innovation capacity**. This should be done via comprehensive training of public managers, a new network for public problem solving and ambitious digital initiatives. The Group found four major groups of barriers to enhanced public sector innovation:

1. Weak enabling factors or unfavourable framework conditions
2. Lack of leadership at all levels
3. Limited knowledge and application of innovation processes and methods
4. Insufficiently precise and systematic use of measurement and data.

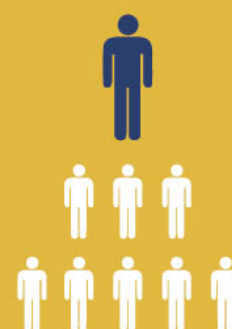
To address these barriers the expert group indicated four basic principles that should be at the heart of the future public sector:

1. Co-design and co-creation of innovative solutions with other Member States, other parts of government, businesses, the third sector and citizens.
2. Adopting new and collaborative service delivery models across public, private and non-governmental actors, both within and across national borders.
3. Embracing creative disruption from technology, the pervasive use of social media, mobility, big data, cloud computing packaged in new digital government offerings.
4. Adopting an attitude of experimentation and entrepreneurship. The government itself needs to become bolder and more entrepreneurial.

These cross-cutting recommendations underpin a further set of nine specific recommendations. The recommended actions have been grouped according to the particular institutional challenge they address and the innovation principles they emerge from.

Leading innovation

1. Establish a programme to empower and **network innovative public leaders** through 'deep-dive innovation' workshops. These would initially focus on around 50,000 key actors in European public services improving their understanding of different innovation approaches, techniques and tools.
2. Establish a **'Right to Challenge'** mechanism, whereby public organizations, local governments and even Member States could apply for an exemption from an existing rule or regulation. To be granted this right, applicants have to show how they would be better able to innovate to deliver improved public outcomes with this 'Right to Challenge'.
3. Establish an **EU Innovation Lab** inside the European Commission to support, facilitate and foster more innovation in the work of the Commission Services. It will also provide legitimacy and coordination to the initiatives proposed by this report and will directly support the cross-cutting Innovation Mainstreaming Programme recommendation.



Informing innovation

8. Establish a **Dynamic Innovation Toolbox** targeted at public managers, which will include a coherent set of tools focusing on collaborative innovation processes, building on a diagnostic of needs and including methodologies in human centred design and co-creation; and a comprehensive repository of innovative public policy and service approaches.
9. Establish a **European Citizens' Scoreboard** for public services, thereby providing benchmarks which would allow performance measurements and comparisons, with the objective to generate information for evidence-based decision-making.



Enabling innovation

4. Establish a network of **Innovation Single Contact Points** (iSCP) in all Member States, which will provide public sector organisations with fast, practical and low-cost assistance in the development of new solutions through a peer-led process.
5. Establish an instrument to coordinate the offer of technical assistance to particular Member States in replicating existing innovations. This will support the creation of ad-hoc **EU Innovation Delivery Teams** run by external mid-management officials who have overseen similar solutions in their home environment.
6. Establish an **Accelerator for Digital Innovation** in public services by identifying agencies across Member States that have a radical transformative potential to act as pilots and supporting their full digitisation through technology investments.
7. Establish a **Public Sector Angel Fund** to enable and encourage more experimentation and innovation activities in the public sector by providing easy and fast access to small-scale funding for trying out more risky solutions to problems.



6. A framework for people-powered social services

6.1. Why focus on people-powered public services?

The literature often uses **'social action' as synonym of people-powered public services**. 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 to mobilise people through volunteering in and alongside public services, how their effort could be embedded in public services to make them more collaborative and efficient.**

There are several reasons why the whole society can benefit by organising social action or people-powered public services in and alongside public services. NESTA' Centre for Social Action Innovation Fund highlights the below five points (*Emma Clarence, Madeleine Gabriel, 2014*).

- **Social action increases the resources available to achieve social goals.**
- **Social actions give public services access to new expertise and knowledge.**
- **It reaches people and places that public services cannot reach.**
- **It leads to a fundamental change in the way we respond to social needs and challenges.**
- **Social action can create better services and reciprocal value for the people who give their time.**

6.2. Focus of the CHANGE! network

The CHANGE! network focuses on the below principles:

- Co-designing (social design) social services towards a more collaborative service provision by fostering relationships among citizens within their local social networks (people-powered social services). This often means creating an urban strategy/policy which engages volunteers to improve communities and reduce costs of public services at the same time (similar to the aim of Cities of Service movement).
- As such a complex change in social services cannot be reached, nor analysed separately, other open government themes (open data, open decisions, participation, transparency, collaboration in other public services) mean preconditions for CHANGE! partners (as preconditions for collaborative public services).
- CHANGE! ULGs will co-identify different cultural and socio-economic parameters and, based on these, model different pathways helping them to move forward towards a more collaborative public service provision. The ULG work provides opportunity to go through the below collaborative framework and do a self-assessment regarding each stage of the Social Innovation Spiral/Collaborative Framework.
- Since the legislation of social services varies from country to country, each CHANGE! partner should focus locally on that activity which can provide an urban acupuncture effect regarding social innovation in social services.

6.3. Good practices related to people-powered public services

The fact that even in the most innovative cities public services are yet not designed to make the mobilisation of citizens in a more central position of the delivery proves that citizen engagement in public services is far from its

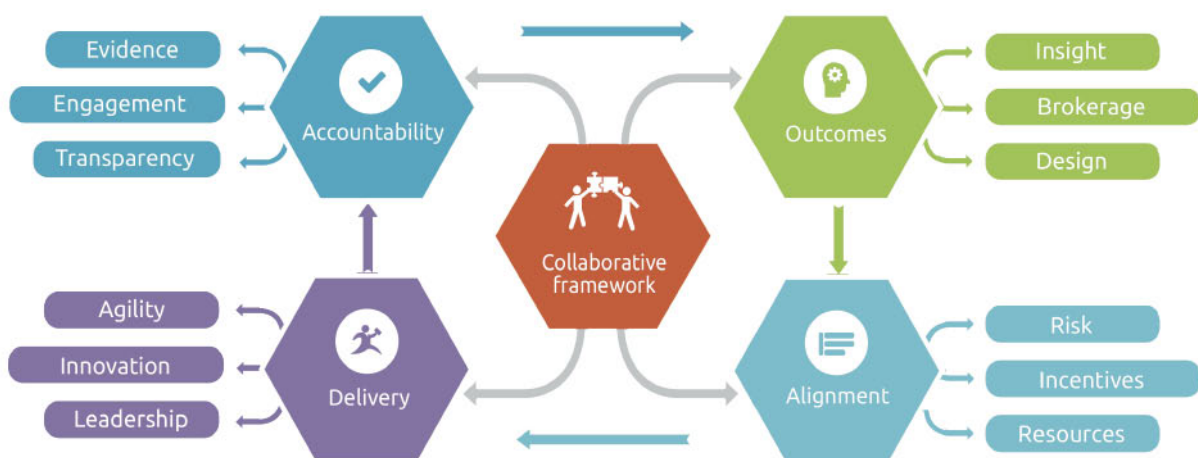
potentials. Yet in Eindhoven, where the radically new system delivery is based on the theory of people-powered public services, some powerful tools such as peer support are not widely used. Therefore it is essential to see some concrete examples how the social action might lead to preventive welfare and how it can be embedded into public services in a wider extent.

- **Peer support type of activities:** help provided by volunteers and especially peers - alongside with professional help or alone - can be powerful in connection with many groups of the society (e.g. elderly, youth, families, people with specific health problems, drug users). Facilitating peers to share knowledge is an efficient way to make public services more collaborative. This method is widely used in active ageing measures, but less popular in connection with other groups. From the practice of CHANGE! partners, the **Social Health initiative from Aarhus** is such a - still not systematised - method. NESTA provides many good examples with regard to youth (**Access Project, Code Club**) and families (**Home-Start, Family by Family, Family Group Conference**) (see more: *Emma Clarence, Madeleine Gabriel, 2014*).
- **Befriending Schemes:** e.g. **Diabetes Friends and Dementia Friends** (see more: *Emma Clarence, Madeleine Gabriel, 2014*). Actually these are real peer-support initiatives, activating relatively small volunteering efforts on the individual level, but the impact on the society can be significant.
- **The power of new relationships that boost social action** (“*unlikely connections for social action*” as the Unusual Suspects Festival slogan expresses it): it is about facilitating the encounters of those groups they rarely meet each other otherwise. As for CHANGE! partners, Aarhus provides an example with its **Dumpster Diving Café** project. Some inspiring cases NESTA highlights: **Shared Lives, GoodGym**. Some cities in Europe also experienced to facilitate isolated elderly with young students seeking for accommodation.
- In **museums** and **libraries**, for example, a number of different models are emerging, from bringing volunteers in to support the roles of paid staff to transferring services to the community to run. Also, as the case of the **King’s College Hospital** highlighted (see more: *Emma Clarence, Madeleine Gabriel, 2014*), using volunteers in a professional way, can take efficiency in the operation and higher satisfaction of users at the same time.
- Establishment of volunteering movements (e.g. **Encore movement** – encore.org, which advocates for people in the second half of life to find ‘passion and purpose’ through social action, **City Year**, which provides a year-long volunteering activities for students in social actions).
- Members of the **Cities of Service** movement engage citizens to create real and measurable impact in their own communities. Citizen volunteers work to lower school drop-out rates, improve energy efficiency in homes, revitalise neighbourhoods, and more. Coalition cities develop a comprehensive service plan and a coordinated strategy focused on matching volunteers and established community partners to the areas of greatest local need. Additionally, coalition cities use specific metrics for each service initiative to measure outcomes and impact, allowing Cities of Service and its member cities to learn where successes and challenges exist, and improve initiatives for future implementation.
- **Personal budgeting** is also a radical way how to transform services more personal. It may apply for adult social care, health care or unemployment benefits for example, for those with long-term conditions and complex needs, recognising that these people need more flexibility and autonomy over the services they receive.
- **Citizen budgets (participatory budgets)** are great and by now rather well-known tools to activate citizen engagement and share responsibility.
- **Time-banks, time credit systems** or in more general Local Exchange and Trading Systems (e.g. SPICE Time Credit – www.justaddspice.org) are great tools to mobilise volunteering actions and community engagement. The more general context regarding this theme is how social action can be recognised and valued publicly (tax reduction, receptions for volunteers, awarding, or even using alternative currencies to accelerate cultural change).

- Using the power of **reciprocity through regulation** (“public services could be making small asks of people who have benefited, improving outcomes for other service users” – for instance jobseekers should provide – based on a contract created before using the service - peer support for active job seekers).
- There are plenty of local initiatives aiming to get the right back to the city (e.g. **Cities of Commons in Italy, SynAthina in Greece**). Although many of these movements are formulated around cultural issues or temporarily use (Power of Dirt is a good practice from the US at this point), the main issue here is how to create conditions where social action can happen, how to formally mobilise citizens and empower neighbourhoods to help each other in and alongside public services.

6.4. The collaborative framework

Besides the Social Innovation Spiral, the model below for Collaborative Framework, published by Henry Kippin within his essential study (Kippin, 2015) under UNDP GCPSE offers a great entry point for learning how to open up public services.



“This framework explores four stages of collaboration in public services 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).

The model is also in line with the interpretation of the Social Innovation Spiral to public administration (Chapter 5.1.) and the theory of the reorganisation of the Welfare State, thus offers a **good framework to be followed during both the exchange and learning activities (study visits) and local ULG activities (approaching different topics of the framework while preparing the actions for the action plan).**

In the CHANGE! network we deal with social innovation related to public services. Whether the innovation comes from outside (citizens) or inside of the administration, the core topic is to transform social services towards a more efficient delivery by fostering interactions among citizens (people-powered). Social innovation theories offer new solutions, new methodologies and new conceptual frameworks for public administration.

While focusing on and developing a concrete step of the Integrated Actions Plan, it is essential to talk through the different dimensions of collaboration related to a specific case, by using the above framework. It may lead to reach the possibly biggest impact on local policies regarding collaboration. **The Social Innovation Spiral and the Collaborative Framework can be used parallel, but while the framework provides a deep picture about the whole ecosystem in which collaboration might happen, the Social Innovation Spiral marks the path for scaling up a specific innovative practice.**

For example, if the question is how to upgrade a local volunteering activity in a way to better embed it into public services, the Collaborative Framework provides a great tool to check and discuss the different variables of the ecosystem, the Social Innovation Spiral helps with questions how to plan the specific activity.

Engaging volunteers to improve communities and reduce costs of public services at the same time, activating the positive impact of volunteering initiatives is a strong tool if managed appropriately. Most likely the action plans to be co-drafted within the CHANGE! network will seek answers on this question, how to manage these initiatives better.

Comprehensive co-design of the service (project), meaningful partnerships, cross-sector collaboration and best practices are essential to this work. Residents can act as co-producers of solutions and work side by side with municipal government to re-design public services and boost real and lasting change. *“Designing and implementing service strategies to address myriad local challenges and engage city residents who want to volunteer and improve their communities”* (Cities of Service).

Depending on local situations and legislations, CHANGE! ULGs should “pick up” some concrete cases and create an integrated action plan which describes the journey needed to foster more collaboration locally. The other possible focus of the ULGs is to think over collaboration on the level of the whole system and the action plans can either strengthen a specific component of the whole system as precondition or mean a system level proposal.

Whatever the focus of the ULGs, here is the menu for local work, based on the above Collaborative Framework. The main structure of exchange and learning activities will also follow the below structure. Partner profiles will fine tune the picture and define in more details what partners will focus on, thus the synthesis of the baseline study can report the final structure of the CHANGE! network.

Themes	Key questions for ULGs (and exchange and learning activities)	Examples for possible ULG activities (depending on the partner focus)
1. Insight	<ul style="list-style-type: none"> - Do we really have this critical basis for collaboration? Does our insight really create? the basis for collaboration? - Do we really understand the root causes of the specific social service we focus on? - Have we asked the right questions from the right people? - Who can ask questions from people to truly solicit the information? - Do we have evidence-based data? 	<ul style="list-style-type: none"> - Social Network Analysis - Ethnographic research approach - Peer-to-peer generated community insight - Engagement with policy makers and front-line officers - Social Safari - Check out the related practice done by the above think-and-do-thanks in this field and organise a workshop how to adapt it in your action planning process!
2. Brokerage	<ul style="list-style-type: none"> - Do we have trust in each other within the ULG and use the same language? - Can we knit together disparate partners with vested interests around a shared ethos and value set? - Does the government have empathy and is ready to take “only” an intermediary function by mediation and providing framework? - Can ULG incubate a good idea until implementation? - Can ULG act as an accountable body? 	<ul style="list-style-type: none"> - Team-building to strengthen the ULG - Capacity building to support facilitation and overcome resistance - Idea generation - Match making events (round tables, pecha kucha-like evenings, bootcamps, marketplaces) supporting participation - Find the change-makers within the local society!
3. Design	<ul style="list-style-type: none"> - Are ULG members familiar with service design and design thinking putting the citizen into the heart of the process? - Are they ready for learning by doing? 	<ul style="list-style-type: none"> - Organise capacity building incl. social innovation camp type of event to support the process - Plan and/or elaborate symbolic projects
4. Risk	<ul style="list-style-type: none"> - Are we and the target group open to innovation and experiment, but also to face failure? - Are we ready to touch perhaps an unknown area? 	<ul style="list-style-type: none"> - Capacity building (training) for strong values, for social innovation

5. Incentives	<ul style="list-style-type: none"> - Do we have the right selection of stakeholders in the ULG regarding the challenge we tackle? Do they have strong self-interest? - Do we have the same shared goals and values? - Do we have incentives to motivate the different partners to reach the joint goal? - Are we ready to test ideas and refine them? 	<ul style="list-style-type: none"> - Team-building - Capacity building - Check out good practices, if needed, consult with experts (CHANGE! Talks) - Small-scale piloting (concept testing, pilot initiatives with limited participants) <ul style="list-style-type: none"> - e.g. elaboration of a one-day volunteering campaign - Launching the local Year of Challenge
6. Resources	<ul style="list-style-type: none"> - In line with the capabilities model, do we offer something, which is built on social capital (neglected by top-down delivery) and which can reach quick wins (symbolic projects)? - Do we support localities, local relationships? - Can we overcome the ethos that civil society must do more (and not us, citizens)? - Can we work by crossing the silos? 	<ul style="list-style-type: none"> - Capacity building, master-classes (CHANGE! Talks) related to the local context
7. Leadership	<ul style="list-style-type: none"> - Do we have a shared vision at the top of the organisation (ULG)? - How can we overcome resistance and catalyse behavioural and operational change at the delivery? - Do we have the right leadership to tackle complex, multi-sectorial problems? - Do we have the right persons for mediation, having the right skills, networks and mind-set to influence the public, the private and social worlds (Kippin, 2015)? - Are municipal staff storytellers, resource weavers, systems architects and navigators (Kippin, 2015)? - Are we ready to give control up? 	<ul style="list-style-type: none"> - The Integrated Action Plan can also deal with how to remove regulatory barriers to run the identified social innovation. Capacity Building can contribute to this by inviting experts. - ULGs can consult with other practices in the same country within the ULG works or can visit national good practices.
8. Innovation	<ul style="list-style-type: none"> - Are we aware of how innovation works? By definition it cannot be prescribed, but we know the conditions that encourage it: open-minded attitude towards new ideas, fluid organisational structures, ability for self-criticism on system level (constructive failure), focus on outcomes, creativity. 	<ul style="list-style-type: none"> - Capacity building, master-classes (CHANGE! Talks) related to the local context - Taking lessons or case studies from social innovation websites (e.g. study the work of think-tanks listed above or search the socialinnovationexchange.org site)
9. Agility	<ul style="list-style-type: none"> - Are we adaptive to change or even to paradigm shift? - Can we communicate through the silos, tackling different languages? - Are we able to step back sometimes and look at the whole process again to get to know what to improve? - Can we build up an agile delivery and the right system? 	<ul style="list-style-type: none"> - Capacity building, master-classes (CHANGE! Talks) related to the local context, helping the ULG's understanding of the local challenges and possible, innovative answers (action plan)
10. Transparency	<ul style="list-style-type: none"> - In line with the model of open government, transparency is a precondition to collaborative services. It is a must. It is a very sensitive question, but for collaboration to work, all parties must value transparency, that's for sure. Not to mention that the literature abounds in sources which suggest that transparency is fundamental to a nation's success in this century. 	<ul style="list-style-type: none"> - Within capacity building actions or master-classes (invite external speakers) the ULG can reach the theory how transparency fosters collaboration.

11. Engagement	- Engagement is the alpha and the omega in public service reform and contributes to organisational change as well. So the question is that the value of our re-designed public service is really realised in the quality of the interaction between the citizen and the service.	- Create a check-list for the action plan in order to ensure that every action in it is planned by true engagement. - Be inspired by the city of Amersfoort and launch Year of Challenge!
12. Evidence	- Do we have the right evidence to re-design public services? - - Do we have the common understanding of it leading to the same intervention logic?	- Small scale data gathering (e.g. related to a specific target group) is possible in the frame of the ULG work.

As Europe has just started the transformation of its public services towards a more collaborative provision, all existing, smaller or upper-scaled initiatives are exemplary experiments. Thus the above model is just a starting point, which might help to unlock the collaborative capacity of a given community. CHANGE! partners are in the good place in the good time, as the URBACT method can really help partners to run through the above stages and as a result, co-create a revolutionary action plan. CHANGE! partners have the space, opportunities and tools to learn and start a change. Besides the chance to initiate social change by using the action plan, some other tangible added value of the CHANGE! network can be realised by the end of the project as well, for instance launching a European movement or just “simply” joining the Cities of Service initiative.

Similar to the “revolutionary” Climate Convention signed in Paris meanwhile, the way for change is paved: it is high time to start the journey!

7. Change-makers wanted!

When talking about social innovation, social change, social action or people-powered public services, collaborative public services or paradigm shift under the social domain, key persons (often called in the literature as change makers or change agents) are put in the centre of the process. They are radical, enthusiastic community builders, often boundary spanners. They have wide spread knowledge instead of being specialist, allowing them to bring insights and relationships from one to the other, or to see things as a semi-outsider. **“They have been described as ‘bees’ that fly between and cross-pollinate the ‘trees’ of more established institutions. The role of the public manager shifts therefore, from designing and operating the machine of public administration, to cultivating a garden. The Gawad Kalinga Community Development Foundation refers to them as the ‘middle brother’, between the ‘older brother’ of government and corporations and the ‘youngest brother’ of ordinary citizens, able to mediate between them (Tucker, 2014).**

Hereby we present an open list of attitudes, characteristics and capabilities of those ULG members who should become (or activated as) change makers during the lifetime of the co-creation process provided by URBACT.

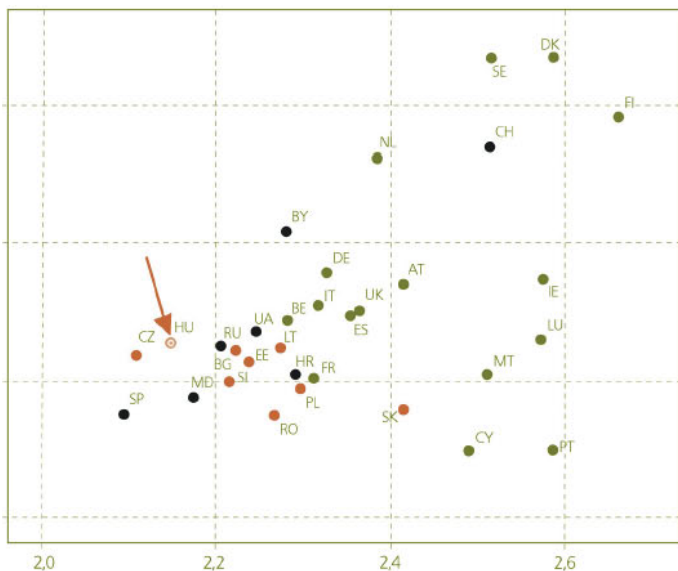


8. Introduction to CHANGE! City Profiles

Values such as democracy, openness, trust, tolerance, civic participation, social networks and the use of democratic institutions represent crucial socio-economic and cultural factors, which influence the dynamism of social innovation, open government initiatives and collaborative public services. More specifically, the trust among people and in public institutions and the level of voluntarism within the society (e.g. impact volunteering, volunteering embedded into public services) mean the most important factors to be highlighted in the CHANGE! network, thus these cultural-societal phenomena are described in this chapter in general, but also highlighted in the beginning of each partner profile. Figures used in the baseline study are derived from two key surveys as follows.

The figures regarding trust (see the below graph) are sourced from the **World Values Survey** (WVS, www.worldvaluessurvey.org), which is the “largest non-commercial, cross-national, time series investigation of human beliefs and values ever executed, widely used by government officials, journalists and researchers” (political scientists, sociologists, social psychologists, anthropologists and economists) to analyse the linkages between cultural factors and economic development. As for voluntarism, statements and data (see the chart below) of the baseline study are derived from the comprehensive study on **Volunteering in the European Union** (Final Report for DG EAC, 2010).

Measuring values on national level and deriving national characteristics based on them is a rather sensitive question and these “soft” results may feed scepticism. However, speaking about the **collaborative capacity** in a city or community, and the absorbing potential related to social innovation, the **level of general trust (trusting in people) and institutional trust have to be taken into consideration at each specific case**, especially since social policy is often formed and regulated on national level. For sure, the below WVS graph is useful as it clearly shows how big the differences are among western European and Scandinavian countries and former socialist states and partly Southern countries in the field of trust.

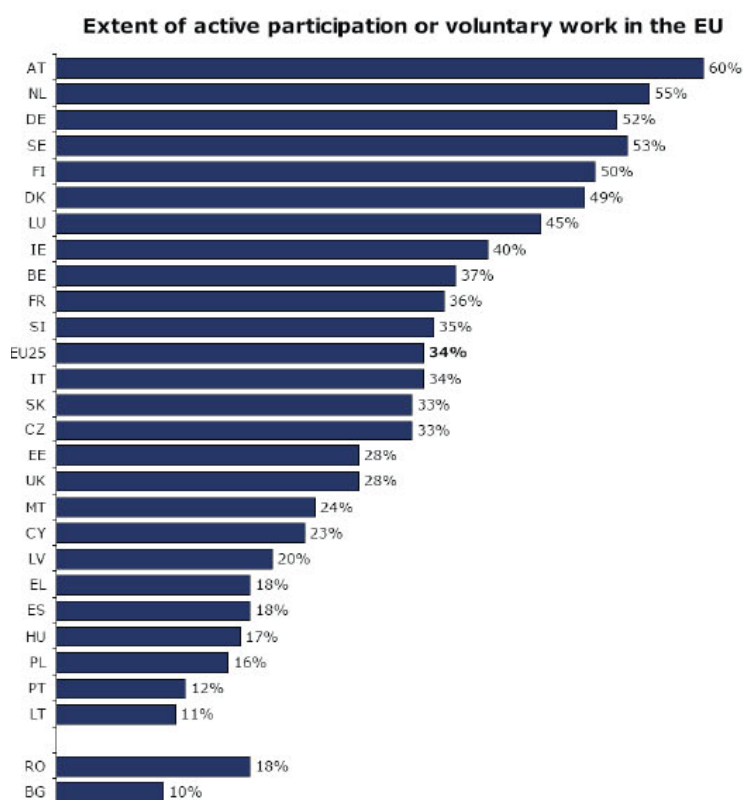


General trust (Y) and institutional trust (X) in Europe (source: European Values Survey; post-socialist countries are highlighted by orange, other EU countries by green, non-EU countries by grey)

Regarding the public service reform, it is also essential to see that institutional trust refers to those on whom the everyday citizens should rely: politicians. This is a factor to be seriously taken into consideration while speaking about collaborative public services. **The process of opening up public services can easily bump into negative attitudes which can block the whole process. This is the reason why small-scale symbolic projects (urban acupuncture) or quick wins are fundamental in this field.** If possible, even by using the UR-BACT Local Group framework, it is essential to organise these small-scale projects/events/empowering capacity building workshops to achieve quick wins during the lifetime of the network, in order to **overcome resistance** and motivate local actors to indeed create and implement a valuable Integrated Action Plan later on.

As for volunteering, the below graph - prepared in the frame of the European Social Reality Survey in 2007 -, shows the level of voluntary work in the different EU countries (Final Report for DG EAC, 2010). Whilst certain EU Member States have longstanding traditions in volunteering and **well developed voluntary sectors** (UK, Ireland, Netherlands), in others the **voluntary sector is still emerging or poorly developed**. The national studies on volunteering show that the level of volunteering is:

- **Very high** in Austria, the **Netherlands**, Germany, **Sweden**, Finland, **Denmark**, Luxembourg and **Ireland** as over 40% of adults in these countries are involved in carrying out voluntary activities.
- **High** in Belgium, France, Slovenia, **Italy**, Slovakia and Czech Republic where 30-39% of adults are involved in volunteering.
- **Medium high** in Estonia, UK, Malta, Cyprus and **Latvia** where 20-29% of adults are engaged in voluntary activities.
- **Relatively low** in Greece, Spain, Romania, **Hungary**, **Poland**, as 15-20% of adults carry out voluntary activities.
- **Low** in **Portugal**, Lithuania and Bulgaria, where less than 15% of adults are involved in voluntary activities.



European Social Reality EC 2007

While speaking in general about voluntarism as background factor of people-powered public services and collaborative capacity, it is also worth mentioning that in over half of EU countries, most volunteers are active in the sport and exercise sector, but the **secondly most commonly reported sector in which volunteers are active is 'social, welfare and health activities'**.

The gap between the West and East, but also between North and South is obvious as well. **Low level of participation in former socialist countries is mainly a result of the legacy of communism.** *"Although with some slight differences, the post-socialist societies exhibit a somewhat negative attitude towards volunteering, which citizens strongly associate with the communist era, during which people were coerced into volunteering for state controlled organisations. As a result, in an attempt to regain control over their spare time, most citizens simply refuse to participate in any type of collective civil initiative"* (Volunteering in the European Union, Final Report). Another factor to be taken into consideration is the level of **informal volunteering**, which is mainly true in some Mediterranean countries.

This background also highlights the difficulties which may hinder to launch public service reform and transform the existing public services to a more collaborative service provision. Thus, again, proper motivation tools, team and capacity building for ULG members to overcome resistance and create quick wins is essential for CHANGE! cities.

Volunteering remains again a key topic for social policy agendas as participation and collaborative approaches are key elements of strategies to promote social innovation, open government and collaborative public services.

Research suggests that countries with higher levels of economic development and labour productivity, as well as those with a democratic political and institutional tradition are more likely to have a well-developed civil society and a higher number of non-profit organisations. Most likely, this is true regarding open government and as a part of it, collaborative services too.

In addition to their economic benefits, voluntary activities have a variety of broader social impacts that deliver significant added benefits to volunteers, local communities, and society in general. Many of these impacts (social inclusion and employment, education and training, active citizenship, active lifestyle) contribute directly to a number of key objectives set out in EU policies.

9. City profile: Aarhus (DK)

Rethink social services through a new citizenship policy

1. General context

Aarhus is the second-largest city in Denmark, located on the east coast of the Jutland peninsula, in the geographical centre of Denmark, 187 kilometres northwest of Copenhagen. Aarhus' inner urban area contains 261 570 inhabitants (2014), the municipal population is 330 639 (end of 2015), but the greater urban area's population is around 800 000 people.

The city was founded as a Viking settlement on the northern shores of a fjord at a natural coastal harbour and the primary driver of growth was for centuries seaborne trade in agricultural products. As the industrial revolution took hold, the city grew to become the second-largest in the country by the 20th century. Today Aarhus is at the cultural and economic core of the region and is the largest centre for trade, services and industry in Jutland.

Aarhus is an important city: it is among the top 100 conference cities in the world; it is the principal industrial port of the country in terms of container handling; it is a centre for research and education in the Nordic countries and home to Aarhus University, Scandinavia's largest university. It is, thus, not a surprise that major Danish companies have based their headquarters here.

No doubt, being a strong university city makes Aarhus a good place to try collaboration. Indeed, Aarhus is a very interesting city, where numerous things are happening. On top of that, Aarhus is a smart city: digital technology is both a challenge and an opportunity to develop the city of the future. **Smart Aarhus** is a new mind-set developed in order to create sustainable urban innovation and growth, a model based on involving stakeholders through partnerships. Moreover, Smart Aarhus is a digital marketplace established in order to generate value and help solve societal, environmental and economic challenges.

The fact that Aarhus has been appointed as **European Capital of Culture in 2017** makes the city an extraordinary case within the CHANGE! network, because culture is a strong tool to strengthen collaboration. The key concept in Aarhus is re-think, because the complexity of the challenges we are all facing calls for new approaches. **Let's Rethink** is much more than a theme – it is a mind-set for change, innovation and courage, a progressive way of thinking and acting smarter. With the aim of creating sustainable solutions, Aarhus will search for new practices, new ways of forming partnerships, new business models and new concepts of growth.

CHANGE! network will be managed locally by the **Citizen Service**, which was established in 2005 by the municipality to provide a "single entry point" or "front door" for all citizens in connection with the entire public sector. Figures show that the model works, reorganisation of the front line results in a more supportive and responsive service.

2. Socio-economic factors influencing collaborative capacity in Aarhus

According to the World Value Survey the **Danish society is the most trustful in Europe with regard to trust among people**, and also regarding institutional trust Denmark is among the top countries. It is also widely known that Denmark has a long tradition of volunteering and active citizenship among its population. Data reported in the *'Volunteering in the European Union'* Final Report prepared for DG EAC in 2010 underpins the above figures: **49% of Danish adults are involved in carrying out voluntary activities**; this is among the highest numbers in Europe. In addition to this, volunteering within the society is increasing, thus the economic value of volunteering (estimating the economic value of volunteering based on a harmonised methodology is one of the key ways of evidencing the benefits of volunteering overall) is significant on national level too (more than 2% of the GDP).

According to ESPON figures (*ESPON Atlas 2013*) Aarhus' population increased between 2000 and 2011 on a way that both migratory and natural balances were positive. Internal as well as international immigration to the region is very high; actually, Denmark has been recently touched by the enormous wave of refugees, which, of course brings new challenges for the county's labour market, social policies as well as for the whole society. According to the ESPON typology on demographic status, the region around Aarhus belongs to "Family Potentials", regions which are characterised by a slightly younger than average age structure and high natural population increase, as well as a positive net migration rate.

Thanks to its various education institutions, VIA University College and the famous Aarhus University, Aarhus is the youngest city in Denmark, with students (ca. 50 000) making up 13% of the population. The population of Aarhus is not only younger than the national average, but better-educated as well: more than 40% of the population has an academic degree. Besides, Aarhus has a high ratio of immigrants, around 14.8% of the population.

Danish economy and employment suffered more from the crisis than, for example, Skåne. Although the local economy has already started to grow modestly, ESPON Atlas in 2013 described the country as 'not recovered yet' based on development trend of regional employment in respect to the crisis and afterwards. Although social exclusion represents a low risk in comparison with the European average, the country's labour market faces some challenges (e.g. youth unemployment), which is of course dramatically increased by the recent refugee crisis.

3. The local policy challenge addressed by the network in Aarhus

Aarhus is facing a number of challenges in the coming years. With regard to CHANGE!, the welfare system is being challenged by demographic changes and tight financial constraints. Maintaining and developing a social, economic and sustainable welfare society requires all layers of the society to rethink the way they collaborate in Aarhus. The municipality must create prosperity in collaboration with citizens.

So the question is how to engage citizens in the different spheres of public administration through a new citizenship policy, and how to work *with* people and not *for* them? It is also a challenge how to embed its great community power into public services to make them more efficient through collaboration. There are an immense number of excellent local initiatives to be taken into consideration while speaking about ways of unlocking the collaborative capacity in Aarhus. These tackle mainly the different themes related to open government, and only a few are related specifically to the big question of CHANGE! network, how to open up public services, how to mobilise people to help each other in or alongside public services. These initiatives form a great basis for moving forward towards a collaborative public service provision. No doubt, the most important key words are "re-think" and "new citizenship", and the most relevant initiatives are as follows:

- **Let's re-think** is the slogan for Aarhus 2017, but it is more than a philosophy promoted by the local government in an innovative way. Aarhus 2017²⁵ is about **rethinking our standard values such as democracy, sustainability and diversity** and also about liveability (how will we live in the future?). The local government is very committed to open up a dialogue with citizens and shape the local policy together with people.
- The best example for the above commitment is Aarhus' **revolutionary policy on citizenship**. Under the Local Government Act the city established a **Citizenship Committee** that consists of 8 politicians and 8 citizens whose job is to **"challenge the municipal practice and inspire a new practice of citizenship"**. Volunteer citizens have been selected through a long process, in which different stakeholders organised innovative meetings (dinner parties) outside of the city hall to get new voices on board. Among others, committee members' task is to rethink the roles and responsibilities of politicians, administrators and citizens; imagine new cooperation models related to welfare and public services, to revolutionise communication between politicians and citizens, and last but not least, to strengthen the involvement of ethnic minorities into the political dialogue. The Committee works as an advisory committee for the council, but the fact that a citizen has 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 importance of the Citizenship Committee in Aarhus was summarised by Lene Hartig Danielsen, head of Citizen Service with these words: **"it is not only about having new voices at the table, but new ears as well. Sharing responsibility points out essential questions like whom to blame in a shared service, for example. With regard to relational welfare, trust is in spotlight more than ever"**. It is worth quoting the introduction of the policy document

behind Citizenship Committee as well, which is being approved in March, 2016: *“A shared society requires joint efforts! Maintaining and developing a social, economic and sustainable welfare society requires that politicians, citizens, companies, associations and municipality employees (hereinafter referred to as “we” or Aarhus citizens) rethink the way how we are Aarhus together²⁶”*.

- Aarhus is a smart city (**Smart Aarhus²⁷**) and a wide range of policies have been set up to search new solutions for societal challenges. Many interesting projects can be found on the website of Smart Aarhus, but regarding the Collaborative Framework, a local experience worth mentioning is **Digital Neighbourhood²⁸**, where the traditional communication model is flipped upside-down, and issues raised by citizens form the basis of new city initiatives. Although there are ambassadors in the neighbourhoods, as well as volunteer-led district councils, the insight about what people need is still not enough. The purpose of this platform for co-creation is finding out how the municipality can inform, involve and enter into a dialogue with citizens in new ways through the increased use and roll-out of digital solutions in the urban landscape (for instance, a phone functioning as an idea box was set up in a neighbourhood to channelize new voices – see the picture). In addition to this, to boost community engagement and empower residents to share their ideas, an Inspiration Catalogue was developed by the municipality. The Catalogue consists of experiences and tools, so that people can help and inspire others when someone is about to launch a civil initiative or cooperation. Companies, associations, citizens, employees and students have participated in the development of the **Inspiration Catalogue**. In addition, Aarhus launched the **Internet Week Denmark** initiative, which is a great opportunity to determine people to pay attention to collaborative issues, provided through the web.
- Innovation as such is tackled in many other ways in Aarhus. From the aspects of collaborative service provision, the **Innovation Fund²⁹** can be interesting as well. The objective of the fund was to create a cultural shift through two strategic objectives: 1. local innovation fund supports the innovative culture within the municipality by disseminating innovation to each local workstation. 2. Inter-municipal innovation fund is about boosting strategic and interdisciplinary innovation projects strengthening the courage to be creative and to generate new knowledge, new technology and new methods - despite the risk of failure. To support the innovation activities of the municipality, a **Centre for Innovation³⁰** was established in DOKK1 (an amazing new building with a symbolic name, hosting a library and many interesting community hubs), as a common meeting place and a driving force for interaction and innovation across the service areas. The centre is operated by the Department of Culture and Citizen Service.
- Aarhus has been testing several small experiments with **citizen budgets** in order to support public engagement and democracy, and map out better welfare solutions.
- Within the **Digital Inclusion Programme** (from 1 November 2014 Danish authorities only communicate via e-mail or by phone with citizens) the municipality, for instance, provides virtual consultation for disadvantaged people (easy-to-use call centre), organises trainings for social workers about digital services and opportunities, and an action which could only be found in countries like Denmark, brings the knowledge about digital services the homeless centres by a special bike.
- Of course, there are many community-led actions too, some of them are especially interesting from the context of people-powered public services. For example, **Sager der Samler³¹** (whose slogan is ‘every-



26 Although it is in Danish, this is the link for the whole document: <http://www.aarhus.dk/~media/eDoc/2/3/0/2306122-3581323-1-pdf.pdf>
 27 www.smartaarhus.eu
 28 www.digitalbydel.dk/english
 29 www.innovationiaarhus.dk
 30 <http://cfiaarhus.dk>
 31 www.sagerdersamler.dk

day activism'), an NGO dealing with "social fantasy", has great initiatives enabling people to take action. In the frame of **dumpster diving café**, people with different backgrounds cook together in a park by using unused rations, and these unlikely connections help the participants to better solve their own problems. **Social Health** is a mentorship programme using the power of voluntarism. Through its framework, university students, as bridge builders, help socially disadvantaged people to get health service, as they rarely benefit from these services. At the moment Aarhus University is testing the opportunities to upscale this method. Last but not least, by using **Anaobaba TV**, refugee parents living in Denmark can teach their family about living in Denmark.

- During 2016-2017 the municipality cooperates with 'habit-breaker' Thomas Vovemod Lütken (see the picture above), an inspiring private person³². The project aims to bring together Aarhus on key social challenges and improvements. Aarhus has a good reputation, and the city gets a lot of positive publicity nationally and internationally. *"We will use these positive vibes to get better in an important area; namely, the **welcome and integration of new citizens!** The ambition is to create a vigorous effort to provide the world's best welcome to new citizens."* The project starts with international students arriving to the city to learn. They would like to share the philosophy of "**Givisme**" by providing informal places (welcome living rooms) for networking, innovating, changing, gifting and sharing. Most likely the whole city can benefit from these new connections.
- The local job centre which belongs to the municipality has been running a pilot project since the beginning of 2016 related to **personal budget** to be used with job-ready registered unemployed citizens. This ground-breaking initiative is the first attempt in this field in Denmark.



By having so many community-led initiatives, as well as policies with regard to open government and citizen engagement, **a key local challenge is how to upscale all of this?** What kind of strategy can lead and coordinate this process? *"If you bring up a challenge, you are already part of the solution"* – said Tine Holm Mathiasen, citizenship coordinator at Mayors Department during the city visit. Aarhus has put so many innovations on the table regarding open governance; it is time to focus on collaborative social services too. Tackling the focus of the CHANGE! network the key question in Aarhus is **how to mobilise people through volunteering in and alongside public services, how could their effort be embedded in public services to make them more collaborative and efficient? How can social actions be an organising principle of social services and how to organise this on city level?** Or, the way local leaders expressed the challenge: how to perform the new roles in practice?

Facilitating peers to share knowledge is an efficient way to make public services more collaborative for example. The city can show up strong actions in this field (e.g. Social Health), but these are not coordinated to have bigger impact. Also, this method can be very useful for local policies transforming employment service towards a more collaborative delivery. Reflecting on the "welcome culture initiative", this can be a basis for activating the power of new relationships that boost social action. Time-banks, time credit systems can also be great tools in Aarhus to mobilise volunteering actions and community engagement. Another approach to tackle the aims can be the establishment of volunteering movements (e.g. Encore movement or City Year).

The most likely focus of the Integrated Action Plan of Aarhus is thus to bridge the new citizenship policy with local, community-led initiatives, which might result in creating an environment where people-powered public services can flourish.

4. Learning needs and good practices in Aarhus

According to the representatives of Aarhus in this network, the city has numerous practices, but the officials are not sure how good they are. Well, due to the innovative character of the project theme, it can be the issue for each partner city, but in comparison with other partners, Aarhus can be included in the category "we think we have some practices that could be regarded as "good practices" in European terms". Their specific learning

needs are as follows:

- ways of mapping and mobilising informal resources
- methods to mobilise people in volunteering actions embedded in public services (peer support, launching movements, etc.)
- personal budget schemes
- participative budget schemes
- peer support in employment policies
- movements, local initiatives tackling radical connections between people
- being open to innovation, but also ready to face failure
- ways to support behavioural change
- changes needed in the municipality's internal structure and legislative background to support social innovation and unlock the collaborative capacity
- Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering
- Senior Academy and similar initiatives supporting active ageing

The most important practices to be shared:

- public engagement, idea generation (Digital Neighbourhood, Citizenship Committee)
- participative budgeting
- Citizenship Committee
- personal budget scheme
- unlikely connections boosting social action (Dumpster Diving Café, Social Health)
- movement to mobilise people (Givisme, Welcome Society)
- Technological Service Development (innovation fund)
- Rethink activism!

5. Urbact Local Group to be set up by Aarhus

The URBACT Local Group in Aarhus will be set up as a new group, although most of the participants have working relationships with each other. The ULG will be coordinated by Torben Glock from the Citizen Service' Innovation and Democracy group. The core of the ULG will consist of:

- Torben Glock and Lene Hartig Danielsen (Culture and Citizen Service, 'Innovation and Democracy' group).
- Tine Holm Mathiasen, Citizenship coordinator, Mayors Department
- Paul Natorp, founder of 'Sager der Samler'
- Hans Skou, elected member of the City Council and member of the Citizenship Committee
- Cecilie Mortensen, Centre of Assisted Living Technology, Health and Care Department
- Thomas Vovemod Lütken – private person
- Anne Maria Frederiksen, Departments of Social Affairs and Employment
- Trine Thomsen, Employment Administration, Departments of Social Affairs and Employment

Since so many initiatives are running in Aarhus, flexibility regarding the operation of the ULG is essential, allowing the municipality to have a core group, as well as sub-groups. As for local empowering capacity building actions, the most likely direction seems to be an innovative event (social innovation camp, unusual suspects festival) to be organised fully or partly by the ULG.

10. City profile: Amarante (PT)

Orchestrating local communities to boost social action

1. General context

Amarante is a town in Porto District, in northern Portugal. The city is nestled in the valley of the Tâmega River and situated in the agricultural lands of the Minho region, providing a gateway to the famous Minho Valley. In 2011 the population was 56 217 inhabitants in the administrative area belonging to the city. The city of Amarante is renowned for its historic old town, which is centred on its old granite bridge over the Tâmega river. The bridge provides a stunning view on the surrounding mountains and the city centre itself. The city has cultural assets of national importance such as the Museum Amadeo de Souza-Cardoso, founded in 1947, with the aim to gather materials relating to local history and member artists and writers born in Amarante.

The city has a long history of manufacturing and has served as the market place for local agriculture. Today, Amarante has a renewed confidence to exploit new economic opportunities, especially in developing new food products, continuing, thus, its tradition and reputation as a quality food and wine producing area. The regional and rural development agency, Dolmen is located in Amarante. The agency is instrumental in helping local wineries, food producers and artisan manufacturers to work together and benefit from a destination brand. One such example is the Rota do Românico to promote the Romanesque heritage of the region.

The proximity to Porto means a significant challenge for the city, as many young people leave Amarante to find opportunities in larger cities, mainly in Porto. **Creating opportunities and attractions for the younger generation are therefore a key priority for Amarante.**

2. Socio-economic factors influencing collaborative capacity in Amarante

The World Value Survey' graph on trust shows an extremely interesting picture about Portugal, as on one hand, it is among the top countries with regard to institutional trust (only Finland and Denmark show better figures), but on the other hand, it is characterised by the worst figures in Europe regarding general trust (trust in people). If it is true, local leaders at the municipality – who have a strong vision in which social innovation and community engagement play a crucial role - have to meet contradictory requirements, because there is an expectation and trust towards them to create a more collaborative framework, however they should build on people during the process, which might be difficult.

Data reported in the *'Volunteering in the European Union'* Final Report prepared for DG EAC in 2010 underpins the above figures on general trust. **The Portuguese voluntary sector**, where a legal framework specifically relating to volunteering is in place, **is one of the poorest in Europe**: only 12% of adults are involved in carrying out voluntary activities. And this fact is portrayed not only by relevant national reports, but also in the Eurobarometer study. In line with the above, the economic value of volunteering is also low, below 1% of the GDP, which is a parameter linked mainly to post-socialist states.

Amarante is located in a less developed region, where the proximity to Porto determines many socio-economic figures. Amarante's GDP per capita is 69% of the national rate, while this number in case of North of Portugal is 89%. The regional economy showed a modest growth rate of GDP in real terms between 2001 and 2011 (around 1%), and the development of the GDP since the crisis remained very low as well.

According to ESPON figures (ESPO Atlas 2013), Porto and its surroundings were characterised by a modest population increase between 2000 and 2011, but within the same period **Amarante lost 5,74% of its population** (similar to other parts of East of Portugal). According to ESPON's demographic typology, North Portugal belongs to *"Challenge of Labour Force"* regions where, in general, the population is declining. The central part of Portugal, which is also close to Amarante, is characterised by *"Challenge of Ageing"* where besides the

challenge of disparities, the challenge of demographic ageing is most prevalent. In these types of regions, the impact of demographic ageing is somewhat alleviated by a strong inflow of younger migrants.

Another key data relevant not only in Amarante (only 7,3%), but in the whole country (ca. 15%) is the **low level of population in working age with tertiary education**. Unemployment is also high in the region, but the extremely **high level of long-term unemployment** (more than 50%) refers to deeper structural problems. Almost all Portuguese regions (except Algarve) are described as regions which have not recovered after the crisis (as for the development trend of regional employment in respect to the crisis and afterwards).

It is also worth mentioning that the middle class has been the most affected by crisis, creating a new type of poverty: '*shamed poverty*'. The problem is that welfare institutions sometimes do not know how acute the situation is and do not take the necessary actions. People tend to hide their poverty and ask for help only when they are already "at the edge", when they cannot buy food or pay the bills anymore.

3. The local policy challenge addressed by the network in Amarante

As mentioned before, the municipality of Amarante has a strong vision, in which community engagement, co-creation and social innovation plays crucial role. This is why Municipality of Amarante has made serious efforts so far to unlock the collaborative capacity and to have better community engagement, which is the key policy challenge, especially in connection with youth.

Firstly, to gain a better insight of the local collaborative capacity, to recognize the local good practices with most potential, and to create a local network related to social innovation, in 2013 the Municipality of Amarante, in partnership with the Social Entrepreneurship Institute, elaborated a **mapping process** using a unique methodology called ES+³³. This is how the **Social Network** (54 organisations) was born, which works now in partnership among county authorities (public sector, semi-public and private) in order to better react to local needs. The partnership is now a part of the Local Council of Social Action (dealing with topics like local government, local development, health, education, employment, social security and social economy).

Secondly, in line with the results of the above mapping process, a set of local innovative projects have been launched. For example, **Amarra-te Urban Innovation Lab** (www.linkedin.com/company/amarra-te-a-amarante-lab) was established as a pilot project with the aim to activate citizens and involve them into bringing new ideas to life, mainly linked to the revitalisation of the city. Collaboration was partly covered by these project ideas, for example a community garden was initiated as well. Within the partnership a digital Social Platform (plataformasocial.cm-amarante.pt) was created as well.



Similar to Nagykanizsa, Amarante has a "**University of Amarante Seniors**" (www.universidadesenioramarante.pt) as a response to the challenges of the ageing society. Another socially innovative project is **Orquestra Geração** (www.orquestra.geracao.aml.pt, see the picture above), which uses music to empower and educate young people from poor neighbourhoods. Amarante also has a fresh experience on **participative budgeting**, which was focused on young people. Amarante made an open call for young citizens to give proposals for revitalizing the city. A lot of suggestions were sent, and finally five projects championed through a voting procedure, which was elaborated in late autumn, 2015.

Due to its demographic profile, **attracting and creating opportunities for young people is the utmost priority for the city**. Amarante gives priority to youth themes. One of the strongest practices in Amarante is the **Casa da Juventude youth centre**, which is different from the typical community centre. This is a social enterprise that accommodates students on Erasmus+ programmes who participate in a large and varied volunteer programme. Currently there are students from more than 15 countries located at the Centre. The Centre assists

students who want to set up businesses. In addition, it also provides counselling services to local young people as part of the social services of the Municipality. In line with the municipality's vision on innovation, the Centre has become a place of creativity for the city centre.

Finally, although it is not strictly linked to the theme, but depicts the local leaders' out-of-the-box thinking, it is worth mentioning that Amarante is currently working on a project to create a **public school specialized in dancing** (the only public dance school of Portugal is placed in Lisbon). The idea behind it is to attract young people. The strategy is turning the proximity of Porto into an advantage, as someone keen on specializing in dancing might not mind moving to a small town only a short drive away from Porto. Urban innovation lab is a direct platform for conversation with citizens, and it has reinforced the perceived importance of re-designing services with the citizens. However, it only represents a small segment of the city population, and therefore a wider and more extensive discussion is needed. According to Andre Costa Magalhães, 28-year old city councillor: *"the engagement of local networks through the mapping process and the municipality's general policy on innovation worked well so far. But at the moment the conversation is more about engaging rather than empowering, so one of the expectations from our side within the CHANGE! network is to try new collaboration techniques at the existing forums, and to find new ones"*.

The municipality's Consumer Service provides a great local service, targeting new types of social challenges as well (e.g. emergency fund for bankrupted families, food provision during summer times for more disadvantaged families), but in some cases, such as in connection with substance abusers, services simply do not exist locally.

In line with this, the **overall policy challenge in Amarante is to create more efficient social services that would involve volunteers and encourage them to take responsibility in directly addressing residents** (especially elderly and young people). This would translate into a new framework which would enable the municipality to act as broker, ensuring the provision of alternative services.

Although the first steps have been already made, this is a difficult challenge. *"Thinking outside the box is not a usual approach within the municipality. It will be a challenge both for the city representatives as well as to citizens to shift their mind-sets into the possibilities of collaborative services. Right now the city has motivation to take strong initiatives with citizen-centric design-thinking, but is lacking the tools. This is why transnational experience can bring significant value for Amarante: the project would allow challenging the current ways of thinking and working, and present new opportunities that have not even occurred to the city yet"* - summarised by Tiago Ferreira, local project coordinator.

The **likely focus of the Integrated Action Plan in Amarante is keeping the momentum: transforming the existing, structured services and resources according to the new insight already gained through the social network analysis, and to make the whole service delivery more efficient by organising social actions in or alongside public services.** As a result of having and implementing an action plan, Amarante intends to see **better city governance in social inclusion**, as well as better services for disadvantaged groups, such as disabled people, elderly and young people from disadvantaged backgrounds.

4. Learning needs and good practices in Amarante

Although Amarante is from a less developed region, it has many innovative approaches to be shared with other CHANGE! partners and these fit very well to the learning needs even of the more advanced partners. Although the first steps to open up a discussion with citizens and engage them have already been taken, projects specifically related to public services have not been designed yet. Thus, there are well-identified learning needs as follows:

- ways to create conditions where collaboration and social action can happen; ways to start opening up the collaborative capacity; better engagement of citizens.
- collaborative government
- unlikely connections boosting social action (DLR – disadvantaged youth helping elderly, mentioned during the city visit, Shared Lives)
- collaboration in transport
- peer-support and befriending activities, especially regarding families (e.g. Family by family), ageing and young people
- Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering
- generating new ideas with young people
- active ageing issues

Concepts and approaches such as ‘social innovation’ and ‘collaborative framework’ are still new for the municipal staff in Amarante. Thus, sensitisation training aiming to enhance attributes linked to social innovation, partnership, collaboration, open governance, participation, etc. is strongly needed and should be done during the CHANGE! network activities. On top of that, local decision makers should be invited to a design thinking workshop.

The most important practices to be shared:

- social network planning
- Ammara-te urban innovation lab (engagement)
- youth participative budget
- integrated youth centre

5. Urbact Local Group to be set up by Amarante

The URBACT Local Group will be set up as a new group, as there is no formal group already built up to discuss, plan and implement strategies related to open public services. The ULG, of course, will be based on the local network already identified through the mapping process.

- Amarante City Council
- DOLMEN – Regional Development Organization
- Santa Casa da Misericórdia – Teia + Project
- CCA - Cultural Centre of Amarante
- Casa da Juventude de Amarante – Amarante Youth House
- AEA – Business Association
- IET – Regional Enterprises Incubator
- ATHOS – Social Entrepreneurship and Innovation Association
- IEFP – Unemployment Centre
- Social Network – local solidarity institutions, NGOs
- key citizens

Tiago Ferreira, head of the Strategic Development Agency at the Municipality will be the ULG coordinator as he teaches social innovation and social entrepreneurship at Porto University and has national and international experience in this field. He also participated in the Portugal social innovation mapping process, named MIES that mapped all the convergence areas of the country, identifying more than 100 good practices on social innovation.

Based on the likely focus of the action plan, the empowering capacity building actions can, for instance, be:

- team-building to strengthen group dynamics
- design thinking workshop for leaders and front line officers, social workers
- training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc.
- internal, organisational innovation at the municipality to better tackle social innovation, open government issues and collaboration in public services
- concrete practical steps toward testing a peer-support activity

11. City profile: Dún Laoghaire Rathdown (IE)

Indexing readiness for collaboration through embedding community actions into public services

1. General context

Dún Laoghaire Rathdown County (population is approximately 207 000 people) is one of the four constituent parts of the Dublin Region in its southern part. The motto on the insignia of the County Council describes well the geographical situation: “From Harbour to Mountain” – as the county is located between the sea and the Wicklow Mountains. The harbour of Dún Laoghaire Rathdown is the largest in the country and has operated during many years as one of the most important gates of Ireland. It has lost its massive role in transportation by now, but nowadays it is famous for its two granite piers that offer an amazing place for recreation, making this a strategic field of the county council.

Geographical and socio-economic characteristics make Dún Laoghaire Rathdown special, which, alongside with its broad experience in the URBACT Programme, can generate a significant impact not only in the county, but in a much wider context as well.

Dún Laoghaire Rathdown is the smallest, yet one of the most active counties in Ireland. This is because 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 centre is easily accessible for the majority of the population.

2. Socio-economic factors influencing collaborative capacity in Dún Laoghaire Rathdown

It is perhaps well-known that the “**partnership culture**” is very strong in Ireland. For instance, some years ago, during the programming period 2000-2007, the Irish territorial employment pacts were selected by the EU as good practices together with similar Austrian initiatives. Of course this attitude offers a **strong platform for collaboration and people-powered public services as well.**

Indeed, World Value Survey data portrays the country **among the top European states** (together with Denmark, Luxemburg and Finland) regarding institutional trust. Also, Ireland is characterised by a relatively strong position in terms of general trust (trust in people). In this regard, UK, Austria, Germany and Italy show similar figures, however Scandinavian countries, as well as Switzerland and the Netherlands are much stronger in this field. Anyway, the fact that Ireland has longstanding traditions in volunteering and a well-developed voluntary sector (ca. **40% of adults were involved in carrying out voluntary activities** based on the *Final Report for DG EAC, 2010*) proves that trust is indeed a strong value in the Irish society in comparison with the European average. Regarding voluntarism, in 2010 Ireland was also characterised by stable levels of volunteering. Ireland does not have a specific legal framework for volunteering, but this is regulated by or implicit within other existing general laws. In line with these facts, the economic value of volunteering is also significant in the country (between 1 and 2% of the GDP according to the *Final Report for DG EAC, 2010*).

Dublin is the major urban area in Ireland, producing almost 50% of the national GDP (*ESPON Atlas, 2013*). From a collaboration point of view, it is worth mentioning that except Dublin city centre, the whole country is among those rare European regions where both the migratory and the natural population balance were positive between 2000 and 2011. According to ESPON’s demographic typology, this indicator, together with the country’ young age structure, puts Ireland into the club of regions entitled as “**Young Potentials**”. Generally speaking, the **Irish nation is also among the most educated ones in Europe** based on the figures for the share of population with tertiary education. The ESPON Atlas 2013 clearly shows as well that general employment rates

are high in Ireland in comparison with the European average, in spite of the unemployment rate of the 20–64 years old age group which is relatively high at least in comparison with North-West Europe. In addition to this, the risk of social exclusion is very low in Ireland. Finally, it is also important to notice that Ireland's economic performance has not yet regained the economic strength of 2008. **Dublin's start-up policy** is widely appreciated, which forms a good basis for social innovation too.

3. The local policy challenge addressed by the network in Dún Laoghaire Rathdown

Dún Laoghaire Rathdown is facing a clear policy challenge: by having a **Local Economic and Community Plan** (which was an obligation for the county council, and in which the increase of knowledge of the staff through programmes like URBACT is a priority), the question now is **how to create a bridge among plenty of local civic and community actions and the policy structure just has been set up?**

The Local Government Reform Act 2014 requires local authorities to establish new structures and frameworks to mobilise community participation. The main structure to be established for this reason in every authority of the country is the **Public Participation Network (PPN)**. Public Participation Network has three pillars: social inclusion, community development and volunteering, and environmental issues. For any projects which have a clear community link, the authority must get the opinion of the PPN, meaning that one of the PPN members is nominated to supervise and monitor the project. So far ca. 200 organisations have registered into the system, a lower amount than previously expected by the county council (ca. 350 should be the target number). The structure of the PPN fosters democracy as decisions can be made only on plenary meetings.

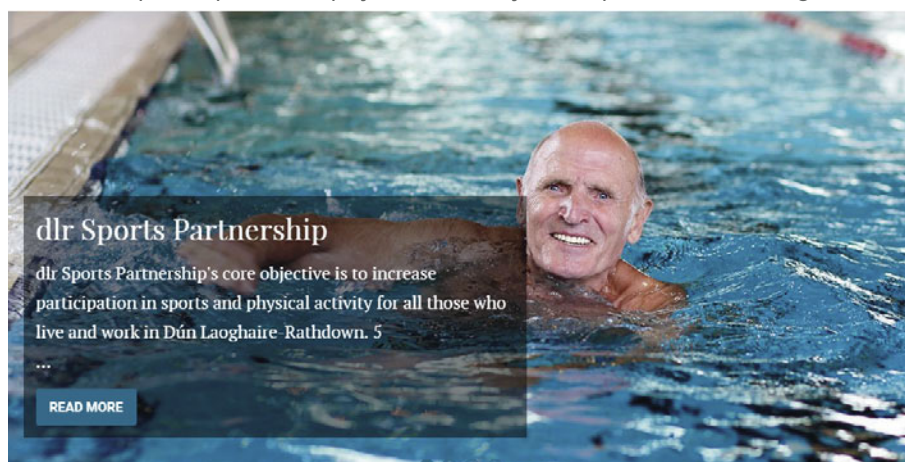
Nonetheless, PPN is not a stand-alone policy structure; it is also embedded into the local policy framework, so for example, PPN delegates five members out of 19 in the Local Community Development Committee. This board consists mainly of different agencies, business associations and politicians, and was established to provide coordination at county level between all service providers. The Local Economic and Community Plan are to be developed by this committee as well. Moreover, PPN also has the right to delegate people into the six Strategic Policy Committees, consisting mainly of elected councillors.

Therefore, PPN is an important structure in Dún Laoghaire Rathdown (DLR), already embedded into policy making by law. The key questions in Dún Laoghaire Rathdown are ***“how to make PPN a core business, and how to create an efficient bridging effect between the policy structures set up and bottom-up volunteering and community actions? How can these levels mutually reinforce each other? What kind of conscious internal structure can be organised and managed by Dún Laoghaire Rathdown County Council to make bottom-up actions flourish?”*** – summarised by Dave Lawless, local project coordinator. CHANGE! network provides an excellent opportunity to tackle this issue based on the most advanced European models on collaboration. In line with this, the Urbact Local Group in DLR (ULG) will be an experimental platform, a driving force linked to the utilisation of the legislative framework, with a special focus on greater citizen participation in or alongside public services. Dave, who has the skills and capacity to be an internal change maker finalises these discussions with a personal vision: *“My aim is to energize people around the system and to build capacity at the council to explore these questions”*. Moreover, while analysing the local policy framework and the collaborative capacity according to Collaborate' readiness index, DLR intends to create a model with the ambition to be able to transfer it to other councils in Ireland.

In Dún Laoghaire Rathdown there are many strong local community and volunteering actions. These provide **great platforms to unlock collaborative capacity in or alongside public services.** Some of them are:

- **DLR's Age Friendly Strategy** (www.dlrcoco.ie/agefriendlycounty): in line with the objectives of Age Friendly Ireland, which was established to coordinate Age Friendly Cities and Counties Programme according to the WHO principles, a field in which DLR has been very active since 2013. The local strategy, truly co-designed with elderly and approved by elderly organisations, is coordinated by the county council, while programmes and actions are run by effective city- and county-based partnerships, involving senior decision-makers from public, commercial and not-for-profit organizations. In line with the national strategy, through an Older People's Council set up in each participating local authority area, older people exercise a strong, guiding influence on age-friendly local development. The local strategy consists of many innovative methods and approaches, such as Good Morning Service, creating new relationships within the society, or social prescribing, promoting the availability of clubs to the health agency. Yet, only few of them are organised in a way to directly embed social actions into public services.

- **County Sports Participation Strategy 2013-2017** (www.dlrsportpartnership.ie): this interagency plan, also coordinated by the county council, aims at maximising available resources to increase the participation in physical activity and sport in Dún Laoghaire Rathdown. The whole strategy is guided



by the local Sport Partnership. This strategy is about making people active, giving them the opportunity to be fit, as well as raising awareness. The county council coordinates the network of local, mainly volunteer-led sport organisations, provides information and education for volunteers, runs some specific projects and organises networking events. The strategy has target groups (ethnic minorities, women, disadvantaged youth, elderly) and due to this (and the area of sport) it has a huge potential to contribute to

public services through prevention and volunteering actions directly organised in or alongside public services (e.g. activities similar to GoodGym initiative).

- The **Estate Management Programme** (www.dlrem.ie) was launched as a pilot initiative in 1998, as part of the local government modernisation process, which acknowledged the needs for the citizens to be engaged in decisions that affected their lives and those of their communities. Estate Management began working

with four local authority estates in 1999 and has expanded over the past decade to include 12 estates. Dún Laoghaire Rathdown County Council has been proud to work and resource communities to improve their environment for themselves and their families. They have achieved this through the commitment of the Community Section, working with residents using community development principles aimed at encouraging and promoting ownership and engagement in their own areas. Volunteers representing the 12 estates participating in estate management make up the Fora Committee. The Committee meets regularly to discuss ideas and proposals and council representatives attend the meetings in order to hear the views. Training opportunities for volunteers are provided annually.



- **Southside Partnership** (www.southsidepartnership.ie): the role of the partnership is to increase access to services, education, employment, culture and recreational activities for people who are experiencing disadvantages or social exclusion. They work in partnership with local community groups to achieve effective community engagement and community participation. They have strong cooperation with local communities, agencies, local elected representatives and state funded bodies to build strong, healthy, sustainable and equitable communities. One of the main values of this partnership is to enable people to work together to identify common realities, so they can influence, change and exert control over the social, political, cultural and economic issues that affect their lives.

Although social services do not belong to the county council's competences, the **council is a good facilitator, a kind of "melting pot" of community actions**. This provides an excellent opportunity to test collaborative readiness based on a concrete case, for instance a specific volunteering action to be organised in or alongside public services.

The likely focus of the **Integrated Action Plan** in Dún Laoghaire Rathdown will be the **creation of a collaborative model based on the collaborative readiness index, which can be transferred and used by other councils in Ireland too**. The most important fields of the action plan are how to share ownerships responsibly and how to measure the impact of change.

4. Learning needs and good practices in Dún Laoghaire Rathdown

As Dún Laoghaire Rathdown has a legislative system to work with, it provides a great opportunity to analyse and test some concrete measures, which then enables local stakeholders to discuss the different aspects of collaboration based on the Collaborative Framework. Due to its longstanding traditions in volunteering and

well-developed community sector, DLR has a lot to be shared, but as the whole system is under reorganisation, there are hundreds of questions to be clarified as well. At first sight it may seem that DLR, as a more advanced partner, holds numerous answers in line with the Collaborative Framework, yet there are simple questions to be deciphered as well, like how to energise people to launch projects? The specific learning needs are as follows:

- Citizen budget methods (e.g. Gdansk, Aarhus, Amarante) to boost responsibility sharing
- Building up collaborative systems, measuring and indexing collaboration (Eindhoven)
- Ways to energise and mobilise people to launch projects; ways to mobilise people in volunteering actions embedded in public services (peer support, launching movements, etc.)
- Peer support and befriending schemes in different groups of the society to boost new relationships across age, class, etc.
- Means of making social action be recognised and valued publicly (tax reduction, receptions for volunteers, awarding, or even using alternative currencies to accelerate cultural change such as the Spice Time Credit system)
- Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering
- Movements, local initiatives tackling radical connections between people
- Being open to innovation, but also ways of dealing with failure (Eindhoven, Aarhus)
- Support behaviour change (Eindhoven, Aarhus)
- Defining the role of the municipality in the new system (How to act well as brokers? How to provide a 'letting go responsibly' attitude? How to be familiar with failure?)

Practices and experience to be shared with others:

- Age Friendly Strategy and actions promoting active ageing, with a special focus on unlikely connections between people (e.g. the project in which disadvantaged youth helped isolated elderly in the maintenance of their house)
- Public Participation Network
- Local Economic and Community Plan
- Place-based collaboration (neighbourhood houses, community garden)

5. Urbact Local Group to be set up in Dún Laoghaire Rathdown

The ULG in Dún Laoghaire Rathdown will be set up according to the structure of the Public Participation Network (as PPN has already been established, it is not an entirely new group, although the ULG will be most probably smaller, having, thus, a different constellation). The ULG consists of the below organisations:

- DLR County Council
- Southside Partnership
- DLR Public participation Network
- DLR Volunteer Centre
- An Garda Síochána
- DLR Sports Partnership

Based on the likely focus of the action plan, empowering capacity building actions can be for instance:

- Developing local actions with the DLR PPN
- Team-building to strengthen group dynamics
- Inviting representatives from Collaborate or NESTA, UK, joint workshop, Change talks.
- Training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role
- Internal, organisational innovation at the municipality to better tackle collaboration in public services

12. City profile: Eindhoven (NL)

Strengthening the 'social basis' to improve collaborative social services delivery

1. General context

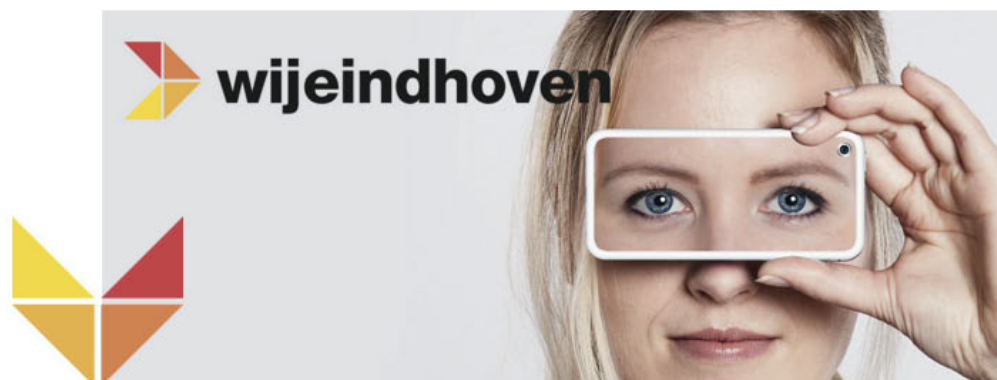
Eindhoven, often referred to as the *city of innovation*, with a population of 225.000 inhabitants (2015) is the fifth-largest municipality in the Netherlands and the largest in the Province North Brabant, which is located in the south of the Netherlands.

Eindhoven has grown from a little town to one of the biggest cities in the Netherlands and much of its growth is due to globally known industries such as Philips or DAF Trucks. In the last decades, Eindhoven and its region became the *Brainport Top Technology Region* (www.brainport.nl), which is one of the three cornerstones of the Dutch economy, along with Amsterdam Airport and Rotterdam Seaport. This is reflected in the GDP figures as well. As an innovative high-tech region, Brainport is responsible for a quarter of all private investment in R&D. Brainport generates 37 per cent of all patents registered in the Netherlands each year. From renewable energy to safe mobility and smart remote care, Brainport works out solutions to worldwide problems in the areas of energy, mobility and health. High-tech goes hand in hand with design, and in the 2000s, Eindhoven emerged as the capital of Dutch industrial design.

The main philosophy behind Brainport is the *Triple Helix* (nowadays often called as Quadruple Helix, including end-users) as a cooperation between local government, business and knowledge institutions to stimulate and boost technology and innovation, which enables the region to accelerate economic, social and individual growth.

2. Socio-economic factors influencing the collaborative capacity in Eindhoven

We could say that a city of innovation should be ground-breaking regarding societal challenges too. Although this is true in many respects, the picture is more complex of course. To overcome the grand societal challenges of our days, Eindhoven introduced the policy programme WeEindhoven (see below in detail), a radically new way of social service delivery, which intends **not only to change the system of service delivery, but also the behaviour of the society as well**. The WeEindhoven model is a good example of system change and people-powered public services, and is fully in line with the running paradigm shift, the reorganisation of the welfare state to Relational or Preventive Welfare.



What makes Eindhoven a good basis for social innovation and the opportunity to implement such a radical programme? URBACT Capitalisation Paper (Social innovation in cities, 2015) states: *“The Netherlands is known as a country in which citizen participation is well-embedded in the culture of public and private organisations. The level of engagement of the population in community action is higher than in many other countries. In addition to this, Eindhoven is a medium-sized city with a significant proportion of younger, better-educated population, which is always fundamental for behaviour change.*

World Value Survey data places the Netherlands among the top states (together with Denmark, Sweden, Finland, and Switzerland) on the topic of general trust, with a significant gap between these countries and the rest of Europe. On the other hand, the country is, surprisingly, not among the top countries regarding institutional trust. Besides the above countries, other states such as Ireland, Luxemburg and Malta have better positions, and even countries with the weakest figures in general trust, such as Portugal and Cyprus, show better figures in connection to institutional trust.

The Netherlands has longstanding traditions in volunteering and a well-developed voluntary sector. In 2010 the Netherlands was characterised by a very high and stable level of volunteering (**55% of adults were involved in carrying out voluntary activities**, this is the second biggest number in Europe) in comparison with the European average. On top of that, together with Sweden, the Netherlands was the only country which featured very high levels of volunteering in national studies, as well as in the Eurobarometer and European Values Study (*Final Report for DG EAC, 2010*). The Netherlands does not have a specific legal framework for volunteering, but this is regulated by or implicit within other existing general laws. In line with these facts, the economic value of volunteering is also significant in the country (between 3 and 5% of the GDP).

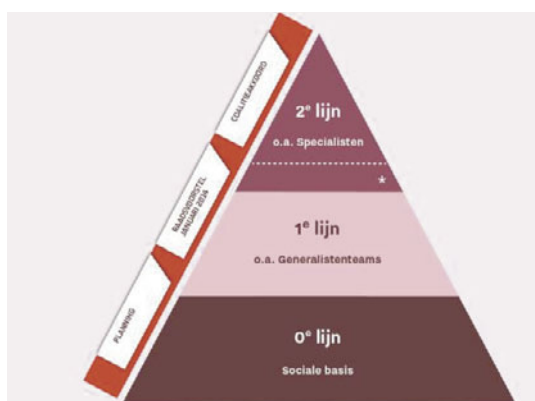
According to ESPON's demographic typology (*ESPO Atlas, 2013*) the region of **Eindhoven belongs to the "Family Potentials" regions, by having a slightly younger than average age structure and higher natural population increase**, as well as a positive net migration rate. In addition to this, the risk of social exclusion is very low in south of the Netherlands in comparison with the EU average.

3. The local policy challenge addressed by the network

The policy programme WeEindhoven (www.wijeindhoven.nl) was born in 2011 as an innovative answer to societal challenges that already came up in late 90ies, but were highlighted in the last years due to the crisis: the society is changing quicker than institutions and, therefore, the Welfare State cannot give suitable answers to the new challenges. To quote Jeroen Hoenderkamp (a strategic advisor of the city of Eindhoven who was involved in the development of the WeEindhoven programme): ***"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"***. Due to the crisis, a change in the national policy of the Netherlands occurred, in which along budget cuts, the national government is shifting responsibilities from national to local level. This is why the city of Eindhoven made an analysis (2010) regarding social service delivery.

To cope with societal challenges a system change seemed unavoidable and within the framework of an expert panel the idea of WeEindhoven was born. The City Council supported the idea and during the next 1-2 years the system change was developed in a truly participative way (discussions with several stakeholders from the early stage of the programme development until its fine-tuning, task-force meetings, street interviews, expert panels, residents' platforms and info-evenings, etc.). To quote Jacolien Aleman (a specialist on social policies at the municipality, who was also involved in the transformation of the internal structure of the municipality): ***"In the past we did spend a lot of money on the delivery of a general package of services without exactly knowing what kind of support was needed on personal level. We have a strong belief that people, if empowered, are capable to take their own responsibility and solve their own problems in a more efficient way. Eindhoven is in transition and the core element is WeEindhoven"***.

The WeEindhoven programme started in 2013 as a pilot in one specific neighbourhood and since the beginning of 2016 the experiment has turned into an official programme implemented throughout the whole city. Some Dutch cities, like Utrecht and Rotterdam run similar programmes, but the more advanced one is taking place in Eindhoven.



The heart of the WeEindhoven programme means 10 **WeTeams**, located in different neighbourhoods, representing a kind of one-stop-shop. WeTeams consist of **generalists** (the 1st line within the triangle) with different backgrounds, like child/family/elderly care, drug addiction, care for people with disabilities, etc. **The generalists act as facilitators and coaches between residents** (the 0 line in the triangle) and **specialists** (the 2nd line in the triangle). In line with the Collaborative Framework, the ideal generalist is a “*storyteller, resource weaver, system architect and navigator*”. Her/His role is to be well connected to residents and their neighbourhood in the usual everyday life.

Instead of the typical dialogue in which residents demand and the municipality provides the requested service quasi automatically, **WeTeams focus on a personal approach**. The generalist visits 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. **When looking for solutions people are stimulated to take their own responsibility and solve their problems themselves or together with the so-called “social basis”**, instead of immediately involving a high level specialist. “*This door-to-door engagement is simply more efficient than the traditional route of appointing representatives to speak on behalf of a community, which has little accountability*” (Our Place guide to Community Organising, Our Place Programme, Locality, 2015).

The so called social basis consists of two parts: the general facilities of a neighbourhood, and the **networks among people**, also known as “Citizens Joined Forces”. The general facilities (like employment, education, culture, sports, housing, etc.) can be used by every resident to become more self-reliant. It is the role of the municipality to facilitate strengthening of these basic services and to make sure they are accessible to everyone. Within the CHANGE! network the focus of Eindhoven is on the second part of the social basis, the “Citizens Joined Forces”; the networks among people. For example, the relationships people have with their family, with their neighbours and other residents. The idea is that where people meet, initiatives arise from a shared interest and passion, and residents are willing to help each other with questions and problems. For instance, residents can volunteer in sports clubs, associations and unions, become a voluntary caretaker, take part in their children’s school programs, do something for the church, take their neighbours to the hospital, cook for an ill friend, look after each other’s children, etc. Or how Roseliek van Geel (thematic expert of the city of Eindhoven) expressed: “social basis is the *well-known, but often forgotten, old, normal, common life*.”

By stimulating people to think for themselves, take their own responsibility and be active within the social basis, the generalists do, in a way, the same as community organisers: “*Community organising is the work of building relationships in communities to activate people and create social and political change through collective action. A community organiser starts by building one-to-one relationships with people, builds a network or membership organisation which selects priorities and targets for action, nurtures leaders in the community and activates the members of the network to take collective action to create social change*” (Our Place guide to Community Organising, Our Place Programme, Locality, 2015).

When problems cannot be solved within the social basis, the generalist will provide custom made support for the client by linking her/him to a specialist. The idea, however, is that, if the system is well managed a larger number of people are able to utilize their own strengths and networks, becoming more self-reliant, and less depending on specialized support. In this way, the WeEindhoven programme is similar to many of the key characteristics of effective public services set by the UK government (see chapter 3 of the state-of-the-art). Like Roseliek van Geel said: “*WeEindhoven is not only a programme, but it is a movement aiming to have an impact on the whole society*”.

In 2015 ca. 350 generalists worked in the 10 WeTeams. 2016 is the year for fine-tuning the programme based on the feedbacks from constant evaluations. So far, 90% (!) of the evaluations were positive. During 2016 the programme will be implemented in its final version and management will be transferred to a foundation outside the municipality. Generally, it shows a new way of collaboration in service delivery. However, since the roles of all stakeholders changed, conflicts also occurred during the process. On one hand, a special point of attention is the overlap between the work of WeTeams and NGOs working in the field, and on the other hand, the lack of communication and cooperation between these two. Steps definitely need to be taken in this field. But, as Roseliek van Geel summarises: “*You need to take steps during the whole process. They might sometimes seem too small and lacking a direct effect, making it is necessary to look further, at the great vision behind them*”. This summary is fully in line with the recommendations of the URBACT Programme regarding opening up gov-

ernance and public services (Social innovation in cities, 2015): *“The city administration is showing a form of pragmatic modesty. It prefers to start by picking the low-hanging fruit. Then it builds on its initial successes to try more difficult steps but always keeps the level of ambition high. It recognises that it faces difficulties, delay and mistakes but still aims to achieve the best results. The public administration doesn't feel weaker because it acknowledges its problems. On the contrary, its ambition seems empowered and at the same time realistic. A fresh feeling of liberation from the mistakes of the past seems to encourage civil servants to go forward”.*

The Integrated Action Plan in Eindhoven will focus on strengthening the social basis. To quote Jacolien Aleman: *“By strengthening the social basis people will be able to utilize their own strengths and networks more, making them more self-reliant. The idea is to strengthen the social basis in a way, which results in an inclusive society where everyone can live, work, and relax”.* Therefore, the main question to be answered within the CHANGE! Network is how to do this effectively. How to mobilise citizens to help each other in and alongside public services? How to share the service provision with citizens and how to empower local people to do that? How to incentivise and reward different types of behaviour? How human relations can be integrated to the way in which public services are designed and delivered? What might ‘letting go responsibly’ mean in practice? How formal and informal social action can be supported in an efficient way?

4. Learning needs and good practices in Eindhoven

No doubt, Eindhoven has a lot to be shared, but as the whole system is under reorganisation, there are also hundreds of questions to be clarified. Due to the fact that WeEindhoven is a system-level social innovation, the main learning point for Eindhoven is the UK, especially in terms of good practices of people-powered public services or social action. These are embedded within public services or acting alongside them. Furthermore, the field work regarding mobilising residents, done by Community Organisers, is a crucial learning direction for Eindhoven.

The specific learning needs are as follows:

- How to convince people that it is effective to take their life into their own hands?
- How to step away from trying to act on problems, and, instead, invest in people so they become autonomous enough to tackle problems on their own?
- How to work together with the existing social basis? How to mobilise people?
- How to group and empower neighbourhoods or groups of citizens with common interest in a theme, project or a shared problem?
- How to create a network that exceeds the obvious connection between people and create awareness beyond the social boundaries?
- How to mobilise citizens and empower neighbourhoods to help each other in and alongside public services?
- How formal infrastructure can support informal help?
- How to create awareness and stimulate citizens to make use of the existing social basis within all domains of the municipality?
- How to take away boundaries that stand in the way of innovative initiatives?
- How to engage “new voices” (unusual suspects)? For example how to create synergies among the WeEindhoven model and unemployment benefits?
- How to establish platforms for collaboration (e.g. DLR, Amarante)?
- How to tackle behavioural change at the municipality as well as among citizens?

Practices and experience to be shared with others:

The innovative WeEindhoven model could be very interesting for many of the partners, even if some will find a lot of bottlenecks while developing and implementing a similar programme (politically, legally, professionally, capacity wise, community wise etc.). So, besides introducing the development and implementation of the WeEindhoven programme along the steps of the Collaborative Framework, other practices and experiences will be shared and highlighted in Phase 2:

- How to re-design service delivery: how to develop a new policy of service delivery in a co-creative way.
- The concept of generalists as new type of social workers
- Formal and informal networks behind the WeEindhoven model
- Facilitating neighbourhood initiatives
- How to introduce and capacitate the concept of a generalist as a new type of social or community worker.

- Good practices on how to stimulate and organise voluntary work
- Good practices on how to use ICT tools in social care and related to ageing

5. Urbact Local Group to be set up in Eindhoven

The URBACT Local Group (ULG) for Eindhoven will be a newly formed group based around one specific neighbourhood and WeTeam. The integrated action plan will be written in such a way that it can be used easily in other parts of the city as well. To involve as many stakeholders as possible, the ULG will be a flexible group with a core group of about 5-10 people. Meetings will, therefore, take place in changing venues. Meetings of the ULG will be supported by a social designer, specialized in working in a co-creative way. The ULG will have the below listed representatives:

- civil servants from the social and spatial domain
- generalists of WeTeam Strijp
- neighbourhood organisations
- formal NGOs (Humanitas, Salvation Army, Red Cross etc.)
- companies involved in social care (housing, elderly care, childcare etc.)
- active citizens

The ULG coordinator will be Samir Toub, a generalist from the WeTeam in the neighbourhood of Strijp. He will work in cooperation with a policy maker from the Social Domain.

Based on the likely focus of the action plan, empowering capacity building actions can be for instance:

- Team-building to strengthen group dynamics
- Inviting representatives from The Centre for Social Action and Community Organisers, UK, to improve the work of generalists
- Workshops (e.g. design thinking) with mixed groups of generalists, organisations and citizens about how to use the social base
- Internal, organisational innovation at the municipality to better tackle collaboration in public services (e.g. exchange with leaders of Amersfoort and social innovation hubs)

3. City profile: Forlì (IT)

Pooling existing resources to re-design and reinforce social services

1. General context

Forlì (118 652 inhabitants in 2012) is a commune and city in Emilia-Romagna, Italy, and is the capital of the province of Forlì-Cesena. The city is situated along the Via Emilia, to the right of the Montone River, and is an important agricultural centre. Forlì is a prosperous industrial centre as well, with manufacture primarily focused on silk, rayon, clothing, machinery, metals, and household appliances.

In the 19th century, Forlì was part of the Italian unification (or “the Risorgimento”), a political and social movement that amalgamated the different states of the Italian Peninsula into the single state of Italy. Forlì participated considerably during World War I, and later on, Benito Mussolini – who was born in a small town nearby - became actively involved in the local politics, before becoming dictator of Italy. World War II left the city with destroyed monuments and artistic losses. After the war, however, the city experienced a quick economic recovery, entering a new stage of democratic life.

Regarding the recent governance structure of the social services, there are 48 Healthcare Districts in Emilia Romagna. The Forlì District (ca. 180 000 people) consists of the city of Forlì and 14 other smaller municipalities. The city of Forlì was divided into five “blocks” (areas with common structural elements) in which participatory planning was experienced.

2. Socio-economic factors influencing collaborative capacity in Forlì

In Emilia Romagna, the amount of social cooperatives and voluntary organizations is traditionally high within Italy. Until the 19th century, volunteering in Italy was mainly characterised by religious institutions, dedicated to charitable activities in the areas of social, welfare and health. As a response to the pressing issue of the fiscal crisis of the welfare system in the 1990s, Italy witnessed an increase in the number of community-based non-profit organisations created in order to respond to the needs. According to the ‘*Volunteering in the European Union*’ (Final Report for DG EAC, 2010), **in 2010, the extent of active participation and voluntary work in Italy was average (34%) compared to the EU 25 countries’ average value, continuing to increase.** In addition, a legal framework specifically relating to volunteering is in place.

On the other hand, the economic value of volunteering is low in Italy (below 1% of the GDP). Nonetheless, the local project coordinator, Fausta Martino, points out that *“almost every resident of the city is part of at least three organizations or associations, thus people are eager to be part of different groups addressing different common goals.”* This contradiction highlights the **gap between existing formal and informal structures, a question which is essential for unlocking the collaborative capacity and building up a policy framework based on that.**

Concerning trust, according to the World Value Map Italy finds itself between Western European states and the former socialist ones when it comes to general trust (trusting in individuals). More importantly, **Italy is one of the last states in Western Europe in terms of trusting institutions**, and this is most probably due to the corruption of politicians.

In the last years Emilia Romagna has become famous for its ground-breaking policy which calls the attention of other cities not only in Italy, but in other parts of Europe as well. It is called *“The Regulation on Collaboration between Citizens and the Administration for the Care and Regeneration of Urban Commons”* or in short, *Cities of Commons*. *“Since the Bologna City Council adopted it in 2014, the regulation has become something of a model in Italy, where cash-strapped local governments can use citizens’ help”³⁴* . By now more than 100

municipalities have followed Bologna in adopting it.

The **Cities of Commons** demonstrated that a partnership between public administrations and citizens is possible today. *“Public administrations shall no longer govern only on behalf of citizens, but also together with citizens, acknowledging that citizens may represent a powerful and reliable ally capable of unleashing a great source of energy, talents, resources, capabilities, skills and ideas that may be harnessed to improve the quality of life of a community or help contribute to its survival”*³⁵.

The City as a Commons project started in June 2012 thanks to an initiative of Fondazione del Monte di Bologna and Ravenna led by university professors. The model creates, first of all, a clear pathway for individuals to volunteer their time and capacities on projects requiring municipal assets or cooperation. *“Second, it spells out the types of in-kind support city authorities can offer citizens or civic groups, whether it's paintbrushes, vacant property or technical assistance from city staff. The terms are spelled out in a document called a collaboration agreement”*³⁶.

There is an association of university professors, called Labsus, which offers municipalities the chance to use the above regulation in open source. This instrument, however, is accompanied by another initiative that the national government is promoting: the administrative barter. In this second case, persons who offer services to the public, receive tax relief on their taxes. The municipality of Forli is working on both documents, and a strong, place-based, citizen-led cultural renewal project (renewal of the Regnoli street) can be found in the city, which is similar to the actions generated change in legislation of Bologna Municipality.

The Department of Social Policies in Forli is closer to the first instrument, because it embodies the idea of community and common goods that Forli has promoted for years. Although the regulation refers to goods in general, today, the cases studied mainly refer to physical goods: e.g. parks self-managed by the inhabitants of a neighbourhood, kindergartens repainted by parents, etc.

The Directorate-General is responsible for adopting the model in Forli, but instead of copying the same document applied in Bologna, Forli decided to organize several awareness meetings with managers and officers, to study the possibilities. Only after taking these steps the approval can start. Forli Municipality members visited the Municipality of Bologna in order to study the case and then the Municipality of Bologna came to Forli to present the document.

Besides joining the Cities of Commons movement, **the Municipality of Forli has made serious efforts to unlock the collaborative capacity by using other tools as well.** To gain a better insight of the needs of service users, the Municipality of Forli decided to divide its territory into “ecological units”, groups of neighbourhoods, which are not linked to administrative borders. In most of the areas, meetings were organized with different participatory tools: Open Space Technology, Theatre of the Oppressed, 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. Official social workers also participated in these round tables, but they generally coordinated the community planning process. These round tables provided a true opportunity for participation since they were organized in weekends or after working hours. The result achieved at present is a Local Area Plan, an instrument of social and health services planned for the 15 municipalities (which form Forli Healthcare district).

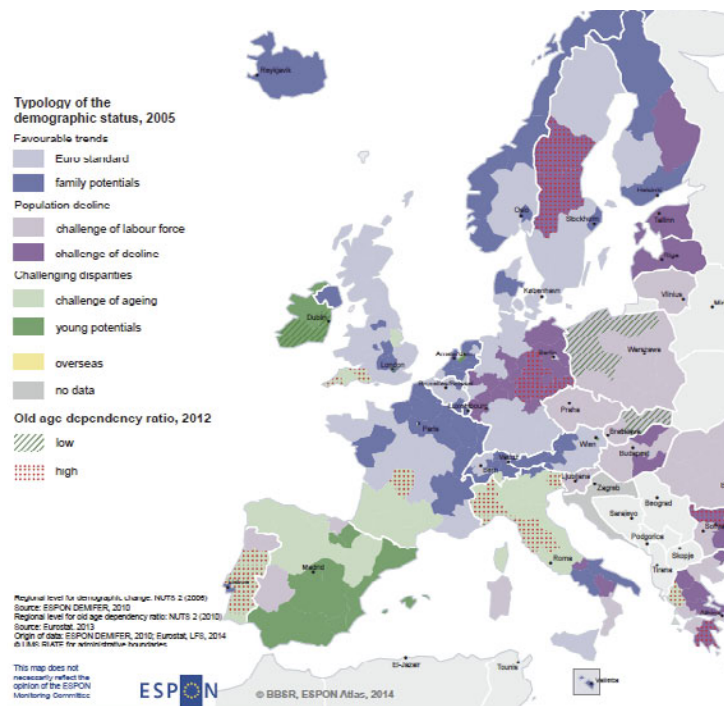
The Local Area Plan has a validity of three years, and consists of the following themes:

- Support the relationship between environment and health: the territory as a common good. In this area there are cross-cutting objectives referring to environment and health as well. One example is the food emporium, a structure where surpluses of supermarkets are distributed to the poor or the confiscated lands are delivered to the users of social services.
- Participatory programming. It provides statistical model developments in collaboration with Istat (National Institute of Statistics) in order to measure wellbeing and projects made with a participatory approach.
- Paths of health and well-being for children and parents: investing in new generations. It promotes healthy lifestyles for children and young people and supports the spread of educational responsibilities and paths of reconciliation between work and family life balance.

35 See more: <http://www.labgov.it/2014/02/08/cities-as-commons-the-italian-constitution-find-application-in-bologna/>
36 <http://www.citiscopes.org/story/2015/how-regulation-turned-bolognas-civic-pride-action>

- Paths of health and well-being for elderly and disabled: a structured and organized community for citizens.
- A community that assists citizens towards a social citizenship: paths of health and well-being for youth, and vulnerable adults with mental distress and dependencies.

3. The local policy challenge addressed by the network in Forlì



As for the local society itself, increasing needs mean the core issue to be dealt with. As it is presented on the ESPON map, among societal challenges, **ageing is a major challenge in North Italy**. In Forlì twice as much elderly need help and supply than the municipality can provide for. Isolation and different chronic diseases are the main problems of older citizens. The loneliness causes problems mainly in little villages around Forlì, where older people live far away from each other. On the other hand, many informal individual or formal civil initiatives (provided by NGOs) are running, but these are not embedded in or alongside existing social services to trigger them off, and these are not supporting each other mutually.

Based on the round-tables, it was apprehended in Forlì that, for instance, most of the resources within elderly care are used for the supply of non-self-sufficient elderly people, however there are significant needs from families as formal or informal caretakers as well. It would be very important to involve these family members in the health care of older people who do not only need health service, but also opportunities to overcome loneliness.

It is also usual that parents and grand-parents are quite old and they have similar health or social problems, making it possible to connect the services provided for them.

In line with this, **the overall policy challenge in Forlì is to create more efficient social services that would involve volunteers and encourage them to take responsibility in directly addressing residents (especially the older ones). This would translate into a new framework which would enable the municipality to act as broker, ensuring the provision of alternative services.**

In this process, transforming the existing, structured services and resources according to this new system, to make the whole delivery more efficient by combining the two, is another challenge. This way, the existing system and the new services provided by volunteers could mutually reinforce each other, and similarly to the WeEindhoven model, social workers should become facilitators, linking the different needs with the most suitable form of service.

“Sometimes collaboration results in very simple things. For example, only a place to meet is missing in a specific neighbourhood, but so far this need has not been expressed or there has not been anyone to organise this” - said Fausta. A middle sized city like Forlì provides a still manageable dimension to create a coherent collaborative system. There are some very inspiring local initiatives at this point to build on: for example along the state-run Family Centre a local **Time Bank system (a form of Local Exchange and Trading System)** has been running for many-many years. In another area (Foro Bario) an **experimental place management project** was realised, in which local residents living in social housing, took care of their own green space. Another very successful, city wide initiative is the **Volunteer Readers**, in which volunteers organise event to children at age 0-6 to promote literacy. Finally, most recently **Regnoli 41** initiative was born in the city centre, in which local citizens re-shaped an abandoned street by using the power of culture.



Place-based collaboration in Regnoli Street

These initiatives mean excellent basis for **“Preventive Welfare”** or with other words, to embed them, as social actions, into public services in a higher extent. However, it is worth mentioning that although the involvement of local residents was quite easy in the beginning, it is still a challenge for the local municipality to maintain the high level of participation at the further round tables.

Along the lines of the policy challenges, the **CHANGE! Action Plan in Forlì will most likely focus on mobilising people in volunteering on a city level alongside public services, related to the existing Area Plan, and putting a special emphasis perhaps on aging.** The action plan should refer to innovative ideas to mobilise people to be volunteers in the existing public services in a more efficient way, enabling them to gain responsibility while transforming the role of the municipality into a broker. Having a city scale, the action plan would address the overall structure of social public services provided by the Forlì Healthcare District in connection with ageing.

4. Learning needs and good practices in Forlì

Forlì has a wide range of experience and practices to be shared, but also formulated well-defined learning needs, as follows. The specific learning needs are related to:

- Characteristics of new generation of social workers and the training path to achieve that (e.g. Eindhoven, Gdansk)
- Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering
- Community engagement, empowering people to participate
- Working across silos (e.g. Eindhoven, Gdansk)
- Social network analysis, mapping informal services
- Setting up and working in a collaborative system (e.g. DLR)
- Peer-support and befriending activities, especially regarding elderly and youth
- Participative budgeting schemes

Practices and experiences to be shared:

- Cities of Commons and its adaptation in Forlì
- Long term, citizen-led strategy planning, community engagement, mapping formal and informal resources (round tables)
- Great variety of active ageing initiatives
- Mobilising interactions among people (Time Bank)
- Culture and citizen-led renewal of abandoned spaces
- Volunteering movement (e.g. Volunteer Readers)
- How the municipality' internal structure should be changed to support social innovation and unlock the collaborative capacity
- Good practices promoting active ageing

5. Urbact Local Group to be set up in Forlì

The Change! ULG will be set up based on an existing group of stakeholders. The ULG works for the co-production of the integrated action plan by for example:

- Mapping the organizations providing informal social services to find out which social services can operate based on, for instance, voluntary actions and which are complementary with the services provided by the municipality. The result of the mapping would be presented and can be refreshed on a platform or in a database where residents can write comments about the services (crowd mapping)
- Designing methods to empower people to participate
- Improving human resources of front line officers, better integrating the different departments
- Organizing trainings for social workers and volunteers who have key roles in providing social services for the residents

The ULG Coordinator will be Fausta Martino, who is doing her PhD at University of Bologna related to the transformation of welfare policies.

Municipal staff:

- Giulia Civelli – Head of Equal Opportunities Unit

- Maria Teresa Amante – Head of Minors Unit
- Tiberia Garoia – Head of Unit of Disabled People
- Helenia Fantini – Municipal Centre of Families
- Simone Bandini – Social Innovation Unit
- Serena Bambi – Sub ambito acquacheta
- Luciano Minghini – Comune Forlimpopoli
- Antonio Bonoli – Comune Meldola
- Annalisa Farina – Comune Castrocaro
- Zucchi Paola – Asp

Members from local associations:

- Martina Schiavo - Consorzio Solidarietà Sociale
- Donatella Piccioni - studio EGLA
- Massimo Fabbri - Domus coop
- Elena Galeazzi - Caritas Forli
- Sara Barbieri - Paolo Babini
- Fabio Magnani - Consorzio Solidarietà Sociale

14. City profile: Gdańsk (PL)

Tackling collaborative capacity through enhancing community engagement

1. General context

Gdańsk (461 489 inhabitants in 2014), a Polish city situated on the Baltic coast, is the capital of the Pomeranian Voivodeship, Poland's major seaport with still significant shipping industry and the centre of the country's fourth-largest metropolitan area. This metropolitan area is formed together with the modern city of Gdynia and the holiday resort of Sopot – a unique triangle of cities with very different characteristics. Throughout the history, the city was close to the former late medieval boundary between West-Slavic and Germanic seized lands and it has a complex political history with periods of Polish rule, periods of German rule, and extensive self-rule, with two spells, as a free city. Gdańsk has been part of modern Poland since 1945.

Gdańsk, easily accessible nowadays by cheap flights, is well-known amongst visitors as a former Hanseatic city, whose amazing historical city centre was completely rebuilt after WWII. For the majority of the world, Gdańsk is known as '*city of freedom*', the birthplace of the Solidarity Movement (Solidarność) which, under the leadership of Lech Wałęsa, played a major role in bringing an end to the communist world across Central and Eastern Europe.

For the URBACT community, Gdańsk is known as the Central European city which has already made some preliminary, yet rather significant steps to change and open its governance culture. Nonetheless, the city's administration (similarly to many other European cities, especially in the Eastern part of the EU), has been traditionally operating in a very hierarchical way, for its residents who generally "*count on their superiors to take decisions for them and do not expect to be consulted or involved in shaping these decisions*" (Social innovation in cities, 2015 –reading the whole case study on Gdańsk in this URBACT Capitalisation Paper on social innovation is highly recommended).

2. Socio-economic factors influencing collaborative capacity in Gdańsk

In terms of collaborative capacity, Gdańsk is an interesting case. On one hand, the World Value Survey graph shows that **general trust (trusting in individuals) is very weak in Poland**. Actually the Polish figure is among the worst of EU countries and even among post socialist states. On the other hand, after Slovakia, **institutional trust is the second strongest among former socialist states**, close to the figures of France, Belgium and Italy, yet lagging behind the Scandinavian and Western European countries.

Besides, according to the *Volunteering in the European Union, Final Report* **Poland is a country which in 2010 was characterised by relatively low (16%), but definitely increasing levels of volunteering** in comparison with the European average, and where a legal framework specifically relating to volunteering is in place. In line with these facts, the economic value of volunteering is also low in Poland (below 0,1% of the GDP). The major factor affecting participation in volunteering in Poland – similarly to all post-socialist countries - is the legacy of communism.

However, it is also important to see that together with the Baltic countries, Poland was (and still is) one of the fastest developing countries of Europe with regards to the growth rate of GDP in real terms (annual average between 2001-2011, *ESPON Atlas, 2013*). On the top of that, Gdańsk is located in a strong region within Poland. Although in 2015 a significant political change, which may lead to massive centralisation hindering the process to unlock the collaborative capacity, occurred in Poland, the economic development fed the ground in which social innovation could start to flourish. Gdańsk alone is the 6th most important economic centre of Poland regarding GDP produced in the city. **It is an attractive metropolitan area, where the population increased in the last decade** (however in Gdynia and Sopot the population has decreased, so Gdańsk represents the main magnet of the metropolitan area for the population) and where both the natural and the migratory balance were positive (similar to major cities in Poland). As a background of social innovation and collaborative capacity, it is

also worth mentioning that in the region of Gdańsk, **the share of population with tertiary education is relatively high in comparison with other Central and East European regions**, while the risk of social exclusion is very low (ESPON Atlas, 2013, based on the following indicators: high share of non-EU foreign inhabitants, low female employment rate, high old-age dependency ratio).

In the wake of the recent economic crisis, the European Union has witnessed the most severe economic downturn in its history and this had a serious impact on unlocking the collaborative capacity. Similar to a significant part of Poland, Gdańsk and its region maintained a steady trend in regional employment both during the crisis and afterwards (ESPON Atlas, 2013).

The above, rather diverse picture is perhaps rooted in the fact that Gdańsk lost 95% of its population during WWII, which *“means that the current population is only the second or third generation to live in the city, raising important issues around perceptions and feelings of belonging. Unusually for a European city, this creates an opportunity to reshape the city’s destiny, and today the municipality acknowledges the potential for citizens to play a role in its governance”* (Social innovation in cities, 2015).

3. Steps already taken in Gdańsk towards a more collaborative and open government

So what has happened in the city, what are the actions that the URBACT Programme welcomed so much? A core actor of the transformation realised in the city government is the mayor himself, Paweł Adamowicz. *“He has observed society changing over the years and incrementally identified the need to find a better way to understand and address citizens’ needs, by engaging with them more effectively”* (Social innovation in cities, 2015).

Regarding collaborative government, the following key steps were made in the last years:

- The establishment of **Club of Gdańsk**. This is an informal think-tank, bringing together civil servants and NGO representatives to exchange ideas, brainstorm and identify fundamental values for the city in an open and transparent way, with an equal voice for each participant and in a real framework of co-creation (this model refers mainly to the ‘insights’ and ‘brokerage’ stages of the Collaborative Framework).
- A mind-set change: from **‘social problems’ to ‘social development’!** *“In order to be able to innovate, a city should start by innovating in its own administration”* - said mayor Paweł Adamowicz. As a result of Club of Gdańsk it became clear that the issues tackled by the education and the social departments were closely interlinked, yet lacked coordination. Based on the civil servants’ suggestions, **the departments of education and social development were merged into the social development department** (this action refers mainly to the ‘leadership’ and ‘agility’ stages of the Collaborative Framework).
- **Working Groups:** collaboration is now involved in the design of city strategies, mainly in the form of ‘working groups’, which are dedicated to social issues as well. 4 cross-sectorial co-creation working groups are managed by the above department working on local action plans (immigration – the 1st one in Poland, health, supported housing, economic safety).
- **Platforms for co-creation. Neighbourhood Houses** (different from the cultural centres known in many countries) have been set up on the basis of British and Irish experiences as incubators of citizen-driven initiatives. These community meeting places enable the inhabitants themselves to propose and develop their own ideas, get to know each other and take the initiative to promote neighbourhood life.
- The iconic place of co-creation in the city is the **Targ Weglowy (Coal Market)**, which is a result of a complex **placemaking** process, starting with a survey and consultation of citizens which showed their wish for a community meeting point in the city centre. This project means an urban acupuncture in the city, as it efficiently raised the citizens’ awareness of the way the municipality can listen to them and implement their projects (these actions call mainly the ‘design’ and ‘incentives’ stages of the Collaborative Framework).
- **Culture as a tool to empower citizens** is also promoted by the city.
- **Citizen budget:** after two editions Gdańsk is currently changing the system. Until now, the city was divided into six regions and each region had a budget for projects recommended by citizens who, in addition, could vote for



city level projects as well. In 2016 the voting system follows the city's 34 administrative districts, and the money allocated to them depends on the size of their population. At the end of the voting procedure in which every citizen has 5 votes and can freely decide what to vote for (it is possible to give 5 votes for one project), one project at neighbourhood level and another at city level will be selected. Based on the experience, mainly small-scale infrastructural projects gained funding (except for some projects dealing with ageing and abandoned cats).

- A separate **youth and senior fund**, in addition to the citizen budget.
- **Gdańsk 2030 Plus**,³⁷ the city's new strategy was co-created with local residents based on the first participative actions and internal, sensitisation trainings. The process was moderated by an external consultant. Citizens were invited to take part in an online survey, in workshops, and children could compete on drawing the future city they wanted. Citizens' inputs were later analysed and shaped into an official strategic document. Gdańsk 2030 Plus is based on a challenge approach, and is not problem or target group oriented, but holistic and horizontal. The strategy has 9 operative programmes, from which 3 are managed by the social development department.



Autor: Zanała Kucharska / UMG

It is worth mentioning that failures occurred as well. For instance, a placemaking project was planned in a specific deprived urban area to re-design abandoned backyards. In Gdańsk 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 co-designed by locals, yet without any place-management initiatives set up, their maintenance was not covered. Unfortunately, the previous situation reappeared and the degradation is worsening every year as residents do not care enough.

3. The local policy challenge addressed by the network

The vision of Gdańsk is “a city gathering and attracting what is most valuable – people who are proud of their heritage, community spirited, open-minded, creative, developing and jointly shaping their future” (Gdańsk 2030 Plus). Among others, the main challenges of social development (or innovation) in Gdańsk are:

- attracting new inhabitants and preventing further outmigration from the city,
- strengthening civic attitudes and improving the level of responsibility for the public values,
- increasing people's readiness to create local cooperation networks,
- strengthening local integration based on the cultural heritage and identity and the use of new tools to activate residents and create high quality public services,
- creating a friendly living environment combined with good quality child care services for young people.

Despite the great successes of Gdańsk 2030 Plus Strategy and although the mayor truly convinced the municipal staff to use participatory methods, generally speaking “people do not believe yet that it is necessary to be involved in policy making processes or voluntary actions, because there is always someone who decided what to do. People do not trust authorities so much, and thus participation is not a true process” – said Grzegorz Szczuka, Deputy Director for Social Integration.

Changing mind-sets requires, indeed, a lot of time and the first steps already made need continuance because otherwise the whole process can be jeopardised easily. Stronger and wider collaborative actions may result in unlocking the collaborative capacity more efficiently and perhaps quicker too. “The city management is ready, but residents are not, and national level regulations also often hinder collaborative government” – continues Grzegorz Szczuka.

“We have to show them (to citizens) that this is the direction, we have to put the energy now into the process to demonstrate that we indeed require participation – this is our task now, our homework. We have to give the tools, we have to learn how to animate the process better, how to provide the framework in which they can collaborate. The first steps have been made, but what is the next step?” asks Piotr Olech, Deputy Director of Social Services Unit.

Unsurprisingly, the concept of people powered social services is less known in the city since opening up public services is a very difficult and very new process. However, specific social care areas in the city, such as the one dealing with homeless people, is entirely outsourced. *“Planning is one thing, but involving people directly into the service delivery through volunteering is another”* –affirms Piotr Olech, wondering whether it is possible to continue the process started in the city with opening up social services through voluntary actions. The belief is that the participative culture is not mature enough yet.

There are other concerns regarding the local focus of the CHANGE! network. In line with the constitution, each community should be responsible for solving their own problems, and the municipality should provide the framework. The **redistribution of some services in the 34 administrative neighbourhoods** (now the majority of the services are centred in the city centre), putting them closer to citizens by using less budget, is a big challenge for the city, also expressed by citizens in the 2030 Strategy, and a complex mapping process is being elaborated now. *“How can the CHANGE! network and the Collaborative Framework contribute to this reorganisation process? How can local community organisers working in the neighbourhoods find a new role (facilitator, mediator, coach) in this transformation?”* – were important questions dedicated to the city leaders interviewed during the city visit.

Regarding the CHANGE! network, another key factor is the **complex re-organisation of the work of the Social Welfare Office (MOP)**.

The motivation behind this upcoming legislation initiated by the Ministry of Labour and Social Affairs is well-known from other countries too: the level of dependency and inefficiency within the recent system is too big. In general, social workers spend ca. 70% of their time for handling administrative issues, so only ca. 30% of their work can be directly spent to the development of and negotiation with the client. **The new act (to be realised in 2016-2017) will divide social workers into two groups.** The key group will spend the majority of the time with clients, while the other will deal with the administrative management of subsidies and allowances, based on the cooperation of the two groups. In the last years, Gdańsk was also very active in this field, managing several ESF pilot projects, where innovative techniques such as the “family approach” and “case conference” were tested.

All in all, the whole social system is under reorganisation in Gdańsk, partly because the national regulatory framework is changing (MOP) and partly because the municipality has a better insight on people’ needs, thanks to their active engagement through participatory processes. The best way in which the CHANGE! network could support this process, is two-folded: 1. getting to know good examples on how to create conditions where social action can happen, **how to mobilise citizens, enhance community engagement and empower neighbourhoods to help each other in and alongside public services;** 2. secondly it is linked to the **reinforcement of social workers, enabling them to act as coaches, facilitators and mediators,** or similarly to the projected outcome of the WeEindhoven model, like a one-stop-shop in the neighbourhood.

Through co-designing conditions where social action can happen in and alongside public services and where citizen engagement can be flourish, and through the reinforcement of social workers **the likely focus of the integrated action plan is to develop a community development model for the city of Gdańsk.** This model will activate people’ capabilities as well as their ability to share responsibility. In this way, building up a framework, but also enhancing an upcoming regulatory change, the action plan can also contribute to the above mentioned redistribution process, in which higher community engagement is essential.

This is also in line with the statements of the interviewed leaders who are especially interested in the WeEindhoven model and the way the ‘generalist’ works, despite the fact that in Poland there are many more regulations which block the complete transfer of such a system change.

4. Learning needs and good practices in Gdańsk

Gdańsk has plenty of experience and practices to be shared, but also formulated well-defined learning needs, as follows.

The specific learning needs are related to:

- Community engagement: how to involve new voices and create an environment where community engagement flourish

- Characteristics of the new generation of social workers and the training path to achieve that (e.g. generalists, or Community-Right-to-Challenge)
- The WeEindhoven model
- Better engagement of families in trouble (the case study done by Participle)
- Improvement of the local networks, relationships among people and organisations
- Voluntary training for social workers
- Communication strategies to share responsibility
- Techniques to overcome resistance (facilitative leadership training)
- The experience of neighbourhood councils
- The brokerage role of the municipality, key attributes to achieve that
- Sensitisation or design thinking training for front line officers
- Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering
- City level strategy for active ageing
- Development of community centres

Practices and experiences to be shared:

- Citizen budget
- Cross-sectorial working groups
- Gdańsk Club
- Transformation of community centres to neighbourhood houses
- Youth Council, Senior Council
- Mapping processes (social service map)
- Placemaking at the Coal Market

As Gdańsk intends to focus on systematic change, the Collaborative Framework is more relevant in this case, and actually all its stages are subject to analyse together with the ULG.

5. Urbact Local Group to be set up by Gdańsk

The ULG as such, which will work in the CHANGE! network, is a new group although consisting of the people who already have experiences in collaborative processes and have been working together in the other configurations. The group has been already formed of the representatives of several city departments, municipal institutions, local NGOs and service providers. Members of the group from the City Hall:

- Magdalena Kreft – Economic Development Department
- Magdalena Zawodny Barabanow - Social Development Department,
- Piotr Olech - Social Development Department,
- Magdalena Skiba - Social Development Department,
- Anna Gaj-Sokolowska - Social Development Department,
- Magdalena Chelstowska - Social Development Department,
- Public Institutions
- Agnieszka Rozga-Micewicz - Gdansk Development Agency
- Anna Puskiewicz - Gdansk Development Agency
- Sylwia Dymnicka-Iwaniuk - Employment Agency
- Ewa Wolczak – Municipal Welfare Agency
- Marcin Meczykowski - Municipal Welfare Agency
- Marta Cizek - Municipal Welfare Agency

Participating NGOs:

- Regional Voluntary Center
- Polish Association for Persons with Intellectual Disability
- Gdansk Entrepreneurship Foundation
- Society for Addiction Prevention "MROWISKO"
- Society for Addiction Prevention "MROWISKO"
- Association "Dla Siedlec"
- Morena Association
- Foundation for Support of Social Initiatives

- “Sprawni Inaczej” Foundation
- WAGA Association
- CARITAS
- Gdansk Foundation of Social Innovation
- Gdansk Foundation of Social Innovation
- “Przyjazne Pomorze” Association
- Information and Support of NGOs Foundation
- Metropolitan Area of Gdansk, Gdynia, Sopot
- „Zyc z Pompa” Foundation

The coordinator of the ULG is Monika Chabior, a local expert and activist.

15. City profile: Nagykanizsa (HU)

Boosting impact volunteering by using peer support in elderly and/or child care

1. General context

Nagykanizsa is a medium-sized city (48 339 inhabitants in 2015) in South West of Hungary, close to Lake Balaton and the Croatian border. Traditionally, the city was a meeting point of five historic routes, thus for centuries Nagykanizsa has been a connecting link between the Adriatic-Alpine region and the Habsburg Monarchy, playing an important role in the trade.

After the Turkish occupation, until the end of the 19th century, Nagykanizsa slowly became a modern town and a lively business, trade and craft centre again. Similar to the rest of the country, World War I had fatal consequences on Nagykanizsa which lost its markets in the south and west as a result of the new borders. Oil played a crucial role to survive and after the war Nagykanizsa became the centre of the Hungarian oil industry.

Today the city is well-connected by the nearby motorway (from Budapest to Croatia and through Slovenia to Italy) and is located in the 2nd most developed region of Hungary - Nyugat-Dunántúl (which in 2012 was the only region in Hungary - except Central-Hungary Region - exceeding the national average GDP/capita). However, the city is located in the less-developed county within the region (Zala). The most important industrial sectors in Nagykanizsa are: brewery, furniture, and light source and logistics due to General Electric's very large light bulb factory opened in the city.

2. Socio-economic factors influencing collaborative capacity in Nagykanizsa

As for Hungary, the WVS data shows it as a country placed somewhere on the borderline of the Western and Eastern values structure. **Concerning general trust** (trusting in individuals), which has a crucial role while opening up public services, **Hungary finds itself between Western Europe and the former socialist states**. To be more precise the Hungarian data is the strongest among the former socialist countries. On the other hand, **Hungary is one of the last countries in Europe, including the former socialist states, in trusting institutions**. The distrust in political institutions is especially high most likely because of the real and assumed corruption of politicians³⁸, despite the fact that Hungary's level of corruption is not the highest among former socialist countries (yet the tendency is negative, corruption is growing in Hungary).

As for volunteering, Hungary is a country which in 2010 was characterised by relatively low (17%), yet modestly increasing levels of volunteering in comparison with the European average, and where a legal framework specifically related to volunteering is in place (*Volunteering in the European Union, Final Report*). In line with these facts, the economic value of volunteering is also low in Hungary (below 1% of the GDP).

3. The local policy challenge addressed by the network

Comparable to the rest of the country, in Nagykanizsa nobody talks directly about a public service reform, collaborative public services or people-powered public services. **What makes the city an ideal place to start developing people-powered social services** (not only in the Hungarian context, but even on a wider perspective regarding Central and East Europe) **is its conscious active ageing policy and the way the city connects it with youth voluntarism**.

In Hungary there is a national level regulation (School Community Service), requesting 50 hours of voluntary work from each student before the school leaving exam (meaning that completing the 50-hour voluntary work is a precondition of the exam). Due to the low level of voluntarism in the country and because

of a lack of deep volunteering culture, this enormous volunteer capacity is too often handled inaccurately, and thus its potentially huge positive impact on the society is being lost. First of all, teachers do not have proper resources to teach their students the benefits of voluntary work (such as the fact that it provides important employment training and can be a pathway into the labour force, it enhances social solidarity, social capital, and the quality of life in a society; or that it gives individuals a sense of self-satisfaction knowing that they are making a contribution to the progress of society, etc.). Second of all, the weak cooperation between local NGOs and institutions (and as a result of this, their “weak” voluntary offer) often generates a detrimental process for all stakeholders involved. When the student does something inefficient and definitely not self-satisfactory within the School Community Service, it turns into a waste of resources for the organisation, for the student as well as for the society.

Nagykanizsa has developed a novel local policy to use “obligatory” youth voluntarism (School Community Service) in a way which affects positively the whole society, providing, thus, a win-win-win situation. The municipality has a contract with 8 local organisations that provide opportunities for non-paid activities and connects students who are looking for interesting and tailored voluntary activities with them.

More specifically, since 2013, the municipality has been consciously bridging the gap between young and old generations by navigating some volunteers within the School Community Service to the local elderly-friendly programme called Silvernet (Concept for Active Ageing). Within this activity, grammar school students can teach elderly people, participants of the Senior Academy (see the picture below), to gain skills in computing and in internet use. This practice turned out to be successful and innovative for all players and new group sessions started from 2015 during which English and German language skills were taught. This novel program became very popular amongst retired participants.



The city of Nagykanizsa is the only municipality at the moment in Hungary connecting the School Community Service with active ageing measures, generating mutual benefits for both target groups. The reasons behind are two folded. As the regulation on School Community Service is relatively new, there is a massive debate in Hungary around the pros and cons of the system. However this debate is mainly taken by NGOs. Secondly, Nagykanizsa is a member of the Association of Hungarian Elderly-Friendly Cities, which was established some years ago by District 11 of Budapest. Tackling the challenges of the ageing society by promoting active ageing initiatives voluntarily is still not popular among Hungarian cities. However the opportunities offered by School Community Service were discussed among collation members as “3rd Age University” type of activities are among the most popular measures in Hungary promoting active ageing.

So bridging these two target groups, the municipality had a chance to develop some key characteristics such as being open-minded and adopt a brokerage attitude instead of trying to over-dominate the process – these being key attributes needed also for moving forward towards collaborative service provision.

The Municipality is responsible for a set of public services, including social care, and, in general, top-down service delivery is prevailing. However, besides the benefits of the above “bridging” model, the municipality started to build up an active and dynamic, perhaps less hierarchical partnership with the citizens, the social institutions of the municipality, and with the local civil and charity organisations. These frames are strong enough to pave the way for social innovation in public services even within a vertical, more hierarchical public administration system.

The above model represents a strong basis to move forward towards a more collaborative service delivery. **There are two likely directions of the future Integrated Action Plan identified by the ULG:** 1. as the local society is ageing, providing elderly care means more and more challenges; therefore, within the CHANGE! network the existing active ageing measures should be developed to provide **peer support within the elderly** and trigger formal elderly care (active older citizens help other older people - clients of the elderly care, as peers and volunteers). 2. Similar to this, School Community Service and youth voluntarism should be linked also through **peer support with family care and child protection** for children in low-income, disadvantaged families.

On one hand, supporting active ageing measures stands as a high priority for the municipality since the city is implementing its Silvernet programme based on the Concept of Active Ageing and it is also a member of the Association of Hungarian Elderly-Friendly Cities as mentioned above. In addition to this, the municipality employs a high level consultant responsible for the implementation of the above strategy, as well as for the local policy connecting School Community Service and Senior Academy. On the other hand, these – at least locally – innovative measures are not embedded in a general policy framework aiming for a public service reform through collaborative methods. Actually the above mentioned Concept of Active Ageing was drafted by the municipality and not co-drafted by the stakeholders (“only” a consultation process was organised with the elderly council). While preparing the Integrated Action Plan, the (obligatory) Local Programme on Equal Opportunities should be taken into consideration as well. Moreover, no strategies linked strictly to public service reform and people-powered public services exist in the city.

The ULG in Nagykanizsa intends to focus on impact volunteering in one or two thematic fields: 1. making formal elderly care more efficient by using the voluntary power of active elderly as peers, and/or 2. making child-care more collaborative by using peer support available in the frame of the School Community Service. The focus is on making existing social services (elderly care and/or child-care) more efficient by using the power of new relationships among people (peer support/mentorship). The main aim of the city-level Integrated Action Plan is to redesign the above social services (one of them or both) and to increase the social capital as well as the local identity. The Integrated Action Plan will thus be, most probably, a roadmap for how to implement such a process.

As Noémi Jankó-Kozma, local project coordinator affirmed, *“it is essential to give something to the local NGOs’ hands”*, meaning that ULG activities shall consist of events, trainings or activities (e.g. social marketplace), from which most NGOs should benefit directly. This can contribute to a more efficient cooperation and dialogue among them and with the municipality and it can be the basis for a well-targeted action plan, highlighting win-win-win interactions, fostering awareness-raising and boosting the society’s appreciation towards voluntarism. All of this can lead to the first cautious, but concrete attempts towards a more collaborative service delivery in elderly and/or child care.

The relevant Integrated Territorial Programme prepared in Nagykanizsa for the period 2014-2020 (already approved by the Hungarian Government) as a basis for all spatial developments, has two framework initiatives which support local organisations to create local social inclusion projects. Namely, the ‘Local programs targeting social cohesion’ (6.9.1-15.) and ‘Development of social standard services’ translate into a concrete budget for the development of local projects in the field of child-care and other socially-related fields, in target areas of the city. The appropriate utilisation of this fund is a strong motivation for the municipality itself making the Integrated Action Plan that will be prepared within the CHANGE! Network an important tool to set up innovative measures for how to use that fund efficiently.

4. Learning needs and good practices in Nagykanizsa

No doubts, Nagykanizsa will be more on the “learning” side in the CHANGE! network, however it has some very clear initiatives, which might be interested for other partners. Its specific learning needs are as follows:

- active ageing initiatives (good practices) where the municipality plays a brokerage role
- people-powered social services tackling elderly and/or child care (e.g. peer support)
- key attributes, training schemes/curricula, job description of generalists (WeEindhoven model)
- models for social incubation
- citizen (participative) budget initiatives (e.g. Gdansk, Amarante)
- social design or design thinking workshops
- how the municipality’ internal structure and attitude should be changed to be able to support community activities, and in which relational public services could flourish
- concrete examples for peer support/mentorship related to the target groups
- community engagement
- organising and coordinating volunteering activities
- mapping local needs, having a deeper insight, social network analysis (Amarante)

Nagykanizsa, and similar cities which are on an early stage of the Social Innovation Spiral, can be interesting case studies for more advanced partners who can study different socio-economic and cultural behaviours hindering the set-up of collaborative capacity. The local policy bridging School Community Service and Senior Academy can be interesting for some other partners, even if, in general, using young volunteers in seniors’ edu-

cation (third age universities, etc.) is a long-established, known approach.

We can say that local decision makers are not open-minded enough for social innovation or for the collaborative framework, which is not a surprise in a centralised political system. *“The civic economy is still in its early days in Central and Eastern Europe. Compared to Western Europe, the development of the civic economy is lagging 2 to 3 years behind but the difference is not solely a question of time. Eastern Europe is also following a slightly different path for obvious macroeconomic, cultural and historical reasons” (Dalma Berkovics, 2015³⁹)*. Also, as Mr János Lehota, head of the Mayor’s Cabinet - who himself can be an internal change-maker - mentioned during the initial ULG meeting, in Nagykanizsa the mayor’s work is not assisted by professional strategic adviser(s), meaning that obviously there is a room for improvement at this point.

Thus, sensitisation training aiming to enhance attributes linked to social innovation, partnership, collaboration, open governance, participation, etc. is strongly needed and should be done by an external facilitator. For the same reason a meeting with, for instance, the legal representatives of Gdansk or Amarante can also be motivating for local leaders as these cities have already made the first steps towards social innovation (a possible link for staff exchange). What is more, local decision makers should be prepared for a social design or design thinking workshop prior to the meeting.

5. Urbact Local Group to be set up by Nagykanizsa

The ULG as such, which will work in the CHANGE! network, is a new group.

During the first two ULG meetings in Phase 1 the below organisations came together to discuss the local context of the project theme. This group represents the basis of the ULG in Nagykanizsa.

- representatives of the elderly council
- the association of blind people
- charity organisations of the different churches
- the social department of the municipality and the Family Care and Child Protection Centre
- the municipal department dealing with EU projects
- the responsible vice mayor
- the policy advisor responsible for active ageing
- the local unit of the Hungarian Red Cross
- the association of people suffering from heart diseases
- other, smaller NGOs
- some active citizens

The ULG will be formally organised by the project coordinator working at the municipality (department of EU funds). During Phase 1 a change maker (CHANGE! Ambassador as they are called within the network,) was identified: Ms Nóra Berkesné Rodek, who is a local, committed citizen, a mother of 2 kids, doing her PhD at the local campus about CSR. Her current vision or even pledge (to create a volunteer cadastre in the city) blends perfectly with the ULG work, setting up the framework and basis for collaboration. Since she is not part of any of the local NGOs or the municipality, she will, most likely, be able to create a bridge. As a potential change maker, she will be the ‘engine’ of the local group.

The process will be coordinated by the above change maker, and, therefore, led by local stakeholders, mainly representatives of the local NGOs. As mentioned before, it is essential to organize events, trainings or activities from which NGOs can benefit directly because these actions can empower local stakeholders in the learning process and encourage them to create a strong action plan, extremely necessary for Nagykanizsa – a city that has a lot to learn. Based on the likely focus of the action plan, these concrete actions can, for instance, be:

- team-building to strengthen group dynamics
- social marketplace (civil licit)
- mapping the local voluntary basis, social network analysis
- analysing those public services, which potentially can be outsourced or enhanced by more collaborative tools
- social design or design thinking workshop
- training on organisation of voluntarism
- social network analysis

16. City profile: Riga (LV)

Place-based collaboration – the tool to unlock collaborative capacity in Riga

1. General context

Riga is the capital and the largest city of Latvia, a vibrant, cultural hub and a unique destination full with creative energy and renewal potential. With its almost 650 000 inhabitants (2015), Riga is the largest city of the Baltic States and home to one third of Latvia's population. The city lies in the Gulf of Riga, at the mouth of the Daugava.

Throughout the history, the city has always been at the crossroads of surrounding cultures and its rich and unique built heritage clearly represents this position. Riga was founded in 1201 and is a former Hanseatic League member. Later on, the city was ruled by Sweden (actually Riga was the largest city in Sweden until 1710) and after became an industrialised port city of the Russian empire. By 1900, Riga was the third largest city in Russia after Moscow and Saint Petersburg in terms of the number of industrial workers and number of theatres.

During these centuries and changes of power in the area, and despite demographic changes, the Baltic Germans in Riga maintained a dominant position. By 1867, Riga's population was 42.9% German. Riga employed German as its official language of administration until the installation of Russian in 1891 as the official language in the Baltic provinces.

The history of Riga was also tense in the last century. The majority of the Baltic Germans were resettled in late 1939, prior to the occupation of Estonia and Latvia by the Soviet Union in June 1940. Most of Latvia's Jews (about 24,000) were killed in WWII. The Soviet Red Army re-entered Riga on 13 October 1944. In the following years the massive influx of labourers, administrators, military personnel, and their dependents from the Soviet Union started. By 1989, the percentage of Latvians in Riga had fallen to 36.5%. According to the 2011 census data, ethnic Latvians made up for 49.33% of the population of Riga, with a percentage of ethnic Russians of 37.21%.

As a living illustration of European history, Riga's historical centre is a UNESCO World Heritage Site, noted for its Art Nouveau architecture and 19th century wooden architecture. Besides, historical buildings in Dutch renaissance style can, as well, be found. Riga was the European Capital of Culture in 2014, and is one of the key economic and financial centres of the Baltic States. Roughly half of all the jobs in Latvia are in Riga and the city generates more than 50% of Latvia's GDP, as well as around half of Latvia's exports. The biggest exporters are in wood products, IT, food and beverage manufacturing, pharmaceuticals, transport and metallurgy. Riga Port is one of the largest in the Baltics.

In the CHANGE! network the city is represented by the Riga Planning Region, which consists of 30 municipalities around the capital, with ca. 1,1 million inhabitants. The main focus of the organisation is planning (e.g. elaboration of territory development planning documents, implementation and monitoring of spatial planning projects, coordination of development strategies), but it also functions as an innovation centre with regard to participation in ETC projects to identify good practices adaptable for the region.

2. Socio-economic factors influencing collaborative capacity in Riga

Unfortunately, Latvia is not on the World Value Survey map related to general and institutional trust, but it is most likely, close to the other Baltic States. Among the post socialist states, it is characterised by relatively strong figures both in terms of institutional and general trust. This relatively good situation is also reflected in the numbers of active volunteers. **In Latvia 20% of adults are engaged in voluntary activities** and voluntary work is regulated by legal framework. The rather stable level of volunteering creates a tangible economic value

as well, which is around 1% of the GDP.

Statistics show strong suburbanisation trends in Riga: while the population of the city will decrease in the next 5 years by 10%, the agglomeration will grow significantly (15%). Along with the spatial changes of the area, the role of urban–suburban economic and social relationships has changed and the emergence of new structures of civil society and different forms of territorial communities is taking place. The above mentioned challenges affect inadequate public services and infrastructure, worsening the living environment and community engagement, both in Riga and the suburbs.

In the last years, the need for stronger community engagement has been clearly articulated and the Riga Planning Region Sustainable Development Strategy 2030 and Development Programme 2014-2020 tackle development which is more heavily based on participation and collaboration. Priority 2 of the above strategy is entitled “communities and self-sufficiency” (see picture on the left), and strategic goal 1 aims for “socially inclusive ‘cohabitation’ in prosperous communities”. This, among others, refers to “social planning”, supporting local initiatives more widely, and “social self-sufficiency”.



On top of that, the strategy highlights the roles of municipalities: they should be “the driving force for development”. Indeed, several – mainly smaller – municipalities around Riga, like Jaunpils and Carnikava, organised **successful community-led neighbourhood forums, action groups and other innovative initiatives** (joint outdoor mapping procedure of assets, web platform for local community development, first pilots on citizen budgeting) besides the formal procedures to have a better insight of local needs and enhance collaboration. However, it seems that the administration had already realised the need for better citizen engagement and collaboration, and made the first steps: the above strategy was developed by consulting the residents in 8 local planning territories among 58. What can the next step be and more importantly, what else can be found on the ground?

3. The local policy challenge addressed by the network in Riga

As for the collaborative capacity, the key word in Riga is place-based collaboration. Not only because the CHANGE! partner may have a sharper focus on public spaces by nature, but also because existing grass root initiatives tackle this field.

“Overall key societal challenges in Riga region are connected with its high spatial, economic and social diversity – from high population concentration in the core of the region to shrinkage and emptying of peripheral (rural) areas. In both cases, the provision of adequate public services is a topical issue and some social innovation solutions are made only in certain territories, mostly at municipal or community level in connection with improvement of living environment and community development planning” – says Rudolfs Cimdin, project coordinator.*

The “loudest” and most visible initiative is the **Free Riga 2014 movement** (freeriga2014.lv), founded by MĒrcis Rubenis, a creative entrepreneur and activist who aimed to open up empty houses of Riga for creative, cultural and social use. The Social Innovators Connected (socialinnovatorsconnected.org) conference held in Riga in May 2015 showed a rich palette of grass-roots initiatives related to social innovation, sharing economy, fab labs, urban gardening, creative design, utilisation of vacant places, etc., some of them having a clear social focus (e.g. Eldergarden - a social business alternative for the retirement homes). On top of that, **Socifaction** (socifaction.com), a social business accelerator programme has been developed for “young passionate individuals with ideas for solving social and environmental problems”.

The local municipality of Carnikava shows up many innovative examples under the flag of collaborative capacity. Besides formal development policies running in the town, the local community forms an action group to voluntarily contribute to a better local society through community engagement. Leaders were open for co-creation, thus a community funding scheme and seed money fund were established.



As a result, through participatory processes, local residents built a playground, a basketball ground and a new bus-stop for children (see picture above), renovated the community centre, organised new actions as yoga classes and a romantic beach initiative (see picture below), and “inventory” activities in the territory of the town (jointly mapping the territory by bicycles). *“People are, now, more aware of the power of participation”* – says Inara Stalidzane, representative of Carnikava municipality. This is just the start, since community engagement takes time. *“Public engagement for finding solutions for local challenges is still weak and there is a strong need for awareness-raising on the political level”* – continues Rudolfs Cimdinš, mentioning the main obstacles faced while opening a real discussion with citizens.



Successful places are valued by their residents, who are emotionally connected to them. Successful places need efficient public services co-produced (not only planned in a participatory way, but maintained) by local people, businesses and government.

Most likely, the focus of the integrated action plan in Riga metropolitan area will be on finding ways to efficiently support local citizen-led initiatives through collaborative planning actions. This process should be supported by ULG capacity building actions. **This experiment or journey will be made or piloted on the basis of already existing initiatives: in connection with vacant spaces in Riga, and/or people-powered social services in small communities like Carnikava.** According to the initial discussions, peer-support for families (e.g. initiatives similar to the Home-

Start for families with young children or Family by Family for preventing e.g. breakdown, domestic violence, child abuse) and/or elderly, and volunteering to create unlikely relations which might generate social action (e.g. GoodGym) can be interesting for a smaller community. In Riga, in connection with vacant spaces, initiatives such as the Cities of Commons or the Power of Dirt can be relevant. It was also mentioned by local stakeholders that an activity similar to the Access project, providing peer support through tutors for young people, could work well in the region.

By concentrating on one or more of the above smaller actions (which is the focus of the action plan), the “parallel” focus of the action plan is to make the local people and the leaders of the administration aware of the opportunities and benefits of collaboration. Being a “beginner”, it is essential in Riga to maintain a narrow focus for the action plan and to support the strongest local initiatives through the capacity building process.

4. Learning needs and good practices in Riga

Although it seems like bottom-up, citizen-led initiatives have started to find their way in Riga, people-powered public services are a completely new topic in Latvia. According to the first discussions, the specific learning needs are as follows:

- How to create conditions where collaboration and social action can happen? How to start opening up the collaborative capacity? (e.g. Club of Gdansk, Forli round-tables, Public Participation Network in Ireland)
- How should the municipality’s internal structure be changed (e.g. simplifying the legislation, operation of neighbourhood councils, internal initiatives to support social innovation and unlocking the collaborative capacity) to meet the needs (providing a framework where relational public services can flourish)?
- Citizen budget schemes (e.g. Gdansk, Aarhus)
- The model for neighbourhood houses (e.g. Dun Laoghaire, Gdansk)
- Measures supporting active ageing (Senior Academy, etc. - more CHANGE! partners have active ageing programmes, but perhaps the case of Nagykanizsa is the most adequate for Riga)
- Placemaking and place management (e.g. Dun Laoghaire, Gdansk)
- Cities of Commons (Forli)

- Peer-support and befriending activities, especially regarding families and young people
- Local initiatives tackling the creative utilisation of vacant spaces
- Citizen-led strategy planning and engagement in planning

Practices and experience to be shared with others:

- Free Riga 2014 movement
- Socifaction (socifaction.com), a social business accelerator programme and its activities and projects
- Citizen-led initiatives in local municipalities (e.g. Carnikava)
- Community engagement in the planning process

5. Urbact Local Group to be set up in Riga

The CHANGE! ULG group in Riga will be a newly established group, although it will be partly based on an already established network of local municipalities in the region. The ULG will, most likely, consist of the below organisations:

- Municipalities of different scale and level (Riga as capital, regional centres, and suburban municipalities)
- Ministry of Environmental Protection and Regional Development
- Ministry of Social Affairs
- A group of local initiatives, activists
- Scientific organisations (e.g. University of Latvia)
- NGOs in the field of urban issues and public engagement.

Based on the likely focus of the action plan, empowering capacity building actions can be for instance

- Team-building to strengthen group dynamics
- Design thinking workshops with mixed groups of decision-makers, organisations and activists about how to re-design a specific public service
- Training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc.
- Internal, organisational innovation at the municipality to better tackle social innovation, open government issues and collaboration in public services

17. City profile: Skåne (SE)

Change the story of our neighbourhoods through enhanced dialogue with citizens to boost collaboration

1. General context

Skåne County is the southernmost area of Sweden, covering around 3% of Sweden's total area (as for territory, it is the tenth biggest county among 21 Swedish counties), while its population (1 303 627 inhabitants in 2015) comprises about 13,2 % of Sweden's total population (the third biggest county regarding population). The present county was created in 1997 when Kristianstad County and Malmöhus County were merged. Skåne County now consists of 33 municipalities (out of 291 in Sweden), the largest in population being Malmö (the 3rd biggest city in Sweden with its 319 246 inhabitants), Helsingborg (136 000), Lund (116 115 inhabitants) and Kristianstad (81 919 inhabitants). Skåne County is characterised by highly urbanised zones, but also rural parts which actually make it the most important agricultural area in Sweden.

Malmö (and the region) has a significant rank among European cities in terms of their economic importance. The area is characterised by ESPON as *'capital-mega city'* with very high share of high level functions in finance, business and non-market service. With its economic profile, Malmö area belongs to a rather exclusive club of European cities. Placed together with cities such as Madrid, Berlin, Rome, Milano or some Dutch cities, this represents the second level after Paris and London.

Every Swedish county is managed by a county administrative board, which represents the national government, ensuring that governmental policies and national goals are implemented in the county. All the county boards have similar tasks; however, these might slightly vary depending on the regional context. The main responsibilities are: regional growth, urban planning, social challenges, rural development, nature conservation, cultural environment, animal welfare, social preparedness, environment and water. The public healthcare system and the public transport are managed on regional level, by Region Skåne.

One of the main responsibilities of the county administrative board, in collaboration with local communities, is to **encourage and develop the planning process of the future society**. The development of future cities, towns and rural areas should be done in close collaboration with citizens living in the area. Although social services are managed by municipalities, the **County Administrative Board of Skåne has an important role in creating good and secure living conditions, as well as a sustainable living environment**.

2. Socio-economic factors influencing collaborative capacity in Skåne

It is not a surprise that **Sweden has an exclusive situation on the World Value Survey' graph** both regarding trust in people (among top countries with Ireland, Luxemburg and Switzerland, outdone only by Denmark and Finland that have better positions) and institutions (actually Sweden is the second country after Denmark). It is also widely known that Sweden has a long tradition of volunteering and active citizenship among its population. Data reported in the *'Volunteering in the European Union'* Final Report prepared for DG EAC in 2010 underpin the above figures: *53% of Swedish adults are involved in carrying out voluntary activities; this is one of the highest numbers in Europe*. In addition to this, the above rate is rather stable, meaning that the economic value of volunteering is significant on a national level too.

Between 2001-2012 Skåne's GDP per capita grew by 20 percent, while Stockholm's by 37 percent. It is important to notice that the GDP per capita had a weaker development in Skåne than the nation. The explanation behind is that Skåne and the nation's economic growth have been roughly the same, but the population growth in southern Sweden has been stronger than on national level, resulting in a weaker performance of GDP per capita.

According to ESPON figures (*ESPON Atlas 2013*) Skåne's population increased between 2000 and 2011 on a way that both migratory and natural balances were positive. Immigration to the region is very high, actually Sweden and above all, Skåne, has been recently touched by the huge wave of refugees, which, of course brings new challenges for the county's labour market as well as for the whole society.

Parallel to economic growth, employment was characterised by significant growth in the last years as well, which is partly due to the fact that the share of population with tertiary education is very high in comparison with the European average. **Despite the massive growth in employment and the fact that it has already recovered from the crisis, unemployment remains at a high level in Skåne.** Unemployment has doubled since the financial crisis of 2008 and is at a significantly higher level than in 2009 - the worst year of the crisis. Skåne is still among the Swedish counties with the highest unemployment rates.

Although social exclusion represent a very low risk in comparison with the European average, the county's labour market faces a number of challenges (which is of course dramatically increased by the recent refugee crisis): nearly 30 percent of the unemployed have no high school education, and half of these are born outside Europe. **Youth unemployment is a key issue in Skåne.**

3. The local policy challenge addressed by the network in Skåne

The biggest challenge in the region with regard to collaboration is enhancing public engagement. How to foster the dialogue with local people, how to unlock collaborative capacity of local people and communities through better engagement, how to involve them into the development of their own future? These are the key questions for County Administrative Board of Skåne within the CHANGE! network. This was expressed by Jörgen Dehlin, coordinator of project development at Department of Community Affairs with the following words: *"not feeling involved in the development of the future society citizens live in, is a feeling that creates alienation and a sense of "we" and "them" for the citizens. At the same time, it is very important that the public administration collects thoughts, comments, ideas and innovations from all citizens regarding planning of the future city and society"*.

Many societal challenges in Skåne push the local administration to increase the level of public engagement and to open the society's collaborative capacity. Social innovation and **better community engagement is crucial, for example in tackling the challenge of youth unemployment or the one of the ageing society.** On top of that, the most important question at this moment is how to integrate and create training and **employment for the large number of refugees.** Social innovation can be an important tool in problem solving in this field as well.

"We work regularly with a wide range of user surveys, different focus groups and consultation meetings to capture citizens' views on the services and activities we offer, but it is not enough. We need more approaches on how to open up the discussion towards co-creation" – continues Jörgen. Through opening up and fostering the dialogue with citizens, local municipalities can learn how to unlock the collaborative capacity and how to have better community engagement, which is the key policy challenge, especially in connection with youth. Through fostering the dialogue with local people, municipalities can also create more efficient and more collaborative public services, which is also essential as *"increasing taxes and the costs of public services is a sensitive question in Sweden as well"*.



Local municipalities and organisations of Skåne are working on many innovative projects and community-led initiatives. This process, linked to social innovation, is also supported by the **Forum for Social Innovation**, (www.socialinnovation.se) which is an internationally recognised national knowledge platform for social innovation and social entrepreneurship funded by the Swedish national government and the regional government. Many great ideas are in the air to support social innovation on the ground. For example: state-funded competitions to generate social innovation; developing infrastructure and networks around social innovations; transforming some decision making competences closer to local levels to encourage locally adapted solutions; introducing tax incentives to encourage social innovations.

One of the local municipalities of Skåne, promoting open discussions and using co-creation techniques to a great extent, is **Helsingborg**. Especially the 20-year long, **social and urban development project DrottningH** provides good examples

Collaboration is also about empowering local people to increase their self-esteem

to share. The project tackles sustainable development of Drottinghög, a residential neighbourhood at risk of deprivation. The area was built in 1967-1969 and accommodates about 3000 residents. Drottinghög is characterised by a high amount of social housing, increased need for renovation, and a very diverse population.

The long-term project started with some great examples related to community engagement:

- **Architects in school** – architects preparing master plans for the area, participated in school classes to explain the project and get deeper insight from students (?)
- **Placemaking projects:** a kindergarten was co-created by local people (youth)
- **Urban farming:** a small area completely renewed by this initiative where citizens are extremely active
- **Graffiti wall:** an equipment to collect "energies" and create unlikely connections (see the picture below)
- **Co-edited community website:** the local website is entirely co-edited, without any supervision, and works very well
- **Youth guides:** local youth organises local walks



These small-scale community-led projects had great impact on the local society: all tenants supported the first physical renovation project, security increased, and there are less problems with vandalism, crime and youth gangs.

The most likely focus of the Integrated Action Plan of County Administrative Board of Skåne is to create a county-wide framework for citizen engagement and idea generation, a framework which activates local people to take initiatives for social development and also empowers the public sector as a driving force. As a result of having and implementing an action plan, County Administrative Board of Skåne would like to become a mediator among municipalities in the field of collaboration and see an increased level of community engagement also related to collaborative services.

4. Learning needs and good practices in Skåne

By representing a set of municipalities, Skåne has a special position in the CHANGE! network, which perhaps makes the organisation more interested in learning. The organisation has many innovative approaches too, mainly linked to community driven regeneration of deprived areas.

The specific learning needs are as follows:

- ways to create conditions where collaboration and social action can happen; ways to start opening up the collaborative capacity; better citizen engagement
- collaborative government
- unlikely connections boosting social action
- peer-support and befriending activities, especially regarding elderly and young people
- creating structures for community engagement, idea generation and to "how to listen well" sessions (dialogue with residents, especially with young people and migrants)
- citizen budgeting
- place-based collaboration
- involvement of young people into planning processes

The most important practices to be shared:

- community-driven regeneration of deprived areas (architects in school, placemaking, youth guides, urban farming, graffiti wall, etc.)
- operation of a community website
- experience on the community's right to challenge
- surveying users' satisfaction
- community engagement in planning processes

5. Urbact Local Group to be set up by Skåne

The URBACT Local Group in Skåne will be set up as a new group, as the relevant municipalities normally do not deal with issues around open government, community engagement and open services. In line with the proposed Integrated Action Plan, the ULG in Skåne will be composed of the 33 local municipalities and some key organisations such as the Forum for Social Innovation. The ULG members will form a regional network on civil dialogue. The network (ULG) will be coordinated by the County Administrative Board.

The ULG will be coordinated by Karin Fransson at the County Administrative Board of Skåne. She is the Governor's personal aide, which ensures a high level of support for the work of the ULG. The County Administrative Board has a very well established cooperation with all the suggested organisations in the ULG. Based on the likely focus of the action plan, the empowering capacity building actions can, for instance, be:

- design thinking workshop for ULG members
- training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc.
- internal, organisational innovation at the municipality to better tackle social innovation, open government issues and collaboration in public services
- concrete practical steps toward testing a peer-support activity.

18. Synthesis: concept for learning within CHANGE!

The nine partner cities of the 'CHANGE! – social design of public services' network have a common vision to transform their public services (with a special emphasis on social services) towards a more collaborative service provision by boosting local social networks and harnessing the power of relationships among citizens (people-powered social services). If they are successful, a local shift towards a more collaborative public service model will result in more efficient and less expensive public service delivery, and it also will increase social capital and social inclusion within the local society. By doing so, CHANGE! cities and their URBACT Local Groups (ULG) will act according to the following key principles:

- Co-designing social services towards a more collaborative service provision by fostering relationships among citizens often means creating an urban strategy/policy which engages volunteers in or alongside public services.
- A complex change in social services can neither be reached, nor analysed separately, as other open government themes (open data, open decision-making, participation, transparency, collaboration in other public services) mean preconditions for CHANGE! cities (as preconditions for collaborative public services). Discussing these topics cannot be avoided on the local level, yet they are not the focus of exchange and learning activities.
- CHANGE! ULGs will co-identify different cultural and socio-economic parameters and, based on these, model different pathways helping them to move forward towards a more collaborative public service provision.
- The knowledge gained within CHANGE! should tackle an existing, ongoing issue.
- During the ULG work and action planning the focus shall be on some concrete, realistic initiatives (e.g. building up peer support schemes), which might provide a quick-win (urban acupuncture), and which can be supported by empowering capacity building actions.
- Both transnational exchange/learning activities and ULG work will be based on the Collaborative Framework and the Social Innovation Spiral. These models provide excellent opportunity for peer-reviews within transnational meetings and for self-assessment during planning actions as well.
- Since the legislation of social services varies from country to country, each CHANGE! partner should focus locally on that activity which can provide an urban acupuncture effect regarding social innovation in social services.

During the city visits each partner defined learning needs, experiences and practices to be shared, as well as needs in terms of capacity building. Later on, within a matchmaking exercise (speed dating workshop during Phase 1 final event) partners fine-tuned their “wishes” and also specified the focus of their Integrated Action Plan. The results of this exercise, as well as the partner profiles are summarised below. The below summary helps partners to create clear ‘thematic bridges’ among them, and also to the LP/LE to focus better the topics to be explored during exchange and learning activities. These links will energise and also coordinate the learning process both locally and on transnational level.

1. Learning needs of partner cities
2. Potential contribution in terms of experience
3. Potential contribution in terms of good practices
4. Need in terms of capacity building
5. Development of integrated action plans by partner cities
6. CHANGE! Ambassadors within ULGs

1. Learning needs of partner cities

The table below shows, on one hand, how partners evaluated themselves with regard to learning needs (options to be selected in the baseline questionnaire); on the other hand, it contains all possible issues which have been raised during the city visit (specific needs). Moreover, after specific learning needs, it is indicated which partner (as location of a good practice) can be relevant with regard to the given learning need (all possible matches are indicated). Those partners are highlighted by bold letters, which were mentioned by the partner during the matchmaking exercise as 'interesting location for learning'. These might be special contacts for the given partner, to be visited for example in the frame of staff exchanges (see below) and can form the basis of the study visits as well.

Partner City	Options			Specific needs and possible matches
	A. We have some experience in tackling open public services	B. We have some experience to share but a lot to learn	C. We want to be involved in this network to learn from other parts of Europe	
Aarhus		√		<ul style="list-style-type: none"> - how to map and mobilise informal resources (Forli, Gdansk, Eindhoven, Riga) - how to mobilise people in volunteering actions embedded in public services (peer support, launching movements, etc.) - personal budget schemes - participative budget schemes (Amarante, Gdansk, Eindhoven) - peer support in employment policies - movements, local initiatives tackling radical connections between people - being open to innovation, but also to face with failure - how to support behaviour change - how the municipality' internal structure and legislative background should be changed to support social innovation and unlock the collaborative capacity (e.g. Gdansk, Eindhoven, Dun Laoghaire) - Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering - Senior Academy and similar initiatives supporting active ageing (Nagykanizsa, Eindhoven)
Amarante		√		<ul style="list-style-type: none"> - how to create conditions where collaboration and social action can happen? How to start opening up the collaborative capacity? (e.g. Club of Gdansk, Forli round-tables, DLR, Aarhus) - collaborative government (DLR, Aarhus) - unlikely connections boosting social action (DLR – disadvantaged youth helping elderly, Aarhus) - collaboration in transport - peer-support and befriending activities, especially regarding families, ageing and young people - Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering - generating new ideas with young people (Aarhus, Skaane) - active ageing issues (Eindhoven, DLR, Nagykanizsa)

Dún Laoghaire Rathdown	√			<ul style="list-style-type: none"> - citizen budget methods (Gdansk, Aarhus, Amarante) - building up collaborative systems, indexing collaboration (Eindhoven) - how to we energise and mobilise people to launch projects? - how to mobilise people in volunteering actions embedded in public services (peer support, launching movements, etc.) - Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering - movements, local initiatives tackling radical connections between people - being open to innovation, but also to face with failure (Eindhoven, Aarhus) - how to support behaviour change (Eindhoven, Aarhus)
Eindhoven	√			<ul style="list-style-type: none"> - How to convince people that it is effective to take their life into their own hands? - How to really step away from the principle to act on problems and invest in people, so their self-reliance becomes big enough to tackle problems on their own? - How to work together with the existing social basis (Aarhus, Gdansk, Amarante)? - How to group and empower neighbourhoods or groups of citizens with common interest in a theme, project or a shared problem (Amarante)? - How to create a network that exceeds the obvious connection between people and create awareness beyond the social boundaries (Aarhus)? - How to create awareness and stimulate to make use of the existing social basis within all domains of the municipality (DLR – Public Participation Network)? - How to take away boundaries that stand in the way of innovative initiatives?
Forli		√		<ul style="list-style-type: none"> - Characteristics of new generation of social workers and the training path to achieve that (e.g. Eindhoven, Gdansk) - Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering - community engagement, empowering people to participate (e.g. DLR, Riga – Carnikava, Skaane – youth guides, Amarante lab) - Citizen engagement through participative budgeting (Aarhus, Amarante, Gdansk) - working across silos (e.g. Eindhoven, Gdansk) - social network analysis, mapping informal services (Amarante) - setting up and working in a collaborative system (e.g. DLR) - peer-support and befriending activities, especially regarding elderly

Gdańsk	√	<ul style="list-style-type: none"> - characteristics of new generation of social workers and the training path to achieve that (e.g. Eindhoven) - the WeEindhoven model - better engagement of families in trouble (e.g. peer support related to families) - improvement of the local networks, relationships among people and organisations - how to communicate to share responsibility? (e.g. Eindhoven, Aarhus) - how to overcome resistance (e.g. Dun Laoghaire) - Local Economic and Community Plan (Dun Laoghaire) - community centres (Eindhoven, Dún Laoghaire, Aarhus) community engagement (Forli round-tables, Riga – Carnikava, Skaane – community website, Amarante) - the experience of neighbourhood councils - the brokerage role of the municipality, key attributes to achieve that - Cities of Service model, coordinating voluntarism on city level to impact social actions through volunteering - city level strategy for active ageing (more partners)
Nagykanizsa	√	<ul style="list-style-type: none"> - active ageing initiatives (good practices) where the municipality plays a brokerage role (many partners) - people-powered social services tackling elderly and/or child care (e.g. peer support) (e.g. Aarhus: Social Health project by Sager der Samler, Amarante Youth Centre) - key attributes, training schemes/curricula, job description of generalists (Eindhoven, Gdansk) - models for social incubation (how to support civic actions – Riga Carnikava, Skaane - Helsingborg) - citizen (participative) budget initiatives (e.g. Gdansk, Amarante, Riga, Aarhus) - community engagement (Forli round-tables, Riga – Carnikava, Skaane – community website, Amarante) - organising and coordinating volunteering activities (e.g. Gdansk, Dun Laoghaire) - social network analysis (Amarante)
Riga	√	<ul style="list-style-type: none"> - how to create conditions where collaboration and social action can happen? How to start opening up the collaborative capacity? (e.g. Club of Gdansk, Forli round-tables, Aarhus – Citizen Service, Amarante) - how the municipality' internal structure should be changed to support social innovation and unlock the collaborative capacity (e.g. Gdansk, Aarhus Citizen Service, Eindhoven, Dun Laoghaire) - citizen budget schemes (e.g. Gdansk, Aarhus, Amarante) - the model for neighbourhood houses (e.g. Dun Laoghaire, Gdansk) - measures supporting active ageing e.g. Senior Academy (e.g. Nagykanizsa, Forli) - placemaking and place management (e.g. Dun Laoghaire, Gdansk, Skaane) - Cities of Commons (Forli) - peer-support and befriending activities, especially regarding families and young people - local initiatives tackling the creative utilisation of vacant spaces - citizen-led strategy planning and engagement in planning (e.g. Gdansk, Skaane, Amarante)

Skåne		√		<ul style="list-style-type: none"> - supporting community engagement, boosting idea generation, “how to listen well” (dialogue with residents) - Citizen Service in Aarhus, Gdansk, Amarante, Forli, especially with young people (Amarante) - how to launch dialogue with immigrants? (Aarhus, Forli) - citizen budgeting (Aarhus, Amarante, Gdansk) - place-based collaboration (DLR)
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In spite of the fact that not all partners ticked option B, they could actually all be included in this category due to the innovative character of the project theme. No doubt, Eindhoven seems the most experienced partner, but as it is specified in the partner profile, the municipality is seeking answers in connection to lots of very basic questions to improve its model. Only Nagykanizsa marked option C, but as it is obvious from the following tables, some partners are definitely interested in their good practices, making the city suitable for option B.

The matchmaking linked to learning needs is essential while organising study visits as well as staff exchanges. In the CHANGE! network five study visits will be organised (where all partners participate): a more master-class type of event in London (the above table is indeed crucial for this meeting to identify good practices that can answer the above needs), and four meetings related to the four stages of the Collaborative Framework: Amarante, Gdansk, Aarhus and Dún Laoghaire Rathdown. During these meetings we focus on the four main areas of the Collaborative Framework: in Amarante mainly issues under ‘outcomes’ will be discussed; Gdansk: alignment; Aarhus: delivery; Dún Laoghaire: accountability. Agendas of these meetings will be drafted according to these topics and related experience and good practices will be discussed and evaluated in the form of peer reviews.

In line with the special interests indicated during the final meeting of Phase 1, the table below shows possible bilateral links for staff exchanges, in which a partner visits another city to get knowledge linked to a specific good practice and the experience behind. For those cities which chose more than three options to visit, the places which seem most relevant for them are indicated with bold characters.

Location of staff exchanges	Interested cities
Aarhus	Riga, Forli, Amarante, Skåne , DLR, Eindhoven
Amarante	Nagykanizsa, Forli, Aarhus, Skåne, Eindhoven
Dún Laoghaire Rathdown	Gdansk , Riga, Nagykanizsa, Eindhoven
Eindhoven	Gdansk , Riga, Forli , Aarhus , DLR
Forli	Gdansk, Aarhus, Skåne
Gdańsk	Nagykanizsa, Aarhus , Skåne , DLR
Nagykanizsa	Amarante, Aarhus
Riga	Nagykanizsa, Aarhus
Skåne	Gdansk, Forli

In the beginning of Phase 2 partners will specify how to organise these meetings. Prior to the first meeting in London, the Lead Expert will draft “good practice factsheets” to fine-tune and facilitate the matchmaking process for Phase 2.

2. Experience of partner cities to share in transnational activities

This table summarises the experience which was collected and edited according to different attributes of the Collaborative Framework.

Partner City	Options			Specific experience to be shared during transnational learning exchanges
	A. We have successfully implemented policies/ actions related to collaborative public services, but we know we can improve	B. We have started to address these issues at local level	C. We do not have much experience in this field	
Aarhus		√		<ul style="list-style-type: none"> - brokerage attitude in public administration - public engagement - social innovation in public administration - having deeper insight (ambassadors) - leadership and accountability - transparency - agility - sharing the responsibility
Amarante		√		<ul style="list-style-type: none"> - getting deeper insight of needs - leadership - resources
Dún Laoghaire Rathdown	√			<ul style="list-style-type: none"> - legislation framework: greater citizen participation in public services - leadership and ownership - brokerage - community engagement - place-based collaboration (placemaking, place management)
Eindhoven	√			<ul style="list-style-type: none"> - design (re-design service delivery) - co-creation - risk - resources - leadership and ownership - agility - engagement
Forli		√		<ul style="list-style-type: none"> - generating better insight of people' needs (round-tables) - incentives mobilising social action - using resources in a more efficient way
Gdańsk		√		<ul style="list-style-type: none"> - getting deeper insight about local needs - working across silos - long term, citizen-led strategy planning - leadership, innovation, agility - the power of symbolic projects (e.g. the success of Coal Market redesign)
Nagykanizsa			√	<ul style="list-style-type: none"> - starting brokerage role and creating unlikely connections - using resources to provide win-win-win situations
Riga		√		<ul style="list-style-type: none"> - getting deeper insight - community engagement in planning processes
Skåne		√		<ul style="list-style-type: none"> - community engagement in planning processes - development of a deprived neighbourhood through participation

As mentioned above, experience will form the basis of peer-reviews to be held during the study visits, and in line with them, local initiatives as good practices will be introduced and evaluated accordingly. Analysing experiences resulted in the selection of locations of study visits as well at the end of Phase 1. Getting to know the above experiences/attributes behind good practices is also an important element of staff exchanges. As for the three options, the table shows the same pattern like the previous table. Except Eindhoven, none of the other partners has specific local strategies tackling collaborative social services.

3. Good practice(s) of partner cities to share in transnational activities

This table summarises the good practices to be analysed during study visits and staff exchanges

Partner City	Options			Specific 'good practice' to be analysed during transnational learning exchanges in the frame of peer-reviews
	We think we have some practice(s) that could be regarded as "good practice(s)" in European terms	We have practice(s) but we are not sure it is/ they are so good	We do not have any specific practice; we want to develop one	
Aarhus		√		<ul style="list-style-type: none"> - public engagement, idea generation (Digital Neighbourhood, Citizenship Committee) - participative budgeting - Citizenship Committee - personal budget scheme - unlikely connections boosting social action (Dumpster Diving Café, Social Health) - movement to mobilise people (Givisme, Welcome Society) - Technological Service Development - Rethink activism!
Amarante	√			<ul style="list-style-type: none"> - social networks planning (ES+ methodology) - Ammara-te urban innovation lab (engagement) - youth participative budget - integrated youth centre
Dún Laoghaire Rathdown	√			<ul style="list-style-type: none"> - platforms for collaboration (active ageing initiatives, sport platform, neighbourhood houses) - Age Friendly Strategy and related initiatives supporting active ageing - Public Participation Network - Local Economic and Community Plan
Eindhoven	√			<ul style="list-style-type: none"> - How to re-design service delivery? How to develop a new policy framework? - How to introduce and capacitate the concept of a generalist as a new type of social or community worker? - Formal and informal networks in a neighbourhood - good practises on how to stimulate and facilitate voluntary work and neighbourhood initiatives - good practises on how to use ICT tools in social care
Forlì	√			<ul style="list-style-type: none"> - Cities of Commons and its adaptation - long term, citizen-led strategy planning - great variety of active ageing initiatives - mapping local needs, community engagement (round-tables) - mobilising interactions among people (time bank) - Volunteer Readers and similar activities

Gdańsk		√		<ul style="list-style-type: none"> - citizen budget approach - cross-sectorial working groups within the municipality - clubs of Gdansk - transformation of community centres to neighbourhood houses - youth council, senior council - mapping social services - placemaking initiative at the Coal Market
Nagykanizsa			√	<ul style="list-style-type: none"> - local policy framework supporting active ageing initiatives (Senior Academy, Senior Council, etc.)
Riga		√		<ul style="list-style-type: none"> - Free Riga movement (using vacant spaces) - Socifaction (socifaction.com), a social business accelerator program and its activities and projects - citizen-led initiatives in Carnikava - Spatial planning and social planning with regards to public services
Skåne		√		<ul style="list-style-type: none"> - architects in school - community website - youth guides - urban farming - experience on right to challenge initiative - user survey

It is clearly visible that in this case, besides Eindhoven and Dún Laoghaire, Forlì and Amarante ticked option A as well. This is realistic and in line with the state of the art knowledge, but Gdańsk and Aarhus should definitely be in the same group, while similar to the previous tables, Nagykanizsa should be included in option B (fact which is proven since more partners, including Aarhus, selected them for the staff exchange).

In addition, this issue highlights the fact that CHANGE! partner cities will work with a topic which is absolutely innovative even on a European level. Strictly focusing on the core theme, only Eindhoven and Aarhus has good practices, while other partners do not have a conscious strategy related to collaborative provision of public services – proving, thus, that cities are often not aware of their potential and how innovative they are. Systematising this existing, but often not declared knowledge is an important task of CHANGE!, to enable ULGs to work out revolutionary action plans.

4. Needs in terms of capacity building

The following table shows some topics raised during the city visits as needs in terms of internal (municipality, ULG) capacity building.

Partner City	Specific needs in terms of capacity building
Aarhus	<ul style="list-style-type: none"> - innovative events (social innovation camp, unusual suspects festival)
Amarante	<ul style="list-style-type: none"> - design thinking workshop for leaders and front line officers, social workers - training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc. - internal, organisational innovation at the municipality to better tackle social innovation, open government issues and collaboration in public services
Dún Laoghaire Rathdown	<ul style="list-style-type: none"> - internal, organisational innovation at the municipality to better tackle social innovation, open government issues and collaboration in public services (training) - training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc.

Eindhoven	<ul style="list-style-type: none"> - creating awareness and stimulating all domains of the municipality to make use of the existing social basis - removing obstacles and boundaries that stand in the way of innovative initiatives - improving the work of generalists related to Community Organisers - workshops with mixed groups of generalists, organisations and citizens about how to use the social base - internal, organisational innovation at the municipality to better tackle collaboration in public services
Forlì	<ul style="list-style-type: none"> - design thinking workshop and training for leaders and front line officers, social workers - training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc.
Gdańsk	<ul style="list-style-type: none"> - training for social workers on volunteering and their new role - facilitative leadership training for staff - the brokerage role of the municipality, key attributes to achieve that - sensitisation or design thinking training for front line officers
Nagykanizsa	<ul style="list-style-type: none"> - organising social marketplace (civil bidding) - mapping local voluntary basis, social network analysis - social design or design thinking workshop for better engagement and commitment of leaders - reorganisation of internal administration structures to be more responsive to local needs (e.g. Gdansk, Eindhoven, Aarhus) - analysing those public services, which potentially can be outsourced or enhanced by more collaborative tools - training on organisation of voluntarism (how to organise voluntary work in an efficient way) - long term strategy planning based on participation (e.g. Gdansk)
Riga	<ul style="list-style-type: none"> - design thinking workshops with mixed groups of decision-makers, organisations and activists about how to re-design a specific public service - training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc. - internal, organisational innovation at the municipality to better tackle social innovation, open government issues and collaboration in public services
Skåne	<ul style="list-style-type: none"> - internal, organisational innovation at the municipality to better tackle social innovation, open government issues and collaboration in public services (training) - training for the administration staff at the municipality: shared responsibility, shared and collective leadership, brokerage role, etc.

Empowering local capacity building actions is essential in the implementation of the CHANGE! network. Mobilising people to help each other, enhancing social action in or alongside public services is a rather sensitive question, with many socio-economic and cultural attitudes and behaviours behind determining the success. Looking for radically new solutions, methodologies and conceptual frameworks for public administration is a tough work, in which out-of-the-box thinking is required from all involved parties. Comprehensive co-design of the services, meaningful partnerships, cross-sector collaboration and best practices are essential for this work. Residents can act as co-producers of solutions and work side by side with municipal governments to re-design public services and boost real and lasting change.

Engaging volunteers to improve communities and reduce costs of public services at the same time, activating the positive impact of volunteering initiatives is a strong tool if managed appropriately. Otherwise, inadequate communication might lead to an enormous failure. This is the reason why small-scale symbolic projects (urban acupuncture) or quick wins are fundamental in this field. If possible, even by using the URBACT Local Group framework (in each case a small amount of budget is planned for capacity building), it is essential to organise these small-scale projects or events as 'empowering capacity building actions' to achieve quick wins during the lifetime of the network, in order to overcome resistance and motivate local actors to indeed create and later on implement a valuable Integrated Action Plan.

The above list consists mainly of different events (for example often we met a clear need towards design-thinking workshop for leaders), tackling the ULG or municipal staff, but other actions can be also relevant. For example, if the question is how to upgrade a local volunteering activity in a way to better embed it into public services, the Collaborative Framework provides a great tool to check and discuss the different variables of the 'collaborative ecosystem', the Social Innovation Spiral helps with ideas for planning the specific activity, while a concrete step can be taken by using this opportunity (e.g. conceptualising, testing).

While focusing on and developing a concrete step of the Integrated Actions Plan, it is essential to talk through the different dimensions of collaboration related to a specific case, by using the above models, but for example concept testing, mini-pilots or 'side-effect' actions (as capacity building actions) can support action planning efficiently. For instance, by using capacity building actions and the related budget, CHANGE! can partly contribute to a local unusual suspects festival to be organized in Aarhus, or to a social network mapping in Nagykanizsa.

5. Development of integrated action plans by partner cities

The following table gives an overview of the policy impacts envisaged with the development of the integrated action plans influenced by the transnational exchanges and URBACT planning framework.

Partner City	The main policy challenge for the city to be addressed in the CHANGE! network	Existing integrated urban strategies for opening up public services	Likely focus of the Integrated Action Plan to be developed in the CHANGE! network	Envisaged changes related to the project theme as result of IAP produced in CHANGE!
Aarhus	How to engage citizens in the different spheres of public administration through a new citizenship policy?	No	Bridging the new citizenship policy with local, community-led initiatives	Creating an environment where people-powered public services can flourish.
Amarante	Create more efficient social services that would involve volunteers and encourage them to take responsibility in directly addressing residents.	No	Transforming the existing, structured services and resources according to the new insight already gained through the social network analysis, and to make the whole service delivery more efficient by organising social actions in or alongside public services.	Better city governance in social inclusion, as well as better services for disadvantaged groups, such as disabled people, elderly and young people from disadvantaged backgrounds.
Dún Laoghaire Rathdown	Create a bridge among plenty of local civic and community actions and the policy structure just has been set up.	No	Creation of a collaborative model based on the collaborative readiness index, which can be transferred and used by other councils in Ireland.	Better use of Public Participation Network, thus enabling the municipality and local initiatives to mutually reinforce each other.
Eindhoven	How to strengthen the social basis?	Yes, it is the policy strategy behind the WeEindhoven programme as it tackled directly how to create a new service delivery.	Strengthening the social basis.	People will be able to better utilize their own strengths and networks, making them more self-reliant. This will result in a more inclusive society where everyone can live, work, and relax.
Forlì	Create more efficient social services that would involve volunteers and encourage them to take responsibility in directly addressing residents (especially the older ones).	Partly yes, it is the Area Plan, which was born after rethinking of services in order to be able to recalibrate them according to the new insight gained recently.	Mobilising people in volunteering on a city level alongside public services, related to the existing Area Plan, and putting a special emphasis perhaps on aging	The internal structure of social services should be reorganised according to the new municipal roles (brokerage), with regard at least one thematic area (e.g. ageing).

Gdańsk	How to mobilise citizens, enhance community engagement and empower neighbourhoods better to help each other in and alongside public services?	No	Develop a community development model for the city of Gdańsk, enabling the municipality to better activate people' capabilities.	Higher level of community engagement in the whole city contributing to the realisation of the planned redistribution of public services.
Nagykanizsa	Creating an environment through behaviour change where social action can be flourishing.	No	Making formal elderly care more efficient by using the voluntary power of active elderly as peers; or making child-care more collaborative by using peer support available in the frame of the School Community Service.	Positive results will foster awareness-raising and boost the society's appreciation towards voluntarism and social action.
Riga	How to support public engagement for finding solutions for local challenges, awareness-raising on political level.	No	Finding ways to efficiently support local citizen-led initiatives through collaborative planning actions.	Increased awareness of local people and administration towards the benefits of collaboration.
Skåne	How to foster the dialogue with local people, how to unlock collaborative capacity of local people and communities through better engagement, how to involve them into the development of their own future?	No	Create a county-wide framework for citizen engagement and idea generation, a framework which activates local people to take initiatives for social development and also empowers the public sector as a driving force.	Increased level of community engagement, also related to collaborative services, increased capacities of administrations to host good ideas.

Strictly linked to the core theme of the network, how to open up and make public services more collaborative, only Eindhoven has an existing strategy, which is under implementation (this is linked to the WeEindhoven programme). The one in Forli is more about summarising the results of the mapping process, and definitely not implemented yet. Many partners have strategies and action plans regarding other areas of open government such as transparency, opening up decision making, but these are not specifically connected to opening up public services, which is the core theme of the CHANGE! network.

As for the Integrated Action Plans, depending on local situations and legislations, CHANGE! ULGs should "pick up" some concrete cases (e.g. launching a peer-support type of activity) and create an integrated action plan which describes the journey needed to foster more collaboration locally (e.g. in case of Aarhus, Amarante, Nagykanizsa, Forli, Eindhoven). The other possible focus of the ULGs is to think over collaboration on the level of the whole system and the action plans can either strengthen a specific component of the whole system as precondition (e.g. in Gdansk, Riga) or mean a system level proposal (e.g. DLR, Skåne).

Whatever the focus of the ULGs and action plans will be, the Collaborative Framework and Social Innovation Spiral provide good basis while planning a concrete action, and thus unlock the collaborative capacity of a given community. CHANGE! partners are in the right place at the right time, as the URBACT method can really help partners run through the above stages and as a result, co-create a revolutionary action plan. CHANGE! partners have the space, opportunities and tools to learn and start a long-lasting change locally.

6. CHANGE! Ambassadors within ULGs

Social innovation is often boosted by key persons called in the literature as change makers or change agents. They can be internal staff, but in most of the cases they are not coming from the administration. They are radical, enthusiastic community builders, often boundary spanners. They have a widespread, multidisciplinary knowledge instead of being specialists, allowing them to bring insights and relationships from one to the other, or to see things as a semi-outsider.

In the CHANGE! network they are called CHANGE! Ambassadors. It would be ideal to have more CHANGE! Ambassadors on board in the ULGs, both internal and external ones. But in this case CHANGE! Ambassadors have another, very important role too. They can efficiently transfer the knowledge from exchange and learning activities to local stakeholders, especially in those cases where the language barrier may hinder this key transforming process. Their role as mediators/facilitators is to connect the local people and local context with the transnational exchange and learning, and also with the knowledge learnt, in order to ensure true and deep knowledge transfers. Besides the study visits to be organised with the presence of all partners, in the frame of staff exchanges (another form of exchange and learning), CHANGE! Ambassadors and other key ULG members will travel to previously selected cities. Here they can spend more time to analyse some good practices they are especially interested in and gain more information during CHANGE! Talks, organised by the local ULGs. Therefore, this is the first list of CHANGE! Ambassadors, subject to change since this is a work in progress.

During Phase 1 CHANGE! cities have made an attempt to identify potential change makers. In some cases it has already done, in other cases the ULG coordinator and her/his strong commitment is the guarantee to be able to activate external change makers. The table below shows the actual status at the end of Phase 1.

Partner City	Internal or external CHANGE! Ambassadors identified already
Aarhus	The municipality has been already working with some real change agents: Thomas Lütken, the "habit breaker" and Paul Natorp, founder of 'Sager der Samler' organisation. They will be on board in the ULG.
Amarante	Tiago Ferreira, head of the Strategic Development Agency at the Municipality will be the ULG coordinator, but he is also an internal change maker as he teaches social innovation and social entrepreneurship at Porto University and has national and international experience in this field. He also participated in the Portugal social innovation mapping process, identifying more than 100 good practices on social innovation.
Dún Laoghaire Rathdown	Dave Lawless will be the ULG coordinator, and his name is a guarantee for having external change makers on board (see the URBACT interview with him).
Eindhoven	Samir Toub from the social department will be the ULG coordinator, and he has the capacities to identify potential change makers from the relevant neighbourhoods.
Forlì	Fausta Martino will be the ULG coordinator, and several change agents have been identified, like Nadia Camorani in Roncadello. Fausta works at Municipality of Forlì, at the Unit for Social innovation and evaluation under Welfare Policies Service. She is a great choice as she has been following all the community projects since 2012, and she is doing her PhD at University of Bologna in connection with the reorganisation of welfare policies.
Gdańsk	The ULG coordinator is Monika Chabior, a local expert and activist. She is a change maker.
Nagykanizsa	A local change maker has been identified: Ms Nóra Berkesné Rodek, who is a local, committed citizen, a mother of 2 kids, doing her PhD at the local campus about CSR. Her current vision or even pledge (to create a volunteer cadastre in the city) blends perfectly with the ULG work, setting up the framework and basis for collaboration.
Riga	The ULG coordinator will be RĀdolfs CimdiĀš, Head of Spatial Planning Division. He is keen on working together within the ULG some potential change makers such as MĀrcis Rubenis, founder of the Free Riga 2014 movement or organisers of the Socifaction hub. InĀra StalidzĀne from Carnikava seems an internal change maker, she participated already in the city visit.
Skåne	ULG will be coordinated by Karin Fransson at the County Administrative Board of Skåne. She is the Governor's personal aide, which ensures a high level of support for the work of the ULG. This is important in Skåne as the local focus is a bit different here.

19. Credits

- Eddy **Adams** (2016): Universal Basic Income – crazy idea or one whose time has come? URBACT Blog, <http://www.blog.urbact.eu/2016/02/universal-basic-income-crazy-idea-or-one-whose-time-has-come/>
- Lorenzo **Allio** (2014): Design Thinking for Public Service Excellence, UNDP Global Centre for Public Service Excellence, Singapore
- Y. **Benkler**: The wealth of networks: how social production transforms markets and freedom, 2006.
- Dalma **Berkovics** (2015): Developments in Central and Eastern Europe, (in: The civic economy, EUKN), The Hague
- Sarah **Billiard** – La Toyah **McAllister-Jones** (2015): Behaving like a system? The preconditions for place based systems change, Collaborate, 2015, London
- Sarah **Billiard** – Henry **Kippin** (2015): Collaboration Readiness, Collaborate, London
- Philip **Bond** (2009) The Ownership State – Restoring excellence, innovation and ethos to the public services, NESTA and ResPublica, London
- David **Cameron's** speech at Tory conference (The Guardian): <http://goo.gl/HHa2cG>
- Meera **Chadha** (2015): People-powered public services: people helping people (in: the civic economy, EUKN), The Hague
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20. Annexes

ANNEX 1. Think-and-do-thanks dealing with collaborative public services and/or social innovation in public services

The most important source of inspiration for CHANGE! network is represented by some innovation agencies dealing with the same topic. The literature is new as the theme only boomed after the financial crisis.

- **The Global Centre for Public Service Excellence**⁴⁰ is UNDP's catalyst for new thinking, strategy and action in the area of public service, promoting innovation, evidence, and collaboration. The centre has been established recently in Singapore. The most important literature they published is written by Dr Henry Kippin in 2015: *Collaborative capacity in public service delivery – Towards a framework for practice*.
- **Collaborate**⁴¹ is an independent, UK-based policy and practice hub supporting cross-sector collaboration and improved social outcomes in public services. Besides the Social Innovation Spiral, this organisation provides the most important models for CHANGE! partners: *the Collaborative Framework* and *the Collaboration Readiness Index*. Its recent publications fit extremely well with our network. As it is more concerned with researches, it is worth channelizing their knowledge through master-classes or CHANGE! Talks.
- **Cities of Service**⁴² is a national non-profit organization that supports mayors and city chief executives to engage local community and residents to tackle issues and solve problems together using impact volunteering. Founded in 2009 by New York City Mayor Michael R. Bloomberg, the Cities of Service coalition is comprised of more than 200 cities in the United States and United Kingdom, representing more than 50 million people in 43 states, and more than 10 million in the UK. They work with cities to help them establish and build city-led, citizen-powered programs that target specific needs and achieve measurable outcomes. They provide technical assistance, programmatic support, planning resources, and funding opportunities to drive long-term, positive outcomes that help to improve the quality of life in cities. As it is an open network with similar goals as CHANGE! partners, a great synergy could be generated by joining this network and setting up a service plan together with the Integrated Action Plan. As thematic fields, they focus on neighbourhood revitalisation, education and youth, health, preparedness and safety, veterans, and sustainability.
- The UK-based **Participle**⁴³ was established to develop working exemplars of a 21st century welfare state. Over the last ten years, a small team of Participle has worked with a wide network of brave and visionary partners to develop new approaches to ageing, family work, youth work, unemployment and chronic disease. Their case studies are essential for CHANGE! partners.
- **NESTA**⁴⁴ is an innovation charity with a mission to help people and organisations bring great ideas to life. Their activities range from early stage investment to in-depth research and practical programmes. One of their thematic areas is called 'Citizen engagement in public services'. Within this programme they want to find new ways for people to help others. Whether it's supporting people with long-term health conditions or helping unemployed people improve their skills and get back to work, they are confident there are opportunities to improve public services for everyone by getting involved. Put simply, they want public services to be delivered with people, not to people. NESTA runs the **Centre for Social Action Innovation Fund**, in partnership with the Cabinet Office, to support the growth of innovations that mobilise people's energy and talents to help each other, working alongside public services. The most important literature from NESTA is *'People helping people – the future of public services'* (2014).

40 <http://www.undp.org/content/undp/en/home/ourwork/global-policy-centres/publicservice.html>

41 www.collaboratei.com

42 <http://www.citiesofservice.org/>

43 www.participle.net

44 www.nesta.org.uk

It is worth channelizing their knowledge through master-classes or CHANGE! Talks.

- UK's **Design Council**⁴⁵ also has a special programme dedicated to the transformation of public services as design offers an innovative way to develop solutions, services and policies, with a relentless focus on real people's needs, a reduction of risk and an increased efficiency through continual testing and improvement. Design Council has worked extensively with UK public bodies on frontline services and complex policy challenges, from skills training to innovation challenges. It is worth to channelizing their knowledge through master-classes or CHANGE! Talks.
- The Dutch **Kennisland**⁴⁶ supports social innovation for a smart society. Kennisland can help locate and support innovators, maximise knowledge development and knowledge sharing and translate expertise into practical interventions and innovation. It can be a crucial contact for Eindhoven.
- The Danish **Mindlab**⁴⁷ is very similar to NESTA. MindLab is a cross-governmental innovation unit which involves citizens and businesses in creating new solutions for society. Excellent resource point for Scandinavian partners (CHANGE! Talks).

ANNEX 2. The Localism Act in England

"For too long communities have not had a big enough say in what happens in their local area – whether it be about what happens to local amenities, how local services are delivered, or how new development is planned."

Surprisingly enough, this quotation is not from a futuristic essay, but from the running Localism Act, from UK, where related political economy is radically changing. The 2010-15 Conservative and Liberal Coalition government has rightly been quick to answer the challenges our society has been facing for a while and the Department for Communities and Local Government (DCLG) took action to give local communities new rights. This is the Localism Act. These rights give community, voluntary and charity groups the opportunity to take the initiative when it comes to how local public services are run and planning decisions are made. In the legislation, the UK government outlined its plans to:

- promote the radical devolution of power and greater financial autonomy to local government and community groups;
- radically reform the planning system to give neighbourhoods far more ability to determine the shape of the places in which their inhabitants live.

As a concrete answer to the above detailed challenges, The Localism Bill was introduced to the UK Parliament on 13 December 2010, and was given Royal Assent on 15 November 2011, becoming an Act. It consists of radical initiatives such as:

The Community Right to Bid gives community groups the right to prepare and bid to buy community buildings and facilities that are important to them. It came into effect on 21 September 2012.

The Community Right to Challenge allows voluntary and community groups, charities, parish councils and local authority staff to bid to run a local authority service where they believe they can do so differently and better. This may be the whole service or part of a service. It came into force on 27 June 2012.

Neighbourhood planning: new neighbourhood planning measures allow communities to shape new development by coming together to prepare neighbourhood plans. They came into force on 6 April 2012.

The Community Right to Build allows local communities to propose small-scale, site-specific, community-led developments. It came into force on 6 April 2012.

Community Right to Reclaim Land helps communities to improve their local area by giving them the right to ask that under-used or unused land owned by public bodies is brought back into beneficial use.

45 www.designcouncil.org.uk

46 www.kl.nl

47 www.mind-lab.dk

The Our Place! programme (formerly 'neighbourhood community budgets') gives communities the opportunity to take control of dealing with local issues in their area.

The Community Right to Challenge paves the way for more communities to help shape and run excellent local services. This might include making services more responsive to local needs, offering additional social value outcomes, or delivering better value for money. It may act as a springboard for radical reshaping of services, or simply trigger small changes that will make a big difference to the quality of service communities receive. Groups need to submit a written expression of interest. Local authorities must consider and respond to expressions of interest which, if accepted, will trigger a procurement exercise for that service. The interested group will then take part in the procurement exercise, alongside others.

The Department for Communities and Local Government has put in place a support and advice service run by Locality and the Social Investment Business. This includes examples of how local authorities are implementing the right and supporting community groups to deliver services.

Without any doubts, this legislation as such may lead to paradigm shift, however there are plenty of criticisms against Community Right to Challenge as well⁴⁸. Hopefully, the first attempts we are witnessing in other cities (e.g. the WeEindhoven model in Eindhoven) and countries (Cities of Service movement launched by Bloomberg, Italy, Greece) can, as well, act as point for 'urban acupuncture', transforming the larger urban context in Europe regarding the public service reform. All being well, our public services will be more responsive to local needs and less expensive at the same time in the near future.

48 A good article related to the criticism of the Community Right to Challenge: <http://www.theguardian.com/social-enterprise-network/2013/apr/30/community-right-to-challenge>

