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**D 6.1: “4th empirical approach to value co-creation in public services: structural transformations”, “Co-VAL [770356] Understanding value co-creation in public services for transforming European public administrations”, WP6 Structural transformations: public-private innovation networks and social innovation in public services**

Céline Merlin-Brogniart, Benoît Desmarchelier, Faridah Djellal, Lars Fuglsang, Faïz Gallouj, Marton Katona, Siv Magnussen, Alberto Peralta, Luis Rubalcaba, Javier Carrillo, et al.

► **To cite this version:**

Céline Merlin-Brogniart, Benoît Desmarchelier, Faridah Djellal, Lars Fuglsang, Faïz Gallouj, et al.. D 6.1: “4th empirical approach to value co-creation in public services: structural transformations”, “Co-VAL [770356] Understanding value co-creation in public services for transforming European public administrations”, WP6 Structural transformations: public-private innovation networks and social innovation in public services. [Research Report] Université de Lille. 2021. hal-04598186

**HAL Id: hal-04598186**

**<https://hal.univ-lille.fr/hal-04598186>**

Submitted on 3 Jun 2024

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**H2020-SC6-CULT-COOP-2016-2017  
CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**D6.1: 4<sup>th</sup> Empirical approach to value co-creation in public services: structural transformations**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Deliverable</b>	D6.1 4th Empirical approach to value co-creation in public services: structural transformations
<b>Workpackage</b>	WP6
<b>Type</b>	R = Report
<b>Dissemination Level</b>	Public
<b>Date</b>	31/10/2019 (resubmitted on 27/09/2021)
<b>Status</b>	Final V2.0
<b>Editor(s)</b>	Céline Merlin-Brogniart (USTL)
<b>Contributor(s)</b>	Benoît Desmarchelier (USTL), Faridah Djellal (USTL), Lars Fuglsang (RUC), Faïz Gallouj (USTL), Márton Katona (CUB), Siv Magnussen (INN), Céline Merlin-Brogniart (USTL), Alberto Peralta, Luis Rubalcaba, Javier Carrillo (UAH), Éva Révész (CUB), Rolf Rønning (INN), Miklós Rosta (CUB), Ada Scupola (RUC), Anne Vorre Hansen (RUC)
<b>Reviewer(s)</b>	Alberto Peralta (UAH), Rolf Rønning (INN)
<b>Document description</b>	This deliverable aims at understanding how the interaction between public and private actors is leading to the collective creation of value. This document includes (i) a general theoretical framework, (ii) five reviews of the national literature carried out in partner countries (Denmark, France, Hungary, Norway and Spain), and (iii) a series of empirical case studies conducted in these five countries.

## Document Revision History

Version	Date	Modifications Introduced	
		Modification Reason	Modified by
<b>V0.1</b>	21/10/2018	1 <sup>st</sup> draft of the literature review	RUC
<b>V0.2</b>	26/11/2018	1 <sup>st</sup> draft of the conceptual review	USTL
<b>V0.3</b>	28/11/2018	1 <sup>st</sup> round of the case-studies report (2 cases)	USTL
<b>V0.4</b>	30/11/2018	1 <sup>st</sup> round of the case-studies report (3 cases)	RUC
<b>V0.5</b>	19/01/2019	1 <sup>st</sup> draft of the literature review	USTL
<b>V0.6</b>	20/03/2019	1 <sup>st</sup> round of the case-studies report (2 cases)	INN
<b>V0.7</b>	29/03/2019	2 <sup>nd</sup> version of the case-studies report (5 cases)	USTL
<b>V0.8</b>	11/03/2019	1 <sup>st</sup> draft of the literature report	UAH
<b>V0.9</b>	20/03/2019	1 <sup>st</sup> draft of the literature review More precision on the method and on the § social entrepreneurs	INN
<b>V0.10</b>	25/04/2019	2 <sup>nd</sup> draft of the theoretical framework report. Improvement of the mapping of innovation networks. More detailed conclusion	USTL
<b>V0.11</b>	30/07/2019	2 <sup>nd</sup> draft of the literature review (less focus on PPP)	UAH
<b>V0.12</b>	30/07/2019	Complete Case-studies report (5 cases) More precision on the Madrid central case-study	UAH
<b>V0.13</b>	5/10/2019	Final version	USTL
<b>V0.14</b>	10/10/2019	Final version of the literature review (More details on paragraphs PPP for Social	UAH

		innovation) and Final version of the Case-studies report	
<b>V0.15</b>	11/10/19	Final version of both reports	RUC
	15/10/2019	Final version of both reports	USTL
	18/10/2019	Final version of both reports	INN
<b>V0.16</b>	21/10/2019	1 <sup>st</sup> round of case-studies (3 cases)	CUB
<b>V0.17</b>	21/10/2019	1 <sup>st</sup> draft of the Final deliverable	USTL
<b>V0.18</b>	22/10/2019	Sent for Internal Review	UAH, INN
<b>V0.19</b>	28/10/2019	Addressing review comments and finalise the deliverable	USTL
<b>V0.20</b>	29/10/2019	Final Review	ATC
<b>V1.0</b>	31/10/2019	Submission	ATC
<b>V1.2</b>	07/09/2021	Update to address review recommendations	USTL
<b>V2.0</b>	27/09/2021	Final review and submission	ATC



This project has received funding from the European Union's Horizon 2020 research and innovation programme under grant agreement No 770356. This publication reflects the views only of the author, and the Commission cannot be held responsible for any use, which may be made of the information contained therein.



## Executive Summary

Work package 6. is given over to a particular organizational structure which we denote by the term “Public Service Innovation Network” (PSIN). PSINs are multi-agent collaborative arrangements that bring into play a variable number of public and private agents, especially citizens, in order to co-produce technological and non-technological innovations and ultimately co-create value, in the field of *public services* (sectoral perspective) or *public service* (functional perspective).

Deliverable 6.1 is structured in three building blocks: (I) a general theoretical framework, (II) five reviews of the national literature carried out in partner countries (Denmark, France, Hungary, Norway and Spain), and (III) a series of empirical case studies conducted in these five countries.

## 1 The theoretical framework

### 1.1 Objectives

This theoretical framework building block has three main objectives.

The first objective is to establish a dialogue between “service studies” and “public management studies”, by examining how the innovation issue fits into the different paradigms of public administration (namely Traditional Public Administration, New Public Management and New Public Governance), and how these different paradigms can be linked to the different analytical perspectives generally used in “Service Innovation Studies” to understand innovation (namely assimilation, demarcation and integration).

The second objective is to provide an original mapping of innovation networks, in the context of the service economy, and to account for the tertiarization of this concept, i.e. for the rise of market and non-market services in innovation networks.

The third objective is to provide a more in-depth analysis of PSINs, from a structural and a dynamic point of view and to understand what distinguishes them from other innovation networks, in particular traditional innovation networks (TINs) and public-private innovation networks in services (PPINs).

### 1.2 Method

The theoretical framework is mainly based on a survey of the literature using SCOPUS and Web of Science databases, and the PRISMA method (Preferred Reporting Items for Systematic Reviews and Meta Analyses). We used the following search stream: [“innovation network” OR “innovation collaboration” OR “innovation cooperation” OR “innovation partnership”]. The search was limited to articles, books and book chapters published in English over the period 1990-2018.

## 1.3 Findings

### ***First objective***

In the traditional public administration paradigm, the reference is not services, but goods. The purpose is to produce homogeneous quasi-products, by using technical systems and rationalizing production processes. This paradigm falls within the scope of an (industrialist) assimilation perspective. In the new public management paradigm, it is still not the service as such which is the reference, but the market good. Production processes as well as innovation processes do not fall within the scope of a demarcation perspective, but still of an (industrial and market) assimilation perspective. Finally, in the new public governance paradigm, the reference is the service. “Public service studies” here are explicitly based on service theory, in particular Service-Dominant Logic (SDL). They first fall within the scope of an integrative perspective, and secondly within the scope of a demarcation perspective emphasizing the specificities of public services vis-à-vis general SDL. In both cases, the reference to service theory introduces a broad and open concept of innovation that covers technological aspects as well as a wide variety of non-technological aspects of innovation. It also introduces an interactive and open concept of the dynamics of production and innovation, centred on multi-agent networks, in which the user/citizen occupies or is urged to occupy an essential place as co-producer, co-innovator and ultimately co-creator of value.

### ***Second objective***

The survey of the literature made it possible to identify 5 types of innovation networks, namely: Traditional Innovation Networks (TINs), Public Private Innovation Networks in Services (PPINs), Market Services Innovation Networks (MSINs), Public Service Innovation Networks (PSINs) and Public Service Innovation Networks for Social Innovation (PSINSIs) that reflect the tertiarization of the innovation network concept. These networks types can be distinguished according to the following criteria: the types of agents involved in the network, the role played by the public agent, the nature of the targeted innovation and the main sector concerned by the innovation in question. TINs are networks that focus on the manufacturing industry and technological innovation and in which the public administration is not a co-producer of innovation, but a facilitator. PPINs, that were the subject of the European ServPPIN project are systems of service-oriented collaborations, public-private collaborations, open to non-technological innovation. MSINs are innovation networks focused on market services and service innovation. PSINs focus on innovation in public services. The main actors in this type of network are citizens, public sector and third sector organizations. Finally, PSINSIs are a special subcategory of PSINs dedicated to social innovation.

The different types of networks envisaged can be characterized by their degree of visibility, that is to say, their level of recognition by economic analysis. Over the last 30 years, the concept of (traditional) innovation network based on manufacturing industry, especially high-tech R-D intensive industry, has been quite successful and has given rise to a great deal of literature that is exponentially increasing. The extension of innovation networks to services and service innovation has attracted attention from researchers more recently, whatever the type of network considered (PPINs, MSINs, PSINs, PSINSIs). The emergence of the literature on these new types of tertiarized networks can be dated back to the mid-2000s. The literature on PSINs and PSINSIs is the least extensive. It is still in its “infancy”.

These different types of innovation networks are not independent of each other. There is an intersection between TINs and PPINSs. This intersection equates to certain PPINSs which are focused on technological innovation. PSINSIs are a sub-category of PSINs whose target is social innovation in public services. These two forms of innovation networks (PSINs and PSINSIs) are themselves sub-categories of PPINSs.

### **Third objective**

We have tried to define and characterize PSINs, by examining, first of all, *a number of structural variables*: the nature of the actors involved and their interactions, and the forms and modalities of the innovation carried out by the network. PSINs can be described by using a number of typologies, which can be based on the following criteria: 1) the (sectoral or functional) fields where networks are set up; 2) the type of actors involved; 3) the nature of the innovation provided by the network. A typology of PSINs based on the nature of the actors involved in the network would include the following categories: (1) Networks made up of both public and private agents, (2) Networks consisting only of public agents belonging to different public organizations., (3) Networks consisting only of private agents, working collectively to co-produce an innovation that falls within the scope of public service, not in its sectoral sense but in its functional sense (i.e. services of general interest). The nature of innovation can provide the basis for a fairly simple typology of PSINs that distinguishes: (1) Networks created for social innovation in public services. This is what we call PSINSIs. (2) Networks created for other forms of public service innovations (i.e. non-social public service innovations).

We then shifted the analysis towards *dynamic variables*, describing the modes of emergence and functioning of the networks, and their integration in time and in space. The question of network formation distinguishes *planned* networks from *spontaneous* networks. *Planned or engineered* PSINs are established under the impetus of an initiating agent that will invite other potential members to join the network. In theory, the initiator of the network may be any agent. In reality, however, it seems that in PSINs, the initiating agent is very often the public administration itself. The situation is different for planned PSINSIs which are most often initiated by private agents (citizens, associations and so on). *Spontaneous or emerging* PSINs emerge in a self-organized way because of the convergence of the activities of agents facing a given problem, in a given context (a district, a city, a region, etc.). Here again, although, in theory, the spontaneous emergence may involve any agent, the *spontaneous (self-organized)* networks more often involve citizens (and not government). The spontaneous emergence of this type of network can be explained by the lack of public solutions to a given social problem or the ineffectiveness of the existing solutions.

The modes of *formation* of PSINs lead to a (simplified) distinction between two opposite modes of *functioning*: (1) a vertical or top-down mode of functioning, in which, after the network is established, the initiating agent continues to enjoy a privileged “hierarchical” position: it is the conductor. (2) a horizontal or bottom-up mode of functioning, which favours local interactions and in which responsibilities and leadership are more shared.

PSINs and especially PSINSIs are initially local innovation networks. They organize collaborations on a municipality, neighborhood or other small scale. This geographical characteristic is of course closely linked to the nature of the innovation that is carried out by the network and the way it is produced

(innovation that aims to solve concrete social problems in the immediate living environment of individuals, innovation that involves the people concerned by the problem in the collaboration). However, there appear to be differences in spatial constraints depending on the type of PSIN considered. After all, spontaneous PSINs are more likely to be proximity networks than planned PSINs. Planned PSINs, especially when they are planned by public agents, are less subject to geographical constraints. Depending on the nature of the problem to be solved, the public agent may invite agents located anywhere throughout the national territory or even from abroad. Furthermore, some complex problems can neither be solved by a single actor nor on a single geographical scale (in this case a local scale). These are problems that, even if they manifest locally, arise in regional, national or international terms. This applies, for example, to migrant and refugee issues or environmental issues.

The ultimate goal of PSINs being the co-creation of value, we finally introduced a typology of the worlds of value, which makes it possible to consider a plurality of performance principles at work in PSINs: industrial and technical performance, market and financial performance, domestic or relational performance, social-civic performance, reputational performance and innovation performance. These different concepts of value and corresponding performance are not, of course, independent of each other. They can complement and reinforce or compete and conflict with each other (in the latter case, the creation of one form of value leads to the destruction of another form).

#### 1.4. Implications

PSINs constitute an important socio-economic issue now acknowledged by the public authorities at the national and European level. Although PSINs are increasingly taken seriously in contemporary economies, efforts are nevertheless needed to theoretically reinforce this concept.

On the theoretical level, efforts are needed to theoretically reinforce our knowledge of the modes of formation and functioning of these networks. After all, the literature is dominated by case studies and by a concept of PSINs (in particular when they focus on social innovations) as temporary curative arrangements (aimed at overcoming the temporary failure of public services). One way to reinforce the theoretical basis of PSINs might be, not only to analyse them autonomously, but to explicitly include them in the mapping and discussion of innovation systems, whether local, regional, national, social or sectoral.

On the methodological level, a reverse shift from theoretical to empirical focus is required. After all, beyond the theoretical considerations on the plurality of forms of performance that we have outlined in this work, it is necessary to define and build concrete tools for properly measuring PSINs results and performance.

Finally, on the political level, it is necessary to envisage public policies (in particular vertical or specific ones) that would help support the formation, functioning and performance of these networks, by taking into account the diversity of forms of PSINs that we have highlighted in this research.

## 2 The National literature reviews

Each partner involved in WP6 provided a country-specific survey about the theoretical, empirical and “grey” literature on PSINSIs addressing different societal challenges. References used were extracted from databases such as Web of Science, Scopus, Google Scholar. Keywords used for extraction purpose in the different languages are combinations of the following ones: public services, social innovation, citizen participation, networks, partnerships, collaboration.

The main objectives of the literature review are: 1. to provide an overview of existing literature and practices regarding PSINSIs across sectors and countries; 2. to clarify the role of PSINSIs in public service innovation and new forms of public service governance; 3. to provide conceptual clarifications about PSINs in order to draw the boundaries between these networks and the other value co-creation schemes addressed in CO-VAL (Living labs, Design...); 4. to refine selection criteria for the forthcoming case studies and to identify possible candidates.

### 2.1 Denmark

The Danish report provides a review of Danish scientific and grey literature on *public service innovation networks for social innovation* (PSINSIs).

The literature was identified through searches in Danish databases with scientific literature and databases/webpages that contained grey literature. 225 papers and reports were initially identified which upon further screening were reduced to 23 papers and reports. These were reviewed and grouped into 4 major themes dealing with 1) ‘Samskabelse’ (co-creation), 2) collaboration with the civil society, 3) social entrepreneurs and social innovation, and 4) public-private innovation partnerships. Major findings can be divided into four:

Firstly, it was found that ‘samskabelse’ has been a prominent term in the Danish literature. Samskabelse literally means co-creation. However, in the Danish literature, ‘samskabelse’ has also been used in connection with the concept of ‘collaborative innovation’ developed by Danish political science scholars. The literature centres around describing different types of co-creation/samskabelse as well as their rationale, providing guidelines as to how to organize it, and discussing how the impact of co-creation can be demonstrated.

Secondly, a Danish literature exists that deals with collaborations with citizens, the professionals and the civil society in the production and delivery of welfare services. The Danish literature uses different names for these forms of co-operation: co-creation, co-production, partnerships, private-public partnerships, citizen budgets, networking and youth panels.

Thirdly, it was found that the Danish literature works with notions of social entrepreneurship and social innovation focusing on civil society actors and their roles in solving societal problems through social innovation activities. The literature discusses what social innovation is, how it can become more visible

and better organized, how it contributes to public service innovation, who the actors are and what types of planning are involved.

Finally, the Danish literature explores the role of public-private innovation partnership for public service development. Public-private innovation partnerships are often more development and collaboration-oriented than traditional supplier-buyer relations and put knowledge sharing, common innovation and developing ideas into focus. Compared to offerings that are more traditional or competitive, where the private sector provider delivers a well-defined performance to the public sector, innovation partnerships often have a more experimental approach to public innovation.

The report also finds that the Danish literature refers to four types of actors involved in the public service innovation networks for social innovation: public sector organizations, social enterprises, civic organizations including volunteers, and private companies. Further, the public sector can play at least four different roles: 1) as a co-producer of services (basically in control of the whole process from creation to delivery), 2) as a service development facilitator and support system (leaving more responsibility to civic actors in the creation and delivery of services), 3) as a complementary service provider (the civic actor provides services independent of, but complementary to public services). And 4) As a driving force for the involvement of social actors in innovation and development processes.

The innovations that come from PSINSIs are mostly characterized as service offerings aimed at supporting specific groups of vulnerable citizens towards living a dignified and meaningful life. Although these services often form part of a larger portfolio of public services, they often have the character of being local sometimes unplanned innovations yet having the potential to inspire activities beyond the local level.

The literature shows how social innovations created, produced and delivered by social actors can make an important contribution to welfare services. At the same time, the engagement of social actors in welfare innovation makes it easier for the public sector agents to streamline their own services and cut budget. In this way, social innovation does not represent a counterpart to, for example, efficiency improvements and increased budget control, but instead creates a space for this.

## 2.2 France

A review of the academic literature on Public Service Innovation Networks for Social Innovation (PSINSIs) was carried out based on the French CAIRN database, and the grey literature has been identified from Google and websites dedicated to the modernisation of the State. 253 references were initially identified from the review. After further screening, 66 papers and reports have been selected.

These documents were reviewed and divided into four groups: 1) studies that examine the place of the co-production process as a characteristic of social innovation, 2) studies that analyse the modernisation of the state and their modes of governance, 3) studies that explore social innovation through a social entrepreneurship process, 4) studies that examine social innovation in the context of territorial innovation.

Within the first stream of research, definitions of social innovation are increasingly highlighting the collective of actors that is created in order to solve a social problem. They question the nature of the actors, the process leading to social innovation and the specificities of social innovation. They emphasise the collective, bottom-up and local nature of these innovations.

The second stream examines how social innovation networks are used as a complement or alternative channel to the public action. These authors analyse the forms of governance of these networks that aim to overcome the deficiencies of the public organisation. These authors insist on the sometimes instigated nature of the process that affects network performance. Sites dedicated to the modernisation of public action imagine new partnerships to provide a better quality of service to users.

The third stream focuses on the understanding of social entrepreneurship projects that lead to social innovation. They indicate the driving and autonomous role of social actors, in particular associations, and the importance of hybridisation of resources to allow social innovation projects to emerge.

The fourth stream on territorial innovation focuses on the role of social actors and their innovative practices in territorial restructurings and experiments. The territory is considered as the vector for the construction of collective identities. It allows the combination of various resources towards innovative and solidarity-based economic development projects.

The main findings of this review are the following:

Firstly, different types of actors are involved in these social networks: public actors, third sector actors, citizens and users, and sometimes private companies.

Secondly, the public actors (government, local authorities) appear to play a significant role in structuring or supporting these innovation networks. Depending on the networks, public actors have a role as funder, facilitator, co-producer, controller and assessor, a driving force, or a simple network partner.

Thirdly, social innovations are intended to meet the needs of vulnerable people, or to reduce costs on projects of collective interest. Innovations usually consist in local innovation and when they are reproduced, they have to be adapted to the specificities of other territories.

Fourthly, the main barriers highlighted are the financing of the project, and the economic model of innovation. The limited competences of local authorities are also cited as a barrier to projects. The support of the local authority, the existence of an experienced dedicated project manager, the support of citizens, the support of a technical engineer or a specialised association, increase the chances of success of the project. The 2003 constitutional revision, by allowing local authorities to make budgetary transfers, is also mentioned as a driver.

Finally, studies indicate that the dissemination process of these social innovations is specific because only a local adaptation of social innovation, taking into account the specificities of the territory, can be



undertaken. To share experience, studies recommend to assess the territorial impacts of the experiment and to build value-creation criteria. As currently no unified definition of social innovation networks exists, a better understanding of these social innovation networks could help to improve the diffusion of these social innovations.

## 2.3 Hungary

A review of the academic literature was carried out based on the Hungarian MATARKA database, and the Grey literature has been identified from Google Scholar and university websites. 45 references were initially identified from the review. After further screening, 18 articles, papers and reports have been selected.

These documents were divided into three groups: 1) studies that examine social innovation in rural development, 2) studies that analyze social innovation through a social entrepreneurship process, and 3) studies that focuses on digital solutions in social innovations.

The first stream of the Hungarian literature on social innovation networks examines how social innovations and social innovation networks are used in rural / regional development processes. This literature focuses on the role of social actors and their innovative initiatives and practices in regional development of rural and/or peripheral areas.

The second stream focuses on the understanding of social entrepreneurship projects that lead to social innovation. The first group of literature in this review examines the role of digital technology in social innovations.

## 2.4 Norway

In total, the Norwegian report identified 150 publications, but in line with the inclusion criteria, only 15 publications are included in this report. The first observation is therefore that the subject of the PSINSI has only been marginally examined in Norway.

However, the publications analyzed provide an overview of (1) the theoretical conceptualization, (2) the types, (3) the goals, (4) the antecedents (barriers and drivers) and (5) the outcomes of the Norwegian PSINSI's in the period from 2012-2019.

In most of the publications, the themes of co-creation, social innovation, social entrepreneurship and collaboration are used as the theoretical/conceptual foundation. This is as expected, partly because in recent years these concepts have become prominent in both policy and research, and partly because these terms among others were used as search words. Regarding types of PSINSI's, we found most collaboration efforts between the public sector and third sector/social entrepreneurs. The inclusion of private business as participants is rarer. An interesting PSINSI in that field is cooperation between the public sector and football clubs. Increased user satisfaction is the most frequently mentioned goal in



the PSINSI's analysis. When it comes to empirical antecedents, many barriers are mentioned in respect of cooperation with the public sector. Significant barriers include structural and governance framework conditions in the public sector as well as the lack of knowledge and time pressure among the participants. Drivers seem to be active participation from all the actors involved. In the report, we have defined outcomes as the substantive results of the PSINSI efforts. Using this definition, an interesting finding is that very few of the publications have any clear outcomes to report. Mostly we found descriptions of the process and recommendations for further work. Hence, the main conclusion in this report is that more studies are needed in the Norwegian context. So far, expectations for the effects of collaboration are greater than the empirical evidence that can substantiate the claim of positive effects.

## 2.5 Spain

The purpose of the Spanish contribution was similarly to introduce the current evidences about PSINSIs from the literature in Spain and how they might improve performance, efficiency and the effective transformation of public service delivery. The contribution also included in this review the initiatives that help understand how Spain and its different government instances face social innovation using PSINs and PSINSIs<sup>1</sup> (see Desmarchelier, Djellal, & Gallouj, 2018; Gallouj, Rubalcaba, & Windrum, 2013 for further reference) to serve the elderly, citizens affected by exclusion, long term unemployment, environmental sustainability and children education.

The methodology for data collection follows the PRISMA model. This analysis made it possible to include a total of 35 documents in the review.

The review made it possible to identify five general themes that present the current understanding and use of PSINSIs and PSINs in Spain:

Theme 1: Spanish public-private networks evolution: From PPNs to PSINs

Theme 2: Social innovation, SDGs and public networks for services innovation

Theme 3: Social innovation, challenges and social interventions

Theme 4: Examples of networks for social innovation

Theme 5: Generic scope and controls of networks for social innovation

From the literature on the Spanish scholarly approach to public-private networks and more specifically to public service innovation networks (PSINs) and public service innovation networks for social innovation (PSINSIs) it can be concluded that it is key to promote the development of sound institutional and regulatory frameworks; the networks and their promoters should align the interests and disparate views of the partners, co-designing the projects based on the objectives and priorities of the public partners; the role of each partner must be clearly defined, according to the complementary skills and abilities they can contribute to the network, with adequate incentives according to their functions and

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<sup>1</sup> Public Service Innovation Networks (PSIN) and Public Service Innovation Networks for Social Innovation (PSINSI) are PPN within the Dominant Service Logic paradigm (PSIN) and with an orientation towards social development and innovation (PSINSI), according to Desmarchelier, Djellal, & Gallouj (2018).

responsibilities; that effective networks for social innovation should fairly distribute risks among partners and include risk management mechanisms to protect the most vulnerable or minority partners.

### 3 The national case studies

Based on the selection criteria identified, each partner produced a report about at least five significant case studies identified in its own country. These cases are illustrations of intensive collaboration between public and private agents in order to co-produce value through co-innovation. They cover social innovations that seek to provide solutions to the following social issues: elderly care, education (e.g. school dropouts), Immigration/refugees, long-term unemployment, environmental protection (including urban issues and transportation).

To ensure national and sectoral comparisons, the 25 cases of PSINSIs are based on the same “case study framework” composed of *five key dimensions*: 1. Type of innovation/Type of innovation process; 2. Type of Innovation Network (Mode of formation and functioning, evolution in time and space); 3. Drivers/Barriers; 4. Institutional factors; 5. Impacts/performance. Similarly, a common structure is used for the final national case studies reports: 1. The case in a nutshell; 2. The context; 3. The five key dimensions (mentioned above); 4. Unexpected results; 5. Discussion.

#### 3.1 Denmark

All five cases from Denmark are examples of social innovation emerging in the **interplay between the public sector and the third sector and/or civil society**. Yet, the cases of social innovation are not initiated or “owned” by the public sector itself, but are highly dependent on and situated within a network of cross-sector collaboration - as such they are **examples of bottom-up social innovation** and not examples of specific innovation processes per se.

All cases emphasize that there are certain **complex/wicked social problems**, which are not addressed properly by the public sector/the state, which is why they are driven by a certain **inherent systems critique** while at the same time collaborating closely with and being dependent on the public sector.

The cases are concerned with **systemic change**: either through the means of physical movement (a bike ride), figuratively as getting somebody from a to b (becoming readier for the labour market), the application of honey production as both a concrete activity and a metaphor for new ways of production, the creation of new stories/understandings based on partnerships models and IT innovation as change maker. But still it seems that the more the case organisation is dependent on collaborating with the public sector, the **less transformational potential**.

The cases are based on ideas of the **dynamics of change**; that if you are able to make a change at an individual level you also set the ground for making a cultural change that can lead to societal or institutional changes at a collective level. Hence, in all cases the following aspects are in focus:

reciprocity, relationalities and temporality. This implicates a **processual perspective on innovation**, not understood as a specific method or model for innovation, but merely as an approach to explore and develop the overall objective of change.

Most cases experience **challenges with financial sustainability and legitimacy regarding social impact**. So, even though the cases experience a high degree of positive feedback and interest nationally as well as internationally, they are 'caught' in the current quantitative measuring paradigm of the public sector and the strategic funds.

Some case organisations feel a **pressure to tap into the 'utopian' rhetoric of social innovation** - which is not necessarily helpful to the organizations, since this may take **focus away from both the changes on micro level and other kinds of potentials for change**, e.g. the potential of expanding solutions to conventional business, public sector services or scaling up nationally or internationally.

### 3.2 France

The five French experiments are examples of social innovation created by a **multi-stakeholders network** involving third sector actors (or the civil society), and public actors. Some of the social innovations are experimenting a **systemic change** since the social **problem is complex**. The stakeholders implement integration or reverse processes to improve the quality of services and to refocus on the user's pathway.

Other social innovations are pooling the skills of various stakeholders to create **civic value and social inclusion**. Most case experiences **empowered final-users** as change actors to foster the resolution of the social problem: being assisted to becoming helpers, being involved in the community boosts the person's **self-confidence** and responsibility.

These innovation networks are mainly "**bottom-up**" process, but a "**help-it-happen**" approach is used when the project is related to predilection fields of public action (health, unemployment, etc.). Social innovation may require a legislative change in order to be created or disseminated. The social innovation is usually combined with **organisational and methodological** innovations.

Mutual knowledge of stakeholders' working methods, confidence, tools and information sharing, the bridge between other networks are essential to ensure the success of the social innovation. Some social innovations require **the legitimacy** of third sector actors regarding social issues, or conversely **the credibility** of the public sector to launch the project.

The relevance of the territory boundaries is essential to the functioning of the innovation network: the territories of the actors are often overlapping, and discontinuities or geographical breakdowns exist. The **local territory is also the most appropriate** level to implement systematic change: the smaller the territory, the most mobilised the actors are.

### 3.3 Hungary

The five Hungarian case-studies have been chosen within the five following fields: the field of Elderly care issues (CedrusNET), Education (No Bad Kid case and BAGázs case), Minorities / Immigration, refugees (Esélykör case, No Bad Kid case and BAGázs case), Long-term unemployment (Esélykör case, BAGázs case), Environmental protection also including urban issues and transportation (Járókelő case).

The empirical research is based on document analysis and in-depth semi-structured interviews with key actors of the selected networks. The interview guide was developed in accordance with the central themes of WP6: (1) the type of innovation/type of innovation process, (2) the type of Innovation network, (3) innovation drivers and barriers, (4) institutional factors and (5) the impacts or performance of the network.

These innovation networks targeted complex social problems with many stakeholders. All cases examined are difficult to classify as a single social issue. These innovation networks are mainly *bottom-up* process, although the type of network may change as a result of a learning process.

From a territorial point of view, innovation networks tend to focus on a smaller community, a city or village. Local focus helps mobilize local actors, citizens. An exception is the case of Járókelő, where the use of digital technologies is aimed at strengthening citizen engagement as widely as possible.

### 3.4 Norway

The Norwegian cases covers elderly care, especially services to people with dementia, refugees, and vulnerable groups (youth in a «risk zone» and people with drug abuse problems). All the presented projects can be defined as public-private innovation networks, and they are examples of social innovations. Three of them are initiated from the public side, two from the private. Since the private actors were The Salvation Army and a social entrepreneur, none of them are representing bottom-up initiatives.

For two of the case studies the conclusions are that they did not succeed to realize their expected goals. In the case aimed to improve refugees integration in three rural municipalities, the conditions for innovating the existing practices were not present. The facilitator for the innovation process had no authority to change behavior of the central actors. The project was a top-down project in a double meaning; it was initiated at a regional level, as an “offer” to three municipalities who accepted to participate. The facilitator, assisted by a researcher to document the process, and some representatives for regional authorities (as the County Governor) came to the municipalities to improve their processes, without a demand from the local field workers. And the end-users did know about it, before some of them were interviewed. Neither the local providers, nor the end-users were involved in the process. But a positive result of the facilitation process was that the local actors were “forced” to sit together and discuss. This contributed to some improvement in the offers to the refugees, because the providers had more to offer when they cooperated.

In the other case a public competence center cooperated with the local leadership in improving the services to people with dementia and their dependents. They gave a service that was appreciated for the selected ones, but spent much resources on a technological module that was not the users' primary wish. Involvement of the users could have given a more robust solution that could have survived the test period.

The three other projects, that are still operative all have enthusiasts in leading positions. A public social entrepreneur, whose team is communicating closely with the end-users, a dedicated social entrepreneur, and members of the Salvation Army, are fueling their projects. They all need acceptance and support from public authorities to continue, and have to convince the authorities continuously that their work for vulnerable groups are value-for-money. This is a fragile part of a public-private network, when the goal is social innovations.

### 3.5 Spain

The five Spanish cases relate to excluded citizens (Library of San Fermin project), education of minority children (Antropoloops project), disabled elderly (Alas Foundation project), mobility and sustainability (Madrid Central. Without green, life flourishes project), youth professional education and unemployment (The Plan FP+E of La Rioja).

#### **Library of San Fermin project**

This case study describes the co-creation effort of a network of private and public agents to build a facility much needed in a deprived neighborhood in Madrid (Spain). The facility has then become a cohesion factor, far beyond its initial purpose.

It is a hallmark of a multi-stakeholder innovation network, i.e., it consists of public agents, associations, individuals, oriented to the re-vitalization of a deprived neighborhood and the integration of the elderly in the periphery of Madrid. The initiative is innovative in its approach, a design network favoring inclusion and bridging the generation gap led by professional designers, and the library model and its dialogue with its social and neighborhood environments.

This initiative is "a pilot project" that allows the municipality of Madrid to think innovatively about cultural facilities. It shows a process innovation that has given way to a new type of library and new services, complementing the conventional library services.

#### **Antropoloops project**

This case study of the Antropoloops Workshops project describes the promotion of inclusion through a series of culture-based workshops in the San José Obrero Primary School (Seville). Here a network of teachers, specialists, musicians, and artists got together and experimented remixing traditional music as a vehicle to promote cultural inclusion and celebration of diversity.

This educational arts program promotes diversity and intercultural dialogue, knowledge of traditional music and collective creation through the use of new technologies. Within this, the AW educational program is proposed as a set of open teaching modules on traditional world music and digital remixing. This is a combination of education and technology to generate different practices, resources and open tools that can be replicated in other contexts.

### **Alas Foundation project**

This case study presents the Alas Foundation project, a private entity, to serve aging people with disabilities – i.e., a public purpose. It describes the co-creation and delivery efforts of a PSINSI formed by the foundation management, employees, families, and to a minor extent, the disabled elderly.

Until now, specific services for older persons with disabilities did not exist but improvements in the life conditions and health of this population group have extended life expectancy and created the need for new services that combine specialized professionals and care of, in many instances, mature and autonomous persons.

This case presents the collaboration process of a private institution with users and their families to provide a public service that is not properly covered by the public sector. It answers a pressing concern of the families and the elderly with disabilities, as this latter group has become a relevant part of the total disabled population.

### **Madrid Central. Without green, life flourishes project**

The aim of this PSINSI is to build and learn together through the development of initiatives that contribute to improve pedestrian mobility by eliminating green for vehicles to allow pedestrians crossing at any time.

This case serves to expose the practices to routinely produce PSINSIs with a two-fold aim:

1. Produce social innovation and prototype solutions for wicked social problems of any sort
2. Arrive to those solutions putting together individuals that do not know each other, but who after the process have discovered the power of networking, agreement and co-creation. In this context, each new community of agents built this way – i.e., the PSINSI itself – is an innovative product itself

MCW is one of the PSINSIs that formed under the ‘Madrid Escucha 2019’ of the InCiLab (Citizen Innovation Laboratory – Laboratorio de Innovación Ciudadana). Its aim, as an independent community, is to find innovative ways to develop more participatory and collaborative citizens and public officials to search for solutions to public problems.

### **The Plan FP+E of La Rioja**

This case-study describes the PSINSI that created the current Plan for Professional Education and Employment 2016-2019 (Plan FP+E) in La Rioja region (Spain). The plan has guided the development of skills, the active employment policy, the integration and coordination of the available resources and the interrelations between the different subsystems and modes to actually produce employment for young people in La Rioja.

This has been a project then that aims at providing citizens with services co-designed and co-produced with them (through the unions and most representative companies' association in the region).

The Plan FP+E is a complex strategic project. This case is an example of the tremendous impact that PSINIs may have in all sorts of public sector initiatives. In this case, a strategic plan for a social issue of major relevance such as unemployment and youth professional education was handled with such a type of network.

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## **(i) THE THEORETICAL FRAMEWORK**

# 1. Public Service Innovation Networks (PSINs): Collaborating for Innovation and Value Creation

**H2020-SC6-CULT-COOP-2016-2017**  
**CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**Public Service Innovation Networks (PSINs): Collaborating for Innovation and Value Creation**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6: Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	PU = Public
<b>Date</b>	14/10/2019
<b>Author(s)</b>	Benoît Desmarchelier, Faridah Djellal and Faïz Gallouj, University of Lille
<b>Document description</b>	This report is given over to “Public Service Innovation Networks” (PSINs). It seeks to define and characterize PSINs, from a structural point of view (sectors, actors, interaction, innovation) and a dynamic point of view (emergence, functioning, life cycle, performance) and to understand what distinguishes them from other types of innovation networks.



## Executive summary

### Introduction

This report is given over to a particular organizational structure which we denote by the term “Public Service Innovation Network” (PSIN). PSINs are multi-agent collaborative arrangements that bring into play a variable number of public and private agents, especially citizens, in order to co-produce technological and non-technological innovations and ultimately co-create value, in the field of *public services* (sectoral perspective) or *public service* (functional perspective).

This report has three main objectives.

The first objective is to establish a dialogue between “service studies” and “public management studies”, by examining how the innovation issue fits into the different paradigms of public administration (namely Traditional Public Administration, New Public Management and New Public Governance), and how these different paradigms can be linked to the different analytical perspectives generally used in “Service Innovation Studies” to understand innovation (namely assimilation, demarcation and integration).

The second objective is to provide an original mapping of innovation networks, in the context of the service economy, and to account for the tertiarization of this concept, i.e. for the rise of market and non-market services in innovation networks.

The third objective is to provide a more in-depth analysis of PSINs, from a structural and a dynamic point of view and to understand what distinguishes them from other innovation networks, in particular traditional innovation networks (TINs) and public-private innovation networks in services (PPINs).

### Method

This report is mainly based on a survey of the literature using SCOPUS and Web of Science databases, and the PRISMA method (Preferred Reporting Items for Systematic Reviews and Meta Analyses). We used the following search stream: [“innovation network” OR “innovation collaboration” OR “innovation cooperation” OR “innovation partnership”]. The search was limited to articles, books and book chapters published in English over the period 1990-2018.

### Findings

#### ***First objective***

In the traditional public administration paradigm, the reference is not services, but goods. The purpose is to produce homogeneous quasi-products, by using technical systems and rationalizing production processes. This paradigm falls within the scope of an (industrialist) assimilation perspective. In the new public management paradigm, it is still not the service as such which is the reference, but the market good. Production processes as well as innovation processes do not fall within the scope of a

demarcation perspective, but still of an (industrial and market) assimilation perspective. Finally, in the new public governance paradigm, the reference is the service. “Public service studies” here are explicitly based on service theory, in particular Service-Dominant Logic (SDL). They first fall within the scope of an integrative perspective, and secondly within the scope of a demarcation perspective emphasizing the specificities of public services vis-à-vis general SDL. In both cases, the reference to service theory introduces a broad and open concept of innovation that covers technological aspects as well as a wide variety of non-technological aspects of innovation. It also introduces an interactive and open concept of the dynamics of production and innovation, centred on multi-agent networks, in which the user/citizen occupies or is urged to occupy an essential place as co-producer, co-innovator and ultimately co-creator of value.

### ***Second objective***

Our survey of the literature made it possible to identify 5 types of innovation networks, namely: Traditional Innovation Networks (TINs), Public Private Innovation Networks in Services (PPINs), Market Services Innovation Networks (MSINs), Public Service Innovation Networks (PSINs) and Public Service Innovation Networks for Social Innovation (PSINsIs) that reflect the tertiarization of the innovation network concept. These networks types can be distinguished according to following criteria: the types of agents involved in the network, the role played by the public agent, the nature of the targeted innovation and the main sector concerned by the innovation in question. TINs are networks that focus on the manufacturing industry and technological innovation and in which the public administration is not a co-producer of innovation, but a facilitator. PPINs, that were the subject of the European ServPPIN project are systems of service-oriented collaborations, public-private collaborations, open to non-technological innovation. MSINs are innovation networks focused on market services and service innovation. PSINs focus on innovation in public services. The main actors in this type of network are citizens, public sector and third sector organizations. Finally, PSINsIs are a special subcategory of PSINs dedicated to social innovation.

The different types of networks envisaged can be characterized by their degree of visibility, that is to say, their level of recognition by economic analysis. Over the last 30 years, the concept of (traditional) innovation network based on manufacturing industry, especially high-tech R-D intensive industry, has been quite successful and has given rise to a great deal of literature that is exponentially increasing. The extension of innovation networks to services and service innovation has attracted attention from researchers more recently, whatever the type of network considered (PPINs, MSINs, PSINs, PSINsIs). The emergence of the literature on these new types of tertiarized networks can be dated back to the mid-2000s. The literature on PSINs and PSINsIs is the least extensive. It is still in its “infancy”.

These different types of innovation networks are not independent of each other. There is an intersection between TINs and PPINs. This intersection equates to certain PPINs which are focused on technological innovation. PSINsIs are a sub-category of PSINs whose target is social innovation in public services. These two forms of innovation networks (PSINs and PSINsIs) are themselves sub-categories of PPINs.

### **Third objective**

We have tried to define and characterize PSINs, by examining, first of all, *a number of structural variables*: the nature of the actors involved and their interactions, and the forms and modalities of the innovation carried out by the network. PSINs can be described by using a number of typologies, which can be based on the following criteria: 1) the (sectoral or functional) fields where networks are set up; 2) the type of actors involved; 3) the nature of the innovation provided by the network. A typology of PSINs based on the nature of the actors involved in the network would include the following categories: (1) Networks made up of both public and private agents, (2) Networks consisting only of public agents belonging to different public organizations., (3) Networks consisting only of private agents, working collectively to co-produce an innovation that falls within the scope of public service, not in its sectoral sense but in its functional sense (i.e. services of general interest). The nature of innovation can provide the basis for a fairly simple typology of PSINs that distinguishes: (1) Networks created for social innovation in public services. This is what we call PSINSIs. (2) Networks created for other forms of public service innovations (i.e. non-social public service innovations).

We then shifted the analysis towards *dynamic variables*, describing the modes of emergence and functioning of the networks, and their integration in time and in space. The question of network formation distinguishes *planned* networks from *spontaneous* networks. *Planned or engineered* PSINs are established under the impetus of an initiating agent that will invite other potential members to join the network. In theory, the initiator of the network may be any agent. In reality, however, it seems that in PSINs, the initiating agent is very often the public administration itself. The situation is different for planned PSINSIs which are most often initiated by private agents (citizens, associations and so on). *Spontaneous or emerging* PSINs emerge in a self-organized way because of the convergence of the activities of agents facing a given problem, in a given context (a district, a city, a region, etc.). Here again, although, in theory, the spontaneous emergence may involve any agent, the *spontaneous (self-organized)* networks more often involve citizens (and not government). The spontaneous emergence of this type of network can be explained by the lack of public solutions to a given social problem or the ineffectiveness of the existing solutions.

The modes of *formation* of PSINs lead to a (simplified) distinction between two opposite modes of *functioning*: (1) a vertical or top-down mode of functioning, in which, after the network is established, the initiating agent continues to enjoy a privileged “hierarchical” position: it is the conductor. (2) a horizontal or bottom-up mode of functioning, which favours local interactions and in which responsibilities and leadership are more shared.

PSINs and especially PSINSIs are initially local innovation networks. They organize collaborations on a municipality, neighbourhood or other small scale. This geographical characteristic is of course closely linked to the nature of the innovation that is carried out by the network and the way it is produced (innovation that aims to solve concrete social problems in the immediate living environment of individuals, innovation that involves the people concerned by the problem in the collaboration). However, there appear to be differences in spatial constraints depending on the type of PSIN considered. After all, spontaneous PSINs are more likely to be proximity networks than planned PSINs. Planned PSINs, especially when they are planned by public agents, are less subject to geographical constraints. Depending on the nature of the problem to be solved, the public agent may invite agents

located anywhere throughout the national territory or even from abroad. Furthermore, some complex problems can neither be solved by a single actor nor on a single geographical scale (in this case a local scale). These are problems that, even if they manifest locally, arise in regional, national or international terms. This applies, for example, to migrant and refugee issues or environmental issues.

The ultimate goal of PSINs being the co-creation of value, we finally introduced a typology of the worlds of value, which makes it possible to consider a plurality of performance principles at work in PSINs: industrial and technical performance, market and financial performance, domestic or relational performance, social-civic performance, reputational performance and innovation performance. These different concepts of value and corresponding performance are not, of course, independent of each other. They can complement and reinforce or compete and conflict with each other (in the latter case, the creation of one form of value leads to the destruction of another form).

### **Implications**

PSINs constitute an important socio-economic issue now acknowledged by the public authorities at the national and European level. Although PSINs are increasingly taken seriously in contemporary economies, efforts are nevertheless needed to theoretically reinforce this concept.

On the theoretical level, efforts are needed to theoretically reinforce our knowledge of the modes of formation and functioning of these networks. After all, the literature is dominated by case studies and by a concept of PSINs (in particular when they focus on social innovations) as temporary curative arrangements (aimed at overcoming the temporary failure of public services). One way to reinforce the theoretical basis of PSINs might be, not only to analyse them autonomously, but to explicitly include them in the mapping and discussion of innovation systems, whether local, regional, national, social or sectoral.

On the methodological level, a reverse shift from theoretical to empirical focus is required. After all, beyond the theoretical considerations on the plurality of forms of performance that we have outlined in this work, it is necessary to define and build concrete tools for properly measuring PSINs results and performance.

Finally, on the political level, it is necessary to envisage public policies (in particular vertical or specific ones) that would help support the formation, functioning and performance of these networks, by taking into account the diversity of forms of PSINs that we have highlighted in this research.

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## List of Terms and Abbreviations

Abbreviation	Definition
<b>PSIN</b>	Public Service(s) Innovation Network
<b>PSINSI</b>	Public Service(s) Innovation Network for Social Innovation
<b>MSIN</b>	Market Services Innovation Network
<b>TIN</b>	Traditional Innovation Network
<b>PPINS</b>	Public Private Innovation Network in Services
<b>IS</b>	Innovation Studies
<b>SIS</b>	Service Innovation Studies
<b>TPA</b>	Traditional Public Administration
<b>NPM</b>	New Public Management
<b>NPG</b>	New Public Governance
<b>ADI</b>	Assimilation, Demarcation, Integration
<b>GDL</b>	Goods-Dominant Logic
<b>SDL</b>	Service-Dominant Logic
<b>PSDL</b>	Public Service-Dominant Logic
<b>PSL</b>	Public Service Logic
<b>MI</b>	Manufacturing Industry
<b>PS</b>	Public Services
<b>MS</b>	Market Services
<b>TS</b>	Third Sector
<b>C</b>	Citizen
<b>SNA</b>	Social Network Analysis
<b>IHIP</b>	Intangibility, Heterogeneity, Inseparability, Perishability
<b>IN</b>	Innovation Network
<b>PSI</b>	Public Service Innovation

# Public Service Innovation Networks (PSINs): Collaborating for Innovation and Value Creation

**Benoît Desmarchelier, Faridah Djellal and Faïz Gallouj  
Clersé-CNRS, University of Lille**

## 1. Introduction

In contemporary economies, innovation is a universal and ubiquitous phenomenon present in every economic sector and every sphere of social life. However, whatever the discipline considered (economics, management, sociology, political science and so on), our analytical and conceptual tools have often been unable to grasp this innovation dynamic in its full magnitude. Thus, entire sectors of our economies (in particular, the service sectors, including non-market services) and essential forms of innovation (non-technological innovations, including social innovations) have long remained marginal in the field of “Innovation Studies”. This innovation or measurement gap may largely be explained by the inertia of our conceptual tools designed in and for manufacturing economies. It reflects, after all, invisible or hidden innovations (NESTA, 2007), which do not fall within the traditional industrial and market indicators such as R&D, patents, and material technologies.

Considerable efforts have been made in recent years to bridge this innovation gap (recognition and measurement gap), taking into account both hidden forms of innovation and forgotten sectors. Thus, a field of “Service Innovation Studies” has enriched the traditional field of “Innovation Studies” that focuses on technological and industrial innovation (Gallouj and Djellal, 2015, 2018; Djellal and Gallouj, 2018). An additional step forward in reducing the innovation gap has been achieved by taking into account the innovation dynamics and the dynamic capabilities in public services (Moore and Hartley, 2008; Windrum and Koch, 2008; Djellal et al., 2013; De Vries et al. 2015; Osborne and Brown, 2013; Miles, 2013; Potts and Kastle, 2010; Fuglsang and Sundbo, 2016; Fuglsang et al., 2014; Piening, 2013; Jordan, 2014; Arundel et al., 2019; Desmarchelier, Djellal and Gallouj, 2019; Gieske, Duijn, and van Buuren, 2019).

Ben Martin (2015) considers this gradual opening (to services and service innovation) of the field of innovation as one of the twenty main challenges in “Innovation Studies”, since their advent, nearly a half-century ago. Djellal and Gallouj (2018) for their part consider this opening as one of the fifteen main advances in “Service Innovation Studies”, since their advent, nearly a quarter century ago. It is also described as “the shift from visible innovation to invisible innovation”. It is parallel to another



fundamental evolution in “Innovation Studies” which is the shift from a linear and closed model of innovation to an interactive and open or network model (Martin, 2015).

This rise of services, of service innovation and of the networked organization of innovation also lies at the heart of the shifts in public administration paradigms (Osborne, 2006, 2010). Indeed, in the *traditional public administration paradigm*, innovation is, for the most part, associated with the industrial rationalization of production processes and the adoption of technical systems, the aim being to provide passive citizens with homogeneous quasi-products. This innovation activity, which excludes the user, is organized in a linear and top-down way. In the *new public management paradigm*, the industrialist perspective remains dominant, and innovation continues to be organized in a linear (non-interactive) way. The main novelty compared to the previous paradigm is the introduction of market management techniques in public services. The *new public governance paradigm*, currently at work in all developed countries, fundamentally changes the perspective of innovation. Indeed, this new paradigm considers public services as services and not as goods, and thus allows a broad and open concept of innovation integrating both technological and non-technological dimensions (new services, new processes, new organizations...). From the point of view of the organization of innovation, this paradigm emphasizes the collaborative dimension, and in particular the participation of citizens in innovation networks (Osborne, 2006, 2010; Voorberg et al., 2015; Mergel, 2018; Crosby et al., 2017; Torfing, 2019). The importance given to networks, whether they be production or innovation networks, also leads to designating this new paradigm as a paradigm of “Networked Governance” (Kelly et al., 2002).

The purpose of this research is, first, to discuss how these different paradigms can be linked to the different analytical perspectives generally used in “Service Innovation Studies” to understand innovation. The purpose is in particular to show how the evolutions of these paradigms and perspectives are reflected, regarding the nature of innovation, by a shift towards a broad and open concept of innovation (including non-technological innovation) and, regarding its mode of organization, by a shift from a linear model of public service innovation to an interactive or collaborative model, in which citizens occupy a central place in the process of innovation and in value co-creation. This model of collaborative or networked innovation is well known and documented in some public services such as health (Djellal and Gallouj, 2007). But, although this is neglected by literature, it tends to diffuse to all services offered by public administration and to the design of some public reforms as well. This networked model seems to be particularly appropriate in the case of public services whose purpose is to solve, through social innovation, thorny social problems, including problems related to elder care, school dropout, migrants or refugees, environment, etc.

This research is organized into three sections.

In section 2, we address the issue of innovation in public services through the prism of the three main paradigms of public administration (i.e. traditional public administration, new public management and new public governance), and of the three main analytical perspectives that structure Service Studies (i.e. assimilation, demarcation and integration). We analyse how the shifts in these paradigms and perspectives converge to highlight, on the one hand, a broad and open concept of innovation (including non-technological innovation) and, on the other hand, interactive and network innovation models.

In section 3, we discuss the concept of innovation networks and the place that is given to services and especially (public) services in them. In other words, this section is dedicated to a consideration of the tertiarization of innovation networks. Its purpose is not to develop a conceptual framework or a new theory, but to provide an original mapping of the innovation network concept, in the context of the service economy. The aim is to show how, in parallel with the shift from visible innovation to invisible innovation, services in general and public services in particular are gradually moving from a peripheral to a central position in the innovation networks. Based on a review of the literature, we discuss how traditional innovation networks can be enriched by other types of networks more focused on services and public services, namely Public-Private Innovation Networks in Services (PPINs), Market Service Innovation Networks (MSINs), Public Service Innovation Networks (PSINs) and Public Service Innovation Networks for Social Innovation (PSINSIs).

The tertiarization of the innovation network concept which is addressed in this second section encompasses both market services and public services. While the definition of *market service* does not pose much problem, the term “public” in its various uses (public sector, public administration, public agent/actor...) and in its relationships with innovation (public sector innovation, public service innovation, public innovation...) deserves some clarifications. According to Flynn (2007, p. 2), the *public sector* is “those parts of the economy that are either in state ownership or under contract to the state, plus those parts that are regulated or subsidized in the public context”. The public sector is composed of *public agents/actors* that consist in both public organizations (including governmental bodies, healthcare and education organizations...) and public enterprises. *Public service* is the service (i.e. a set of use values) which is delivered not only by entities belonging to the public sector, but also to the private sector (for example, NGOs). Public service is therefore somehow synonymous with “service of general interest”. When the focus is on innovation associated with these different terms, *public service innovation* or *public innovation* can be said to go beyond the boundaries of *public sector innovation*, since it also includes the innovation developed within networks where the main actors are citizens and not-for-profit organizations.

Finally, the last section (section 4) is given over to a more in-depth analysis of PSINs and PSINSIs, which are the main focus of this research. PSINs (and among them PSINSIs), which are very successful within the “new public governance paradigm”, are multi-agent collaborative arrangements that develop within *public services* (sectoral perspective) or *public service* (functional perspective), spontaneously or at the instigation of local, national or European public policies. They bring into play a variable number of public and private agents, especially citizens, in order to co-produce innovations and ultimately contribute to value co-creation. In the third section, our goal is to deepen the definition and description of PSINs, especially in comparison with the other network forms evoked in section 3, namely TINs, PPINs and MSINs and to examine in particular how PSINs are formed and function in order to co-create, more or less efficiently, value in public service(s), through innovation.

## 2. Innovation in public services in the light of public administration paradigms and service innovation perspectives

Public services have long remained the Cinderella of “Innovation Studies”, the predominant idea being that innovation is peculiar to market sectors and that the term “public innovation” is an oxymoron (Sørensen and Torfing, 2013). However, this observation is not relevant to all public services. After all, as we have already pointed out, it is not disputed, for example, that in our modern economies, public health services are among the most innovative activities or that innovation is consubstantially linked to public research services and to universities. Other exceptions include, for example, public broadcasting services and security and defence services (Nicolaÿ, 2017; Nicolaÿ and Lenfle, 2019). Nevertheless, the vast majority of other public services, and in particular administrative public services, have long been considered as hermetically closed to innovation. The literature has provided many explanations for this lack of real or perceived innovativeness, including the lack of competition and the monopoly nature of public services, the fact that the services are provided free of charge, the lack of resources, the Weberian argument of rigidity and inertia of bureaucracies, the difficulty of changing the statutory rights of civil servants, the risk-averse character of politicians at the head of public administrations whose primary concern is re-election and the nature of the appropriation regimes (Halvorsen et al., 2005; Borins, 2001; Hartley et al., 2013).

The gradual integration of public services (as a field of innovation) into “Service Innovation Studies” and, consequently, more generally, into “Innovation Studies”, is based on a number of arguments that are discussed in literature (Windrum and Koch, 2008; Djellal et al., 2013; Osborne and Brown, 2013). *Some arguments concern the characteristics of the public administrations themselves.* After all, they can make use of considerable budgets and well-educated human resources, they have at their disposal users/citizens more prone to protest, but also to participate than the customers of private companies, and they enjoy a favourable climate for experience and practice transfer and for the diffusion of innovation among public organizations (Rashman and Hartley, 2002). More generally, we see a paradox when it comes to the alleged poor innovativeness of public administrations: after all, how can organizations that value innovation and whose role is to ensure the meta-governance of innovation dynamics, in other words to support the innovation of other economic activities, be insensitive to their own innovation (innovation in the services they offer, the processes and the organizations they implement)? *Other arguments concern the general socio-economic context.* The economic crisis and demographic changes are obvious drivers in the rise of interest in innovation in public services. After all, they encourage the rationalization of production processes in order to reduce the cost of services. Similarly, new social demands are appearing, for example, in the field of elder care or environmental concerns, which are sources of innovations.

The narrowing of the innovation gap in public services can be analysed by comparing, on the one hand, *the different paradigms of public administration* (traditional public administration, new public management, new public governance), which reflect changes in the nature and mode of production of public service and, on the other hand, *the main analytical perspectives* (assimilation, demarcation, integration) established by the “Service Studies” (Gallouj, 1994, 1998; Coombs and Miles, 2000) to

account for different ways of understanding service and innovation in services compared to goods and innovation in manufacturing.

“Service Studies” and “Public Service Studies” which are based on these two sets of paradigms/perspectives are two important and prolific fields of research that, although they share a common essential target (namely services delivery), have developed independently, separated by a border between commercial and non-commercial activities. The distinct scientific communities have long ignored each other, and their research is presented at separate, specialized scientific conferences and scientific journals<sup>1</sup>.

The purpose of this first section is to establish a dialogue and reconcile these two groups of paradigms/perspectives, by examining how the innovation issue fits into the different paradigms of public administration, and how these different paradigms can be linked to the different analytical perspectives generally used in “Service Innovation Studies” to understand innovation. The purpose is in particular to show how the evolutions of these paradigms and perspectives are reflected, regarding the nature of innovation, by a shift towards a broad and open concept of innovation (including non-technological innovation) and, regarding its mode of organization, by a shift from a linear model of public service innovation to an interactive or collaborative model, in which citizens occupy a central place in the process of innovation and in value co-creation.

This section is organized into three sub-sections. After a brief review of the ADI (Assimilation, Demarcation, Integration) analytical framework, which structures the “Service Studies” and the “Service Innovation Studies” (sub-section 2.1), we discuss, from the point of view of innovation, how this framework can be linked to the different paradigms of public administration (TPA, NPM, NPG: traditional public administration, new public management, new public governance) (sub-sections 2.2 and 2.3).

## **2.1. The three analytical perspectives for addressing “Service Studies” in general and “Service Innovation Studies” in particular**

“Service Studies” is a prolific field of research that was built quite naturally in comparison (contrast) with the traditional field of “Goods Studies”. Thus, as the work of Gallouj (1994, 1998, 2010) underlines, some studies consider that services should be treated like goods (assimilation or industrialist approaches), while others consider that they should be addressed in a specific way (demarcation or service-oriented approaches), while still others consider that it is necessary to develop a synthetic or

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<sup>1</sup> Recurrent scientific conferences include the annual RESER conference or the “Frontiers in Service” conference, in the field of Service Studies, and PUBSIC (Innovation in Public Services and Public Policy), Public Management Research Association Annual Conference (PMRC), International Research Society for Public Management (IRSPM) conference in the field of Public Service Studies. Scientific journals in the field of Service Studies include the Journal of Service Research, the Service Industries Journal, the European Review of Service Economics and Management, Service Science... The most significant reviews in the field of public services include the Public Administration Review, Journal of Public Administration Research and Theory, Administration and Society, Policy and Politics, Public Management Review...

integrative treatment of all economic activities (synthesis or integration approaches). Although services are an ancestral human activity, economic theory has essentially been built around the analysis of agricultural and manufacturing activities. It can therefore be assumed that, according to a classical methodological positioning, it is the relatively recent conceptual integration of services in economic analysis that explains the emergence of the ADI framework.

This key question (assimilation, differentiation or synthesis?) is central, not just to *the theoretical constructs* (whatever the disciplines, methods, objects, themes), but also the *business strategies* and *public policies* in the field of services. Academic research and (strategy or policy) practices always, consciously or unconsciously, involve the following questions (or answers to these questions): is it appropriate to apply industrial theories, strategies and policies to services? Or should specific theories, strategies and policies be developed for services? Or should integrative theories, strategies and policies be promoted?

Obviously, we cannot provide a complete overview of theoretical analyses and business and policy practices, in light of the ADI questioning framework. We will confine ourselves to applying the framework to the nature of the product and the nature of the innovation.

### 2.1.1. The ADI framework and the product definition

Debates on the nature of services fundamentally fall within the scope of the ADI framework. This framework can be applied to the founding works of economic thought<sup>2</sup>. But in this paper, we are interested in how it applies to contemporary research (see Table 1).

**a)** The most fundamental theoretical tool of assimilation (A-type perspective) can probably be said to be the notion of production function. This tool, forged for an industrial and agricultural economy, can easily be applied to services. Thus, to take just one example, Phelps (1995) does not see the slightest difference between automobile production and health production. In both cases, the purpose is to mobilize and combine production factors in order to generate an output. In the case of cars, the production factors include, for example, steel, plastic, labour, etc. In the case of health, the production factors are “medical care”, in other words, a set of activities aimed at restoring or improving health.

However, it is important to point out the fundamental difference between economics and management. Economics considers that services fit into the production function quite easily, while some management scientists consider that changes must be made in order to include services in the production function. This is how we interpret the recommendations made by Levitt (1972) and Shostack (1984), who suggest industrializing services by reducing the degrees of freedom and the complexity of service provision. After all, these strategic norms can be interpreted as paving the way for the elaboration of a service production function in the neoclassical mode, that is to say, in particular, respecting the hypotheses of “nomenclature”, “non-interaction” and “product anonymity”. In other

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<sup>2</sup> Thus, the specific differences between services and goods (D type perspective) are mentioned, for example, in A. Smith (1776), J.-B. Say (1803), F. Bastiat (1848).

words, two different concepts of assimilation can be distinguished: one that consists in ignoring the differences between goods and services (services are goods like any others), and one that acknowledges the existence of these differences and consists in deploying strategies to erase them.

**b)** Building on Adam Smith's (1776, p. 361) observation that services “vanish at the very instant of their production”, economic literature, from a D-type perspective, this time, makes every effort to isolate the intrinsic characteristics of these activities. Thus, the characteristics of intangibility, heterogeneity (or variability), inseparability (or interactivity) and perishability (or immediacy), which service marketing calls IHIP, have emerged as criteria for providing a positive (and no longer residual) definition of services; in other words, for drawing the boundary between goods and services. Thus, services are said to be intangible (that is to say, abstract entities that cannot be seen, tasted, felt, or heard before purchase), heterogeneous (the nature of the service provided varies depending on many elements: the customer, the staff in contact, the moment when it is provided), inseparable (that is to say, co-produced by a provider and a consumer who are inseparable), perishable (that is to say, immediate, not storable). Such an approach is interesting, in particular because it provides simple criteria for labelling activities. However, important difficulties appear both in the definition of these criteria and in their concrete implementation. After all, although the service is intangible, it may be based to varying degrees on tangible media. Similarly, the co-production of the result is almost non-existent in some service activities (transport or cleaning, for example).

**c)** Still within a D-type perspective, in order to circumvent the difficulties (in particular the many exceptions) related to the use of intrinsic criteria (without necessarily abandoning them), Hill (1977) formulated a general definition of services, based on the analytical dissociation between the customer and the medium of the service, and the distinction between the service as a process and the service as a result. Thus, for Hill (1977: 318), “a service may be defined as a change in the condition of a person, or a good belonging to some economic unit, which is brought about as a result of the activity of some other economic unit, with the prior agreement of the former person or economic unit”. Through the metaphor of the “ABC service triangle”, Gadrey (1996, see also Gadrey 2000) extends and clarifies this definition by considering the service as a set of processing operations, carried out by the service provider A, on a medium C, linked in various ways (ownership, use, identity) to the customer B. The purpose of these processing operations, which do not lead to the production of a commodity likely to *circulate economically independently of the medium*, is to transform the medium C in various ways. The medium can be material objects or technical systems, codified information, the individual himself or an organization.

**d)** Contemporary research devoted to the definition of services increasingly falls (implicitly or explicitly) within the scope of an integrative or synthetic perspective (I-type perspective). This integration is based on several findings that reflect the idea that the border between goods and services is blurring, illustrated by the servitization of goods (Vandermerwe and Rada, 1988), the industrialization of services and the rise of product-service systems (Mont, 2002). A number of theoretical constructs integrate goods and services including:



- The functional economy (Stahel, 1997), which defines all products (goods and services) by the function (the service) that they provide. Thus, the object of the economic transaction is not the good or the service, but their use value, their utility.
- The experience economy (Pine and Gilmore, 1999; Sundbo, 2015), which defines a commodity based on the experience it provides to the consumer.
- The “service science” perspective (Maglio and Spohrer, 2008) which defines service (in its generic sense) as a complex object requiring a multidisciplinary approach. Although information technologies occupy a central place in service science, it doesn’t fall within the scope of an assimilation perspective that seeks to industrialize and materialize an initially intangible object. Rather it falls within the scope of an integrative approach in which human beings occupy an equally central place in “complex human-centred service systems”. The association of the term “science” with the term “service” reflects the aspiration to bring more measurement, formalization, systematization, modelling and repeatability into services and service innovation.
- The characteristics-based approach developed by Gallouj and Weinstein (1997) building on the work of Saviotti and Metcalfe (1984). This approach, further developed by a number of other authors (in particular De Vries, 2006; Windrum and Garcia-Goñi, 2008) considers that a product (whether a good or a service) can be described as the supply of a set of service characteristics (final characteristics or use values) through the mobilization by providers and customers of skills and/or technical characteristics (either tangible or intangible).
- The “Service-Dominant Logic” approach (Vargo and Lusch, 2004; Lusch and Vargo, 2006), which defines value by the “value-in-use”, thus erasing the difference between goods and services. In the SDL approach, the value is not embedded in a good or service. All organizations (regardless of their sector of activity) provide a “service offering”, which is likely to create value for the customer. Thus, the service provider does not create and deliver value to its customer, but simply offers a “value proposition”, i.e. a potential, a promise waiting to come to fruition. It is the customer himself who will achieve this potential value by the use he makes of the “service offering”. There is therefore “co-creation of value” by the customer through “resource integration”, consisting of completing and modifying the provider’s “value proposition” using his own resources, such as his life experience. It should be noted that, although it opposes a logic of services to a logic of goods, SDL does not fit into a D-type perspective, but into an I-type. After all, it provides a general framework for understanding value co-creation, which applies to both goods and services. While, contrary to what its name might suggest, the SDL approach is indeed an *integrative approach* to goods and services, we will see that the Public Service-Dominant Logic (PSDL), that is, the application of SDL to public services (Osborne et al., 2013) vacillates between integration and demarcation. The initial idea pursued by the promoters of PSDL (PSDL version 1) was to integrate public services into the general SDL approach. But the most recent research seems to be abandoning this general integration/synthesis perspective in favour, first of all, of a relaxed integration perspective (that is to say, a perspective accounting for some specificities of public services: PSDL version 2), and then, in favour of a real demarcation (de-integration) perspective, namely PSL, Public Service Logic (Osborne, 2018),

which emphasizes the differences between public services, on the one hand, and market goods and services, on the other.

**Table 1: The ADI analytical framework in Service Studies and Service Innovation Studies**

“Service Studies” and “Service Innovation Studies” perspectives	Nature or approach of the product	Nature or approach of the innovation	Examples of theoretical constructions
<b>Assimilation</b>	<ul style="list-style-type: none"> <li>The service is considered as a good</li> <li>Production function</li> <li>Industrialization of the service</li> </ul>	<ul style="list-style-type: none"> <li>Industrialist and technologist perspective</li> <li>Focus on technological innovation</li> </ul>	<ul style="list-style-type: none"> <li>Production function</li> <li>Goods-Dominant Logic (GDL)</li> </ul>
<b>Demarcation</b>	<ul style="list-style-type: none"> <li>The service has specificities (intrinsic technical characteristics) which differentiate it from goods</li> <li>Service as operations devoted to “changing the state” of a medium</li> </ul>	<ul style="list-style-type: none"> <li>Service-oriented perspective</li> <li>Innovation in services has specificities</li> <li>It is necessary to also highlight the hidden or invisible forms of innovation (non-technological innovation)</li> </ul>	<ul style="list-style-type: none"> <li>IHIP paradigm</li> <li>Public-Service Dominant Logic 2 (PSDL 2)<sup>3</sup></li> <li>Public Service Logic (PSL)</li> </ul>
<b>Integration</b>	<ul style="list-style-type: none"> <li>Everything is a service</li> <li>Servitization of goods</li> <li>Build a unifying model of the product (goods and services)</li> </ul>	<ul style="list-style-type: none"> <li>Synthesis perspective</li> <li>Build a unifying model of innovation in goods and services that encompasses all forms of innovation (technological and non-technological)</li> </ul>	<ul style="list-style-type: none"> <li>Product-Service Systems</li> <li>Characteristics-based approaches</li> <li>Service-Dominant Logic (SDL)</li> <li>Public-Service Dominant Logic 1 (PSDL 1)</li> <li>Functional economy</li> <li>Experience economy</li> <li>Service science</li> </ul>

### 2.1.2. The ADI framework and innovation

Within “Service Studies”, the field of “Service Innovation Studies” has also been built on three<sup>4</sup> theoretical perspectives that reflect different analytical positions vis-à-vis the traditional field of “(Industrial) Innovation Studies”: assimilation, demarcation and integration (Gallouj, 1994, 1998; Gallouj and Weinstein, 1997; Coombs and Miles 2000; Droege et al., 2009) (see Table 1).

<sup>3</sup> PSDL 2 is in reality an intermediate form between Demarcation and Integration. While falling within the integrative perspective that characterizes SDL, it focuses on some specificities of public services. It could thus also be an example of a theoretical construct illustrating the integration perspective.

<sup>4</sup> A fourth perspective, namely “inversion” (Gallouj, 2010), is not taken into account here. It reflects the active role that knowledge intensive business services play in supporting innovation in their client (service or manufacturing) organizations. These services are not dominated by manufacturing (as they supposedly do in the assimilation perspective), but they may instead be dominant in terms of innovation and knowledge (*inversion* of the balance of power).



- The *assimilation* perspective is an *industrialist and technologist* perspective. It assumes that innovation is similar in manufacturing and services. It thus addresses innovation in services in the same terms as innovation in manufacturing, focusing on its relationship to technical systems. The assimilation perspective is also a perspective of *subordination* of services to manufacturing in terms of innovation. After all, it considers that, for the most part, the technological innovations at work in services are just adopted from manufacturing sectors.
- The *demarcation* perspective is a *service-oriented and non-technologist* perspective. Without, of course, ignoring technological innovations, it focuses on the specificities of services and service innovation by seeking to identify innovation activities that are invisible to traditional (assimilationist) economic tools (for example R&D expenses, patents).
- Finally, *the integrative perspective aims to synthesize the two previous perspectives* by developing theoretical constructs that are able to take into account both goods and services, technological innovation and non-technological innovation.

As we shall see in the following paragraphs, the analytical focuses that assimilation, demarcation and integration express are implicitly present in the discussions of the three paradigms of public administration.

## 2.2. The three paradigms of public administration and the product

“Public Service Studies” were built on the basis of three paradigms that reflect different concepts of the favoured *coordination mode*, the *nature of the product*, the mode of *production organization*, and the mode of *performance evaluation*: traditional public administration (TPA), new public management (NPM) and new public governance (NPG). These three paradigms follow one another historically without necessarily excluding one another. They can be paralleled (albeit in a non-homothetic manner) with the ADI analytical framework of Service Studies (see Table 2).

**Table 2: The three paradigms of public administration and the corresponding service studies perspectives**

Public administration paradigm	Coordination mode, institution	Nature of the product	Production organization mode	Performance evaluation mode	Corresponding Service Studies perspective
<b>Traditional Public Administration (TPA)</b>	<ul style="list-style-type: none"> <li>• The organization, bureaucracy, hierarchy (vertical governance), monopoly</li> <li>• The control of processes</li> </ul>	<ul style="list-style-type: none"> <li>• Standardized services, public service as a “good” or a quasi-product</li> </ul>	<ul style="list-style-type: none"> <li>• Top-down, standardization of tasks, lean management, mechanization</li> <li>• Role of the citizen: the citizen is a passive user/consumer. Citizen is a <u>client</u>. He can</li> </ul>	<ul style="list-style-type: none"> <li>• Industrial world: output, productivity, efficiency</li> <li>• Risk: demotivating system of performance measurement.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Simple assimilation</b> of public service to manufacturing: industrialization</li> <li>• Goods-Dominant Logic</li> </ul>

			nevertheless express his preferences in the political field (election)		
<b>New Public Management (NPM)</b>	<ul style="list-style-type: none"> <li>The market, competition, privatization, contracting in and contracting out (outsourcing)</li> <li>The control of the results</li> </ul>	<ul style="list-style-type: none"> <li>Public service as a “good” or a market quasi-product</li> </ul>	<ul style="list-style-type: none"> <li>Top-down, role of the agents in contact</li> <li>Role of the citizen: The users/citizens are <u>customers</u> who can freely choose the service and establish competition between different public services</li> </ul>	<ul style="list-style-type: none"> <li>Market and financial world: outcomes, costs, revenues (maybe also domestic world: efforts to build customer loyalty)</li> <li>Risk: demotivating performance measurement system</li> </ul>	<ul style="list-style-type: none"> <li><b>Double assimilation</b> of public service to manufacturing (industrialization) and market (marketisation)</li> <li>Goods-Dominant Logic and Market-Dominant Logic</li> </ul>
<b>New Public Governance (NPG)</b>	<ul style="list-style-type: none"> <li>The network, the multi-agent partnership (horizontal governance)</li> <li>Trust and reciprocity</li> </ul>	<ul style="list-style-type: none"> <li>Public service as a service</li> </ul>	<ul style="list-style-type: none"> <li>Collaboration in production (co-production), production networks</li> <li>Role of the citizen: users are co-producers</li> </ul>	<ul style="list-style-type: none"> <li>Multicriteria evaluation: different (complementary or competitive) value systems,</li> <li>Take into account all aspects of performance: different worlds (including that of creativity and innovation), take into account time frames (direct/immediate performance, indirect/mediate performance)</li> </ul>	<ul style="list-style-type: none"> <li><b>Integration:</b> Public Service-Dominant Logic 1 (PSDL 1). PSDL 1 is a generalization of SDL to public services</li> <li><b>Integration/Demarcation (demarcative integration):</b> Public-Service Dominant Logic 2 (PSDL 2): Focus on certain specificities of public services in a general context of integration.</li> <li>More advanced <b>Demarcation:</b> Public Service Logic (PSL)</li> </ul>

**2.2.1. Traditional public administration and product**

In the traditional public administration (TPA) paradigm, the favoured *institutions or modes of coordination* are organization, bureaucracy, hierarchy, monopoly and control of processes.

In this traditional perspective, it is the industrial logic or logic of *industrialization/assimilation* that prevails (Goods-Dominant Logic). This logic covers three different and complementary facets in terms of (i) the nature of the product, (ii) work organization, (iii) and performance evaluation.

Public services are considered as *material quasi-products*. In dynamics, assimilation/industrialization thus denotes a productification of the public service. Closely related to the evolution of work organization (see below), this can take two different forms. The first aims to erase the specificities of (public) services, to make them homogeneous quasi-products, freed from the intrinsic technical characteristics of services i.e. intangibility, inseparability and immediacy and their consequences on the nature of the product. Industrialization means, in this case, the renunciation of the treatment of cases that are not typical cases. The second form of productification aims, in a way, to transform an intangible service into a material good, substituting technical devices that can be used at home for the human relationship, within the general framework of what is called the digital transformation of public services. Thus, public services also fall within the scope of the self-service society, well-described for market services by Gershuny (1978, 1983) and Gershuny and Miles (1983).

In terms of *organization of work*, the assimilation/industrialization of (public) services means the implementation of a Fordist mode of production centred on highly standardized and mechanized processes and highly specialized tasks (division of labour), under the leadership of technostructure specialists whose mission is to design the organization, standardize and control tasks. The products are designed only from the point of view of supply, in the context of a *vertical (top-down) logic*, based on control. The hierarchical leaders of the administration (the technostructure) design standard products that operational staff delivers to citizens considered as *clients*. The latter are passive consumers, who do not intervene in the design and production of these products<sup>5</sup>. So-called service design in public services (which recommends developing service delivery models: “flowcharting”, “blueprinting”) falls within the scope of this facet of industrialization (Shostack, 1984; Lovelock, 1992; Kingman-Brundage, 1992).

In terms of *performance evaluation* criteria, it is productivity, an indicator of the industrial and technical world<sup>6</sup> (the world of volumes and technical operations) that predominates. This indicator, especially in a public service environment, can be demotivating because it does not take into account or attempts to reduce the efforts made in other worlds of performance, for example, the domestic world (that of interpersonal relations and tailor-made services). This system of performance measurement can be detrimental in terms of innovation dynamics.

### 2.2.2. New public management and product

In the new public management paradigm (NPM), the central element is the introduction of economic rationalism and market logic into public service. *The market takes precedence over the hierarchy as a mode of coordination*. Some public services are privatized or contracted out, others have to compete with private or public providers for users/citizens, who become *customers*. NPM also promotes the rise of public-private partnerships with the idea that the private actor will exert a beneficial influence on the public actor. It also promotes the establishment of “social enterprises” which are “hybrid

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<sup>5</sup> The area where they can nevertheless, to a certain extent, express their preferences, dissatisfactions and desires is the political field (elections).

<sup>6</sup> We will return in more detail to this conventionalist approach in terms of worlds of performance, in section 4.2.5.

organizations”, in which the incumbent public logic faces other institutional logics: market logic essentially, but also logic of civil society (Vickers et al., 2017). In this general perspective, NPM is built on the following three principles: precisely formulated objectives, performance incentive “management contracts” and independent “cost centres” (decentralized budgetary control). NPM transposes private sector management techniques to the public sector<sup>7</sup>. Control (of results) remains a central element of this paradigm.

Regarding the *nature of the product*, in the NPM paradigm, public service continues to be addressed as a good (a material quasi-product), but the industrial logic (logic of industrialization/assimilation), still present, is accompanied by a pre-eminent market logic (marketisation). There is therefore a *double assimilation* of public services to industrial goods and market services. But it is the dimension of market assimilation which prevails here.

The *organization of work* remains top-down, even if the agents in contact play a larger role. This paradigm does full justice to the preferences of citizens, who are now considered as “customers”, in particular because they can now freely choose some services and generate competition between different public services, or between public services and private services. However, in this paradigm, co-production of the service by the customer is not really a target.

In terms of *performance evaluation* criteria, outcome measures are preferred over output measures. NPM draws on the market world, i.e. the world of monetary and financial value (whose indicators include costs, returns, value added, revenue). It may also draw, to a certain extent, on indicators of the domestic or relational world (the world of interpersonal relationships based on empathy and trust), insofar as the purpose is also to establish customer loyalty, among customers who are less captive. It should be noted that, again here, as in TPA, performance indicators from the financial world can be demotivating in that they may be in contradiction with other indicators: indicators of the industrial and technical world, indicators of the social-civic world (the world of fairness, justice, inclusion). These contradictions can also be detrimental in terms of innovation.

### 2.2.3. New public governance and product

The new public governance (NPG) paradigm considers public service not as a product but *as a service*. It is based in particular on service theory, and especially on the so-called Service Dominant Logic – SDL (Vargo and Lusch, 2004; Lusch and Vargo, 2006). SDL applied to public services is called Public Service Dominant Logic – PSDL (Osborne et al., 2013). The concept of product introduced in NPG by PSDL, which we touched upon in section 2.1.1, merits further discussion. Initially, PSDL (PSDL 1) pursued the objective of *integrating* public services with the universal service logic (SDL), which considers that any economic activity (whether it concerns goods or services) is a “service offering”. Later, while continuing to fall within the scope of a general perspective of integration, PSDL (PSDL 2) emphasized certain

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<sup>7</sup> This introduction of the market in public organizations is reflected in the emergence of a new terminology within the administrations: “business plans”, “value added”, “products”, “clients satisfaction”, “reengineering of public services” (Rouillard et al., 2004).

specificities of public services (reflecting a double demarcation vis-à-vis industry and market services). This could be termed demarcative integration. Today, it would appear that the demarcation of PSDL vis-à-vis SDL is fully embraced. It is even semantically expressed by Osborne's (2018) recent proposal to replace the term PSDL with PSL (Public Service Logic). As the author puts it, "this term maintains the link to service, rather than product-based theory, but distances it from being simply an offshoot of SDL". While the idea of demarcating from SDL is interesting, the choice of the term (PSL) is perhaps questionable, since, by its connotation, it seems to hark back to the traditional public administration paradigm.

In new public governance (NPG), the *predominant mode of coordination* is the network (collaboration, partnerships, in particular public-private partnerships), that is to say an association of several public and/or private actors interacting for the co-production of public service and the co-creation of public value (Pestoff et al., 2012). In this context, according to a classic result of service economics and management on which NPG is based, the user/citizen is no longer just a consumer, he becomes a partner and a co-producer of the public service (Alford, 2009; Thomas 2012; Osborne and Strokosch, 2013). Control gives way to trust-based management. Horizontal relations (networks) are more likely to solve problems than vertical relations (hierarchy), if only because public administrations are organized around functions (e.g. housing, health) and not problems (e.g. social exclusion, ecological crisis), which cut across hierarchies (Enjolras, 2010).

Regarding the *production organization modes*, the shift from the NPM paradigm to the NPG paradigm marks the importance of service co-production, value co-creation and the role of the customer/citizen in co-production and co-creation (Osborne, 2006, 2010). Due to the importance of the network form of organization, this new paradigm has been called Networked Governance (Kelly et al., 2002).

In terms of *performance*, the NPG paradigm is sensitive to a multi-criteria assessment. This multicriteria evaluation, seeking the right balance between industrial/technical, market/financial and civic criteria, is indeed more likely to do justice to the diversity of institutional logics at work in multi-agent systems. Moreover, whatever the criterion (the evaluation register), in NPG, performance is assessed according to different time frames: short-term performance (linked to output) and long-term performance (linked to the outcome).

### 2.3. Public administration paradigms and innovation

The different paradigms of public administration, whose main characteristics we have just outlined, raise, in different terms, the question of innovation in public services. Table 3 provides a summary of these terms (which we will develop in the following paragraphs), from the perspective of the *nature* of the innovation and its *modes of organization*. These terms can be compared with the ADI framework of the SIS analytical perspectives. Just as for the analysis of the product, TPA can be linked to industrial assimilation, NPM to industrial and commercial assimilation and NPG first to integration and then to demarcation.

**Table 3: Public administration paradigms, innovation and the theoretical perspectives of Service Innovation Studies**

Public administration paradigm	Nature of innovation	Organization mode of innovation	Corresponding Innovation perspective	Service Studies
<b>Traditional Administration</b>	<ul style="list-style-type: none"> <li>• Technological and non-technological process innovations...</li> <li>• Organizational innovations...</li> <li>• ... aiming to maintain homogeneous quasi-products</li> <li>• Few new services properly speaking</li> </ul>	<ul style="list-style-type: none"> <li>• Linear model of innovation</li> <li>• Organizational processes and changes are developed by technostructures (sort of R&amp;D-I departments), technological innovations are adopted.</li> <li>• Operational staff provides production</li> <li>• Citizens passively consume the service</li> <li>• Exclusion of citizens (clients) from innovation processes</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Assimilation</b> Industrialization, Technology, Subordination</li> </ul>	
<b>New Public Management</b>	<ul style="list-style-type: none"> <li>• Technological process innovations,</li> <li>• Organizational and managerial innovations</li> <li>• More new services (quasi-products)</li> </ul>	<ul style="list-style-type: none"> <li>• Linear model of innovation (technostructure)</li> <li>• Intrapreneurship, public entrepreneurship</li> <li>• Employee driven innovation</li> <li>• Public Manager as the actor responsible for innovation</li> <li>• Low participation of users in innovation processes, even if they are encouraged to express their preferences</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Double assimilation</b> Industrialization, Marketisation</li> </ul>	
<b>New Public Governance</b>	<ul style="list-style-type: none"> <li>• Broad and open concept of innovation (technological, non-technological including social innovation): product/service innovations, process and organizational innovations, conceptual innovations, strategic innovations, radical changes in rationality, institutional innovations (or governance innovations), administrative innovation, rhetorical innovation...</li> </ul>	<ul style="list-style-type: none"> <li>• Interactive model of innovation, collaborative innovation, innovation networks involving multiple public and/or private actors with varying responsibilities in the innovation process</li> <li>• Role of the public manager: creating favourable conditions for network collaboration (metagovernance) + operational participation</li> <li>• User-driven innovation, citizens as co-innovators</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Integration</b> Public Service Dominant Logic 1 (PSDL 1)</li> <li>• <b>Integration/demarcation</b> Public Service Dominant Logic 2 (PSDL 2)</li> <li>• <b>Demarcation</b> Public Service Logic (PSL)</li> </ul>	

### 2.3.1. TPA and innovation

It would be tempting to say that the myth of non-innovative public services developed within the framework of the TPA paradigm. Yet innovation is a reality, even in this first paradigm, if only as a consequence of administrative reforms and political changes.

These innovations fall within the scope of a service industrialization trajectory, transforming public service into a homogeneous quasi-product. After all, technological process innovations, especially ICTs (introduced in public services, coming from external suppliers), but also new processes and new organizational modalities, occupy a central place in the TPA paradigm. Innovation is therefore mainly focused on (technological and non-technological) processes and organization with the objective of providing citizens with homogeneous services over the national territory.

The organization model of innovation at work is the traditional linear model. The new processes and the organizational changes are developed by experts in public administration technostructures (playing the role of true R-D-I departments). Operational staff (production agents) and citizens/clients are passive actors, who never or hardly ever take part in innovation processes.

Within the TPA paradigm, innovation seems to fall within the scope of the assimilation perspective of the SIS framework, in that the purpose is to safeguard the industrial character of the public service on the basis, in particular (but not exclusively), of technological process innovations.

### 2.3.2. NPM and innovation

The NPM paradigm has mixed consequences on innovation in public services (its nature, its modes of organization). It is necessary to distinguish here i) the *theoretical concept* of innovation associated (or associable) with this paradigm and the ii) *real results* in terms of innovation within this paradigm.

i) From a theoretical point of view, looking first at *the nature* of innovation, NPM can be said to fall within the scope of an assimilation perspective as well. However, unlike the TPA paradigm, NPM involves *a double assimilation to manufacturing (industrialization) and market (marketisation)*. But though it results in a more tailored service, the focus on the user/customer does not lead to a diversification of the service offering (an offering that would be tailored to the specific needs of each customer). Process, organizational and managerial innovations still dominate. Secondly, regarding *how innovation is organized*, it can be said that the technostructure continues to play an important role. However, NPM also promotes some forms of public service entrepreneurship and intrapreneurship (Osborne and Gabler, 1993; Roberts and King, 1996). The public entrepreneur deploys a number of problem-solving (i.e. innovation) skills in public organizations. Moreover, by focusing on the need of the user seen as a *customer* to satisfy and not as a passive *client*, and by promoting decentralization strategies, the NPM paradigm also integrates into innovation dynamics the operational staff (employee-driven innovation) and, if not the customers themselves, at least their preferences. The citizen is no longer captive and passive. As a “customer”, he is able to make public services compete with each other and with private providers. By threatening to go elsewhere for the services, he may compel the public agent to adapt or improve the services provided. His preferences and needs are now better taken into



account, which is a source of innovation. But he is not, at this stage, an active agent of the innovation process (as described by the user-driven models). Although his preferences (which he is encouraged to express) are taken into account by the public agent within the innovation process, he does not actually take part in the process himself. *In short, the innovation model inherent to NPM is not based on the creation of multi-stakeholder innovation networks.*

ii) From the point of view of the real outcome (success) of this paradigm in supporting innovation, the results are rather mixed. This paradigm has a number of intrinsic characteristics that can hinder innovation (Sørensen and Torfing, 2013; Hartley et al., 2013). The focus on performance management is at the root of a “culture of zero error”, which is prejudicial to the spirit of innovation. The logic of competition hampers the exchange of information and knowledge, and the transformation of the user/citizen into a customer is not necessarily synonymous with a higher commitment of the customer in the dynamics of innovation.

### 2.3.3. NPG and innovation

The paradigm of new public governance introduces a significant change in the approach to innovation in public services, from the point of view of its nature, but especially of its mode of organization.

#### 2.3.3.1. The nature of innovation

By considering the public service, no longer as a good (a quasi-product), but as a service, and by building on SDL, as we have already pointed out, NPG falls first within the scope of an *integration perspective* (PSDL 1: simple generalization of SDL to public services) and then within the scope of more or less pronounced *demarcation perspectives*<sup>8</sup> (PSDL 2, then PSL). Whatever the perspective, NPG takes into account not just technological innovations, but also forms of innovation that were previously invisible when looked at from a strictly industrial and technological focus (assimilation). NPG is based on a broad and open concept of innovation encompassing traditional categories of product/service, process and organizational innovations, as well as specific forms described in recent literature: conceptual innovations, strategic innovations, radical changes in rationality, institutional innovations (or governance innovations), administrative innovation and rhetorical innovation (Mulgan and Albury, 2003; Hartley, 2005; Koch et al., 2005; Windrum and Koch, 2008; Becheikh and al., 2009; Fuglsang, 2010; Miles, 2013).

#### 2.3.3.2. The organizational modes of innovation: the rise of innovation networks in public services

However, as far as its concept of innovation is concerned, NPG’s core focus is on the collaborative and network dimensions (Osborne, 2006, 2010). The network dimension, emphasized in the field of service production and delivery (see section 2.2.3), naturally applies to the field of innovation. NPG therefore reflects the shift from a linear and endogenous concept of innovation processes in public services to an

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<sup>8</sup> It is a double demarcation vis-à-vis industrial and service-oriented approaches.



open, interactive and network-based concept. In these innovation networks (just as in the production networks or partnerships mentioned in section 2.2.3), the citizen is not a passive consumer, but an agent who is particularly useful and active in the innovation process.

In general, the notion of innovation network (IN) can be defined according to two different but complementary perspectives: a morphological/structural perspective and a functional/ontological perspective.

From a *morphological perspective*, the innovation network is a *structure*, a mode of organization, which brings together a certain number of agents and establishes relationships among them in order to co-produce innovation. The number of agents involved is variable and the relations in question are more or less strong and diverse (see § 4.1). The notion of IN covers large-scale meso-economic structures that constitute, in a given field and/or geographical area, a dense tissue of agents often engaged in long-term interactions. But it also includes collaborative innovation relationships (consortia, strategic alliances), that are more limited in space and time and that are established among a smaller number of agents<sup>9</sup>. The innovation networks envisaged in NPG most often fall within this second type of IN.

In the *functional/ontological perspective*, the innovation network, i.e. the inter-organizational collaboration for innovation (just like all networks generally speaking) is a (new) *mode of coordination* between agents which differs from the traditional modes of coordination, namely the hierarchy (integration into the firm) and the market. In terms of innovation, just as in any other field, while the hierarchy is based on reducing transaction costs, and the market on establishing an explicit contract, the network is based on trust, reputation and mutual dependence among selected partners. This trust-based mode of coordination is considered to be more effective and more innovation-friendly than the other two (hierarchy and market) for a number of reasons. After all, the organizational or hierarchical integration (the establishment of an R&D or innovation department) presents the risk of bureaucratization that hinders innovation, a risk very well described by Schumpeter. Second, in the context of market coordination, competition hinders the exchange of information and knowledge, and explicit contracts for complex and uncertain research and innovation products involve an obvious risk in terms of protection of property rights. It should be noted that the benefits of partnerships were already highlighted in NPM, for example by encouraging Public-Private Partnerships (PPPs). However, in the context of NPM, the active ingredient of the partnership is not the partnership itself, but the introduction of the market. The idea is that adding (efficient) private activity to (inefficient) public activity helps to increase the overall performance of the system. In NPG, the active principle of networks is not the market, but the collaboration of heterogeneous agents.

As Podolny and Page (1998) and others (see also Enjolras, 2010) point out, from a structural point of view, there is no difference between hierarchy, market and network. Any organizational form (both hierarchy and market) is thus a network, insofar as it consists of a set of actors/nodes and relations among them (ties). The hierarchy can be considered as a set of nodes in which most of the ties come from and go to a higher order node, whereas the market appears as a set of isolated, unrelated nodes.

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<sup>9</sup> This second (more limited and more microeconomic) expression of IN is often called “multi-agent network”.

It is from the point of view of governance (and not structure) that networks are distinguished from markets and hierarchies. The market is characterized by episodic exchanges, and the hierarchy by enduring exchanges and the existence of a legitimate authority that arbitrates the conflicts among the actors (Podolny and Page, 1998). The network is a form of organization defined as “a collection of actors ( $N \geq 2$ ) that pursue repeated, enduring exchange relations with one another and, at the same time, lack a legitimate organizational authority to arbitrate and resolve disputes that may arise during the exchange” (Podolny and Page, 1998, p. 59). This definition is nonetheless questionable insofar as some networks can be created by and function under the guidance of a conductor-agent, who exercises some legitimate authority (cf. § 4.2)<sup>10</sup>.

On the theoretical level, as we shall see in section 3.2, the success of the notion of innovation networks stems in particular from its intermediate position between, on the one hand, broader theoretical frameworks (systemic analyses) and, on the other hand, more basic theoretical constructs (various collaborative relationships). Thus, the innovation network (as a meso-economic structure or as a more limited consortium) is the building block of all the broader concepts of the systemic lineage. Conversely, the concept of innovation network integrates the numerous theoretical advances made in the field of collaborative innovation

### 3. Varieties of innovation networks: towards a tertiarization/servitization of the concept

As we pointed out in the previous section, paradigm shifts in public services also equate shifts in the analytical perspectives for addressing innovation (its nature and modes of organization). The shift from traditional public administration to new public management and then to new public governance is parallel to a shift from (industrial and commercial) assimilation to integration and demarcation and from an endogenous linear innovation model to a collaborative and network innovation model.

The new public governance paradigm, which spreads within most developed economies, assumes that *multi-stakeholder collaboration, i.e. network* is a particularly effective mode of coordination for “producing” innovation in public services (sectoral perspective) or public service (functional

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<sup>10</sup> From a structural point of view, it should be noted, other arrangements dedicated to value co-creation in public services such as “living labs” are in no way different from PSINs. After all, they are also made up of nodes (agents) and links. Their mode of governance doesn’t either sets them apart from PSINs. After all, living labs can also emerge spontaneously or be planned, and they can function horizontally or vertically. What mainly distinguishes living labs from PSINs is probably their *lifetime*, the *nature of the collaborative innovation activities* achieved, the *number of innovations* concerned. After all, living labs are enduring institutional arrangements primarily aimed at testing numerous and constantly renewed innovations. In a living lab, innovations to be experimented follow each other, while a PSIN is formed to carry out a given innovation, covering the whole set of phases/activities of the innovation process (problem identification, design/development, experimentation, diffusion) or just part of them (e.g. only testing). After successful experimentation and implementation of given innovations, living labs continue their existence, experimenting other innovations. PSINs, for their part, are generally called for other destinies. After all, when the innovation has been implemented, PSINs can become standard production networks in charge of distributing the new service. However, they can also disappear, if all the actors engaged in innovation are no longer involved in its production/delivery.

perspective). It is this institutional arrangement that we denote here by the term “Public Service Innovation Network” (PSIN). *The concept of PSIN links two terms namely “public service” and “innovation network” in order to express a structural arrangement in which heterogeneous agents collaborate and form a network in order to produce new public services.* But there are other possible relationships between these two terms, which reflect other types of networks. These include traditional innovation networks (TINs) in which public agents play a certain role and public-private innovation networks in services (PPINs), a less well-known configuration which places (market and non-market) services and innovation in (market and non-market) services at the heart of innovation networks, and which, as we shall see, are composed of other categories: Market Service Innovation Networks (MSINs), Public Service Innovation Networks (PSINs), and Public Service Innovation Networks for Social Innovation (PSINSIs).

In this second section, we compare these different old and new expressions of INs (TINs, PPINs, MSINs, PSINs and PSINSIs). We analyze how shifting the analytical focus from TINs to PPINs and then to MSINs, PSINs (and PSINSIs) reflect what we can call a tertiarization of the concept of IN. This tertiarization, which reflects the growing power of services in INs, of course also reflects the broadening of the forms of innovation taken into account (not just technological innovation, but any form of innovation) and the modes of organization of innovation taken into account (not just the formal and linear modes, but also the informal and interactive modes).

This section is organized into four sub-sections. In sub-section 1, we provide a general description of these different expressions of innovation networks, to compare them from a morphological and functional point of view and to identify the relationships among them. The following three-sub-sections are devoted to a more in-depth discussion of TINs, PPINs and MSINs. In section 3, special attention is given over to the most recent and least known expression of innovation networks, namely Public Service Innovation Networks (PSINs).

### **3.1. A General Description of the Different Expressions of Innovation networks: TINs, PPINs, MSINs, PSINs and PSINSIs**

As we have already pointed out, the notion of innovation network is often defined according to two complementary functional and morphological perspectives. In the functional perspective, the innovation network is defined as a mode of coordination between economic agents, intermediary between market and hierarchy, considered to be more effective than them (Hakansson, 1989; Powell, 1990; Hakansson and Johanson, 1993; Powell and Grodal, 2005), in that it prevents the risk of bureaucratization of innovation that can occur in the hierarchy and the risk of disclosure of strategic secrets that characterizes the market. In the morphological perspective, the innovation network is defined as a structural arrangement for bringing together multiple actors around a common objective, namely innovation (Pyka and Kueppers, 2003; Ahrweiler and Kean, 2013). While hierarchal governance is based on a central authority and market governance is based on contracts, innovation network governance is based on trust, reputation and mutual dependence between selected partners (Möllering, 2001; Sztompka, 1999; Dodgson, 1993; Powell and Grodal, 2005; Kolleck and Bormann, 2014).

The notion of innovation network has been a great success in the literature, a success that is manifested on the theoretical, methodological, empirical and political levels. This success of what are called here traditional innovation networks (TINs), is confirmed, in a way, by its spread to new socio-economic contexts (services in general, market services, public services) and the emergence of new forms of innovation networks, namely the public private innovation networks in services (PPINs) highlighted in the European ServPPIN project (Gallouj et al. 2013)<sup>11</sup>, the market service innovation networks (MSINs), the public service innovation networks (PSINs) and the public service innovation networks for social innovation (PSINSIs) discussed in the COVAL European project<sup>12</sup>. In this first section, following a presentation of the methodology used for the survey of the literature, we provide an overview, from a morphological (or structural) and functional point of view, of these different forms of innovation networks and the possible relationships among them. We also examine their degree of recognition by economic analysis.

### 3.1.1. Methodology

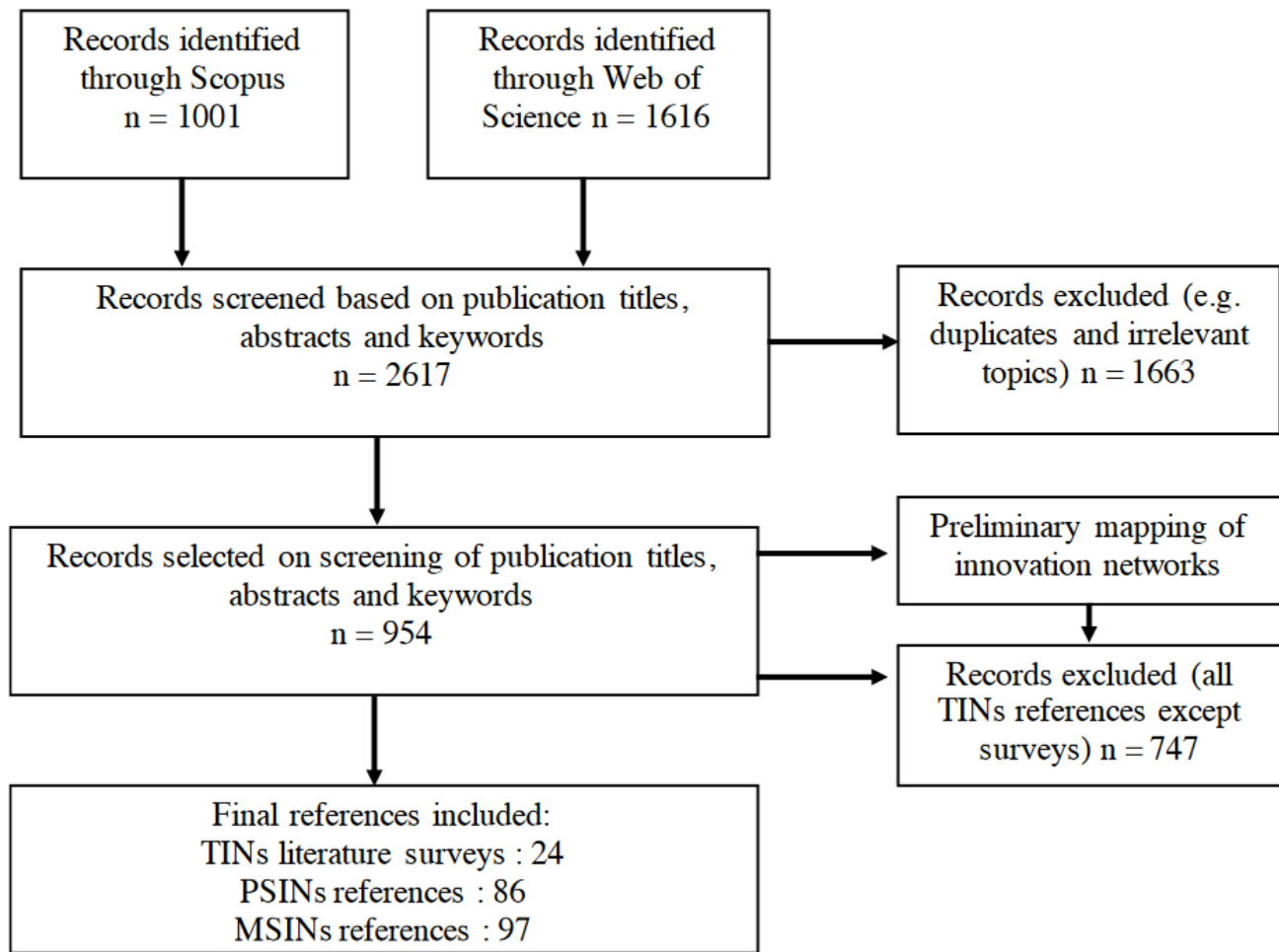
To map innovation networks, we carried out a review of the literature, based on SCOPUS and Web of Science databases, and the PRISMA method (Mohrer et al., 2009). We used the following search stream: [“innovation network” OR “innovation collaboration” OR “innovation cooperation” OR “innovation partnership”]. The search was limited to articles, books and book chapters published in English over the period 1990-2018.

The search strategy and the record selection process are presented in Figure 1. Scopus and Web of Science data bases made it possible to identify 2617 references. Screening the titles, abstracts and keywords made it possible to exclude a certain number of them, in particular the duplicates and the publications addressing the innovation network topic in a marginal way or in a way than doesn't fit our mapping objective. This leads to the selection of 954 references.

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<sup>11</sup> ServPPIN: The Contribution of Public and Private Services to European Growth and Welfare, and the Role of Public-Private Innovation Networks, FP7-SSH project 2008-2011.

<sup>12</sup> COVAL: Understanding value co-creation in public services for transforming European public administrations, H2020 project 2017-2020.

**Figure 1: Diagram of the search strategy and the selection process**

We then screened the abstracts (and when needed skimmed through the full text) according to a first simple criterion namely the main sector (manufacturing, market services or public services) concerned by the innovation in the network. This made it possible to identify and quantify the references on traditional (manufacturing-based) innovation networks (TINs) (771), on market services innovation networks (MSINs) (97) and on public service innovation networks (PSINs) (86).

To achieve a more detailed mapping of these innovation networks and identify some of their characteristics, we introduced three other criteria namely: the types of agents involved in the network, the role played by the public agent (when any), the nature of the targeted innovation. To identify these criteria, reading (or at list skimming through) the full texts is necessary. We skimmed through all the references on servitized networks, while regarding TINs, given the considerable number of references, we can do no more than reading the existing literature surveys (Table 4).

**Table 4: Surveys of the literature on traditional innovation networks**

• Aarikka-Stenroos and Ritala (2017)	• Breschi and Malerba (2005)
• Ozman (2009)	• DeBresson and Amesse (1991)
• Freeman (1991)	• Meeus and Faber (2006)
• Hoang and Antoncic (2003)	• Aarikka-Stenroos, Sandberg and Lehtimäki (2014)
• Pittaway et al. (2005)	• Trapczynski, Puslecki and Staszko (2018)
• Powell and Grodal (2005)	• Najafian and Colabi (2014)
• Hamdouch (2007)	• Dagnino, Levanti, Mina and Picone (2015)
• Jensen and Nybakk (2013)	• Giuliani (2011)
• Zirulia (2009)	• Hagedoorn, Link and Vonortas (2000)
• Almodovar and Teiweira (2012)	• Woodward, Eylem Yoruk, Bohata, Fonfria Mesa, O'Donnell and Sass (2005)
• Jones, Conway and Steward (1999)	• Noteboom (2006)
• Silva and Guerrini (2018)	• Bergenholtz and Walderstrom (2011)

### 3.1.2. The Different Forms of Networks from a Morphological and Functional Point of View

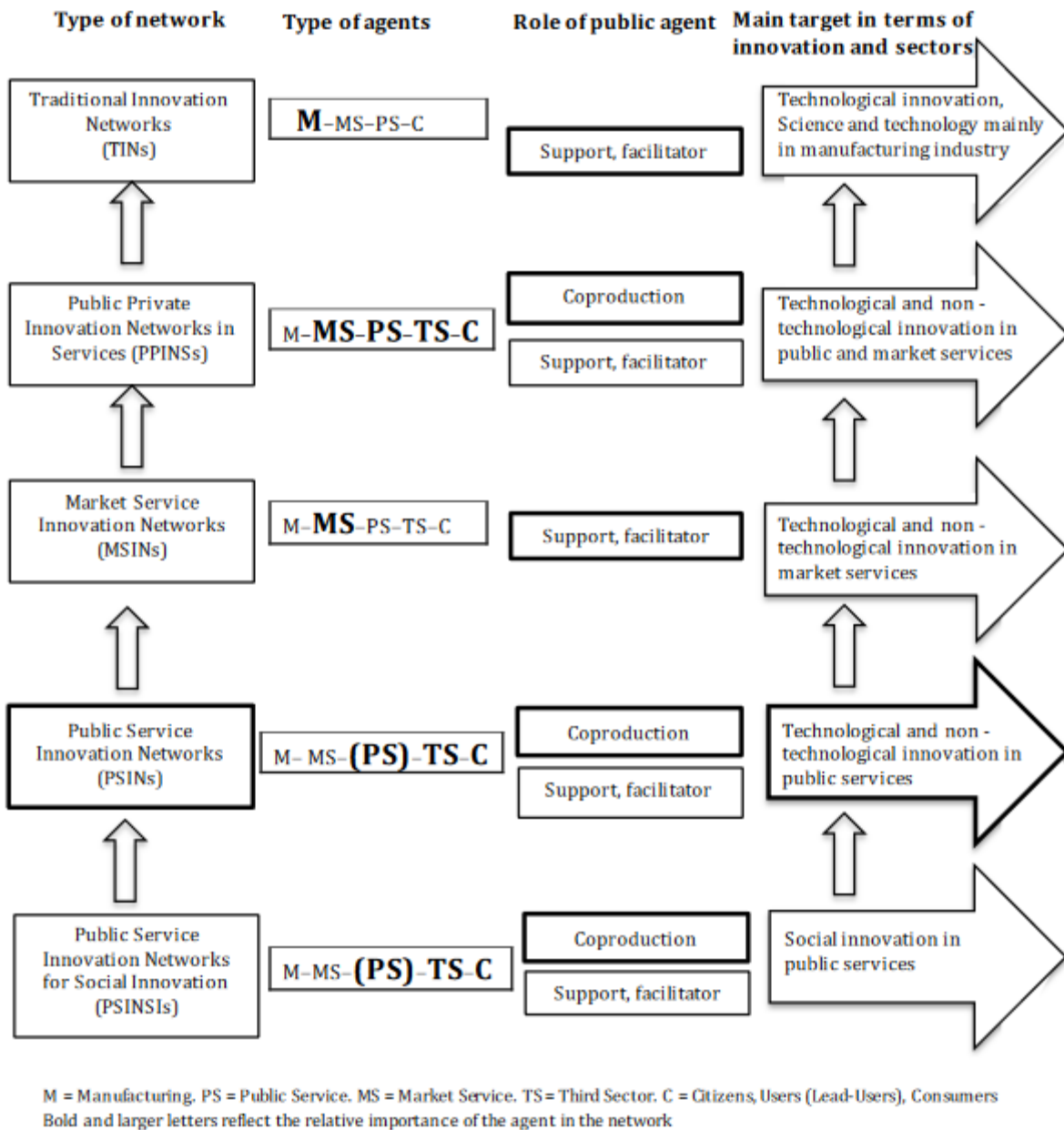
Although the literature gives precise examples of sectors, types of agents, roles of the public agent, types of innovation, we will confine ourselves to provide a simplified framework here (see Figure 2).

The actors involved in the network may belong to the following sectors (Tether, 2002; Corsara et al., 2012; Nieto and Santamarina, 2007; Arranz and Fernandez de Arroyabe, 2008; Windrum, 2014):

- the manufacturing sector (M) and the market services sector (MS), which both encompass firms of various sizes, ranging from SMEs to multinational corporations (Ahrweiler and Keane, 2013), which can be competitors, suppliers, clients to each other.
- the public services sector (PS) bringing together, on the one hand, universities and public research centers, and on the other hand, all other public service organizations (government bodies at different levels – local, regional, national and even international –, public bodies such as hospitals, public enterprises).
- the third sector (TS) consisting of associations, non-governmental organizations (NGOs), voluntary groups, social enterprises, cooperatives and mutual societies.

The network can also involve individuals (C) considered from different facets: individual citizens, users and especially lead users and consumers. In theory, actors belonging to each of these categories (M, MS, PS, TS, C) can play a role, in one way or another, in each of the types of networks. But, in reality, depending on the type of network considered, some of these sectors or agents are predominant in the network. They are represented in bold large letters in Figure 2.

Figure 2: Different types of innovation networks: TINs, PPINs, MSINs, PSINs, PSINSIs



These networks may be set up to achieve different forms of innovation (technological and/or non-technological innovations), different scales of innovation (incremental or radical innovation, simple innovation or complex/architectural innovation) and innovations originating from different sources (adopted innovation or produced innovation). These innovations can be aimed at different sectors (manufacturing industry, market services, public services). Thus, for example, TINs are often high-tech networks (Powell and Grodal, 2005), MSINs are often devoted to service (non-technological) innovations (Mustak, 2014; Burdon et al., 2015; Nätti et al., 2014), some PSINs (that we call PSINSIs) are targeted towards social innovation.



The public agent (governmental body or any other public organization) can play two different roles, exclusively or jointly, in innovation networks: on the one hand, a role of co-production of the innovation strictly speaking (innovator in its own right) and, on the other hand, a role of support/facilitator of the innovation or the constitution of the network.

On the basis of the main sector concerned by the innovation, and according to the different criteria suggested, our review of the literature makes it possible to sketch the different types of innovation networks, which we briefly define here, and will discuss further in the following paragraphs (see Figure 2).

TINs are networks that focus on the manufacturing industry and technological innovation and in which the public administration is not a co-producer of innovation, but a facilitator. PPINs, that were the subject of the European ServPPIN project are systems of service-oriented collaborations, public-private collaborations, open to non-technological innovation. MSINs are innovation networks focused on market services and service innovation. PSINs focus on innovation in public services. The main actors in this type of network are citizens, public sector and third sector organizations. Finally, PSINs are a special subcategory of PSINs dedicated to social innovation.

### **3.1.3. The Visibility of the Different Types of Networks and the Relationships among them**

The different types of networks envisaged, which are not independent of each other, can be characterized by their degree of visibility, that is to say, their level of recognition by economic analysis.

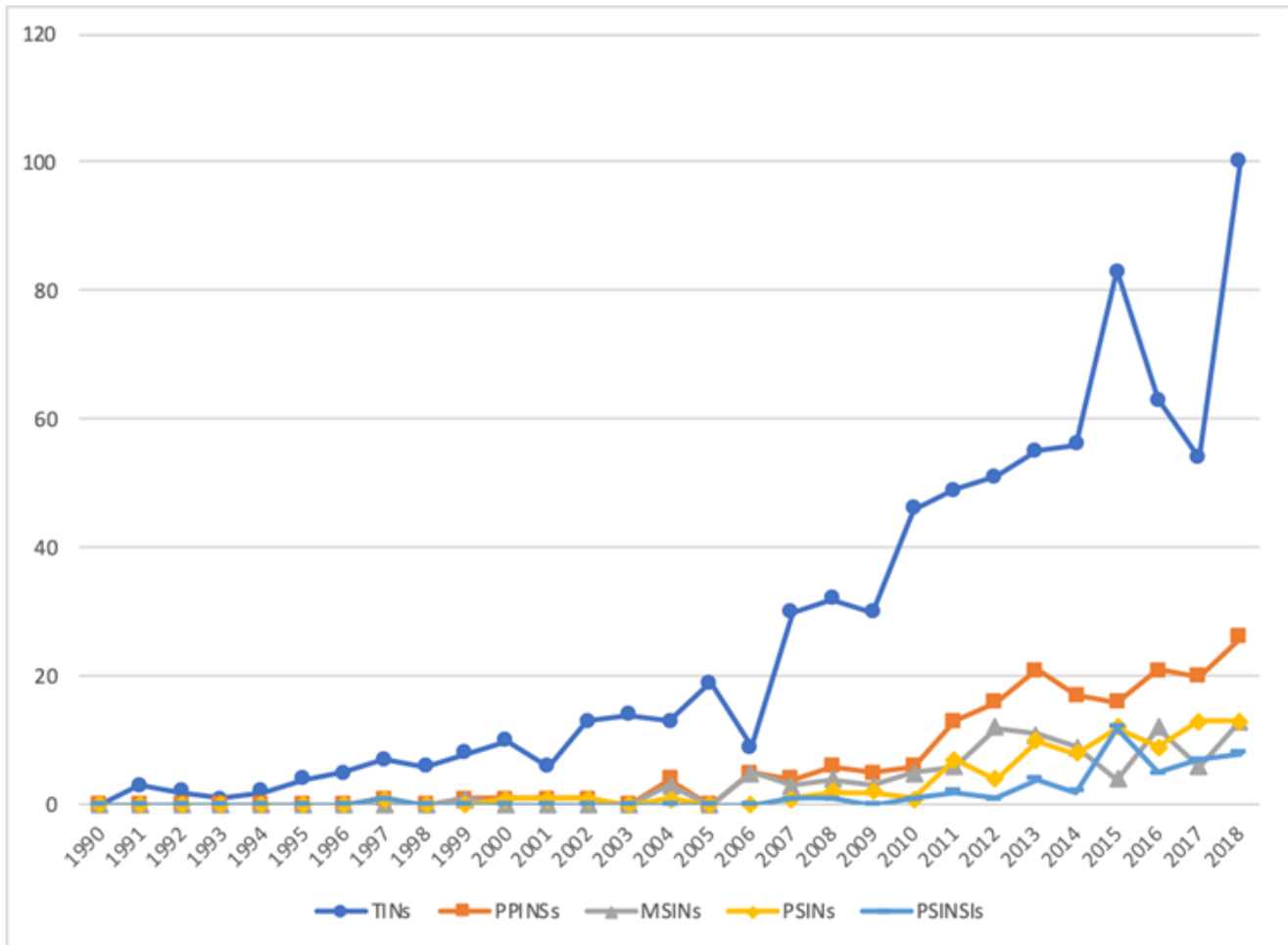
Over the last 30 years, the concept of (traditional) innovation network based on manufacturing industry, especially high-tech R-D intensive industry (Powell and Grodal, 2005), has been quite successful and has given rise to a great deal of literature that is exponentially increasing (Figure 3).

The extension of innovation networks to services and service innovation has attracted attention from researchers more recently, whatever the type of network considered (PPINs, MSINs, PSINs, PSINs). The emergence of the literature on these new types of tertiarized networks can be dated back to the mid-2000s.

In the European ServPPIN project (Gallouj et al. 2013), the awareness of this conceptual tertiarization emerged in a general way, integrating market and non-market services. However, our review of the literature suggests to distinguish networks focused on market services (MSINs) from networks focused on public services (PSINs and PSINs).



**Figure 3: Number of annual publications according to types of innovation networks**

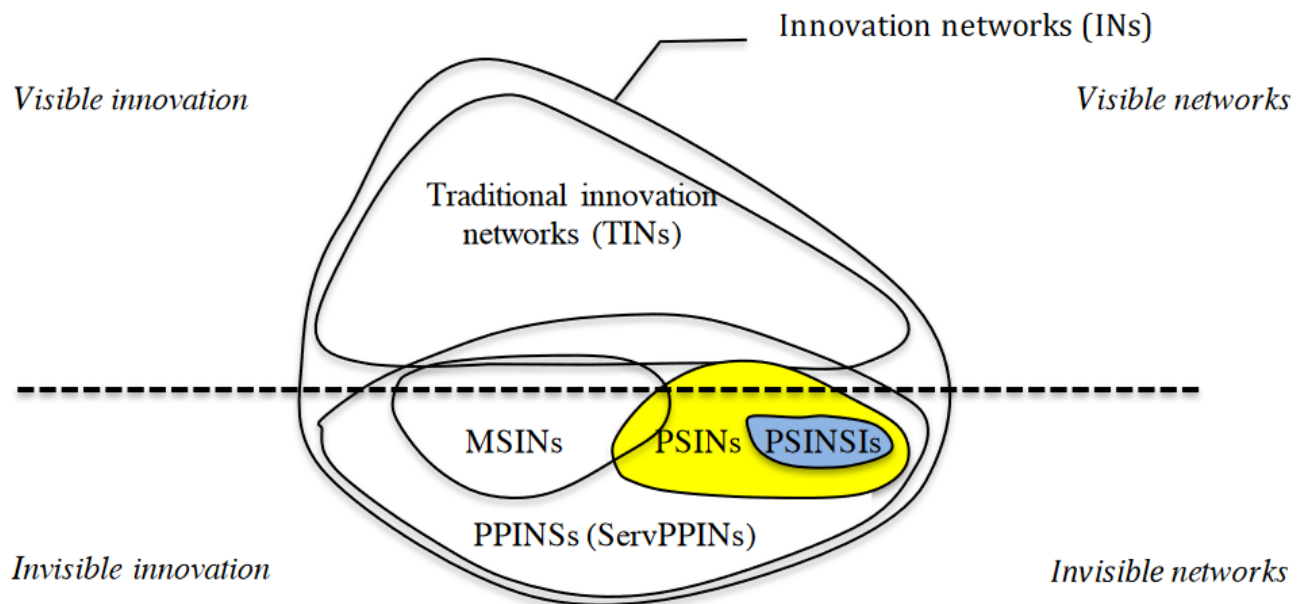


The literature on PSINs and PSINSIs is the least extensive. It is still in its “infancy” (Sørensen and Torfing, 2010). This gap in the literature can be explained by the existence of a certain mistrust vis-à-vis notions (collaboration, partnership, network) which, in the case of immaterial, non-spectacular and frugal innovations, at work in PSINs and PSINSIs, may appear to be mere rhetorical tools (Atkinson, 1999; Hastings, 1996; Lyon, 2013) rather than desirable and effective innovation arrangements. This is not the case for traditional innovation networks, which are taken seriously because they are designed to develop and implement sophisticated R&D-based industrial and technological innovations. Identifying and characterizing PSINs, which is the purpose of the third part of this research, is a way to go beyond the simple rhetoric of cooperation, collaboration or partnership.

To sum up, traditional innovation networks (TINs) can be said to constitute the visible tip of the iceberg of innovation networks (see Figure 4), while the other less known types of innovation networks are the submerged parts. However, the different types of innovation networks are not independent of each other. There is an intersection between TINs and PPINs. This intersection equates to certain PPINs which are focused on technological innovation. These include certain health innovation networks (Djellal and Gallouj 2007; li et al., 2018; Windrum and Garçia-Goñi, 2008) and certain public-private

multi-agent partnerships devoted to innovative heavy infrastructures (what Rostgaard et al., 2014 calls Public-Private Innovation-PPI). There is also an intersection between MSINs and PSINs. This reflects in particular the ambiguous position of public utilities vis-à-vis market and non-market spheres (privatization, delegation of public service). In our survey of the literature, we have assigned to PSINs the innovation networks involving utilities, while they could be integrated in MSINs. PSINs are a sub-category of PSINs whose target is social innovation in public services. These two forms of innovation networks (PSINs and PSINs) are themselves sub-categories of PPINs.

**Figure 4: The innovation network iceberg**



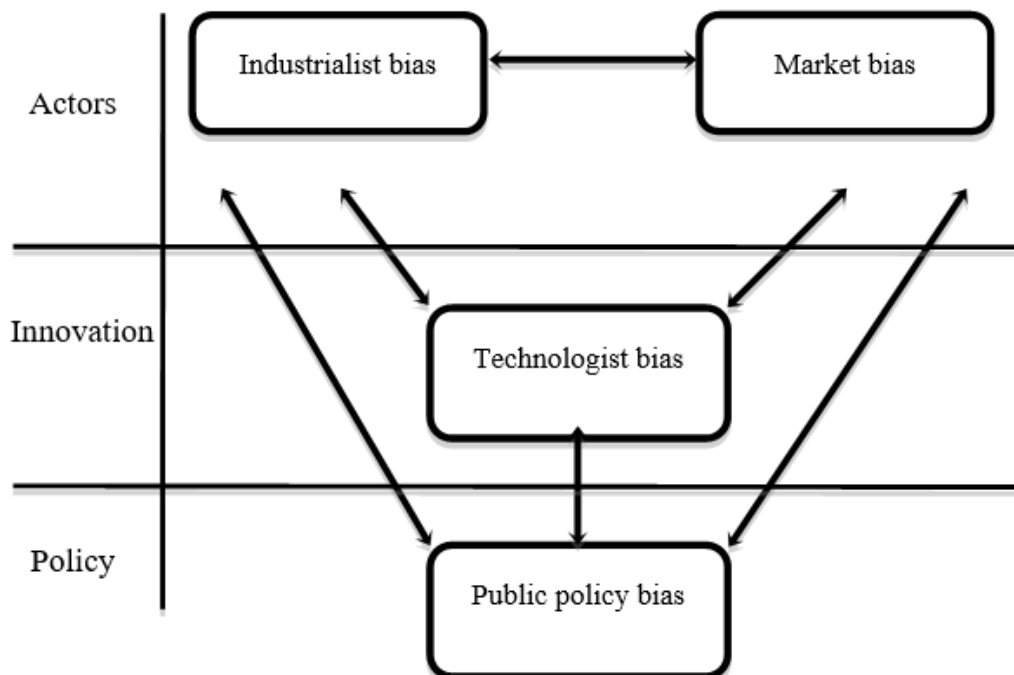
### 3.2. Traditional Innovation Networks (TINs)

Traditional innovation networks are multiagent collaboration systems, of varying size, dedicated to technological innovation. They have been the subject of an extensive literature (including many reviews: see Table 4), for several decades. The undeniable success of this concept of traditional innovation network can be explained in different ways (Gallouj et al. 2013). It is explained, first of all, theoretically, by its great simplicity and its great heuristic value. After all, an innovation network seems to be nothing more than a set of nodes and links. The strong theoretical scope of this concept is, moreover, reinforced by its ability to be part of concepts that are themselves quite successful, in particular the concepts of innovation systems in their various expressions (local, regional, national systems, sectoral, social systems, innovative milieus, technology districts, technopoles or clusters). Indeed, (innovation) networks constitute the core elements of these concepts (Grabher, 2006; Glückler, 2007; Freeman, 1987; Carlsson and Stankiewicz, 1991; Ahrweiler, 2010). The strong theoretical scope of this concept also owes much to its ability to assimilate itself to other concepts (learning, absorption capacity, scale, scope and agglomeration economies, transaction costs, network externalities, etc.) and other theories: the theories of open innovation (Chesbrough, 2003), employee driven innovation

(Kesting and Ulhoi, 2010), virtual users and user-created content (Dahan et al. Hauser, 2001), innovation communities (Franke and Shah, 2003; Bartl et al., 2004), but above all user-driven innovation (Von Hippel, 1986) which describes users' needs, preferences, experiences and skills as essential factors in innovation dynamics. The success of the traditional innovation network concept is also due to its operational and political use. The notion of innovation network and the associated notion of innovation system, in its various forms, give rise to interesting operational frameworks for mapping innovation dynamics for auditing, performance comparison and benchmarking. The concept of innovation network is also a key component of many public policies supporting innovation at different levels (supra-national, national, regional, local). Thus, the notions of National Systems of Innovation (NSI) and the networks that constitute them remain key components of national and European innovation policies. The notions of regional innovation systems (RIS) and clusters (like innovative milieus or industrial districts in past decades) are today central to local and national policies in many countries, though they may have different names: "skill clusters" in Germany, "competitiveness clusters" in France, "knowledge clusters" and "industrial clusters" in Japan.

However, as theorized and experienced, innovation networks (and also systems), have a number of weaknesses, particularly when viewed from the perspective of a service and sustainable development economy. These weaknesses concern the nature of the stakeholders involved in the network and the nature of the innovation addressed by the collaboration. They reflect three biases (industrialist, market and technologist), which are not independent of each other and which contribute to a fourth bias in terms of public policy (see Figure 5).

**Figure 5: The biases characterizing TINs**



Traditional innovation networks (TINs) are characterized by an industrial, technological and market bias. After all, the dominant agents within these networks generally belong to the industrial sector (M)

and the market sector, and the main targets of the network are technological innovations with a strong scientific and technical R&D dimension (see Figure 2). The pre-eminence of manufacturing firms among TINs leads to say that TINs are “manufacturing innovation networks” (MINs) (as opposed to service innovation networks, whether MSINs or PSINs). The pre-eminence of agents from the industrial and market sectors does not mean that agents belonging to other sectors are totally absent from these networks, just that their “role” is less important.

Thus, certain market services (MS) can take part in TINs. But the market services concerned are usually limited to Knowledge Intensive Business Services (KIBS): consultants of all types and financial services (investment banks or business angels) (Miozzo et al., 2016; Andreas and Harald, 2008; Bolisani and Scaros, 2009; Smedlund and Toivonen, 2007; Bustinza et al., 2017; Braga et al., 2017; Den Hertog, 2000; Huggins, 2011). These KIBS are not core elements of the network: after all, most generally, they only play a support role in favour of manufacturing firms that are the central agents. Other (peripheral) services which purpose is to support goods can also be mentioned: for example the so-called “services around the product”, i.e. pre-sales, after-sales services (Furrer, 2010).

Similarly, even if TINs are dominated by a market logic, public service actors also frequently take part in them. However, here again, as for market services, the public services concerned and, for some of them, their scope for action in terms of innovation are limited. Only two groups of public services are involved: universities and public research laboratories on the one hand, and local, regional or national public administrations on the other (Ahrweiler and Keane, 2013; Etzkovitz and Leydesdorff, 2000). The functions assigned to each of these groups in TINs are well known and documented: for public research bodies in science and technology (research centres, universities), the purpose is *to participate upstream in the production* of technological innovation (basic and applied research), and for public administrations, the purpose is to ensure meta-governance, in other words *to promote an environment conducive to innovation* and to the formation of partnerships (establish a favourable legal environment, provide financial support, encourage industrial firms to work more closely with universities and research centres). It is important to emphasize that the technological and market bias that characterizes traditional innovation networks makes it impossible to consider innovation activity specific to public administrations that would be the fruit of collaboration between different agents. The purpose of the PSINs and PSINSIs we discuss in Section 3 is to account for innovation in public services or for public service innovation strictly speaking and how it can also emerge from networks.

It should be noted that, especially starting from the precursor work of Von Hippel (1986), these (traditional) innovation networks also begin to take into consideration the user (C) and in particular the lead user as a significant actor in innovation dynamics.

TINs do not necessarily bring together all the types of actors envisaged in Figure 2. In particular, Government and public research organizations may be absent. Thus the literature distinguishes two generic types of traditional innovation networks: public-private innovation networks and private-private innovation networks<sup>13</sup> (Drejer and Jørgensen, 2005; Schilling and Phelps, 2005; Fogelberg and Thorpenberg, 2012; Hagedoorn et al., 2000).

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<sup>13</sup> There are also public-public networks, but they are generally research rather than innovation networks.

Private-private innovation networks encompass strategic alliances, joint ventures, supply chain arrangements (Hagedoorn, 2002; Powell and Grodal, 2005; Zirulia, 2009; Ahrweiler and Keans, 2013; Caloghirou, 2003; Gulati and al., 2000). However, the triad composed of an industrial firm (producer of innovation), public research (co-producer of innovation) and public administration (promoter of innovation), which is the standard form of TIN, is a public-private network. It has been the subject of many theoretical models. These include, for example, the so-called “triple helix” model (Etzkovic and Leydesdorff, 2000), which describes the processes of knowledge production in hybrid networks involving companies, universities and government agencies. These also include the so-called “mode 2” of knowledge production developed by Gibbons et al. (1994, see also Gibbons 2000) which describes a network of multidisciplinary actors, interacting to find solutions to the technological problems raised by industry. It is the industrial firm that is the centre of these collaborative modes of knowledge production, or which is intended to be their centre, as the life cycle of the network evolves. The analyses of network life cycles illustrate a decline in the participation of public actors over time. The maturity phase of innovation networks is clearly dominated by private industrial firms.

Whatever their form, TINs can be of various size (from a few to a considerable number of actors) and be established at different spatial scales: local, regional, national or even global. Their lifespan is also very variable, which makes it possible to envisage a continuum between innovation networks established for a given transitory project and permanent innovations networks.

The industrial, technological and market biases that characterize TINs, and which interact with each other, lead to a bias in the public policy designed to promote innovation (see Figure 5). Indeed, TINs, whether as a public policy instrument or as a public policy target, mainly promote technological innovation based on R&D and science and technology. The PPINs addressed in the next section help to reduce all four of these biases.

### 3.3. Public-Private Innovation Networks in Services (PPINs)

PPINs are networks that have begun to interest research more recently (ServPPIN project funded by the European Commission, see Gallouj et al. 2013). They describe collaborations in the field of innovation between public and private service organizations. They should not be confused with public-private partnerships (PPPs). PPPs are generally focused on service production and not on innovation, and their rationale is based on the idea that introducing a market logic is good for performance, whereas in PPINs, what is good for performance is the hybridization of knowledge and skills. Finally, PPPs are formalized in contracts while PPINs are more flexible structural arrangements.

In this new type of innovation network, the dominant agents belong to market services (MS) and non-market services (PS and TS) (see Figure 2). In addition, a new target appears alongside technological innovation, namely non-technological innovation which is given great importance. Thus, PPINs bypass the technological, industrial and market biases of TINs that we have outlined previously.

- PPINSs correct the industrial bias of traditional INs by giving *a central place to market services (MS)*. The status of services is raised both in terms of the nature of the services concerned and their function/place in the innovation process. *First of all*, in PPINSs, not just KIBS and financial services, but any service activity can be part of the innovation network. The PPINSs database<sup>14</sup> of the ServPPIN project provides the following examples: consultants, a TV channel, travel agencies and tour operators, private elder care services, transport companies, etc. *Second*, in PPINSs, these services no longer occupy a peripheral position in the innovation network, but rather a central one. They are now the key actors, the nodes of the networks and the main actors of innovation, which itself is broader in nature, since it includes the different forms of so-called invisible innovation (see Figure 6).
- PPINSs also correct the market bias of TINs by giving *a central place to public and non-market services* and to public-private collaboration in the network. Thus, a wide range of organizations belonging to the public sector (PS), but also to the semi-public and the so-called third sector (TS) (associations, non-governmental organizations, etc.) take part and occupy an important place in the network. The PPINS database of the ServPPIN project provides the following examples of public and non-market services (PS and TS) (Djellal and Gallouj, 2013): the Red Cross, a municipality, a development agency, a chamber of commerce and industry, a tourism union, a transport union, the institutions of the labour market (collaboration between employers and unions), a health regulation agency, a federal state government, a foundation and so on. The new public actors involved also include research networks in human and social sciences.
- One of the key characteristics of PPINSs that distinguishes them from TINs is that any public service activity/organization, and not just public research organizations (universities, research laboratories), can perform a co-innovation activity strictly speaking. As in the case of services, PPINSs thus make it possible to include non-technological forms of innovation in networks. They also make it possible to account for an area of innovation that is still largely under-exploited, namely innovation in public services (Windrum and Koch, 2008; Djellal et al., 2013; Fuglsang et al., 2014; Moore and Hartley, 2008; Osborne and Brown, 2013; Jordan 2014; Arundel et al. 2019).

Thus, while TINs are focused, for the most part, on technological innovation, PPINSs are based on a broader and open concept of innovation that includes both visible (technological) innovations and invisible (non-technological) innovations, systematic (planned) innovations and non-systematic (unplanned or emerging) innovations (see Figure 6).

Visible innovations are those that are perceived by traditional analytical tools, such as R&D and patents. They reflect a technologist and assimilationist conception of innovation in services, which renders much of the innovation dynamics in services invisible (Gallouj, 2002). Invisible innovations are a heterogeneous category, often grouped under the term non-technological innovations. They can take different forms: organizational, social, marketing, and so on. They reflect a service-oriented or demarcative conception of innovation in services (Gallouj, 2002) (Iceberg A in Figure 6).

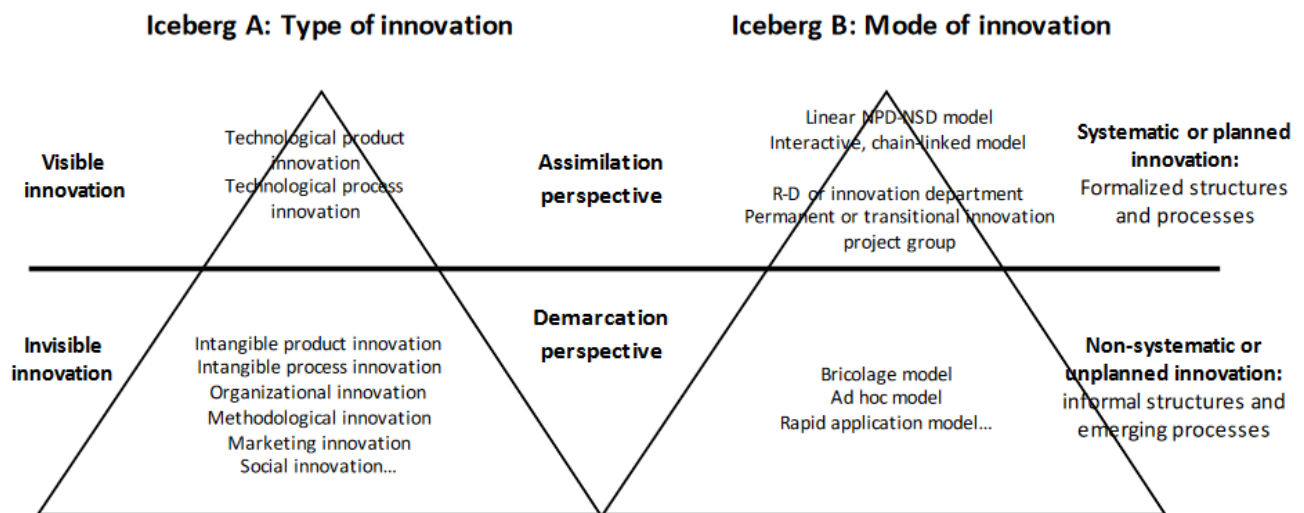
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<sup>14</sup> This database comprises 40 in-depth case studies of PPINSs conducted (by means of interview-based qualitative surveys) by project participants in the following countries: France, the UK, Spain, Austria, Denmark, Norway, Slovenia and Hungary. The case studies cover health, transport, knowledge-intensive services and tourist services.



Systematic or planned innovations are incorporated into well-identified and formalized structures (for example, R&D or innovation departments, permanent or transitional innovation project groups and so on) and into well-established, more or less complex, stage-gate processes (linear NPD-NSD models) or interactive, chain-linked models as described by Kline and Rosenberg (Kline and Rosenberg 1986). These models are the application to services of traditional (manufacturing) innovation models. They therefore reflect an assimilation view of innovation organization modes, and they are included in the visible tip of Iceberg B in Figure 6. Non-systematic, unprogrammed or non-planned innovations are embedded into informal and loosely coupled structures and in “emerging” spontaneous processes. Within this general category, the literature distinguishes several types of innovation models that were for many years underestimated (submerged part of Iceberg B): bricolage model (Fuglsang, 2010), ad hoc or a posteriori recognition model (Gallouj, 2002), rapid application model (Toivonen, 2010) and so on. In the *bricolage* or *tinkering* model, innovation is the result of unplanned activities carried out in response to random events and characterized by trial and error and ‘learning on the job’ (Sanger and Levin, 1992; Styhre, 2009; Fuglsang, 2010). Fuglsang and Sørensen (2011) point to the importance of “capability of bricolage” in the activity of in-home caregivers for the elderly, who have to “solve unexpected problems with available resources”. *Ad hoc* innovation (Gallouj and Weinstein, 1997) is described as the process of co-construction with the customer of a (novel) solution to a problem. This process, which requires the participation of the customer/user/citizen himself/herself, is described as ad hoc because it is “unprogrammed” or “emerging”, which means that it merges with the service provision process from which it can be dissociated only a posteriori. Ad hoc innovation is recognized as such only after the fact. In the *rapid application* model, finally, once the idea has emerged, it is immediately developed as the service in question is being provided. Planning does not precede production. The service provision process and the innovation process are one and the same (Toivonen et al., 2007).

Figure 6: The service innovation icebergs



### 3.4. Market Service Innovation Networks (MSINs)

Although research on innovation in services has experienced an undeniable growth in recent years, research on innovation networks in services (MSINs) is still limited. MSINs represent only 10 % (97 out of a total of 954) of the references selected in our survey. In contemporary service-dominated economies, and regarding activities that are supposed to be characterized by co-production (especially with the customer), the small number of references on innovation networks is paradoxical. Anyhow, our review of the literature (see Figure 3) illustrates a growing interest for MSINs since the mid-2000s.

MSINs are innovation networks established around dominating service firms (MS) (see Figure 2), in order to implement service innovations, whether technological or non-technological (Syson and Perks, 2004; Dooley and O'Sullivan, 2007; Agarwal and Selen, 2009; Tether and Tajar, 2008; Agarwal et al., 2011; Kandampully, 2002; Mustak, 2013; Mention, 2011; Nattti et al., 2014).

As already pointed out above, individual consumers (C) are often discussed in the literature as co-producers of the service. Interactivity (or inseparability) that's to say the fact that services are co-produced by a provider and a consumer who are inseparable is one of the main technical characteristics of services. This consumer is also sometimes seen as a co-innovator. However, co-production and co-innovation are most often considered in the context of bilateral (dyadic) rather than multi-party relationships. That's why, while the actor "C" is included in the simplified representation of MSINs (Figure 2), it is not in bold and enlarged letters.

Our review of the literature made it possible to identify the existence of such networks, particularly in the following sectors: tourism (Sundbo et al., 2007; Kofler et al., 2018; Høegh-Guldberg et al., 2018; Brandão et al., 2018; Zach and Hill, 2017; Booyens and Rogerson, 2017), retailing (Cox and Mowatt, 2004; Hidalgo and D'Alvano, 2014), financial services (for example, strategic alliance between banks and fintechs), mobile services (Heikkinen and Still, 2008; De Reuver and Bouwman, 2012), transportation/logistics (Steinicke et al., 2011), ICT services (Zhao et al., 2010; Kim et al., 2015), engineering services (Burdon et al., 2015), cultural industry (Lin, 2014), restaurants (Cho et al., 2018), exhibition industry (Dawson et al., 2014), etc. It should be noted that knowledge intensive business services, which are support agents for manufacturing firms in TINs, can be the main players in MSINs (Zhao et al., 2010; Burdon et al., 2015).

When they are focused on technological innovations, MSINs differ little from TINs. They can encompass traditional technological alliances and even the triple helix model associating university, administration and service firms. This similarity is reflected by the overlap between MSINs and TINs in Figure 4. However, MSINs are most often private-private partnerships, especially cooperation between service firms (Steinicke et al., 2011; Burdon et al., 2015) or between service firms and KIBS. Symmetrically to service firms role in TINs, when manufacturing firms are included in MSINs, they play a peripheral role, for example, as suppliers.

When the innovations in question are non-technological (new services), the multi-agent collaboration within PSINs and particularly the horizontal (intra-industry) collaboration, can raise serious problems of protection of innovation (Hurmelinna-Laukkanen and Ritala, 2010; Ritala et al., 2009).



The distinction between TINs based on manufacturing industry and technological innovation and MSINs based on market services and service innovation falls within the scope of what services studies call the demarcation (as opposed to the assimilation) perspective (Gallouj, 2002). However, in a context of blurring boundaries between goods and services, an integration perspective has been emerging. This seeks to develop unifying theoretical models for goods and services, innovation in manufacturing, and innovation in services (Gallouj and Weinstein, 1997; de Vries, 2006; Windrum and Garcia-Goñi, 2008; Lusch and Vargo, 2006). The Product-Service Systems (SPS) approach, which reflects the rise of integrated “product-service” offerings (Mont, 2002; Bryson, 2010; Paschou et al., 2018) falls within the scope of these integrative models. SPS reflects a certain hybridization of TINs and MSINs, since the construction of the SPS requires a balanced participation of manufacturing and service firms in the production and innovation network. In an SPS, the competitive advantage of the manufacturing firm may spring from the innovation activity of its partner service firms (Gebauer et al., 2008; Kindström and Kowalkowski, 2009; Spring and Araujo, 2013; Feng and Sivakumar, 2016).

#### 4. PSINS at the heart of collaborative innovation in public services

The latest application of the concept of innovation network is to public services themselves and collaborative innovation in public services. We call these new kinds of innovation networks Public Service Innovation Networks (PSINs). In our review of the literature, we have identified 87 references on PSINs and underlined their steady growth since the mid-2000s.

PSINs, which are very successful within the “new public governance paradigm”, are collaborative arrangements implemented in public services in order to create value through a process of co-innovation.

As Figure 2 (section 3) illustrates, although any type of public and private actor can be part of PSINs, the main actors generally belong to the following three groups: public services (PS), third sector (TS) and individual citizens (C). A key element in PSINs is that *the target of collaborative innovation is the public service itself*. It is the public service that is the subject of innovation. If when it is present, the public actor plays a central role in PSINs, it should nevertheless be noted that it may happen in certain cases for the public actor to be absent from the PSINs throughout their life cycle or at certain periods of the life cycle (This is what we express by putting PS into brackets in the figure, while keeping bold and enlarged letters). The explanation of this paradox, as already stated, is that PSINs are concerned with both innovation *in* public services as an activity or sector and with public service innovation with public service viewed as a function of general interest even beyond public sectors. In such conditions, an innovation of general interest can be provided by a network of private (market or non-market) actors, specifically because the public actor has been failing on a given “market”, either because it has withdrawn from or does not have the resources or the desire to serve that market. This failure or lack of interest of the public actor is not uncommon in the particular case of PSINs centred on the resolution of wicked social problems and promoters of social innovation, networks that we call PSINSIs.

In the previous section, we compared, in a general structural and chronological perspective, PSINs with other expressions of INs. The purpose of section 3 is to deepen the definition and description of PSINs. Our intention is to penetrate the 'black box' of PSINs in order to understand how they are formed and operated in order to produce innovation and co-create value in public services. This section is therefore organized into two sub-sections: Section 1 examines the concept of PSINs from a morphological or structural point of view, and Section 2 from a dynamic point of view (formation and functioning, evolution in space and time, assessment).

#### 4.1. PSINs through morphological/structural variables

A PSIN can be described using the following four variables: 1) the (sectoral or functional) fields/areas where networks are set up; 2) the actors involved; 3) the interactions between these actors; 4) (the characteristics of) the innovation carried out by the network. The first two variables are topographical, while the third is functional. Variables 2 and 3 are topographical, while variables 1 and 3 are functional. On the basis of a review of the theoretical and empirical literature, we discuss each of these variables, striving to identify what can distinguish PSINs from other types of networks.

##### 4.1.1. PSINs according to the fields where they are set up

The fields where PSINs are set up can be addressed in different ways: for example, through accountancy-based typologies of public service activities or through typologies that reflect the major problems or social needs of the moment.

In accountancy-based typologies, a distinction can be made, for example, between the following sub-sectors:

- sovereign public services (order and security),
- public services regulating private activities,
- public health and social protection services,
- educational and cultural public services,
- industrial and commercial public services.

This typology can be simplified by distinguishing between general services, social services and utilities. PSINs can be created in any one of these categories, as illustrated by the following references identified in our survey of the literature: for general services (Faerman et al., 2001), for social services (Kaminski, 2016; Windrum, 2014; Kolleck, 2014; Mandel and Keast, 2013), for utilities (Schmidt et al., 2018; Kolloch and Reck, 2017; Compagnucci and Spigarelli, 2018; Shaw and Burgess, 2013). However, it should be noted that social services constitute a particularly favourable ground for PSINs set up for the implementation of social innovation (i.e. PSINSIs).

In typologies that reflect major social problems or needs, a distinction can be made, for example, between: health (Windrum, 2014; Mandel and Keast, 2013; Andersson et al., 2012), ageing (Pekkarinen and Harmaakorpi, 2006; Sørensen and Torfing, 2017; Grudinschi et al., 2013); education (Kolleck, 2014),

transportation and mobility (Cahoon et al., 2013), employment (Kallio and Lappalainen, 2015; Rangel and Galende, 2010), security (Mandel and Keast 2013), endangered childhood (Leonardo et al., 2018; Mulroy and Shay, 1997) and so on. All these major social problems or needs can be the subject of PSINs or PSINSIs. For example, the Danish CLIPS project presents 14 case studies of collaborative public service innovation related to crime prevention in a local environment (Sørensen and Torfing, 2013). Social problems at the origin of PSINs include what the literature calls “wicked problems”. Wicked problems are complex, multiform, systemic and often conflicting problems, which cannot be solved by a single actor, but which require multi-stakeholder collaboration. They include problems related to caring for an aging population (in terms of health, housing, mobility and so on), the decay of certain suburbs, environmental degradation, caring for refugees and so on. Regardless of the field of activity, PSINs are concerned by wicked problems, but PSINSIs centred on social innovation are even more focused on these problems. It is this focus on solving major social problems through social innovation that defines PSINSIs and distinguishes them from PSINs in general.

However, whether wicked or not, “problems” shouldn’t necessarily be given a negative and reactive meaning (in this case social difficulties). As Milan Kubr (1988) suggests (in the context of consulting, it is true), though there are “corrective” problems, there are also “progressive” and “creative” problems. In the former case, innovation is a therapy undertaken to correct a difficult situation. In the second case, it is a matter of improving a given situation that is not yet bad, but which is expected to deteriorate over time. In the third case, it involves designing a totally new and better solution, without there being any real problem to be solved a priori.

If they can be analytically broken down into broad, distinct categories, major social problems are in reality interconnected and should be addressed in a comprehensive way. Thus some PSINSIs are developing to provide innovative solutions to social situations involving simultaneously several problems, for example, youth unemployment, long-term unemployment, education and security (Kallio and Lappalainen, 2015). The literature on PSINs also includes references on smart cities, which seek to innovatively solve multiple urban problems by mobilizing multiple actors (Angelidou, 2017; Lytras and Visvizi, 2018; Cardullo and Kitchin, 2018; Ratten, 2017).

#### 4.1.2. PSINs according to the type of actors Involved

Not all multi-stakeholder collaborations for innovation are innovation networks, but all innovation networks are made up of a number of actors. These actors, in varying numbers, are different in nature (belong to different categories) and occupy different places in the network.

##### 4.1.2.1. The nature of the actors

As we noted in section 3, In traditional innovation networks (TINs), the main actors belong to the triad manufacturing firms, public administrations and research organizations, with manufacturing firms being or likely to be the main nodes of the network. In so-called Public Private Innovation Networks in Services or PPINSs (Gallouj et al., 2013), market service firms, public administrations and third sector organizations occupy a prominent place. PSINs for their part involve *public actors* (public

administrations at the national, regional or local level) and *private actors* (including business actors i.e. private firms, NGOs, associations, foundations, social enterprises, individual service consumers/users and individual citizens). The nature of the actors involved in innovation networks and PSINs can be distinguished according to several levels of analysis: the *sector* of activity of the organization (public/private, market/non-market, manufacturing/service), the type of *organization* (a firm, an association, a mutual insurance company, a foundation), the status of the *individual* (a basic employee, a public manager, a citizen, a user, an elected politician). The nodes of PSINs and among them PSINSIs (that is, PSINs dedicated to social innovation) can be organizations or individuals. Thus, unlike TINs, PSINs and PSINSIs are sometimes (often) multi-agent/individual rather than multi-organizational collaborations.

Because they are different in nature, the actors of the network can obey different “institutional logics”: public, private/market, private/non-profit (Friedland and Alford, 1991; Thornton et al., 2012; Vickers et al., 2017). The network is thus a “hybrid organization” (Vickers et al., 2017; Battilana and Lee, 2014; Billis, 2010) where different complementary or competing institutional logics interact. However, the organizations that constitute the network are also hybrid organizations, just like the individual himself/herself, who is at the same time citizen, consumer and producer. This plurality of institutional logics, expressed at different levels, is both a positive and negative factor for collaboration. We will come back to this in section 4.2.2.

#### 4.1.2.2. The role of citizens

The role of citizens as important actors in value co-creation and collaborative innovation in public services, that is, in PSINs (and even more in PSINSIs) is often emphasized for most PSINs identified in the literature (Agger and Hedensted Lund, 2017). When analysing PSINs, especially in terms of social innovation, it is useful to distinguish three types of citizens, depending on how they are affected by the problem that gives rise to the innovation implemented by the network:

- Type 1: the citizen is directly affected by the problem that is the object of the innovation. Examples include the dependent elderly people, drug addicts, early school leavers, refugees, homeless people, and so on.
- Type 2: the citizen is indirectly affected by the problem. This type mainly includes relatives and family of type 1 citizens.
- Type 3: the citizen is neither directly nor indirectly affected by the problem, but he/she is sensitive to it by empathy and solidarity or for ideological, philosophical or political reasons.

These three types of citizens can take part in the innovation process in different ways. Given their vulnerability and lack of resources, type 1 citizens, rarely (or passively) take part in the collaborative innovation process in the network. However, types 2 and 3 citizens can take part in all stages of the innovation process, individually or collectively (as part of third sector organizations).

The literature considers that the participation of citizens in public innovation networks may lead to a selection bias, thought to be potentially prejudicial to innovation (Fung, 2003; Carpini et al., 2013; Agger et Hedensted Lund, 2017). The concern is that it is always the same (or the same types of) citizens (that Fung (2003) calls the “usual suspects”) that take part in the innovation processes, namely the most

resourceful citizens. The knowledge and preferences of other citizens (the least resourceful) are likely to be excluded, which is detrimental to innovation. Although the “usual suspects” can be sources of innovation, they can also be relatively conservative and contribute to locked-in innovation trajectories and “competency traps” (Levitt and March, 1988).

#### 4.1.2.3. The number of actors

The number of actors involved in the network can of course vary greatly. It might nevertheless be assumed that TINs are generally used as a meso-economic level concept that fit into (local, regional, national, global) innovation systems, which can bring together a large number of actors. PPINs mobilize relatively fewer actors and PSINs for their part are a microeconomic level unit, which can be limited to a small number of actors. A general idea that comes up frequently in the literature is that the capacity for innovation increases with the number and diversity of actors involved in a network (Franke and Shah, 2003; Ansell and Torfing, 2014; Bland et al., 2010; Agger and Hedensted Lund, 2017). While this hypothesis may be well-founded for TINs oriented towards complex, highly R&D-intensive technological innovations, it is not clear that the same is true for PSINs.

#### 4.1.2.4. The importance, influence and power of the actors

It is obvious that all actors do not play the same role, or occupy the same place, or have the same influence and power in a network. There are some actors who play the role of mediators, linchpins between different actors, facilitate mediation and “translation” (Callon, 1986), exert leadership, and so on. Social Network Analysis (SNA) provides useful and well known tools to measure the level of influence, importance and power of a given actor. The most important of these tools is the measurement of the centrality of the actor. SNA distinguishes several different types of centrality indicators, in particular:

- Degree centrality, which measures the number of direct links connecting a node/actor to neighbouring nodes/actors. In the field of innovation networks, it reflects the ability of a given actor to gain access to external knowledge (Schön and Pyka, 2012).
- Closeness centrality, which accounts for the geodesic distance (shortest path) to reach an actor/node. The importance of the actor is therefore expressed by its proximity to all other actors, reflecting its higher capacity to receive or distribute information.
- Betweenness centrality, which measures the importance of an actor through the number of times it acts as an intermediary in the relationship between other actors.

In a discussion of network topology/morphology, it is the distribution of these indicators among agents that is important. This distribution provides information on the growth patterns of the network and its solidity/vulnerability, and therefore its ability to last over time (Barabasi and Albert, 1999).

As we have just seen, the importance of an actor is closely linked to the quantity and quality of its interactions with other actors. We discuss this question of interactions between actors in more detail below (section 4.2.2).

#### 4.1.2.5. A typology of PSINs according to the Type of Actors Involved

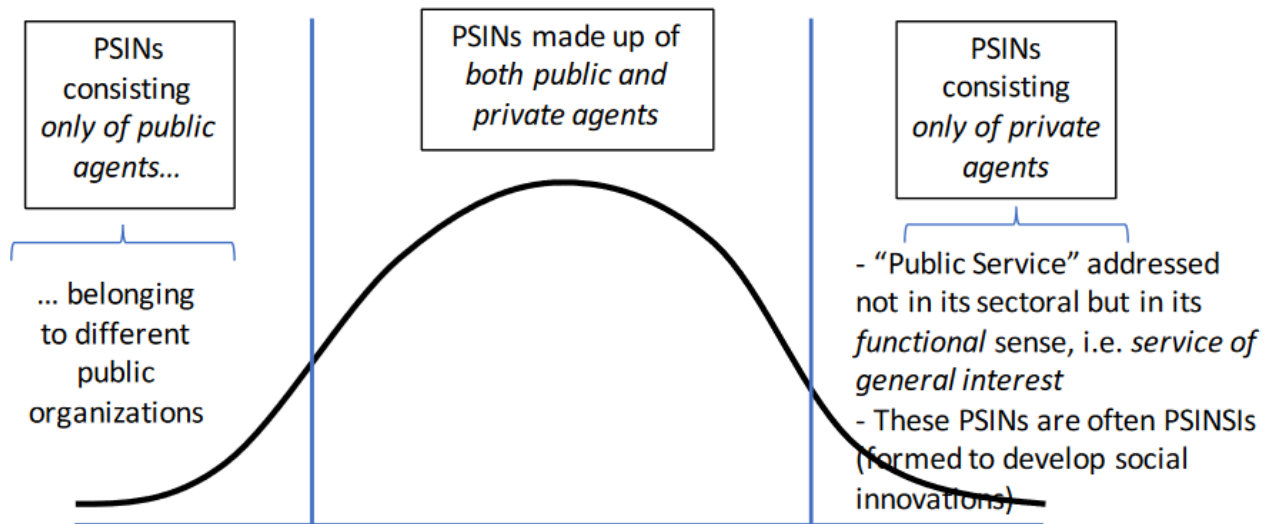
A typology of PSINs based on the nature of the actors involved in the network can be envisaged. Such a typology would include the following categories:

(1) Networks made up of both public and private agents (Kallio and Lappalainen, 2015; Brown and Keast, 2003; Jamali et al., 2011; Bland et al., 2010; Rostgaard et al., 2014). This first group can itself be broken down into different sub-types, in particular by dividing the category of private actors into market private actors (companies, consultants) and non-market private actors (associations, citizens, and so on). The triple helix configuration (university-industry-government network focused on technological innovation) which is the canonical form of TINs is also present in this first group. The references identified relate in particular to public utilities, for example the water sector (Compagnucci and Spigarelli, 2018) and health services (Li et al., 2018). By analogy with this traditional triple helix, we identify here a “social triple helix”, composed of the university, government bodies and citizens (independent individuals or represented by third sector organizations) (Shindler, 2017). This “social triple helix” is different from the traditional triple helix by one actor (the citizen or the third sector organization instead of the firm), and by the nature of the innovation that is pursued (social and service innovation instead of technological innovation).

(2) Networks consisting only of public agents belonging to different public organizations. It is necessary to distinguish, on the one hand, the relationships between different levels of the same administration, which do not constitute a network strictly speaking (since these relationships remain embedded in a given hierarchy: a given administration being the equivalent of a company, which can be broken down at different geographical levels), and, on the other hand, the relationships between different public organizations, which do involve a networked structure. Such networks are more often formed in the context of non-social public service innovations (PSIs) rather than social PSIs. They may seek economies of scale when they involve public actors who deliver the same services in different geographical areas (for example, waste processing) or when they involve public actors which deliver different but complementary services, e.g. health and social care or police, fire and housing (Entwistle, 2014).

(3) Networks consisting only of private agents, working collectively to co-produce an innovation that falls within the scope of public service, not in its sectoral sense but in its functional sense (i.e. services of general interest). Private agents can be market agents (firms) or non-market agents (citizens, associations) (Sanzo et al., 2015). As already mentioned above, this configuration is a public service innovation network but not an innovation network *in* public services. These networks are more often formed to develop social innovations strictly speaking. They are therefore PSINs.



**Figure 7: A typology of PSINs based on the type of actors**

The distribution of these different types of networks follows a Gaussian law (see Figure 7), in which the dominant form is the first one (networks made up of both public and private agents). Although, this is not statistically significant, it can be noted that, in the Danish CLIPS project mentioned above (Sørensen and Torfing, 2013), from the 14 cases of PSINs (or more precisely of PSINSISs) envisaged, 6 belong to the first category, 4 to the second and 4 to the third. Taking the public organization as a point of reference, these three types of networks might be called, respectively, hybrid PSINs, endogenous PSINs and exogenous PSINs.

#### 4.1.3. Interactions between actors

In an innovation network, the function of the economic agents involved is to interact with others, within the innovation process. Interaction can be defined, generally speaking, as a process of exchange of information, knowledge, civility and task achievement (Gallouj and Weinstein, 1997). But this interaction can take different forms, vary in intensity and involve a variable number of actors, be enshrined in a particular temporality, introduce a hierarchy between agents and rely on special tools. Social network analysis provides valuable tools for describing, mapping and measuring these interactions (see also previous point). It is important to note that, in the case of social innovation, interaction (especially with the citizen) is consubstantial with innovation. It is not just a form of innovation production, but an important result of innovation.

##### 4.1.3.1. The nature of the interaction

The literature uses many different terms or concepts to define this interaction between agents within a network: cooperation, coordination, collaboration, partnership, and so on. These different



terminologies are often used as synonyms. But in some cases, efforts are made to differentiate them and designate different modes of interaction.

Keast et al. (2007) consider that the first three terms (the “3Cs”) are not interchangeable, but have different content and objectives, and increasing levels of connection, which reflect a connectivity (or integration) continuum (cooperation --> coordination --> collaboration). *Cooperation* is a simple mechanism for the exchange of information and knowledge. *Coordination* is an (intermediary) mechanism for linking actions, and achieving coherence, which makes it possible to create synergies and to avoid repetitions/redundancies in a process. *Collaboration* is a higher level of interaction that goes beyond simply exchanging information/knowledge, pooling resources and avoiding redundancies. It is a strong and enduring commitment to jointly develop solutions to shared problems. In other words, cooperation is a communication mechanism, coordination a regulatory mechanism and collaboration an operational mechanism.

If it is accepted, this distinction, calls for a number of comments. These three modes of interaction are, of course, at work in all networks, especially PSINs. They are not independent of each other. Cooperation and coordination, as defined, are necessary but not sufficient, conditions for the establishment and proper functioning of an innovation network and in particular a PSIN. The collaboration mechanism for its part incorporates the other two mechanisms i.e. cooperation and coordination. After all, by getting involved in the concrete achievement of innovation tasks (collaboration), the agents necessarily exchange information and knowledge (cooperation) and establish a division of tasks (coordination). Collaboration is the central element of PSINs. It is therefore collaboration that makes the network.

Collaboration often has the connotation of a consensual and peaceable relationship, undoubtedly because it is implicitly viewed in opposition to another form of interaction: competition. If this were the case, it would be detrimental to innovation. After all, conflict/opposition are drivers of innovation, while reaching a consensus consumes resources and most often results in incremental innovations, after getting everyone to agree on the lowest common denominator (Sørensen and Torfing, 2013). Collaboration thus benefits from being considered, not as a consensual relationship, but as a process organizing and managing conflicts, oppositions and differences, in order to catalyse creativity and generate innovative solutions.

When it comes to collaborating in the field of innovation, other terms (from different research traditions: service economics and management, innovation economics and management, design thinking and participatory design) are also frequently used. These include co-production (of innovation), co-creation and co-innovation to express the idea of collaboration to innovate, and co-initiation, co-design and co-implementation to describe collaboration at a particular stage of the innovation process (Agger and Hedensted Lund, 2017).

The literature provides a discussion of the distinction between co-production and co-creation in services in general and public services in particular. Thus, in their systematic review of the literature on co-production and co-creation with citizens in public innovation, Voorberg et al. (2015) point out that, in most cases, co-production and co-creation are used as interchangeable concepts. Both encompass

the different activities of the citizen: the citizen as co-implementer (he/she carries out certain public service implementation tasks in place of the provider); co-designer (the citizen participates in the design of the content and delivery process of the service, but public administration is the leader); initiator (it is the citizen who initiates the new public service and defines its characteristics, and the public administration is the follower). On the basis of this observation, for the sake of clarification, Voorberg et al. (2015) use the term co-production for the (co-)implementation activity of the citizen and the term co-creation for his/her involvement in co-design and (co-)initiation activities.

Some authors use the concept of co-production only to describe the participation of the *direct* user/consumer/customer/client in the production/delivery of the service (Pestoff et al., 2006), while others give it a broader meaning, integrating the *indirect* participation of other individual or collective actors, for example the family or an association (Alford, 2014; Bovaird, 2007; Sicilia et al., 2016).

In a report entitled “Together to improve public services: partnership with citizens and civil society”, OECD (2014, p. 17) defines co-production as “the direct involvement of individual users and groups of citizens in the planning and delivery of public services”. According to OECD (2014, p. 17, Politt et al., 2006), this is a generic term that encompasses various other activities/concepts that “reflect the different stages and types of citizen involvement and input”: co-design, co-creation, co-delivery, co-management, co-decision, co-evaluation and co-review. Thus, in this definition, co-creation is a component of co-production, while in others, co-creation is the higher level concept encompassing co-production.

The literature also proposes typologies of co-production. For example, Loeffler (2009) distinguishes between *substitutive* co-production and *complementary* co-production. In the former case, an agent (for example, a citizen or user) performs a task that was previously performed by someone else (for example, a public official). In the latter case, an agent (the citizen) performs a new activity, complementary to that of the other agent (the public official).

Beyond the difficulty in accurately defining co-production and co-creation, another difficulty is added when considering the target of these two activities.

When the term co-production is used alone, as is often the case in service economics, it refers to the operational process of production of the service, in which the customer is often involved in a natural or compulsory way. For example, a student co-produces the education service by attending classes and learning lessons. The citizen co-produces the “crime prevention” service by being vigilant and reporting any suspicious event to the police. Although the idea of co-production aims to differentiate services from goods, the industrial connotation of this concept (if only semantically) is obvious. This has led some service marketing scholars to replace the term production by *servuction* (Eiglier and Langeard, 1987). Similarly, when the term co-creation is used alone, it often refers to the idea of contributing to the innovation activity (creation referring to creativity).

However, the terms co-production and co-creation are often used in conjunction with the target of the activity, for example, innovation or value (co-production/co-creation of value or innovation). Reference is thus often made to *value co-production* and *value co-creation* (without actually defining what value

means<sup>15</sup>). Some authors use these two terms as synonyms (Gebauer et al., 2010). Others (Lusch and Vargo, 2006) substitute value co-creation for value co-production, rejecting the latter term to the extent that it reflects a Goods-Dominant Logic (GDL) conception of value generation. Yet others see co-production as a dimension/channel of value co-creation (Hardyman et al., 2015), just like co-innovation.

#### 4.1.3.2. The intensity of the interaction

The question of the intensity of the interaction between two agents is difficult to approach and measure because it can be addressed according to at least three perspectives.

First of all, it can be addressed *through the nature of the activities carried out* in the interaction. We have already implicitly addressed this issue in the previous discussion of the nature of the interaction. After all, some forms of interaction are, by nature, more intense than others. Thus, in the distinction established by Keast et al. (2007), cooperation is the least intense mode of interaction, since it is limited to a simple exchange of information, whereas collaboration is the most intense, since it implements richer activities and supposes a greater and more lasting commitment of the stakeholders.

Secondly, it can be addressed *through a temporal dimension*. The interactions within the network are, after all, embedded in different temporal patterns. PSINs may be interaction/collaboration systems that are temporary/short-term or permanent/long-term (such as R&D departments). Whether the networks are temporary or permanent, the interactions can be either continuous (full-time work of actors) or sporadic (part-time work). Thus, Pestoff and Brandsen (2008, see also Pestoff, 2009) distinguish three types of interactions between public authorities and citizens, according to a growing time scale: i) sporadic and distant, ii) intermittent and/or short-term, iii) intensive and/or enduring.

Finally, it can be addressed *by the formal or informal nature of the relationship*. Mention can be made here of the distinction between weak and strong ties made by Granovetter (1973). According to Granovetter, the strength of ties in a network is not synonymous with performance. On the contrary, weak ties are likely to be more efficient because they make it possible to connect a given agent embedded in a given network to other agents involved in other networks.

#### 4.1.3.3. The number of interactions and network density

PSINs are generally characterized by a relatively small number of interactions (number of total links), at least in comparison with traditional innovation networks, which are part of innovation systems at different geographical levels. This is of course linked to the relatively small number of agents involved (see previous point). But, beyond this general observation, there is a great variability in the number of interactions, depending on the PSINs considered.

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<sup>15</sup> We will return to this question in section 3.2.5.

The density of the interactions or of the network<sup>16</sup> reflects the number of links between the different nodes of the network. In SNA, it is measured by the ratio of the number of links established to the number of possible links in a network. The density of the network provides elements of interpretation on the speed of circulation of information and knowledge flows in the network, a speed which is also measured by the average shortest path length (Newman, 2003).

The literature on TINs argues that interactions are more frequent when knowledge is poorly codified or tacit. This is the case, for example, in the field of biotechnology. Extrapolating this argument to PSINs, which are established in knowledge and innovation fields that are hardly visible and poorly codified in their form and content, one can assume that they are characterized by a higher relative density of links (a high ratio of the number of links to the number of actors), even though, in view of lesser availability of financial resources, there are likely to be fewer actors in PSINs.

#### 4.1.3.4. The instruments of interaction

ICTs, online public services and social media are increasingly common instruments of interaction. The major public changes that are illustrated by revolutions (see the experience of the Arab Spring) are nowadays increasingly based on social media. The possibility of connecting has significantly increased the ability of citizens to get involved, give their opinions and express their “voice” in Hirschman’s sense (Hirschman, 1970).

#### 4.1.4. Innovation in the network

The innovation that is the purpose of the network can be considered from the angle of its nature, its process and its mode of organization and its appropriation regime.

##### 4.1.4.1. The nature (type) of innovation

As we pointed out in section 3, Traditional innovation networks (TINs) are characterized by a technological bias. After all, their main purpose is the production of technological innovation. PPINs break away from this bias, insofar as, without neglecting technological innovations, they also take seriously the production of non-technological innovation in the networks (Gallouj et al., 2013). PSINs, for their part, while they fall within the scope of the same open perspective (in theory encompassing technological innovation and non-technological innovation), are actually putting more emphasis on non-technological innovation in all its forms: a new service, a new process, a new delivery mode, a new organization, a new public reform, a new public policy and so on. Whatever their type, these different innovations can be classified according to their degree of novelty. Thus, the traditional distinctions

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<sup>16</sup> The characteristics of the actors (individual perspective) and the characteristics of the network as a whole (network perspective) should not be confused here and elsewhere.

between incremental innovation and radical innovation or between innovation adopted (by PSINs) and innovation designed/produced (by them) apply to public service innovations.

Generic and longstanding examples of innovation in public services illustrating the diversity of forms include the following (Sørensen and Torfing, 2013):

- new policy areas (preventive care, active employment policy and climate change mitigation);
- new services (online education, digital services, neighbourhood renewal programs, new elder care services);
- new managerial systems (elaborate systems of performance management, performance-related wage-systems and quasi-markets);
- new organizational modes (one-stop service agencies, public-private partnerships).

The network itself, it should be noted, can be considered not only as a mode of innovation, but as a form of innovation strictly speaking. This is what Gallouj et al. (2013) call *network innovation*. Network innovation is thus a particular case of organizational innovation, in which the development of the network is itself the innovative object (the goal of the innovation process). An example is the case of an innovative care network initiated by a third-sector organization for the care of the elderly.

Among the innovations developed within PSINs, social innovation occupies an important place. It is incidentally the only object of the sub-category of PSINs that we called PSINSIs. Social innovation can cut across all the categories mentioned above, insofar as it may concern a new service, a new process, a new organization, a new reform, a new social model (as opposed to a business model) or a mix of them. Whatever its form, social innovation is social “in its ends and means”, according to a now standard definition attributed to the European Commission (European Commission 2013). Given the particular nature of public services and their purposes, some authors have no hesitation in considering all public innovations as social innovations, or even in considering these two categories as synonyms (Sørensen and Torfing, 2013; Bekkers et al., 2014). In our opinion, this is neither correct nor helpful. These two sets intersect, but they are not identical. After all, the scope of social innovation goes far beyond public innovation and the scope of public innovation far beyond social innovation alone. Not all public service innovations are social innovations and not all social innovations are public service innovations. PSINs are dedicated to all forms of public service innovation, and social innovation is just one form among others, which can go beyond the scope of public service. For example, a network that is formed to facilitate the implementation of an electronic service in the administration (for example an online tax system) has no (or little) reason to be considered as involving a social innovation. The same applies to a network of municipalities, chambers of commerce and private stakeholders set up to improve the efficiency and usability of business support services (OECD 2014). Many other examples of these types of PSINs (not focused on social innovation) can be found in the field of general public services and support services for economic activities.

The nature of innovation can provide the basis for a fairly simple typology of PSINs that distinguishes: (1) Networks created for social innovation in public services. This is what we call PSINSIs (see Figures 2 and 4 in section 2). (Kallio and Lappalainen, 2015; Rubalcaba et al., 2013; Leonardo et al., 2018; Voltan and De Fuentes, 2016; Moore and Westley, 2011 ; Windrum et al., 2016; Ziegler, 2017).

(2) Networks created for other forms of public service innovations (i.e. non-social public service innovations). In the latter group, we can distinguish between networks built for service innovations and networks built for policy innovations (Faerman et al., 2001).

Our review of the literature made it possible to identify 37 references on PSINSIs among the 86 references on PSINs. However, it should be acknowledged that the distinction between PSINs and PSINSIs is basically dependent on the definition of (and the boundaries fixed to) this complex and difficult-to-grasp object that is social innovation.

#### 4.1.4.2. The innovation process: a non-linear or open innovation model

The NPG paradigm, in which networks occupy a central place in the production of public value and public innovation, falls within the scope of an evolutionary and neo-Schumpeterian perspective of innovation, but also within the broader perspective of complex adaptive systems (Holland and Miller, 1991). Thus, innovation is not only considered as a definitively constituted result, but as a non-linear, interactive or open and path-dependent process. This innovation carried out by the network is embedded in a set of interrelated activities, a more or less explicit process that is traditionally described by the following steps/activities that may overlap, be performed in parallel, allow feedback, etc.:

- Identification/initiation: this activity consists of becoming aware of a problem to be solved, a need to be satisfied or a challenge to be met and deciding to initiate an innovation process to cope with it.
- Development/design: this is a creative activity that consists in generating new ideas to solve the problem in question.
- Experimentation: the selection and testing of a solution.
- Implementation: the execution of the solution within the organization.
- Dissemination: this activity aims to scale up the chosen solution, within the organization itself or beyond it.

The innovation model at work in PSINs (and PSINSIs) is a highly non-linear or open model. It is opposed to the traditional linear model which assumes a sequential (and specialized) organization of the innovation process, greatly limiting the interactions and feedback between the R&D, production and marketing phases. In management sciences, this linear model is illustrated by a well-established theoretical tradition that considers the production of new goods or services according to the New Product (or New Service) Development methodology, which implements planned and systematic processes. The open innovation perspective includes a number of unplanned or emerging models, which have been observed in market services, but which apply to public services, for example, the rapid application model, bricolage innovation and ad hoc innovation, which we defined and discussed in section 3.3 (see figure 6).

Finally, non-linearity is a shared characteristic of highly complex and dynamic innovative processes related to the most advanced fields of Science and Technology (and implemented in traditional innovation networks – TINs) and less dramatic social processes falling within the scope of Human and Social Sciences (and implemented in PSINs and PSINSIs).



The literature is unanimous in concluding that the collaboration/interaction between agents is able to reinforce each of the activities/stages of the innovation process (Roberts and Bradley, 1991; Roberts and King, 1996; Hartley, 2005; Eggers and Singh 2009; Bommert 2010; Sørensen and Torfing, 2013). Thus, the *identification of the problem* is facilitated by pooling the experiences and skills of multiple public and private agents. The *development of new ideas* is fertilized/catalysed by the confrontation of opinions and perspectives of different actors. *Experimentation* of innovation is facilitated when the partners are interested stakeholders in a jointly developed solution. Such partners are undoubtedly reliable ambassadors for this innovation and promoters of its *diffusion*.

Another interesting point is the extent to which different categories of actors in the network are involved at different stages of the innovation process. Empirical investigations identify different levels of involvement of different actors in each activity, according to their public or private status (Sørensen and Torfing, 2010). By focusing on innovation in public services related to crime prevention in a local context, the Danish CLIPS project (Sørensen and Torfing, 2013) emphasizes that private stakeholders are more involved in collaboration at the implementation stage of the solution than at the initiation and design stages. It also points out that the end user (here “at risk youth”) rarely comes into play in the project because the associations are the key nodes of the network.

#### 4.1.4.3. Appropriation of the results of an innovation resulting from a collaborative process

In innovation networks, the difficult question of the appropriation regimes for co-produced innovation no longer arises at a bilateral level, but at a multilateral level, which of course increases the problems of leakage and coordination.

However, in PSINs, given the nature of the innovation in question (namely a public service innovation (PSI), whether it is a social innovation or not), traditional appropriation does not apply. After all, unlike economic innovation, which the innovators strive to personally appropriate and protect against imitation by competitors, public service innovators and social innovators are eager to see their innovation imitated. An indicator of the success of such innovations is even their ability to be scaled up and adopted by other organizations.

## 4.2. PSINs through dynamic variables

The dynamic variables describe the network in action (in space and time) and its results. The following variables are considered: 1) the mode of formation of the network, 2) its mode of functioning, 3) its integration in time (its life cycle), 4) its integration in space (the geography of PSINs), 5) the assessment of its performance.

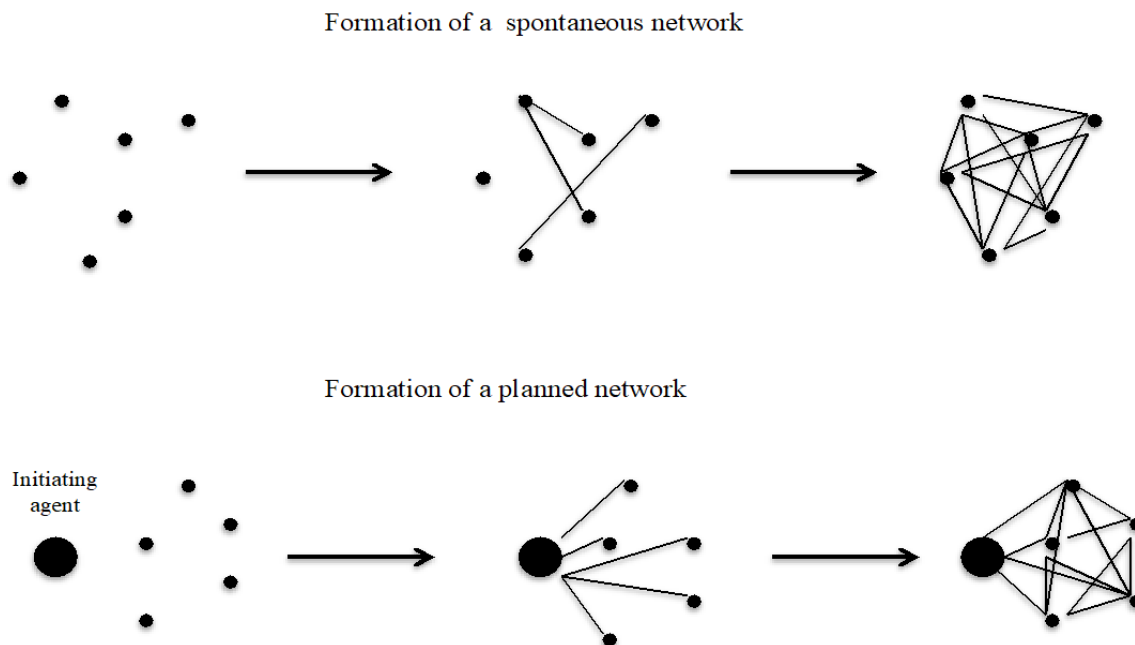


#### 4.2.1. The mode of formation of the network

Regarding network formation, the literature generally distinguishes *planned* or *engineered* networks from *spontaneous* or *emergent* networks (Powell and Grodal, 2005; Doz et al., 2000; Schön and Pyka, 2012; Green et al., 2013).

*Planned networks* (see Figure 8) are formed under the impetus of an initiating or enabling agent (in theory, any type of agent: individual, public organization, private firm, NGOs, etc.) who will invite other potential stakeholders to join the network. In this kind of network formation, the initiating actor invites actors he himself knows and whom he expects to bring useful skills for carrying out the innovation project. However, the invited actors do not necessarily know each other.

**Figure 8: Formation of a spontaneous network and a planned network**



*Spontaneous* networks (see Figure 8) emerge in a self-organized way from the convergence of the initially non-coordinated activities of different agents facing a given problem, on a given territory (a district, a city, a region, etc.). The initiation of the network probably takes place between agents who already know each other, in one way or another. *Self-organization* is a principle inspired by the natural and physical sciences (Von Bertalanffy, 1968; Prigogine and Stengers, 1984), which describes the intrinsic capacity of the elements that make up a system to organize themselves, to create order and adjust, spontaneously. The principles that underlie self-organization are *local interaction* (that is to say between the basic elements making up the system), *non-linearity* (the existence of feedback loops in the exchanges), *thermodynamic openness* (the exchange with the environment) and *emergence*, i.e. the fact that a higher order level may spontaneously arise from interactions at lower levels (Forrest and Jones, 1994; Pyka and Windrum, 2000).

The works devoted to PSINs have a different vision of this distinction between planned networks and spontaneous networks, which reflects the concern to move beyond the simple definition of the universe of theoretical possibilities, to be in line with the empirical reality. After all, they generally consider that *spontaneous* (self-organized) networks are networks involving citizens (not government). In PSINs, “self-organization” or “self-governance” often denotes the emergence of a convergent collective action among private agents, without government participation (Bekkers et al. 2014). Such networks emerge spontaneously in order to address given social problems for which public solutions are lacking or ineffective. *Planned* PSINs, on the other hand, are often initiated by the public administration itself. Although the prevalence of these configurations would probably be confirmed by statistical analyses, the fact remains that others are possible. Thus, the empirical literature also provides examples of PSINs planned by private actors (citizens, associations and so on). These are the most frequent in the case of social innovation (PSINSIs).

#### 4.2.2. The functioning mode of the network

We focus here on the way PSINs are managed and governed, once formed and on the factors that may hinder their proper functioning.

##### 4.2.2.1. Management and governance of PSINs

The modes of *formation* of PSINs lead to a (simplified) distinction between two opposite modes of *functioning* (Dhanaraj and Parkhe, 2006; Jarillo, 1988; Doz et al., 2000; Hurmelinna-Laukkanen and Sätti, 2018; Pyka and Schön, 2009; Sundbo, 2009; Ferraro and Iovanella, 2015):

- a vertical or institutional or top-down mode of functioning, in which, after the network is established, the initiating agent continues to hold a privileged “hierarchical” position: it is the conductor, the hub actor or the system integrator.
- a horizontal or bottom-up mode of functioning, which favours local interactions and in which responsibilities and leadership are more shared. The terms “distributed networks” or “distributed leadership” (as opposed to traditional entrepreneurial (heroic) leadership) are used to describe this second mode of functioning. However, horizontal networks are not homogeneous. Brown and Keast (2003) and Keast et al. (2007) propose to distinguish three different types of networks according to a growing degree of connectivity and reciprocal commitment regarding the exchange of information and knowledge: cooperative networks, coordinative networks and collaborative networks.

These two modes of functioning apply to networks established to develop innovations in public services as activities/sectors or in the public service as a function (PSINs). In vertically functioning PSINs, the conductor may be the public administration or a private agent. The public administration may be absent from those functioning horizontally (in this case, the PSIN, very often, replaces a failing public administration).

A review of the case studies in the literature reveals a number of real (and no longer theoretical) configurations of PSINs, characterized by different modes of formation and functioning (see Figure 6).

- Thus, **so-called planned networks** can be planned by a public agent or a private agent (citizen, NGO, etc.). When the initiator is a public agent, two different configurations are identified, which refer to different modes of functioning.

In the first configuration, the initiating public agent encourages and promotes the emergence of the network, without becoming concretely involved himself. Without directly participating in the network, he ensures what is known as governance of governance or metagovernance (Bekkers et al., 2014; Sørensen and Torfing, 2010), which strives to establish the favourable general conditions for the formation and functioning of the network. The public actor creates all the conditions conducive to the interaction between the different actors engaged in the network, by elaborating a “political, institutional and discursive framework for collaborative innovation” (Torfing, 2010, p. 12), in other words, a collaborative innovation-friendly ecosystem. He plays the role of “civic enabler” of the collaboration (Sirianni, 2009). This first configuration may encompass two different types of PSINs: distributed PSINs, which function according to a bottom-up, local logic, and verticalised PSINs in which a given private actor takes the lead over the others and plays the role of conductor.

In the second configuration, the initiating public agent surrounds himself with private actors and/or other public actors<sup>17</sup> and gets involved in the network himself. The network functions vertically, with the initiating public agent continuing to play the role of conductor in the functioning of the network (i.e. the development of innovation). It should be noted that public organizations can involve other stakeholders (especially citizens) at different moments in the innovation process and for different tasks (see § 4.1.4.2). They can, for example, involve them in the co-design of the innovation or handle the design themselves, and mobilize the other actors (the citizens) only during the implementation phase in order to test the new service and suggest improvements. A functioning mode, in which the initiating public agent, himself operationally involved in the network, would let it function horizontally straightaway is theoretically conceivable. We did not include this configuration in Figure 6 because we did not identify any empirical cases. The fact that the public agent is an operationally involved initiator (“hands-on initiator”) tends to verticalize the network, at least at first<sup>18</sup>.

In the same way, when the initiator is a private agent (mainly citizens or NGOs), two configurations are also identified. In the first configuration, the initiating private agent invites other agents including public agents to join him to form a network. But he remains leader in the functioning and governance of the network (vertical functioning and governance). In the second configuration, he also invites other agents (including public agents), but the interaction and functioning are from the outset carried out according to a democratic mode of distributed governance (horizontal functioning).

- Regarding **spontaneous networks**, agents spontaneously converge to build them without necessarily including public agents, and this is not necessarily the consequence of public metagovernance. PSINs, in this case, are distributed PSINs (horizontal functioning). Private actors, in particular citizens, who are the collective promoters of such networks, ensure their distributed governance. These situations arise

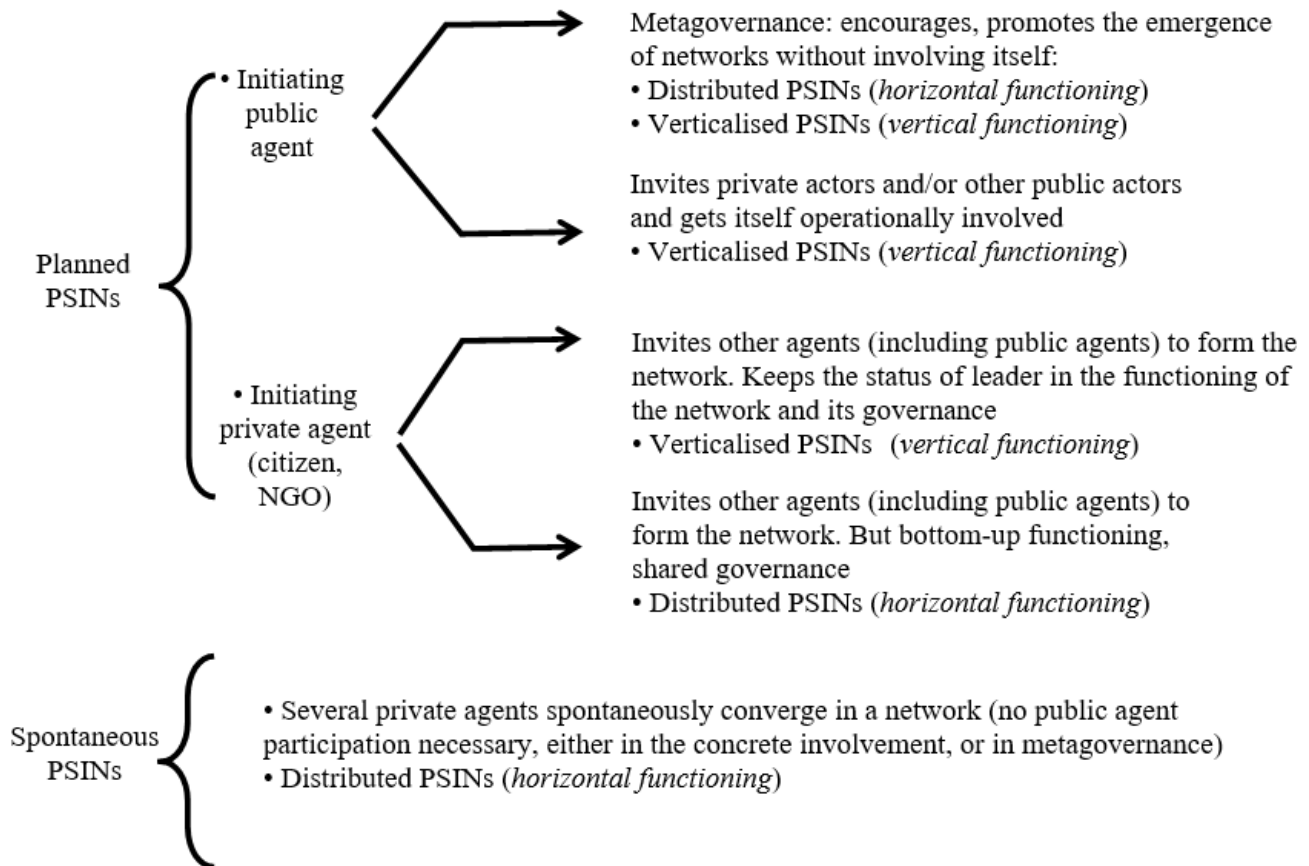
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<sup>17</sup> The collaboration of exclusively public actors can be considered as a PSIN when the different public actors belong to different public organizations.

<sup>18</sup> Of course this situation can change over time.

when private agents replace the public service organizations that are unable to deal with a given problem, for various reasons (lack of resources, lack of skills, politically sensitive subject, etc.). Using the distinction previously established between complementary and substitutive co-production, (§ 4.1.3.1), it may be said that these networks are substitutive rather than complementary PSINs.

**Figure 9: Modes of formation and modes of functioning of PSINs**



This mapping of PSINs gives rise to a number of remarks:

- Planned PSINs (whether initiated by a public or private agent) are not necessarily PSINs whose functioning is verticalised. They can function from the outset in a distributed way.
- It is necessary to distinguish *de facto* horizontality (the network is made up of entities or individuals, which claim from the outset their autonomy or which are from the outset autonomous) from *constructed* horizontality, when a dominant entity (often the public administration) strives to establish horizontal relationships through employee empowerment and collaborations with stakeholders (because it considers such a configuration more effective in terms of collaboration or mission achievement).
- In PSINs which concern social innovation (PSINSIs), the functioning and leadership seem to be mostly horizontal.

- The functioning modes are not fixed. They can evolve over time (see § 4.2.3 about the life cycle of PSINs). For example, planned networks, initiated and governed by public administration, can evolve into self-organized networks. Conversely, spontaneous networks, formed without public administration, can and often do include it, at a given moment, whether as a standard member or as a conductor.

#### 4.2.2.2. Obstacles to the functioning of innovation networks and the linkage of institutional logics

The NPG paradigm and the literature on innovation networks in general highlight the benefits of networking for innovation. But there are fewer works that identify the problems posed by networks. Bland et al. (2010) identify three barriers to networked innovation: 1) the diversity of inputs (information, knowledge, expertise) of the various actors in the network, which can be the source of a communication breakdown; 2) conflicting goals resulting from the diverse interests of the actors, 3) coordination problems can blur the division of responsibilities (“no one’s in charge”).

Djellal and Gallouj (2013), in their paper on PPINs, emphasize that the main challenge faced by this type of network is a meta-challenge, insofar as it encompasses most of the others. It is the opposition of so-called “cultures” which designate a complex set of institutional and organizational arrangements, contradictory conceptions of products, services, missions and performance (definition and assessment). Conflicting managerial and/or organizational “cultures” are a classic barrier to collaboration between public and private organizations.

In the same way, a PSIN links different “cultures” or “institutional logics” belonging to the public/State sector, private/market sector and non-profit/civil society (Vickers et al. 2017). Institutional logics can be defined as a set of beliefs, assumptions, values, norms, rules, goals and practices that structure the cognition and behaviour of individuals and organizations (Friedland and Alford 1991; Thornton and Ocasio 1999; Thornton et al., 2012; Besharov and Smith 2014). Although the term “hybrid organization” is generally used to describe organizations (hierarchies) linking different types of institutional logics such as social enterprises, hospitals, universities, micro-finance companies, etc. (see Vickers et al., 2017; Battilana and Lee, 2014; Billis, 2010), it can be applied without difficulty to PSINs and PSINs. The networks are based on the assumption that the diversity of the institutional logics at work is a source of innovation through cross-fertilization of different knowledge and skills. But this diversity can also be a source of conflicts and barriers to innovation. The question is therefore how to link these different institutional logics (norms, objectives, preferences, practices) in order to make them favourable to public service innovation. In other words, the question is to understand how the tensions are solved and the compatibilities and compromises are built. This question of the interaction of institutional logics is related to the question of performance assessment, which we will discuss in section 4.2.5.

Besharov and Smith (2014) have put forward a matrix of institutional logics in organizations that applies without problem to cross-sector collaborative partnerships (Voltan and De Fuentes, 2016) and consequently to PSINs, which are our focus here. This matrix (see table 5), which seeks to account for the heterogeneity of institutional logics within organizations and to identify the levels of conflict between institutional logics, combines two variables: the degree of logic compatibility and the degree of logic centrality. Compatibility reflects the coherence between institutional logics and the way in

which they reinforce themselves within organizational actions. Centrality reflects the domination of one logic over others. It is defined as “the degree to which multiple logics are each treated as equally valid and relevant to organizational functioning” (Besharov and Smith, 2014, p. 367). Centrality is high when several institutional logics play an important role, and it is low when one logic dominates.

**Table 5: Types of logic multiplicity within organizations**

		Degree of compatibility	
		Low Logics provide contradictory prescriptions for action	High Logics provide compatible prescriptions for action
Degree of centrality	High Multiple logics are core to organizational functioning	<b>Contested</b> <i>Extensive conflict</i>	<b>Aligned</b> <i>Minimal conflict</i>
	Low One logic is core to organizational functioning; other logics are peripheral	<b>Estranged</b> <i>Moderate conflict</i>	<b>Dominant</b> <i>No conflict</i>

Source: Besharov and Smith (2014, p. 371).

The logic compatibility-centrality matrix makes it possible to highlight four ideal-types of organizations (for us, PSINs), namely “contested”, “estranged”, “aligned” and “dominant”, reflecting different levels of conflict (see table 5). The *contested* PSIN is characterized by a low degree of compatibility of institutional logics, a high degree of centrality and therefore a high level of conflict. The *estranged* PSIN, locus of a moderate conflict level, is characterized by a low degree of compatibility and a high degree of centrality. The *aligned* PSIN is characterized by a low level of conflict related to high levels of both compatibility and centrality. Finally, conflict is absent from the *dominant* PSIN, characterized by a high degree of compatibility and a low degree of centrality. This matrix should not give a fixed picture of the configurations and their level of conflict. Conflicting PSINs (contested and estranged PSINs) can be successful in terms of innovation, and non-conflicting PSINs (aligned or dominant PSINs) can be failures. It is therefore important to consider how these more or less conflicting interactions of institutional logics are managed.

#### 4.2.3. The integration of the network in the time frame (its life cycle)

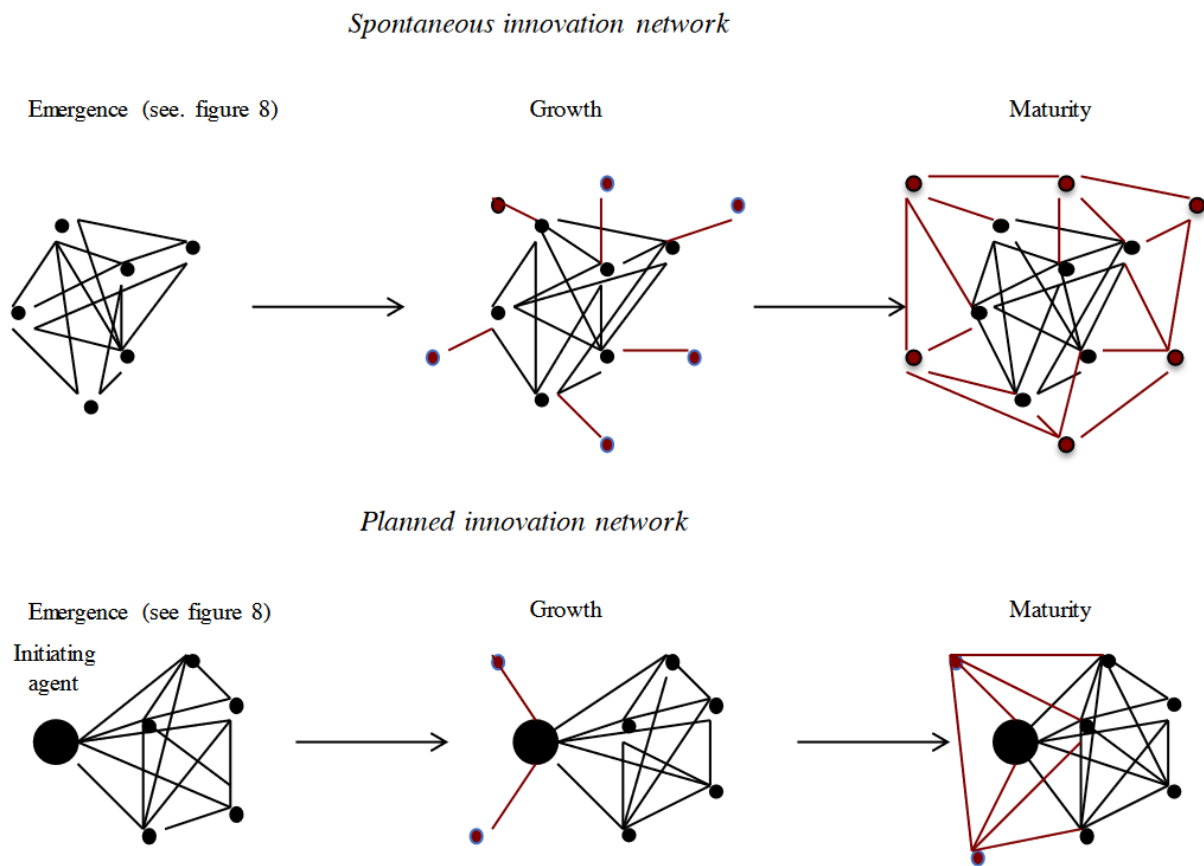
Innovation networks and in particular PSINs are not static. They evolve over time. They are born, reach maturity and can disappear. The number of actors, the nature of the interactions, the functioning, mode of management and governance, etc. change over time. Schön and Pyka (2012) (see also Green et al., 2013) consider that the industry life cycle concept can be transposed to networks.

The *emergence stage* which corresponds to network formation can be achieved spontaneously by self-organization or be planned by a particular actor (initiator, enabler), as noted in section 4.2.1.



In the *growth stage*, the number and variety of actors involved in the network increases. This increase can be achieved by two different mechanisms (see Figure 10): i) in the planned network, it can be achieved by the invitation of new actors by the key actor, ii) in the spontaneous network, by a snowball mechanism in which the last entrant, himself invited by the previous entrant, invites new entrants, and so on. It is the first mechanism that seems the most likely in PSINs initiated by a public actor. But, of course, these two mechanisms are only ideal-types, which can mingle with one another (hybridize). For example, in the last case mentioned, there is no reason why other actors than the public actor could not invite other members. There is also no reason why an actor established for some time cannot invite someone else and no reason why new stakeholders cannot spontaneously join the networks (without the invitation of a member).

**Figure 10: The life cycle of spontaneous and planned innovation networks**



In the *maturity stage*, new entrants (irrespective of the inviting entity) have established relationships with each other. Interactions, flows of information and knowledge and learning processes are at their peak. The density of the network is high (see Figure 10). The network no longer functions according to a mode of exploration, but rather according to a mode of exploitation. It is no longer seeking radical innovation, but it confines itself to incremental improvements. It should be noted that at this stage, in certain cases of planned innovation networks, the initiating agent (in particular, if it is a public agent)



may withdraw from the network or reduce its involvement. There is then a shift from a vertical PSIN to a distributed or horizontal PSIN.

In the *decline stage*, the network disappears, having accomplished its mission(s) or because the solution it proposes is no longer suitable or has been supplanted by competing, better solutions or even because what was initially an innovation network is transformed into a simple service delivery network.

#### 4.2.4. The integration of the network in space (the geography of PSINs)

PSINs and especially PSINSIs are initially local innovation networks. They organize collaborations on a municipality, neighbourhood or other small scale. This geographical characteristic is of course closely linked to the nature of the innovation that is carried out by the network and the way it is produced (innovation that aims to solve concrete social problems in the immediate living environment of individuals, innovation that involves the people concerned by the problem in the collaboration). PSINs and PSINSIs seem to require proximity, even if the use of ICTs (Internet, social media) somewhat lessens this requirement.

However, there appear to be differences in spatial constraints depending on the type of PSIN considered. After all, spontaneous PSINs are more likely to be proximity networks than planned PSINs. As Green et al. (2013, p. 123) note “since the spontaneous network (S1) emerges due to some sort of external pressure and the resulting shared interest among a specified group of actors (for example, from the same industry or region) there is a high probability that many of the participating actors already know each other”. Planned PSINs, especially when they are planned by public agents, are less subject to geographical constraints. Depending on the nature of the problem to be solved, the public agent may invite agents located anywhere throughout the national territory or even from abroad.

Furthermore, some complex problems can neither be solved by a single actor nor on a single geographical scale (in this case a local scale). These are problems that, even if they manifest locally, arise in regional, national or international terms. This applies, for example, to migrant and refugee issues or environmental issues. Some PSINs may therefore be considered at higher spatial/geographical levels than the local level.

From the point of view of the spatial dynamics of networks, the behaviours of PSINs (as structural arrangements established to develop an innovation) should not be confused with those of *production/distribution networks* in charge of the more routine delivery of the innovative solution, once the PSIN has been developed. In the latter case, the network can spread geographically through replication/duplication by other actors, franchising, new legal forms, etc.

#### 4.2.5. Assessing network performance

The last characteristic of networks that we address is, as it should be, their performance. PSINs are innovation networks, and therefore their performance is closely linked to the success of the innovation for which they were formed. However, as we shall see later, the success of a PSIN cannot be reduced to the success of the public service innovation (PSI) it carries out. A PSIN may create value and be, in a

way, a success, even if the PSI is a failure. This paradox refers to how success and performance are defined and assessed.

Our proposal is to define the success of a PSIN (its performance) by its *ability to create value*. But though value is systematically designated as the ultimate goal of any socio-economic activity, it also poses thorny definition problems. This is why many studies devoted to value creation address value as a postulate. For our part, we view value as a multi-faceted category that can fit into different “worlds” (systems), which reflect different dimensions of performance, and which are not independent of each other, in that they have complementary or conflictual relationships.

#### 4.2.5.1. The worlds of value

To address the notion of value, we propose to rely, freely speaking (that is to say, by using it as a simple heuristic tool), on a conventionalist approach of socio-economic activities, which distinguishes different forms of legitimacy, different registers of justification or categories (or worlds) of “worth” (Boltanski and Thévenot, 1991). We distinguish the following different worlds (systems of definition, legitimization and measurement) of value: 1) the market and financial world, 2) the industrial and technical world, 3) the relational or domestic world, 4) the social-civic world, 5) the opinion/reputation world, 6) the creation/inspiration/innovation world. The last five worlds mentioned can be said to reflect the different dimensions of value-in-use and value-in-context (Figure 11).

In the industrial and technical world, the main criteria for defining and evaluating outputs (products or services) are volumes, traffic and technical operations. The industrial and technical value is measured by the quality, reliability and functionality of the new product or service.

In the market and financial world, the output is envisaged in terms of monetary and financial value and operations. Market value does not directly apply to social innovation and innovation in public services. PSI (including social innovations) cannot be evaluated by the usual market mechanisms (economic success, profit made by the innovator). Nevertheless, in this type of innovation, the market value is not absent. It is present indirectly, if not in terms of prices (which are irrelevant), at least in terms of costs. It is also present indirectly in the very objective of some social innovations and the corresponding PSINs: for example, social innovations and PSINs aiming to re-introduce long-term job seekers into the labour market, in other words, to provide them with income, PSINs focused on social innovations aimed at saving energy or preserving the environment or health, and so on.

The social-civic world and social-civic value assess results in terms of fairness, justice, inclusion, social solidarity especially with respect to disadvantaged people and environmental protection. Social-civic value is essential for social innovation, and even more so if it occurs in public services. It should be noted that social-civic value is not synonymous with public value. Indeed, in our analysis, public value is an all-encompassing category, which includes all the other dimensions of value discussed here.

The relational or domestic world values interpersonal relationships, empathy and trust relationships reinforced over time, and places a strong focus on the quality of relationships when assessing output. The relational or domestic value reflects the (geographical and human) proximity to the user/citizen.

The world of reputation and reputational value are based on the brand image of an organization, community or territory. When, through social innovation, a given organizational form (a company, or a PSIN or a PSINSI) contributes to the health and well-being of its employees or citizens, to the future of the planet, etc., it (co-)creates reputational value.

The world of innovation values creativity, inspiration, experimentation and knowledge. Feller (1981) considers innovation in the public sector as “conspicuous production”. The idea is that, in a field where it is difficult to measure performance, innovation values the public agent and makes his/her public service activity visible. However, a PSIN can generate so-called creative/innovative value, even if the innovation that it is supposed to develop is a failure from the point of view of other dimensions of value (in particular industrial and technical value and market and financial value). After all, the formation and existence of the network give a positive and rewarding image (an innovative, creative image) of the community or the organization that implements it. These communities or organizations are viewed as dynamic, resilient, enterprising and creative. Even if it is not based on the same drivers, creative/innovative value appears here, in its ultimate result, to be closely related to reputational value.

This discussion of value raises a number of interesting questions.

- The first is the distinction between *value* and *value added*. After all, there is a temptation to apply the concept of value added to all the concepts of value mentioned above (civic value added, domestic value added, etc.). But in reality, this concept has a strong industrial connotation (the value added is the difference between production and intermediate consumption), which reduces its transposition to the other dimensions of value to a metaphorical dimension.
- The literature on value (especially in the context of the so-called Service Dominant Logic, as we have already noted) is concerned with how value is created and especially co-created. The question that should be asked is whether the different conceptions of value have identical relations with the process of co-creation. For example, it can be asked whether, because they reflect a certain intensity of real links (fidelity) or virtual/emotional links (empathy) between the citizen and the public agent, relational and domestic value and social-civic value are not more likely to be co-created than industrial value.

#### 4.2.5.2. From the various worlds of value to the various concepts of performance

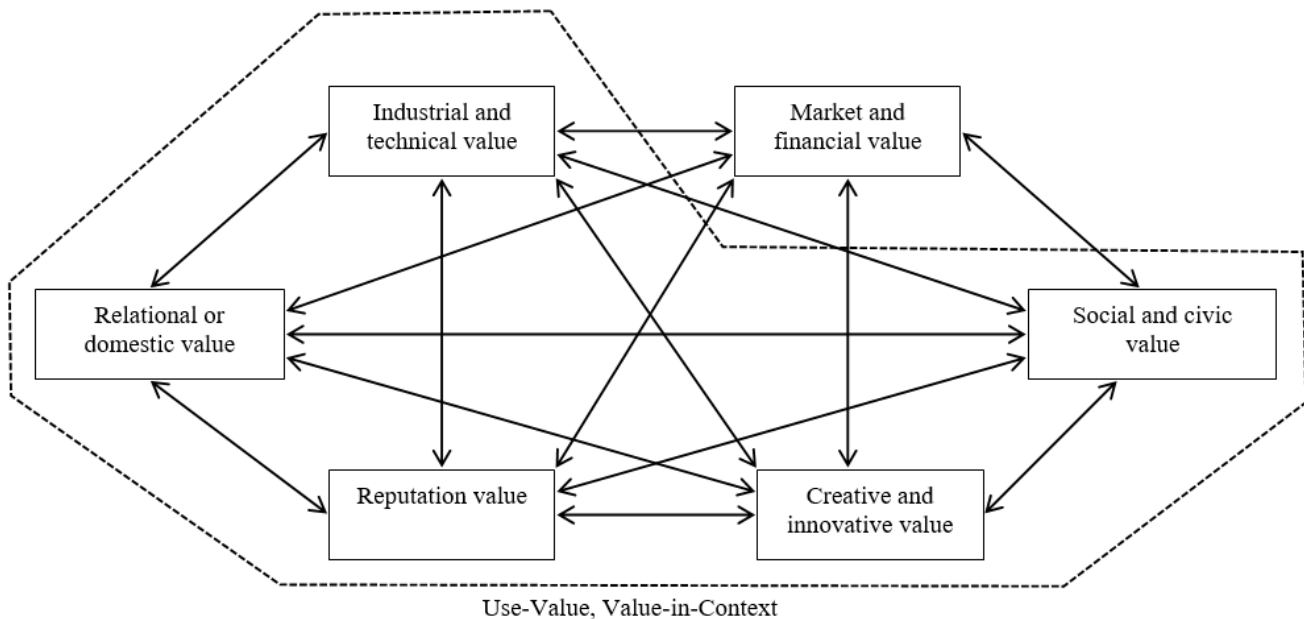
Different concepts of performance are associated with these different worlds/concepts of value: industrial and technical performance, market and financial performance, domestic or relational performance, social-civic performance, reputational performance and innovation performance. The industrial and technical performance of the PSIN can be measured, for example, in terms of efficiency and productivity associated with innovation, in terms of volume and sustainability of the jobs created or in terms of economic development (especially at the local level). Civic, relational, reputational and innovation performances can also be somehow quantified (Djellal and Gallouj, 2013), perhaps by measuring the time spent in a given relationship within a given value world, or by measuring some

elementary activities undertaken within the relationship or associated with it. For example, indicators of relational performance include better user satisfaction and less user turn-over; the amount of time devoted to vulnerable users is an indicator of social-civic performance; the number of innovative solutions introduced or diffused and scaled up is an indicator of innovation performance, and so on.

#### 4.2.5.3. Interactions between different worlds of value/performance

These different concepts of value and corresponding performance are not, of course, independent of each other (see Figure 11). They can complement and reinforce or compete and conflict with each other (in the latter case, the creation of one form of value leads to the destruction of another form).

**Figure 11: The different dimensions of public value and their interactions**



For example, the (co)creation of industrial and technical value (and performance) positively affects market and financial value (and performance). Similarly, an improvement in relational performance (reflected, for example, by an increase in user loyalty) can have a positive influence on market performance. As we have already pointed out, an improvement in creative/innovative performance positively affects reputation performance.

These different types of performance may also be negatively related, as they may conflict with each other. For example, good civic performance (a significant amount of time given to users in difficulty) may worsen productivity (technical performance). Likewise, an improvement in civic performance worsens market performance. In general, social and civic value and performance are most often at odds with market and financial value and performance and industrial and technical value and performance.

These interactions between the different concepts of value and performance are closely related to the interactions between the different institutional logics that we discussed above (§ 4.2.2.2).

## 5. Conclusion

Recognition of the importance of collaborative innovation occupies a key place in Innovation Studies. Thus, in the list of the twenty main advances in this field, over the last fifty years, established by Ben Martin (2015), four explicitly concern the collaborative and network nature of research and innovation. Martin states these advances in the following terms: 1) From the linear model to an interactive “chain-link” model; 2) From individual actors to systems of innovation; 3) From closed to open innovation; 4) From “Mode 1” to “Mode 2”.

The advances discussed by Martin mainly concern collaborations and networks whose key actors are manufacturing firms and whose main purpose is technological innovation, based on scientific and technical research. For the most part, market services are absent from this type of collaboration, and public services are only present through research laboratories and universities and certain regulatory (metagovernance) activities targeting innovation and networks. In this traditional collaborative arrangement, non-technological innovation (new services, new organizations, new methods, etc.) is not considered as being the possible target of a network activity.

However, collaboration and networks are also at work in the field of *services in general*, and they may focus on non-technological innovations, as was extensively analysed, from a theoretical and empirical view point, in the ServPPIN European project (Gallouj et al., 2013). Our review of the literature made it possible to confirm the existence and the rise of these tertiarized forms of innovation networks, but also to distinguish between networks based on market services (MSINs) and networks based on public service(s) (PSINs).

Collaborative innovation and innovation networks are also increasingly at work in the field of *public services* themselves (or of *public service* as a function of general interest beyond public sectors strictly speaking), as the paradigm of “new public management” gives way to the paradigm of “new public governance”, and as the perspective of assimilation (to industrial goods, then to market services), gives way to a perspective of integration (through the Public Service-Dominant Logic — PSDL) and demarcation (through the Public Service Logic — PSL). The rise of this type of network (in the field of public services or public service) can be explained by economic and social reasons: the limited resources of public administrations to carry out (or carry out on their own) certain existing public service activities (or new/potential and necessary ones), and the complex and multifaceted nature of “wicked” social problems which, by their nature, cannot be solved (or not satisfactorily) by the activity of a single actor.

We have called PSIN (Public Service Innovation Network) this new form of expression of innovation networks, which takes seriously innovation in public services or in public service, the participation of citizens and third sector organizations and the intangible forms of innovation (invisible innovation). However, PSINs shouldn't be seen only as innovation organizational modes. They may simultaneously be considered as forms of innovation (the so-called network innovation), instruments for public policy (especially at local level) and palliative solutions for deprived and weakened public services.

We have attempted in this work to understand what distinguishes PSINs from other innovation networks and especially traditional innovation networks (TINs), public-private innovation networks in

services (PPINs) and Market Service Innovation Networks (MSINs). In order to achieve this objective, we first used a simplified framework associating following variables: the types of agents involved in the network, the role played by public administration, the nature of the targeted innovation and the main sector concerned by the innovation in question. To summarize the results, the shift from TINs to PPINs and MSINs and then to PSINs and PSINs can be said to reflect the rise of services and non-market activities (the tertiarization of the concept of innovation network) and therefore of invisible innovation (including social innovation), and non-planned and emergent innovation.

We then, tried to define and characterize PSINs, more precisely, by examining, first of all, a number of structural variables: the public sub-sectors or activities where PSINs are established, the nature of the actors involved and their interactions, and the forms and modalities of the innovation carried out by the network. We then shifted the analysis towards dynamic variables, describing the modes of emergence and functioning of the networks, and their integration in time and in space. The ultimate goal of PSINs being the co-creation of value, we finally introduced a typology of the worlds of value, which makes it possible to consider a plurality of (competing or complementary) performance principles at work in PSINs.

PSINs constitute an important socio-economic issue now acknowledged by the public authorities at the national and European level. Although PSINs are increasingly taken seriously in contemporary economies, efforts are nevertheless needed to theoretically reinforce this concept.

On the theoretical level, efforts are needed to theoretically reinforce our knowledge of the modes of formation and functioning of these networks. After all, the literature is dominated by case studies and by a concept of PSINs (in particular when they focus on social innovations) as temporary curative arrangements (aimed at overcoming the temporary failure of public services). One way to reinforce the theoretical basis of PSINs might be, not only to analyse them autonomously, but to explicitly include them in the mapping and discussion of innovation systems, whether local, regional, national, social or sectoral.

On the methodological level, a reverse shift from theoretical to empirical focus is required. After all, beyond the theoretical considerations on the plurality of forms of performance that we have outlined in this work, it is necessary to define and build concrete tools for properly measuring PSINs results and performance.

Finally, on the political level, it is necessary to envisage public policies (in particular vertical or specific ones) that would help support the formation, functioning and performance of these networks, by taking into account the diversity of forms of PSINs that we have highlighted in this research.



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## **(ii) NATIONAL LITERATURE REVIEWS ON “PUBLIC SERVICE INNOVATION NETWORKS FOR SOCIAL INNOVATION (PSINSIS)”**

## 2. Danish National Scientific & « Grey » literature review

**H2020-SC6-CULT-COOP-2016-2017**  
**CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**Danish Theoretical, Empirical Scientific and Grey Literature on Public Service Innovation Networks for Social Innovation (PSINSIs)**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Pu = Public
<b>Date</b>	21/10/2018
<b>Author(s)</b>	Lars Fuglsang, Roskilde University Ada Scupola, Roskilde University
<b>Document description</b>	Literature review of the Danish theoretical, empirical scientific and “grey” literature on national public service innovation networks for social innovation

## Executive Summary

The Danish report provides a review of Danish scientific and [grey literature](#) on *public service innovation networks for social innovation* (PSINSIs). In the Danish report, *Public service* is interpreted both as specific service functions produced or co-produced by public-sector agents, and as public tasks that may be developed and carried out by other actors such as social enterprises.

The literature was identified through searches in Danish databases with scientific literature and databases/webpages that contained grey literature. 225 papers and reports were initially identified which upon further screening were reduced to 23 papers and reports. These were reviewed and grouped into 4 major themes dealing with 1) 'Samskabelse' (co-creation), 2) collaboration with the civil society, 3) social entrepreneurs and social innovation, and 4) public-private innovation partnerships. Major findings can be divided into four:

Firstly, it was found that 'samskabelse' has been a prominent term in the Danish literature. Samskabelse literally means co-creation. However, in the Danish literature, 'samskabelse' has also been used in connection with the concept of 'collaborative innovation' developed by Danish political science scholars. The literature centres around describing different types of co-creation/samskabelse as well as their rationale, providing guidelines as to how to organize it, and discussing how the impact of co-creation can be demonstrated.

Secondly, a Danish literature exists that deals with collaborations with citizens, the professionals and the civil society in the production and delivery of welfare services. The Danish literature uses different names for these forms of co-operation: co-creation, co-production, partnerships, private-public partnerships, citizen budgets, networking and youth panels.

Thirdly, it was found that the Danish literature works with notions of social entrepreneurship and social innovation focusing on civil society actors and their roles in solving societal problems through social innovation activities. The literature discusses what social innovation is, how it can become more visible and better organized, how it contributes to public service innovation, who the actors are and what types of planning are involved.

Finally, the Danish literature explores the role of public-private innovation partnership for public service development. Public-private innovation partnerships are often more development and collaboration-oriented than traditional supplier-buyer relations and put knowledge sharing, common innovation and developing ideas into focus. Compared to offerings that are more traditional or competitive, where the private sector provider delivers a well-defined performance to the public sector, innovation partnerships often have a more experimental approach to public innovation.

The report also finds that the Danish literature refers to four types of actors involved in the public service innovation networks for social innovation: public sector organizations, social enterprises, civic organizations including volunteers, and private companies. Further, the public sector can play at least four different roles: 1) as a co-producer of services (basically in control of the whole process from

creation to delivery), 2) as a service development facilitator and support system (leaving more responsibility to civic actors in the creation and delivery of services), 3) as a complementary service provider (the civic actor provides services independent of, but complementary to public services). And 4) As a driving force for the involvement of social actors in innovation and development processes.

The innovations that come from PSINSIs are mostly characterized as service offerings aimed at supporting specific groups of vulnerable citizens towards living a dignified and meaningful life. Although these services often form part of a larger portfolio of public services, they often have the character of being local sometimes unplanned innovations yet having the potential to inspire activities beyond the local level.

The literature shows how social innovations created, produced and delivered by social actors can make an important contribution to welfare services. At the same time, the engagement of social actors in welfare innovation makes it easier for the public sector agents to streamline their own services and cut budget. In this way, social innovation does not represent a counterpart to, for example, efficiency improvements and increased budget control, but instead creates a space for this.

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## 1. Introduction

This review report is part of the H2020 research project ‘Understanding value co-creation in public services for transforming European public administrations — Co-VAL’. It contributes to the empirical analysis of WP6 on ‘Structural transformations: public-private innovation networks and social innovation in public services’.

The report aims to provide a review of the Danish theoretical, empirical *scientific* and *grey* literature on public service innovation networks (PSINs), focusing on social innovation. These networks are also called public service innovation networks for social innovation (PSINSIs). Each partner involved in WP6 provides for his own country a survey of the theoretical, empirical and “grey” literature on national PSINSIs.

In this report, we interpret public service in a broad sense both as specific service functions produced or co-produced by public-sector agents, as well as – more broadly – tasks that can be developed and carried out by other actors. The public sector as an agent can therefore have several roles in public service innovation networks for social innovation, as, for example, provider, co-creator, facilitator, or supporter of an innovation and the network involved.

The report is structured as follows. First, we describe the method used in the literature review. Then we describe the identified literature divided into four themes. Finally, we provide a conclusion.

## 2. Method

The documents reviewed in this report have been identified through a thorough search of all the relevant scientific and other databases/webpages and was conducted between the 20<sup>th</sup> of September and the 5<sup>th</sup> of October 2018. The documents have been retrieved from Google and the web sites of the following organizations: Local Government Denmark (<http://kl.dk/English/>), Ministry for Economic Affairs and Interior (<https://english.oim.dk/>), the Ministry for Children and Social Affairs (<http://www.english.sm.dk/>), KORA, the Danish Institute for Local and Regional Government Research (<http://www.kora.dk/english>), VIVE – The Danish Center for Social Science Research (<https://vive.dk/english>) (a merger between the previous SFI – The Danish National Centre for Social Research and KORA, the Danish Institute for Local and Regional Government Research), The Danish National Research Database, which is a single entry point for Danish research, Danish researchers and Danish research institutions (<http://www.forskningsdatabasen.dk/en/about>) and finally “Bibliotek.dk” ([Bibliotek.dk](http://Bibliotek.dk)) which is a portal for all Danish libraries: public libraries, specialized libraries and academic libraries.

In conducting the search, in addition to scientific literature, we looked for Danish “grey literature” according to the definition provided on <https://libguides.rgu.ac.uk/greyliterature>. Therefore, we included both papers and reports that have not been through scientific review and scientific literature (peer reviewed) about public service innovation networks for social innovation (PSINSI) in Denmark. We looked for documents written both in Danish and in English.

The search resulted in 225 papers and reports that were screened for relevance first by looking at abstracts and introductions and when in doubt by quickly looking through the whole report. We ended up with a total of 23 relevant papers and reports, which were inductively grouped into 4 themes: 1) 'Samskabelse' (co-creation), 2) collaboration with the civil society, 3) social entrepreneurs and social innovation, 4) public-private innovation partnerships. The 23 reports are reviewed according to the 4 themes in the following four sections.

### 3. Theme 1: 'Samskabelse' (co-creation)

'Samskabelse' appears as a prominent term in the Danish literature about public service innovation networks for social innovation. Samskabelse literally means co-creation. However, in the Danish literature, 'samskabelse' has also been used in connection with the concept of 'collaborative innovation' developed by Danish political science researchers (Torfing 2016). Collaborative innovation refers to collaboration among interdependent actors responsible for or related to public services provision. They collaborate to create new services, solutions and processes in order to solve complex problems. Co-creation/co-production/samskabelse therefore refers both to cross-sectoral collaboration about innovation and user/citizen involvement in service delivery. The literature centres around describing different types of co-creation/co-production as well as their rationale, providing guidelines as to how to organize it, and discussing how the impact can be demonstrated.

Agger and Tortzen (2015) presents a research review of 'samskabelse' understood as co-creation/co-production. The report reviews the international literature in order to qualify the Danish debate on how citizens and public actors together can develop public welfare. The review has been conducted by searching the research databases INGENTA and EBSCO as well as Google Scholar. A broad set of search words have been used, namely co-creation, co-production, co-management, co-governance, and social innovation. 'Samskabelse' is equalized both with co-production and co-creation. Following Voorberg et al. (2013), the two terms are seen as interchangeable concepts.

Building on Voorberg et al (2013), the authors define co-creation/co-production as "the active involvement of citizens in public service delivery by creating sustainable partnerships with citizens" (Voorberg et al., 2013, p. 2-3). According to Agger and Tortzen (2015), the term co-production has its roots in the public sector while the term co-creation has its roots in the private sector, where it signifies user-driven innovation.

The report argues that two 'normative' views on co-creation/co-production can be distinguished: 1) efficiency (new public management) oriented co-creation/co-production. In this view, the user is mobilized to produce part of the service to make it more efficient; 2) democratic co-creation/co-production which is related to the concept of new public governance. In the latter view, co-creation/co-production is understood to be based in networks of public and private actors who collaborate about making priorities, planning and producing welfare. The two approaches are summarized in Table 1.

Empirical research shows, according to Agger and Tortzen (2015), that co-creation/co-production is often driven by the public sector and that citizens are involved only at the later stages. There can be different motives for citizens to participate, personal relations, social interactions, self-efficacy and contextual relations. Co-creation/co-production may be based in mutual independency between citizens and the public sector. Citizens' contribution may sometimes replace public services (such as self-help groups) or it may have the character of supplementary co-creation (parents helping their children with schoolwork). Co-creation/co-production may challenge exiting roles among policymakers, professionals and citizens and may lead to the creation of new roles. The empirical impact of co-creation/co-production is difficult to measure.

**Table 1 Views on co-creation according to Agger and Tortzen (2015)**

Governance paradigm	New Public Management	New Public Governance
Focus	Product (output)	Process and outcome
Benefits	Efficiency 'value for money'	Democracy Empowerment Innovation
Who participate	Individual citizens	Citizens Civil society Local society
Where in the policy cycle?	Output-side: Welfare services	Output and input: Services, priorities, political governance

Pedersen-Ulrich (2016) presents a typology of different forms of co-creation/co-production, which he argues can be used when municipalities and other public organizations work with strategy development, role clarification, competence development and management skills in connection with co-creation/co-production processes. An argument for creating the typology is that co-creation cannot be captured by a simple definition. The typology presents four approaches to co-creation/co-production, called: Governed co-creation, responsabilizing co-creation, equal dignity co-creation, and facilitating co-creation. Governed co-creation is defined by municipal actors having an ambition to manage the process of co-creation so that the outcome of the process becomes predictable, while at the same time it is the municipal actors who play a central role in the process. Responsibilizing co-creation is defined by the municipal actors managing the process while playing a retrenched role leaving the main responsibility for the content to external actors – such as citizens, companies or civil society organizations. Equal dignity co-creation is defined by the municipality not having the ambition to control the outcome of the co-creation process while still playing a central role in the process of co-creation. In this case, the municipality may have a problem that it wants to solve through a co-creation process. The result is not known, but the problem is defined. Facilitating co-creation is defined by the result of co-creation not being provided in advance, while the municipal actors play a retrenched role and leave the main responsibility for the content of the co-creation to external actors. The paper also discusses different employee roles in the different types of co-creation as managing, motivating, assisting and facilitating.

Mandag Morgen (2011), in a policy-oriented and practical report, which includes practical guidelines, describes the concept of welfare alliances and innovative social prevention as solutions to complex problems of prevention in the social- and health care areas. The report describes some strategic issues of social prevention through collaboration across sectors. These are as follows: Why we need social prevention, how social prevention can be collaboratively organized with different values and starting points for the different actors, how organizations can find their roles in this, and what potential resources are available and can be identified. It also contains a number of working questions for organizations concerning collaboration and exemplary answers to these questions. Questions concern the responsibilities of organizations, how the organization works with social prevention, what 'value' is for the different involved organizations, a dating profile (for collaboration with other organizations), and why and how much collaboration is needed.

Agger et al. (2018) focuses on the value and measurement of co-creation/co-production. How can this value be measured and documented? The report describes two traditions of measurement called the traditional and the systemic. The databases REX, EBSCO and google scholar have been searched using the search words co-production combined with value, public value, effect, impact, evidence, outcome, benefit, performance, and service quality. The report claims that among both researchers and practitioners, a normative approach has leveraged expectations about co-creation/co-production. It is supposed to create positive gains for both society and individuals. However, to what extent do concrete initiatives live up to these expectations? Four bottom lines for measuring the outcomes are discussed: democracy, efficiency, innovation and public value. The benefits of co-creation/co-production may be measured in terms of better public service, better relation between the public sector and citizens, better democratic quality as well as 'public value', including increased responsibility, responsiveness, fairness and public-sector legitimacy. The report makes a distinction between traditional evaluation (measuring the effect, such as cost-benefit and effect evaluation) and systemic evaluation (iterative and dialogue-based evaluation). Systemic evaluation is described as a type of measurement where participants have a meaning in the co-creation/co-production and evaluation process. Some examples of both types of evaluation are given.

Torring et al. (2017) deal with collaborative innovation in crime prevention activities. The report presents the results of a development project aimed at creating a new criterion-based measuring instrument that enables measurements of 1) collaboration, 2) innovation and 3) crime prevention effectiveness in local projects. Four parameters are identified to measure the degree of collaboration. Further four parameters are used to measure the degree of innovation and another four parameters are included in an additive index that measures the crime prevention effect. The report presents the results of the empirical testing of the measuring instrument in 24 crime prevention projects in the Municipality of Copenhagen. Two results are mentioned as particularly important. Firstly, it appears that the parameters involved in the construction of the three main variables lead to consistent measurements. Secondly, a multiple regression analysis suggests that collaboration has a clear impact on innovation, and that innovation leads to an increased crime prevention effect, whereas the direct effect between collaboration and crime prevention effect disappears when the innovation variables are introduced, suggesting that collaboration has significance through its impact on innovation.

Torfig et al. (2017) generally refer to a distinct concept and research approach of ‘collaborative innovation’ (Sørensen and Torfig, 2011; Torfig 2016) which focuses on collaboration between various public and/or private actors (state, regions, municipalities, self-governing institutions, experts, private companies, interest groups, civil society associations, users, citizens, etc.) as a decisive driving force in the creation of innovation. It is argued that when players with different types of experience, professional knowledge, resources, competencies and ideas are brought together in constructive collaboration over time, it often contributes to better understanding of problems, greater idea richness, more thorough selection and testing of new solutions, better coordinated implementation, and shared ownership of new and ‘daring’ solutions. Without systematic measurement and evaluation, it is both impossible to optimize efforts and prioritize them. However, according to Torfig et al. (2017) there is a tendency to either measure the result and the effect or measure the process and the use of specific methods. This is a problem because there is both a need to know whether crime prevention projects create the desired results and achieve the desired effect, as well as to know what has been done well and less well in order to achieve a given effect. In that way what works best and the working method could be copied and applied in other projects .

#### 4. Theme 2: Collaboration with the Civil Society

This theme deals with the collaborations between citizens, the professionals and the civil society at large in the production and delivery of welfare services. The Danish literature uses different names for these forms of co-operation: co-creation, co-production, partnerships, private-public partnerships, citizen budgets, networking and youth panels. The Danish literature reviewed in this section shed light on these different terms from a theoretical point of view, investigate how these collaboration forms take place empirically in a Danish context as well evaluates some of the major projects taking place in Denmark.

Andersen and Espersen (2017) argue that in Denmark, in recent years, there has been an increasing interest in developing new ways of establishing collaborations between citizens, the professional and civil society in the production and delivery of welfare services. Different names are used for these co-operations: co-creation, co-production, partnerships, private-public partnerships, citizen budgets, networking and youth panels, just to name a few frequently mentioned (Socialstyrelsen, 2017). In the article, Andersen and Espersen (2017) discuss these forms of cooperation on a continuum as well as they discuss what can be the benefits and challenges in the various types of public-private partnerships. The article also shows how the collaborative wave is far from new, but it is a trend that has characterized the development of welfare benefits in Denmark over many decades, though in different versions. At present, where new terms and collaborations gain widespread use, Andersen and Espersen (2017) point out both the development of a pragmatic approach in the use of the term as well as they provide an international perspective on the new forms of cooperation.

Ibsen and Espersen (2016) argue that through changing governments and political flows, Danish municipalities and civil society have always had a mutual dependent relationship. It is almost impossible to understand the state (and municipalities) without civil society or civil society without the state. However, they argue that in recent years, the relationship between municipalities and civil society has

moved from a largely parallel relation to a more common practice. The municipalities and civil society experiment with new "co-operation" and interaction forms in different configurations. Expectations for the new collaborations are great, but there is no knowledge as to the extent and nature of the municipalities' cooperation with civil society, how different forms of cooperation function, or what forms of cooperation create values, whether the value is for example social, democratic, economic, innovative in relation to specific issues. In this study, KORA and the Center for Sport, Health and Civil Society at the University of Southern Denmark have joined forces to investigate why, with whom, what and with what Danish municipalities collaborate with civilian actors (Ibsen and Espersen 2016). They do so by conducting a survey study. The respondents of the survey are the heads of professional and administrative staff in all 98 Danish municipalities. The study is the first attempt to generate a systematic insight into the extent and nature of new collaborations in and around Danish municipalities across administrative areas. To ensure that the study is relevant, the survey has been continuously evaluated by a follow-up group consisting of key stakeholders in the field .. It is the study ambition that municipal as well as civilian actors can use the survey to reflect on how to develop collaborations. The results of the survey show that the municipalities' cooperation with civilian actors is extensive and that cooperation takes place on virtually everything. However, it is uncertain how close the cooperation is in practice. Some collaborations can take the form of loose network-based links while others can have for example the form of few individual volunteers at municipal institutions that solve completely delimited tasks. Still, other collaborations may take the form of common problem identification, common practice and common problem solving (co-operation or co-production) and thus contain completely other elements. However, it is clear that the collaborations are complex, as they often involve more civilian actors and administrative areas at the same time.

Andersen et al (2014) develop a so-called "Oresund Model" or "NEO Model", which is a normative model to reduce youth unemployment across the Øresund region. NEO stands for cross-sectoral cooperation between NGOs, business and public institutions, and it is a cross-sectoral employment method/model that can help reduce youth unemployment. The model is based on successful collaborations between NGOs, industry and public authorities and it is based on a consideration that good results can be achieved in cross-sectoral cooperation where different complementary resources and competencies can come into play and so optimize the effort. The NEO model (Andersen et al. 2014) draws on the two theoretical perspectives of social capital and co-production, contributing to the creation of sustainable arenas for unemployed young people. Efforts and cross-sectoral cooperation with unemployed young people should be able to embed them into activities that strengthen their social capital. Social relationships must also gradually develop both a 'thin and thick' trust so that young people work both in confined networks that are well known but also in larger networks that are essential in a well-functioning life. There is a great value in incorporating social capital in the form of families and networks that can strengthen the building of the young people's identity creation, but according to the report also the bridge-building social capital that can be found in larger networks must be activated. Both co-creation, partnerships and co-production offer platforms for long-term cooperation for unemployed young people. This implies that all other actors around the young people such as municipalities, companies, NGOs, family / networks must help establish equal relationships with young people where their opinions and experiences are heard and given importance.



The model has been developed in the regi of the EU Interreg Øresund NEO project, which is a cross-regional partnership between the NGO Askov Foundation in Copenhagen, the Furuboda from Malmo and the Region Skåne in the period 2012 to 2014. The Øresund model has been developed on the basis of several types of data including a research review, best practices developed through interviews with successful cross-sectoral platforms and a number of workshops with informants from all sectors.

The NEO Øresund model establishes a course that:

- takes into account the young people and their needs, wishes and competencies as well as people from the close network and family that can be strong supporters and inspirators
- is a dynamic model of shorter or longer periods of time depending on the needs and development of the young person - in different tempo and with different content
- has several players in play - NGOs, companies and public institutions - who should be able to work in concerted and close interaction with a clear focus on supporting young people's needs, challenges and wishes
- is a network model with 6 networking meetings with the youngster as the fix point, so that all actors work on common ground around the young people in order to develop a good development and qualification process
- has a NGO as a supervisor and facilitator at the network meetings to ensure that problems are brought up and resolved and progress is shared and made visible

Ankestyrelsen, a government organization that takes care of complaints within the social sphere (Ankestyrelsen 2010) has written a report entitled “The 2009 report: The Municipal Cooperation with Voluntary Social Societies” (own translation). In the report, the authors investigate the amounts that the Danish municipalities have invested in 2009 in support of voluntary social work according to section 18 of the Service Act established by the government. The conclusions are that nearly a third of the municipalities paid more for voluntary social work than they received as grants from the government, while almost every fourth municipality pays less than 50 percent of the amount they received in government grants. Overall, the total amount for these activities used by the municipalities exceeds the amount granted under section 18 of the Service Act by the government.

The same organization (Ankestyrelsen 2013) conducts again in 2012 an analysis of the municipal investments in support of voluntary social work. The report shows that in 2012, the municipalities again paid more in support of voluntary social work under section 18 of the Service Act than they received in governmental grants. This was the first time since 2009 that the municipalities paid more than the state subsidy received. Over a third of the municipalities paid more to the voluntary social work than they had received in subsidies. Conversely, every fourth municipality paid less.

Espersen (2016) evaluates the project “Bookstart”, a nationwide initiative, rooted in the Danish Building and Property Agency, consisting of 20 municipal libraries, which distribute age-matched book packages to families in vulnerable residential areas when the child is ½ years and 1 year respectively. In addition, it offers families to pick up a book package at the library when the child is 1½ years old. In the project, Library employees also provide a bookcase for three-year-old children in selected kindergartens in vulnerable residential areas. This evaluation of the Bookstart project aims to provide knowledge of successful methods for the dissemination of Bookstart to be used in future preventive efforts.



The evaluation finds that in forward-looking preventive efforts it might be advantageous to focus on the following main points:

- Establish a clear strategic framework and management priority in relation to how - and why - the libraries can progressively play their role in preventive efforts in local communities in close interaction with other actors at national, municipal, and individual library level. Libraries are in a position to develop a local infrastructure and facilitate collaboration on activities concerning languages, reading and culture.
- Strengthen and further develop the cultural role of libraries in the existing arenas of vulnerable housing (associations, cultural houses, social housing plans, etc.) by establishing collaborations with other local actors on for example knowledge sharing and contacts.
- Strengthen and disseminate the libraries' relational negotiation skills in combination with the cultural and library subjects. Strong relational competencies can be used both in relation to the families, the day-to-day activities of the library, and in relation to establishing collaboration across the local area.
- Strengthen the structural and cultural conditions for inter-organizational cooperation by prioritizing the building of strong organizational competencies based on network-based horizontal collaborative work, and enhancing employee readiness and opportunities for potential collaboration.

Socialstyrelsen (2017) in the anthology "Partnerships and collaboration between public and civil society. Support for people with mental difficulties" (own translation) focuses on various aspects of partnerships and cooperation between public and civil society. The focus is to provide inspiration to try out new and other forms of cooperation in social work. The anthology mainly reports the results of a state initiated project where the government had allocated 15M DKK in 2012 to develop and test preventive interventions for people with mental difficulties through partnerships and cooperation between public and civil society. The project, evaluated by Rambøll Management Consulting (a big Danish consulting company) focused on two overall themes: 1) Partnerships and cooperation between the public and civil society, 2) Inclusion and participation in the community for people with mental difficulties. The anthology consists of different types of contributions including case descriptions, evaluation of the 15M project, theoretical articles., The concepts of partnerships and collaborations are illustrated in slightly different ways and to varying degrees across the articles.

The study by Espersen, Olsen and Tortzen 2018 has been conducted for the Ministry for Children and Social Affairs and aims to answer the following questions: "How can publicly supported national actors help to develop and support the voluntary social area?" The study focuses on five actors whose task is to support and develop the voluntary social area at national level: 1) The Danish Institute for Voluntary Effort, 2) the Social Responsibility Fund (own translation), 3) The National Council for Volunteering, 4) Volunteer Centre and Self-Help Denmark (own translation) and 5) The National Board of Health and Welfare. The report makes an analysis of the relationship between development trends and challenges in the voluntary social area on the one hand and the instruments of the five national infrastructure organizations in the form of advice, courses and networks, on the other hand. The study draws on a number of different methods: a focused literature study; desk research of infrastructure organizations' actions and activities; a qualitative interview survey combined with three seminars with informants. The report summarizes the results of the study and provides some suggestions for both continuity and

change in the current support and development of voluntary social work. One main result is that the interaction with local infrastructure plays an important role in the functions of the national infrastructure and that it can be sustainably maintained (need for continuity) and strengthened.

The report by Espersen and Olsen (2018) presents the results of the evaluation of two partnerships between municipalities, volunteers and other actors in Copenhagen and Fredericia that have been collaborating to develop service offerings for disabled citizens who receive support from the state through “voluntary professionalism”. Voluntary professionalism is understood as volunteers who use their professional knowledge (crafts, cultural, social, health or other) in relation to citizens with disabilities. Throughout the three-year project, Espersen and Olsen (2018) have collaborated with both the two partnerships and the Social Board to evaluate the two partnerships. The main focus of the evaluation has been:

1. How are the two partnerships being developed, organized, implemented and operated?
2. Which volunteer offerings do the partnerships develop for the target groups?
3. How are volunteers engaged and educated?
4. How are the target groups engaged in the voluntary professional offerings?
5. How do the partnerships implement their offerings with voluntary professionalism?
6. What results and experiences are achieved through the voluntary collaboration of: a) volunteers, b) the target group, c) employees and d) the partnership and its partners?
7. What are the impacts on: a) volunteers, b) the target group, c) employees and d) the partnership and its partners?

The data collection consisted of case studies, observations and interviews with partners, volunteers, citizens and employees. The overall main results show that in both partnerships, the partners have had different motivations to participate, and the partnerships have provided mutual benefits for all participating partners. The partnerships also relied on good personal relationships, even before the partnerships were established, as well as a willingness to learn from each other and from the activities. There has been a mutual and equal relational exchange in the form of shared learning and sharing of knowledge and resources. All partners had support from their own organization to make decisions and act in the partnership. Finally, there has been a continuous prioritization of time and resources from all participating partners. Partnerships have balanced between managing common objectives and formalizing economic agreements. The participants have also stressed the need for a flexible development space characterized by trust and equity. Both partnerships have little participation in the organization of the partnership itself. This means that citizens and volunteers have not participated in the partnership steering committee in Fredericia and in overall planning and coordination in Copenhagen.

## 5. Theme 3: Social entrepreneurs and social innovation

A different take on PSINSI starts from notions of social entrepreneurship and social innovation. It focuses on civil society actors and their roles in solving societal problems through social innovation. The literature discusses what social innovation is, how it can become more visible and better organized, how it contributes to public service innovation, who the actors are and what types of planning are involved.

Bach (2015) is a Danish report about social enterprises around the Baltic Sea. It is part of a more comprehensive report, Niemi et al. (2015), that includes other national reports as well. It maps stakeholders and educational initiatives and discusses impact analysis based on information collected by grassroots organizations that actively contribute to the development of the social economy sector in Denmark, Estonia, Latvia, Lithuania, Sweden, Finland and Poland. Bach (2015) presents actors in the social economy in Denmark and the purpose is to help actors to find the most relevant institutions to cooperate with.

Bach (2015) also contains a situational analysis. Social economy and social enterprise is still a new concept in Denmark. 46% of social enterprises in Denmark has started within the past 6 years (as of 2015). As of 2013, there were an estimated number of 300 social enterprises. They employed 3,500 full-time workers. A Committee for Social Enterprises was established in 2013 in Denmark. The work of the Committee resulted in a Government proposal in September 2014 to create more and stronger social enterprises in Denmark. This included the establishment of a National Centre for Social Enterprises. An Act on registered social enterprises was adopted by the Danish Government. Since January 2015, social enterprises have to meet 5 criteria to be able to register as a social enterprise: 1) must have a social purpose - a primary purpose beneficial to society with a social, cultural, employment-related, health-related or environmental aim. 2) Conduct significant commercial activity. The enterprise must sell either goods or services. This activity must constitute a significant element of the revenue generated by the enterprise. 3) Independence from public authorities. The public authorities must not have any significant influence on the management or operation of the enterprise. 4) Maintain inclusive and responsible governance. The enterprise must involve employees, customers, partners and stakeholders and be managed in accordance with the social objectives. 5) Social management of profits. Profits must be reinvested in social purpose activities. The report also gives an overview of the development in formal education in this area. Various educational programmes are available (as of 2015), both at the level of university, university colleges (for professions such as social workers, nurses, and teachers at primary and secondary school level) and in primary and secondary school. There is also a growing number of actors providing support and non-traditional education for social entrepreneurs and social enterprises. Finally, the report looks at the status of impact analyses and measurement of social impact. Defining, analysing and communicating social impact is one of the major constraints in relation to the development of the social economy sector. Only very few organisations and social enterprises in Denmark have been and are analysing the social effect of their work using approved models such as SROI. No survey or research is available to give a full picture of the use of impact analysis in Denmark.

Damvad Danmark A/S (2012) explores challenges facing social innovation in Danish peripheral and remote regions, thereby aiming to spread good practice for inspiration and learning. Damvad Danmark A/S (2012) defines social innovation as: activities carried out with the aim of meeting a societal problem or need that is not otherwise taken care of and which is aimed at delivering new solutions in a more efficient or fair way. The value created by social innovation concerns society as a whole rather than individuals. Social innovation is therefore not something developed by either the public sector or private sector companies. Social innovation has a cross-sectorial point of departure, and the potential for innovation therefore often occurs across sectors, where knowledge and ideas are exchanged

between public sector actors, volunteers (civil society) and the private sphere. Therefore, collaborative relations between different actors are very central. Social entrepreneurs are seen as the individuals who, through their innovative qualities and ability to create social change, provide social innovation in the peripheral regions.

In order to identify challenges of social innovation in the Danish outer areas, a survey was conducted among representatives of citizens, private companies, the public sector, educational institutions and NGOs. Seven projects were selected as cases representing different phases in the innovation process. The report concludes that: 1) Social innovation requires an enthusiast (ildsjæl). 2) Initiative to social innovation is primarily driven by enthusiasts and NGOs. 3) The composition of the group of participants is paramount. 4) The municipalities have a broad impact on social innovation (67% of Danish municipalities are found to participate in social innovation projects in collaboration with NGOs, companies, knowledge institutions, etc.). 5) The supply of funds to projects is important but difficult. Three recommendations to improve the framework conditions of social innovation are provided: 1) Strengthen project management of projects within social innovation; 2) Share and make visible networks of resources and competences; 3) Administration of funds should be made in such a way to avoid hampering innovation.

Hulgård et al. (2008) is focusing on alternative jobs on special terms for socially disadvantaged. The research questions addressed are: What types of incentives work best when the aim is to ensure socially disadvantaged abusers and homeless people better living conditions and a dignified life? Does it change too much in the work ethic of the general society, if the employment conditions for drug addicts, homeless people and people with a combination of violent social and psychological problems are relaxed? The report builds on interviews with 23 experts. It explains some of the different types, barriers and possibilities for alternative occupation in different countries (including Denmark, Finland, Norway, Italy and the UK), such as work integration enterprises. It concludes by describing two dilemmas, a moral and a political-administrative dilemma. The moral dilemma is about the schism between doing something specific to certain groups without others having the same access to these services. The political-administrative dilemma is whether abusers, homeless people and others with big and heavy social problems for short or long periods will be able to claim salaries and social benefits at the same time. However, Hulgård et al. (2008) argue that it is an empirical fact that such arrangements already exist in practice. Some are described in the report. The efforts in the European countries exemplified in the report are primarily aimed at improving both the social incentives for work and corporate incentives to create jobs targeted at socially disadvantaged.

Kristensen (2012) explores the creation of a social innovation, Café Clare, a night café for women. The study investigated how the idea for this café emerged. The paper shows that it was a long-standing effort, where employees and managers in social services and organizations in the homeless area had more or less strategically made use of and negotiated opportunities for improved efforts for homeless women, including the café. The paper draws on research on social entrepreneurship, public innovation and commercial innovation. Social innovation is defined based on Mulgan as: “innovative activities and services that are motivated by the goal of meeting a social need that are predominantly diffused through organizations whose primary purpose are social” (Mulgan 2006:14). It is also defined as a “process involving the innovative use and combination of resources to pursue opportunities to

catalyse social change and/or address social needs” (Mair and Martí 2006:37). Social innovations must represent something new (radical or incremental) and generate social value. It is argued that social innovation processes are often characterized by adaptations and changes. In some processes, the goal is formulated in advance. In others, it is more diffuse. In relation to the creation of Café Klare, the shape and content of the café became concretized along the way.

Delica (2016) deals with cultural planning. Culture is not understood in a narrow sense as art, but as cultural resources in a broader sense. The paper focuses on the formation of library based community centres in disintegrated areas in Denmark as a social innovation. It intends to examine the actual work done in the community centres. It argues that ‘culturized planning’ can help develop disadvantaged urban areas. The paper is based on the cultural planning researcher Greg Young’s work who has developed a distinction between cultural planning and ‘culturized’ planning. Unlike cultural planning, the field of culturized planning is “... more likely to be community based and closely related to a civil and public culture that reflects international standards in terms of culture, diversity and human rights.” (Young 2008, p.77). “Planning of a culturized kind is usually undertaken by communities, governments and responsible NGOs, and has inclusive and ethical objectives in mind” (Young 2008, p.75). The paper also refers to Bianchini (2013) who emphasizes the transformative potential of thinking in territorial rather than sector-based initiatives. Innovation is understood as new cooperation areas between different sectors in relation to cultural production (Bianchini 2013, p.378). The aim is to map and mobilize cultural resources and strategically develop sites and locations. Moulert’s concept of ‘Integrated area development’ is also mentioned and his definition of social innovation is central to the article:

“... social innovation occurs when the mobilisation of social and institutional forces succeeds in bringing about the satisfaction of previously alienated human needs, the relative empowerment of previously silent or excluded social groups through the creation of new ‘capabilities’, and, ultimately, changes in the existing social – and power – relations towards a more inclusive and democratic governance system” (Martinelli, Moulaert and González, 2010, p.54).

The paper investigates projects funded by the 'Board of Libraries and Media' to establish citizen centres based on local libraries in vulnerable residential areas in Denmark. The initiative is based on previous experience with Gellerup Library, which had been developed into the Community Center Gellerup (CCG). The article analyses: 1) ways to work with needs orientation, 2) ways of using the citizen centres as cultural resources (as safe spaces) and finally 3) how the centres have worked across different policy areas and sectoral divisions. It is concluded that the development project ‘from library to citizen center’ can be seen as cultural planning with territorial aim and as an initiative that has a broad ambition to address non-fulfilled socio-cultural needs. It is then an expression of ‘culturized planning’ as it enables a practice that goes beyond sectoral divisions and geographically divided areas.

Lauritzen (2012) discusses social innovation in a municipal context. The report seeks to explain its potential for creating social and economic benefits. It describes how municipalities can help promote social innovation as an integral part of social action. The report seeks answers to the following issues: 1) why municipalities should be interested in social innovation; 2) what the role of the municipality can be in promoting social innovation. Social innovation is seen as a way to solve social challenges by

mobilizing unused resources in society to create new solutions to social challenges often across the public, private and third sectors. Social innovation is defined as "new solutions (products, services, models, markets, processes, etc.) that meet social needs while leading to new or improved features and partnerships and better utilization of assets and resources." Five characteristics must be present to count as social innovation (cf. also Damvad Danmark A/S 2012): newness, realization of the new, it should work, it should be meeting social needs (in integration, health, elderly care, isolation, vulnerability, employment, environment, crime, education, etc.), it should promote society's capacity for action. In addition, it is claimed that social innovation is often characterized by open and collaborative approaches, bottom-up approaches, co-production, joint efforts, better use of assets and resources, development of participants' resources, and the formation of new partnerships. Social innovation can be seen as an important supplement to other instruments, for example increase in public revenue, budget cuts and streamlining. Social innovation can potentially contribute to solve problems in areas that municipalities can no longer cover, it can lead to better solutions than the municipalities themselves can provide, and solutions that can reduce the need for increased public income, budget cuts or streamlining. Finally, the report provides a number of examples of social innovation.

## 6. Theme 4: Public-Private Innovation partnerships

Public sector innovation is about developing new products, processes or forms of work that create added value on the public bottom line (Moore, 1995 in Brogaard and Petersen 2014). A public-private innovation partnership is a development-oriented collaboration between public and private actors. The purpose of public-private innovation partnership is to innovate and develop public welfare services through new products, processes or by testing an existing solution in a new context (Groes et al., 2011 in Brogaard and Petersen (2014)). In addition, according to Brogaard and Petersen (2014) public-private innovation partnerships are often more development and collaboration-oriented than traditional supplier-buyer relations and puts knowledge sharing, common innovation and developing ideas into focus. Innovation partnership might lead to results and added value that would not otherwise have been realized. Brogaard and Petersen (2014) argue that compared to offerings that are more traditional or competitive procurement, where the private sector provider delivers a well-defined performance to the public sector, a public-private innovation partnership is often highlighted as a breach of this approach. Public-private innovation partnership in the Danish theoretical, empirical and grey literature is closer to partnerships than to supplier-buyer relationship. This section presents the Danish literature in this field.

Brogaard and Petersen (2014) aim to elucidate experiences with Public-private innovation partnership based on eight in-depth case studies across four core welfare areas: health, elderly, day care and education. The focus is on highlighting both the challenges and success criteria as well as the results and effects achieved in these collaborations. The eight cases were chosen according to two criteria. First, all eight innovation partnerships should have been completed by 2012. This criterion has enabled the authors to investigate the results and experiences of short and medium-term cooperation. Secondly, the cases had to ensure variation in experience. Therefore, cases with both good and less good experiences have been included, which has made it possible to elucidate factors that have



contributed to successful and less successful innovation collaborations. Data collection included 23 semi-structured interviews with a total of 26 public and private actors as well as publicly available documents and documents provided by the eight cases (Brogaard and Petersen 2014). The case evaluation has been conducted as a theory-based impact assessment (Brogaard and Petersen 2014). This involves the preparation of a program theory for the evaluation, which describes the (theoretically) expected connections between public-private innovation partnership, the mechanisms (in terms of key success criteria and challenges) affecting them and the expected results. In other words, a theory-based effect chain is used to identify which mechanisms can lead to the expected effects of a public-private innovation partnership. The individual cases and cross-sectional analysis have been then evaluated based on this theory. Brogaard and Petersen (2014) identify a number of success factors that have been central to implementing the partnerships and the realization of results and effects. These success factors include: criteria for identifying a clear problem to be solved; a commercial potential for the solution; trust and continuous communication rather than a formal cooperation contract. Successful innovation partnerships have early in the process clarified how the procurement rules had to be handled. Finally, most cases show that enthusiasts who can drive cooperation forward as well as mutual understanding of differences between public and private cultures and decision-making are key success factors in the evaluated partnerships.

Challenges and barriers instead include: a lack of clarification of possible risks in the cooperation, lack of clarity about the purpose of the project and a lack of expectation between the parties at the start of the cooperation. In addition, the analysis shows that limited technical skills and readiness as well as organizational support and engagement can present challenges in relation to implementation and goal achievement. Other barriers such as technical competencies relate primarily to the private party, while, for example, limited or swinging organizational support is a challenge especially for the public parties (Brogaard and Petersen 2014).

Finally, Brogaard and Petersen (2014) state that the evaluated public-private innovation partnerships cover different types of innovation, of which product innovation and process innovation have been the target in the cases investigated. The evaluation shows that in four cases the goal of the intended product innovation (in the form of an implementable version or prototype) has been achieved. In addition, there appears to be a close link between product and process innovation. However, the evaluation also shows that in several cases, it has not been possible to implement innovation in practice (Brogaard and Petersen 2014).

By zooming up in some of the issues of the above report, Brogaard (2015) argues that in continuation of recent public management trends such as New Public Management (NPM) and network management, the focus has been on cooperation and partnerships as part of broader development across public and private sectors (Brogaard, n.d.). In her article published in the Danish journal "*Politica*" she investigates the research question "What driving forces and barriers are essential for innovation in public-private innovation partnerships in the welfare sector?" (Brogaard 2015). The article examines the importance of exogenous, institutional and collaborative factors in public-private innovation partnerships in a comparative case study of four public-private innovation partnerships projects in the field of health and elderly in Denmark. The analysis shows that where innovation is achieved, barriers such as procurement rules are handled through management of cooperation and trust-based



relationships. The analysis also shows that institutional risk taking and support, trust and willingness to invest in a collaborative process based on common purpose have contributed to the development and implementation of new solutions.

Finally, the municipality of Copenhagen in 2011 (Københavns Kommune 2011) wrote a report on Public-Private Partnerships that served as a basis to define how to use Public-Private Partnerships as a concept and form of cooperation in a project called “Carbon 20”. In this project seven municipalities, two universities and the organization Local Government Denmark (KL) collaborated with 100 companies in order to reduce their greenhouse gas emissions. Cooperation between municipalities and companies took the form of PPP (Public-Private Partnership). Therefore, the report had the following purposes:

- To outline different interpretations of the concept of Public-Private Partnership (PPP)
- To describe the experiences that some of the project partners already had with types or elements of PPP
- To define how the Carbon 20 project could use PPP as a concept and form of cooperation

The report is based on qualitative empirical evidence including theoretical definitions of relevant PPPs, concrete cases and municipalities' experiences with partnerships and collaboration with the private sector.

The report concludes that the types of PPP to be used in the “Carbon 20” project differ from the current widespread Danish perception by not having a legally binding contractual element. The PPPs of the Carbon 20 project are based exclusively on voluntary cooperation between municipalities and companies and no funding is included as part of the partnership.

## **7. Concluding section: Public Service Innovation Networks for Social Innovation (PSINSIs) in the Danish grey literature.**

In the following we summarize some characteristics of the Danish theoretical, empirical and “grey” literature on national public service innovation networks for social innovation ( PSINSI) concerning what it is, what it is for, how it is organized, and what the results are. The section is structured as follows. First, we discuss which agents are involved in the PSINSIs, then we focus on the role played by the public agents, then the nature of the target innovation is discussed and finally the main sector concerned by the innovation in question is reviewed.

### **7.1. The types of agents involved in the network**

The Danish literature refers to at least four types of actors involved in the public service innovation networks for social innovation: public sector organizations, social enterprises, civic organizations including volunteers and private companies.

1) Most of the literature refers to the public sector as an important agent in such networks, see also below. With regard to the other three actors' roles there is more variation in the literature. We thus find that the literature has quite different starting points:

2) Part of the literature has a strong focus on social innovation and social economy/social enterprises. The role of social enterprises, their contribution to public value services, and the support structures and planning processes for social economy are investigated.

3) Another stream of literature gives attention to the role of civic network organizations (small/large) and volunteer groups (including “professional volunteers”) often with a focus on specific projects and particular service areas, such as projects with self-help groups, vulnerable families, handicapped or people with mental difficulties. In this literature, it is also examined how the public sector can support voluntary areas.

4) There is also literature that explores public-private partnerships/networks paying attention to good and less good experiences, and success criteria such as identifying a clear problem to be solved, a commercial potential for the solution, trust and continuous communication (Brogaard and Petersen 2014; Brogaard 2015).

5) A particular research tradition of ‘collaborative innovation’ has emerged in the Danish public administration literature which is reflected in the grey literature. It stresses collaboration between interdependent agents in solving complex problems as a driver of innovation. Public, private and social agents can be part of collaborative innovation efforts.

There is not much literature that directly addresses PSINSIs. Focus is on social innovation or public innovation rather than public service networks for social innovation. Two examples that come close are the territorial and ‘cultured’ planning approach (Delica 2012) and perhaps ‘collaborative innovation’ (Torfing et al. 2017), which may also focus on social innovation.

However, there is a basic understanding in the literature that innovation for public services should generate public and social value and requires specific processes of cooperation across many actors. How to mobilise civic (social) actors is seen as important in order to create effective and legitimate solutions. Further, this requires public support and facilitation in order to overcome barriers.

The literature also showshow the various actors can take varied roles in social innovation (Damvad Danmark A/S; Pedersen-Ulrich (2016). There are also examples that the Danish grey literature stresses innovation processes rather than innovation outcomes (see Delica 2016; Kristensen 2012). The innovation process is described as a combination of a planned process and an iterative, emergent, involving and mobilizing process. The process can be a goal in itself to mobilize social actors around development and innovation, thereby strengthening peoples’ social roles and social capital (Andersen et al. 2014). There is generally a strong focus on inclusion and participation in the community of vulnerable people, such as people with mental difficulties (Socialstyrelsen 2017). Several reports also point out that extensive relations between public sector and social sector has existed for a long time in Denmark (Andersen and Espersen 2017; Ibsen and Andersen 2016). A great variety of relations exist between the social sector and the public sector. Volunteers are involved in many different ways, however this may sometime rely on personal relations (Espersen and Olsen 2018). However, the social sector has recently beenmore strongly emphasized in policies for public innovation as a strategic actor in innovation processes and partnerships.

## 7.2. The role played by the public agent (the public administration)

The public sector can play at least four different roles: 1) as a co-producer of services (basically in control of the whole process from creation to delivery), 2) as a service development facilitator and support system (leaving more responsibility to civic actors in the creation and delivery of services), 3) as a complementary service provider (the civic actor provides services independent of, but complementary to public services). 4) Furthermore, the public sector can be a driving force for the involvement of social actors in innovation and development processes.

In the Danish literature that deals directly with 'samskabelse' and is based on public administration research, the public sector is considered to be a driving force and is most often seen as involved as a co-producer. The public sector is understood to have the initiative, make decisions, be responsible for implementation and often also to deliver the service. In the Danish literature on social enterprises, social entrepreneurship and civic organizations, this is opposite. Here, the starting point is social actors and opportunities for civil society actors to collaborate with and supplement public services, for example through the establishment of social enterprises, social networks and through the involvement of volunteers. The literature also analyses how the formation of social enterprises can be supported through public support, and how public support can help develop voluntary areas. The public sector's role can be to stimulate civic and social-economic involvement, to advise, facilitate or engage in collaboration with these actors in order to provide activities and services that complement public services.

The civic actors mobilised for social innovation in public services are described in two ways: as commercial entities (social enterprises) and as networks (including social movements and voluntary groups/people). Social enterprises are often described as based in a local context. The enterprise, such as a café for women, is part of a local micro-ecosystem. Networks may appear to have ambitions beyond the local level, for example cycling without age (delivering cycling trips for elderly) that is today a global effort ('Specialisterne' is another much cited example). It is characteristic of many of the examples given in literature that innovation processes and projects are locally rooted in the local micro-ecosystem.

## 7.3. The nature of the targeted innovation

Innovations described in the Danish literature can be characterized as service offerings aimed at supporting specific groups of vulnerable citizens towards living a dignified and meaningful life. The innovations that come from PSINSI can be located both in the public sector and in the civil sector. Although they often form part of a larger portfolio of public services, they often have the character of being local innovations that have the potential to inspire activities beyond the local level. Examples mentioned are the Nightravens (Lauritzen 2012), a local city area developed for care families and seniors, a cafe (Kristensen 2012), community centers around libraries (Delica 2016), various local projects for work integration, e.g. the Specialists (Hulgård et al. 2008), projects with crime prevention (Torfing et al., 2017) or projects like cycling without age for elderly care (Agger et al 2018). This means that many of the innovations arising through PSINSI are not universal public services, but solutions that occur locally in an organic context with local actors. Often volunteers are involved. They are determined

by the presence of critical actors and factors in the local contexts where they come to operate. Their role for public services more generally may be to inspire other similar activities in other places, which will also be anchored locally in microsystems.

The varied and scattered offers of social innovation for public services also raises the question of how the effects of PSINSI can be managed, maintained and especially measured. Agger et al (2018) and Torfing et al. (2017) both emphasize the need for both hard and soft ways of measuring effects. The effects measured should include, for example, whether the projects solve the policy problems they set out to solve, such as crime prevention.

#### **7.4. The main sector concerned by the innovation in question**

The literature focuses mainly on the implications for the civic and public sectors. There is less focus on the implications for the private sector. However, the issue of outsourcing to private companies and its implications, including risks and barriers, for public service has been highlighted in research reports (Brogaard and Petersen 2014). It has not been investigated how public-private networks can contribute to social innovation or what the implications are for private companies.

In most of the Danish literature describing networks for social innovation, the public sector is concerned directly and/or indirectly. Most notably in the public administration oriented literature, the services described are co-developed, co-produced and co-delivered by the public sector. However, the Danish literature also pays attention to services that are developed by social actors to complement public service. This means that the civic sector achieves a more important strategic role in public service delivery. There can be several reasons for stressing social innovation developed by social actors. It shows how social innovations created, produced and delivered by social actors can make an important contribution to welfare services. At the same time, this can make it easier for the public sector agents to streamline their own services and cut budget. Civil actors can contribute by supplementing or replacing public services (Agger and Tortzen 2015). Given that they have other obligations and experiences, civic actors can better interact with citizens and meet their needs on a daily basis. This can indirectly inform the legitimacy of public sector services during restructuring. In this way, social innovation does not represent a counterpart to, for example, efficiency improvements and increased budget control, but instead creates a space for this.

However, the up scaling of social innovations developed and delivered by civic actors may be a difficulty. For example, social enterprises are often described as stand-alone micro enterprises with a social profile visible only in a local area. They solve problems on the spot by using the available resources in an effective way. Yet their real contribution often remains local. Thus, it is often the single municipal sector, which is concerned by the social innovations.

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### 3. French National Scientific & « Grey » literature review

**H2020-SC6-CULT-COOP-2016-2017**  
**CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**FRENCH ACADEMIC AND GREY LITERATURE REVIEW ON  
PUBLIC SERVICE INNOVATION NETWORKS FOR SOCIAL  
INNOVATION (PSINSIS)**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	15/10/2019
<b>Author(s)</b>	Céline Merlin-Brogniart, University of Lille
<b>Document description</b>	This report provides a review of the French Academic and Grey Literature on national Public Service Innovation Networks for Social Innovation (PSINSIS)

## Executive Summary

The French literature report provides a review of the scientific and grey literature on Public Service Innovation Networks for Social Innovation (PSINSIs).

Public service has to be understood both as sectoral perspective (public services) or as a functional perspective (public service). These networks are flexible collaborative arrangements that aim to gather skills and assets between diverse partners, especially the third sector or citizens, to induce social innovation. These networks should not be confused with public-private partnerships (PPPs), which are generally focused on service production and not on innovation.

A review of the academic literature was carried out based on the French CAIRN database, and the grey literature has been identified from Google and websites dedicated to the modernisation of the State. 253 references were initially identified from the review. After further screening, 66 papers and reports have been selected.

These documents were reviewed and divided into four groups: 1) studies that examine the place of the co-production process as a characteristic of social innovation, 2) studies that analyse the modernisation of the state and their modes of governance, 3) studies that explore social innovation through a social entrepreneurship process, 4) studies that examine social innovation in the context of territorial innovation.

Within the first stream of research, definitions of social innovation are increasingly highlighting the collective of actors that is created in order to solve a social problem. They question the nature of the actors, the process leading to social innovation and the specificities of social innovation. They emphasise the collective, bottom-up and local nature of these innovations.

The second stream examines how social innovation networks are used as a complement or alternative channel to the public action. These authors analyse the forms of governance of these networks that aim to overcome the deficiencies of the public organisation. These authors insist on the sometimes instigated nature of the process that affects network performance. Sites dedicated to the modernisation of public action imagine new partnerships to provide a better quality of service to users.

The third stream focuses on the understanding of social entrepreneurship projects that lead to social innovation. They indicate the driving and autonomous role of social actors, in particular associations, and the importance of hybridisation of resources to allow social innovation projects to emerge.

The fourth stream on territorial innovation focuses on the role of social actors and their innovative practices in territorial restructurings and experiments. The territory is considered as the vector for the construction of collective identities. It allows the combination of various resources towards innovative and solidarity-based economic development projects.

The main findings of this review are the following:

Firstly, different types of actors are involved in these social networks: public actors, third sector actors, citizens and users, and sometimes private companies.

Secondly, the public actors (government, local authorities) appear to play a significant role in structuring or supporting these innovation networks. Depending on the networks, public actors have a role as funder, facilitator, co-producer, controller and assessor, a driving force, or a simple network partner.

Thirdly, social innovations are intended to meet the needs of vulnerable people, or to reduce costs on projects of collective interest. Innovations usually consist in local innovation and when they are reproduced, they have to be adapted to the specificities of other territories.

Fourthly, the main barriers highlighted are the financing of the project, and the economic model of innovation. The limited competences of local authorities are also cited as a barrier to projects. The support of the local authority, the existence of an experienced dedicated project manager, the support of citizens, the support of a technical engineer or a specialised association, increase the chances of success of the project. The 2003 constitutional revision, by allowing local authorities to make budgetary transfers, is also mentioned as a driver.

Finally, studies indicates that the dissemination process of these social innovations is specific because only a local adaptation of social innovation, taking into account the specificities of the territory, can be undertaken. To share experience, studies recommend to assess the territorial impacts of the experiment and to build value-creation criteria. As currently no unified definition of social innovation networks exists, a better understanding of these social innovation networks could help to improve the diffusion of these social innovations.

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## 1. Introduction

On the basis of a review of the literature and of an empirical work carried out within two European funded projects<sup>1</sup>, Desmarchelier *et al.* (2018) indicated that traditional innovation networks can be enriched by other types of networks more focused on services and in particular, public services. These networks were designated as “Public-Private Innovation Networks in Services” (PPINs), “Public Service Innovation Networks (PSINs)” and “Public Service Innovation Networks for Social Innovation (PSINSIs)”.

The objective of the work-package 6 (Structural transformations: public-private innovation networks and social innovation in public services’) of the H2020 research project Co-VAL’ (‘Understanding value co-creation in public services for transforming European public administrations) is to analyse the “Public Service Innovation Networks for Social Innovation (PSINSIs)” mentioned above. This report provides a review of the *French* scientific and grey literature on Public Service Innovation Networks for Social Innovation (PSINSIs).

These networks bring into play a variable number of public and private agents, especially citizens, who collaborate to co-produce a social innovation. In this research, we considered both spontaneously appearing networks, as well as networks created at the instigation of a public actor, within a more or less imposed framework.

In these networks, the participation of public actors in the creation of social innovation was considered in a broad sense. In other words, public actors can instigate the social innovation project and mobilise private or third sector actors. Public actors can intervene in the project as stakeholders (facilitator, co-producer, or funder) without being the direct initiators. Social innovation with a public service objective can also be carried out by a network of private or/and third sector actors, without the direct intervention of public actors. We exclude from this analysis PSINSIs associated with Living labs insofar as a work-package is dedicated to these networks. It should be noted that a part of these living labs may have been more informal networks at their inception, less visible and therefore may have constituted PSINSIs.

The report is structured as follows. First, we describe the method used in the literature review. Then we describe the identified literature divided into four themes. Finally, we provide a conclusion.

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<sup>1</sup> ServPPIN (The Contribution of Public and Private Services to European Growth and Welfare, and the Role of Public-Private Innovation Networks, 7<sup>th</sup> Framework Programme) is a research project focusing on the role of public and private services in growth and welfare and the particular role of public-private innovation networks (PPINs) and COVAL (ongoing project).

## 2. Methodology

A review of the academic literature was carried out, based on the CAIRN database<sup>2</sup>, and the PRISMA method (Mohrer *et al.*, 2009). We selected the CAIRN database<sup>3</sup> as it is the most extensive database of French-language publications. The publications recorded are usually available from the first issue of 2001 to the last issue published online, in full text. The majority of the papers recorded is published by French authors. This database includes publications by Belgian authors, notably Walloon studies, as well as studies by French-speaking Canadians. The following search streams were used on the full text of the publication: ["innovation network" AND "social innovation"]; ["collaborative innovation" AND "social innovation"], ["innovation partnership" AND "social innovation"], ["cooperation" AND "social innovation"]. The search was limited to articles, books and book chapters published in French version over the period 2001-2018<sup>4</sup>. The term "cooperation" related to innovation is problematic in French because, unlike in English, "innovation cooperation" ("*coopération en matière d'innovation*") cannot be indicated as a reduced keyword. We therefore narrowed the search by adding the term "public services". 253 references were initially identified from this review. Screening the titles, abstracts and keywords of the publications recorded, and the full text when the abstract was coherent with our objectives, made it possible to exclude a certain number of articles, in particular the duplicates and the publications addressing the social innovation issue but not social innovation networks, or in a marginal way. The results related to the stream "*innovation networks*" and "*cooperation*" are included in this study. Regarding the stream "*innovation partnership*", the only article recorded that falls within the scope of the "*innovation partnership*" does not correspond to the focus of our study. Studies related to the stream "*collaborative innovation*" are also quite far from PSINSI networks, but one general result has been integrated in this report.

The Grey literature has been identified from Google and the websites dedicated to the modernisation of the State. These websites are the Interministerial Directorate of Public Transformation website (DITP)<sup>5</sup> and the General Secretariat for the Modernisation of Public Action (SGMAP) website, which is described as "*Fabrique du progrès public*" (Public Progress Factory), and which supports the government in transforming administrations and modernising public services. This website offers publications and guidelines. Specifically, two publications caught our attention because of their link to innovation: The Oural Report (2015) on territorial innovation. It includes 10 case studies of territorial innovation. The second publication concerns public innovation laboratories implemented under the Future Investment Programme (PIA). These laboratories are managed by the decentralised services of the State (*e.g.* regional directorates or general secretariat for regional affairs). Their objective is to

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<sup>2</sup> We also tried the keyword with the SCOPUS and Web of Science databases based on the French abstracts of the articles but it became obvious that these articles were not numerous enough to produce a satisfactory additional result.

<sup>3</sup> Cairn is an Internet portal launched in 2005 at the initiative of four publishing companies, Belin, De Boeck, La Découverte and Érès. The *Bibliothèque Nationale de France* joined Cairn in 2006, then the Presses Universitaires de France (PUF) in 2014. It now includes more than 150 publishers (private, public and non-profit), which constitutes more than 200,000 journal articles and more than 5,000 books at this time.

<sup>4</sup> The search period is related to the characteristic of the database which lists the articles over this period.

<sup>5</sup> <http://www.modernisation.gouv.fr/mots-cle/ditp>



create inter-administration territorial innovation networks. The objective of this report is to evaluate the functioning of twelve public innovation laboratories that operate according to the third-place model. This second study is more closely related to Fablabs. The DITP (<http://www.modernisation.gouv.fr/mots-cle/ditp>) currently manages five major programmes: *Action publique 2022* (Public Action 2022); *Carte blanche, Futurs Publics*<sup>6</sup> (which brings together all persons and organisations involved in public innovation. These programmes support public officials in the conduct of pioneering projects. As the first community of public innovators, it implements agile methods for designing public action), *Les ateliers citoyens* (citizen workshops, participatory democracy), and *Les laboratoires d'innovations territoriales* (territorial innovation laboratories) which we have already mentioned. Many of the programmes followed by DITP and SGMAP concern digital integration. This academic and grey literature review resulted in the selection of 66 relevant references. These references were grouped into four major themes developed in the following sections.

### 3. THEME 1: Social innovation and co-production processes

Definitions of social innovation increasingly emphasise the collective of actors that is created in order to solve a social problem, and the co-production process. In this literature review, the most frequently cited definition is the one suggested by Camil Bouchard (1999, p.2), for whom social innovation is defined as "*any new approach, practice, or intervention, or any new product developed to improve a situation or solve a social problem and having found a receptive audience at an institutional, organisation or community level*". Authors of this stream of research indicate that the variety of actors constitutes a determinant of these social innovation networks. Among these actors, the user can play a significant role, especially in the process of emergence of these innovations. Thus, these collaborative networks can include the populations concerned by the actions undertaken (Sabel, 1996; Rousselle, 2013). For Lallemand (2001), the active participation of users is even essential to qualify these innovations as social. It leads to the recognition of new forms of expertise such as expertise through use (Callon *et al.*, 2001), or collective production (Goux-Baudiment *et al.*, 2001, Louvet, 2005, Rocci, Dejoux, 2010). Thus, the success of public policies depends on the mobilisation and cooperation of a plurality of actors, whether they are beneficiaries of the actions, civil society actors, or from the business world (Enjolras, 2010).

According to Gallois *et al.* (2016), social innovation networks can be built in three configurations in which the state, the market and the community interact. In the first configuration, the market is neglecting unprofitable activities, and the State or communities therefore assume these activities. The second configuration of action appears when the market is too present and the State intervenes to change this situation. In the third configuration, communities mobilise both public and market resources to produce specific activities. Some innovation networks aim to enable users, who are usually forced to be passive, to be actors in their own project. This is the case of the method of a long-term unemployment project, called "Zero long-term unemployed territory" (TZCLD), where the unemployed are invited to join a project management team in order to create their own jobs, depending on the needs of the territory (Valentin, De Virville, 2017). Thus, an essential characteristic of social innovation

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<sup>6</sup> <http://www.modernisation.gouv.fr/nos-actions/communautes/futurs-publics-innover-pour-moderniser-action-publique>

is the process implemented by stakeholders (Cloutier, 2003) and in particular the creation of a hybrid form. According to Harrisson, Vincent, Rollin (2008), the most complete hybrid form of the spirit of social innovation is partnership. It allows convergence between the market, the State and civil society.

In France, the more recent definitions focus on the process leading to social innovation (Bourque *et al.*, 2007, Richez-Battesti, Vallade (2009) and its implementation (Sabel, 1996; Hillier *et al.*, 2004; Louvet *et al.*, 2013; Gallois *et al.* 2016). Bourque *et al.* (2007) have tried to provide a more operational definition than Bouchard's, by insisting on the local nature of the solution, and more importantly, on the process of creating innovation. This process is the result of a co-construction involving various local actors. Richez-Battesti *et al.* (2012, p. 22) refers to "*localised innovation system*", in the meaning of "*organising cooperation between actors in a given territory*". Among the processes of institutional change, the emphasis is on the bottom-up collective process (Besançon, 2015). According to Besançon (2013), social innovation is participatory and territorialised. It emerged from a hybridisation of resources as well as from the cooperation of diversified actors. The production processes in question are often local and give importance to informal practices and a diversity of actors (Djellal, Gallouj, 2012, 2018). To ensure its sustainability, social innovation must have demonstrated its effectiveness and must have been institutionalised by social actors (Degavre, Nyssens, 2008). Thus, it is not the market that legitimises innovation but the actors concerned by it. Richez-Battesti, Vallade (2009) highlight the particularity of social initiatives. These initiatives are not necessarily the result of new ideas, but rather of a different conception. These authors insist that the innovation process must be the result of new relationships or collaborations.

#### **4. THEME 2: Networks to modernise a deficient state and to change modes of governance**

A part of the literature on social innovation networks examines how social innovation networks are used as a complement or alternative channel to those usually mobilised by public action to achieve its objectives (Harrisson, Boucher, 2011, Camus, 2014, Loncle, 2005, Enjolras, 2005, 2010, Fraise *et al.*, 2008, Richez-Battesti *et al.*, 2012). This approach is taking place in a context of resource reduction and crisis. The government is looking for solutions to continue to deliver public services while reducing its costs. In addition, the government is seeking to transfer some of its ill-administered missions to the social economy (Harrisson, Boucher, 2011). Indeed, the organisation of public administrations is not always adapted to meet current issues. Historically, public administrations have been organised vertically around a function (*e.g.* labour, housing, health, etc.) and not around a problem (*e.g.* social exclusion). This organisation reduces the interactions between these functions. As the integration of these functions is reduced, the ability to act on cross-functional issues is limited (Enjolras 2010). This organisation has led to fragmentations. For example, in the field of old-age dependency, institutional, organisational and clinical fragmentation have serious consequences for the health pathways of elderly people (Somme *et al.*, 2014, Trouvé, Somme 2012, Bloch *et al.*, 2011). In the field of health, the authors insist on the very objective of cooperative networks, which is to find innovative solutions for both economic (rationalizing the offer) and organisational (organising the health system) reasons by involving new actors at different territorial and social scales (putting the user at the heart of the health system) (Aubry, 2007, Bonnin Grémy, 2004, Dupré C 1998, Zafiropoulou 2013).

This approach was first developed in the context of the New Public Management paradigm. In this context, experiments involving the public and the private actor, such as public-private partnerships, have mainly been promoted (Richez Battesti *et al.*, 2012). But other paradigms have also emerged, such as community based management (Gallois *et al.*, 2016). According to Besançon (2013), social innovation is part of an actualised, co-constructed form of governance that promotes the empowerment of private (especially non-profit) organisations. This empowerment can be encouraged by the State (vertical governance) or emerge from networks of actors (such as beneficiaries, employees, local actors...) who cooperate, coordinate and govern themselves (horizontal governance) (Enjolras 2010). The public authorities can initiate this networking of actors. Whatever the social purpose, innovation networks can be a way of overcoming problems of organisation in public administrations. Through horizontal governance, networked actors are able to cooperate, coordinate and govern themselves (Petrella, Richez-Battesti, 2010). Thus, social innovations are established to complement a deficient or non-existent supply in order to meet needs that are not sufficiently satisfied by the State or the market, which suggests "spaces for innovation" (Richez-Battesti, Vallade, 2009, p.45). According to Louvet *et al.* (2013, p.3), social innovation is considered "as a driving force for a redefinition of power relations in the sense of a deepening of the so-called "bottom-up" logics, by which the production of policies by institutions has to compete with a more collaborative and inclusive production from people coming from the different interest groups constituting society, to the benefit of a more empowered civil society and a more empowered citizen"». This modernisation of the State through social innovation and the search for partnership is not specific to France. These same developments are highlighted in the Francophone literature, particularly by *the Centre de Recherche sur l'Innovation Sociale* (CRISES) in Canada (Gagnon, Klein, 1991 ; Klein, Lesvêque, 2009 ; Klein *et al.*, 2009).

Many sites indicate this reflection of the public administration, such as the portal for the modernisation of public action; and in particular the « Future Users » network, which insists not only on innovative projects but also on the partnership approach: "Future Users (network) strive to create and animate an ecosystem conducive to public innovation, without hesitating to use experts from outside the administration. Because modernising public action also means accepting that the State and administrations cannot do everything alone, and (means) imagining partnerships that make it possible to provide a better service to the user, without denying the missions and values of public service". The report prepared by "Futurs Publics" (2017) recommends avoiding the compartmentalisation of structures and methods by hybridising different disciplines, public and private organisations and professions, in order to simplify access for users of public services. It also recommends co-producing solutions by involving the plurality of stakeholders (agents, users, associations, researchers, companies, experts) using collective intelligence.

These approaches are being implemented through experiments such as the 27th region<sup>7</sup>: "The 27th Region is carrying out "research-action" programmes aimed at testing new methods of innovation with public actors. It is committed to multidisciplinary by involving skills from design and creative conception, social sciences (ethnography, fieldwork sociology, participant observation) or amateur practices (do-it-yourself, popular education, etc.). The common feature of these approaches is that they

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<sup>7</sup> The 27th Region is a French association created in 2008.

focus on the experience of users, agents and citizens as a starting point for questioning public policies". Thus, social innovation is at the "top of the political agenda" (Louvet *et al.*, 2013). At a European level, programmes such as EQUAL and PROGRESS, relating to social cohesion and social innovation, promote the creation of collaborative networks. The objective is to explore new modes of governance (Richez-Battesti *et al.*, 2012). The EQUAL programme encourages the creation of innovative bottom-up networks. The partnership governance mode must allow the sharing of project responsibilities between stakeholders in order to minimise the pyramid management model. Transnational cooperation with another EQUAL project in other EU countries is encouraged. The PROGRESS programme seeks to exchange know-how, innovative approaches and good practices between the European Union countries.

Some authors insist that the government imposes some developments and in particular the creation of networks of actors (Petrella, Richez-Battesti, 2010, Gallois *et al.*, 2016). In particular, local authorities are increasingly being encouraged by governments to mobilise territorial or social economy actors in order to bring about "social innovations". When the constitution of these networks is the result of an injunction from the public authorities, the processes generated and the results are affected: the incentive and allocative efficiency of the market prevails and short-term objectives are given priority (Gallois *et al.*, 2016). This undermines participatory and civil society dynamics (Petrella, Richez-Battesti 2010, Marival *et al.*, 2012, Gallois *et al.*, 2016). For example, the government uses instruments to put providers in competition with each other under the supervision of local public authorities (cooperation logic between actors in the same territory, multiplication of public service delegation procedures), which hinder coordination dynamics. The actors "are supposed to coordinate themselves around a common objective while competing on different calls for tenders" (Petrella-Richez, 2010, p.67). For example, the government may have forced the third sector to find solutions that are incompatible with the modes of governance and rules established by these networks (*e.g.* no opportunity to consult all members due to lack of time; transition from a subsidy logic to a project logic (Gallois *et al.* 2016)). The use of stakeholder networks in a New Public Management strategy leads to the restriction of the innovative solutions found by stakeholders linked to Community-based development (Gallois *et al.*, 2016, Richez-Battesti *et al.*, 2012). This approach weakens institutional proximity, and accentuates organisational proximity. In other words, the types of organisations of these activities are less important because the status is no longer discriminatory in the provision of social services of general interest. In several social areas, such as early childhood, several forms of governance are juxtaposed: a vertical and top-down state governance, in which the government seeks to involve an increasing diversity of non-institutional actors, with a horizontal governance driven by the civil society. The civil society can organise itself and influence public policies (Fraisie *et al.*, 2008, Petrella, Richez-Battesti 2010). However, these two types of partnerships do not work well on a daily basis. When the public authorities initiate it, non-institutional actors hardly participate and are not always integrated into public funding, beyond project-specific funding.

## 5. THEME 3: Social entrepreneurship and social innovation networks

Other articles have focused on the understanding of social entrepreneurship projects that lead to social innovation. In the French literature, this concept is close to the social and solidarity economy (Richez-

Battesti, 2012). These articles address the issue of the importance of social entrepreneurship in social innovation networks. In this literature, many studies indicate the driving and autonomous role of social actors and in particular associations (Klein, Lévesque 2009; Gallois, *et al.* 2016, Richez-Battesti *et al.*, 2012). Richez-Battesti *et al.* (2012) analyse organisations that are involved in social innovation. This research indicates that associations are positioned in both the market and the State's action fields. Indeed, the resources of associations come from membership fees, activity revenues and public subsidies. The hybridisation of the three types of resources is a feature of the third sector based on solidarity (Laville, Nyssens, 2001; Gallois *et al.*, 2016).

Other authors highlight the multiplicity of actors' strategies and the use of a variety of innovative mechanisms due to the cooperation of a large number of actors, including social entrepreneurs (Ailenei *et al.*, 2007). The resulting social economy structures are less vulnerable to competition from the private sector as well as from the public sector.

The participation of private actors can be crucial to ensure the proper functioning of innovation networks, especially when they represent an essential link in the chain of actors in the network, for example in health networks (Zafiropoulou 2013). The common action of public institutions such as the regional council and entrepreneurship actors -such as cooperative companies networks, or companies from the social and solidarity economy<sup>8</sup>- allows social innovation projects to emerge. The diversity of these stakeholders engaged in entrepreneurial activities makes it possible to create relational assets<sup>9</sup> (Richez-Battesti, Vallade 2009, 2012).

A study on entrepreneurial processes in the field of the social and solidarity economy (SSE) funded under measure 10B (which finances innovative micro-projects) of the ESF (European Social Fund), shows that entrepreneurial processes are complex "because of the diversity of interactions that are established between actors, and because of the various forms of grouping between people and organisational structures involved in the deployment of the innovation" (Schieb-Bienfait *et al.*, 2009, p. 31). These entrepreneurial projects are established in a context of partnerships within a collective system of variable geometry. This group of actors will support the entire development process of the innovative project (Schieb-Bienfait *et al.*, 2009 p. 36). Stakeholder participation in the project is one of the distinctive criteria of social entrepreneurship. The actors supporting these projects (*e.g.* financiers, banks, foundations, local authorities) have special relationships with this type of company (Draperi, 2010). In this type of project, it is difficult to trace the emergence process since the original decision to create or develop the project in the Social and Solidarity Economy most often appears as a collective decision (Schieb-Bienfait *et al.*, 2009). The European EMES network (emergence of social enterprises) is trying to build a model of social innovation that differs from American concepts, integrating economic, social and governance structure indicators (Richez-Battesti *et al.*, 2012). It gives great importance to the multi-stakeholder participatory dynamic and the citizens' initiative.

In the context of social entrepreneurship, innovation projects may focus on very specific supply - "niches" targeting a demand that is difficult to meet- but these projects do not belong to the market in

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<sup>8</sup> *e.g.* Companies from the CRESS network (social and solidarity economy Chamber).

<sup>9</sup> According to these authors, relational assets combine resources, actors and networks ("relational fundamentals"), which complement and interact with physical fundamentals (related to geographical proximity).



the sense that they do not produce marketable goods and services that are solvent. Finally, entrepreneurs are aware of certain failures of the State and social institutions but also of the failures of their own organisations to meet certain needs (Schieb-Bienfait *et al.*, 2009, p.32).

## 6. THEME 4: Territorial innovation

An important research axis of the literature discussing the existence of social innovation networks comes from the literature dedicated to territorial innovation (Richez-Battesti, Vallade, 2009, Durance, 2011a, 2011b, CGET, 2017). This literature focuses on the role of social actors and their innovative practices in territorial restructurings and territorial experiments (Klein, Fontan, 2004, Moulaert *et al.*, 2005, Klein, 2009, Frigoli, 2004, Hillier, Moulaert, Nussbauer, 2004, Souchard *et al.*, 2013); as well as on the creation process of identities and collective patrimony ("*patrimoine collectif*") used in common goods (Klein, 1992, Gallois *et al.*, 2016).

Such networks can be found in the field of urban planning. These networks can give rise to more formal constructions such as *Territorial Economic Cooperation Poles* created by Social and Solidarity Economy firms. These projects are socially or technologically innovative, and promote sustainable local development. The emergence of social networks and in particular the relationships between local firms, the social actors of a territory, and the local political authorities allow new forms of territoriality. Indeed, if social innovation is not necessarily innovative in terms of results, it can be innovative through new relationships resulting from territorial collective dynamics (Richez-Battesti, Vallade, 2009; Rousselle, 2013).

The specificities of the territory often determine the configuration of actors wishing to be involved in local projects (Bonnin, Grémy 2004). The territory is regarded as a force that allows the convergence of civil society actors, as well as other resources of the territory towards innovative and solidarity-based economic development projects (Gallois *et al.*, 2016). The territory is considered as the vector for the construction of collective identities that allow the realisation of social links between individuals where the market fails to coordinate them (Gingras, 2004). Hillier *et al.* (2004) define social innovation as a local, bottom-up, and non-governmental initiative. Social innovation aims to fulfil human needs. Social innovation is also inclusive. "*Social innovation is intimately linked to the social, institutional and material conditions in which it takes place*" (p. 150). Thus, social innovations are strongly rooted in the territory from which they have emerged. They are part of the collective dynamics that require partnership-based governance", (Richez-Battesti, 2008). Hillier *et al.* (2004) describe the development as a '*territorially integrated development*'. Collective action is not limited to the participation of public authorities (Petrella, Richez-Battesti 2010). Networking of actors working together on economic and social development projects in a territory takes several forms (Gallois *et al.*, 2016, Enjolras, 2010). It gives rise to new governance patterns. In particular, with the disengagement of the State, the issue of governance reflects a shift in attention from the ways in which public organisations operate to greater attention to networks of actors (Enjolras, 2010).

In these studies, the authors highlight the positive social consequences that the network has on a given territory. Through a new way of operating, the network contributes to the resolution of economic and

social problems in a given territory (Cloutier, 2003). Through the combination of public and market resources, the social economy makes it possible to form a community with its own resources. It favours a representation of social innovation as a formation of "collective patrimony" (Gallois *et al.* 2016, p. 380). It is through the "hybridisation of multiple resources (public, market resources, community training) that collective patrimony are assembled and constituted and will represent common goods for actors" (Gallois *et al.*, 2016 p368).

The partnership and collaborative relationships proposed by private actors (companies, capital), public actors (national, regional or municipal government agencies) and social actors (cooperatives, third sectors, community-based organisations) are driven by the recognition of a shared territorial identity (Klein 1992). This creation of a common patrimony promotes the sustainability of experimentation (Gallois *et al.*, 2016). These territorial social innovation projects are sought by public actors. They are part of good territorial practices: "*It seems essential that all Regions include social innovation in their Regional Innovation Strategies (SRI), (and) that they extend research funding to the human and social sciences*" (Beauvais, in Avise, 2012).

Territorial innovation dedicated to the city is part of local authorities' policies. These approaches are based on new value systems such as the notion of frugal cities (Haëntjens, 2011) and cities in transition (Hopkins, 2010). They are based on new economic models in which city actors (local authorities, planners, developers, companies, civil society, researchers) co-produce and cooperate with the inhabitants of the territory to find integrated solutions, public-private partnerships and users, with a territorial embedding. It concerns participatory housing (ZAC de l'Union in Roubaix-Tourcoing-Wattrelos), shared mobility (car sharing, bicycle sharing, carpooling, information), etc. In these approaches, municipalities and intermunicipalities play an integrating role as they possess planning and economic development skills. In this context, co-production with the inhabitants and users of the territory is very far upstream, it is part of institutional innovation (public-private user partnership, project mode management) (Lipovac, Boutonné, 2014). In this text, social innovation is defined as a conjunction between product innovation (improvement of well-being) and multi-stakeholder process innovation (upheaval of a social order, redeployment of power relations). These characteristics differentiate social innovation from service innovation (improvements in mobility systems).

The concept of *Territorial Poles of Economic Cooperation* (TECP) was formalised in 2010 following the analysis of existing practices of grouping of actors. These groups include local authorities seeking to develop economic and social cooperation: "*The territorial poles of economic cooperation are constituted by the grouping in the same territory of social and solidarity economy companies, within the meaning of Article 1 of this law, which joins forces with enterprises, in conjunction with local authorities and their groupings, research centres, higher education and research establishments, training organisations or any other natural or legal person, to implement a common and continuous strategy of mutualisation, cooperation or partnership at the service of innovative economic and social projects, socially or technologically, and carrying sustainable local development.*"<sup>10</sup> This concept of TCEP is part of the Social and Solidarity Economy Act adopted at the end of July 2014. These clusters include associations, cooperatives, local authorities, traditional companies, universities, etc., whose field of

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<sup>10</sup> Art. 9 law n°2014-856 related to the Social and Solidarity Economy.



activity is adapted to their local context: eco-activities, employment and securing professional careers, food and sustainable agriculture. Some of them constitute social innovation networks. This external broadening of stakeholders makes it possible to mobilise resources and develop relational services (Richez-Battesti, Malo, 2012).

Hillier *et al.* (2004) recommends the encouragement of social innovation at different territorial scales. This is also reflected in the grey literature. The report "*Innovation in power ! For a reinvented public action in the interest of the Territories*" (Oural, 2015) describes territorial innovation mechanisms in France. It is based on ten key territorial innovations. This report defines territorial innovation as a new solution (or a solution transferred to a new context) to a problem and/or a need identified collectively in a territory, with the purpose of improving well-being and achieving a sustainable local development (p. 7). This process would allow us to "do better with less". This report recommends that public authorities strengthen their role as facilitators of local dynamics by promoting the establishment, within each territory, of a process of co-production of public services with relevant private or associative actors. This co-production especially concerns the participation of citizens in an institutionalised framework (creation of new mechanisms for co-construction and co-design of policies with citizens). Social innovation linked to territorial innovation is attached to the emergence of new forms of solidarity, local commitment and cooperation (new redistribution, construction of social links) through the development of social and solidarity-based entrepreneurship.

## **7. Concluding section: Public Service Innovation Networks for Social Innovation (PSINSIs) in the French Scientific and Grey literature.**

In this concluding section, we summarise key elements from the scientific and "grey" literature review on PSINSIs. These documents provide us with information on the type of actors who are involved in the network, on the social innovation topics that are targeted, and include indication on the innovation process. The section is organised as follows. First, we discuss which agents are involved in the networks, with a focus on public actors, then we present the fields in which the networks are being implemented, then we review the drivers, barriers and diffusion process that is reported in the literature.

### **7.1. The nature of agents involved in the network**

The French literature refers to different types of actors involved in public service innovation networks aiming at social innovation: public actors, third sector actors, the role of citizen and users, and private actors.

- All themes of the literature review stresses that public actors (the government, local authorities, town halls, public service providers, etc.) are often involved in social innovation networks (the following section examines the types of involvement).

- The literature has a strong focus on the contribution of the third sector to the implementation of initiatives and value creation: the actors identified are the associations and the volunteers of these associations. The studies indicate that the public actor gradually transfers some of its missions to the third sector. Indeed, the redefinition of the balance of power in the direction of "bottom-up" logics is analysed by the studies. Thus, a number of the studies on innovation networks focus on social entrepreneurship and the social and solidarity economy. Actors of the social economy or third sector have a leading role in the initiatives.
- Citizens and users: The studies resulting from the social innovation stream (theme1), or from the modernisation of the State (theme 2), emphasise the importance of the user's role in the process of emergence of social innovation and its acceptance, and recommend the user's integration among stakeholders. Reports giving examples of social innovation networks suggest the renewal of participatory democracy. If citizens' mobilisation leads to social networks and if citizens are involved in spaces such as living labs, third-location, co-working space, their participation is not yet sufficient (e.g. 27 region, 2015, Oural report). If articles related to the search stream "*collaborative innovation*" are quite far from PSINSI networks, they provide an explanation; they establish the fact that it is difficult to integrate the citizen/user into innovation projects. The use of online citizen participation at the local level is in its infancy, and currently citizens are often represented by professionals rather than actually present in experiments aimed at improving public services (particularly in the "27th region"). In the health field, it is difficult to integrate them. Citizens are more likely integrated in living labs and third-location (which is not the subject of this literature review). According to the *collaborative innovation* stream, when citizens are present as contributors to the development of the service, innovation is more intense but often based on classic (rather incremental) principles.
- Private companies, as well as private professionals, are generally not mentioned as initiator of social innovation networks, however, some private actors are part of the chain of services provided to the user (for example in the user health pathway). The literature mentions the fact that the presence of these actors may be important for the functioning of some networks (as service providers or funders).

## 7.2. A public actor often involved

In the French literature and due to the French context, public actors are often involved in social innovation networks. Depending on the purpose of these networks, there are significant differences in terms of formalisation and control of these innovation networks by the government. When social innovation concerns traditional areas of State interest, such as health or unemployment, the State (or a public actor) often intervenes as funder of the experiment, at least in the initial stages. Even if the network's initiative comes from the third sector, projects may require legislation to be developed and therefore, the intervention of a public actor. In addition, the lack of funding from third sector (or civil society actors) may explain the need for public funding.

The public actor may also be a facilitator or co-producer of the service. The stream of territorial innovation emphasises the role of territorial communities (such as the town hall) as facilitators of the

social network (in the provision of public spaces or facilities, in mobilising actors on a daily basis, their involvement as trusted third-parties,...). The public actor helps structuring or supporting the multi-stakeholder innovation networks.

The public actor encourages the emergence of social innovation networks, as illustrated by public modernisation websites. Public actors intervene from the very start, in the creation of networks, by encouraging actors to get them grouped together. However, this encouragement is perceived differently in the literature. The literature on territorial innovation (theme 4) and on social innovation (theme 1) emphasises the importance of encouraging local multi-stakeholder networks. The stream of state modernisation (theme 2) indicates that this encouragement may be an injunction (for example, when the initiatives of these networks are placed in competition with private initiatives, or juxtaposed with other forms of governance). In this context, the results in terms of innovation appear to be less convincing. The literature dedicated to social entrepreneurship and SSE (theme 3) has an intermediate position.

The public actor can therefore have a role as funder, facilitator, co-producer, controller and evaluator, he can be at the initiative of the network or as a driving force, or he can be a simple network partners. The services offered by innovation networks can also be complementary to those offered by public actors, and some social innovation networks also operate without public actors.

### 7.3. The nature of the targeted innovation

The majority of the examples of social innovation networks are described by the grey literature, few cases are mentioned by the scientific literature.

Social innovations are intended to meet the needs of vulnerable people or to reduce costs on projects of collective interest. The examples mentioned are the creation of a forest cabin; *Voisin Malin*, which is a network of neighbours who act as an interface between marginalised inhabitants and local services (social landlords, municipalities or certain for-public service networks companies), the creation of third places promoting the initiation of projects. Many examples are linked to professional insertion (the *Zero long-term Unemployed Territory* (TZCLD), initiated by the association ATD quart monde (Valentin, De Virville, 2017) ; a solidarity garage, a recycling centre (Besançon, 2015), networks relating to the skills of workers (Gianfaldoni, 2012, Gallois *et al.*, 2016) and disabled workers (Amoureux, Mazereau, 2015). Other studies refer to networks of actors related to digital technology and its appropriation by citizens (Briand, 2013), to an educational network (*Môm'Artre*) (Bucolo *et al.*, 2014), or to the health and medico-social field (Bloch *et al.*, 2011).

These innovations usually consist in local innovation, linked to a particular context. Some projects are inspired by other innovation networks, or network federations (recycling for example). These networks or experiments are often intended to be reproduced later and adapted to the specificities of other territories. Some of these solutions are initiated by a third sector actor, or a public actor with a strong personality, who allows the experiences to be quickly set up.

## 7.4. Drivers and Barriers

The scientific literature provides some information on the determinants and barriers experienced by social innovation networks. The stream of literature from the state modernisation (Theme2) argues that the New Public Management, by promoting/focusing on the establishment of specific forms of partnerships, such as public-private partnerships, has neglected innovative initiatives resulting from third-sector networks.

The empirical part of grey literature (especially the 2015 Oural report) points out a number of barriers and drivers in the context of experiments. The main barriers highlighted are financing and the economic model of innovation. Access to traditional institutional mechanisms to support innovation is limited because of the status of project leaders (small associations, citizens, social entrepreneurs) and the type of innovation (social innovation is under-funded compared to technological innovation, still few standards integrate it). The resources of local authorities are also limited. The reports also underline the lack of information sharing and dissemination on successful experiences. The limited competences of local authorities are also cited as barriers to projects. Crowdfunding, territorial funds, collective interest cooperative societies, the legal structure of the Social and Solidarity Economy allowing to bring together various shareholders while guaranteeing the maintenance of an objective of general interest, are recommended to overcome these barriers.

Conversely, the city's support of a project is indicated as a factor that increases the chances of success of the project. Local authorities make public buildings available, give political legitimacy, and can take a leadership role or a role of trusted third party in the financing of projects. Trusted relationships, interpersonal relationships, shared general interest objectives, the existence of an experienced dedicated project manager, the support of citizens, the support of a technical engineer or a specialised association, are the main drivers mentioned in this report. A driver specific to the French context is also identified: the 2003 constitutional revision on the right of local and regional authorities to experiment is a significant step towards the establishment of a social innovation network. This law allows the community to make budgetary transfers. However, this procedure is complex to be implemented insofar as, in order to allow this experimentation on a particular project, the adoption of a second law is required.

## 7.5. Towards the dissemination of social innovations from social innovation networks

The process of disseminating social innovation is specific because it cannot be assessed on the basis of the market. It involves learning practices, reciprocity and the transmission of knowledge. It is not the whole social innovation that is disseminated but an adaptation of this innovation to the territory in which it attempts to be established, with the specificities of the actors of this territory (Besançon, 2015,

Richez-Battesti, 2008). Thus, sharing experience between networks seems essential for the dissemination of social innovations in other local territories.

Public actors and sometimes associative structures are helping the dissemination of social innovation by creating Third Places or social innovation incubators (see Oural, Richez-Battesti Vallade 2009). The public actor, through the selection of practices and the financing of certain (technological or non-technological) innovation networks, contributes to the process of selection. This selection may lead to neglect social innovation networks (Besançon, 2015). The 2017 Cget report highlights the importance of networks in the diffusion of social innovation. According to this report, the diffusion of an innovation through public action can take different forms depending on the relationship that projects leaders wish to maintain with the public actor. When innovation leaders seek to modernise public action or propose alternative systems, they seem to tend to refuse the intervention of public actor to diffuse the social innovation, while innovation leaders with a palliative logic accept more easily that the public actor promotes the social innovation.

To diffuse these social innovations, it is necessary to communicate on these networks and evaluate their mechanisms. Performance evaluation helps to convince sceptical stakeholders, and is useful for project implementation. The grey literature on territorial innovation underlines the importance of assessing territorial impacts with value-creation criteria. An assessment of local needs also provides a better qualification of the demand in order to generate an innovative solution. The issue of performance (in a broad sense) of these networks, and their evaluation is one of the topics relatively unexplored by the studies. The studies highlight the importance of territorial embedment, they highlight the impact of the public actor on the quality of innovation, but they do not establish an evaluation of the performance of the networks mentioned, nor do they identify the externalities generated by these networks at a territorial or national level. Regarding the co-creation of value, the territorial dynamics already existing, which might help the development of the network, or the impact of the status of actors on social innovation, are not strongly highlighted. The obstacles encountered in building innovation networks, and above all, in consolidating the network, are not well covered.

The diffusion of social innovations created by these networks also requires a better understanding of this social expression of the innovation network. But the literature review reveals that currently, there is no unified definition of social innovation networks. Many articles analysing innovation networks refer to the definition of social innovation derived from Camil Bouchard's work. However, these articles insist on the process of network creation, based on partnership dynamics, as well as the importance of the territorial embedment of these social innovation networks. Many studies highlight the impacts of social innovation networks on the territory. Innovation networks are established within a territory in order to mobilise the heterogeneous actors and resources of the territory. These innovation networks are based on cooperation and collective learning inside or outside the network. In return, social innovations are strongly influenced by the territory in which they emerge. These territorially-based social innovation projects are targeted by territorial public actors. They form the basis of the current good territorial practices.

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## 4. Hungarian National Scientific & « Grey » literature review

**H2020-SC6-CULT-COOP-2016-2017**  
**CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**Hungarian academic and grey literature review on public service innovation networks for social innovation (PSINSIs)**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	15/10/2019
<b>Author(s)</b>	Éva Révész, Corvinus University of Budapest
<b>Document description</b>	This article is a review of the Hungarian Academic and Grey Literature on Public Service Innovation Networks for Social Innovation (PSINSIs)

## Executive Summary

The Hungarian literature report provides a review of the scientific and grey literature on Public Service Innovation Networks for Social Innovation (PSINSIs). It is carried out within the Workpackage 6 of the H2020 research project Co-VAL' ('Understanding value co-creation in public services for transforming European public administrations).

A review of the academic literature was carried out based on the Hungarian MATARKA database, and the Grey literature has been identified from Google Scholar and university websites. 45 references were initially identified from the review. After further screening, 18 articles, papers and reports have been selected.

These documents were divided into three groups: 1) studies that examine social innovation in rural development, 2) studies that analyze social innovation through a social entrepreneurship process, and 3) studies that focuses on digital solutions in social innovations.

The first stream of the Hungarian literature on social innovation networks examines how social innovations and social innovation networks are used in rural / regional development processes. This literature focuses on the role of social actors and their innovative initiatives and practices in regional development of rural and/or peripheral areas.

The second stream focuses on the understanding of social entrepreneurship projects that lead to social innovation. The first group of literature in this review examines the role of digital technology in social innovations.

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## 1. Introduction

This report is carried out within the Workpackage 6 (Structural transformations: public-private innovation networks and social innovation in public services') of the H2020 research project Co-VAL' ('Understanding value co-creation in public services for transforming European public administrations). The objective of this report is to provide a review of the Hungarian literature on collaborative arrangements aiming to produce innovation in public service and that focus on social innovation (PSINSIs).

The study was developed to gain insights on the social innovation network concept, and to gain an overview of the Hungarian literature that deals specifically with social innovation networks in public service contexts.

The report is structured as follows. First, we describe the method used for the literature review. Then we present the identified literature divided into three themes (chapters).

## 2. Methodology

A review of the academic literature was carried out based on the MATARKA database, which is a searchable database of the contents of Hungarian journals. The Grey literature has been identified from Google Scholar limited to the .hu domain and university websites.

The following search words have been used in Hungarian language: "társadalmi innováció" (=social innovation), "innovációs hálózat" (=innovation network), "együttműködés" (=cooperation), "partnerség" (=partnership). The search streams were used as follows:

- "social innovation"
- "partnership" AND "social innovation"
- "innovation network" AND "social innovation"
- "cooperation" AND "social innovation"

45 references were identified from this literature review, and after further screening some articles and other documents were excluded (e.g. duplicates), and at the end of this process 18 articles and papers were selected for review.

## 3. THEME 1: Social innovation and rural development

A significant part of the Hungarian literature on social innovation networks examines how social innovations and social innovation networks are used in rural / regional development processes. This literature focuses on the role of social actors and their innovative initiatives and practices in regional development of rural and/or peripheral areas (Csizmadia, 2008; Czipczer, Bordás, & Murányi, 2015; Fazekas, 2007; Karajz & Kis-Orloczki, 2019; Katonáné Kovács, Varga, & Nemes, 2016; Kocziszky, Veresné Somosi, & Balaton, 2017; Nemes & Varga, 2014; Paczári, 2018; Pankucsi, 2015; Szörényiné Kukorelli, 2015; Varga, 2017a, 2017b).

There are **two approaches of rural development**: central and local approach. Central approach means typically a top-down development process in which the state or its “central agent” tries to preserve and develop various values (cultural, natural, community) that still exist in rural areas as public goods through restrictions and public funds. Ideally, this type of development is based on long-term strategies and supported by an established institutional framework. Local approach of rural development means the aspirations of people living in the countryside to improve their environment, economy and their life chance. All of this is based on an in-depth (though often tacit-level) knowledge of the local context, available resources, and social networks. So the local subsystem is very rich in information and practical knowledge, but almost deficient in resources, often short-sighted. The good functioning of rural development requires the integration of the two approaches, which requires multilevel governance with intensive vertical and horizontal communication. In Hungary the lack of integration is accompanied by a low level of trust in institutions and willingness to cooperate. The most disadvantaged areas also suffer from a lack of knowledge and capacity. The social and economic conditions that could be the basis for development may be missing (Nemes & Varga, 2014).

Positive examples are generally bottom-up programs based on collaboration where internal and external resources, knowledge, networks need to be found. Concepts of social innovation and social innovation networks provide a strong foundation to analyze rural development programs (Fazekas, 2007; Kozma, 2018).

**Rural innovation** is defined as the introduction of something new (a novel change) to economic or social life in rural areas, which adds new economic or social value to rural life (Szörényiné Kukorelli, 2015). Two groups of rural innovations can be distinguished by their direction:

- Innovation in the countryside: Innovations stem from the characteristics of rural areas, are created locally and can be mobilized locally. In this case social innovations are strongly rooted in the territory from which they have emerged.
- Innovations penetrating the countryside: Their origin is linked to centers (urban areas, cities), their rural appearance is a result of an adaptation process.

Most of studies examined are **case analysis**, which focuses on **the drivers and barriers of rural development in disadvantaged areas**. Positive examples drew attention to the role of "local heroes" (e.g. mayors, civil activists) (Czipczer et al., 2015; Szörényiné Kukorelli, 2015), and to the role of local organizations specializing in development (e.g. local action groups in LEADER program) (Katonáné Kovács et al., 2016; Nemes & Varga, 2014).

A special innovation in the rural space can be the so called “**traditiovations**”. This concept is identified and described in which practices and techniques, deriving from historical or past traditional knowledge, show their capability to operate as innovators, despite their apparently obsolete and out-of-date features (Cannarella & Piccioni, 2011; Szörényiné Kukorelli, 2015).

Some authors examine together the role of **social innovation and social learning** in rural development. Understanding social and community learning processes is key to the analysis of spread and development of social innovations (Nemes & Varga, 2014). One of the crucial questions of managing

social innovation is to connect vertically separated networks while securing their autonomy and ability to resist and being resilience (Kozma, 2018).

Some studies examine the participation of local governments and **new governance models, patterns** in social innovation networks. The new municipal model is open, consultative, cooperative opposed to the “traditional” concept of local government, which is autonomous in its decision-making, isolated in its organization and control (Varga, 2017b, 2017a).

#### 4. THEME 2: The role of social entrepreneurship in social innovation networks

Some articles focus on the understanding of social entrepreneurship projects that lead to social innovation. These studies emphasize the importance of social entrepreneurship in social innovation networks (Czipczer et al., 2015; Huszák, 2018; Szörényiné Kukorelli, 2015; Szűcsné Markovits & Sasvári, 2015).

“Social enterprises and social cooperatives are the institutional forms of social innovation in which a sense of community and social commitment meets economic activity.” (Szörényiné Kukorelli, 2015, p. 106). Social enterprises can be interpreted as **change agent**, these organizations not only recognize shortcomings, but also try to respond to them in an innovative way, generating social added value. Social enterprises work on issues that neither the market nor the state can solve or “see” (Huszák, 2018).

Some studies examine the **impact of social enterprises** in social innovation networks. The main results of a social farm operating in a segregated settlements are the follows (Czipczer et al., 2015):

- The social farm program contributes to improving the quality of life (including health).
- There are also environmental impacts of the activities linked to the program.
- Employment rate has increased.
- Community building effect: the program gives a sense of belonging to a community that creates emotional security.
- The inhabitants of the settlement recognize that the land is a value.

Studies identified the **main hindering factors** related to social entrepreneurship in Hungary. Social enterprises are enthusiastic organisations that exist to solve social or environmental challenges, but often lack of competences to achieve their goals in an effective and sustainable manner. In many cases they have only limited access to financial resources in Hungary (Huszák, 2018; Szűcsné Markovits & Sasvári, 2015).

## 5. THEME 3: Social innovation and the role of digital technologies

With the rapid proliferation of inexpensive, easy-to-use digital tools such as the Internet, social media and smartphone applications, a new way of delivering social innovation has become possible. The use of infocommunication tools further strengthens many existing social innovations while creating new ones. Barriers to social innovation in terms of communication and reaching target groups can be reduced.

**Digital social innovation** (DTI) is an increasingly widely used term. DTI is innovation that seeks to respond to current social and environmental challenges through the use of digital technologies. One of the keys to the success of DTI projects is the involvement of citizens. Where the level of citizen involvement is low, as in Hungary, it is much more difficult to make this breakthrough and make digital social innovation a "mainstream" (Nagy, 2019).

Other studies summarize the social challenges of **aging societies** with a special focus on the role of technology (Kenesei et al., 2019; Michalkó et al., 2018). The use of infocommunication tools (Internet, social media, smart phones) is now widespread among the elderly people in Hungary and can provide them significant help in establishing and maintaining social relationships. Smart technologies allow remote care of elderly people (smart home solutions) and regular medical monitoring.

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## 5. Norwegian National Scientific & « Grey » literature review



**H2020-SC6-CULT-COOP-2018-2019**  
**CULT-COOP-11-2018-2019**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**Norwegian Theoretical, Empirical and Grey Literature on Public Service Innovation Networks for Social Innovation (PSINSI)**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Work package</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	May 2019
<b>Author(s)</b>	Siv Magnussen, The Inland Norway University of Applied Sciences Rolf Rønning, The Inland Norway University of Applied Sciences
<b>Document description</b>	Literature review of Norwegian theoretical, empirical and “grey” literature on national public service innovation networks for social innovation (PSINSI).

## Executive Summary

This report reviews Norwegian theoretical, empirical and “grey” literature about Public Service Innovation Networks for Social Innovation (PSINSI). In total, our search identified 150 publications, but in line with the inclusion criteria, only 15 publications are included in this report. Our first observation is therefore that the subject of the PSINSI has only been marginally examined in Norway.

However, the publications analyzed provide an overview of (1) the theoretical conceptualization, (2) the types, (3) the goals, (4) the antecedents (barriers and drivers) and (5) the outcomes of the Norwegian PSINSI`s in the period from 2012-2019.

In most of the publications, the themes of co-creation, social innovation, social entrepreneurship and collaboration are used as the theoretical/conceptual foundation. This is as expected, partly because in recent years these concepts have become prominent in both policy and research, and partly because these terms among others were used as search words. Regarding types of PSINSI`s, we found most collaboration efforts between the public sector and third sector/social entrepreneurs. The inclusion of private business as participants is rarer. An interesting PSINSI in that field is cooperation between the public sector and football clubs. Increased user satisfaction is the most frequently mentioned goal in the PSINSI`s analysis. When it comes to empirical antecedents, many barriers are mentioned in respect of cooperation with the public sector. Significant barriers include structural and governance framework conditions in the public sector as well as the lack of knowledge and time pressure among the participants. Drivers seem to be active participation from all the actors involved. In the report, we have defined outcomes as the substantive results of the PSINSI efforts. Using this definition, an interesting finding is that very few of the publications have any clear outcomes to report. Mostly we found descriptions of the process and recommendations for further work. Hence, the main conclusion in this report is that more studies are needed in the Norwegian context. So far, expectations for the effects of collaboration are greater than the empirical evidence that can substantiate the claim of positive effects.

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## 1. Introduction

This report is part of the H2020 research project “Understanding value co-creation in public services for transforming European public administrations – Co-VAL”. It contributes to the empirical analysis of WP6 on “Structural transformations: public-private innovation networks and social innovation in public services”.

The aim of this report is to provide a review of Norwegian theoretical, empirical and “grey” literature about Public Service Innovation Networks (PSIN`s), focusing on social innovation. These networks are also called Public Service Innovation Networks for Social Innovation (PSINSI`s). In line with our Danish colleagues, we interpret public service *“in a broad sense both as specific service functions produced or co-produced by public-sector agents, as well as – more broadly – tasks that can be developed and carried out by other actors”* (Scupola & Fuglsang 2018).

Regarding the term “Public Service Innovation Networks for Social Innovation”, we have excluded intra-organizational networks with only public actors, because we interpret the intention of the PSINSI` as to include non-public actors such as social entrepreneurs, private firms and volunteers.

This report thus provides a comprehensive overview of how Public Service Innovation Networks for Social Innovation have been studied by addressing (1) the conceptualization of the PSINSI (2) types of PSINSI`s (3) goals of the PSINSI`s, (4) antecedents in PSINSI`s processes and (5) outcomes of the PSINSI`s.<sup>1</sup>

The demand for welfare services is growing, not least because of an ageing population, while public resources are limited. Collaborative innovations are introduced as one way of handling this dilemma; other actors can take on some of the public tasks and may even perform these in a better way than the public sector (Hartley, Sørensen & Torfing 2013). In addition, complex issues, often termed “wicked problems”, challenge traditional ways of working and solving problems in the public sector. In response to these challenges, collaborative innovations associated with New Public Governance have been regarded recently as the way to achieve public service innovations. Politicians, scholars and practitioners have become increasingly interested in innovation based on the assumption that the active participation of a wide range of actors with their innovation assets, both intangible and tangible, will increase the quantity and quality of innovations (Bommert 2010). However, what is known about such innovation networks in the public sector? What topics have been addressed in the innovation studies to date, and what can be added to the current methodological state of the art when it comes to public service innovation network for social innovation (PSINSI) in Norway?

In a previously completed literature study on innovation in the field of public-private cooperation for municipal service development (MIRID), the conclusion was that very few studies have been carried out on public-private innovation at municipal level (Fuglsang, Hulgård & Langergaard 2015, (unpublished))

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<sup>1</sup> This model is inspired by a systematic review carried out by De Vries et. al (2016). In addition, we have used the review of our Danish partners as an inspiration (Scupola & Fuglsang 2018).

<sup>2</sup>. 'Private' here is taken to mean profit and non-profit organizations. (Fuglsang, Hulgård & Langergaard 2015). In another part of MIRID, the task was to conduct five case studies where the municipalities in the county cooperated with private actors in delivering services to the inhabitants. It was difficult to find five such cases. Nevertheless, we believe that the subject of the PSINSI is barely touched upon in the literature. In the present report we found only 15 publications that fit into our definition of the PSINSI.

The report is structured as follows. First, we describe the method used in the literature review. Then we categorize the identified literature under the five themes described above. Finally, we provide a closing discussion.

## 2. Method

The documents reviewed in this report have been retrieved through Oria. Oria is an overall discovery tool/search engine that allows you to search the material found at most Norwegian academic research libraries (books, reports, articles, magazines, music, movies and online resources etc.). The search was conducted in the period between 19 February and 1 March 2019.

In addition we have carried out spot checks by searching for literature about public-private innovation on several relevant Norwegian websites (e.g. <https://www.ks.no>, <https://www.regjeringen.no>) and on Google without finding publications that matched our inclusion criteria.

### 2.1. Eligibility criteria

In reporting the systematic review, we followed the widely used 'Preferred Reporting Items for Systematic Reviews and Meta-Analyses' (PRISMA, see online appendix).

Studies from our original searches were included in the review if they met all of the following inclusion criteria:

**Field:** Since the intention is to carry out a review of Norwegian studies in the field of the PSINSI, we had to give a clearer definition of PSINISIs. We decided that studies should include networks consisting of collaboration between public services and private actors (e.g. technology providers) and/or voluntary organizations (both on an organizational and individual level) and /or social entrepreneurs.

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<sup>2</sup> This literature review was a part of the research project Municipal Innovation Research for Institutional Development (MIRID) at Lillehammer University College. The research objective of the project was to increase the knowledge base on innovation in the field of public-private cooperation for municipal service development. Closely related to the object of the project – to increase the knowledge base on public-private cooperation for municipal service development – the specific aim of this report was to describe the state of the art within the area of “municipal public-private innovation studies, especially Nordic studies”.

**Topic:** In order to capture a sufficiently broad scope of publications, we used the following search strings:

- *samskap\* OR "samarbeidsdrevet innovasjon" OR "sosial innovasjon" OR samproduksjon*
- *co-creation OR co-production OR co-management OR co-governance OR "social innovation"*

**Study design:** In conducting the search, we looked for Norwegian theoretical, empirical and grey literature. We define grey literature (sometimes called "fugitive" literature) as material which is not formally or commercially published, but produced by e.g. government departments or agencies, international agencies, local authorities, academic institutions, professional or scholarly associations, think tanks, charities, non-profit organizations, companies and other organizations. (<https://libguides.rgu.ac.uk/greyliterature>).

**Year of publication:** Studies were retrieved that were published in the period from 1979 to 2019.

**Language:** Publications written in English and Norwegian were considered.

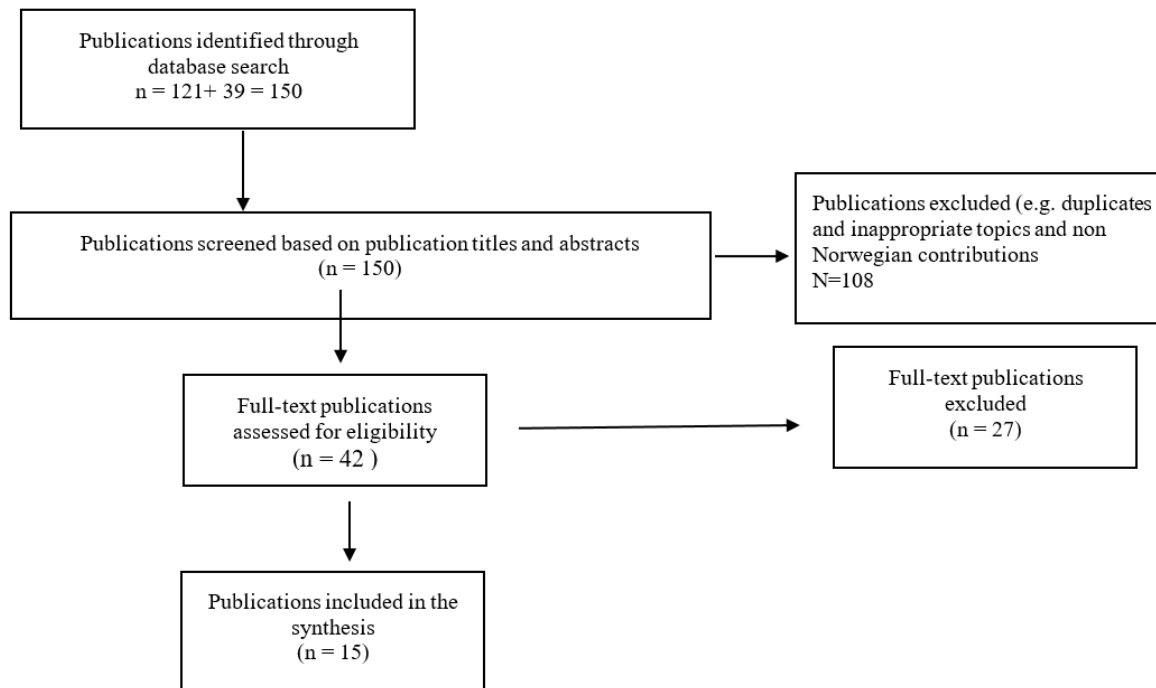
**Publication status:** In respect of the inclusion of "grey literature", our review consists of both Norwegian reports and master theses that have not been peer reviewed as well as peer reviewed Norwegian literature.

## 2.2. Study selection

In total, our search identified 150 publications (Figure 1). First, we screened the publications by scanning the abstracts and titles. Duplicates were removed and we checked if all our inclusion criteria (e.g. topic, language and nationality) were met. Second, we screened the literature by reading the full abstract and/or the full text. Here, we excluded further studies mainly because they did not include networks focusing on cooperation between public and non-public actors. This was not always clear from the abstract, so the full paper had to be read. In this phase we found that quite a number of studies were in the field of intra-organizational collaboration and collaboration between users, their next of kin and frontline employees representing one specific sector of public services.

For each paper included in the study, we devised a form where we described the author(s), publication year, title, kind of literature (theoretical, empirical or "grey"), and the five themes 1) the conceptualization of the PSINSI (2) types of PSINSI (3) the goals of the PSINSI, (4) antecedents in the PSINSI process and (5) outcomes of the PSINSI.

Figure 1 Prisma flow diagram



### 2.3. Methodological reflections

All literature reviews will have limitations. We are aware of the potential limitation caused by performing a systematic search only in Oria. An extension of the search string by combining the words “co-creation/co-production, social innovation and co-management with our thematic social fields, such as elderly, minorities, urban issues etc., would have resulted in more findings. But the crucial limitation in the Norwegian setting is that there should be cooperation between public and private actors. Moreover, we know from other sources that this is still the bottleneck for including studies.

The authors are the professional leaders of the National innovation school for the municipalities (where more than 60 Norwegian municipalities have participated). We have a close cooperation with the Norwegian Association of Local and Regional Authorities, the municipal employers’ organization in Norway, and access to their information streams. In addition, participation at the yearly national innovation conference for the municipalities (*Fremtidens kommuner* – “Municipalities for the future”) over the last five years indicates that little has been achieved as yet in the field of public-private innovation in Norway. Seen in combination with the literature review already performed in the MIRID-project, this makes us confident that additional searches would not have added many new publications to the list. In the Nordic countries, the state is the dominant provider of welfare services and the results of the Danish review are in line with our results.



### 3. Results of the literature review

The publications included in the systematic review consist of 12 reports and one master thesis, i.e. “Grey literature”. In addition to this grey literature, two book chapters are included in the material. The analysis in this report is based on 15 publications altogether. A remarkable finding is that we did not find any scientific articles on the PSINSI, and only two chapters in academic books. It is also worth mentioning that half of the reports are published by scholars engaged by, or related to SESAM, a regionally-based, internationally competitive knowledge and research centre at the University of South-Eastern Norway.

The synthesized results of all the publications identified show that the number of studies focusing on the field of co-creation/co-production, social entrepreneurs, and social innovation has increased rapidly in recent years. All publications selected for full reading (apart from one book published in 2002) were published between 2010 and 2019. Totally 26 of the publications were published between 2016 and 2019. However, four books registered in 2019 were not yet published.

All the publications included in this report (apart from two reports published in 2012 and one report published in 2013) were published between 2017 and 2019.

#### 3.1. Conceptualizing/theoretical frame

Almost all publications on the PSINSIs included in this report use “samskaping” (co-creation/coproduction) social innovation, social entrepreneurs and collaboration as the theoretical/conceptual foundation. While some scholars build their study on co-creation, others conceptualize their studies by connecting the themes together, because the concepts have some common features.

According to Kobro et. al (2017: 12) all the themes:

- Represent different ways of creating more robust, sustainable, and accurate solutions to identified complex social problems.
- Emphasize that social service users, and other civil society residents, are important and equal contributors to welfare solutions, with the potential to create democratic value.
- Refer to phenomena where boundaries between private businesses, the public sector and civil society are becoming increasingly fluid.
- Aim to create new solutions across established organizational boundaries and dividing lines

As Kobro et. al (2017) underlines, the different themes also have some differences which influence the focus in the PSINSI literature. In two of the publications included in this review other terms of cooperation are also used. Rønning (2013) uses the term “co-operation” as a theoretical foundation for

cooperation between public services and volunteers in elderly care. In Higdem et. al (2019) the concept “innovations commons” is used. The authors are inspired by Ostrom’s identification of factors that stimulate the managing of common resources.

In the following section, we elaborate how the terms “Samskaping” “Social entrepreneurs”, “Social innovation”, “Co-operation” and “Innovation commons” are defined in the publications.

### 3.1.1. “Samskaping” (co-creation/co-production) and collaborative innovation

“Samskaping” is presented as a concept with positive connotations in the Norwegian public debate today as well as in the Norwegian literature about public service innovation networks for social innovation.

With reference to the White Paper: *Morgendagens omsorg* (Care for the future) (Meld. St. no. 29 (2012–2013)), Lundgaard Andersen et. al. (2018) and Kobro et. al. (2018) describe co-creation as having: *An innovative potential to renew the structures and change the quality and content of the services. Many challenges, such as environmental questions, crime, social and health problems, cannot be solved by the state alone. This has created a demand to trigger other social forces in society and to develop approaches to municipal service production where persons who are directly affected by a service can be directly involved in the design and implementation of it.*

Building on Guribye (2016), Disch (2019) describes co-created services as different from traditional municipal services in terms of design, content, structures and resource allocation. Co-creation address specific needs and relationships of individuals and communities, and requires interaction, participation and joint problem solving between users, relatives, first-line employees and experts. Disch (2019:14) depicts co-creation as a tool for bringing different actors together in the organization and development of products and services.

Eimhjellen and Loga (2017) write that the term “co-production” has its roots in the public sector while the term “co-creation” has its roots in the private sector, where it signifies user-driven innovation. The authors describe co-creation/co-production as theoretical concepts, suggesting that welfare production should not only take place in the public sector, but in cooperation with non-public actors from the voluntary sector and/or from industry. Thus, co-creation refers to the potential of non-public actors, such as non-profit organizations, volunteers, citizens, consumers or commercial companies, to contribute to the welfare production in cooperation with the public sector. In the analyses, the authors use Pedersen-Ulrich (2016) typology of different forms of “co-creation”. Eimhjellen and Loga’s (2017) analyses show that in most of the cases, municipal actors had taken initiative to co-creation (60%), while in about one third of the cases, the initiative was taken by volunteers (33%). In terms of purpose and content of the collaborative projects, the survey shows that in a few cases, the volunteers had the power to define this with input from the municipality (7%). In very few cases, also the municipality alone could control the definition (4 %) or the volunteers were alone to control the definition (2%). Co-creation is therefore, according to Eimhjellen and Loga (2017), a suitable description of how municipalities and voluntary actors cooperate on the definition of content

and purpose in collaborative projects. However, the authors also write that more specific facilitating forms of co-creation appear to be limited. When it comes to the management of the collaboration process, most cases also show that the municipality and volunteers develop actions together (55%). Nevertheless, the municipality had the steering control to a greater extent, but with input from volunteers (31%). Volunteers managed input from the municipality in only a few cases (7%) or had the manager position alone (5%). Simultaneously there were also few cases where municipal actors had the main manager responsibility (2%).

Eimhjellen and Loga (2017) conclude that few Norwegian examples of public-voluntary cooperation are presented directly as co-creation models despite the fact that the term “co-creation” is increasingly used in public and municipal action plans. Although the term is not very widespread in the theoretical understanding of cross-sectoral cooperation, the authors argue that co-creation takes place in various forms between municipalities and voluntary actors in Norway. This can be linked to strong Norwegian established traditions and conditions for cooperation.

Quite often the term “collaborative innovation” is used in connection with the concept of co-creation/co-production. Kobro (2019:8) writes in his English summary of a study of street football for drug abusers that *“this is an example of collaborative innovation”*, and further that *“this field of new, original cooperation, crossing both horizontal and vertical structures in the welfare state, is characterized as “samskaping” in Norwegian; “samskabing” in a Danish context, co-creation and co-production (among other labels) in England.*

Collaborative innovation is a concept developed by Danish political scientists (Torfing 2016), and widely used in Norway. Collaborative innovation refers to public sector innovations that are mobilized through the interaction and engagement of various stakeholders and organizations across the public, private and voluntary sectors (Hartley, Sørensen, & Torfing, 2013; Sørensen & Torfing, 2011; Torfing, 2016). The goal of the collaboration is to create new services, solutions and processes in order to solve complex problems.

In the literature reviewed in this report, none of the scholars refer to these Danish authors. Nor do they use the term “samarbeidsdrevet” innovation. An even more interesting finding is that several publications do not provide a definition of the term, and in fact only three of seven publications provide a definition.

### 3.1.2. Social entrepreneurs and social innovation

The concepts of social entrepreneurs and social innovation represent a third basic framework found on the PSINSI. Here, the focus is on civil society actors and their roles in solving societal problems through social innovation. The literature discusses what social innovation is and the connection to social entrepreneurs as well as how social innovation (included social entrepreneurs, their role, their contributions and their distinctive features) can become more visible and better organized. Focus is also directed to how social innovation contributes to public service innovation, who the actors are and the antecedents in the PSINSI process.

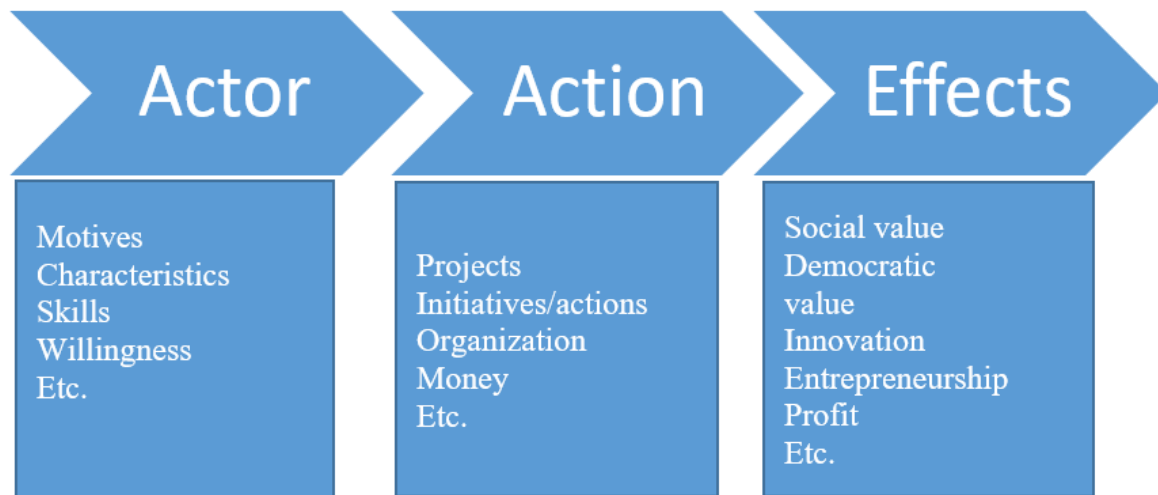
Gustavsen and Kobro (2012) claim that a fundamental characteristic of social entrepreneurs is that they are innovative and genuine in their actions and activities. They argue that there are a number of actors in the current market who may not meet these requirements, since they neither represent social enterprises whose goal is to create social value nor is innovation a requirement. The market for social entrepreneurs is constituted by society and by different target groups' needs for new and better solutions. The absence of an established "market" gives a number of challenges in relation to financing, and access to customers and partners. At the same time, a specific challenge for social entrepreneurs in Norway is that the individual Norwegian Labour and Welfare Administration (NAV) office or municipality has little financial freedom to buy services that are not put out to tender. In addition, there is no established culture nor encouragement to buy services from social entrepreneurs.

According to Gustavsen and Kobro (2012), there are Norwegian scholars that claim that there are no social entrepreneurs in Norway. Other will say that we can find hundreds. It depends on the definition. There is no complete overview of these kinds of activities in the field of practice, neither in Norway and Scandinavia, nor in the rest of Europe. One reason may be that academic interest in this area is relatively new, and the same applies to researchers.

However, Gustavsen and Kobro (2012) provide what they call a "pragmatic understanding of the phenomenon". They describe social entrepreneurship as an activity performed in special ways to solve defined social problems. The term "social entrepreneur" is perceived as a label applied to individuals who are conducting the work called social entrepreneurship or the organizations these people create. Social innovations denote the result (in best case) social entrepreneurs create by performing social entrepreneurship.

The main structure of a pragmatic understanding of the phenomenon of social entrepreneurship is that some people take action in certain ways using various organizational models, and this action creates effects that lead to change. If such change shall be defined as entrepreneurial, it must be an innovative element. To illustrate this conceptual understanding, Gustavsen and Kobro (2012) provide a figure (Figure2):

Figure 2 Pragmatic understanding of the phenomenon (Gustavsen, Kobro, 2012)



The figure shows that studies and descriptions of social entrepreneurship in the Norwegian context can be based on the three interconnected perspectives: The entrepreneur's motives or intent, the actions of the entrepreneurs, i.e. their working methods, or the effect of the effort in the form of innovations.

According to Skog Hansen et. al. (2013:23), "Social innovation and social entrepreneurship are basically about developing new services, activities, ways of collaboration, and organizations, and are aimed at finding solutions for social needs, and to create social values. Social innovations take place both within and across traditional borders between state, market and civil society" (authors' translation).

We found that the publications generally conclude that social entrepreneurship can make an important contribution to the further development of the welfare state. However, there is no scientifically agreed sustainable understanding of what social entrepreneurship is, what distinguishes it from other social enterprises or how it can be systematically used to fulfill needs in the public services. This means, among other things, that so far it is not possible to give any satisfactory overview of contributors (Gustavsen & Kobro 2012) and contributions in Norway today.

In her master thesis about how social entrepreneurs interact with their clients, Skjelberg (2018) concludes that social entrepreneurship does function as a bridge builder and hybrid in spite of different welfare regimes (A liberal and a social-democratic model (Esping- Andersen 1990)). A combination of giving the participants influence and meaningful tasks, and a feeling of coping and affiliation seems to have health promotion effects. However, one barrier mentioned in several of the publications is that the hybrid role of social entrepreneurs is challenging when it comes to remuneration in spite of different welfare regimes. The following quote illustrates some of this frustration "We don't really feel at home anywhere! - Not in the bureaucracy, not in the money business sector or in volunteerism" (Kobro et. al 2017: 16 (authors' translation)).

### 3.1.3. Innovation Commons

One of the articles is about “innovations commons” (Higdem et. al. 2019). This is defined as a geographical territory where the actors collect, develop, and distribute different types of resources in a way that make them common for the actors within the territory and available for creating new ideas and innovations (p. 158).

### 3.1.4. Co-operation

In the publications included, we find that in recent literature, terms like co-creation, social entrepreneurship and social innovation and innovation commons are all used to describe co-operation between different actors. In our sample, four publications focus directly on co-creation, six on social entrepreneurs and social innovation, and only one each on the concepts of “innovation commons” (Higdem et. al. 2019) and “co-operation” (Rønning 2013). Rønning (2013) is concerned about cooperation between professional public employees and the volunteers. Co-operation is defined simply as two or more actors trying to solve a problem for a third party (an elderly person).

## 3.2. What types of PSINSI`s can be distinguished?

Our analyses show different types of PSINSIs. Occurrences of the different PSINSI identified are summarized in the table below (Table1):

**Table 1 Types of PSINSIs**

<b>Types of PSINSIs distinguished</b>	
Public sector - third sector (elderly care, culture, sports, children and youth, integration etc.)	5
Public sector - Social entrepreneurs (combating poverty, helping vulnerable groups)	5
Public sector - Private business (Football clubs, technology/ Corporate providers)	5

The second and third sectors seem to be accepted partners in the Norwegian context. As the table illustrates, ten publications deal with this type of PSINSIs. Five publications deal with cooperation with the third sector. The result of a web-based survey (sent to 77 Norwegian municipalities and 15 districts in the capital of Norway, Oslo) showed that the most common cooperation with volunteers was in the municipal responsibilities fields of “Culture” (84%), “Sports” (81%), “Children and youth” (80 %) and “Integration” (78 %) (Eimhjellen & Loga 2017). Cooperation in the field of elderly care amounted to 67

%, health 66 % and school 42 %, climate and environment 27 %, “drug care” 23% and “preparedness” (20 %). Other fields mentioned were, for example, “Local community work”, “Local environment work”, “Health promotion” and “Activity friend” (13%). Only two publications specifically focused on specific cooperation projects between the public sector and volunteers. This was in the field of elderly care (Disch 2018; Rønning 2013).

The five publications on cooperation with social entrepreneurs focused on how social entrepreneurs could contribute in combating poverty and help people who were unemployed. One master thesis investigated how social entrepreneurship as a method could improve the health situation for vulnerable groups.

We identified a total of five publications where private business actors were part of the PSINSI. Despite the fact that use of new technology is increasingly stressed as an innovation strategy by politicians in Norway, only one publication included technology providers. This publication focused on cooperation between nine municipalities and two technology providers. Two publications focus on cooperation between the public sector and football clubs in after-care services for drug abusers. Such cooperation is not common in Norway and the publications we found are from the same project. Including private businesses in social innovation is in general fairly seldom in Norway.

### 3.3. What are the goals of the publications of the PSINSI`s?

A frequent motivation for public service networks for social innovation is the perception that participation and cooperation have the potential to achieve a more effective and qualitatively better welfare sector. Based on this, the table below shows the goals revealed in the publications analyzed (Table 2).

**Table 2 Goals of the publications**

Goal	Numbers
Investigating the role of the PSINSI	3
Increasing users' satisfaction	8
Increasing co-creation as a strategy for better and more effective public service solutions	3
Identifying barriers and drivers in the PSINSI	3

(N=15. Some studies included several goals)

#### 3.3.1. Investigating the role of the PSINSI`s

In three of the publications, the aim is to investigate the role of PSINSI`s in relation to social innovation, social entrepreneurship and co-creation/collaborative innovation. Two of the publications are based on the research project “Recovery on the field, Street football as co-created social innovation (Kobro. et. al. (2019) and Thomson et.al (2019). According to Kobro et. al. (2019), the aim is to investigate whether street football is an example of collaborative innovation within the drug field, and if it works. The aim



is to reveal how different sectors in local welfare systems cooperate, why football clubs, whose basic goal is to win football games, also engage in social work, and not least, if there is room for such cross sector initiatives, as represented by street football. In Thomson et. al (2019), the main goal is to investigate how end users experience engagement in street team football in relation to their recovery processes, and the extent to which street team football has benefitted their social situation and life situation. A striking finding is that none of these papers provide a definition of their theoretical foundation.

In the third publication about PSINSI's role, Gustavsen, Dalen and Skar (2012) attempt to develop new solutions to social challenges by focusing on collaboration between KREM, municipalities and social entrepreneurs. KREM is an organization that works for an inclusive working force, and has been active in several municipal poverty projects. The aim of this organization is to create more goal-oriented and effective approaches to work inclusion, based on a combination of user competence and professional competence with closeness and flexibility to the target group.

### **3.3.2. Increasing user satisfaction**

Eight papers clearly set the goal as increased user satisfaction. Disch (2018) focuses on cooperation between volunteers and the health and welfare sector. The main goal in this project is to sustain and maintain social meeting places and networks and to develop new meeting places for seniors and the elderly. A suitable interpretation of this goal may be increased involvement of citizens as well as increased user satisfaction. (In the table above, we have defined the goal to be both.)

In the study of Challenges in social housing and social innovation, Skog Hansen et. al (2013) aim to answer two research question: 1) Can social innovation, optionally social entrepreneurship, be a supplement to public activity in social housing, and if so, 2) What are the needed premises for creating good innovation? The main goal in this project was to provide housing to people that could not afford it on the market.

In the master thesis, "Connecting the dots. An in depth-study of social workers and participants reflections on social entrepreneurship as a method", the focus is on social entrepreneurs and how they interact with their clients. The network is the sharing of tasks with the public sector. The main goal in this network is defined to be creation of better services for vulnerable groups (Skjelberg (2018).

A common factor in the publications concerned with user satisfaction is that the users represent vulnerable user groups within the public sector and that the public sector has stated that this represents a challenge.

### 3.3.3. Increasing co-creation as a strategy for better and more effective public services

According to the papers dealing with co-creation as a strategy for better and more effective public services, Kobro (2018) presents a handbook in “co-created social innovation”<sup>3</sup>. The aim is to shed light on the most navigable paths and routes for co-created social innovation processes. Furthermore, Andersen et. al (2018) present theories and models for co-creation and social innovation, and provide advice on how municipal actors can use them in practice.

In the third publication recognized as dealing with co-creation as a strategy for better and more effective public services, Eimhjellen and Loga (2017) examine to what extent co-creation, as a new way of understanding cooperation between the public and voluntary sectors, takes place in Norwegian municipalities, and if so, what forms of co-existence exist in the municipalities. Their report is based on a web-based survey sent to 77 Norwegian municipalities and 15 districts in the capital of Norway (Oslo, 120 0000 inhabitants).

### 3.3.4. Identifying barriers and drivers in PSINSI`s

In three of the publications, the main goal is to identify barriers and drivers in PSINSI`s. In the next section, which focuses specifically on antecedents (barriers and drivers) that influence the PSINSI`s, we will describe these in more detail.

## 3.4. Which antecedents (barriers and drivers) influence the PSINSI`s

Kobro et. al. (2017) describe a set of barriers and difficulties which appear to be obstacles to the growth of social entrepreneurship in the Norwegian welfare state:

- Lack of clarity in the operational understanding/definition of social entrepreneurship creates uncertainty and partial resistance
- Public sector’s tendency to propose solutions to social problems in the form of tenders and collaborative projects rather than pointing out the problems that need new solutions.
- Lack of generally accepted and usable measuring tools for social value
- Limited competence and unavailable counselling services in the social innovation area
- Low expertise on social innovation and social entrepreneurship among relevant actors in all sectors and levels of administration, also among the social entrepreneurs themselves

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<sup>3</sup> This was commissioned by the Norwegian municipalities' interest organization KS.

- Tensions between different logics and weighting of values between sectors and professions within a sectorized public administration compared to the more multidisciplinary approach of the entrepreneurs
- Simplified images of problem-solving context
- A public sector-divided administration meets the hybrid community with little flexibility
- Pressure of time and low expertise on the bidding regime prevents entrepreneurs from winning tenders
- Small/immature markets for the purchase of goods/services from social entrepreneurs

Twelve actions and an idea for a major national programme for social innovation in the welfare state are suggested as possible ways of reducing the impact of the identified obstacle. The suggested actions are given below in random order:

1. Develop a broad national competence programme
  2. Establish a register of social entrepreneurship activities
  3. Regulate social entrepreneurship in a separate formal organizational model
  4. Develop overall national indicators for social impact and a standard measuring tool for social effect
  5. Create a larger (public) market for social entrepreneurs through targeted public procurement policies
  6. Continuation and revitalization of the Nordic dimension
  7. Strengthen coordinated efforts to increase knowledge about and use of social entrepreneurship in the education system
  8. An annual market for social innovation and social entrepreneurship, alternatively combined with good digital connection meeting places
  9. More concrete incentives for efforts aimed at social entrepreneurship in established policy instrument; incubators, arenas, support schemes
  10. Review the municipal, NLWA and other public actors' procurement rules, and practice of them.
  11. Increased focus and systematics on scaling as growth strategy
  12. Further clarification of the overall state responsibility for the field
- (From Kobro et al. 2017:11)

In the publication on street team football as entrepreneurial care for former drug abusers, Thomsons et. al (2019) emphasize that street team football leads to the development of new networks with many opportunities in both matches and tournaments for all actors involved. At the same time, it is clearly pointed out that this network-based activity lacks a basis of quality assurance or a structuring model; the clubs must “invent” their own practice from day to day. The effort is vulnerable as it lacks a basis of quality assurance or a structuring model. The individuals that at any one time organize the activities thus shape their efforts (Kobro 2019).

Rønning (2013) finds in his study of cooperation between public employees in elderly care and volunteers that professionals find it difficult to co-operate with the informal helpers, who are the

largest group of volunteers. An individual adaptation is necessary on the volunteers' premises, and that is difficult for the public employees. The fact that elderly care will need more resources than will be available for the public sector can be seen as a driver to find new solutions and to involve new actors. However, the professionals in the public sector hesitate to involve amateurs to substitute for, or even to supplement, public actors. Lack of trust may be an explanation.

In line with Rønning (2013), Disch (2019) claims that the main reason for success in cooperation between volunteers and municipal services is the understanding that co-operation with volunteers does not mean less participation from municipal services – but rather working together, for and with each other. An important part of the planned antecedents in this co-creation activity was facilitation to enable people to make use of ordinary activities in the municipality as well as activities that are individually adapted. In addition, both cooperative parts wanted to develop a method/model (requirements from the Directorate.) and create a website for experiences during the project period.

Based on social entrepreneurs' websites and reviews of social entrepreneurs work to combat poverty, Gustavsen et. al. (2012) find that social entrepreneurship has an interesting and probably untapped potential as part of the effort to combat poverty. The report signalizes a need for more research in the field.

Gustavsen, Dalen and Skar (2012) claim that collaboration between KREM and Telemark Research Institute (TRI) has contributed to KREM's work being continuously registered, processed and discussed. In turn, this has provided a foundation for research-based practice development and practice-based research development.

Skjelberg's (2019) master thesis is about social workers' and participants' reflections on social entrepreneurship as a method. An interesting finding in her study is that there seem to be different drivers in the USA and Norway: In the USA, which has a relatively small public sector, the need for engagement in preventive work is a driver. In Norway with a large public sector, engagement in innovation and developing new services seem to be more important.

In the study of challenges in social housing and social innovations, Skog Hansen et. al (2013) show that the Norwegian state has been reluctant to include private actors in collaborative processes when it came to construction and ownership. In particular, social entrepreneurs who can be regarded as profit makers met some scepticism.

In the study of innovation commons as a strategy to gather and manage resources for innovation, Higdem et al. 2019 find that the leadership of a central and trusted regional actor is important. A limitation is that that actors want to control their own resources and make sure that they do not invest more than they harvest.

Nilsen et al (2017) aim to identify barriers and drivers in the implementation of welfare technology in the municipal health and care service. Based on both findings from this project and from previous research, they find that public procurement rules hamper innovation for suppliers and municipal actors. During the project period, participation in regular workshops is described as decisive for achieving co-

creation and handling technology resistance as well as for developing good technological solutions in the health service sector.

Lundgaard Andersen et al. (2018) focus on democratic innovations. When it comes to antecedents, in their analyses they point out four as important for success: openness, democracy, creativity and leadership. Barriers were identified as a lack of anchoring in own organizations, a lack of equal opportunities, a lack of systematic communication, low user involvement and an under-utilized potential for creativity. On the one hand, the authors observed a lack of knowledge, a stubborn attitude and existing structures that support professional fragmentation and professional protectionism. These are habits that create the most significant barriers to democratic social innovation today. On the other hand, it also concerns structural and governance framework conditions that do not provide a particularly good framework for social innovation. It is not due to bad will or active resistance - it is due to profound structural, administrative and cultural patterns that take time to get rid of - which probably requires conscious leadership with the ability and willingness to make structural and cultural changes at many levels (Lundgaard Andersen 2018: 9). Andersen et. al. (2018) conclude that there is little co-operative social innovation work in Norwegian municipalities.

### **3.5. What are the outcomes of the public service innovation networks for social innovation?**

In line with Kuipers et al. (2014) and De Vries (2016), we define the outcomes of an innovation as the “substantive results of the implementation of an innovation that can be intended or unintended and positive or negative” (De Vries 2016:159). Using this definition, an interesting finding is that very few of the papers have any clear outcomes to report. Most of the papers report an increasing interest for different PSINSI’s, and a recurrent theme is barriers that must be overcome. In studies where outcomes are reported, this often relates to increased user satisfaction.

In the presentation of the outcomes of the PSINSI, we have chosen to structure the presentation on the basis of the PSINSI type distinguished in the analysis. We start with the public sector – third sector.

#### **3.5.1. Public sector – third sector**

Eimhjellen and Loga (2017) claim that there is considerable co-creation between the third sector and the public sector. Furthermore, the authors declare that despite increased interest and research on co-creation, there are still relatively few empirical studies about co-creation, and thus a lack of clear outcomes. Therefore, the field is also characterized by ambiguity and diversity, both in terms of definitions of co-creation, and on driving forces and barriers. The research is also characterized by normativity, and there is a lack of a common systematic knowledge base with actors involved in co-creation processes and with framework conditions that promote co-creation. Thus, the authors argue that a more frequent use of the term “co-creation” may lead to more attention to such cross-sectoral cooperation, to the development of new concrete co-creation projects and new forms and models for

collaboration. Their recommendation to public authorities is to support established cooperative relationships and to stimulate more co-creation through financial incentives in collaborative projects, and to work to ensure that voluntary actors experience trust in cooperation with public services.

Disch (2018) argues that the outcome of the project, Active Senior Network, in Vennesla municipality is increased interest for cooperation with volunteers in the health and care sector, and increased openness to closer cooperation among both volunteers and employees in municipal health and care services. He reports that relatives feel confident with the use of volunteers, and that volunteers find it meaningful to contribute. The main reason for the success is the common understanding that co-operation with volunteers does not mean less participation from municipal services – but working together for and with each other. In order to succeed with such PSINSI's, a close dialogue between relatives, municipality, caregivers, employees, volunteer centres and politicians is necessary.

Rønning (2013) finds that there are established networks between public services and the organized part of the volunteers (Red Cross etc.). But the majority of volunteers are informal and unorganized. They are volunteering for family members and people with whom they have personal relations. The public services seem unable to interact with these volunteers on a large scale. The outcome is limited to co-operation and sharing of work regarding some social activities, such as the visitors service. The unrealized potential seems to be large.

### 3.5.2. Public sector – Social entrepreneurs

Common for the publications on cooperation between the public sector and social entrepreneurs is that social entrepreneurship can make an important contribution to the further development of the welfare state. However, there is no agreed scientifically sustainable understanding of what social entrepreneurship is, what distinguishes it from other social enterprises or how it can be systematically used in the efforts to combat poverty. This means, among other things, that so far it has not been possible to give any satisfactory overview of contributors in Norway today (Gustavsen & Kobro 2012).

For instance, the mapping of social housing in Norway uncovered few examples of social entrepreneurship, but revealed greater involvement from the voluntary sector. Social housing started to be an important public concern after 2001, and most attention was given to social innovations in the first stage. Later models were established, and more attention was given to the implementation (Skog Hansen et. al. 2013)

Gustavsen et. al (2012) provide an overview of collaboration between KREM, municipalities and other social entrepreneurs in developing methods with emphasis on user involvement. The report says little about what results this has given to users and public services.

In her master thesis about how social entrepreneurs interact with their clients, Skjelberg (2018) concludes that social entrepreneurship does function as a bridge builder and hybrid in spite of different welfare regimes ( a liberal and a social-democratic model (Esping- Andersen 1990)). A combination of

giving the participants influence and meaningful tasks, a feeling of coping and affiliation seems to have health promotion effects.

### 3.5.3. Public sector – Private business

#### 3.5.3.1. Football clubs

In sum these reports present a clear picture of a successful social innovation based on recovery, in the Norwegian welfare society. The study shows that street football concerns much more than the mere kicking of a ball. Friendship on the field, in the wardrobe, in the clubhouse, during meals etc., has given many participants quality of life. The football arena functions as a training ground for many qualities other than passing the ball around. The participants learn from each other, they understand aspects and connections in their own lives in a new way, and they experience bonds and support when handling difficult emotions and tasks in life. The coaches' role as models, caretakers and facilitators for the participants' recovery processes are crucial. Scholars have also investigated each club and its collaboration partners, mainly inside the public sector. Although their cooperation with the authorities seems close and trusting, this is only formalized to a small degree. The collaboration with other public services seems even less predictable and is not recognizable across the four clubs. The "street football model" that has evolved in each location is influenced by personal relations, enthusiasts and entrepreneur efforts to such a degree - both on the part of the services and the clubs - that we are uncertain whether it makes sense to even call it a model. Last but not least, the coaches (representatives of the football clubs) have contributed to better and necessary contact with various public welfare services (Thomson et. al 2019).

#### 3.5.3.2. Corporate /technology providers

Nor do the reports of cooperation between public sector and corporate/technology providers give any clear outcomes. In the report on health innovation in the Drammen region – A preliminary study on interest and the basis for co-creation (Eide et. al 2018), the outcome is described as creation of the basis for further cooperation on health innovation in the Drammen region. It is still unclear who will unite the business community in contributing to the development of health care in the region and how this will be done. It also necessary to bring in actors who can strengthen the innovation aspect.

In the study of innovation commons, the leadership of a central and trusted regional actor is described as important for further development of such networks. A limitation is that that actors want to control their own resources and make sure that they do not invest more than they harvest. In sum, no outcome is clearly specified in the report (Higdem et al. 2019).

In the report "Implementation of welfare technology. Digital surveillance in municipalities and its impact on innovation of services and organization", benefits are described from the point of view of the technology providers, the municipal health service providers and the relatives of the end users:



Benefits of the use of new technology from the technology provider's point of view:

- Opens a new market: public health and care services
- The project was seen as a learning and co-operation arena for the development of products and services
- Collaborative projects with the municipality contribute to the development of competence among suppliers

User benefits from the municipal health service provider's point of view:

- Increased security by providing users with help when they need it
- Less walking at night, less risk of going out
- Faster help in case of fall
- Increased sleep quality at night because you are not awakened by staff .

## Less drug use

- Preserves dignity by preventing users from walking at night

Benefits of the use of new technology from the next of kin's point of view:

Increased security and increased knowledge of users from data generated by technology

As also pointed out by the researchers, a weakness in the study is that it does not give any information as to what extent the implementation of new technology has positive or negative (intended or unintended) outcomes for the end users.

#### 4. Closing Discussion

In his introduction of the concept of "welfare regimes", Esping-Andersen (1990) distinguishes between three types of regimes; the liberal, the corporatist and the social-democratic. The essential variables in the models are state, market and family, and the relation between them. The responsibility for the welfare of the families varies in the different regimes. In the liberal regimes, the market is a central actor for providing welfare (as in the USA), in the corporatist regimes (such as Germany, Austria) corporations and organizations such as the Church play an important role, while the state is dominant in the social-democratic regimes (as in the Nordic countries).

Collaborative innovations are said to be an opportunity for the welfare state to improve its services and to expand capacity (Hartley, Sørensen & Torfing 2013), and collaborative innovations at the macro-level demand public-private innovation networks. In both the liberal and the corporatist regime, we can expect to find that the state shares responsibility with "private" actors, while we in the Nordic countries can expect to find a more reluctant attitude towards involving private actors.

Nevertheless, we must emphasize that the Nordic countries have a strong voluntary sector. In the rest of the discussion, we will focus on Norway only. Before the oil boom Norway was a relatively poor and

sparsely populated country. Small scale fisheries, farming, hunting and access to the commons promoted cooperation both in practical work and leisure activities. Small units and common scarcity can be seen as explanations for a relatively egalitarian class structure. People sang in the same choir, and trained in the same sports clubs. This is a reason for the high level of social integration and mutual trust in the local communities (Wollebæk et al 2000).

Norway has a special tradition called “dugnad”, a form of voluntary work where all inhabitants within an area ( a community) decide to join their forces in an innovative activity: to build a new community house, a football arena, or a lighted track for cross-country skiing in the dark winter season. Many community centres around the country have come into being this way. People share and invest man-hours and their available resources, and they own what they have created together. Later many of these innovations have been taken over by the public sector (the municipalities), and it is their responsibility to carry out the maintenance and the daily operations. The image of the public sector as “us” and the feeling of ownership may still be there for a long while.

In line with this, nationwide voluntary associations have been pioneers in building nursing homes and other welfare innovations, later handing them over to the public authorities. Moreover, religious organizations such as the Salvation Army and the Church city mission have shown dedication to improving the situation for the most vulnerable groups in society. They have also established services and run them for a while, but the state has also been asked to take over here.

Local initiatives and dedicated non-profit actors have been important social innovation actors in the Norwegian system, and many of these innovations have subsequently merged with the state. In this sense, we have a well-developed private-public partnership in Norway. As initially mentioned, collaborative innovations can be public cooperation with volunteers, social entrepreneurs and private business. The historical sketch above can explain why it has been much easier in the Norwegian system to cooperate with volunteers than with for-profit actors. Social entrepreneurs are also seen as for-profit actors here, although they have a double bottom line where social engagement may be more important for many than the profit. The head of the support organization for social entrepreneurs in Norway, FERD<sup>4</sup>, concludes that the municipalities are in general not very open for an understanding of the fields where they have unsatisfactory social results, and where they could have benefitted from a collaboration with social entrepreneurs or other innovative forces. FERD’s impression is that establishing an innovative collaboration with the municipalities is dependent of on an enthusiast in the municipality, because it is built into the systems to only a small degree (Leiner 2019). The literature review support this understanding. We identified only one publication that mentions private business and one that mentions technology partners. Because digitalization is mentioned by many as a main source for public innovation, private businesses delivering digital solutions can be future private partners. Since digital solutions demand both that the service users and the end-users understand and see the value of the digital solutions, we hope we will see future studies that include both the digital and the social aspects in their design.

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<sup>4</sup> FERD is part of a private firm which uses profit from their other activities to support the establishing of social entrepreneurs in Norway

In spite of the long tradition with voluntarism, we do not find many empirical studies documenting public-voluntary networks (or close cooperation). There may be many explanations for this. Rønning indicates that the cooperation must be on the premises of the volunteers, because that is exactly what they are, and this is difficult for a public organization that wants to include the others in their schemes and schedules. Other explanations may be professional distrust in respect of “unqualified” volunteers, and a lack of volunteers. More studies in this area are needed in the Norwegian context.

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## 6. Spanish National Scientific & « Grey » literature review

H2020-SC6-CULT-COOP-2016-2017  
CULT-COOP-11-2016-2017

Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”



## Spanish Academic and Grey Literature on Public Service Innovation Networks for Social Innovation (PSINSIs)

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	09/10/2019
<b>Author(s)</b>	Alberto Peralta, University of Alcala
<b>Document description</b>	This is a review of the Spanish Academic and Grey Literature on Public Service Innovation Networks for Social Innovation (PSINSIs)



## Executive Summary

This paper reviews the literature of Spanish references, academic and grey, describing the current strategies and practices of the Spanish government institutions when collaborating with the private sector and agents (including NGOs and individual or informal groups citizens) for social innovation (SI). They are what the literature and academia call Public Service Innovation Networks for Social Innovation (PSINSIs).

The purpose of the research is to introduce the current evidences about PSINSIs from the literature in Spain and how they might improve performance, efficiency and the effective transformation of public service delivery. We have also included in this review the initiatives that help understand how Spain and its different government instances face social innovation using PSINs and PSINSIs<sup>1</sup> (see Desmarchelier, Djellal, & Gallouj, 2018; Gallouj, Rubalcaba, & Windrum, 2013 for further reference) to serve the elderly, citizens affected by exclusion, long term unemployment, environmental sustainability and children education.

Our methodology for data collection follows the the PRISMA model. This analysis led us to include a total of 35 documents in our review.

Out of our review, we deemed appropriate five general themes that present the current understanding and use of PSINSIs and PSINs in Spain:

Theme 1: Spanish public-private networks evolution: From PPNs to PSINs

Theme 2: Social innovation, SDGs and public networks for services innovation

Theme 3: Social innovation, challenges and social interventions

Theme 4: Examples of networks for social innovation

Theme 5: Generic scope and controls of networks for social innovation

From the literature on the Spanish scholarly approach to public-private networks and more specifically to public service innovation networks (PSINs) and public service innovation networks for social innovation (PSINSIs) we can conclude that it is key to promote the development of sound institutional and regulatory frameworks; the networks and their promoters should align the interests and disparate views of the partners, co-designing the projects based on the objectives and priorities of the public partners; the role of each partner must be clearly defined, according to the complementary skills and abilities they can contribute to the network, with adequate incentives according to their functions and responsibilities; that effective networks for social innovation should fairly distribute risks among partners and include risk management mechanisms to protect the most vulnerable or minority partners.

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<sup>1</sup> Public Service Innovation Networks (PSIN) and Public Service Innovation Networks for Social Innovation (PSINSI) are PPN within the Dominant Service Logic paradigm (PSIN) and with an orientation towards social development and innovation (PSINSI), according to Desmarchelier, Djellal, & Gallouj (2018).

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## 1. Introduction

This paper reviews the literature of Spanish references, academic and grey, describing the current strategies and practices of the Spanish government institutions when collaborating with the private sector and agents (including NGOs and individual or informal groups citizens) for social innovation (SI). They are what the literature and academia call Public Service Innovation Networks for Social Innovation (PSINSIs). This review is part of the WP6 “Structural transformations: public-private innovation networks and social innovation in public services” of the EU H2020 CoVAL project. We introduce here the current evidences about PSINSIs from Spain and how they might improve performance, efficiency and the effective transformation of public service delivery (Vegara & Reig, 2017).

In this report, in line with the teams working across Europe in this WP, we interpret public service as specific service functions by public governments and entities<sup>2</sup> from a co-creation perspective, whether they are directly involved in that process or supervisors or supporters of some other agents performing public functions. We then look into both the sectoral and functional perspectives). Following the WP directions, we have also included in this review the initiatives that help understand how Spain and its different government instances face social innovation using PSINs and PSINSIs<sup>3</sup> (see Desmarchelier, Djellal, & Gallouj, 2018; Gallouj, Rubalcaba, & Windrum, 2013 for further reference) to serve the elderly, citizens affected by exclusion, long term unemployment, environmental sustainability and children education.

This report is structured as follows. After this introduction, we describe the method used to select the references in the literature in Spanish and English about Spain. The next section elaborates on the historical and current understanding and usage of PPNs and their evolution to public service innovation networks (PSINs). Then, we present the implications for public and private partners which leads us to a brief discussion on the current regulation of Spanish PSINs and their effect in the SI efforts of the public sector – i.e., the birth of PSINs for social innovation (PSINSIs). Finally, we conclude with some lessons learned from the Spanish experience on PSINSIs.

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<sup>2</sup> By Public Sector, and under the Spanish tradition, we understand the central (state) and myriad territorial (Autonomous Communities, regions, municipalities and lesser ranked) public Administrations, as well as their public-related entities (agencies, semi-public corporations)

<sup>3</sup> Public Service Innovation Networks (PSIN) and Public Service Innovation Networks for Social Innovation (PSINSI) are PPN within the Dominant Service Logic paradigm (PSIN) and with an orientation towards social development and innovation (PSINSI), according to Desmarchelier, Djellal, & Gallouj (2018)

## 2. Methodology

The documents reviewed in this report have been identified following the PRISMA model, in its review of literature part. We have searched all the relevant databases and keywords where Spanish authors and institutions publish their contributions in Spanish. The search was conducted in two periods: From November 25, 2018 to December 5, 2018 and from February 22, 2019 to February 27, 2019. The databases searched (Google, Google Scholar, Dialnet and WOS) and the key terms and search chains were selected to retrieve the current and past literature on PPNs, PSINs and PSINSIs in Spain and Spanish public entities. We included academic papers (whether peer –reviewed or not), and complemented them with grey literature (white papers, reports) from accredited institutions (the World Bank Group, Fundación Carolina, AECID) to sum up more than 200 references, out of which we included in our research 33 after a thorough relevance analysis of each paper's content. This analysis led us to include two more papers, for a total of 35 documents included in our review.

Following the general guidelines of the WP, we search our databases using crossing "social innovation" with "cooperation", "partnership", "coordination", "network", "public services", "public actors" and "public modernization". We then added main-area concepts of WP6: "long-term unemployment", "immigration", "discrimination", "education", "school failure", "health", "disability", "elderly", "environment", "urban problems", "mobility", "housing problems", "micro-finance", "new technologies".

Our paper selection criteria also followed the general guidelines: These articles should provide a definition of innovation networks for social innovation. Other elements were also reviewed (Desmarchelier et al., 2018):

- The presence of determinants of social innovation
- The existence of stakeholder networks and their creation process
- The purposes of the networks mentioned in these articles. For example, do they aim to address unsatisfied needs (poverty, precariousness of ageing populations)? Do they identify changes in social relationships? Do they analyze the relevant level of the proposed solutions?
- The obstacles encountered in building or sustaining the network
- The presence of an evaluation of the performance of the networks mentioned
- The way in which public actors are involved in these networks. Their role (simple support, role of initiator of the project, coordinator of stakeholders, institutional role, etc.), and the phase of the network lifecycle in which they appear
- The status of the actors involved in the value co-creation
- The place of co-creation of value
- The externalities generated by these networks (positive as well as negative)

### 3. Theme 1: Spanish public-private networks evolution: From PPNs to PSINs

The current Spanish overall understanding of public-private networks (PPN) has shifted from mere contractual relationships to networks of private and public agents for innovation – i.e., public service innovation networks (PSINs). It might be condensed in the definition of The World Bank Group, through its PPN certification program of APMG, as

"a contractual means to develop public assets and public services. PPN contracts can be contracts to develop and manage new infrastructure, contracts to carry out significant improvements to existing infrastructure (both are called infrastructure PPNs) and those in which a private partner manages existing infrastructure or only provides services public (both cases are called services PPNs)." (La Guía de la Certificación en Asociaciones Público-Privadas de APMG, 2016: p12)

Then, the development of these PSINs is often promoted in contexts in which the resources and experience of a given administration or government are scarce (Rankin, et al., 2017). And although there is a disparity of definitions of this type of collaboration<sup>4</sup>, in Spain they have historically been understood as a need of the Administrations (López, 2008; Vegara & Reig, 2017). And there are many examples: Public infrastructure (road, railway, telecommunications, electricity, water or sanitation are just some examples: Ridao Martín, 2012); protection of heritage (Fernandez Ortea, 2017); education (Verger, Sancajo, & Fontdevila, 2016); protection of people in exclusion or especially vulnerable (elderly, children and youth, unemployed, immigrants: Costa, 2011; García Solana, 2017); or protection of the environment and ecosystems (agriculture or food: Rankin et al., 2017). They were addressed with the support of the private initiative for its execution, regardless of the historical moment considered. This is how Spain has managed to accelerate narrowing the gap with the most advanced EU countries during the last years of the past century and the first ones of this (La Guía de la Certificación en Asociaciones Público-Privadas de APMG, 2016; López, 2008).

But the term PPN<sup>5</sup> in Spain has expanded in recent times to include the full range of formal and informal collaboration agreements between the public sector, the private sector and its intermediary partners, including non-governmental organizations, civil society and international entities. In these recent cases, less emphasis has been placed on the notion of producing clearly defined public goods or socioeconomic benefits, to the extreme of making secondary (even absent) some of the conventional goals like sector renovation and / or economic returns (Rankin et al., 2017). Thus, under these collaborations, and for each specific project, each part addressed the tasks for which it was most prepared, resulting in greater efficiency and sustainability for the whole project and, therefore, greater added value from the collaboration. This extra added value is precisely what justifies this updated way of PPN and the transition to PSINs compared to other ordinary contracting alternatives.

Thus, the current PSIN concept in use by Spanish public entities (Rankin, et al., 2017):

- assigns and distributes tasks, obligations and risks between public and private partners in an optimal manner

<sup>4</sup> Trying to identify commonalities between these definitions, most of them imply that networks must establish a voluntary cooperation that implies defining common objectives through shared responsibility, where mutual benefits can be identified, and risk and investments can be shared and managed through an equitable distribution of power (Casado Cañeque, 2007).

<sup>5</sup> Which are also called "public-private sector partnerships" (Casado, 2007; Ramió, 2009), outsourcing (Ramió, 2017) or "public-private partnerships" (García Solana, 2017)

- recognizes the relative advantages the public and private parties bring in to perform specific tasks
- seeks to minimize costs by improving relevance, efficiency, effectiveness, impact and sustainability. This implies that, when working together, public and private partners must generate more value than the public partner / s would generate on their own

### 3.1. Implications of public-private networks for Spanish governments and entities

From the perspective of the Spanish governments and public entities, the traditional reason for the development of alliances between the public and private sectors are linked to market failures and policies for the development of public goods and services such as education or health services or viability of rural areas (Rankin et al., 2017). In these and other multiple cases, by combining the resources and complementary capabilities of public and private partners within a well-defined regulatory framework, Administrations had another option to increase the economic and social benefits of public investments that otherwise they could not achieve on their own, given their technical, management or resource limitations. A second but fundamental reason for this sort of relationships is that they produce a set of market incentives that stimulate the participation of the private sector in activities that would otherwise be considered as having marginal commercial value or high risk (Rankin et al., 2017). Broadly speaking, PSINs are interesting for the Spanish Administrations due to:

1. Its potential to mobilize funding sources<sup>6</sup>. Large investments are required to develop activities such as agriculture, public infrastructure works or education, to achieve objectives such as sustainable development and the reduction of poverty in population centers or certain areas. PSINs are an alternative solution that does not produce an increase in public debt and complements both public investment and official funding for development and aid
2. The distribution of risk. The high risks (real and perceived) of doing business in certain sectors, areas or specific actions often discourage the private sector from investing alone. These risks include, among others, low return on investment, limited access to production resources (including land or land usage), high transaction costs and production risks associated with having to deal with numerous small-scale producers (in the case of PSINs), as well as the political risk (possible interference of an Administration). Complementarily, in Spain, an especially important aspect is the collaboration and coordination between Spanish public administrations in the development of PSINs. Although the Administrations have the obligation of reciprocal information and mutual cooperation in the exercise of their actions of planning and construction of public services, in the absence of agreement, the plans of the State or the highest rank Administration involved will prevail over those of any other Administration. It is also attributed to the State, when justified by the direct and significant impact on general economic activity, the ability to coordinate public works plans that are the responsibility of the Autonomous Communities with public works plans of general interest. This sort of pre-emption is not clear always and at all times, and given the reported evidences, PSINs

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<sup>6</sup> To give some context, in the case of public infrastructures, the central Government carries out 10 percent of its investments using PPNs (in the form of concessions) and the Autonomous Communities and City Councils 15 percent. Of every 10 projects tendered, one is from the central Government, four from the Autonomous Communities and five from the City Councils (Lopez, 2008).

might reduce the barriers to entry for the private sector and can provide greater certainty to private partners

3. Innovation and market access. For public partners, the added value of PSINs comes from taking advantage of the innovation and efficiency of the private sector to better achieve political and social objectives (such as those linked to a sustainable economy). Public partners have access to innovative technologies and different management and marketing skills to improve efficiency in the production and delivery of public products and services. In this sense, for example, research PSINs have been proposed to develop, commercialize and promote the adoption of improved varieties of processes, equipment, machinery and business models (Rankin, et al., 2017). In other cases, alliances have been formed to catalyze the development of a reliable specific value chain or sub-sector. In these cases, when collaborating with the private sector, public partners try to ensure a uniform and good quality supply of raw materials from an area or community for further treatment and commercialization (Boland, 2012, Poulton and Macartney, 2012 in Rankin et al. al., 2017). In general, there are different main issues that are developed with PSINs: Development of a value chain (QoS); innovation and technology transfer (ITT); market infrastructure (IM); business development services / business advice (SDC); and services that affect a dignified life of people (SVD) (Rankin, et al., 2017; Casado, 2007)
4. Sustainable growth and inclusion. In line with the development of value chains already mentioned, the introduction of "public-private mega-alliances" (Rankin, et al., 2017) as platforms for multi-stakeholder alliances that are created to promote very large investments to promote inclusion and sustainable growth in areas with a vulnerable population or of special public interest.

### 3.2. Legal types of Spanish public-private networks

In Spain, therefore, the PSINs form a public-private collaboration model that, properly used, stands out for its effectiveness, but also for its legal security, transparency and economic efficiency (López, 2008). Thus, in Spain there are two models that were highlighted in the *Green Paper on public-private collaboration and community law on public procurement and concessions* (2004) (ONGAWA, 2016): The contractual partnership and the institutionalized partnership (Ysa, 2009 in Ramió, 2009: p 23-37; Arrieta & Etxezarreta, 2012):

- The contractual network allows the public sector to develop a good or service entrusting a third party with its production in a competitive and transparent process. The contract is limited (variable or fixed), for a specific project, and is regulated, normally, by public law (the Spanish Public Sector Contracts Law). In Spain, an example of a contractual partnership would be the concession, which has considerable historical and multisectoral tradition. It is a model that has managed to combine the concession contract (with which the bidding corporations were familiar) with the logic of the partnership (value for money)
- The institutionalized network in which both parties, public and private sector, are linked through a new *ad hoc* structure, where they share the execution of the project. Generally, these are projects of a more generic nature (for example, local or municipal development), where the partners share the achievement of the objectives through the joint entity (the



partnership). In these cases, the Government networks with the other partners on the same level, and it is not hierarchically above them (Ysa 2007 in Ramió, 2009)

A summary description of the legal characteristics of the PSIN contracts in Spain are summarized in **Error! Reference source not found.1**.

**Table 1 Main elements of PSIN contracts in Spain (derived from Bonano-Rodríguez, 2017; Casado Cañeque, 2007; Díaz-rato, 2008; Ramió, 2009)**

Main element	Description
Type of contract	PSIN contracts designed to support public services or services of general interest, are born as cooperative, balanced and symmetrical contracts, in which there is no room for opportunism or exuberance in the results and in which the balance can be claimed by any of the parties in case of it being lost substantially for any of the reasons provided in its regulatory law
Rights and obligations	Any PSIN contract may be known at a very high percentage by its potential stakeholders before being tendered. Tenderers can know in advance, without surprises, the scope and substance of these contracts. Also, the rights and obligations of grantor and grantee, the typology of the risks retained by the public partner, those transferred to the private partner and those that could be lessened if needed. Early reversal or rejection, and the causes that may motivate it, are described in the rules to eliminate uncertainty. The sanctions regime is also assessed in terms of their amounts. The PSIN can be financed by several means (mortgages, emissions guaranteed by the Government, or similar). Finally, the private investors have the ownership responsibility of the Government and there are securing clauses of notice and intervention
Parts	PSIN project contracts transfer enough risks to private initiative so that investments do not amount as public debt. In these contracts the public sector and the private sector are not partners, they are parts
Initiative	With the participation of the private initiative in the provision and financing of PSIN project, not only their financial contribution is sought, but also their ability to undertake and innovate and their strategic analysis and management abilities. In accordance with the above, and by virtue of the so-called "private initiative clause", a private developer, which for these purposes could be another Government or public entity, presenting the corresponding feasibility study, could propose a tender for a specific project to the granting Administration
Development	Through the PSIN contract, the private part is entrusted with the construction of a project and / or the delivery of services of general interest for a term in exchange for a price. With this type of

	<p>contract construction, financing and delivery risks are transferred to the private partner. The economic ownership of the project, as long as it lasts in operation, corresponds to the private partner/s. Ownership of the assets and services remain in the balance sheet of the Government. As a consequence, the public partner keeps ownership responsibility.</p> <p>The Bidding Documents must include, among others, the award criteria; the requirements required of tenderers; the rates and penalties and advantages for the quality of the services; economic, financial and tax benefits and contributions that may be made by the granting Administration or other Administrations; regime of sanctions and assumptions that can lead to public kidnapping. The award may be decided through open or restricted procedures and through a contest or a negotiated procedure</p>
Other funders	The execution of the PSIN may also be financed with contributions from other public administrations and other national or international organizations

#### 4. Theme 2: Social innovation, SDGs and public networks for services innovation

After reviewing the Spanish literature, academics resort quite often to the definition of Conejero and Redondo (2016) regarding social innovation (SI). They define it as a shared public leadership producing new solutions (services, products, processes and models) of social needs, changing social relations and generating public value more effectively. Although this definition is based on known elements (Chambon et al, 1982; Moulart and Nussbaumer, 2005: 2071; Christensen et al, 2006; Mulgan et al, 2007; Heiskala, 2007; Kesselring & Leitner, 2008; Pol & Ville, 2009; Howaldt & Schwarz, 2010; Hubert, 2010; Harayama & Nitta, 2011; Arenilla & Garcia, 2013 in Conejero & Redondo, 2016), from the perspective of Spanish networks, it is worth emphasizing:

1. Public leadership: Policies should promote a cycle of shared SI. This includes a legal framework, the shared redefinition of the social problem, the co-generation of ideas, or their implementation, evaluation, dissemination and replication
2. Change in social relations: SI should favor a change in existing relations and the governance model to include and ease active participation of the most vulnerable, marginalized and underrepresented social groups. Therefore, it changes power relations and improves collaborative models
3. Enhancement of the capacity of society to act: SI empowers citizens to use the most efficient and effective resources available and consequently improve the assets and capabilities of society
4. Generation of public value: In democratic systems, institutions and election processes create the conditions for citizens to associate and collectively decide what they want to achieve together. SI supports these conditions producing public value

The combination of these two universal concepts (innovation and social) has shaped different angles in the working definitions of Spanish SI. While there is a general agreement around the earlier definition and, more practically, regarding the use of the term to describe a novel project that has a social purpose, its focus, scale and orientation may vary considerably. These latter would depend on the context in which SI develops. Thus, and in our context of public-private networks for SI, the tendency towards interaction between different agents "is not limited to a single sector or field" (Mumford, 2002 and Bacon, Faizullah, Mulgan and Woodcraft, 2008 in Cotec, 2016). It also includes the generation of systemic, radical and disruptive changes of "the perceptions, behaviors and structures that previously caused problems" (Nilsson, 2003 and the Center for Social Innovation of Toronto, 2010 in Cotec, 2016). Finally, as a proposal, SI produces a more directed focus on sustainability and growth since it generates social and economic value and has the potential to impact on a large scale with "creative solutions (...) that generate great growth and profitable business opportunities." (Saul, 2011 in Cotec, 2016)

Consequence of this networking tendency for SI, we have acknowledged a growing interest in variables that measure the different PSIN and PSINs for social innovation (PSINSIs) initiatives and their potential to produce change and growth. The following evaluation systems are reportedly used in Spain: ESADE Index (Buckland & Murillo, 2014, 2015 in Cotec, 2016) SROI (Social Return on Investment), GIIS (Impact Investment Evaluation System), IRIS (Metrics to measure the social and environmental impact of an investment), ONLGB (Methodology for the third sector that classifies the impact according to motivation and type of contribution), SRS (Standard to report on the social impact), and the system of the European Venture Philanthropy Association.

## 5. Theme 3: Social innovation, challenges and social interventions

In Spain, the SI ecosystem brings together foundations, private initiatives, civil society and also universities, public and financial entities. Many of these entities are oriented to influence the ecosystem through the creation and revitalization of networks (PSINs and PSINSIs), the connection between entrepreneurs and investors and other mechanisms of agent collaboration. There are private entities dedicated exclusively to the promotion of SI such as Ashoka, UpSocial, ImpactHub and Ship2B; acceleration programs for social ventures such as Momentum Project of BBVA or the Social Entrepreneurship Program of La Caixa; social investment funds such as Creas, La Bolsa Social, Meridia or Vivergi or consolidated SI projects such as the Lanzaderas de Empleo, Fundación Cuidados Dignos or foreign adaptations such as Specialisterne or Jump Math. Public administrations are also increasingly active in this field (in 2014, the city of Barcelona won the Bloomberg Mayors Challenge for social innovation with its "Vincles" project; other examples are Medialab Prado or Innovabasque projects among many others). SI driven by the public and private sectors, the third sector and social entrepreneurs is showing great transformative potential. However, the movement is still catching pace and its initiatives have jumped from rare and modest to infrequent but with a reasonable scale. According to Cotec (2016), three main challenges remain the largest hurdles for SI in Spain: Financing of consolidation processes of tested and successful projects; the creation of strategic alliances; and the development of public-private-citizen collaborations. Complementarily, there are observed deficiencies of the ecosystem including lack of a regulatory framework favoring SI, of cultural tolerance to failure and of an educational system fostering innovation and critical thinking. Therefore, besides SI projects,

networks and connections, most private and public entities add support activities specific to their communities:

- Financing or investment: Seed capital for new initiatives, financial support for entrepreneurs or connection with investors to consolidate or grow
- Training: Courses, workshops for entrepreneurs and teams and coaching
- Incubation, acceleration and mentoring: Mentoring along the business development or later when consolidating and expanding
- Research: Studies or analysis on the concepts and practice of SI

But different types of PSINSIs are also used by Spanish public administrations regarding international development, aid and SI (Conejero & Redondo, 2016; Cotec, 2016). There are reported to be helping address the United Nations' SDGs (**Error! Reference source not found.**).

**Table 6 The Spanish Administrations, SDGs and PSINSIs (developed from Casado, 2007)**

Social actions (lines)	Use of PSINSIs
Actions to promote a favorable framework	PSINSIs facilitate sustained economic growth and capacities to eradicate poverty. In particular: <ul style="list-style-type: none"> <li>• Support the micro and small companies and the social economy-related companies</li> <li>• Strengthen production sectors</li> <li>• Provide infrastructure</li> <li>• Strengthen institutional capacities</li> <li>• Support international inclusion</li> <li>• Support fair trade cooperatives</li> </ul>
Development cooperation programs	PSINSIs identify traditional cooperation programs developed by a public agency or partner and maximizes its impact and efficiency with the participation of the private sector: <ul style="list-style-type: none"> <li>• Co-financing and philanthropic contributing to projects</li> <li>• Supporting management and logistic operations</li> <li>• Monitoring and evaluating</li> <li>• Sharing practices among staffs and projects</li> <li>• Replicating projects in other areas</li> <li>• Generating income</li> </ul>
Management and social responsibility	PSINSIs promote management responsible ethics, locally and internationally. They ensure compliance with the principles of social responsibility (labor and human rights, respect for the environment and enforcement of anti-corruption practices)

Specific partnerships to produce a positive impact on SDGs	PSINSIs have a direct impact on SDGs and ease the joint actions of the private sector, public institutions and the third sector. They usually face specific cooperation challenges, usually at a global scale. They facilitate synergies between competencies of the actors and groups in projects and initiatives that could not be carried out unilaterally and that are not included in any of the other lines
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## 6. Theme 4: Examples of networks for social innovation

The lines of action in **Error! Reference source not found.** give way to the following types of joint networks for SI in Spain (Casado Cañeque, 2007; Mataix, Sánchez, Huerta, & Lumbreras, 2008):

- Global partnerships for development: PSINSIs with an independent structure and involving several government entities, international organizations, civil society groups and private corporations. They are created to achieve a concrete development objective of a global scope and try to combine international efforts to create synergies and achieve this objective
- Alliances promoted through international organizations (Ramiro & Pérez, 2011): It is the usual way of operating of all international organizations to be able to work through the different social agents and achieve greater effectiveness in the implementation of their mandates and development of their projects
- Alliances promoted by public institutions (Mediavilla Merino, 2008): PSINSIs that promote governments to involve the private sector and social organizations. Some cooperation agencies have created mechanisms and special units to promote these alliances and they have started creating public institutions in order to coordinate and encourage the creation of these PSINS (Sustentia, 2008)
- Alliances promoted by the private sector (Pérez, 2013; Ramiro Pérez, 2012; Sanchez, Huerta, Santos, Matáix, & Carrasco, 2007): These PSINSIs promote the integration of other social agents in the corporate decision-making processes and in specific projects. They are executed through their corporate social responsibility policies or through their foundations or specific projects
- Alliances promoted by the third sector (Arrieta & Etxezarreta, 2012; Ramiro Pérez, 2012): PSINSIs of civil society organizations. The vast majority of them actively participate in forums with other social agents, and some social groups have been created with the sole purpose of creating and promoting multisectoral partnerships
- PSINSIs is a powerful instrument for promoting social action and SI (Subirats, 2015, in Subirats & Garcia-Bernardos, 2015) for the inclusion of small and medium producers and service providers, but there are doubts about its positive impact among the poorest of the poor. Probably in these cases, a re-balance between efficiency and equity is necessary because it seems that a certain degree of exclusion is inevitable if private partners have to obtain competitive returns from their investment (as long as their participation is economically rewarding only)

- Administrations that seek to stimulate inclusive growth through PSINSIs must face high transaction costs associated with contracting with numerous small private partners. By promoting a collective grouping (the network) that allows an aggregation of dispersed capacities facilitates the participation of small private partners in modern value chains and reduces their transaction costs and increases their attractiveness to the main private partners
- When the goal is the development of particularly vulnerable zones or communities, there is a need for public partners to develop better capacities for monitoring and evaluating PSINSIs (Rodríguez Castedo & Jiménez Lara, 2010), to avoid exclusions or new forms of oppression by creating a solid base of evidence to guide the designs and execution of alliances and to ensure their long-term impacts. In this sense, a common characteristic is that institutional investors are attracted by products or instruments that coincide with their appetite for risk and creative bets by the Administrations, from subsidized interest payments and credits linked to projects to groupings of projects and Government securities, are very attractive to foster PSINs
- Although most of the reported networks for SI in Spain develop the relationship of a promoting public agent with other private and public actors to produce services to fulfill a social function, we also have found examples of only private agent networks performing social functions (Navas, P., Uhlmann & Berástegui, 2014; Novell, Nadal, Smilges, Pascual, & Pujol, 2008). Our examples include the associations and organizations devoted to the attention to people with disabilities (Plena Inclusión, Fundación Alas, CERMI Estatal).

## 7. Theme 5: Generic scope and controls of networks for social innovation

The scope of operations that can be externalized in Spain by one Administration in particular is ample and we have found flexible boundaries that highlight the inexistence of critical competencies that are non-transferable: The regulations and reports affecting public networks for SI serve only as a generic guideline that is adaptable to the specific needs of each organization. Moreover, no conceptual and operational parameters define what the core business of Spanish public administrations is or which areas should under no circumstances be outsourced – because of their sensitive social value or because of their critical location and strategic in terms of sovereignty, power or control.

Neither we have found evidences of special mechanisms of control and evaluation of PSINSIs (e.g., of certain social services that affect fundamental rights) or of preferred services outsourced to private partners (e.g., cleaning, maintenance of equipment and facilities, etc.). In practice, this means that a public entity can outsource or work out any service with a PSINSI, a kind of reflection of the boundaryless organization model (Ashkenas, 2002 in Ramió, 2009) or fishing net type (Ramió, 2017b). Although this absence of pre-established limits should not be confused with the absence of an established criteria for PSINSI use, scholars also cite the lack of a conceptual template of core not-to-be-outsourced competencies of local public organizations (Santolaria 2003 in Ramió, 2009).

Although our paper presents relevant network initiatives of Spanish PSINSIs, complementing facts need to be addressed to make them better serve the excluded and vulnerable. Funding, training, growth and research are some of its endemic and longer-lasting barriers for generalization. It is summation of the above evidences the reason why some authors argue against PSINSIs for sensitive services and declare



them to be a mistake (Salazar, 2003, Ramió, 2009). In their opinion, the outsourcing of certain public services can be a good option to improve the quality and efficiency of them, but only if the rights of citizens are secured and the participating Administrations retain real control (González, García, García, & Iglesias, 2016).

## 8. Conclusions

Literature on the Spanish scholarly approach to public-private networks and more specifically to public service innovation networks (PSINs) and public service innovation networks for social innovation (PSINSIs) cite the following lessons learned (Hall, 2015; Rankin et al., 2017), given the experience of the different governments and the application of these instruments in several domains and with several objectives:

- It is key to promote the development of sound institutional and regulatory frameworks, a reasonable and adapted system of governance, the transparent selection of partners and projects, and the establishment of adequate budgetary processes, as well as an equitable distribution of risks. Very convenient in this sense is the standardization after learning from previous projects or from experiences of other Administrations. Particularly relevant now is the adoption of templates for risk allocation matrices, and contracts based on a standard model with supporting documentation, including the proformas of technical specifications and performance rules. On the other hand, the offer of incentives for PSINs<sup>7</sup> can reinforce the portfolio of projects, especially for "new entrants" such as local councils or small municipalities. Incentives can also inject greater rigor into bidding practices and provide important signals in the market that the government is committed to doing business
- PSINs should align the interests and disparate views of the partners, co-designing the projects based on the objectives and priorities of the public partners. A modern acceptance of the PSINs includes economic return, but also public benefits (social, sustainable) that exceed those that could have been achieved through alternative forms of public procurement such as direct financing, subcontracting or privatization. Additionally, there must be potential for growth, or at least replicability, in the long term, based on learning and maturity (Esteve, Ysa, & Longo, 2012) and through the creation of an environment that favors the future participation of new private partners, leading to sector growth (with or without public intervention)
- The role of each partner must be clearly defined, according to the complementary skills and abilities they can contribute to the PSIN, with adequate incentives according to functions and responsibilities aligning the vision of the PSIN with those of the partners to produce the necessary commitment (Ramió, 2017). In this sense, all partners must have a pressing need to achieve success and, nevertheless, lack the capacity to achieve it on their own (that is, interdependence is key)

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<sup>7</sup> These can range from access to specialized resources and Government budgetary stimuli to PSINs, "alternative" financing sources or other types of financial assistance, such as guarantees (Oliveros & Banks, 2016).



- Effective PSINs should fairly distribute risks among partners and include risk management mechanisms to protect the most vulnerable or minority partners (Navarro, 2015 in Subirats & García Bernardos, 2015). The different PSIN variants allow to decide how to distribute these risks (retaining, sharing or transferring them) so that all the partners can know them in advance and manage them with different measures<sup>8</sup>

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<sup>8</sup> These measures, in the case of agricultural PSINs, include the use of insurance schemes, guarantees or subsidized loans for farmers and small-scale enterprises, secured purchase contracts, training in business management for producer organizations and small and medium-sized agricultural enterprises, and agreements for the distribution of risks in cases of catastrophes (Rankin et al., 2017)

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## **(iii) NATIONAL CASE-STUDIES REPORTS ON “PUBLIC SERVICE INNOVATION NETWORKS FOR SOCIAL INNOVATION (PSINSIS)”**

## 7. Danish Case-Studies Report

**H2020-SC6-CULT-COOP-2016-2017**  
**CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



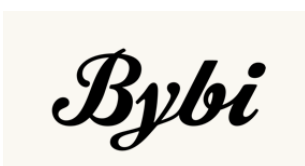
**PSINSI Danish case studies**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Pu = Public
<b>Date</b>	20-06-2019
<b>Author(s)</b>	Lars Fuglsang, Roskilde University Anne Vorre Hansen, Roskilde University Ada Scupola, Roskilde University
<b>Document description</b>	This document includes a collection of five Danish case-studies on PSINSI's (Public Service Innovation Network for Social Innovation)

## Case study report

### Case studies WP6: Denmark

Conducted by Postdoc Anne Vorre Hansen, Professor Lars Fuglsang and Associate Professor Ada Scupola, September 2018 – June 2019





## Executive Summary

All five cases from Denmark are examples of social innovation emerging in the **interplay between the public sector and the third sector and/or civil society**. Yet, the cases of social innovation are not initiated or “owned” by the public sector itself, but are highly dependent on and situated within a network of cross-sector collaboration - as such they are **examples of bottom-up social innovation** and not examples of specific innovation processes per se.

All cases emphasize that there are certain **complex/wicked social problems**, which are not addressed properly by the public sector/the state, which is why they are driven by a certain **inherent systems critique** while at the same time collaborating closely with and being dependent on the public sector.

The cases are concerned with **systemic change**: either through the means of physical movement (a bike ride), figuratively as getting somebody from a to b (becoming readier for the labour market), the application of honey production as both a concrete activity and a metaphor for new ways of production, the creation of new stories/understandings based on partnerships models and IT innovation as change maker. But still it seems that, the more the case organisation is dependent on collaborating with the public sector, the **less transformational potential**.

The cases are based on ideas of the **dynamics of change**; that if you are able to make a change at an individual level you also set the ground for making a cultural change that can lead to societal or institutional changes at a collective level. Hence, in all cases the following aspects are in focus: reciprocity, relationalities and temporality. This implicates a **processual perspective on innovation**, not understood as a specific method or model for innovation, but merely as an approach to explore and develop the overall objective of change.

Most cases experience **challenges with financial sustainability and legitimacy regarding social impact**. So, even though the cases experience a high degree of positive feedback and interest nationally as well as internationally, they are ‘caught’ in the current quantitative measuring paradigm of the public sector and the strategic funds.

Some case organisations feel a **pressure to tap into the ‘utopian’ rhetoric of social innovation** - which is not necessarily helpful to the organizations, since this may take **focus away from both the changes on micro level and other kinds of potentials for change**, e.g. the potential of expanding solutions to conventional business, public sector services or scaling up nationally or internationally.

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## 1. Setting of empirical studies: Denmark

The five case studies from Denmark are all examples of social innovation emerging in the interplay between the public sector and the third sector and/or civil society. The examples of social innovation are therefore not necessarily initiated or “owned” by the public sector itself, but are highly dependent on and situated within a network of cross-sector collaboration. The main research method applied is in-depth interviews with representatives from both the case organizations and the public sector. The interview guide was developed in accordance with the central themes of WP6 and was subsequently refined and revised based on initial meetings with key informants. Relevant documents from each organization have been analysed as supplementary data. The cases are, despite different foci and weighing, somehow concerned with systemic change; framed either through the means of physical movement (a bike ride), figuratively as getting somebody from a to b (becoming readier for the labour market), the application of honey production as both a concrete activity and a metaphor for new ways of production, the creation of new stories/understandings based on partnerships models and IT innovation as change maker. As such there is a double-move going on based on the belief that if you are able to make a change at an individual level you also set the ground for making a cultural change that can lead to societal or institutional changes at a collective level. Hence, across the cases there is something about making a move/to move somebody at stake; implicating that relationship-building and trust developed over time are key in understanding innovation processes. Moreover, when looking at the cases as networks and players in a broader innovation system, it becomes crucial to understand the interaction that takes place; that actors at different times provide input to each other and at other times receive input.

To sum up, the following aspects seem to prevail: reciprocity, relationalities and temporality. This furthermore implicates a processual perspective on innovation, not understood as a specific method or model for innovation, but merely as an approach to explore and develop an overall objective of change. Each sub-report is structured as follows; firstly, the case, and the arguments for choosing the case, are accounted for alongside the main findings regarding specific conditions for the case to emerge and develop. Subsequently, the narrative of the case is presented to set the scene for the analysis of the five key dimensions of WP6. Finally, the case findings and the analysis are discussed and main points to pay attention to are identified.



## 2. Danish Case study 1: Cycling Without Age

### 2.1. The case in a nutshell

This sub-report is based on the case “Cycling Without Age” (CWA). Cycling Without Age is, by its founders and employees, mainly perceived a movement that is nevertheless based on a number of legal and organizational units as foundation for the movement to operate, collaborate, apply for funding and hire employees. The movement started in 2012, but was not formally and legally established before 2015. The main idea is that elderly people living in care centres or elderly people offered home care are given the opportunity to get a bike ride in a trishaw. The trip involves, what is referred to as the three P’s: pilots, passengers and personnel. The pilot (driver) is either a volunteer or an employee from the care centre or home care, the passenger is the elderly person and personnel refer to the employees and/or administration at the care centre/home care. The main objective of Cycling Without Age is presented as giving the elderly *the right to wind in the hair* by ensuring mobility and active partaking in society. The movement is based on the following five guiding principles:

**Generosity:** Generosity permeates every single activity in Cycling Without Age and works its magic at many different levels.

**Slowness:** Slowness allows you to sense the environment, be present in the moment and it allows people you meet along the way to be curious about Cycling Without Age.

**Storytelling:** We tell stories, we listen to stories of the elderly people on the bike and we also document these stories when we share them via word of mouth or on social media.

**Relationships:** We create a multitude of new relationships across any border in our society.

**Without Age:** We let people age in a positive context - fully aware of the opportunities that lie ahead when interacting with their local community.

(CWA Brand Book)

The principles are understood as a shared value frame for the people engaged in the movement, which is now operating worldwide; in 2015 began an internationalization strategy and today (2018) CWA is represented in 40 countries based in more than 1200 chapter locations.

“Cycling Without Age” is an exemplary case in the sense that the social initiative is perceived as a success; both regarding the overall idea and the rapid expansion nationally and internationally. The case is often referred to in the field of social entrepreneurship and due to a strategic focus on communication the movement has been widely exposed in Danish and foreign media. As an example of *successful* social innovation, it is therefore relevant to better understand the preceding conditions for the innovation to happen and become sustainable, herein identifying the main actors and exposing the institutional factors (understood broadly). As such the case might be significant as inspiration to future similar initiatives.

Based on interviews with managers from the organization and public managers from the elderly care domain the key findings are:

- **Timing:** the idea that local volunteers could give elderly people from care centres a bicycling ride came at a time where the critique of New Public Management emerged/was at its high point and there was an increased focus on New Public Governance in the public sector. As such the initiative was aligned with a certain value framework - also reflected in society at large.
- **Financial grounding:** the founders and key persons in the establishment of the foundation started as volunteers having full time jobs. As such the burning platform was not economy per se, but rather the dream of making the foundation a primary work place.
- **Releasing of resources:** the four key actors in the development of the movement have to a large extent based their contribution to the organization on their ability to apply their professional competences, personal motivations and former experiences in this new context.
- **Strategic communication:** from the very beginning the movement has strategically used SoMe, word of mouth and storytelling as tools to mobilize both public sector actors and volunteers. Also, there is an explicit awareness on wording and conceptual usage.
- **Networking:** from the outset the founders have been activating both their professional and personal network alongside encouraging other actors involved to do so.
- **Methods focus/focus on methods:** the organization is concerned with discursively constructing and continuously developing the bicycle ride as a method to embrace “all that which happens around the ride itself”. In this manner the ride is both perceived a concrete activity and a way to make systemic change.
- **Locality:** the success of CWA is dependent on the local context, i.e. that local people are engaged and that they due to local knowledge are able to activate the immediate environment, be that other individuals or companies and institutions.
- **Openness:** to CWA is has been important to stress that they offer a platform for innovation and experimentation. Thus, they have tried to avoid excessive rules and to institutionalize the foundation in a way that decreases the room to manoeuvre for the members.

Besides these overall conditions there are two aspects that have been crucial in realizing the social initiative. Firstly, the idea became widespread without being evidence-based – this has not been a concern from the perspective of the municipalities, since the decision of engaging in the movement seem to have been mainly political. Therefore, the current urge to measure and show the impact of CWA has emerged within the organisation itself as a way to consolidate the movement as a legitimate voice in the discussion of elderly care and welfare. Secondly, the success is highly dependent on fiery souls, not only across Denmark but also internationally. A note in this regard is the foundation perceives fiery souls are as important kick-starters, but that they cannot necessarily ensure the development of a sustainable network and in formalizing of the initiative.



## 2.2. Data material

The case study is based on in-depth interviews with main informants from Cycling Without Age and public sector managers alongside document studies (Table 1,3 and 4). In recruiting for interviews with managers at care centers/home care a variety in large municipality/small municipality and best cases/challenged cases was emphasized. This was agreed upon in collaboration with the case organization. A delimitation in the study is that only stakeholder/collaborators from a Danish context has been interviewed and hence the main findings are related to a specific country/local chapter, namely Denmark. Besides using the websites of CWA, YouTube videos and TEDx Talk as information sources, two documents have been analyzed – an evaluation report and a Brand Book (Table 2). The data material is the foundation for the whole report, but quotes and excerpts are mainly used in the analysis of the five key dimensions.

**Table 7 Interviewees - CWA**

<i>Strategic management (CWA)</i>	<i>Public Managers</i>
Founder of CWA and Change Maker	Rehabilitation Manager, Elderly Care Center, Municipality at Funen
Change Maker at CWA	Coordinator of Voluntary Work, Municipality at Zealand
Change Maker at CWA	Head of Elderly Care Center, Municipality at Funen

**Table 8 Documents - CWA**

<i>Type of document</i>	<i>Source</i>
External evaluation: “Wind in the hair gives life quality – and positive numbers at the bottom line”	AskovFonden & CUA
Brand Book	CWA

## 2.3. Cycling Without Age: The narrative

In the following the story of Cycling Without Age will be presented. The narrative is structured around each year of the movement’s history and herein crucial and/or defining moments. But to understand how the idea of taking elderly for bike rides emerged, a short account of the pre-story will be exposed.

The founder of Cycling Without Age, worked as partner in the consultancy business, which focused on leadership, openness and transparency in the solutions that they developed to clients. Moreover, he was, together with a close colleague, concerned with the question of how to create social effects in the world. This was reflected in a specific approach to leadership, referred to as ‘*purpose makers*’, by which they wanted to embrace and push forward a focus on overall societal challenges that reach

beyond the companies themselves. In the same vein, and in addition to this, they were captivated by *'Random Acts of Kindness'* as both a phenomenon and an attitude to being in the world. Thus, they continuously challenged each other in doing good deeds to explore what happens when you do so, how people respond and what it does to you as human being. An experience, which the founder still encounters, is to be met by scepticism either based on a here-and-now response related to the situation or by a more profound frame of reference/paradigm grounded in a quid pro quo logic. In sum, the founder was on beforehand working in-depth with ways to bridge business and ethical/societal concerns.

### **2012: The emergence of an idea**

When reflecting upon how the idea of Cycling Without Age emerged in the fall 2012, the founder states: *"I actually think that the first trip came as a spontaneous idea"*. When cycling to work, he had for a while seen an elderly man sitting outside a nearby care center, seemingly enjoying fresh air. He began wondering if the man would enjoy a bike ride, and ended asking the manager of the care center if he could make that offer. The request was met positively and the founder begins to cycle with the man on a (by himself) rented bike. Since he could see the positive effects of the bicycle ride, after some weeks he asked if the care center would be able to invest in a trishaw. Since they were reluctant to fund it themselves, he made contact to one of his friends who was a politician in Copenhagen Municipality. The founder formulated a short text about the bike trips and added pictures of him and the elderly on the bike. The politician forwarded the request, which circulated in the system for some weeks before finally ending at the desk of a civil society consultant. To the consultant the initiative was a good example of active citizenship and since she already had the role of bridging between the municipality and civil society, she immediately reacted. Hence, by the end of 2012 the civil society consultant ordered five trishaws.

*Reflections:* the idea of taking elderly people for bike rides is on the one hand depicted by chance based on the encounter between two men at a specific moment in time; one sitting on a bench and one riding his bike to work. The pre-story is that one of the men is concerned with good deeds, with societal challenges and with biking, whereas the other is missing mobility. On the other hand, it is also a story of timing, since the idea is addressing an emerging political agenda about opening up towards civil society. The key words hence become: personal motivation, personal network and the possibility to engage relevant actors at the right time.

### **2013: Year of experiments**

In March 2013 the five bicycles arrive and subsequently they are distributed to five different care centers in Copenhagen Municipality. In the meantime, from ordering to receiving trishaws, the founder has already invited employees to test trips and taught them to drive the bikes. In parallel he furthermore arranges a joint trip to recruit volunteers for four new care centers. They send out a press release, and in April the first joint trip is organized. A trishaw from each of the five participating care centers arrives at Gunnar Nu Hansens Plads (a central spot in Copenhagen) and they do a joint trip from there. There are approximately five to six volunteers from each care center present and Claus Meyer (a well-known food entrepreneur and friend of the founder) has donated

cinnamon rolls and coffee. The event gets a lot of media attention; a Danish TV station shows up and a BBC radio journalist (who lives in DK) do an interview. Since the founder already calls the movement 'Cykling Uden Alder' (in Danish) he spontaneously makes a direct translation to the radio journalist and the label Cycling Without Age is a reality.

Moreover, the founder continuously organizes joint events to gather the people who have come along and to create awareness that can attract new ones – e.g. info evenings at cafés. Also, at a very early stage the founder creates a FaceBook Group that acts as infrastructure for organizing bike rides and for knowledge sharing. Those in the group who would like to join (as pilots) could embark by listing their name, contact info, information about in which area they would like to offer bike rides and how much time/many. In this manner, the employees from the nursing centers could plan arrangements directly with the volunteers themselves. The founder emphasized from the beginning that it was very important to report back experiences, do's and don'ts, and pictures. To the founder it was imperative that the movement was centred on experiments and experimenting based on the idea of co-responsibility and involvement. This was understood as being in opposition to creating "project plans", which is why the founder was very careful not to use project language. His main concern was that the movement too early became trapped in certain attitudes and ideas about what it would end up becoming.

In the fall, as the positive experiences began to gather, the civil society consultant re-entered the scene. She arranged a meeting with the administration and managed to obtain funding for another 26 cycles. When all the respective care centers accepted the offer, the municipality asked the founder if he would be a part of implementing the initiative - he therefore obtained a contract as external consultant.

*Reflections:* In opposition to the first year being characterized by chance, the second year is depicted by a strategic focus on dissemination through storytelling and the use of media platforms. This has been crucial in the transition from being an isolated good initiative to becoming a municipal service offer with political endorsement. Also, the idea of on-going interaction between joint activities and the individual tours has contributed to framing the initiative as something that reached beyond subjective experiences and relationship-building.

### **2014: Roll-out**

The founder is now employed as an external consultant in The Municipality of Copenhagen with a focus on rolling out Cycling Without Age. In May he gives a presentation at the National Association for Municipalities in Denmark and subsequently makes a five-minute presentation at a meeting (where all decision-makers were present). Both presentations are centred around the story of the elderly man that the founder took for the first bike ride. The result is that Cycling Without Age becomes barraged with phone calls - and consequently a huge number of municipalities wants to join the movement. In September/October the founder makes a TEDx Talk via TEDx CPH. The talk leads to inquiries from all over the world and Cycling Without Age starts working on an international program. As TEDx Talks are mostly communicated in Anglo-Saxon countries, CWA primarily start

addressing these countries. Also, they are aware that TEDx Talks are to some degree watched by the "right" people, focusing on social innovation or social initiatives.

*Reflections:* Since the founder quite fast became financially secured to go full time on the initiative, he was able to roll-out the national and international vision, which he had from the beginning. Another aspect in the rapid growth seems to be related to the starting point of the movement; that everyone should and could be co-creators of what Cycling Without Age might become. The founder points out that the secretariat does not know, by first hand, all the different contexts that are part of Cycling Without Age – thus making it important to let the good ideas arise from local resources. This seems to have been beneficial regarding an openness towards possible avenues to pursue.

### **2015: Formation**

The civil society consultant first takes three months leave from Copenhagen Municipality and eventually she starts working full time at Cycling Without Age. At the same time the affiliate program begins. Moreover, based on a documentary about a long joint trip to Norway a crowdfunding campaign is launched. It makes it possible to secure the financing of eight trishaws and eight new chapters around the world. Moreover, two key persons are now working as volunteers in the movement. Due to their engagement and competencies, they together with the founder and the former civil society consultant, which is now a co-founder, make a '*musketeer oath*'; if a large grant is realized they will be the first full-time employees. This process of formation influences the urge for the movement to establish as a legal entity - despite having tried to avoid becoming formalized too early. At this time, it became clear that the time was now ripe to move from being "*a movement for a good purpose belonging to the people*" to a foundation that had the ability to ensure stable funding and as the founder remarks: "*to become someone to be addressed legally*". Therefore, it also became important to get an insight into how the big funds work and what logic they are based upon. Due to their vast amount of dissemination activities Cycling Without Age was contacted by a lawyer from a law firm, who would like to give pro bono support. Fortunately, the company was specialized in associations, and based on their recommendation, Cycling Without Age was established as a voluntary association.

*Reflections:* The development towards a more sustainable organizing depended on legal justification – both as a foundation for financial stability and for becoming a formalized partner. This might be related to the explicit wish for growth and diffusion. As such, having the drive for upscaling from the very beginning influenced the choices regarding forming and framing the movement itself.

### **2016: Refinement**

The four musketeers are now all employed in CWA; the founder and co-founder focusing on internationalization and the project managers, referred to as change makers, focusing on the national track. The Danish association now has more municipal members, and CWA therefore apply for the rights to the logo and name. This is pushed forward by the success of the idea and because some municipalities employ the initiative without being members of the association. Up until today this is still the case and it remains an on-going internal discussion if and which countermeasures

should be activated. Notwithstanding this situation the association itself needs to be able to justify the advantages of a membership, leading to a more structured process towards methods development and quality assurance. Meanwhile, the international department becomes an independent association, even though it for a long time stayed unfinanced. The challenge of the international trajectory was that CWA came from a Danish context that primarily co-operated with public actors, while elderly care and care internationally in many places are more dependent on external / private actors and private donations. Hence the movement needs different platforms nationally and internationally. As of today, the two associations Cycling Without Age (CWA) and Cykling Uden Alder (CUA) are two independent entities sharing the same secretariat.

*Reflections:* when upscaling nationally and internationally there seems to be a dual process at stake; while becoming more formalized nationally to ensure that the association do not become a platform for everything and hence might fall in the trap of becoming nothing, the internationalization process highlights that these formal structures are not necessarily applicable in non-Danish settings. Especially the funding structure of the care domain varies and different actors play key roles.

### **2017: Bright spots and change agents**

Now that the two entities, CWA and CUA, are established the focus on storytelling again comes to the fore. The BBC is making a small YouTube video from Scotland that shows how Fraser (a twenty-year old medicine student) as part of Cycling Without Age takes elderly for bike rides. The video went viral and the association experienced a growth of 40%. There have been and still are other minor videos, but basically there is a continuous focus on documenting the good stories. The founder is now engaged with the notion of "*bright spots*", i.e. to have a strategic focus on what works well based on the assumptions that good stories can inspire both new actors and those who experience problems. In the same vein the association focuses on how these stories of bright spots are communicated to the local contexts. Especially in the context of the municipalities there is an awareness on how the employees, both within the administration and at care center/home care, perceive Cycling Without Age as initiative and mindset. They all represent different logics depending on which part of the administration CWA is positioned in or the kind of workplace cultures pushed forward by management. Thus, in communication Cycling Without Age stresses the role of the employees as change agents, that is, someone who pushes forward a new agenda within elderly care.

*Reflections:* as the movement develops and the focus on describing what Cycling Without Age is – as something more than the bike ride itself – it seems as the language usage becomes even more important. To introduce the notion of bright spots and change agent in this specific context reflects both a certain understanding of what motivates people and an underlying wish (that might by this time has emerged more clearly to the key actors of CWA) to create systemic change.

### **2018: Time to social impact**

There is now a main focus on what Cycling Without Age is and herein what the movement is supposed to support. The shared belief in the association is that the spread of CWA is a means to

achieve social impact. Thus, there is a slight dislocation of focus; from the *'thing'* than goes on between pilots and elderly during the bike ride, to the volunteer's time from deciding to do something until he/she engages in the first ride. This time slot is by the founder conceptualized as: *"time to social impact"*. The urge is to minimize this time to social impact, among other things, by the use of bright spots stories. Despite this recent focus and the openness towards local translation and negotiation of what CWA is about, there is an awareness in the association, that Cycling Without Age does not become a frame for everything: *"we shall not loose ourselves - so we need to maintain that it's the bike and that specific experience that's central to Cycling Without Age"*.

*Reflections:* now there is time for doing conceptual work and developing a lingo to describe the roles, activities and objectives of Cycling Without Age in a clearer manner, integrating and embracing the gathered experiences. Thus, the focus broadens and perspectives on the crucial moments in the whole process inherent in CWA are looked into in order to refine and reduce decision-making processes of the volunteers. As part of the fast development, from the emergence of an idea in 2012 to a worldwide set-up in 2018, there is, besides the in-depth focus, also a distinct focus on remembering the overall vision and its main components.

#### **A summative note**

The above timeline has sought to embrace that CWA as a movement has concurrently developed along two paths; the national and the international one. But to clarify, Denmark is in regards to the overall movement a local chapter in the same sense as other local chapters. But the development in Denmark has been a way and source of inspiration to continuously clarify and develop the autonomy of all chapters, herein distribution of roles and design of cooperative agreements. To exemplify, the newly elected board in DK has agreed upon the following focus areas as vital in the development of the association: on-going support of bottom-up processes and development of local communities, economic sustainability and communication. This knowledge and the experiences from the Danish context are disseminated internationally through networks, Summits, joint long-trips and via diverse communication channels. Moreover, the development of a new booking system is meant to support the diffusion of the movement internationally.

## **2.4. The context**

Cycling Without Age is a movement organized as two main separate organizations: the association Cykling Uden Alder (CUA), with a large number of local divisions in DK, and the umbrella association Cycling Without Age (CWA), that encompasses national divisions in Sweden, Norway, Scotland, USA, France, Switzerland, Singapore, Ireland and UK. The organizations share the same office space with approximately 12 full time employees, but offers and relies on different funding and employment opportunities. The organizations are project organizations based on external funding, as the membership income from Denmark only secures one full-time employee. For the movement to realize its mission it depends on collaboration with key actors within elderly care (be that



municipalities and care centres as in DK or private organization as is more common internationally) and on the ability to mobilize volunteers and engage with trishaw producers as sub-contractors.

Despite being dependent on this formal network of actors, there are some internal and external aspects influencing what is possible to do within the framework of CWA. Firstly, in Denmark the elderly people, who are referred to elderly care centres, are either physically or mentally weak and hence a large number of the residents suffer from dementia. Thus, the elderly people have different preconditions for partaking and the employees emphasize that the bike ride is not an offer suited to all elderly people.

Another point relates to the choice of bicycle; the use of trishaws where the passengers are seated in front. This is a deliberate choice since the elderly have a better view and because it creates a more intimate space between passengers and pilots - both during driving and when the pilot bends forward and speaks with the passengers. The idea is that this specific sort of bicycle supports a sense of community.

Regarding the overall objective/vision there is, despite the formalization, still a focus on inviting people into the development of the movement – which is seen as a dynamic entity that is continuously being created and co-created by those who use the platform. This will be further exposed in the following.

## 2.5. The main objective

From the perspective of CWA, the main objective is dual; to create value at both a subjective and a systemic level. At the subjective level, the elderly people are in focus: *“We see ourselves as a tool to make people who normally do not have a voice in society heard. And this is based on the intimacy created by cycling – in this manner they are ‘talked’ back into society”*, manager CWA. Hence CWA seeks to support that the elderly through relationship building and bike rides stay mobile and part of society. At a systemic level the main objective is to make positive changes within the domain of elderly care and to reduce loneliness among the elderly – which is also a strategic focus in Danish elderly care, due to the negative consequences of loneliness to both individuals and society. As a manager reflects: *“We have made the care centres into silos with offers such as e.g. hair dresser and gymnastics, so the elderly does not need to leave the center. Therefore, we would like to take part in the debate about elderly care – at the concrete level with the pilots, but also at a more overall structural level”*. In this manner, the guiding principle of Slowness is not only related to the bicycle trips but also to the development of an alternative governance paradigm in opposition to a pure growth logic.

From the perspective of the public managers the objective of CWA is mainly related to the elderly; that they get the opportunity to get out of the fixed physical surroundings of the care center or their home. An aspect and experience the public managers associate with increased quality of life. But



the public managers also mention that it has value to the employees that they are actually able to offer trips and experiences outside of the normal context. As such, value is perceived an inter-subjective value created in the interplay between the elderly people and the employees and less a systemic value targeting the elderly care sector as a whole.

## 2.6. The five key dimensions

### 2.6.1. Types/Process of Innovation

From the perspective of CWA there seems to be three main components related to innovation: conceptual, systemic and open innovation.

1. Conceptual innovation is reflected in the way wording is explicitly used as a tool to make change and development. Firstly, the notion of the three P's: passenger, pilot and personnel are ways to give the people involved new roles. A manager also emphasizes that they are reluctant to apply the term citizen since they prefer to refer to the elderly people by their names. Other key words are; platforms, meeting places and invitations. As a manager tells: *"You are invited into the organization and you are invited to a bike trip – this opens for a new kind of relationships that are more equal"*.
2. Systemic innovation relates to the above, since CWA believes that the introduction of new wordings and activities influence the work culture at the care centers/home care and the societal understanding and approach to elderly care; *"Trip by trip we change the world"*. This is also reflected in the notion of pilots as *change agents* and the collaboration as *communities of practice*.
3. Open innovation is at the centre of CWA. From the outset the focus has been on inviting people into the movement as co-creators, while also having a strategic focus on the objective: *"We are concerned with how to make people copy what we do, otherwise it will not sustain. But in lies in our DNA that it shall not be top-down driven because we need a space for innovation. Hence, we talk a lot about the balance between this room for innovation and the knowledge building we need, to make it methodologically and professionally anchored"*, CWA manager.

From the perspective of the public managers, there are different perceptions about what sort of innovation CWA represents. Some of the public sector managers regard it as an eye opener in relation to what they can do with the elderly – this is in line with some of the findings in the external evaluation made by AskovFonden. In this manner CWA can be understood as process innovation since it supports new forms of organizing both internally at the care center and externally by the involvement of volunteers and the immediate environment; *"It (CWA) somehow forces the public sector and civil society to enter each other's domains and to explore and understand what kind of logics are at stake respectively"*, a public manager reflects. Others already have the platform for such collaboration and hence experience CWA merely as a fine offer among other likely offers, such as memory-dancing and collaboration with schools and kindergartens. Thus, they are more reluctant to refer to the initiative as innovation.

### 2.6.2. Type of Innovation Networks

The representatives of CWA see Cycling Without Age as a movement, and hence something that reaches beyond the organization itself. The five leading principles constitute the value framework that members and affiliates need to buy into: *“Everyone must signify that they believe in our dream and our principles”*, whereas the organization is mainly seen as a central platform on which people are invited to experiment and innovate.

Returning to the narrative of CWA the movement in itself can be seen as spontaneously emerging network based on some specific contextual conditions. But it is also an example of bottom-up innovation initiated by a social entrepreneur with certain competences and a relevant personal network. Today the CWA foundation has developed into a planned network that seem to trigger top-down innovation in the public sector based on political/strategic decision-making processes, but which internally, regarding the concept and the way the activities are perceived and developed, rely on releasing of resources among members and volunteers. As a manager states: *“we want co-creators and not just employees”*.

### 2.6.3. Drivers/Barriers

The CWA managers sometimes find it hard to translate the objective of the movement into something concrete and useful for the political/administrative systems to push it forward. This is furthermore related to an experience of being understood in a certain framework of large volunteer-based organizations that offer activities for free such as *‘visit-dogs’*, *‘visitors’* and *‘visit-babies’*. To CWA these offers are based on an instrumental in-and-out thinking that does not take the long-term perspective on relationship- and community building into account.

The public managers stress that fiery souls are key when it comes to implementing an initiative such as CUA - either positioned in the administration or within elderly care. A public manager states: *“It is important to be engaged and to mobilize some coordinators since there must be someone to take the lead, otherwise it cannot be realized – you know, somebody who thinks: this is rewarding to the citizens, let’s do it!”*. Also, some emphasize that they to a large extent has applied an used the material, herein videos and stories, offered by CWA to spread the word and gain support to the initiative. Hence, most informants mention that managerial support is crucial. The public managers give examples of places where the managers are keen on CWA and create a positive narrative about the initiative, whereas others are not engaged and hence it becomes difficult for the employees to mobilize a drive. This is furthermore related to another key barrier, namely that the domain of elderly care is in Denmark characterized by scarce resources. Most managers comment on the time aspect, and that it is a challenge in a work day depicted by time pressure to make the employees *“play along”*. This is supported by the CWA managers – that the attitude from the managerial level is essential, since CWA do not have authorization to engage the employees, they can only try to engage volunteers.

The public managers mention the booking system offered by CWA as a driver as well as a barrier to the initiative. In one context it has been an easy platform to apply that have helped implementing the initiative. But to others the platform is either too complex or too hard to customize to a rural context: *“It was like they (CWA) only offered a full package, a fixed system, which was hard to fit in with our local context”*, a public manager tells. Another states: *“It was quite an ingenious booking system, which was not realistic for us to apply – we coordinate in an old school manner with a calendar”*.

In the same vein, data exposes barriers regarding the operation of CWA. The public managers tell how they are left alone with the initiative after the implementation phase. And this experience is both related to the awareness from the municipality and from the CWA secretariat. It is the responsibility of the care center/home care to maintain the trishaws and they are not granted any funding for repairing or buying new bicycles if they are damaged – a matter that came as a surprise to the public managers after the start-up phase. Also, they have experienced a lack of follow-up from the CUA secretariat after the initiative is up and running: *“In my experience, when we finally entered as members we were left to our own devices and had a hard time to get to speak to the organization”*, a public manager tells. The implication is that the actors do not seem especially attached to the organization and as part of something bigger than the initiative itself. Thus, for the initiative to become sustainable it is crucial that the care centers need to buy into the idea - otherwise it cannot persist.

#### 2.6.4. Institutional factors

Basically, the social initiative does not clash with existing legal frameworks, but as mentioned there was a policy push from the political level within the municipalities. In the interviews with public managers it became clear that CWA entered the scene at a time where a new political agenda of openness towards civil society and actors outside the public domain had emerged. E.g. some municipalities had been hiring people to work specifically as bridge-builders between the public and the third sector. This move was also related to a reality of on-going cost-savings and decrease in resources, both within elderly care and in the public administration in general: *“I think the CWA was introduced at a time where the pressure was so hard within elderly care that it was possible to realize. If it had been years before, when there was more money it probably would already have been part of the service offering”* a public manager reflects. Thus, political awareness can be seen as a kick-starter – as in the included municipalities where the implementation of CWA was based on political decisions and not a bottom-up wish from the care centers/home care.

For some years in Denmark, a social voucher has been offered to the elderly to give them the opportunity to (sometimes) decide which sort of public service they would like to receive – e.g. if they prefer a bath over cleaning. This arrangement seems to have made a platform for CWA to spread. Also, the work with rehabilitation within elderly care meant that many care centres already used side-by-side bicycles, so, bike rides for elderly were not new per se, it was only the objective

that changed: from a focus on rehabilitation to a focus on life joy. A related factor relative to the long trips is that the elderly has to pay approx. 420 Euros themselves. An instalment agreement is offered to the elderly people, who cannot afford to pay, but still this might influence to whom the bike ride is a possibility. Another economic issue at an organizational level is that the municipalities which are members of CWA, are able to save 17 % in foundation tax if they apply for funding through CWA. None of the public manager mentioned this, but from the perspective of CWA this circumstance is seen as a supportive tool.

At the international level some other issues have arisen; in Sweden there has been a discussion about how much CWA need to know about the pilots e.g. regarding age and criminal record. But these are new concerns since it has not previously been discussed or pushed forward by the key actors in Denmark.

### 2.6.5. Impacts

The public managers tell that they are generally measured in accordance to specific quality criteria, but that CWA does not fall within a measurement paradigm. Instead they see the impact as a general enhancement of the joy of life among the elderly: *“their cheeks and eyes glow, they smile and laugh and perhaps they can recall it afterwards, otherwise it is just enjoyment in the moment”*, a public manager says. Thus, to the employees what counts is that they can see that the elderly enjoys the ride, which is why this also becomes part of choosing elderly people for the trip. A manager states: *“most elderly people with dementia would become over-stimulated by such a trip, so it is not a good thing to everybody and therefore we do not ask the elderly person if we know it will not become a success”*. Despite differing perceptions of whether the bike trip is beneficial or not to elderly with dementia, at a more structural level another mentioned impact is an increased knowledge of dementia in the local environment; a public manager explains how they have used this visibility strategically to raise political awareness on their domain. This is in line with a statement from one of CWA managers, that to CWA it is not only interesting to scale up regarding membership but rather it is important to *“scale up the value created”*.

To CWA the increased focus on evaluation is also a way to ensure that CWA is not mainly understood as *‘an activity box’* only driven and decided upon by the employees. Thus, evaluation can be used to stress and pinpoint the value of the bike ride as a method encompassing the concrete activity based on the philosophy: *“Nothing about them (the elderly) without them”*. The urge to evaluate is furthermore related to the development of long trips, that due to their relatively high price needs more justification, and to CWA as a membership-based organization. These two aspects make it important that the organization is not perceived as a *“crowd of hippies”* a CWA manager states. Hence the need for legitimacy becomes a trigger for increased professionalization and herein strategic collaborations with e.g. AskovFonden and academia. To exemplify, CWA uses research to better understand what they are doing; a manager tells: *“we have more male pilots than female volunteers and now we know from research that males are motivated by autonomy, fresh air and*

*flexibility. So, by having an interplay with research, and in this context male and dignity research, we can better argue for the things we do”.*

As is clear, the notion of evidence and impact is to understood broadly in the context of CWA. Evidence is only a subset of the evaluation practices of the foundation. As Ole Kassow states: “*we mostly evaluate via narratives from relatives, pilots and passengers, besides documentation in the form of articles. And of course, this is also an essential approach – the ones who make the decisions in the large foundations are also people...*”. Therefore, the challenge regarding evaluation is not solely related to activities and the bike rides, but rather to the overall aim of the movement regarding systemic change. The managers acknowledge that it is hard to detect a change in culture/a cultural transformation and that this will be a focus prospectively.

## 2.7. Unexpected results of the study

The CWA foundation seems keen to engage in collaborations with organizations and companies that are not necessarily part of realizing the service itself. To exemplify, they have started a number of strategic collaborations to push the movement forward e.g. AirBnB, Goodwings, GSK and Zendesk and moreover, as part of choosing foci areas, CWA seeks to address the UN Sustainable Developments Goals. As such, commercial platforms are used to spread the word and to increase the number of pilots. A condition for these collaborations is an openness towards adapting the service, e.g. by downplaying the longitudinal aspects of relationship building between the pilots and the elderly people and instead introduce it as a one-time experience together as e.g. tourist and elderly person, alongside a willingness to engage in strategic collaborations to reach a wider audience.

Another unexpected result of the study, not framed by the five dimensions, are boundary issues. The pilots are encompassed by both volunteers, employees and employees as volunteers in their spare time, so there seems to be fluid boundaries between the roles associated with the social initiatives. And especially the differing roles of employees as either pilots as part of their work tasks or as volunteers might be interesting to further unfold; do they perceive the initiative differently in different contexts? And how to conceptualize the bike ride as both a work task and a volunteer task? Or something more personal/subjective? This leads to yet another interesting finding of the research, namely that at the care centres/home care involved, relatives are almost absent as pilots. There is no clear reason for this and the public managers do not seem to be concerned with the issue. Hence, there might be an overlooked potential in engaging the relatives as pilots or to better understand if the reluctance, if any, is related to becoming a volunteer. Thus, there might be some demarcations at stake to be further explored.

## 2.8. Discussion

The case of CWA is interesting due to the high degree of positivity that surrounds the movement. The initiative and the foundation do not seem to meet a lot of resistance concerning the cause per se; to ensure that elderly stay mobile and part of society. Thus, it seems that if the cause is perceived highly legitimate the room to manoeuvre increases. Externally, since it becomes easier to engage in strategic collaborations and to recruit volunteers, and internally because the organization, based on trust in their own *raison d'être* and main objective, becomes flexible in regards to development and organizing as long as the main objective stays the same. Another key aspect is how the innovation is positioned in the eco-system of public elderly care services. CWA is mainly an add-on to formal elderly care, since the foundation does not overtake tasks or roles of the public sector. In this manner they are not subject to competition regarding resources and legitimacy, making it less problematic for the municipalities to engage in collaboration. Also, if the initiative should come to an end it would not change processes or ways of organizing within the sector.

A related aspect that need consideration is that the positivity linked to CWA might end up overshadowing other relevant and giving initiatives going on in the elderly care sector. Especially since it is not clear from the stories of CWA that the bike ride is not suitable for everybody. The one-sided exposure of the bike rides as highly valuable to all actors engaged, might give a picture of solely happy elderly people and unproblematic collaboration between the public sector and civil society. And since there are in fact elderly that are too weak to join, awareness of this group of people might be lost. Moreover, it is not clear how the CWA activities support the pronounced aim of systemic change and herein how the movement understands the concept of active citizenship. Hence, it might be rewarding to make room for supplementing stories to the social initiative and for possible initiatives within elderly care; stories that grasp the challenges and stories that clarifies how CWA is one out of several ways to reach the goal: ensuring that elderly people stay active citizens and that the domain of elderly care stays curious and innovative.

## 2.9. Appendixes 1-2: Document study

1. **External evaluation:** “Wind in the hair gives life quality – and positive numbers at the bottom line”, AskovFonden (the Askov Foundation)

**Table 9 External evaluation (the Askov Foundation)**

<b>Type of document</b>	<p>External evaluation conducted by AskovFonden, a non-profit company focusing on documentation, impact and follow-up of social efforts. The evaluation of CUA is based on a specific evaluation method developed by AskovFonden labelled the Assessment and Intervention Model (AIM). The AIM model investigates key focus areas to the target group before, under and after an activity.</p> <p>In the case of CUA the perspectives of employees, pilots and elderly people on both short bike rides (approx. three hours) and long-trips (with sleep-overs) are integrated in the evaluation. The main objective is to obtain in-depth insights regarding the three target groups and secondly to be able to detect social change.</p>
<b>Key terms applied</b>	<p>Life quality, Learning process, CUA as “something bigger than yourself”, relationships, motivation, well-being.</p>
<b>Perception of value/objective</b>	<p>To CUA value is both seen as the right to get “wind in the hair” and to get the ability to stay an active citizen. CUA is perceived a specific perspective on movement/motion and life in general that puts emphasis on meetings between people as a source of wellbeing. Moreover, the bike trip is itself seen as a possibility to create awareness on the movement in the municipalities.</p> <p>To the employees the perception of value is dualistic; that seeing the elderly enjoying the trip and increasing their mental and physical ability leads to increased courage to try out other initiatives in the daily life at the care center.</p> <p>To the elderly people the value relates to variation (in a perhaps a quite predictable/monotone everyday life), a platform for deep conversations and to get more energy in general leading to an urge to be more active in general.</p> <p>To the volunteers the value relates to the experience of increasing other people’s wellbeing and to the potential friendships that emerge.</p> <p>Across volunteers, employees and passengers the main value is related to relationship building – both among employees, among the elderly and across the three target groups.</p>
<b>Main actors referred to</b>	<p>Pilots – refers primarily to volunteers.</p> <p>Employees – refers to coordinators (either at care center or municipality) and employees acting as pilots.</p> <p>Passengers – the elderly</p> <p>CUA – referred to as sparring partners being supportive regarding planning and realization.</p>
<b>Understanding of co-creation</b>	<p>Co-creation is related to both planning and being part of the bike trip. As such it is both the format of the experience that is created among key actors and the activity itself. There is also a notion of ‘co-realization’, i.e. that the actors become aware of each other’s resources and that this realization reaches beyond the activity.</p>
<b>Measurement criteria/success factor (if referred to)</b>	<p>According to CUA the movement is about using bike rides to integrate a pedagogical and social complexity – but this is not further elaborated upon. The association acknowledge that this need to be further explored.</p>



**Reflections (Include any relevant thoughts/reflections on the document):**

The evaluation report is highly depicted by positivity. Despite the title being about both quality of life and a positive bottom line, the latter is not addressed in the evaluation. The evaluation mixes/does not distinguish between short and long trips and it therefore becomes a bit blurred what the findings refer back to. Also, the time perspective (before, during, after) is hard to see in the presented results, hence making it difficult to evaluate the social change objective.

**2. Brand Book - CWA****Table 10 Brand Book - CWA**

<b>Type of document</b>	Book on the organisational culture targeting new and existing pilots and collaborators within CWA. The messages of the book are structured around the following chapters: who we are, how we look, how we talk, best practice and social media. As such the book reflects the focus on storytelling in the movement and a desire to distribute shared guidelines.
<b>Key terms applied</b>	Identity, community, citizenship, ambassadors, “content is king”, storytelling, honesty, authenticity, joy, lightweight
<b>Perception of value/objective</b>	Value is related to giving elderly a better life, based on the possibility to become more mobile, avoid isolation and stay an active part of society. In line with this, the story is that the idea behind CWA is simple but that the effects are more profound and ground-breaking – making the world a better place.
<b>Main actors referred to</b>	The elderly Nursing homes Volunteers
<b>Understanding of co-creation</b>	Co-creation is linked to the establishment of relationships between the people involved. Also, it is emphasized that CWA is about how people <i>do</i> CWA and that in application of the CWA designs you both make a statement about the organization and your own affiliation with the movement. As such it is not only the value of the bike ride that is co-created but also the engagement in the CWA community.
<b>Measurement criteria/success factor (if referred to)</b>	The main success criteria are: <ol style="list-style-type: none"> <li>1. To make all people in the community communicate the vision in a clear and strong manner alongside creating a sense of belonging.</li> <li>2. Through pictures to give an honest account of what goes on during the bike ride.</li> <li>3. That the identity exposed through the design manual is shared and followed by all people engaged in the movement to ensure consistency.</li> </ol>

**Reflections (*Include any relevant thoughts/reflections on the document*):**

The tone of the Brand Book is familiar and the target group is addressed in direct form.

The brand book only refers to nursing homes, and do not address home care or other platforms for elderly care.

The guidelines are specific and all choices (colour, font, size, use of photography) are accounted for – giving a professional impression. But it is also so detailed that there seems to be little room for contextual/local interpretation – nevertheless, if there is a wish for tailor-made solutions CWA encourages that local actors ask for help/guidance.



### 3. Danish Case study 2: Grennessminde

#### 3.1. The case in a nutshell

Grennessminde is a foundation based on trust ownership, with a declared social economic focus. At the outset the foundation is targeting (mainly) young people with special needs through education, job training and residential accommodation. Around this main aim the foundation runs a number of social enterprises, initiates leisure activities and are engaged in diverse collaborations across sectors. Moreover, Grennessminde has, based on external funds, bought Copenhagen Dome (a domed large building) occupied by the Research Centre for Social Economy. As such Grennessminde house and is associated with the national debate on social economy in Denmark.

Despite the widely used narrative of social economy, the foundation mainly relies on income as subcontractors to the public sector, offering education within the 'special planned youth education programme' (Særligt Tilrettelagt Uddannelse) - in the following referred to as STU. STU is a youth education programme lasting three years targeting youngsters that are either mentally disabled or have special needs, which make them unable to accomplish other youth education programs. The education is not a formal education, but an education aiming to make the youngsters ready for the job market (on their own terms) and to become more independent in general.

Across these different activities and operational units, the overall vision and mission (own translation) of Grennessminde are:

#### **Vision**

We work to ensure an inclusive community and labor market, where everyone has the opportunity to participate.

#### **Mission**

Grennessminde is a growth-focused social enterprise. We support, host, educate and qualify young people with special needs to take active part in and contribute to society in collaboration with the rest of the labor market. (<http://gminde.dk/om/vores-mission-og-vision/>)

Grennessminde is an extreme case in the sense that the structure of the foundation and the way they integrate the offers of social enterprises and public services activate both a number of different actors and underlying logics within a shared frame. As such the case pinpoints some key implications of public legislation and emerging discourses in social innovation initiatives, and hence it can be a trigger for a more profound discussion of legitimacy and ownership in the collaboration between the third and the private sector. Therefore, it becomes relevant to better understand how Grennessminde operates and understand their role as an actor within the wider network of social initiatives. Based on four interviews with managers from the organization and one interview with a public employee from a municipality the key findings are:

- **Network:** From the very beginning the establishment of the foundation relied on certain competences and resources; fiery souls with a legitimate voice and a political network.
- **Legislation:** New legislation, and herein quality assurance, has been a crucial trigger for developing and qualifying both methods and processes at Grennessminde.
- **An active executive committee:** The executive committee has played an important role in the position of Grennessminde within the field of social entrepreneurship in Denmark. When the focus on social economy emerged, they were keen to adopt and actively work with the main philosophy behind.
- **Method development and consistency:** As part of an overall professionalisation and alignment the foundation chose to work with, within the public sector, an acknowledged and widespread social pedagogical method targeting mentally disabled adults (KRAP). All employees working with STU have been trained in the method, which also seem to be a competitive resource when Grennessminde is under inspection.
- **Business orientation:** It has been a deliberate choice to hire an experienced CEO with a clear focus on business development, since the foundation was economic challenged and there was a need for moving towards a more sustainable business.
- **Change management:** the development of the foundation is based on an acknowledged need for cultural change – that the employees should be part of a change management process to change both their self-perception regarding competences and hence the understanding of the foundation.
- **Strategic focus on narratives:** Due to the complexity of Grennessminde, both organizational and stakeholder-wise, the management apply different (but still supplementing) narratives in accordance with the audience they wish to target.

Besides these overall findings regarding the way Grennessminde operates in the field of social economy and innovation two aspects are worth elaborating upon. Since Grennessminde has a quite long history and as such is not a new social initiative, the process towards the current state of the foundation is highly interlinked with a change process in the work culture among the staff of employees. The employees have gone through a shift from a practice, based on tacit knowledge relying pedagogically on the quality of craftsmanship, to a practice of being able to describe and talk about the underlying pedagogical rationales. Moreover, the basic understanding of what Grennessminde is, and herein what Grennessminde is the answer to, is based on the antecedents of being a supplementary education for youngsters on the edge of the labour market. This might explain their take on social enterprises and social innovation, that seems to be mainly related to Work Integration Social Enterprise (WISE), which is merely a specific approach among a wider understanding of what social entrepreneurship encompasses.

### 3.2. Data material

The case study is based on in-depth interviews with main informants from Grennessminde and a public sector employee alongside document studies (Table 5). Moreover, data from an initial meeting with the Head of Education) and the Commercial Manager has been integrated in the report. In recruiting for the interview with public staff, the main focus was on the role as municipal education advisor - to get an additional perspective on Grennessminde as subcontractor. This was agreed upon in collaboration with the case organization. Besides using the websites of Grennessminde and historical documents from the time of establishing the foundation as information source, two documents have been analysed; an inspection report and a branding booklet (Table 6, 7 and 8). The data material is the foundation for the whole report, but quotes and excerpts are mainly used in the analysis of the five key dimensions. To ensure anonymity quotes from the public sector informant are not integrated, but insights from the interview have been part of the overall analysis.

**Table 11 Interviews - Grennessminde**

<i>Managers Grennessminde</i>	<i>Public Staff</i>
CEO	Education Advisor, Albertslund Municipality
Head of Education	
Head of Operations	
Head of DOME	

**Table 12 Documents - Grennessminde**

<i>Type of document</i>	<i>Source</i>
Branding Booklet	Grennessminde
Inspection report – based on notified supervision	Høje Taastrup Municipality

### 3.3. Grennessminde: the narrative

To better understand the main developments relative to social innovation a pre-story of the establishment of Grennessminde will be given. Back in 1958 Mrs. Inger Agnete Grenness wrote to the Social Minister at that time, the Social Democrat Julius Bomholt, about the importance of creating workshop places for “retards”. In the letter she acknowledges the interest in this domain by the minister, refers to statistics and encourage that minor schools are founded to target the group of young people, that are too well-functioning to operate under the existing laws but still too ill-functioning to “deal with being in competition with normally gifted”. Mrs. Grenness had a mentally ill sister herself and was as such personally concerned with the lack of educational offers to this specific group of young citizens. Without knowing what the specific answer was, if any, Mrs.

Grenness pushed and tapped into to an existing agenda since there seemed to already be a political focus on the area of mentally disabled youngsters.

In 1969 The National Association for Support of Mentally Disabled was founded by Mrs. Grenness and her husband, and in 1974 Member of Parliament K. Helveg Petersen (later minister) began as chairman – a position he remained until 1992. Out of, but still on the basis of, the association, The Self-governing Institution Grennessminde organise their founding general meeting in March 1977 and the first production school begins more or less concurrently to operate. At this time the main venue was in Birkerød (another village close to Copenhagen), but later based on own assets, funding and donations four Grennessminde-schools opened. From the very beginning the production schools were to be seen as platforms for education of mentally disabled based on both practice and theory, but with a main emphasis on the former. In this manner the education was from the outset practice -oriented and closely related to craftsmanship having future job opportunities as focal point. As of today, only one Grennessminde school exists; the one in Taastrup subject for this case analysis. In sum, Grennessminde is based on the initiative of a fiery soul with a personal commitment, resources, access to a relevant network and herein existing competences regarding manual work.

### **2007: Legislation as game changer I**

In 2007 legislation indicated that young disabled citizens should be entitled to a special planned youth education programme, i.e. the STU education. Up until then Grennessminde had only been offering job training and job capacity assessments, but to the same target group as in the STU. Hence the introduction of the STU was not radically different, but became a possibility to frame the existing practices and approaches in a new manner, with a specific focus on education. As a manager states: *“We already had a delicious dish of mixed fruits that we could take away - and then create a STU structure around”*. But still the vast number of employees and managers were anxious about the implications for the foundation and what the change in focus might implicate.

*Reflections:* It is possible to see the change in legislation and herein the emergence of the STU as a crucial game changer regarding Grennessminde as organisation and foundation. The education was not from the outset perceived a positive change/opportunity, but the main concerns were related to the change of practice at Grennessminde and not to the overall aim and purpose of the STU per se – which main philosophy was in line with that of Grennessminde and hence easy adoptable.

### **2007-2011: Adaptation process and the rise of social economy**

When becoming a subcontractor offering the STU was realised, the implications to the organization started to emerge. One huge change was that contracts did not need to be renegotiated every 13 weeks, since the STU operates as a three years educational course. Another was, that the workshop leaders, such as robbers and smiths, should now document their educational work and make action plans for the young people. In the beginning this was a hard task to realise, since their experience rested upon educational and methodological pride related to the existing practice. The current Head of education, had since 2005 worked as substitute and caretaker, but as part of a new management structure and the recruitment of a new CEO, he became responsible for documentation, method

development and quality assurance. The Head of Education also engaged external consultants but is was not before the establishment of a team that was responsible for all documentation that the new practices based on evaluation templates were implemented. This is understood as “*epochal to Grennessminde*”, and is in this manner mirroring a general re-vitalization of Grennessminde. The implication was a much more stable economic foundation. Another aspect regarding re-vitalization was the rise of the social economy agenda in society, which the board was highly concerned with and hence pressed for Grennessminde to become a registered social enterprise. The ideology behind social economy is in the perspective of Grennessminde already part of their DNA, but the political agenda legitimised this mindset and the CEO actively applied the narrative of social economy and the formal registration to push forward the development of Grennessminde.

*Reflections:* To change the service offering to the public sector has in the case of Grennessminde triggered a process of adaptation and qualification of existing practices into new ones. What is interesting is that this process also relied upon a change in organizational set-up, since new competences were needed - and that the political agenda on social economy simultaneously opened up for recruiting a more business-oriented CEO. As such the concurrent adaptation processes towards refinement of the STU and towards becoming a social enterprise might also be seen as an internal realization process trigged by exogenous factors.

### **2011-2015: Pedagogical consolidation and the becoming of a social entrepreneurial actor**

An internal pedagogical guidance team (PVT) is established to ensure educational and pedagogical consolidation. It consists today of a team of five, with either a teaching or a social worker background. In addition, a large investment is made when everyone at Grennessminde, employed in the STU program, is retrained in the basic KRAP method (cognitive, resource focused, appreciative pedagogy). This provides a more formalized professionalism and internal education structure besides a shared approach and terminology. The managerial level is also educated in KRAP and some continue to educate themselves in the method.

*Reflections:* Grennessminde seem to have been able to balance the process of professionalism and the main competences of the work force; craftsmanship. A main point is that the activities and the crafts trained in the workshops have not profoundly changed, it is merely the organizational structure and the ability to talk about what is going on that have been developed – both due to the internalization of an existing pedagogical method and the establishment of a team that ensure the pedagogical red thread across workshops. This is moreover mirrored in the existing story of Grennessminde, where the emphasis is not only on the pedagogical approach and philosophy but especially on the notion of Grennessminde as relying on the “*the work of the hand*”, or simply put, manual work. A story also supported in the branding of the social enterprises.

### **2015: Legislation as game changer II**

The legislation regarding the STU is refined and the state comes with a new draft for a comprehensive documentation plan for all STU sub-contractors (nationwide statutory education documentation). This is by Grennessminde received positively, since it implicates that the



documentation becomes nationally aligned, which as such facilitates cooperation with the municipalities.

*Reflections:* The thorough work with creating shared pedagogical guidelines becomes not only a benefit to the organization internally but also externally since Grennessminde was ready for the even more detailed documentation requirements. In this manner legislation can again be perceived a game changer, due to easier access to the public sector as customer and hence ensured robustness.

### **2018: From push to pull – and an emerging burning platform...**

Due to the professional approach to the STU, based on the long-term experience and knowledge building, Grennessminde now record an interest from the municipalities to put that experience in to play in new service offerings. Some municipalities have made contact and want Grennessminde to develop service offering targeting youngsters “*that have fallen between two stools*” and hence are outside the framework of STU. This is perceived positive and the organization embraces that new opportunities arise. On the other hand, Grennessminde also see the emergence of a potential burning platform; that some municipalities are now beginning to develop their own STU offerings, despite the potential double role of both being the ones who refer the youngster to the education and the ones who also makes the offer. The now well-developed social enterprise part of Grennessminde is perceived a way to respond to this potential challenge, even though it is acknowledged that the social enterprises are still not able to be viable alternative to the income earned by the STU.

*Reflections:* Grennessminde seems to have developed into an organisation that are able to adapt and to react upon emerging opportunities and challenges. As opposed to the more reluctant position in 2007 when STU was first introduced, the changes they have been going through have also made Grennessminde more focused on having a strategic approach to the future – that while keeping their main aim and mission might be outlived and enacted on different platforms or in new set-ups.

## **3.4. The main objective**

The overall aim of Grennessminde is across interviewed managers to create a meaningful life for young people with special needs. To be part of the job market is perceived key in this regard, which is why Grennessminde supports their development of social and collegial skills. Hence the value lies in the experience of the youngsters as being important relative to colleagues and their job function. An aspect, which lead to another understanding of Grennessminde; that the feeling of importance is transferred to other circumstances and to society at large. Therefore, it becomes a point in itself that the youngsters are not only playing or pretending how to work – as a manager reflects regarding the workshops and the social enterprises:” *They actually produce something, they do it in reality and*

*they can see they are part of the business and of earning money. So, the work community is highly effectual”.*

From a societal perspective it is furthermore stressed that the focus on growth has led to a situation where some job functions are difficult to occupy, since they have become “worthless”. Hence Grennessminde addresses a societal need for a flexible work force that can fulfill tasks not in general desired.

### 3.5. The context

As mentioned in the introduction Grennessminde is both a foundation focusing on education and residence besides being a platform for social enterprises. The foundation is mainly based on funding and income from being a subcontractor to the public sector, by offering the STU, whereas the eight social enterprises works under the umbrella of a private limited company called Casa Rosso Aps. Lastly the Copenhagen DOME has an independent company registration number. Thus, Grennessminde is based on three main pillars having an executive committee affiliated to each: one for the educational part, one for the residence part and one for the private part. The key committee members are represented across committees. The management of Grennessminde consists of eight managers besides the CEO and a secretariat of five employees. At this moment (October 2018), 90 youngsters are affiliated to Grennessminde: 40 as part of the STU, 30 in job capacity assessment, 15 in job training, 6 in what is referred to as “the Copenhagen offer” and 4 that fall between two stools. To ensure the voice of the youngsters in decision-making processes a student and resident council acts as platform for democratic engagement in the development of Grennessminde.

The STU education is mainly outlived in and around Grennessminde in Taastrup. The venue consists of eight sheltered workshops; the New Kitchen, the Organic Bakery, the Organic Garden Center, the Greenhouse, the Forge, the Keeping of Animals, the Carpenter Workshop and the Green Service. All workshops offer or sell products or services to private customers or the private market – either at the venue or as catering/external supply.

Externally legislation plays a role both regarding the STU, based in the Ministry of Education, and relative to being registred as a social enterprise (RSV), managed by the Danish Business Authority. Also, Grennessminde is dependent on close collaboration with municipalities and the private sector in different phases of the STU education or as autonomous businesses such as café and catering with own customers. Internally the foundation is idealistically organized in transparent divisions, but it seems that the story and the perception of Grennessminde is a bit blurred and that many narratives of the organisation flourish among the managers – putting emphasis on the story that relate the most to their own focus area. The implication is that it seems hard to both insiders and outsiders to grasp and explain what Grennessminde is and will become in the future.

To summarize, Grennessminde operates across the boundaries of the private, the public and the third sector, and is therefore highly depicted by being a hybrid organization navigating in a domain of different logics and practices.

### 3.6. The five key dimensions

#### 3.6.1. Types/Process of Innovation

From an innovation perspective it is possible to frame or identify three types of innovation approaches; product/services, organisational and systemic.

As earlier mentioned Grennessminde changed their public sector service offering due to a change in legislation, but also the development of social enterprises can be seen as a way to both create new products and solutions across sectors. In this manner the main service of Grennessminde is to build bridge between a variety of actors – or as a manager states:” *we continuously seek to develop our offerings and I believe that there will always be a need to bridge the public and the private sector, and moreover there does not seem to be a decrease in the group of people we are working with...*”.

From an organizational perspective the move from a looser pedagogical framework based on ‘constructivist learning’ that all employees could act within, to a declared mission resting on method descriptions and shared tools ensured a systematic and aligned approach to the young people. The main implication is that the relations become less fragile, since the relational aspect are related to the way/practice of Grennessminde and not only to the interpersonal relationships. As such the pedagogical structure become the guiding principle and thus development is also about meaning-making and terminology. As a manager elaborates:” *We try to close the bullshit drawer and by that open for a shared approach and subject knowledge to the domain. We strive for conceptual clarity and for professionalism*”.

These organizational changes have also been put into play at a more systemic level. It has been a focus point to become partners with the municipalities in the “welfare industry” and to make the municipalities approach Grennessminde as such, and not merely as a subcontractor. To realize this, the organization also had to become “*an organization that the municipalities can think of as partners*”, a manager stress. Hence, they have started to invite the public sector to think *with* them concerning overall challenges.

As has become clear, the different types of innovation are of course deeply interwoven, making the interplay perhaps the most crucial innovation aspect.

### 3.6.2. Type of Innovation Networks

Grennessminde is part of a wide cross-sectorial network. The actors seem to be quite the same since the establishment of the foundation, but their roles and ways of operating have changed along the development of Grennessminde. In short, the main actors of today are:

- The state, since it is important to Grennessminde that e.g. the STU stay national and not municipal due to uniformity).
- The private market; Grennessminde is dependent on external collaboration and work placements.
- The municipalities and more precisely the job centers, the education advisors and councils of referral and assessment.
- The young people and their close relatives and individual supervisors.
- The other STU actors with which Grennessminde shares experiences and knowledge.

The decision-making power of Grennessminde is dependent on the role they play as either sub-contractors or partners and whether they address the public, the private or the third sector. An additional note here is the key role that the private market has been and still is playing. Internships and close collaboration with the local companies have led to a current network consisting of approximately 150 companies, that also taps into the objective of Grennessminde: *“the ones in our network also has a social heart!”* as manager tells. This long-term collaboration was also part of the strategic development of Grennessminde. As a manager states: *“The close collaboration with the business community was our force, and in this manner the private sector network and our ability to engage in partnerships became our key competitive parameters”*.

### 3.6.3. Drivers/Barriers

The managers of Grennessminde identify both internal and external drivers. Internally they emphasize the importance of having a shared language and vision based on strong professionalism and a transparent structure. But also, that the top-management is responsive and have the courage to pursue new ideas and methods. Externally clear expectations from the municipalities, transparency in the referral and assessment process and trust from stakeholders and partners are considered key. Moreover, but mostly related to the collaboration with the public sector, peace to work is a preference – or as a manager states: *“We need them to trust in us so they do not breathe down own neck. The inspections are actually beneficial to us, since we are in control and they clear away the ones who are not”*. Both internally and externally there are across all informants a focus on relations and relationship building as foundation for operating in a domain focusing on people with special needs.

Also, the identified barriers are either internal or external. Internally the main issue is not knowing the admission numbers each summer, e.g. the specifications should be around 55 students, but it varies a lot and it has implications to the number of employees needed, a manager tells: *“before*

*summer holidays everybody walks around with a stomach ache...".* As such resource management is perceived hard, also since the municipalities are reluctant towards general agreements.

Externally mis-communication between Grennessminde and the municipalities is stressed. This has two sides to it. Firstly, it is about the direct communication with the employees at the municipality, where the experience sometimes is that the employees administer the legislation and the collaboration in a subjective manner: *"It is not only legislation that sets the frame, it is to a large degree the way it is administrated by the employees. At Grennessminde there are mental resources and room in the heart, and this is what the citizens would like to meet, while the view of humanity is different in the municipality"*, a manager tells. But despite these experiences, which are not highly widespread, the employees at Grennessminde reckon that it also has to do with navigating in diverse realities with different quality parameters. Secondly, this aspect of clashing logics is also mirrored in structural settings, where it becomes hard to operate and change practices due to municipal silos and silo thinking. This can e.g. be between different administrative bodies or between different groups of professionals. Again, the barrier is partly linked to the working culture of the municipalities: *"It would be nice if the legislation supported a more holistic approach – there are a lot of silos in the municipality. But we sometimes discuss if it is the legislation that needs to be changed or if it is more important with a cultural change among the public employees"*, a manager reflects.

#### 3.6.4. Institutional factors

As earlier mentioned Grennessminde operates within legislation based in the Ministry of Education (STU) and the Danish Business Authority (RSV).

The STU legislation is a formal framework, and since Grennessminde to a large degree realizes the standards of the inspection, they see these formalized structures as a benefit to themselves as an organization being in competition to other subcontractors. The social enterprise registration (RSV) is rather perceived an asset regarding legitimacy in collaboration with the public sector and when applying for funding. As for now, there are no clear benefits of being registered, neither national nor municipal - besides the more blurred aspect of becoming a more legitimate partner.

Another factor that influences the room to maneuver for Grennessminde is the societal and political agenda – for better or for worse. As has become evident Grennessminde has been good at addressing the public and political opinion, both regarding offerings for mentally disabled youngsters and in regards to social economy. But they also now see a move towards downplaying social economy and making it a subtheme under the increased focus on the UN Sustainable Development Goals, which Grennessminde therefore need to link their own story and practice.

### 3.6.5. Impacts

Despite being evaluated upon the measurement and quality criteria in the formalized inspections, the managers of Grennessminde furthermore distinguish between impact at a micro or macro level.

At a micro level the managers stress all the little success experiences during the everyday life at Grennessminde. To exemplify; that a young person starts enjoying to go to work in the morning or becomes able to tie shoelaces on his/her safety shoe – making it possible to partake at a work place. Also, a manager tells how Grennessminde celebrates the youngsters when they have completed the education by mirroring the High School traditions of graduation: *“you know, it sometimes brings tears to the eyes of the municipal employees also!”*. At a macro level the success is also understood as two-fold. On the one hand it is to support or trigger a cultural change in the municipalities where the employees (as representatives of the system) meet the youngster with respect and in this manner open up the doors of the system. On the other hand, it is believed a success criterium to push and actively engage in the debate on social economy in Denmark.

An overall challenge regarding the understanding of success criteria and measurements is that, in Grennessminde’s view, most municipalities focus on the degree of youngsters that have entered the job market – despite not being able to undertake ordinary jobs. A circumstance, which is especially in a long-term perspective hard to identify since it is illegal to keep civil registration numbers and hence Grennessminde cannot know, or show, how the young people are doing after e.g. a two years period. Therefore, Grennessminde urges the municipalities to make as specific measurement parameters as possible while the youngsters are at Grennessminde, e.g. to be able to do a bus ride alone and hence support that the youngsters become ready for the job market – whether as an employee a Grennessminde or at another work place. As a manager wraps up, the main two main success criteria of Grennessminde are: *“to move the young people as far as possible taking their individual competences as point of departure and to move the fled of social economy as far as possible”*.

A similar challenge in this regard is that the existing impact measurement tools are not developed to social enterprises, at least not in the employment domain where there is a binary focus on in job/not in job. Thus, it is in the interest of Grennessminde to be part of developing measurement tools more aligned with the domain of social economy and employment. To exemplify, Grennessminde are currently looking into tools such as Payment by Results and together with Roskilde Municipality they are developing a measurement tool targeting efforts within the Law on Active Employment. An initiative, which is of great interest to (and followed by) their network of municipalities and social enterprises.

### 3.7. Unexpected results

Even though Grennessminde hosts the national Research Centre on Social Economy it seems like the specific focus on work integrated social enterprises within the framework of Grennessminde has come to permeate the debate that the centre wish to trigger. In this manner both Grennessminde itself and the Dome work on the basis of a narrow understanding of social economy and social enterprises mainly focusing on work integration as a key characteristic. This duality is also reflected in the discursively construction, that the philosophy of the STU and the social economy agenda was already part of the Grennessminde mind-set, even though it might be a post-rationalization reinforcing the new strategy.

### 3.8. Discussion

To understand the development of Grennessminde, as a special sort of social innovation, it needs to be recognised that both the societal and political agenda become important for the domain in which Grennessminde operates.

Firstly, changed legislation kick-starts a more systematic and structured approach to vulnerable youngsters at an already existing platform, that is, Grennessminde. One could say that a double movement is happening; the state identifies a problem and sets some guidelines, and by responding to this Grennessminde strengthens and quality assures its own organization and position. This process of refinement continually increases their own legitimacy in the education domain, and now 11 years after, the pursuit of development comes to the fore, that is, the insight and experience developed by being a subcontractor to the public makes it possible to develop Grennessminde itself/their business. Secondly, the agenda of social economy has made room for pushing the practices and the ideology of Grennessminde – especially the certain Danish approach to the domain, that focuses mainly on WISE. The concurrent development of the STU and the social enterprises have in this manner fed into and leaned on each other, despite the application of slightly differing narratives to different stakeholders.

Lastly, and in relation to the vision and the mission of Grennessminde, there is an implicit assumption that if the youngsters are part of the job market, they are also more integrated in society at large. An understanding that reflects the political agenda on both education to young disabled people and social economy support structures, and hence is highly legitimate. But it is not really clear how this link is made and how, if at all, it is possible to see and/or measure. Hence, what is left out is a discussion of other entrances to society than the job market, which becomes kind of a panacea to citizenship. Herein lies a potential future debate on the role of social economy/social enterprises in social innovation for societal challenges – as in this case, service offerings for young people that are on the edge of the not only the labour market, but on society. As a verse in a song for Grennessminde's 10-year anniversary goes: *“we learn here to trust that we can all contribute with something. Well, this school adds heart to intellect”*.



### 3.9. Appendixes 1-2: Document study

1. **Branding Booklet:** “At Grennesminde we work for work communities that contribute to growth and development for the individual”, Grennesminde

**Table 13 Branding Booklet - Grennesminde**

<b>Type of document</b>	<p>The branding booklet is an introduction to the main objectives and history of Grennesminde, besides the different activities addressing both youngsters and potential clients/stakeholders. The tagline of Grennesminde is ‘Everybody has the right to a colleague’ and this is unfolded by short stories of the employees alongside pictures of the youngsters and the surroundings.</p> <p>Also, it is clear that the booklet seeks to target visitors not perceived as stakeholders, by stressing on-going events such as The Grennesminde Run, Family-days and Christmas bazaar.</p>
<b>Key terms applied</b>	<p>The labour market, partnerships, participation, personal development, well-being, appreciation, green environment, social enterprise, professionalism, organics.</p>
<b>Perception of value/objective</b>	<p>To Grennesminde the value of their activities is dual; for the youngsters to obtain the ability to be part of the job market and hence part of society at large, and for the visitors and customer to support this overall aim by economic support. The role of Grennesminde is as such as a ‘bridge-builder’ both between the youngsters and the job market/society and between civil society, the public and the private sector.</p> <p>Moreover, the weight is on personal relations and the to present the youngsters as individuals and not as a specific group of citizens.</p> <p>The objective of creating mental wellbeing is connected to and mirrored in the emphasis on and cultivation of organic products.</p>
<b>Main actors referred to</b>	<p>Youngsters – refers primarily to young people that are part of the STU or uses the residential accommodation of Grennesminde.</p> <p>Employees – refers to all levels of employees at Grennesminde.</p> <p>Visitors – the people that visit or takes in part in events at Grennesminde (they are not referred to as customers).</p> <p>Private customers – companies that buy the offerings and products from Grennesminde.</p>
<b>Understanding of co-creation</b>	<p>Co-creation is not explicitly addressed but the underlying rationale of Grennesminde is that the collaboration between youngsters, Grennesminde’s employees and the employees at the work placements create relationships that support the development of the youngsters. And especially stories of work placements leading to real work opportunities are stressed – since they are based on sustainable relations.</p>
<b>Measurement criteria/success factor (if referred to)</b>	<p>The history and experience of Grennesminde are emphasised as positive criteria and as legitimization of the foundation.</p> <p>A success criterion is that the youngsters become part of the labour market – there are no quantitative data available, but stories of youngster getting a job, both inside and outside Grennesminde are presented.</p>

	A more implicit measurement criterion is that Grennesminde is a registered social enterprise implicating that they have to fulfil certain criteria put forward by the Danish Business Authority.
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**Reflections (Include any relevant thoughts/reflections on the document):**

The branding booklet is looking professional and the main focus on pictures over text makes it easy assessable. This might be related to another interesting finding; that the green environment of Grennesminde seems to be a key actor as the surroundings themselves are perceived to influence the atmosphere and the room for possibilities in a positive manner. As such Grennesminde is not only what they do, it is also where they are/how they look.

**2. Inspection report:** based on notified supervision, Høje-Taastrup Municipality

**Table 14 Inspection report - Høje-Taastrup Municipality**

<b>Type of document</b>	<p>Inspection report from a notified inspection made by BDO (state authorised accountant) on behalf of Høje-Taastrup Municipality - due to Grennesminde as STU sub-contractor. The inspection is based on quality measurement criteria (a specific model) inherent in legislation on social inspection. Nevertheless, it is stressed that the quality evaluation, dependent on service offering and target group, might contain other relevant factors than the ones specifically related to the evaluation model.</p> <p>The data that the inspections build upon is presented; chosen documents (herein different policies), observations and interviews with managers, employees and citizens. The inspection took place at Grennesminde in Taastrup.</p>
<b>Key terms applied</b>	Quality assurance, criteria and indicators, service offering, target group, safe environment, citizens, relationships.
<b>Perception of value/objective</b>	In the overall evaluation, which is mainly positive, it is stressed how Grennesminde is a suitable offer for the specific target group due to the possibility to engage in social relationships and become part of a community. In a sentence this is backed up by a remark stating that the offer is highly appreciated by the citizens affiliated. Furthermore, it is perceived of value that there is a pedagogical red thread, both due to further training in the KRAP method and the high professional level of the employees and the management.
<b>Main actors referred to</b>	<p>Citizens – the youngsters, that are part of STU.</p> <p>Management – the managerial level at Grennesminde.</p> <p>Employees – the employees at the sheltered workshops.</p>
<b>Understanding of co-creation</b>	Co.-creation is not emphasized as such, but it is stressed that the inclusion of the citizens in planning of daily activities and themes is positive. Moreover, the policies regarding sexual harassment and violence are also an illustration of how the citizens themselves are part of ensuring a safe and nice atmosphere.
<b>Measurement criteria/success factor (if referred to)</b>	The score model of the inspection is centred around the following criteria: education & employability, self-dependence & relations, target groups, methods & results, organization & management, competencies, physical surroundings. Out of six potential development areas, Grennesminde is only encouraged to

	work with two; both related to a documentation practice of concrete and relevant goals targeting the individual citizen.
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**Reflections (*Include any relevant thoughts/reflections on the document*):**

The inspection report consequently refers to the youngsters/users as citizens, which seems to be a term not widely used by Grennesminde.

There is no reference to social economy and the status of Grennesminde as, also, a registered social enterprise. Since the inspections is part of STU this is a main explanation, but nevertheless it underscores that there co-exist different narratives of Grennesminde.

## 4. Danish Case study 3: Mind Your Own Business

# MIND YOUR OWN BUSINESS

### 4.1. The case in a nutshell

Since 2010 the organisation Mind Your Own Business (MYOB) has been organising and facilitating development projects for young boys, between the age of 13 and 19, from marginalised housing areas. The program is centred around entrepreneurship and in cooperation with voluntary venture pilots from civil society and business partners the young boys are given the opportunity to start their own micro-enterprise. The philosophy behind MYOB is that the program further develops the professional and social competencies of the young boys and thereby enables a stronger association to the educational system and the job market (Myob.dk, 17<sup>th</sup> of May 2019). As the CEO states: *“That is the vision; to develop young boys’ educational competencies and their social relations, so they utilise some of the opportunities in society”*. Thus, the method of Mind Your Own Business and the model for collaboration rest on the following four principles: empowerment, usefulness to the community, personal development and collaboration with the business world. As the principles suggest, to be able to operate Mind Your Own Business relies on a well-developed network of volunteers, mentor companies, non-profit housing associations and public sector collaborators.

The organisation itself employs 12 employees, that mainly work as either project managers, project coordinators or project workers. MYOB consists of four elements; the initial MYOB Programme, where the micro-enterprises are started and developed, the MYOB Academy where some micro-enterprises can continue and further develop their business, the MYOB Career Network for all former participating boys, and lastly MYOB Greenland.

Each micro-enterprise is run by an established team of approximately 10-12 boys, 8-9 venture pilots, a business partner and contact persons from the engaged youth club or the non-profit housing department. Thus, almost 200 people are partaking in the program each year.

The process is illustrated in MYOB’s annual cycle of work (Figure 1):

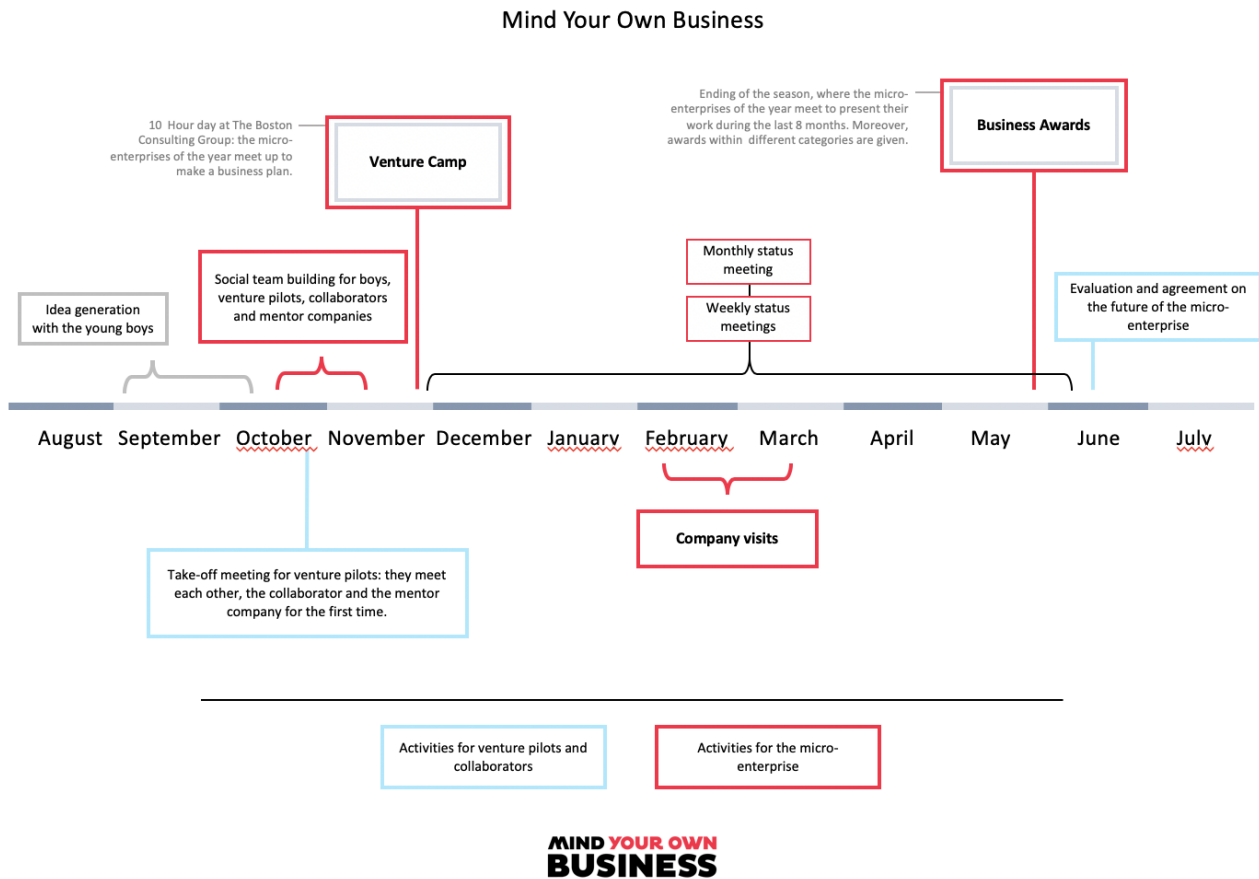


Figure 12 Mind Your Own Business

In recruiting for the Program, the main focus is on ‘grey area’ boys. This refers to boys that are not strongly diagnosed or strongly affiliated to gangs, but still are somehow isolated. The workers from the non-profit housing association play a vital role in this initial process, since they often know the boys and their backgrounds, and thus are able to screen to whom the program is most relevant. Another factor, that has changed over time and due to the success of the program, is that a vast number of boys now want to join and proactively ask to become participants. As of today, 513 boys have participated in the program leading to the establishment of 52 micro-enterprises across Denmark.

Also, the recruitment of volunteers, that is the venture pilots, is based on a screening process, where the venture pilots are interviewed at MYOB and subsequently fill in a competency scheme. The schemes are used to ensure a mixture of different profiles and to guarantee that the right people are engaged – since each year applicants are rejected. An informant explains: *“We have a lot of experience in recruiting the right people, to ensure a successful experience for all parties. One of the most important things is e.g. to make sure, the applicant is willing to dedicate the time over the full eight months. That’s one of the key elements of a success with regards to both business and relations along with business skills and patience.”* The same thorough approach is applied when starting

collaborations with business partners; they need to both understand and buy in on the ideas behind the program. Therefore, the experience relative to the mentor companies is that even though there might be branding for the businesses in collaborating and they do so as part of their CSR strategy, the focal point also to the business partners is to *do* something together with others.

MYOB itself does not create financial income, which is why they rely on external funding. The participating non-profit housings or the municipality pay the amount of 25.000 d.kr. (approx. 3.333 euro) which is then used as start-up capital for their particular micro-enterprises. The actual funding of MYOB is engaged in a strategic collaboration with three large funds in Denmark: TrygFonden funds the MYOB programme, Bikubefonden funds the MYOB Academy and Tuborgfondet funds the recent opening of an office in Greenland.

The case of MYOB is chosen because it can be seen as an exemplary case in the sense that both the organisation and the program rely on cross-sectorial networks aiming at creating social value. As such MYOB illustrates key characteristics of networks of social innovation insofar actors from the private, the public and the third sector engage in collaboration targeting a social aim.

Based on two interviews with managers from the organization and one interview with an employee from a non-profit housing association, alongside diving into relevant documents, the key findings are:

- **Professional resources:** realizing the initiative relied on personal competences and resources; a fiery soul that had been working with the target group for years and by own profession and interest was qualified to address a specific societal challenge.
- **An existing platform:** the development of the program took place from Danish Refugee Council, which acted as platform for pilot-testing the idea and for developing the structure of the initiative. Thus, MYOB was not established as an independent institution before the whole program was in place and working.
- **Business orientation:** it was from the beginning a strategic and deliberate choice to focus on business development as a tool for personal development. This imply the application of business lingo and processes as a way to underscore the seriousness of the program to all actors involved.
- **Method consistency:** the program and the main actors of the program have basically been the same from the beginning. Thus, the strategic focus has been on refining and consolidating both the program and the organisation instead of trying to adapt the initiative to new contexts.
- **Professionalism:** the founder has explicitly emphasised and strived for professionalism in all aspects of the organisation, be that in the public image, the choice of business partners and the way the organisation is managed.
- **Targeting CSR:** the organisation does not specifically address the story of social economy but focuses rather on CSR in recruiting business partners. It is underscored how being part of MYOB is to engage in CSR at a local level, and that instead of simply donating money the

business partners need put their know-how, skills and time at disposal for the micro companies.

- **Social change:** MYOB is built on an urge to be a change-maker. Both regarding the self-perception of the target group, the perception of the target group from the outside and regarding the way initiatives targeting social challenges are organised.

## 4.2. Data material

The case study is based on in-depth interviews with key informants from Mind Your Own Business and a Social Work Coordinator from the non-profit housing sector (Table 9), alongside document studies (Table 10). In recruiting for the interview with the Social Work Coordinator the main objective was to get an additional perspective on Mind Your Own Business as collaborator. This was agreed upon in cooperation with the case organization. Besides using the website of Mind Your Own Business three documents have been analysed; an external evaluation report and two internal working papers. The data material is the foundation for the whole report, but quotes and excerpts are mainly used in the analysis of the five key dimensions. To ensure anonymity quotes from the social work coordinator are not integrated, but insights from the interview have been part of the overall analysis.

**Table 15 Interviews - MYOB**

<i>Managers MYOB</i>	<i>External Collaborators</i>
CEO, Mind Your Own Business	Social Work Coordinator, 3B
Project Manager, Mind Your Own Business	

**Table 16 Documents - MYOB**

<i>Type of document</i>	<i>Source</i>
MYOB's annual cycle of work	Mind Your Own Business
Actor Overview	Mind Your Own Business
Evaluation Report: Effect- and Process Evaluation of Mind Your Own Business 2014-2017	Als Research APS

## 4.3. Mind Your Own Business: the narrative

### 2010-2016: Start-up/development phase

The CEO tells how the start of MYOB rested on two premises; that she saw a need to meet boys from marginalized housing areas in a new and not authoritative way based on a civil society logic, and an interest in the emergence of private companies being involved in creating welfare solutions. Therefore, she wanted to apply entrepreneurship as a means to give the boys the opportunity to



create an identity, not solely depicted by marginalization, by creating something valued of their own. At an early stage TrygFonden was engaged to support the initiative that was then tried out in four youth clubs. The CEO's own professional background is as a social worker, family counsellor and as authority person for placing children in care. She had been concerned with the non-constructive dynamics, the social control and the isolation that take place in certain non-profit housing areas and she knew the boys and the culture of their groupings by heart. She explains her main motivation in the following way: *"there were times where I thought to myself 'we could have prevented this', I mean if it is a family with four boys and three of them were already placed in care... So, to me it became about prevention instead of being part of a system just waiting to sanction. That was my motivation"*.

At this point the CEO was employed at Danish Refugee Council, which became the platform for thinking in methodology and herein specifically which actors should be involved and who the specific target group should be. A lot of research was done to ensure that the idea mirrored a real need and that the key actors, which from the beginning were the young boys, non-profit housing associations, municipalities, private companies and civil society, found the initiative relevant - especially the young boys. The social workers from the housing departments turned out to be particularly important since they act as link between the boys and MYOB, and later between the other engaged actors. And moreover, the MYOB program is aligned with existing initiatives commenced by the non-profit housing associations themselves, having the same strategic focus on facilitating complex challenges and solutions across public administrations and sectors.

Regarding the target group the challenge was to convince the boys, not only the ones engaged in the program, that this was not yet another activity where they were approached as passive recipients: *"We were fighting to tell a story about this not being a club where you would get pizza and sodas, that it is a forum where you have to work, and where there are no money to gain"*. The CEO knew it was a general assumption that the boys could be solely motivated by money, but due to her insights she maintained that the main motivation for the young boys were to meet adults that actually wanted to inspire and share competencies with them. An experience shared with the professionals from the non-profit housing associations, that also stress the importance of being ambitious on behalf of the boys and meet them accordingly.

To engage the business partners the CEO underscores that it became an advantage that the program was funded and hence economically secured: *"This is relational work, meaning that you have to talk to a lot of people who can visualise the idea that what they need to deliver is time. I think it is a good thing that I haven't asked people for money, because we were financially secured. Instead we could say: 'you need to give us some hours and expertise', which I think was of big value to the companies. They are used to being asked about money, but here it is 'I need you, I need your brains and your hands - is that possible?'"*.

### 2016-2019: Consolidation phase

In 2016 MYOB became an independent organization and was no longer affiliated with Danish Refugee Council. As an informant stresses: *“The room of possibilities increased when we were no longer part of Danish Refugee Council’s narrative and could begin to tell our own story – also, it is our specific story that the companies want to contribute to, and to the boys it makes more sense because they are not refugees”*.

To become independent, it was crucial for MYOB to receive big strategic grants reaching beyond a two-year period, which is why getting the large foundations to engage in co-funding is now basis for the activities of MYOB to continue. Another aspect of consolidating the organisation has been to develop programs around the main process. Most boys are now part of MYOBs career network, that aims to give the boys, despite the network itself, a professional identity as a ‘MYOB alumni’. Moreover, the MYOB Academy was established in 2016. The academy is a follow-up program lasting for eight months structured around two development camps. Having participated in the MYOB program is a prerequisite for entering the academy, which specifically targets the boys that want to further develop their skills and their micro company. Another recent development is MYOB opening an office in Nuuk and hence offering the program in Greenland.

The overarching philosophy, across the existing activities of MYOB, is one of partnerships; all partners bring competences and ideas to the table and by that are able to transcend silo thinking and existing sectorial borders. In this manner the main role of MYOB is to pull everything together and to make the actors meet - which has over time become one of the main competences of the organisation. As an informant states: *“We almost never fall into existing boxes and hence we need to ensure specially designed solutions – which has become a competency of ours in itself”*. To the organization the experiences of running the program has therefore led to internal competency-building in areas that are not only related to the target group, but merely related to facilitating skills and know-how of running cross-sectorial initiatives. This aspect is understood to be the foundation for the growth of the organisation, and hence for scaling up in the future.

#### 4.4. The main objective

To MYOB the overall aim of the program is personal development of the boys, based on the understanding that the competences they gain from participating can be transferred to other contexts and hence increase their social and professional abilities. As an informant from MYOB describes: *“They experience that they are actually capable of getting ideas and engage in the program, so they go from being nervous about their own and their friends’ competencies to, by the end of the program, stand in front of 200 people presenting their company – filled with self-esteem and as proud senders of something they have created themselves. That’s huge! Later they account how they e.g. use their new skills in classes in public school, have started at a business school or basically just get better grades”*. In this manner it is the process and the learning of the boys which are the main success criteria, but also there is an awareness from MYOB that from the perspective

of the boys, an important success criterium is related to the micro-enterprises – that the aspect of entrepreneurship is crucial for the boys to become engaged.

#### 4.5. The context

When looking into the internal and external environment at the time when MYOB was launched, and is now operating, the following main conditions seem important:

- There was, and still is, a statistical higher level of crime among young boys/men from families with a non-Danish ethnic background. Thus, the societal challenge to be addressed is widely acknowledged.
- A key focus in Danish integration policy has been to break the social inheritance of young boys from non-Danish ethnic families.
- In a Danish context there is an increased awareness on New Public Governance and co-creation of public services - leading to an urge to mobilize civil society. In this manner the system boundaries are becoming less strict giving room for initiatives not introduced and owned by the public sector.
- Regarding social entrepreneurship and social enterprises, the main focus in Denmark has been on work-integrated social enterprises, pushing forward the understanding that being part of a business also leads to greater inclusion in society in general.
- Entrepreneurship is understood as a core competency in Danish society.
- A nuanced understanding of CSR as not only a distant obligation, but also a local responsibility that makes CSR more preoccupying to the employees involved.

#### 4.6. The five key dimensions

##### 4.6.1. Types/Process of Innovation

Based on the data material three types of innovation have been identified: organisational, system and conceptual innovation.

First, MYOB triggers *Organisational innovation* in a dual sense. Internally the program relies on a form of organising where there is no specific owner of the process and hence decision-making is made jointly among the actors involved – MYOB employees are solely acting as facilitators. Externally MYOB have been able to get three large funds in Denmark to engage in a strategic collaboration. This is in opposition to former practices where the funds would emphasise their role as sole beneficiary and hence with an exclusive ‘right’ to the story of the projects they fund.

Second, there are traces of *System innovation* since MYOB pushes the formal collaborators to change their way of operating and to invent new modes that are aligned with the need of the micro-

enterprises. MYOB has deliberately approached trade organizations and Head Quarters to make it easier for e.g. the local bank offices to find solutions. And by that they succeed in specially designed solutions based on a wish from the formal institutions to be flexible.

Lastly, MYOB can be understood as a *conceptual* innovation since the foundation on a business logic has opened for and legitimized a vocabulary characterised by professionalism, normally not associated with the young boys. In this sense the story of the target group changes from being not capable to being resourceful. And since, at least in a narrative understanding, stories condition action and behaviour the change potential is double since the environment's new perceptions triggers a different way of meeting the target group, which again loops back to the boys' self-perception and actions. In this manner the application of a new and broader terminology widens the ability to manoeuvre and act in new ways - to both the boys, the engaged actors in the program and to society at large.

#### 4.6.2. Type of Innovation Networks

If MYOB is to be seen as an innovation network, it needs to be recognized that the whole idea is based on a planned network to function. As such the relationship building, and hence trust among actors, has been key in developing a functional network that over time can be seen as innovative cross-sectorial collaboration. As the CEO tells: *"I have had rejections from the former integration ministry who didn't believe in it, because they didn't believe the target group were capable of this. Therefore, I have been very happy that some funds have helped building this up, that they dared and were willing to take some risks in their donations saying 'this sounds interesting, but it also sounds difficult', because it is a difficult target group. It is a lot of actors who are collaborating, so it has been very hard work! It has required many cups of coffee, since this is built on networks, relations..."*

Hence the formation of the network is intentional and structured accordingly. Regarding functioning the innovation network is bottom-up since it is founded on an entrepreneurial initiative and still relies heavily on releasing local resources. Nevertheless, the network was from the outset conditioned by having an existing and recognised platform to develop from and still it is dependent on MYOB as 'system integrator' in realisation of the MYOB programme.

#### 4.6.3. Drivers/Barriers

A key driver seems to be the general interest in the program since the timing might have been part of the success; the program tapped into an existing societal agenda and hence it has been possible to mobilize new resources from a broad audience. The idea that young people take responsibility for themselves through a creative process that leads to a concrete outcome was something the big business partners would like to support. This is also reflected in the prizes and awards that MYOB has received from formal and acknowledged institutions. Also, regarding the volunteers an informant reflects upon how the program attracts new profiles: *"We find new people all the time*

*and I think that is why this is interesting for other profiles than the traditional volunteer profile. In this industry, the talk is that the typical volunteer profile is a young RUC student, a 23 years old woman etc. Here we have all kinds of different people. And we have managed to get people that are on the job market and who has families, the ones you normally don't get a hold on - business directors, communication directors, stating: 'I always wanted to do volunteer work and here I can use my expertise'.*

Historically the main barriers are both related to the internal and the external environment of the program. Internally the boys are struggling with both low support and understanding from their families and with the acceptability from the other boys in their neighborhood. However, the latter is decreasing as more and more boys have been part of the program and hence the storytelling becomes more nuanced and supportive. As an informant accounts: "We have meet members from gangs asking 'what are you doing here?'. But the same people have come back eight months later and said; 'I can see my little brother or cousin has grown, that's great! If the same program existed when I was young, I would not have ended up here wearing a bulletproof vest needing protection 24 hours a day'". Also, the families' acceptance raises as the program unfolds and they come to see that the boys are taken seriously and that they take the program seriously themselves.

Externally the main barrier has been, and seems to still prevail, an adult lack of confidence in the competences and abilities of the boys - leading to mistrust. Hence, a barrier is to change the 'outside' story of the boys – which in the specific collaboration seems paradoxical since the experience is that it is actually harder for the adults to engage in inclusive processes than it is for the boys. As an informant from MYOB remarks: "there are 6% of the boys who drop out, and 11% of the volunteers who drop out. It is just to say; it is not necessarily the boys who drop out". This is backed up by stating that the boys who drop out mainly do it due to massive personal challenges and not due to lack of engagement, whereas some of the volunteers basically did not really access whether they were ready for the commitment or not. Also, the level of professionalism from the public sector and non-profit housing actors can be a barrier, especially if the local actors pushes and reinforces the perception of the young boys as not capable to the volunteers.

#### 4.6.4. Institutional factors

To run the programme itself involves no distinct legal issues, but it has been crucial that e.g. banks and strategic funds have been willing to bend existing practices to meet the specific needs and conditions of the program. Moreover, most boys are under the age of 18 and are therefore not entitled to own a company. Therefore, the micro-enterprises have a CVR number and are established as associations, where the boys can be members of the boards and as such feel and take ownership, even though they do not get access to a potential profit as individuals. MYOB has coupled up with some lawyers doing pro bono work to ensure everything is handled correctly, and that the boys are not having personal liability.

Besides the regulatory environment an important institutional factor in the creation of legitimacy and policy push is the awards that MYOB has been able to receive. In 2011 MYOB won the Ministry of Social Affairs' Integration reward, in 2013 MYOB received The Children's Aid Foundation prize called 'Little brother' and in 2015 MYOB obtained The Crown Prince Couple's Social Award. In this manner the acknowledgement from established and recognised formal institutions have enabled the story of MYOB to spread nationally and hence reach beyond the actors engaged at a local level.

#### 4.6.5. Impacts

In the following both insights from the conducted interviews and from an evaluation report made by Als Research will act as basis for looking into the impacts of MYOB. Als Research has been responsible for a combined process and effect evaluation of MYOB from 2010-2017, and as such the MYOB Program has been continuously evaluated and documented in a strategic important period of the organization's life time.

Als research has measured the self-perceived development of the boys and some of the key findings are that they find themselves more optimistic regarding their future possibilities, less in doubt about what to do after public school/youth education, have become better team-players and are involved in fewer conflict situations. In supplement the local collaborators have also made an assessment of each participator focusing on social and mental well-being of the young boys (Als research, 2017: 11) and together with the general perception among informant groups it e.g. shows that the boys are more self-confident, better at concentrating, have increased their vocabulary and that their mental wellbeing and function have increased (Als research, 2017: 15). Another key finding has to do with the local collaborators – the evaluation shows that they get a more positive view on the boys, herein their social background, future possibilities and potentials.

The informants from MYOB add to the formal evaluation by pinpointing how the venture pilots by participating in the program both build up their personal network, enhance their CV (at least the students) and engage in personal development – they get to experience housing areas that they normally do not visit and become wiser on the logics and everyday life of people different from themselves. Moreover, the experience is that the program also influences the participating business partners. The business partners report back that being part of MYOB is something that unites the company. As the employees engage themselves in the process, they get something to talk about during lunch and as such get together around a new topic. Moreover, the companies sharpen their ability to explain and present their own company, when they e.g. need to explain to a young boy what they do and what they contribute with.

In sum, it is revealed that the impact of the program happens at both an individual, collective and organisational level; besides the development of the boys the evaluation shows that all actors are influenced by partaking in the program. Either due to networking, culture changes within the mentor companies or as new understandings of the target group and hence of oneself. As an



informant tells:” *there was this employee from one of the mentor companies, that after the eight months work with the boys started weeping when he saw the boys receive their certificate at the final presentation – it is very touching to see the magic of these meetings between people who would not have met otherwise and then as a team and on equal terms have achieved something together”.*

#### 4.7. Unexpected results

The case study revealed some findings that are out of the scope of the five dimensions framework. First, that there is a willingness to bend existing rules and practices in the formal system to meet and address the need of the program. This often goes under the radar and as such emphasises that behind institutions, organisations and formal structures there are people; and when people meet people something happens. Thus, to understand innovation networks the inter-subjective practices at a micro-level might be further explored.

Second, the specific role of the public sector. As mentioned in the narrative of MYOB, it was from the beginning important not to apply authority and ‘system’ behavior, so this has also influenced the strategy of MYOB. Thus, becoming a third actor (sub-contractor to the public sector) was not suitable since it is of importance to the boys that the program is not public sector based. Moreover, the experience is that the public actors are the ones having most difficulties in understanding the philosophy of the program; that it is driven by the boys, the volunteers and the business partners in unison. Yet, public actors play a key role as practical enablers at a local level regarding access to venues and the boys through the youth club - and as professional back-up should the boys need it. Thus, from a MYOB perspective: “What is important is that the municipalities accept that they are stepping into something new, a change model, where they need to be involved, but *where they* should not control or manage. They have to accept this as it is and not perceive us as consultants doing everything – but instead see us as an organisation gathering some actors to leverage this program, so their municipality and housing area are taking to another place”.

Hence, the distribution of roles and especially that the public sector plays a minor role, despite the fact that the programme addresses a huge societal challenge that has public awareness, is interesting from a public value perspective. It raises some critical questions regarding the role of public administration relative to legitimacy, authoritative power and hegemonic discourses, that might become barriers to initiatives that actually engages the wider public and more specifically civil society, for the public good.

Lastly, a somehow unexpected result is the degree of the success and that MYOB are not capable of scaling up at the moment. There are currently waiting lists for venture pilots, municipalities and housing associations and there is a huge business network backing up the activities of MYOB - but still the organisation can only do eight tracks each year. This has to do with the financial structure where the organisation itself does not generate an income and thus solely rely on external funding, making it difficult to take direct strategic decisions regarding scalability. Financial structures and configurations are already a focus in cross-sectorial collaborations, e.g. Payment by Result and Social



Impact Bonds, which is why it seems a path to further pursue when looking at social innovation networks.

#### 4.8. Discussion

The case of MYOB reveals that it is possible to engage a lot of actors across sectors, if the story is 'strong enough'. Looking at the history of the organisation, MYOB seems to have built up such a story, and there seems to be very little resistance and questioning regarding the main aim and the approach to achieve this. On the one hand it suggests that the objective was from the beginning very clear and intuitively easy for collaborators to tap into, and on the other hand the positivity relative to the program seems to have been reinforced over time. Thus, the temporal aspect of building up experiences and relations that both support and add to the foundational premises becomes key in making the initiative sustainable. Nevertheless, there is a tension between being socially sustainable and economically sustainable; MYOB is still dependent on external funding and since the strategic funds by nature are mainly project focused, developing a financial strategic sustainable business model needs to be a main focus of the organisation in the upcoming years.

Another related aspect, that also ensures the consistency of the program and hence the narrative, is that to the organisation it is a strategic choice to stick to their specific target group; it is acknowledged that the in-depth knowledge about the young boys are not necessarily possible to transfer to e.g. young girls or other citizen groups that might could benefit from a likely initiative, but also it is a way to keep focus. Thus, it is instead interesting to discuss if the *organising* itself can be spread/transferred and if so, which infrastructure need to be in place for this to happen. The overarching success also pushes a need to better understand how initiatives such as MYOB can be supported so they can address the demand from society. Returning to the role of the public sector this might be a turning point. As it seems key that the program is positioned outside the public sector, more specifically the municipalities, it might be that the public sector at a policy level can have a crucial role in reinforcing and strengthening the conditions that enables cross-sectorial collaboration – without pushing public sector logics and authoritative practices into the initiatives themselves.

## 5. Danish Case study 4: ByBi



### 5.1. The case in a nutshell

This report concerns the Danish association Bybi ('Citybee') located in the Sundholm neighbourhood in Copenhagen. Bybi was established in 2009 by the founder who today is the managing director of Bybi.

Bybi is, according to the managing director, founded on an urge to find a model of production that would contribute to a richer environment and inclusive communities. Finding a new model in the face of climate change and social transformation was seen as urgent. Honeybees and pollination seemed to offer both a model and a metaphor.

Bybi's approach is framed within the mindset of Donna Haraway (2016), emphasizing the inter-connections across and between sectors, species, spaces and social communities. Through pollination and an essential relationship with people, honeybees make it easy to stimulate curiosity, cut across boundaries and challenge normal categories of consumption and production. This is seen as point of reference in the activities and in the organising of Bybi: to enable co-production of honey. Co-production is understood in a broad sense, since it both encompasses human and non-human interaction and technology. As such bees, humans and plants become a multi-species team, connected by meaningful relationships. These relations, or in Haraway's term 'relationalities' are what Bybi is about.

Bybi rents beehives to public, private and social organizations in the city of Copenhagen. Thus, the beehives are placed around the city, on the rooftops of or near buildings of these organisations, and Bybi are in charge of processing and selling the honey produced by these rented beehives. The honey is often sold back to employees in these organizations. Bybi also conducts beekeeping and honey production courses in both the collaborating and other organisations, such as schools and non-profit housing organisations, and organise workshops and events at its location at Sundholm. All together there are 5 employees at Bybi of different backgrounds and several volunteers helping out with practical work (changing from 2-15 during the bee season) (Figure 2). The association describes itself as working for enriching the environment and believing that everyone has something to contribute – making with – whatever their background ([http://bybi.dk/om\\_bybi/](http://bybi.dk/om_bybi/)).



Figure 13 The Bybi team (from the website of Bybi)

The case study was selected because it represents a case of public and social innovation of general interest beyond the public sector (Desmarchelier et al. 2018). Bybi intends to enable meaningful relations that ensure and develop a better and more pleasurable environment alongside a sense of belonging. As such working with bees is both a concrete example of co-existing across species and a metaphor of organising based on both productivity and pleasure.

Bybi was selected within the range of WP6 selection criteria because it represents a case of a more radical example of social innovation, in the sense that the case both adds to environmental enrichment (bees and flowers in the Copenhagen city-environment) while also developing new forms of inclusive production and co-production which is founded on a systemic critique of existing practices and terminologies. As such the case of Bybi adds to the public sphere (Benington 2011) by providing societal value related to public and social spaces around beekeeping.

Honey is not *“seen as a product in itself, but as an invitation to plant a flower, to see the environment in a new way, to connect the homeless person or the refugee from Syria with the buttered toast and honey that you might enjoy in your kitchen with your children”* (Video 1, 10:02).

Some of the people who work at Bybi are at the edge of the labour market. However, they are not treated as people that need to be re-integrated into the labour market through work integration initiatives, since the ideology of Bybi, making kin and sympoieses, implies a rejection of systemic boundaries. The outset is that all people contribute to society, which is why Bybi aims to build an inclusive community of people with a shared vision of bees and honey production as a path to make the city richer environmentally and more inclusive socially. Beehives are pictured as sophisticated communities, based in principles of pleasure (sensing the nectar and the natural environment). The community of bees has for thousands of years been intertwined with human society. The objective

of Bybi is to change humans from passive consumers into active co-producers of a richer natural environment and a more inclusive society.

## 5.2. Data material

We interviewed the founder and director of the company, one employee and two directors of a collaborating organization (see Table 11 and Appendix 1, Table 13). We also studied a number of documents and websites (including videos) relevant for understanding Bybi as a PSINSI (see Table 12 and Appendix 2, Table 14).

**Table 17 Interviews BYBI**

<b>BYBI representatives</b>	<b>External collaborators</b>
Founder and director, Bybi	Group interview with Director of Communications and DC Manager, L’Oreal (partner to Bybi)
Employee at Bybi	

**Table 18 Documents - BYBI**

<b>Author/Type of Document</b>	<b>Title</b>
Video 1	Happy Bees, Happy City, Happy Humans - Oliver Maxwell
Video 2	Oliver Maxwell, Pleasure, partnerships and productivity, Meaning 2016
Video 3	Low-Fi host profile - Bybi, the honey factory
Bybi and 3B	Biernes hus – Projektbeskrivelse
Bybi	Honning er noget vi laver sammen
Bybi	Firma bier er mere end sød historie
Vicky Lane	Plan bee
Webpage	Bybi website
Webpage	Aktivitetscenter Sundholm website
Webpage	Herbergcentret Sundholm
Webpage Byens netværk	Sundholm – når byen tager socialt ansvar
Webpage Vores omstilling	Bybi
Webpage McKinsey Global Institute	What’s now and next in analytics, AI and automation
Webpage CNN	New study suggests insect populations have declined by 75% over 3 decades

Webpage ipbes	Press Release: Pollinators Vital to Our Food Supply Under Threat
Webpage Retsinformation	Danish Act on Registered Social Enterprises

### 5.3. The context

Interviews and readings of documents revealed that the context of Bybi can be described in terms of 1) general landscape (i.e. macro) developments related to climate changes and changes of the labour market, 2) the regime contexts of social enterprise and Sundholm as activity centre and hostel for people at the edge of the labour market, and 3) a project context of various niche projects (cf. Geels 2004).

#### 5.3.1. Landscape developments of climate change and the labour market

The important overall landscape development for Bybi is the world of insects, particularly the pollinators. Research speaks of a decrease in number of insects. In a German study the decline has been measured to be about 75 percent over three decades in certain areas in Germany (Hallmann et al 2017; <https://edition.cnn.com/2017/10/19/europe/insect-decline-germany/index.html>). The decline of insects has consequences for birds and other animals that live from insects as well as for the ecosystem as a whole. A study has estimated that 16 percent of bees and other pollinators that are decisive for food production and nutritional security are threatened with extinction (<https://www.ipbes.net/article/press-release-pollinators-vital-our-food-supply-under-threat>). The decline in insects including pollinators is mostly due to intensive agricultural practices and use of pesticides (ibid.) which reduce biodiversity. Thus, there is a need to develop biotops and habitats for bees and other pollinators. However, Bybi chooses not to approach this need only from an environmental point of view, but also as experiential value of making-with. The behaviour and sensation of bees is seen as a mirror for new forms of pleasurable partnership, production and co-production which do not erode the world but enriches it in a sustainable way and beyond sustainability.

Another landscape context that Bybi relates to is ongoing changes of the labour market. Several reports (cf. e.g. [McKinsey 2017](#)) have foreseen the disappearance of many jobs, for example in the financial sector, education and transportation, as a result of robotics, machine learning and automatization. At the same time, new jobs will emerge, but they may have a different character than normally understood. They will require social intelligence, ability to understand the opportunities and limitations of robotics, as well as ability and willingness to define new directions by using creativity and human judgment. In Bybi's perspective this implies new forms of productive human relations in which people can contribute to society in new ways and at the same time develop a sense of belonging. New collaborative forms of co-production could be inspired by the

world of the bees creating a more colourful world while producing honey in the city. This is seen as different from government policy often emphasizing how poor, sick or traumatised people can play a role by forcing them to work. Instead, as an entrepreneurial enterprise, Bybi wants to move people out of their silos and provide a new productive context for being together, interacting with the environment, contributing to society, and stressing pleasure.

### 5.3.2. The regime context of social enterprise and the community of Sundholm

As an enterprise, Bybi belongs to a special Danish political-economic regime of being a social enterprise. Technically, Bybi is an association registered as a social enterprise (Bybi and 3B, 2019). Bybi also declares itself to be a social enterprise on its website and in much of the material available about the company on the Internet. However, Bybi also positions itself in opposition to and moving beyond this scheme.

The Danish Act on Registered Social Enterprises was passed in 2014. It stipulates certain criteria for being a registered social enterprise that Bybi must thus fulfil to remain a registered social enterprise: a registered social enterprise must have a social purpose, i.e. a social, employment-oriented, health-oriented, environmental or cultural purpose; it must be a commercial enterprise; it must be independent of the public sector; it must be inclusive and responsible in its way of operating; and it must have a social way of handling its profits. Registered social enterprises need continuously to demonstrate that they fulfil these criteria.

Bybi describes itself as follows on its website (April 11, 2019): Bybi is a social enterprise and association. Our financing comes from collaborations with companies (about 25%), sales of honey and other products (about 60%) and from projects we have in collaborations with schools, social housing and other social projects (about 15%). We receive no public support for operations and all our profits are reinvested in our social and environmental work.

However, conversations with the founder of Bybi revealed that the terminology of the social enterprise was not very meaningful since it easily becomes closed in on itself. Bybi has a broader vision beyond being a social enterprise via its emphasis on new forms of sympoietic circular production and co-production that clearly go much further than stressing categories of sustainability, social purpose and social ways of handling profits – these are not good enough to grasp the way we are living in the world. Bybi also states that it will be converted into a Fund in 2019: “the fund is organized as commercial production (Bybi APS) and events, experiences and partnerships (Bybi Co-production)” (Bybi and 3B 2019).



Figure 14 Bybi's location in Sundholm in Copenhagen

A second regime context is Sundholm. Bybi is located in Sundholm (Figure 3 and 4), a Copenhagen neighbourhood which also includes the activity centre Sundholm (see above), and the Herberg (hostel) centre Sundholm, a temporary accommodation for adult homeless citizens who have problems with dependence on alcohol and /or drugs, social adaptation, and psychological problems (<https://www.kk.dk/institution/herbergscentret-sundholm>). In addition, there are various companies, institutions, workshops and artist communities at Sundholm, and the neighbourhood contains general housing that houses citizens of different backgrounds. Throughout much of the 20th century, Sundholm was a self-sufficient workhouse institution with a hospital where the care system placed people who were dependent on poverty relief, or people who were convicted to forced labour because of begging, pimping, street prostitution, or the like.

In the period 2009-14, the City of Copenhagen carried out a 'regeneration' in the neighbourhood. "Regeneration is an effort that focuses on a specially selected, demarcated neighbourhood that has a wide range of issues and shortcomings. The purpose of the initiative is to start a new and positive development in the area both physically, socially, culturally and environmentally" (Regeneration, cited after Skibsted 2010). Regeneration involves local citizens in the process of initiating a development. The founder of Bybi describes Sundholm as a place where many different people come and mix together in new forms of communion and production. It is a living workshop – yet partly hidden away –for future forms of communication and production that will be necessary in the future.





Figure 4 Bybi's location in Sundholm

Bybi has collaborated with the Sundholm activity centre which provides “an employment offer for socially vulnerable citizens who live in homelessness, in addiction and / or have mental problems and a reduced quality of life – material, social and existential” (<https://acsu.kk.dk/Vores-beskæftigelsesopgave>). Bybi was offered at space for its activities in exchange for taking care of two homeless people, and was at that time quoted for the following: “We involve former homeless, long-term unemployed and asylum seekers in the beekeeping and honey production. Our ‘Honey Pushers’ are former homeless people who sell honey at companies a la Hus Forbi [a street newspaper sold by homeless]” (<http://voresomstilling.dk/projekt/bybi/97>). However, this collaboration was stopped (cf. also below). In a new project called the House of the Bees, which is financed by Realdania (a Danish Philanthropic organisation) (see also below), Bybi works with a Danish non-profit housing association (3B) and another social enterprise (Grennessminde) to establish a house which, among others, should “secure new employment opportunities for citizens on the edge of the labor market” (Bybi and 3B 2019). Bybi does not, however, receive funding from municipalities, foundations or others for activation, clarification or employment of socially vulnerable groups (ibid).

### 5.3.3. Niche project contexts

Bybi is involved in several niche projects. One is the House of the Bees project (mentioned above) within a programme called ‘Common Spaces’ financed through a Danish philanthropic funding agency (Realdania), and a Danish self-owned institution within the Ministry of Culture (The Danish Foundation for Culture and Sports Facilities – Lokale og Anlægsfonden). The project is described as follows: “The House of the Bees is based on bees, flowers, honey and pollination, and becomes a new unique community and learning space in Copenhagen. The House of the Bees will boost a vulnerable and overlooked Copenhagen neighbourhood via a house that can anchor honey production, bees and flowers in our local community and local area. By involving local residents, the

House of the Bees will create new connections across the city's social strata, and help change the city's appearance, biodiversity and social cohesion.” (Bybi and 3B, 2019).

Another project was called Honey Garden. The project ended in 2016. It was a collaboration between two non-profit housing associations (KAB, 3B), Danish Red Cross, Kofoed's School (a place where unemployed and socially vulnerable people can get support and the offer of an active everyday life), Activity Center Sundholm, and Hans Knudsens Institute (a self-owned institution that helps people with physical, mental and social problems in employment) (Bybi 2017). The project aimed to help “organizations and associations to establish an apiary, train new beekeepers and contribute to honey production within a social economy in Copenhagen.” The project consisted among others of: “Professional teaching and guidance in beekeeping and honey production for up to 20 students; production of (up to 500 kg) honey for own consumption, gifts and local sales; link to a larger community of beekeepers and social economy honey producers in Copenhagen.” The idea is also to support participants' self-confidence, competencies and networks and through production and sale of honey to finance the project. “The bees become a starting point for creating local flower beds and create an incentive for city dwellers in the area to meet at across age, social background and ethnicity” (Bybi 2017).

Both of these projects, along with others, are niche projects that aim to create new contacts between people, enrich the environment and establish product- and experience-based co-production of honey. Thereby they create new practices that can contribute to changes at the regime levels (social economy, Sundholm) as well as the landscape level (climate change, changes of labour market).

## 5.4. The five dimensions

The five key dimensions examined in the work package are types/process of innovation, type of innovation networks, drivers/barriers, institutional factors and impacts. Each will be described below.

### 5.4.1. Types/Process of Innovation

In the following we describe how the founder of Bybi explains the innovation, i.e. the new framework and radical new way of thinking he and his partners have developed around honey production. He uses the word co-production to describe the innovation, i.e. a new type of co-production which is inclusive, enriches the environment and turns consumers into co-producers. It is a critique of consumerism and an attempt to reorganise a capitalist form of production, so that growth equates to the enrichment of both human and non-human lives. This framework has emerged over the years and has been labelled '*honey is something we make together*'. We conclude, in terms of WP6, that this is *mainly an organisational innovation* that organises production in a new

way: it blurs the boundary between production and consumption and suggests that neither is a “pure” category or function.

The founder speaks of a needed paradigm shift in terms of how all organizations and all life operate and organise themselves. A paradigm shift means a fundamental shift in the way we organise production in order to deal with problems of climate changes and the changes of the labour market as briefly outlined above. Referring to Haraway (2016, p. 136) the founder/CEO describes the paradigm as follows: *“We must insist on lives lived and stories told for flourishing and abundance, in the teeth of rampaging destruction and impoverishment. We must cultivate the ability to re-imagine wealth, learn practical healing of bodies, minds and spaces and stitch together improbable collaborations.”*

In this context, people *“are desperate of finding another way of being together and contribute to something that enriches the environment rather than destroys it”*. The issue is not consumers changing their behaviour but rather the *“questions are around production about how we organize production, how we choose to organize our businesses and our production”*. Social economy and social enterprises are not seen as solutions to these problems. Social enterprises are special companies that operate in particular niche areas. The concept of ‘circular economy’ seems better suited to capture the idea. *“Once you introduce a more circular system... you are beginning to work towards a completely different concept of ownership and agency in terms of how people interact around the production process and how it is also circulated”*.

However, it is not possible to think through what future organisations will look like exactly. Bybi becomes a way to enact a possible future.

*“It is easier to act your way into new ways of thinking than to think your way into new ways of acting. The only thing that we can say for certain about how life will be in 20 or 30 years from now for our children and grandchildren is that it is not going to be anything like what we have now. But we can create structures now that will allow new systems to emerge. The absolute number one objective for the structures that we create today is that they are ones that should make sure that we are doing it in a way that is inclusive to involve diverse communities...” “...It involves ... people with different forms of ability and disability and gender and so on, and in ways that enrich rather than destroys the environment.” In this context, “the job of a leader is not to design but to facilitate”*.

*The innovation/development process* is described as an uncertain enactment of certain principles leading to a new structure instead of “strategy before structure”. Thus, the innovation is not a ready-made entity from the beginning but emerges and evolves over time. The founder has previously been working in organisations promoting social economy and social enterprises in developing countries, the UK and Denmark (such as the Danish Center for Social Economy), but was concerned with what he believed was a wrong emphasis on work integration and the lack of reflection on alternative paradigms of production. Consequently, he ran into disagreement with management in these organisations.

One day he stumbled over a place in Copenhagen with beehives and he intuitively became interested in the life of the bees. He noticed that there was a telephone number, so he called the beekeeper, eventually joined a course on beekeeping and started to think of beekeeping as a framework for enacting an alternative form of production with “*bees being a bridge between nature and ourselves*”. He managed to get an agreement to use a place (an old laundry) at Sundholm for free and mobilised free help, such as legal advice, from 40-50 organisations. He also managed to find the first 5 businesses that agreed to try out beehives at the rooftops of their buildings which they paid for. Bybi received development money from a local development group to buy the first equipment.

During the first years a volunteer and a part time employed beekeeper helped him create the business. In exchange for having access to the space/shop floor at Sundholm, two homeless people from the local activity centre were engaged for the first couple of years. To deal on a daily basis with the homeless turned out as a difficult task, therefore a social pedagogue was hired to work with them. After some years, in 2014, Bybi started to rent the building hence beginning to work directly with the homeless and with other groups as well. No longer did they have a specific target group (through the local activity centre) but could work directly with people of different backgrounds that could contribute to realizing the overall ideas and principles of Bybi. Bybi does not categorise these people according to where they come from. Some have had employment issues, others have had mental health issues. “But what is important for us is that it is useful for the organisation”. “They come here by themselves”. Bybi then eventually started to talk about “honey is something we produce together”.

19 beehive partners are today listed at the website (april 2019); video 3 (Appendix 2) explains that Bybi is responsible for more than 250 bee colonies all over the city of Copenhagen. In addition to producing honey from beehives on the rooftop or nearby area of organisations that rent the beehives from Bybi, Bybi facilitates events and tours and organize course for schools and non-profit housing associations. Further, they trade their products. But rather than struggling to sell the products in supermarkets or special shops (there are some exceptions) they choose to sell the product directly to employees in the businesses that they collaborate with.

To conclude, in terms of *type of innovation*, Bybi is thus mainly an *organisational innovation* – the innovation being a new inclusive form of co-production based in certain principles. It may also be called a “*principle-based innovation*”. It is also a *marketing innovation* that makes this new principle and structure visible through “honey is something we make together”. The *process of innovation* is one of enactment of structure. The innovation is not readymade from the beginning. Incrementalistic and explorative steps have been taken that add up to a more radical innovation in relation to both traditional forms of beekeeping, social economy and industrial production.

## Type of Innovation Networks

The network created through Bybi could be thought of as a network, or a community, centred around a public *function* (or *principle*) according to the WP6 framework (Demarchelier et al. 2018). By contrast, it is not based in public service as *sector*.

Bybi facilitates the creation of network or community relations between individuals within and across organisations. In terms of social network analysis, it would be a local network (Copenhagen-based), with both low and high density (not all participants know each other but some have dense relations), Bybi being a broker between some of the nodes in the network. The network is dynamically evolving through a continuous process of mobilising members (companies, employees, volunteers, customers). The network can also be described as a ‘community’ or an emerging institution driven by a social cause based in exchanges between people, and between people and nature:

*“The direction we are going is creating institutions where we are changing people from being consumers to being co-producers”. “How are you co-producer? Planting flowers. Being beekeeper yourself. Or where there is other kinds of knowledge and enthusiasm that people are selling to each other through us. If you are a beekeeper in Østerbro, and you are passionate about butterflies, then you can sell that knowledge in an experience for people here.” “You are co-producing when you plant some flowers when you open the box [using seeds that come with the box], when you take the empty jar and you use it to store spices in, when you buy the honey because you are having an evening with your friends where you are going to make some funny cocktails out of liquid products and not sure how to do that. And you are also co-producing when you change your route to work and then you are cycling through the park and you are really enjoying the smell and the sound of the bees in their Mirabella tree and engaging with the environment in a different way. You are making a connection with honey, Arif from Syria who is making it, and that tree and your garden. One thing leads to another. You come visit the factory, you come to a workshop, you bring the children to taste it”.*

Bybi is seen as a network/community/institution for passionate people who share peculiar knowledge - knowledge which often inspires towards production and experiences:

*“One of our former volunteers, he has been unemployed for 25 years, but he makes the most fantastic mjød (mead) at Christianshavn [neighbourhood in Copenhagen]. He was here for a few months, but he is coming back because he has shown us how to do it. We can pay him to do a talk where he will explain what he has been doing and give people a chance to taste it and show how it has been made. It could be a woman from Urbanplanen [a nearby non-profit area] who has a lot of ideas of how to make baklava with honey from the rooftops. ... all these peculiar artistic passions that people have outside the conventional work market, outside any conventional measurement of what growth should be. But have knowledge that they would like to share and people would like to learn about it. There is a sound artist working with microphones that you can put onto plants and listen to what plants are saying. There is this fluid moving through a plant that creates vibrations and sounds which are sets to insect when they land on it. A bee is flying through a flowerbed and landing on a plant and tasting it and seeing its colour and she is also listening to the health of the*

*plant... and communicating with the vibrations from her wings causing it to produce juices and nectar that would not be there otherwise. So, there is this crossover between heart and science which is enormously important in terms of how we digest these crises around climate change and changes in the labour market. The emotional insecurity that people are feeling. That we address it in a cultural and artistic way."*

We interviewed a world leading organisation within cosmetics, which has rented a beehive from Bybi and which is thus part of the Bybi-network as a co-producer. The company appears not to be involved in other activities of Bybi, thus it does not connect with other actors in the network, hence it is a weak tie. Nevertheless, it is in its own way highly engaged in the project and the community. The company sees Bybi as an element in its overall CSR strategy which is to create work places for people outside the labour market related to their supply chain, do something for the climate, and act for the right reasons (rather than as part of their PR strategy). The company also uses the beehives as occasions for their employees to experience something new and talk to each other in new ways beyond their daily relationships and across existing work teams. The organisation buys the honey produced by Bybi and gives it as a gift to its (the organisation's) employees.

In this way, while Bybi relies on certain principles, there is plenty of space for the network participants to interpret and take ownership for these principles. This particular organization, rather than seeing itself as renting beehives from Bybi and paying for a service, frames it as giving a contribution to Bybi so that for example the beekeeper can be employed on a full-time basis.

Bybi also collaborates with researchers, among others researchers in a project on multifunctional green spaces at the University of Copenhagen, collaboration with Malmø University, collaboration with the music department and the theology department of the University of Copenhagen, as well as biologist from the University of Copenhagen. These relationships appear to be bilateral network activities in the context of different side- or niche projects.

#### 5.4.2. Drivers/Barriers

Asked about drivers and barriers the founder and CEO of Bybi said that this was a flat question leading to a flat answer. He said that the company is about looking at the world and see what goes on and to find a way to thrive in the world that is coming. Asked about funding he said that it is not difficult get funding if you have a good idea. However, the CEO acknowledges that there are some challenges related to communication, to communicate what the company is all about and that it takes time to communicate identity. He referred to the period of industrialisation where it took time to build identities around the new types of labour in factories and the labour market that emerged.

Another type of challenge is related to the ambitions of turning a factory on its head making space for consumers to act as co-producers:



*“We have an employee in a flexjob [a flexjob is a job with flexible working hours supported by the state]. She has had a lot of problems in her life [we interviewed her and she confirmed this], but is super creative. She works a few days in the week where she goes out and sells [she has previously worked as a marketing director in a large textile company]. But she also loves making all these kinds of crazy things you can see hang everywhere that she has made. She does workshops, shows people how to make candles... The next step for us is to build a place that can accommodate this, so again if you start working in this way you also have to reconfigure what you consider a factory to be. Traditionally, a factory follows the structures... it is linear, you have raw materials coming in, you have products out, you have workers who are just workers, and consumers who are just consumers. Turn that on its head, when you start inviting your customers into participation, how do you physically organize that in a building? How do you connect it to the local community? That is what we are doing now, we are building a new building, a new center ...that will experiment with these ideas. Let us turn a factory upside down and see what happens!”*

Thus, in terms of drivers and barriers, it seems as Bybi relies on 1) a very good idea which is easy to communicate and mobilise people around; it is basically a *principle or idea driven* process; 2) a production of honey which becomes a carrier of this idea, hence it is *production driven*; 3) a strong wish to thrive and engage people in enriching the environment in an inclusive way; hence it is *experience driven*; 4) mutual sharing of special craft knowledge, (honey, mead, candles) amongst people; hence it is *knowledge driven*; and 5) the strong wish of the founder to enact and make visible an emerging new form of production and co-production as well as his long term experiences of how to mobilise actors around an idea; hence it is *entrepreneur driven*.

### 5.4.3. Institutional factors

Institutional factors that have been important to the case includes:

- 1) The general vocabularies of climate change and changes of the labour market. The various scientific reports that have been written and the emerging agreement about these issues is the basic extra-subjective (institutional) context for Bybi that necessitates action.
- 2) Social economy and social enterprise that Bybi grows out of but diverges from. The founder has had many years of experiences working in the sector of social economy – which has become quite formalized in Denmark in terms of the Danish Act on Registered Social Enterprises. While he is critical towards this, because it does not provide a good answer to the above structural problems, he has a lot of experiences from this sector that helps him make the necessary contacts and mobilise actors around Byb’s project.
- 3) Public organisations like Sundholm Activity Centre that provided a free space for Bybi in exchange for engaging two homeless people, but also other public organisations including schools that visit Bybi and non-profit housing associations, as well as self-owned institutions working with people at the edge of the labour market.
- 4) Funding agencies, for example funding for initial equipment and funding for the House of the Bees. It is argued by the founder of Bybi that there is access to funding if you have a good idea. The



main issue is to communicate the idea in a concise way. However, bees and honey that translates the wider idea of co-production into something concrete, appear easy to communicate and get funding for.

5) Beekeepers society that Bybi has learned from. In Denmark, beekeepers are organised in Denmark's Beekeeper Association. It runs courses and provides materials on beekeeping as well as info on laws and regulations (<https://www.biavl.dk>). The existing infrastructure of beekeeping has been an important learning context for Bybi.

#### 5.4.4. Impacts

Bybi's influence can be described with regard to areas where Bybi has potential contributions. Below are four areas:

1) Creating opportunities for people to contribute to society. People with different backgrounds (for example, a beekeeper who is a refugee from Syria, a few homeless people, a person in a flexjob and a number of volunteers) find in Bybi a place where they can contribute to society by creating new connections between people in an inclusive way.

2) Improving the experience of the environment. Bybi helps improve the environment in the city through apiculture, planting flowers, teaching beekeeping and selling honey. People are encouraged to plant flowers to increase biodiversity and establish biotopes for bees. Bybi also arranges workshops where people can share different kinds of craft-based knowledge related to the experience of nature.

3) Helping organizations to carry out CSR strategies. Some organizations can see Bybi as an element of their CSR strategy. CSR can be targeted to the local area where the company is located as well as their employees. Beekeeping creates an atmosphere of joy and experiences across functional teams in the company, a sense of belonging and an approach towards climate change.

4) Turning the factory on its head. Bybi seeks to turn the concept of the factory upside down. Consumers are turned into co-producers who use the factory for events and workshops. Bybi is an *institutional entrepreneur* who changes institutionalized notions of what a factory and its production is all about. It becomes a new public meeting place to replace other places where people have met (schools, churches, post offices, banks).

#### 5.5. Unexpected results

Bybi was established in 2009. Its first beehives were installed in five companies around 2010. Today it rents beehives to at least 19 public and organizations (according to its websites) and has more than 250 colonies all over the city of Copenhagen. It promotes a form of co-production which it

labels “honey is something we make together”. It trains people in public institutions and companies, non-profit housing associations and schools in beekeeping and conducts workshop and events where people share knowledge and experience nature.

There are particularly two unexpected results of the case study: firstly, the fact that Bybi, as a social innovation, is driven by principle or philosophy of co-production *beyond* social economy and sustainability. Bybi grows out of social economy, but is confronting a wider societal and public problem of transforming the labour market and enriching the environment. It argues that this goes far beyond the Danish system of social enterprises. Hence Bybi is *more an institutional entrepreneur than a social entrepreneur* aiming to reconfigure relationships between labour and pleasure, production and co-production, humans and non-humans and consumption and production.

The second unexpected result is the special mix of principles, uncertainties, structure and enactment that characterises the innovation process and the innovation network of Bybi. Honey production and the related services/experiences are seen as enacted structures of a wider philosophy of work and nature pointing towards an uncertain future. The innovation process is on the one hand quite structured based on thousands of years of practise of honey production. The principles of production are quite fixed. Further, the basic principles of Bybi are structured around finding a way to enrich the environment and a meaningful way to contribute to society, interconnecting people and nature. However, Bybi is also seen as highly process and practice based, acting its way through to new ways of thinking. How the new forms of production will look in the future is seen as highly uncertain. Being built around honey production means that there is a purpose and structure with certain routines that need to be repeated, however there are many emerging ideas for alternative forms of production that are picked up on the go, and networks and connections across humans and non-humans are continuously constructed and reconstructed.

Related to the above is also an unexpected result concerning how well communicated the message is and how well it can fit into both CSR strategies of public and private organisations and various kinds of curiosity and interests from the many visitors. Furthermore, Bybi speaks to many types of research driven innovation, such as research on green public spaces, research on music in unexpected ways making unexpected linkages between beekeeping to new perceptions of nature, work, research and collaboration.

## 5.6. Discussion

Bybi can be seen as a public service innovation network of social innovation (PSINSI). It is public in the broad sense of creating public value and social value in a public space rather than being public sector based. Its innovation is an organisational innovation, i.e. an emerging system of co-production across sectors and across humans and non-humans. It constitutes a network in the sense of a community or an emerging institution. It is a social innovation due to the social value it aims to

produce in terms of connecting people within a community and a sense of belonging and finding new ways of enriching the environment and contributing to society.

As described by the founder, Bybi is interestingly based on an experience of the insufficiency of social economy and social enterprise to deal with the big landscape problems of climate change and changes of the labour market. Bybi moves focus from social economy to co-production as the core organisational paradigm: from consumers to co-producers, from strategy to enactment of structure, from work integration to belonging to community and contributing to society.

The storyline is that the founder, after several years of working in the social economy, became unsatisfied with its limited scope, particular its focus on work integration. He discovered beekeeping as a form of production that could make the link to a wider philosophy of co-production and the environment. This idea was so good and that it was possible to raise funding, enroll companies, create curiosity and interest from many types of organisations, and develop a different style of working for people with various backgrounds in the years to come. The production of honey became a way to act the way into new ways of thinking about new forms of production and society.

The founder and CEO of the company is critical to Bybi, its network and community as the driver of these principles and ideas and finding ways of acting. He, and Bybi, could be interpreted as *institutional entrepreneur* rather than as a social entrepreneur operating through at least three iterative key processes (Wallin and Fuglsang 2017): 1) institutional sensemaking that creates an understanding of prevailing institutional arrangements and that constructs meaning for institutional change efforts; 2) theorization of change through linguistic device; and 3) modifications of institutions by building legitimacy and mobilizing external constituencies. A fourth key process could be added to the above, namely 4) “acting your way into new ways of thinking”.

1) As described, Bybi contributes to the institutional sensemaking around notions like climate change and changes on the labour market thereby constructing a meaning for social change efforts beyond social economy and social enterprise.

2) Bybi theorizes a direction of change by making the link between beekeeping and new types of co-production, sense of belonging, and contribution to society relying on certain broad principles of change towards enriching the environment and experiences of the environment.

3) Bybi communicates in a concise way the message of “honey is something we make together” and how it contributes to structural changes of the labour market and environmental changes thereby achieving sufficient legitimacy to partner with public and private organisations around notions of CSR and get access to funding.

4) Bybi is acting itself into new ways of thinking, i.e. co-producing honey together is becoming a starting point for reflecting upon how life is going to be for our children and grandchildren.

In conclusion, by challenging social economy, social entrepreneurship and classical forms of production, and by enacting new structures through honey production, Bybi creates a new context and network-community for co-production across humans and non-humans.

A weakness of this network-community may be that it appears highly dependent on its founder. It relies to a great extent on one person. Furthermore, the issues that the company have with social entrepreneurship and social economy is difficult to communicate – the one partner we interviewed did not pay attention to this aspect but tended instead to emphasise Bybi’s role for work integration. The emphasis on a radical new way of co-production between humans and non-humans speaks into important general discourses, especially about climate change, but may risk drowning in the context of many other initiatives of co-production in public services.

Yet Bybi describes a way of acting in a ‘PSINSI’-way which has not been very visible in research. It is a public network type of acting which is not founded in the public sector but in a public principle/function and community for social innovation, yet beyond social enterprise and social economy. Understanding its way of operating seems crucial for future work on PSINSIs.

## 5.7. Appendixes

### Appendix 1: List of Interviews

**Table 13 Details of interviews -Bybi**

Position	Date of Interview	Length of Interview
Oliver Maxwell, founder and director, Bybi	21.02.19	1:05
Anne Mette Storgård, flexjob’er at Bybi	21.02.19	1:01
Sonja Christensen and Theis Meier, L’Oreal, partner to Bybi	21.03.19	0:39

### Appendix 2: List of Main Documents and Websites

**Table 19 Main Documents and Websites Bybi**

Author/Type of Document	Title	Link	Accessed
Video 1	Happy Bees, Happy City, Happy Humans - Oliver Maxwell	<a href="https://arbejdsglaede.23video.com/video/27533639/happy-bees-happy-city-happy-humans-oliver">https://arbejdsglaede.23video.com/video/27533639/happy-bees-happy-city-happy-humans-oliver</a>	April 11 2019
Video 2	Oliver Maxwell, Pleasure, partnerships and productivity, Meaning 2016	<a href="https://www.youtube.com/watch?v=09ed4etc_aw">https://www.youtube.com/watch?v=09ed4etc_aw</a>	April 2 2019
Video 3	Low-Fi host profile - Bybi, the honey factory	<a href="https://www.youtube.com/watch?v=R9q-LQdw2JQ">https://www.youtube.com/watch?v=R9q-LQdw2JQ</a>	April 2 2019
Bybi and 3B	Biernes hus – Projektbeskrivelse	Personal communication by email	February 21 2019

Bybi	Honning er noget vi laver sammen	Personal communication by email	February 21 2019
Bybi	Firma bier er mere end sød historie	Personal communication by email	February 21 2019
Vicky Lane	Plan bee	<a href="http://bybi.dk/wp-content/uploads/2017/02/BI_052-058_Copenhagen-Bees.pdf">http://bybi.dk/wp-content/uploads/2017/02/BI_052-058_Copenhagen-Bees.pdf</a>	April 2 2019
Webpage	Bybi website	<a href="https://bybi.dk">https://bybi.dk</a>	April 11 2019
Webpage	Aktivitetscenter Sundholm website	<a href="https://acsu.kk.dk/Vores-beskæftigelsesopgave">https://acsu.kk.dk/Vores-beskæftigelsesopgave</a>	April 7 2019
Webpage	Herbergcentret Sundholm	<a href="https://www.kk.dk/institution/herbergscentret-sundholm">https://www.kk.dk/institution/herbergscentret-sundholm</a>	April 7 2019
Webpage Byens netværk	Sundholm – når byen tager socialt ansvar	<a href="http://www.byensnetvaerk.dk/da-dk/arrangementer/2019/sundholm---når-byen-tager-socialt-ansvar.aspx">http://www.byensnetvaerk.dk/da-dk/arrangementer/2019/sundholm---når-byen-tager-socialt-ansvar.aspx</a>	April 10 2019
Webpage Vores omstilling	Bybi	<a href="http://voresomstilling.dk/projekt/bybi/97">http://voresomstilling.dk/projekt/bybi/97</a>	April 7 2019
Webpage McKinsey Global Institute	What's now and next in analytics, AI and automation	<a href="https://www.mckinsey.com/~media/mckinsey/featured%20insights/Digital%20Disruption/Whats%20now%20and%20next%20in%20analytics%20automation/Final%20PDF/MGI-Briefing-Note-Automation-final.ashx">https://www.mckinsey.com/~media/mckinsey/featured%20insights/Digital%20Disruption/Whats%20now%20and%20next%20in%20analytics%20automation/Final%20PDF/MGI-Briefing-Note-Automation-final.ashx</a>	April 9 2019
Webpage CNN	New study suggests insect populations have declined by 75% over 3 decades	<a href="https://edition.cnn.com/2017/10/19/europe/insect-decline-germany/index.html">https://edition.cnn.com/2017/10/19/europe/insect-decline-germany/index.html</a>	April 9 2019
Webpage ipbes	Press Release: Pollinators Vital to Our Food Supply Under Threat	<a href="https://www.ipbes.net/article/press-release-pollinators-vital-our-food-supply-under-threat">https://www.ipbes.net/article/press-release-pollinators-vital-our-food-supply-under-threat</a>	April 8 2019
Webpage Retsinformation	Danish Act on Registered Social Enterprises	<a href="https://www.retsinformation.dk/forms/r0710.aspx?id=163865">https://www.retsinformation.dk/forms/r0710.aspx?id=163865</a>	April 15 2019

Appendix 3: Participation in public network arrangement at Sundholm by Byens Netværk (not used directly as data)

<http://www.byensnetvaerk.dk/da-dk/arrangementer/2019/sundholm---når-byen-tager-socialt-ansvar.aspx>

## Appendix 4: Other references

- [1] Branner, B., Fischer, L., Larsen, P., Johansen, L. and Kilpinen, O. (2017), *Biavl for begyndere*, Sorø: Danmarks Biavlerforening.
- [2] Desmarchelier, B., Djellal, F. and Gallouj, F. (2018). *Services in innovation networks and innovation networks in services: from traditional innovation networks (TINs) to public service innovation networks (PSINs)*. Paper presented at the 28th RESER Conference, "Services in the age of contested globalization", Gothenburg, Sweden.
- [3] Geels, F. W. (2004), 'From sectoral systems of innovation to socio-technical systems - Insights about dynamics and change from sociology and institutional theory', *Research Policy*, 33(6-7), 897-920.
- [4] Haraway, D. J. (2016), *Staying with the trouble: Making kin in the chthulucene*, Durham and London: Duke University Press.
- [5] Hallmann, C. A., Sorg, M., Jongejans, E., Siepel, H., Hofland, N., Schwan, H., . . . de Kroon, H. (2017), 'More than 75 percent decline over 27 years in total flying insect biomass in protected areas', *Plos One*, 12(10).
- [6] Marling, G. (2010), *Byliv - Områdeløft af Sundholmsvej kvarteret (Afgangprojekt - Områdeløft i Københavns Kommune)*, Institut for Arkitektur og Design, Aalborg Universitet: Aalborg.
- [7] Wallin, A. and Fuglsang, L. (2017), 'Service innovations breaking institutionalized rules of health care', *Journal of Service Management*, 28(5), 972-997.

## 6. Danish Case study 5: E-Bro and JobIntra

# E-BRO

### 6.1. The case in a nutshell

This report is about the case company “E-bro” and “JobIntra”, an IT solution developed by E-bro (<https://www.jobintra.dk/om-e-bro/>) and applied first by Jobcenter Brøndby (<http://www.Brøndby.dk/borger/jobogledighed.aspx>) in the context of the flexi-job scheme, which is an initiative within the Danish unemployment scheme. The case has been chosen because it is a special form of social innovation, a radical social IT innovation with several implications for innovation at organizational, process, service and network level. We can define JobIntra as a social innovation because JobIntra’s aim is first to increase the number of available flexi-jobs and then to substantially reduce the time it takes to find a permanent flexi-job to potential candidates.

The main findings have to do with the innovative, “reverse” process of finding flexi-jobs to disabled citizens as well as the value that is generated through this process. JobIntra has given rise to an organizational innovation within Jobcenter Brøndby as well as it has innovated the way the multi-actor network around flexi-jobs operates by “reversing” the way the actors of the network collaborate and compete with each other in the process of finding a flexi-job to potential candidates affiliated with the job center. JobIntra has also innovated the provision of the flexi-job service.

The findings show that JobIntra by increasing competitions among the different actors has increased the number of flexi-jobs available at Jobcenter Brøndby and has contributed to place Brøndby Municipality as one of the Danish municipalities that has the lowest unemployment rates among flexi-jobs. Even though, as the director of the Job Center states in an article published on Jobcenter Brøndby web page, this result might as well “been helped by the good times” (<http://www.Brøndby.dk/Borger/JobOgLedighed/Jobcenter.aspx>).

The findings show that JobIntra as social innovation has contributed to generate several types of values. These values address different spheres of the society: the individual, the organizational and the socio-economic. Firstly, JobIntra has contributed to decrease unemployment among the flexi-jobs in Brøndby Municipality. Then, due to the way it functions, JobIntra has substantially decreased the amount of time that the employees in Jobcenter Brøndby use on each specific flexi-job, thus generating resources that can be used to take care of the most complicated cases or on other types of activities within the job center. Thirdly, by reducing the amount of time it takes to place a disabled unemployed on the job market, it has increased the satisfaction and decreased the frustrations of the citizens that for one reason or another fall into this category in the course of their life, thus contributing to increase their “happiness”. In this way, it has also contributed to the economy and the society, because by speeding up the process of finding jobs and by decreasing the number of disabled unemployed, JobIntra decreases the amount of public subsidy paid to the unemployed by saving public unemployment expenditures.



## 6.2. Data material

**Table 20 Interviews – E-Bro and JobIntra**

Position	Date of Interview
E-bro Owner	January 2019
Brøndby Job Center Director	March 2019
Brøndby Job Center Flexi-Job Department Leader	March 2019
Brøndby Job Center Flexi-Job Department Leader	March 2019

**Table 21 Documents –E-Bro and JobIntra**

Author/Type of Document	Title
Deloitte (2018)	Evaluering af reform af førtidspension og fleksjob: hovedrapport
E-Bro	KandidatBank-Effektiv Job Formidling
The Danish Agency of Labour Market and Recruitment	Reform af førtidspension og fleksjob Status september 2018
The Danish Agency of Labour Market and Recruitment	Fleksjob
The Danish Agency of Labour Market and Recruitment	Active labour market policy measures
Web site	E-bro
Web site	Brøndby Municipality
Website	The Danish Agency of Labour Market and Recruitment
WEB site	The Danish Agency of Labour Market and Recruitment
Web Site	Brøndby Job Center
Web Site	The National-Board of social-services

## 6.3. The context

### 6.3.1. The Regulative Context-The Reform of the Disability Pension and Flexi-job Scheme

In 2102, the “Reform of the Disability Pension and Flexi-Job Scheme” was introduced by the government under the prime minister Helle Thorning Smith. According to The Danish Agency of Labour Market and Recruitment the “two-focused reform seeks to increase employment by restricting the access to disability pension and instead providing assistance to enter education through rehabilitation teams in the municipality, while ensuring that individuals with a lasting and significantly reduced working capacity enter the flexi-job scheme” ([www.bm.dk](http://www.bm.dk)). The main objective of this reform is to get as many people as possible into the labour market - preferably in non-subsidized employment. In addition, the reform establish that disability pensions are restricted for persons under the age of 40, and focus is shifted to invest resources in providing citizens with the necessary assistance to take an education and get employment rather than receiving a permanent disability pension.

The target demographic of the Reform of the Disability Pension and Flexi-Job Scheme are citizens “with a complex set of problems, for whom social-, employment- and health-related challenges create barriers to entering the labour market, and where the lack of an interdisciplinary initiative means that they are at risk of ending up on a permanent disability pension” ([www.bm.dk](http://www.bm.dk)). In order to reach this objective, the reform has established a new scheme: the interdisciplinary rehabilitation programme. This has implied the establishment of rehabilitation teams in each of the Danish municipalities, including representatives from the employment sector, the health sector (both at municipal and regional level), the social affairs sector, and the educational sector. This latter team from the educational sector was especially aimed at young people under the age of 30 without professional education or training. The rehabilitation team has the responsibility to allocate the disabled citizens to an interdisciplinary rehabilitation programme, flexi-job, disability pension or other appropriate initiatives.

### 6.3.2. The flexi-job scheme

One of the important initiatives of the reform that came into force the 1<sup>st</sup> of January 2013 is a revision of the flexi-job scheme. The flexi-job scheme targets people in any profession with permanently and significantly reduced ability to work. In many ways, a flexi-job is a normal employment, where tasks and working hours in the flexi-job are just adapted to what the individual flexi-job employee can handle.

With the Disability Pension and Flexi-Job Scheme reform, the flexi-job grant scheme has been reorganized in such a way to help individuals who have a lasting and significantly reduced working capacity to enter the flexi-job scheme. These people included people that can only work a few hours

per week (less than 10). In addition, the reform made the flexi-jobs as a starting point a temporary solution. This means that the municipality must evaluate and assess whether the person employed in a flexi-job is still qualified for flexi-job after the person has been employed in such a job for 4½ years. The rules on flexi-job time limited basis depend on whether the flexi-job employee is over 40 years. Under the flexi-job scheme, the municipality pays a subsidy for the salary that compensates for the reduced working capacity. The job center decides on the right to flexi-job based on the recommendation from the rehabilitation team. Persons employed before 1 January 2013, continues in the flex job on the same terms as before. However, they must be recruited in accordance with the new rules if they start a new flex job.

A recent evaluation of this reform states that “The municipalities are working in line with the reform and its goals. The organisational framework which underpins the reform is thus in place, and all municipalities have set up rehabilitation teams. Furthermore, there appears to be a good level of cooperation between municipalities and the regional healthcare system with regards to health assessments and counselling in support of the work of the rehabilitation teams” ([www.bm.dk](http://www.bm.dk)).

### 6.3.3. Brøndby Municipality and Job Center

Brøndby Municipality is part of the Capital Region of Denmark and has approx. 35,541 inhabitants distributed over an area of 20.85 km<sup>2</sup> (Figure 5).



**Figure 5 Brøndby Municipality in Denmark- The Red Spot (Source: Brøndby Municipality web site)**

The municipality consists of the three neighborhoods: Brøndbyøster, Brøndbyvester and Brøndby Strand (Figure 6). Brøndby Municipality is located next to Køge Bay and is surrounded by the neighboring municipalities of Vallensbæk, Albertslund, Glostrup, Rødovre and Hvidovre. In Brøndby, there are 6,000 owner-occupied dwellings, primarily detached houses and 10,000 public dwellings,

primarily apartment buildings. Approximately 12 per cent of the municipality's areas are green areas.



**Figure 6 The three neighborhoods of Brøndby and surrounding neighboring municipalities (Source: Brøndby Municipality web site)**

From a socio-economic point of view, Brøndby municipality has massive challenges: lowest education level in Denmark, highest number of immigrants, high unemployment level.

In Denmark, there are 94 Job centers. Citizens belong to the job center located in the municipality where they live. Job centers' most important task is to help citizens to find jobs when they become unemployed. Job centers operate under national and local political frameworks. Job Centers can take some own initiatives within these frameworks. Job Centers are public, municipal organizations with the purpose of implementing the employment lines set by the government. It is possible for job centers to cooperate with private individuals and companies, but there are limits to this as there are clear lines about what a private actor and public actors can as well as what they can do with data about the citizen.

Jobcenter Brøndby has in the last few years conducted a targeted effort to get the municipality's approximately 350 flexi-jobs into employment. Jobcenter Brøndby has four employees and has collaborated with a corresponding number of so-called external actors, which are recruitment agencies, to find flexi-jobs to disabled employees (<http://www.Brøndby.dk/Borger/JobOgLedighed/Jobcenter.aspx>).

## 6.4. The five keys dimensions

### 6.4.1. The development of JobIntra and establishment of E-bro

The Reform of the Disability Pension and Flexi-Job Scheme of 2012 had changed the rules of flexi-job scheme and therefore Jacob, a “company consultant” working at Jobcenter Brøndby and his manager, with whom he has a good working relationship, in several conversations talked about: How can we handle this reform? The objective was both how to get more disabled citizens into work and how to do it faster. Jacob is educated as a professional designer, and then he has taken a pedagogy education. Jacob is in charge of flexi-jobs and has a genuine interest and wish to get disabled citizens to work. The overall scenario is that the government establishes the employment laws that each municipality has to implement. Then there are the citizens that have the right to go to the job center to get help to find a job.

Job centers do not have a tradition of working directly with companies, but they collaborate with recruitment agencies, that are called “Other Actors” by the job centers. Jobcenter Brøndby collaborates with a number of “Other Actors”, who in turn collaborate with a number of companies in order to find jobs to the candidates or change employment status. In 2019, Jobcenter Brøndby collaborates with six recruitment agencies. “Other Actors” are intermediary companies that operate in the local area; they should be able to work with the flexi-job citizens and especially they need to live up to Jobcenter Brøndby’s values and contract. It is voluntary for citizens to come to the job center, use JobIntra and engage with the “Other Actors”. If the “Other Actors” do not deliver the results specified in the contract then the contract will be terminated and they will be substitute with different companies. The Job Centers define the job, while the Other Actors find the right match by reaching out to companies. Flexi-jobs imply that most often a citizen is employed by a company for 10-12 hours a week in a permanent form of employment, but it can as well be more or less hours. The company pays the salary for the 10-12 hours per week, while the state pays the rest. What happens is that when people get sick, they lose their network and it becomes difficult to find a new job.

Jacob and his manager recognize that the flexi-job process and network is operating in an inefficient way. As a result, it takes too long time to get a flexi- job candidate into work. For example, in the first 13 weeks after a citizen came to Jobcenter Brøndby, nothing happened and in some cases, nothing happened maybe for another 13 weeks. So at least 6 months went by before doing something about it. After waiting for so long, a citizen was allocated to one “Other Actor” at a time, so there was no competition between the different “Other Actors” to get a citizen into work. Therefore, Jacob and his manager had made some strategic considerations concerning the allocation of several recruitment agencies to simultaneously find a flexi-job to a citizen. Jacob does not remember exactly who got the idea first. It involved a lot of discussions, reflections and co-creation.

The result was that Jacob started talking to one of his friends who is an IT expert and together they started conceptualizing an IT application that could solve this problem. The idea for E-bro started therefore in 2012 and in 2013 the IT solution, "JobIntra", was developed and E-bro company was founded with Jacob and his partner as co-founders.

It was an advantage that Jacob knew the job center organization, the citizens and their needs. In 2013, Jobcenter Brøndby convened the "Other Actors" who might be interested in JobIntra for a meeting. This approach was also new and an innovation both for the job center and the recruitment agencies. In fact, the "Other Actors" collaborating with the Jobcenter Brøndby had never met each other before and especially face to face. The process of implementing and using JobIntra had started and then JobIntra started to run.

In 2018, Jacob took leave from the Job Center to concentrate on E-bro and get the company established on the market. He and his partner are also further developing the JobIntra concept to other employment areas as for example newly educated graduates. This IT solution is called the "Candidate bank". Jacob, however, finds it difficult to get in touch with job centers because according to him "the public is not open to innovative ideas". As of January 2019, five job centers had adopted JobIntra in Denmark.

#### 6.4.2. E-Bro's concept and Business model

According to Jacob, the goals of E-bro are: 1) help society to improve for all citizens; 2) not to be capitalist; 3) ideology and politics to contribute to making the world a better place for all parties. He has seen how important a job is to people; how important it is for people to contribute to society; people "get stuck" if they have nothing to do; therefore, he would like to help them in the direction of finding employment.

The concept behind "E-bro" and JobIntra is simple: increasing competition and collaboration between the different actors involved in finding a job for a disabled citizen. According to Jacob, jobs are found at the individual employee level of the "Other Actor". Therefore, the personal network of each employee at the "Other Actors" is very important. In addition, JobIntra has enabled citizens needing a job and employees at the "Other Actors" to contact each other through the IT platform. The result has been that the number of flexi-jobs is increased, while unemployment is decreased. The time it takes to get a citizen into work has fallen from 6-12 months to almost nothing by using JobIntra. Jobcenter Brøndby has become one of the 5-10 best in Denmark after implementing JobIntra.

E-bro offers IT support service around employment; and the basic model is that of "no cure-no pay model". The basic business model of E-bro is that E-bro develops the system, which they sell to job centers and "Other Actors"; there are establishment costs, then a unit price for each citizen inserted

into the system is charged, which applies for six months. At the end of the six month, if the citizen does not get a job, then E-bro does not get the money and neither do the "Other Actors".

E-bro's business model is consistent with their philosophy of being a socially responsible company. E-bro wants to show that they have the main objective of putting citizens into work. As of 2019, with only two flex jobs into work per semester it would be economically advantageous for Job Centers to have JobIntra. This is because Job Centers can save expenses in relation to Other Actors and eventually decrease the number of employees or generating time and resources that can be used on other tasks.

As it is reported on E-bro web site (<https://www.jobintra.dk/om-e-bro/>): "It must be easier for vulnerable citizens to cooperate with the professionals. It is the philosophy behind the new company E-BRO, which has developed a completely new platform to help with information sharing. There is too long a way for vulnerable citizens to find a job. In addition, there are too many systems, departments and people they have to go through, concludes Jacob Mikkelsen after meeting people on the edge of the labor market at his job at Jobcenter Brøndby for several years. Exposed citizens must easily find their way to work. Together with his partner Rune Andersen, he therefore started the social economy company E-BRO in 2012, and here the two have developed the brand-new platform JOBINTRA®, which makes it possible to work with the individual exposed interdisciplinary and across municipal departments and external actors. It's all about collaboration. "We have created an interaction platform that makes it possible to exchange information. The problem today is that there are many people around the individual who do not work together. It can be the job center, the child administration, a physiotherapist and, for example, an employer, each of whom works for 'the good cause'. Instead of acting individually, it is now possible to work together with the vulnerable towards common goals," says Jacob Mikkelsen. The idea for the new company had been smoldering for many years before Jacob Mikkelsen and Rune Andersen ventured out to start a business. It had become apparent to Jacob Mikkelsen that both the vulnerable citizens, the job center, external actors and employers could benefit from thinking more in networks.....Brøndby Municipality has tested the new interaction platform. The results from Brøndby municipality show:

- The model helps more vulnerable people to come to work and thereby get a higher income.
- JOBINTRA® has also helped fewer failed internships and faster employment.
- In short: Public expenditure has been reduced and the municipality's tax base has increased.

### 6.4.3. Type of Innovation

There are several types of innovation involved in this case: product innovation, process innovation at network level, service provision innovation and organizational innovation. The first one is the radical, bottom-up, product innovation represented by JobIntra. According to Jacob and the other respondents at the Job Center, JobIntra is a unique product in the form of an IT solution that is unique on the market and it is the only one of this kind.



In addition, this IT solution has induced a process innovation in the network of actors concerned with finding a job to a flexi-job candidate. This process innovation can be called and described as a “reverse process” of finding a job. In fact, prior to JobIntra it was the Job Center to allocate a candidate to one and only one Other Actor at a time, who then tried to find a job to the candidate. With JobIntra, the company consultant at Jobcenter Brøndby inputs a candidate information into the IT system and then it is the Other Actors that simultaneously find flexi-jobs to the candidate. They can use the JobIntra to work around a citizen. Furthermore, the “Other Actors” can directly get in contact with the citizens, if necessary, thus improving substantially the communication among the different actors involved in finding a job. This speed up the process.

Consequently, this process innovation has also induced a service delivery innovation at the job center as the way of providing the flexi-job service to the citizens has slightly changed and improved, among others by allowing direct contact between the Other Actors and the citizen. The result has also been increased service quality. In addition, JobIntra has innovated the Job Center relationship with the Other Actors and the relationship among the different “Other Actors” that collaborate with Jobcenter Brøndby. In fact, due to JobIntra, the Job Center has started to arrange meetings with the Other Actors where they all have the opportunity to meet each other and exchange experiences.

The concept behind E-bro is simple: increasing simultaneously competition and collaboration between the different actors involved in finding a flexi-job for a given citizen. Therefore, JobIntra has also induced an organizational innovation in the way Job Center employees work around a flexi-job. The Job Center employees have less workload, which has been minimized in relation to find a flexi-job. They input the information in the IT system and then the citizen is accessed by the recruitment agencies who then overtake the work and do everything. In this way, JobIntra has released resources for the Job Center employees to do other tasks and/or to concentrate on the most complicated and demanding cases.

#### 6.4.4. Type of Innovation Networks

In this innovation, Jacob was the main driver and the center of the innovation network, together with his manager. Jacob got the idea from many sources and he says that it is also hard to establish exactly where ideas come from, but the most important ones for him were the discussion with his colleagues and especially his manager at the Job Center and one of his friends, who is an IT specialist and presently partner in E-bro. Therefore, E-bro is mainly the result of their own competencies and the focal network between him and his manager and connection to Jobcenter Brøndby on one side and his private network including the IT specialist, on the other side. Jacob saw a problem to be addressed. He understood which mechanisms were going on and described them to the IT developer to make the system. Therefore, in many ways it has been a bottom-up, closed process, based on and inspired by a number of satellite networks. In fact, Jacob also got inspiration from the network of people around the flexi job, including his colleagues and Other Actors.

However, all the actors in Jacobs' network that directly or indirectly have contributed to shape the idea are linked by formal kind of relationships and networks such as for example customer-supplier relationships in case of the Other Actors, which are remunerated based on the result or manager-employee relationships in the case of Jacob and his manager. The most important links between the private and public in this innovation network are the collaboration between Jacob (representing the Job Center and therefore the public) and his IT partner (representing the private) as well as the relationship between Jacob and the Other Actors (also representing the private). To conclude there are a number of intertwined networks that have contributed to shape this innovation: networks between colleagues in Job Center and with the manager; network between the job center and the Other Actors (recruitment agencies); Jacob's personal network outside the job. Nowadays, if the Other Actors or employees in the Job center get an idea they can go to E-bro to get it discussed. The citizen does not have any direct active role in this innovation process.

#### 6.4.5. Drivers

There are different drivers for JobIntra previous and future development. First, as described above, the major driver was an institutional and political factor: the "Reform of the Disability Pension and Flexi-job Scheme" introduced by the government under the prime minister Helle Thorning Smith in 2102. This reform set new conditions for the disabled in unemployment status that gave them the possibility to work just a few hours per week under the new law and get a state subsidy for the rest of the time instead of going for example on disability pension. Another major driver has been the keen interest that Jacob has in helping people with disabilities and helping them to get as good a life as possible by helping them finding a flexi-job as fast as possible. In addition, a major driver has been Jacob's and his manager ability to understand where the "bottle neck" was in the flexi-job system and both find a solution to speed up the process as well as find the external IT competencies to develop the system.

Concerning the future development of E-bro, a major driver is the aim to be economically viable as a company by the end of 2019. At the beginning of 2019, Jacob has taken leave of absence from Jobcenter Brøndby to further establish the company. He could use the money to hire another person, thus being two, to sell. They have applied for different funds but they have not been granted the money because funding institutions have difficulties to recognize E-bro as "a social economic company". This is in Jacob's eyes a paradox.

#### 6.4.6. Barriers

There are two major types of barriers in this public-private network: the barriers concerning Jobcenter Brøndby and the ones more strictly related to the company E-bro.

In the Job Center, the main barrier to adopt and innovate with JobIntra was mainly Jacob's double role as “company consultant” at the Job Center and simultaneously the founder and owner of the company providing the IT solution. Paradoxically, this barrier was also the fundamental advantage of JobIntra and the key to its success. In fact, Jacob’s in-depth knowledge concerning the mechanisms around finding a flexi-job made the development of JobIntra to precisely address and solve the issues encountered at the Job Center with great satisfaction from all the actors involved. It was an advantage that Jacob knew the organization as well as the needs of the citizens. Another main barrier at the Job Center was the integration of JobIntra into the existing IT system and solutions. In fact, Jobcenter Brøndby has a huge IT system and platform that is difficult to change.

Another minor barrier is the awareness of how to use the IT system and learn how to use it properly, even though all the respondents said that it is relatively easy to use. Finally, there are some potential barriers to the use and success of JobIntra that are more of systemic nature. In fact, the success of JobIntra depends on whether there are good actors in the market, including for example good recruitment agencies to collaborate with as well as companies with the need and will to employee flexi-jobs. In many ways, finding a job is still person driven. However, being Brøndby Municipality located in greater Copenhagen area there are many players to choose from, which is an advantage. E-bro instead faces other types of barriers, mainly related to the diffusion of the IT solution to other job centers in Denmark. Jacob mentions timing as an important barrier as the market might not yet be ready for such an innovation. E-bro self-sufficiency as well as the involvement in other activities that might take the focus away from JobIntra is another barrier.

The municipal ecosystem is another barrier. Such eco-system in fact requires that many people at different levels and different departments at the Job Center and the municipalities agree on a decision. These might include the job center employee, the job center leader, the administration, the municipal board. According to Jacob, another barrier is that very few times job centers meet and are challenged with new thinking coming from the external environment. Critical questions such as “How does it fit into the daily routines?” are missing in the public sector.

Finally, Jacob feels that they are “stuck in the middle”. They provide an IT solution, which is a social innovation, developed with the purpose of benefiting a group of socially disadvantaged people (people with disabilities that prevent them from having a full-time job); however, some official bodies do not see them as a social economic company. For example, they have applied for different social economic funds, but they have not been granted the money on that basis. Therefore, they are left with a feeling of “*Where am I here? Our system is completely locked*”.

#### 6.4.7. Impacts and Values

There are many dimensions in this: individual impact, organizational impact, socio-economic impact. The first and most important impact of JobIntra has been an increase in flexi-job employment in

Brøndby municipality as well as a shorter time to get the job. This has implied better quality of life for flexi jobs. In addition, JobIntra has further contributed to individual values such as strengthened work identity, higher income and larger personal networks. Therefore, the citizens are happier and more satisfied with the job center and JobIntra. In addition, by getting more people in employment and faster, JobIntra has had socio-economic impacts both for Brøndby Municipality and the Danish Society at large.

Finally, at organizational level, it has created big satisfaction both at the “Other Actors” and at the Jobcenter Brøndby. For example, at Jobcenter Brøndby, the employees are more satisfied as they have some extra time that they can use on the most difficult cases or other activities. In addition, the “Other Actors” love to work with JobIntra: they have shifted the focus from competing for job centers to competing for flexi-jobs. It breaks with the tender way of thinking. With JobIntra, all “Other Actors” with a contract with the job center can compete to find a job for a citizen, thus virtually enlarging the network of people working on each single flexi job. The Other Actors are so enthusiastic and satisfied with the IT solution that they recommend it to other job centers.

## 6.5. Unexpected results

JobIntra has been used at Jobcenter Brøndby for a few years and the contract is renewed every 2 years. There are two main unexpected results in this Public-Service Innovation Network for social innovation. The first is the fact that the “bridge” between the public network of actors (The Job Center and Brøndby municipality) and the private network of actors (The Other Actors and the IT Community) is “one person”: Jacob. Jacob has the double role of both acting on behalf of the public as employee at the Job Center as well as acting on behalf of the private sector as the founding entrepreneur of the start-up company “E-bro”.

Another unexpected result is the different perceptions that different actors have of “E-bro”. In fact, E-Bro has difficulty to be recognized as a “social economic company” by some funding bodies as for example some private foundations. On the other hand, E-bro was listed as a “socio-economic” company by the National Board of Social Services (<https://socialstyrelsen.dk/om-os/about-the-national-board-of-social-services>). According to their web site, The National Board of Social Services “works to obtain the best knowledge available of effective methods and practice within the field of social work, as well as communicating and distributing this knowledge to ensure its use in practice. This is done through comprehensive counseling of municipalities, the Danish Regions and individual citizens on questions related to social work and by supporting the municipalities when implementing social methods and practices” (<https://socialstyrelsen.dk/om-os/about-the-national-board-of-social-services>).

## 6.6. Discussion

JobIntra can be seen as a social innovation that at a single municipality level (Brøndby) has revolutionized the flexi job process, by reversing the process and putting much of the responsibility to find the job on the “Other Actors” or recruitment agencies. This has been achieved in two ways. First JobIntra has increased collaboration among the different parties involved in finding a flexi-job and then has increased competition among the different employment agencies with great benefits to the citizens, the municipality and the society as a whole. JobIntra has been co-created mainly by Jacob and his IT partner, on the base of numerous discussions with Jacob’s manager and their experience concerning the flexi-job employment process. JobIntra has been very successful at Jobcenter Brøndby. Therefore, as Jacob says “co-creation can create miracles”.

However according to Jacob, *“the irony is that society also has many barriers; it is difficult to get in touch with other job centers”*. For example, Jacob has had many contacts with one municipality (25 attempts), but they did not respond to the mail. It takes a lot of effort to get through the public eco-system. It has taken three years to establish the system at Jobcenter Brøndby.

This can be explained by the fact that JobIntra is born at operational level as a response to address and solve practical issues in the flexi-job process. It has made the process of finding a flexi-job more efficient with big advantages for the citizens, the job center, the municipality and the society. However, the fact that the idea is born at operational level might be the biggest barrier for the diffusion of the IT solution to other job centers. In fact, it is very difficult for “E-bro” to get in contact with other job centers to present and eventually sell the solution. This is a barrier to JobIntra’s wider adoption and use, thus restricting the potential benefits that it could bring to society. The distance between the operational level and the policy level makes it difficult to get policy people involved in spreading the IT solution to the other municipalities, involvement that could strongly benefit the disabled citizens entitled to flexi-jobs, the municipalities, the recruitment companies and the society.

Finally, the fact that some official bodies recognize E-bro as a “socio-economic company”, while others do not, shows that the concept of “socio-economic company” is subject to different interpretations in the Danish Society.

## 6.7. Appendix

### Appendix 1: List of Main Documents and Websites

**Table 17 Main Documents and Websites E-Bro and JobIntra**

Author/Type of Document	Title	Link	Accessed
Deloitte (2018)	Evaluering af reform af førtidspension og fleksjob: hovedrapport	<a href="https://bm.dk/media/6576/hovedrapport_foep_fleks-pdf.pdf">https://bm.dk/media/6576/hovedrapport_foep_fleks-pdf.pdf</a>	12.3.2019
E-Bro	KandidatBank-Effektiv Job Formidling	Document Provided By E-bro describing JobIntra	06-02-2019
The Danish Agency of Labour Market and Recruitment	Reform af førtidspension og fleksjob Status september 2018	<a href="https://bm.dk/media/6503/aftale_fop-pdf.pdf">https://bm.dk/media/6503/aftale_fop-pdf.pdf</a>	12.3.2019
The Danish Agency of Labour Market and Recruitment	Fleksjob	<a href="https://star.dk/indsatser-og-ordninger/indsatser-ved-sygdom-nedslidning-mv/fleksjob/">https://star.dk/indsatser-og-ordninger/indsatser-ved-sygdom-nedslidning-mv/fleksjob/</a>	13.3.2019
The Danish Agency of Labour Market and Recruitment	Active labour market policy measures	<a href="https://www.star.dk/en/active-labour-market-policy-measures/">https://www.star.dk/en/active-labour-market-policy-measures/</a>	13.3.2019
Web site	E-bro	<a href="https://www.jobintra.dk/om-e-bro/">https://www.jobintra.dk/om-e-bro/</a>	11.3.2019
Web site	Brøndby Municipality	<a href="http://www.Brøndby.dk/Service/Nyheder/2018/11/Broendby-ligger-i-top-naar-det-handler-om-at-faa-fleksjobbere-i-arbejde.aspx">http://www.Brøndby.dk/Service/Nyheder/2018/11/Broendby-ligger-i-top-naar-det-handler-om-at-faa-fleksjobbere-i-arbejde.aspx</a>	19.3.2019
Website	The Danish Agency of Labour Market and Recruitment	<a href="https://bm.dk">https://bm.dk</a>	19.3.2019
WEB site	The Danish Agency of Labour Market and Recruitment	<a href="http://www.jobeast.dk/fleksjob/">http://www.jobeast.dk/fleksjob/</a>	19.3.2019
Web Site	Brøndby Job Center	<a href="http://www.Brøndby.dk/Borger/JobOgLedighed/Jobcenter.aspx">http://www.Brøndby.dk/Borger/JobOgLedighed/Jobcenter.aspx</a>	19.3.2019
Web Site	The National-Board of social-services	<a href="https://socialstyrelsen.dk/om-os/about-the-national-board-of-social-services">https://socialstyrelsen.dk/om-os/about-the-national-board-of-social-services</a>	25.03.19

## 8. French case-studies report



**H2020-SC6-CULT-COOP-2016-2017**  
**CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**French Case Studies Report**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	15 October 2019
<b>Author(s)</b>	Céline Merlin-Brogniart, University of Lille
<b>Document description</b>	This document includes a collection of five French case-studies on PSINSI's (Public Service Innovation Network for Social Innovation). For each case-study, the context, the five key dimensions of the innovation process and network, the unexpected results are examined and a discussion on the results is provided.

## Case studies report Case studies WP6: France

Conducted by Associate Professor Céline Merlin-Brogniart, June 2018 – June 2019



## Executive summary

The five French experiments are examples of social innovation created by a **multi-stakeholders network** involving third sector actors (or the civil society), and public actors. Some of the social innovations are experimenting a **systemic change** since the social **problem is complex**. The stakeholders implement integration or reverse processes to improve the quality of services and to refocus on the user's pathway.

Other social innovations are pooling the skills of various stakeholders to create **civic value and social inclusion**. Most case experiences **empowered final-users** as change actors to foster the resolution of the social problem: being assisted to becoming helpers, being involved in the community boosts the person's **self-confidence** and responsibility.

These innovation networks are mainly "**bottom-up**" process, but a "**help-it-happen**" approach is used when the project is related to predilection fields of public action (health, unemployment, etc.). Social innovation may require a legislative change in order to be created or disseminated. The social innovation is usually combined with **organisational and methodological** innovations.

Mutual knowledge of stakeholders working methods, confidence, tools and information sharing, the bridge between other networks are essential to ensure the success of the social innovation. Some social innovations require **the legitimacy** of third sector actors regarding social issues, or conversely **the credibility** of the public sector to launch the project.

The relevance of the territory boundaries is essential to the functioning of the innovation network: the territories of the actors are often overlapping, and discontinuities or geographical breakdowns exist. The **local territory is also the most appropriate** level to implement systematic change: the smaller the territory, the most mobilised the actors are.

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## 1. Setting of empirical data: France

The five French case-studies reported in this report are example of social innovation emerging from innovation networks involving third sector actors (or the civil society), and public actors. These networks were designated as “Public Service Innovation Networks for Social Innovation (PSINSIs)” in the conceptual review report on PSINs of the same workpackage 6 of the H2020 research project Co-VAL (Structural transformations: public-private innovation networks and social innovation in public services).

Some of the social innovation networks are trying to implement a systemic change in order to improve the quality of services, the user's pathway, and the overall answer to complex social problem. This innovation networks requires a multilevel reflection, and the high involvement of actors from these different sectors (public actors/third sector actors /civil society) in order to understand how public policies and funding systems can be revised. Other examples of social innovation networks are pooling the skills of the different stakeholders to create civic value and social inclusion. These innovation networks involve the final-users in the change process to enhance the impact of social transformation. These case-studies reveal that, knowledge and relevance of the territory on which the actors interplay, mutual knowledge of each other working methods, confidence, tools and information sharing are crucial to ensure the success of the social innovation.

In order to facilitate comparison between countries, the case-studies have been chosen within the five following social or societal fields: the field of Elderly care issues, Education (e.g. youth school dropouts), Minorities Immigration/refugees, Long-term unemployment, Environmental protection (also including urban issues and transportation). The case studies were detected mainly by keyword via the Internet and through literature review. Our aim was to have a set of case studies that involve different types of innovations and of innovation processes, different types of innovation networks. The research method used is in-depth interviews with the key actors of the network from the third sector (or civil society) and the public sector. The interview guide was developed in accordance with the central themes of WP6. The case study framework of interviews is composed of five key dimensions: The type of innovation/type of innovation process, the type of Innovation network, Innovation drivers and barriers, Institutional factors and the impacts or performance of the network. When needed, the guideline was refined depending on initial meetings with key informants. Relevant documents from each organisation have been analysed as supplementary data.

Each case study is organised in the following way: the case in a nutshell, with the reasons for choosing the case and the network it encompasses. The context of the case-study is then explained to understand the analysis of the five key dimensions regarding innovation. Finally, unexpected results of the case studies are presented and the main findings are identified and discussed. The semi-directive interviews, each lasting approximately one hour, have been recorded and transcribed. They were conducted from July 2018 to March 2019 with the key actors of the different networks.



## 2. French Case-study 1: the MAIA method

### ***Method of action for the integration of healthcare and support services in the field of Autonomy***

#### 2.1. The case in a nutshell

The case study examines the MAIA\*<sup>1</sup> method (Method of action for the integration of healthcare and support services in the field of Autonomy). It is an organisational model adapted to local specificities. This case study has been chosen because it is a multi-actor networks (public, private, for-profit, associations) and solutions have different forms according to the specificity of the holder of the project, of the background of the MAIA pilot and of the nature of the territory (population, rural, urban...). The aim of this method of integration is to overcome the barriers of service systems fragmentation regarding populations in vulnerable situations. This process requires a multilevel reflection, in order to understand how public policies and funding systems can be revised. The MAIA project is based on methodological and organisational innovations that have social purpose (elderly care). It is therefore a social innovation.

The increase in life expectancy and the ageing of the population have led to the problem of old-age dependency. Gerontological answers exist, but in France, coordination between the healthcare, social and medico-social fields is not sufficiently integrated and remains hospital-centred. These institutional, organisational and clinical fragmentations have serious consequences for the health pathways of elderly people. They cause discontinuities in elderly care (healthcare, support, waiting list in specialized institutions [Ehpad\*]), as well as contradictory decisions between professionals. This poor coordination makes the health system more expensive (emergency hospitalisation, hospital re-admission). To manage these dysfunctions, researchers have proposed public decision-makers to establish an integration strategy, according to the Quebec concept, by adapting it to the features of the French system, and specifically by maintaining the centralised health insurance system.

The implementation of the method was assigned to the regional health agencies. The ARS\* launched (regularly from 2008 to 2016) a call for applications to implement the MAIA method on one or more new infra-departmental territories. It selects the project leader who will be responsible for the deployment of the method, and signs with him an agreement (which defines the territory covered, the funding, methods of granting and of distribution of funds). The holder will ensure the effective implementation of the MAIA method. The holder is not a predefined institution, but it is necessarily a non-profit organisation or structure, which is legitimate on the territory by its ability to mobilise local actors. It can be the services of the county council, a CLIC\*, a health network, a public health institution, etc. The project holder then recruits, in connection with the ARS\*, the project leader ("the MAIA pilot"), which insures the implementation of the MAIA method at the local level.

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<sup>1</sup> Acronyms (\*) are specified in the appendix 1. The main legal and regulatory frameworks are mentioned in the Appendix 2.

The MAIA method aims to ensure the decision-making process between stakeholders by setting up meetings at a local level between decision-makers and funders of gerontological policies (strategic level), and between the local operators responsible for the healthcare and support services that help seniors to stay at home (operational level).

For seniors in complex situations, an intensive and long-term follow-up (including during hospitalization periods) is implemented by a case manager (a new professional skill). This professional is the direct contact with the senior, with the general practitioner, with the professionals working at the senior's home, and becomes the referent of complex situations. In doing so, he/she helps to improve the organisation of the care system by identifying any dysfunctions observed on the territory. The MAIA method also relies upon the creation of an integrated, one-stop service. It provides, at any place of the territory, a harmonised answer adapted to the needs of the users, by directing them towards the adequate resource. It tries to integrate all the reception and orientation counters already existing on a territory (such as CLIC\*, health networks...). Therefore, the MAIA method requires the development of common information-sharing tools and action-steering tools (such as a shared multi-dimensional analysis form, a standardised multidimensional needs assessment tool, and individualised service plan).

If the MAIA method is originally top-down, once the project holder is chosen by the network, the deployment is left to the initiative of the MAIA pilot. Thus, this method is deployed on territories in very different even innovative ways, depending on the diversity of actors and networks already existing on the territory. The approach is considered as "help-it happen" by the Policy makers. Various forms of MAIA multi-stakeholder networks have emerged at a territorial level.

The services provided by the MAIA office have two types of users:

- The MAIA partners and other professionals who use MAIA to get information and send elderly people in complex situations to the MAIA case management service.
- The isolated seniors who are taken care by case managers.

Seven interviews have been conducted, firstly with national actors of the project, and secondly with actors of a local implementation of the project (see Appendix 3, Table 1).

## 2.2. The context

Healthcare public policies have been developed by independent administrations at national, regional, departmental and municipal levels. Therefore, public policies fall into the scope of three different systems: the social insurance system, the universal protection system and the social assistance system. The result is a system based on partial powers and competences, operating in silo. This results in competition between administrations and methods (Bloch, 2011). Public policy orientations for elderly people are historically included in the Laroque report (1962) (Bloch, 2011). This report, entitled "Old-Age policy" is the first report to raise the question of the elderly in an ageing society. It proposes a policy that helps seniors to stay at home and that avoids marginality and social exclusion (Ennuyer, 2007). These proposals have not led to a simplification of the system. The current system is hard to

understand due to its complexity, and there is often duplication between activities and therefore non-quality costs.

The concept of integration of care and services has emerged from public policy since the early 2000s, with the creation of a scientific society named *International Network for Integrated Care* (currently named International Foundation for Integrated Care) (Kodner, Kyriacou, 2000). The concept was disseminated in France only with the 2008-2012 Alzheimer's plan (Somme *et al*, 2013). The MAIA project is born from the observation of institutional, organisational and clinical fragmentations of the French context, that generate dysfunctions in the health pathways of elderly people, and the hindsight of the experience of introducing an integration method in the Quebec context. The integration of healthcare and support services goes beyond co-operation. Integration leads all actors to co-construct their means of action, their collaborative tools, and to share their practices, as well as the responsibility of their actions. This approach makes it possible to provide an open, harmonised, complete and adapted answer to the needs of the elderly people (reception, information, orientation and setting up of cares, or service deliveries), whatever the structure to which they submit their request. Thus, the purpose is not to create new structures but to organise and enhance the clarity of the healthcare and support system by ensuring the integration and coherence of existing resources in the healthcare, social and medico-social fields. The objective of the MAIA method is to create value at several levels (2.1.). It gave rise to a series of experiments before being extended to the whole French territory (2.2.).

### 2.2.1. Objective of the project- value creation

Intervention with elderly people involves many professionals from the health, medico-social and social sectors (physicians and specialists, paramedical professionals, psychologists, social workers, caregivers, judicial agents...). They work in institutions (hospitals, retirement home) or ambulatory medicine and care, with diverse employers (public or private organisations, profit or non profit organisations) (Somme *et al*. 2014). The cultures and tools of these professionals are often very different: For example, some professionals use formal documents in order to communicate, whereas others use "oral" informal to communicate ; some professionals accompany patients for diagnosis and treatment over short periods whereas other professionals accompany them over long time-periods. This constitutes a challenge for integration. Therefore, it is sometimes difficult for all participants to collaborate, because they do not share common objectives nor common language. Integration allows the creation of spaces for dialogue and consultation between different types of stakeholders. It is based on shared tools to compile information, and shared information to assess the needs of people in autonomy loss.

The value creation of the MAIA method is first to improve the efficiency of the elderly pathway and the well-being of users (by improving the quality of care, the accessibility to services). The value creation is also directed towards professionals (as users of the MAIA office) and user's family as it seeks to avoid the bad quality of answers given to the user's family, to caregivers and health professionals. The MAIA method also creates value via the professional dynamics generated through the harmonisation and standardisation of professional practices (by working on shared common tools, sharing knowledge, implementing protocols as a means to improve quality and equity). Partnership value is created over time by the mobilisation of professionals, the pilot, and the case manager (identification of new

resource persons). This dynamic should improve the service system (by identifying missing services, to avoid service disruption and wrong orientations, creating co-responsibility, by adjusting the offer to the needs). Finally, at an economic scale, it concerns citizens as taxpayers, the reduction of non-quality costs should reduce the amount of taxes.

If several coordination mechanisms have been tested before the MAIA method in France, the MAIA method especially differs from these mechanisms by the inclusion of a case management system which supports home-isolated elderly. It creates value directly for the final user (his/her well-being, respect of the will of elderly people, restore home care). This system facilitates the identification of dysfunctions observed in home care and builds tools to improve the system. The case manager is contacted by medical partners (most of the time by CLIC or by the hospital) when an elderly seems to be in a complex situation (a complex family relationship or no family at all, material difficulties, an elderly out of the social system...). The case-manager becomes the spokesperson of the isolated elderly, and tries to rebuild the existing network around the elderly (to identify the general practitioner of the elderly, existing family or neighborhood). The social rights of the elderly for healthcare are restored, and social links re-established.

### 2.2.2. Initiation of the project

The project was initiated by a team of two researchers that worked on the adaptation to the French context (a centralized health insurance system) of an integration concept already implemented in Québec: Pr Olivier Saint Jean, head of the geriatric department of the George Pompidou European hospital and Pr Dominique Somme. Pr D. Somme, who is the main initiator of the project, is researcher in public health. He was geriatrician in George Pompidou European hospital at the beginning of the MAIA project. He is currently Professor of Geriatric medicine at Rennes 1 University. Pr Dominique Somme held a Phd in Canada entitled "*Care systems, integration, case management and elderly persons' autonomy support*".

Since 2004, before the MAIA project, the French public authorities have financed the PRISMA France project (*Program of research on the integration of services for the maintenance of autonomy*), which combines a research project and an operational project (protocol of multidisciplinary applied research). The aim was to test the acceptability and feasibility of implementing an integration model in France. Three sites have been chosen (the 20th arrondissement of Paris, Mulhouse, and its northeastern periphery and a rural area at the south of Etampes). After 18 months of experimentation, the conclusion of this experiment was that integration is not a "natural arrangement" towards which the actors of the health system are going. But by setting up the necessary resources needed, and time to do the implementation, it could be possible. This project was funded by the directorate general for health (DGS\*), the Social security for liberal and professionals (RSI\*), the French national solidarity office for autonomy (CNSA\*).

The PRISMA model was used as the basis for designing the MAIA model. On the contrary to the PRISMA project, evaluation methods are no longer imposed. The experimentation of the MAIA (then called "Houses for Autonomy and the Integration of Alzheimer Diseases") was launched thanks to the

opportunity of the 3rd Alzheimer's Plan in 2008. Alzheimer disease is interesting because it is a way of entering into the fragmentation and testing the integration model, but it can be noted that the legal text was immediately open to all the people with a loss of autonomy. This adaptation project was connected to the Office of the Ministry of Health, and hosted by the CNSA\*. The team was made up of Pr. D. Somme, M. De Stampa, (doctor working on hospitalisation at home and president of the institution medical committee) and Catherine Perisset (national project manager). This team has to model a system with specification needs. Local project managers have been appointed and financed within this framework, in order to test the model at a local level on different situations, and readjust the system to match the on-field observations (*help-it-happen* method). This project has then been established and generalised in 2011. MAIAs were tested on 17 sites in France to refine tools, work procedures, and training content for case managers. Following this experiment, the method was extended on the French territory. Currently, the MAIA method is a public policy institutionalised in the Family and social action code.

## 2.3. The five key dimensions

### 2.3.1. Type of innovation/innovation process

The MAIA method is a social innovation, which seeks to transform the health system by implementing new forms of organisation of collective work. Currently, the MAIA method targets the elderly pathway, but as stated earlier, the legal text open the method to all the people with a loss of autonomy. This social innovation led to a methodological and organisational method: The MAIA project is a working method disseminated all over the territory so that the healthcare, social and medico-social actors of local territories work better collectively. Therefore, it leads to organisational local innovation: various stakeholders innovate together in order to find corrective measures to organisational dysfunctions observed on the local territory. This method promotes the mutual adjustment of each other actor's missions. Otherwise, the actors may ignore each other by lack of legibility of the system, or may feel in competition with each other. The method includes 3 interdependent mechanisms: dialogue and negotiation, an integrated one-stop service and the case-management.

#### Dialogue and negotiation

The method relies on dialogue and negotiation. This discussion enables the actors to decompartmentalise the different sectors and to build a common project between all the actors, decision-makers, funders, and persons in charge of the healthcare services. The management of the implementation of the method is carried out by a dedicated professional: the pilot MAIA. This pilot is responsible for ensuring the coherence of interventions through the commitment of each actor in this territorial project. The collaboration with the decisional actors operates on two different levels:

- a *tactical table*: the tactical table is a decisional and collaborative space between operators responsible for the healthcare and support services which participate to elderly quality home support (such as health professionals of hospitals, private professionals, CLIC\*, health networks, France

Alzheimer (user association), etc). This is at this level that the operational procedures and tools related to the implementation of the MAIA method are discussed, shared and adapted to the territory.

- *a strategic table*: the strategic table gathers decision-making authorities, funders and gerontologic policy-makers (ARS\*, general or departmental councils, CARSAT\*, RSI\*, MSA\*, CPAM\* and others) in order to generate discussions on existing policies, taking into account the progress and constraints that have been reported by the tactical table.

The assessments of the MAIA method during the National Alzheimer's Plan stage indicates that the ARS referees have assimilated the method and have defined a certain number of innovations of intra and inter organisational cooperation favorable to the deployment of the MAIA integration method (e.g. ARS internal transversal working groups, or regional monitoring committees).

### **The integrated one-stop service**

This one-stop service provides, at any place of the territory, a population-based approach, inter-sectoral, comprehensive and harmonised answer adapted to the needs of the users (reception, information, orientation, introduction of care services or healthcare benefits), by directing them towards the adequate resource, regardless of the structure to which it is addressed. This organisation, which integrates all the reception and orientation counters of the territory is possible to implement due to the collaborative process.

### **The case management**

The case management system is a social innovation by itself. "Case management" is a new profession in which the case manager tries to respect the senior life-project. A new training has been set up to obtain a "case manager" inter-university diploma. The case manager is a professional (a nurse, or a psychologist) specifically trained to perform a new function: an intensive and long-term follow-up, including during periods of hospitalisation of elderly people in complex situations. It is a new reflection on the healthcare system because instead of the professional practices and procedures, the will of the elderly is at the center of the health pathway of the elderly. Then, the system is focused on the senior, to ensure that all stakeholders go in the same direction, to follow the rhythm of the elderly people. The case manager helps also to improve the organisation of the healthcare system by identifying possible dysfunctions observed in the territory.

The case manager is the direct interlocutor of the elderly, of the general practitioner, of the professionals intervening at home for the elderly, and becomes the adviser for complex situations. The case manager identifies the unfulfilled needs of the isolated senior, and not only the standard needs traditionally identified by the professionals. The case manager ensures that the set of services offered is coherent with the senior wishes (and not the professional's wishes). The offer includes the current well-being (home support, food, housing, care, information, financial assistance, rebuilding of his/her citizen rights, improvement of his/her awareness of illness) but also the creation of social link, and the



projection of the senior in the future (services in case of health deterioration) depending of what the senior is prepared to accept. All the parameters are taken into account including their interactions (*e.g.* the type of care offered depends not only of the disease but also on the financial situation, on the patient acceptance). Therefore, the user is at the very heart of the notion of elderly pathway. If there is fragmentation between actors, the pathway will also be fragmented. Thus, the case management aims to reduce the value destruction which appears when, under the pressure of professionals, who want to frame everything around the isolated senior according to their standard, decisions are made against the will of the senior, and then her/his health declines.

The MAIA method relies on three new communication tools:

- (a) A shared Multidimensional Analysis Form (used by professionals from the one-step services) and the multidimensional assessment tool (used by case managers).
- (b) The Individualised Service Plan (PSI). It is a case management tool used to define and to plan in a consistent manner all the interventions provided to the elderly in a complex situation.
- (c) Shared information systems (it gathers information from the one-stop service, from the MAIA pilot, and from the case managers ...). Therefore, the MAIA method requires informational innovation. It requires the development of a common shared information system and action-steering tools, to create a directory database to identify local resources, and to be able to create the integrated, one-stop service.

### 2.3.2. The innovation Network: A help-it-happen process

The approach is considered as "*help-it happen*" by the Policy makers. If the MAIA method is originally top-down, the deployment is left to the initiative of the MAIA pilot: this approach requires a *bottom up* process because the priorities and drivers of actions, which enable this method to be implemented, must emerge from the partners themselves. These partners work together on a local organisational diagnostic (Somme *et al.*, 2014). Indeed, the Quebec and French experiments have demonstrated that integration does not occur spontaneously (De Stampa, Somme 2012; Kodner 2012). Thus, the conclusion of these experiments is the following: It seems necessary to avoid an exclusively *top-down* approach and to favor a double approach (top-down and bottom-up, *i.e.* ascending approach). The change management strategy (via the introduction of a MAIA pilot) is a key factor in the implementation of services integration. The implementation of services integration must take into account the local context from an organisational diagnostic to understand the reality of organisations and the professional practices in order to adapt the implementation strategy (bottom-up process).

The method operates only with the adhesion to this model of the managers of the organisations involved at a local level. It is also necessary that the MAIA pilot operator in charge of the change management is in direct contact with the operators providing assistance and care. It is a method that requires time so that the case managers and stakeholders affected by the change implement collaborative relationships and internalize the chosen coordination model. Due to the local development, various forms of MAIA multi-stakeholder networks have emerged at a territorial level.



This method has been deployed on territories in very different ways, depending on the diversity of actors and networks already existing on the territory. Various kinds of problematic and innovative solutions have been proposed in the different networks.

### 2.3.3. Drivers/Barriers

#### 2.3.3.1. Barriers

Kodner (2012) identified several common barriers affecting the integration method. The first barrier is when the focus is established on the needs of the partners rather than those of the people. There are barriers due to the inadequacy of resources and funding. Other barriers appear when an excessive power is given to doctors and to acute cares. Barriers are also due to the resistance of the partners to their own loss of power, or to professional cultural resistance. The integration method experienced difficulties when there is a lack of trust between partners. There is also communication faults and imbalances of power within and between organisations (Somme *et al.*; 2014).

Regarding the French context, our interviews, for their part, identified the five following types of barriers:

#### **The acronym MAIA: a source of misunderstanding**

Before the denomination of “*Method of action for the integration of healthcare and support services in the field of autonomy*”, the acronym MAIA was used for “*House for autonomy and integration of Alzheimer disease*”<sup>2</sup>. The use of the first denomination of « MAIA » as a « House » resulted in a misunderstanding of the method. Some actors thought that the method will provide a new structure (house) instead of the development of coordination between actors, which could have led to some disagreement. Moreover, this method is not limited to Alzheimer disease but it is applicable to all elderly people in a situation of autonomy loss. The association of the method with this unique disease may have led professionals not to join this network.

#### **The MAIA method: A method difficult to understand**

Beyond the misunderstanding of the denomination, the notion of integration is not well understood by a lot of actors. Actors are often seeking for interstitial measures, such as accommodation solution after hospitalisation, Psychogeriatric mobile team, night nurse... But these interstitial measures are clinical solutions instead of an integration system. This method requires cognitive skills to be understood. For example, it requires that the stakeholders are able to step back from their professional background in order to understand other practices, in order to share information with professionals from other departments. Each actor often stays within its own field of expertise: it impacts the vision of the world.

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<sup>2</sup> Maison pour l’Autonomie et l’Intégration des maladies Alzheimer

The complexity of the integration concept has an impact on the profile required for the recruitment of the MAIA pilot. The MAIA pilot is recruited with a master degree to be able to “stand back”, but for example, a health manager is not a good profile for this integration structuration. A systemic understanding of the healthcare and social system is necessary to understand the system. Therefore, there is a need for more courses on the French healthcare and social system in the higher education system for students training to become health care professionals or social, or medico-social actors. Currently, some actors reduce the territorial coordination to clinical coordination.

### **A “short term” politic agenda**

The MAIA method needs time to be implemented, because trust and relationships between actors take time to appear. This long-term process is facing a short term political time. Moreover, when the MAIA method was generalised on the territory, little prior communication has voluntarily been done to explain the method of integration: the team initiating this project wished to be judged on the results of the experimentations stage and thus, did not communicate a lot on the project. This partly explains the misunderstanding on the notion of integration and on the first acronym. Moreover, the MAIA integration method, which requires the appropriation of a new competence and the ARS\* establishment were launched at the same time. This context led to negative consequences on the strategies for implementing the gerontological services integration policy (Trouvé, 2012).

### **Competition with other systems**

Another barrier comes from the competition between the MAIA project and other national projects from which objectives are close to the MAIA method, such as “support territorial platforms” (PTA) which offer support to health professional when the health pathway of a patient is complex. This project has the same missions and even uses the same concept of coordination “Support to the coordination of healthcare, social, medico-social professionals around the patient”. These platforms are also supervised by the ARS\*, and can be implemented by initiatives of professionals, especially from town-based healthcare professionals and healthcare territorial professional communities focused on home support.

The multiplication of projects having the same mission could be a serious source of dysfunctions. It creates confusion for many actors who no longer know which platform to contact in case of a detection of an elderly in complex situation, or just to obtain information. In addition, professional actors are already involved in several networks and have no more time for other networks. They will select one of the two networks but will not join the two networks.

This competition is a result of the French system operating in silo (administrative institutions do not necessarily communicate between themselves and therefore propose similar methods). In addition, the political institution does not know how to reposition one device in relation to another. To solve

problems, decision-makers tend to add measures rather than reorganise the existing package. This phenomenon has been described by a Regional public manager as follows: "*We are too complicated in France, whenever there is a problem, we create something new instead of simplifying, we stack, it is like in a mille-feuille*". In some territories, considerations are being made to integrate these two systems.

### **Problem with the choice of the territory (see discussion)**

The MAIA pilot must first choose the geographical territory that will be affected by the method and within which professionals will be contacted. This choice may be influenced by the previous job of the MAIA pilot, and therefore, may not correspond to the territorial division chosen by the ARS\*. A first coordination must be established. Once the territory is chosen for the MAIA method, the territorial division on which the local professionals work may be different. Thus, the partners participating in the MAIA method must coordinate their area with the MAIA area to know in which MAIA they have to send a patient (in the case of an elderly in complex situation). Moreover, the case manager will have to be aware of the main territorial division of the healthcare, medico-social and social professionals in order to reach the professionals in connection with the location of the elderly. This various territorial breakdowns could lead to a lack of coordination as well as significant delays in patient management.

### **Problem with the status of holder (see § unexpected result for further explanations)**

During the experimental stage of the project, three types of actors have been chosen to be holder of the project (a public actor, an association and a private actor). The experiment with the private actor led to a negative assessment. It seems that a cooperation with a private actor as holder of the MAIA project is not appropriate because it could lead to conflict of interest. It also poses a problem of data confidentiality.

#### **2.3.3.2. Drivers and Institutional factors**

The Quebec experiment of the concept of integration gave the theoretical framework of the MAIA project. This experiment was the first driver for the experimentation in the French case. Then, the 3<sup>rd</sup> Alzheimer plan launched by the then-president N. Sarkozy the 1<sup>st</sup> February 2008 was an opportunity to implement the method. The MAIA project, as part of the Alzheimer plan, was an "extraordinary" project in the sense that 3 years of financing have been given with an operational team of researchers in order to model a system and build a specification needs document adapted to the reality of the field. The 3<sup>rd</sup> Alzheimer plan has provided a framework as well as financial support to the MAIA project. For the experimental implementation, an involved president who strongly held the project and gave resources to do it, was also seen by the public decision-makers as an important driver for the success of the project.

At a local level, existing cooperation can also be considered as a driver for the implementation of the MAIA network. One recommendation to the MAIA pilot is to take into account the existing networks to

implement the cooperation and the tactical table, in order to benefit from the existing acquaintances and trust between partners as well as to benefit from a database of partners. But existing cooperation may also be a barrier when professionals do not wish to get involved in several projects.

## **2.3.4. Impacts/performance**

### **2.3.4.1. National results and results from the previous experiments**

One of the main creations of values of the MAIA method already underlined in this report is the improvement of the accessibility to services by providing an adapted answer to a problem. The aim is to avoid the bad quality of answers given to users, user's family and caregivers. Thus, monitoring indicators have been developed and used during the implementation stage of the MAIA method especially to assess the number of contacts a senior must have established to access to the right resource. The result is that the integration of orientation counters into a one-step services simplifies people's pathway and substantially reduce the number of contacts: Indeed 1.3 interlocutors are necessary to find adapted solutions on an integrated territory, against 3.2 different interlocutors before the deployment of the integration on the territory<sup>3</sup> (CNSA, 2014).

Care Pathways Operational Committees are currently working on impact indicators (non-use of emergency, scheduled hospitalisation). The current problem is that the databases are currently partitioned between the medico-social, social and sanitary field, so there are difficulties to measure the impacts on a pathway of a user.

### **2.3.4.2. Performance at a local level**

At the local level, the impact in terms of organisation is measured in different ways, such as the participation rate of partners at the tactical table, or the territorial distribution of seniors being managed for the case management. Regarding the participation rate of partners, the results indicate that the participants to the tactical tables are always the same volunteers, actors who encounter difficulties in their daily practice do not often wish to participate (as this could be viewed as failure) and general practitioners are rarely part of the table. The effectiveness of the new communication tools implemented at a local level is also evaluated. It would be interesting to know for example the impact of the MAIA method on the reduction of hospitalisation in emergencies, the reduction of user orientation towards wrong services. But the partners should be involved to create these indicators because the data are dispersed between several organisations, especially to measure the improvement of the elderly pathway. The creation of value can also be assessed via satisfaction surveys but it only

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<sup>3</sup> In this assessment, the various interlocutors that the user's family or the caregiver have to contact to obtain a complete answer to the problem raised has been measured (as well as the time that had elapsed) before the deployment of the MAIA method and with the MAIA method.

measures the part of the creation of value with the user's point of view, it is not an evaluation of the medico-social system as a whole.

#### **2.3.4.3. A new type of performance**

The creation of value of the case managers is based on a new type of performance because it relies on a social-oriented performance which is different from the social performance carried out by other home-support professions. Unlike other health professions, there is no time constraint to achieve the complete offer of services of the elderly person in a complex situation, the offer is adapted to the senior rhythm of acceptance. This social-oriented performance has been assessed via the denial reduction rate indicator. Indeed, as the situation of the elderly is often complicated by the denial of help and care of the person, professionals of the territory have difficulties to accompany this type of patient. These difficulties are reduced by the implementation of case management. For example, in a MAIA territory, after one year of support in case management, the proportion of people being followed up and refusing to be helped decreased from 30% to 7% (CNSA, 2014). For the case management, this creation of value is assessed via the decreasing needs of the senior that the case manager has to fulfil. The case management directions, such as the territorial distribution, are also often evaluated. When case managers handle these complex situations, added value is also created for the partners who deal with other situations, but this creation of value is not measured.

#### **2.3.4.4. The MAIA reports**

According to the national Policy maker interviewed, in charge of the deployment of the MAIA method, MAIA activity reports done by the MAIAs are very rich in information but the interpretation of this information requires a thorough understanding. Thus, ARSs do not make enough use of this information. Currently the evaluation methods of the MAIA project have not been imposed. They have to establish a report of their activity. Moreover, starting to introduce indicators for measuring value creation raises problems relating to the misuse of such indicators: would these indicators be adequately used to improve integration?

#### **2.3.4.5. How to improve indicators?**

According to the same national Policy maker, ARS have to provide indicators to the government, but there is no indicator related to the integration process. Thus, integration seems currently not to be on the agenda of the national policy. Ideally, a territorial roadmap used by all the operational actors would be interesting to develop, but given the fact that data would be analysed on a very small territorial scale and then structured at a regional and national level, it requires money and tools. This is not done today.

## 2.4. Unexpected results

A partially unexpected result is about the role of private partners and the data privacy issue raised by the concept of integration. The integration process implies the participation of private partners. As previously described, the private partners could be the holder of the MAIA project. During the experimental phase, the "Private holder" management did not work for reasons of conflict of interest, which results in a problem of credibility of the (private) holder. The other professionals of the territory do not accept the holder and its practices. This lack of credibility is compounded with the problem of confidentiality of patient data. The private holder may use this data to charge services or may not protect these data enough.

The data privacy issue goes beyond the experience of private holder. It also concerns the construction of a common multi-providers information system. This informational system becomes necessary to ensure the elderly pathway. Should each private actor of the territory involved in home care and support services, or involved in funding, also be informed about the patient's pathway? Therefore, in this issue, users should be the driving force by deciding whether they want to share their personal data or not. But they do not have the possibility to be the driving force.

However, this result has to be balanced with public private collaborations which have worked well. For example, some territories have built self-regulation system between private and public services concerning home care and support services. This collaboration is properly conducted: private organisations are more expensive but take on more intensive services requiring more time, and public services manage user segments that require lighter support. Thus, beyond the question of confidentiality, and private experimentation, partnerships between public and private institutions can work very well.

## 2.5. Discussion

Two issues are discussed: the first issue is related to the participation of actors in this project, the second issue to be discussed is the misunderstanding of the notion of one-step service, of the target and of territory.

### 2.5.1. Discussion on the role of actors

#### 2.5.1.1. A multi-actor project

The main result of the project about actors is that priorities and leverage actions that made the implementation of the method possible have to be generated from a local organisational diagnosis made by the local partners themselves (Somme *et al.*, 2014). Each actor of the territory involved in home care and support services can join the project and improve the elderly pathway. But because the process of integration is not spontaneous, it is necessary to mix a top-down process with a bottom-up

approach. The implementation strategy has to take into account the local context in order to understand the reality of institutions and the professional practices.

#### **2.5.1.2. The choice of project organizers: going beyond political issues**

Initially, the idea was to delegate the project to the departmental councils as they manage the gerontological coordination as well as the social action. But the project goes beyond social action, and the departmental councils are often politicised. With the creation of ARS\*, that are not politicised entities, and whose mission is to work on collaborations, the ARS\* have been chosen for this territorial organisation. Thus, the MAIA method can be implemented systematically, which would not have been possible with politicised institutions such as departmental councils. However, departmental councils are good carriers of the method once they have understood the interest of acting in coordination with the ARS\*. Indeed, the departmental council that has the funding (political side) and deals with the operational side (social action). The ARS\* manage the health field.

#### **2.5.1.3. The participation of citizens/communities involved in creating value**

All respondents said that citizens are not sufficiently involved in the field of elderly people because it is difficult to integrate them. There is no structured network (unlike for the disabled, for example). Thus, when a citizen is involved via participatory democracy, it is more as a person without representativeness of the elderly. Users' associations are more easily integrated into national and regional consultation committees. They sometimes benefit from training. Users' committees make it possible to convey users' expectations into public orientations in order to create value. Ideally, involving future seniors in committees would be interesting, but it would be necessary to find the appropriate way to do so. The patient experience on a daily basis is not yet taken into account, it is an issue to develop for the future. Citizens will be more and more producers of value in the future. Regarding the MAIA method, users have been integrated at a national and regional level in MAIAs project selection committees, and they will be integrated at this level to evaluate the MAIA method. Users associations (informal caregivers) are sometimes involved in MAIA's tactical tables, but there are very few of them (often France Alzheimer). According to the pilot, elderly may not have their place at the level of the MAIA working groups, as partners, but they could be represented through the partners (professional and users of the hospital, residents' suggestions via Directors of Ehpad\*,...).

#### **2.5.1.4. The participation of other stakeholders in creating value**

The MAIA system requires the commitment and the co-empowerment of stakeholders of the health, medico-social and social sectors. However, this co-empowerment is not spontaneously developed, especially in the context of instability of the ARS\* teams. In the MAIA system, the value is created by the whole set of professional partners who participate to the working groups to create common communication tools (e.g. orientation forms), who also try to articulate and adjust the existing committees with the tactical table. For example, the development of an integrated, one-stop service, can only be done with the partners (meetings, training). The value is created by all the stakeholders.



They create the final value for the benefit of the user (through training, tool sharing, but also by transmitting information about dysfunctions of the system or transferring information about elderly people in precarious situation). They also use the MAIA framework themselves to find contacts and to orient patients towards case managers.

#### **2.5.1.5. The participation of private general practitioners and nurses**

The results of local implementation of the MAIA method indicate that the private general practitioners and nurses are not represented, or under-represented in the tactical tables because it is difficult to involve them. They do not have enough time or are already involved in other networks. This under-representation is a problem because these professionals are on the front lines to be in contact with elderly people of the territory. General practitioners might be worried about not seeing an elderly patient for a long time, or they might hear from their patient by other people with whom the elderly is in contact (neighbours ...). General practitioners can often give a lot of information about the medical history of their elderly patients. Therefore, general practitioners of elderly people are the first actors that case managers try to identify in case management. This also raises the question of the overwork of these professionals and the efficiency of the consultations in the case of elderly in complex situation. Elderly people in complex situation could be detected earlier because currently, when the elderly people enter in the case management system, it is no longer possible to backtrack. Moreover, the MAIA system is in competition with other systems dedicated to professional. This is the case of the PTA « support territorial platforms » presented earlier in this study report, which offers the same mission for the health professionals. As long as the MAIA method is not identified and understood, confusion with existing systems is created.

#### **2.5.2. Misunderstanding of the notions of one-step service, target population and territory**

##### **2.5.2.1. The myth of one-step service**

The MAIA project was not well understood because it has been considered as the establishment of a one-stop service with the possibility of giving a complete answer to any question. This system has been established in the Canadian system, but it is not conceivable in the French system. In Canada, the regions are responsible for all the healthcare and social services. Health and social services centres (CSSS) have been created with a one-stop service. These centres manage the fluidity with community services of the city, as well as with the hospital and elderly people are welcomed by case managers who take care of the elderly situations. In France, fragmentation exists before the case management because when an elderly person is already followed in a network, he/she is not oriented towards case management. In addition, the situation is analyzed according to the sphere of competence of the professional (e.g. the problem of health without social problems and vice versa). Institutions such as CLICs\* funded by social action have no legitimacy to inform the general practitioner, or the hospital. The CCAS\* and the information service are not considered in terms of a chain of orientation. MAIAs seek to manage these dysfunctions. The network must be considered in coordination between the

operators and the regulators. Currently, the main difficulty is to follow a person through time without an informational system.

### 2.5.2.2. The notion of “target population”

Even if the legal framework indicates that the MAIA system is open to all people with loss of autonomy, the inclusion of the MAIA integration method as a part of a public health policy dedicated to Alzheimer's disease and related diseases has led to significant questions about the target of the MAIA dispositive. The lack of clarity of the target population of the MAIA method, may have hindered the implementation of the public policy of integration of gerontological services through the MAIA method.

### 2.5.2.3. The understanding of the notion of territory

Professionals assimilate the territory to the area on which they are working on. This territory is not a territory where the MAIA population remains, and each professional do not know the territory of the other institutions. Thus, there is a heterogeneous dimension of the territory between actors, which makes difficult to work on a service continuum. The territory of a network or institution is not the same for another institution. For example, in the Ain department, the CLIC\* territories are defined by the Directorate for Sanitary and Social Affairs, whereas the department defined “social action territories” within which the Personal Autonomy Allowances (APA\*) is distributed. The gerontologic networks are defined by the Regional health authority, and are based on medical centers and health territories. The departmental information and reception centres territories are defined by other criteria. Moreover, territories are often overlapping. For example, a hospital is often located on a territory which is a part of a CLIC\*, a part of the APA\* territory, and a part of the social action territory.

Another problem relies in the acceptance of territorial redefinition. For example, a MAIA project was implemented on an attractiveness area that involved another departmental committee which includes a gerontologic network. When the MAIA pilot wanted to work on common procedures, methods and orientation focused on a common population between CCAS\*, CLIC\*, hospital services, geriatric network, departmental services; the neighboring department refused to integrate the system. This heterogeneous nature of the organisation led to focus on a territory that includes only one department. Therefore, the MAIA project must have a reflection on the population and not on the territory of the holder of the project in order to propose a complete and harmonised service adapted to the local territory. Thus the smaller the territory, the most mobilised the actors are.

Regulators (like the Departments), which have to ensure equity, should remember that when they implement the MAIA method, the system will be extended. The department should give the impulsion of the diffusion process to its territory and to harmonise practices. For example, regarding the Ain department, territorial organisation between APA\* and CLIC\* has been rebuilt to become the same territory. The problem of the territorial division was then posed for the gerontologic networks as these networks are linked to town halls for their human resources. Thus, the territorial division affects its

resources. These problems illustrate the fact that the MAIA pilot has to be able to convince the project holder about the fundamental dimension of his positioning.

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## 2.7. Appendixes

### Appendix 1

#### List of Terms and Abbreviations

Abbreviation	Definition
APA	Personal Autonomy Allowances
ARS	Regional Health Authority
CARSAT	Pension Insurance and Occupational Health Institution
CCAS	Communal Center of Social Action
CLIC	Local Information and Coordination Centre
CNIL	National Commission for Data Protection and Liberties
CNSA	the French National Solidarity Office for Autonomy
CPAM	Primary Sickness Insurance Fund
DGS	the Directorate General for Health
EHPAD	Residential Care Homes for the Elderly
MAIA	Method of Action for the Integration of Healthcare and Support Services in the field of Autonomy
MSA	Social Insurance Systems Covering the Agricultural Sector
RSI	Social Security for Liberal and Professionals
SSIAD	Home Nursing Services

### Appendix 2 : Legal and Regulatory frameworks

#### Legal framework

- Article L. 113-3 from the Social Action and Family (CASF) explains the MAIA definition.
- Article L. 14-10-5 from CASF establishes the financial modalities of MAIA (section I of the CNSA budget).
- Article L. 1431-2 from the public healthcare Code enlarges the missions and competences of the ARS which finance the dispositive and ensure the MAIA requirements specification.

#### Regulatory framework

- The n° 2011-1210- 29 September 2011 decree endorses the requirements MAIA specificities
- Each year, a circular setting out implementation criteria of new MAIA dispositive

- The directive of 16 November 2012 establishes the activities standard and competences of case managers.

### Appendix 3

**Table 1 Interviews MAIA**

<b>Types of respondents interviewed in this case-study</b>	<b>Year.Month</b>
1 Policy maker	2018.07
1 Public Manager at a national level	2018.07
1 Policy maker at a regional level (also Public Manager)	2018.07
1 MAIA pilot (Local Public Service Manager and Front-line Staff for partners)	2018.08
1 Front-line Staff (Case Manager) for isolated elderly people	2018.08
1 Service user of the case manager	2018.08
1 professional partner of the MAIA system, also professional user of the case management system	2018.08

### 3. French Case-Study 2: Zero long-term Unemployed Territory (TZCLD)

#### 3.1. The case in a nutshell

This case study examines the “Job Factory” which is a Job-Oriented Company at the center of the project “zero long-term unemployed territory”<sup>4</sup>. Given its purpose (solving long-term unemployment) and the social benefits expected, the TZCLD\* project is obviously a social innovation. It involves a methodological innovation (a new recruitment method based on a reverse process), and an organisational innovation (the creation of a firm with an employment objective and a horizontal management).

We selected the TZCLD project because it is a multi-actor network involving numerous associative partners and public actors, and also for-profit actors, and because the motivation of users to co-produce this innovation network is crucial to the success of the project. Five interviews have been conducted (see Appendix 5, Table 4).

This project is based on three observations<sup>5</sup>: 1) Nobody is unemployable (everyone has know-how and skills); 2) Jobs are lacking, but not work (many employment needs in our society are not satisfied); 3) Money is not lacking (long-term unemployment leads to many expenses and shortfalls for the community). The idea of the project is to be able to offer to any unemployed person in a given territory, a job adapted to his/her know-how, paid at the guaranteed minimum wage, based on an indeterminate duration contract, for a chosen period of time. Unemployed persons are hired by the JOCs, which are created for the purpose of this project. These JOCs fall within the scope of the Social and Solidarity Economy. They propose indeterminate duration employment contracts with guaranteed minimum wages. The unemployed persons create their own jobs on the basis of their know-how, their desires, and the needs of the territory. The jobs created must not compete with the activities of "traditional" incumbent companies.

To finance these jobs, the project is based on an innovative mechanism: the transfer of the expenditures related to the unemployed persons to the new employers (the JOC). The business model of the project is to redirect the direct and indirect costs of long-term unemployment. The direct costs are linked to unemployment compensation and insurance; indirect costs are related to health care expenses caused by unemployment, as well as costs linked to safety, education, housing, child protection ...). The shortfalls are the taxes and social insurance contributions which are not recovered by the State.

The project TZCLD was initiated by the association *ATD Quart Monde\** (ATD Fourth World) in 2011, after being tested mid-1990 in Seiches-Sur-Le-Loir but not carried out to completion because the financing package proposed required a change in the French law. This association made partnerships with other associations that fight against unemployment and poverty in order to make the project credible: The Secours catholique (“Catholic Relief”), Emmaüs France, Le Pacte civique (the Civic Pact)

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<sup>4</sup> “Territoire Zéro Chômeur de Longue Durée”

<sup>5</sup> <https://www.tzcl.fr/decouvrir-lexperimentation/les-fondements/>



and La Fédération des acteurs de la solidarité (the Federation of Solidarity Actors). *ATD Quart Monde* also won the support of a Parliamentarian, Laurent Grandguillaume<sup>6</sup>, who defended the project at the National Assembly. The “Zero long-term unemployed Territory” (TZCLD) association was created in October 2016 to pursue the project at a national level. A law was voted on 29 February 2016 to enforce the TZCLC project, and 10 experimental territories<sup>7</sup> were chosen in November. The project is currently in the testing phase.

This national project, and the corresponding local experiments, cannot be carried out without a network of public and associative actors (such as regional and local authorities, the National Employment Agency (*Pôle emploi*); associations fighting unemployment and exclusion, Social and Solidarity Economy companies).

In each of the authorised territories, a local steering committee is created and the local employment partners and the long term unemployed are exhaustively mobilised by the committee. The committee includes the local authority concerned, a representative of the State, the National Employment Agency, employers' and employees' unions, ordinary companies and the person who will set up the company that aim to create employment, associations whose purpose is to combat unemployment and reduce social exclusions, and all representatives of the persons concerned by the project. This local committee involving the representatives of the various institutions supervises the functioning of the project, creates the Job-Oriented Company, ensures the fluidity of the system (the shift of employees from the JOC to conventional companies).

On each experimental territories, the development of the project follows the three following steps:  
1<sup>st</sup> step: the identification of the main local actors dealing with long-term unemployment. A meeting is then proposed to the long term unemployed person of the selected territory to explain the project.  
2<sup>nd</sup> step: The search for useful activities within the territory.  
3<sup>rd</sup> step: The creation of the company that aims to create employment.

The 10 authorised territories are financed for 5 years. At the end of this period, they will have to demonstrate that there were benefits created for the territory with no public extra cost. Within this project, we interviewed five actors of the European Metropolis of Lille experiment (Hauts-de-France, North of France), one of the ten territories chosen, in order to analyse the local deployment of the experiment.

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<sup>6</sup> L. Grandguillaume created a working group at the National Assembly in 2014 in order to prepare a law proposal to experiment the TZCLD project.

<sup>7</sup>The ten authorised territories are the following ones: Pipriac and Saint-Ganton (Ille-et-Vilaine), Mauléon (Deux-Sèvres), Thiers (Puy-de-Dôme), Jouques (Bouches-du-Rhône), Villeurbanne, Saint-Jean District (Rhône), the Community of Commons (between Nièvre and Forests) (Nièvre), Paris 13th, the Community of communes Pays de Colombey and South Toulon (Meurthe-et-Moselle), the European Metropolis of Lille (North) and Colombelles (Calvados) (See Appendix 1).

## 3.2. The context

### The socio-economic context

In France, long-term unemployment has increased by 1.4 million between 2008 and 2016. The average duration of unemployment rose from 392 to 583 days between 2008 and 2016. In metropolitan France, on the 30 April 2016, 2.46 million *more-than-a-year* jobseekers (A, B, C category) were registered at the National Employment Agency (Pôle Emploi). The average cost of employment deprivation amounts to € 36 billion (TZCLD, 2016). Considering the existing accommodations for people with disabilities, this situation is considered by the association *ATD Quart Monde* as a waste of human resources because no one is unemployable, work is not lacking and money exists (ATD Quart Monde, 2014). Based on this observation, the association proposed a business model to hire long-term unemployed.

Historically, the initiator of this business model is Patrick Valentin, who worked in the field of disabled people. He created several Centres of Inclusion by Employment (Centres d'Aide par le Travail-CAT) in the Maine and Loire region for disabled people. On the basis of his thirty years of field experience, he decided to launch an experiment at a local level for the long-term unemployed drawing inspiration from "Inclusion by Employment Centres for disabled". His aim was not to solve the unemployment issue as a whole, but unemployment which leads to social exclusion and misery. Unlike some subsidised employment contracts, the working patterns (either full-time or part-time) are chosen by the employee himself/herself. In other words, full time employment is provided only to employees who wish to work full time, because the goal is to break the vicious circle of precarious contracts and underemployment.

The main criteria for this experiment are the following ones:

- A territorial approach, in a small enough territory so that all the actors living and working in it, can know and meet each other, and may be able to collectively implementing this right to employment.
- The creation of jobs in activities that do not compete with the existing economic activities. These new jobs may for example help to accelerate the energy transition required by the bad condition of our planet.
- The co-financing of these jobs by reorientation of the current costs of unemployment (or even the future costs if we do not consider annual costs but return on social investment).

### A first experiment in Seiches-sur-le-Loir territory

This project was first experimented on the territory of Seiches-sur-le-Loir City (in Pays de la Loire region) in 1995<sup>8</sup>. An association AITA (Intermediate Association for Adapted Work<sup>9</sup>) located in St Barthelemy d'Anjou, tried to fight against social exclusion of unemployed people. This association was in direct link with *ATD Quart Monde* to experiment the project.

They experiment the 1 and the 2d steps: AITA and *ATD Quart Monde* have identified in this area a significant number of unsatisfied needs and useful works for the community (such as the animation of a youth center, the maintenance of green spaces or community services (guarding, courier ...)). This

<sup>8</sup> ATD Quart-Monde (2014) Demande d'expérimentation « *Territoires zéro chômeurs de longue durée* », Annexe n°4, Expérimentation à Seiches-sur-le-Loir en 1995, par Patrick Valentin, 12 mai 2014, 20p. See also Appendix 2 for the steps.

<sup>9</sup> Association intermédiaire de travail adapté.

useful works are not or no longer done simply because they are only partially solvent and therefore not sufficiently lucrative for the classical market.

The third step, the creation of the JOC, has not been experimented. The project had to be abandoned because at that time, the law did not enable the implementation of a project, which could not be experimented in other territories. Thus, the financing of the project was not possible to do. The 2003 Organic Law allowing communities to bypass this rule, solved this difficulty. Then, P.Valentin and the association ATD Quart Monde pursued the project to a national level.

### **Setting-up of the Project– Creation of the network of associations:**

To make the project more credible, *ATD Quart Monde* convinced four other associative partners (The *Secours catholique*, *Emmaüs France*, *Le Pacte civique* and *La Fédération des acteurs de la solidarité*) to join the project at a national level. Moreover, *ATD Quart Monde* invited Laurent Grandguillaume, a Member of the Parliament, to support the TZCLD project. He brought it to the Parliamentary office. Another support came from Mr. De Virville<sup>10</sup> who helped with the technical set-up of the project.

### **The report submitted to the Assembly Chamber contains the following proposals:**

#### **a) The JOC financing**

According to *ATD Quart Monde*, financial resources are not lacking because it is possible to reorient the costs of unemployment. *ATD Quart Monde* conducted in 2014 a study<sup>11</sup> in order to assess the cost of long-term unemployment. This study indicates that the costs and the value created which should be reallocated within the TZCLD can be divided into three categories:

#### **1) The shortfall in taxes and social contributions (12.63 billion euros: 35%)**

Job creation would bring new social contributions to the government. The new jobs created are financed by the transfer of existing budgets but also by the turnover achieved by these new jobs.

#### **2) Direct expenditures related to unemployment (16.31 billion euros: 45%)**

This category encompasses various kinds of expenses:

- Expenses related to unemployment (6.79 billion euros: 19%), Specific solidarity allowance (ASS\*); Contribution of the employment centre; social insertion through economic activity (IAE\*); training for unemployed; CIVIS\* allowance (allowance for youth people who face social or professional problems).
- Social expenditures (9.52 billion euros: 26%) social direct expenses (expenses granted to people deprived of resources): the contribution of the State, RSA Socle (minimum active solidarity income); disabled adults' allowance (AAH\*); individualised housing assistance (APL\*); optional contribution of the regional council; Financial assistance from the Family Allocations Office and the Agricultural social security, universal health cover (CMU).

<sup>10</sup> M. De Virville is a human resources specialist and researcher. Senior official, he was in charge of the Modernisation of the French labour law in 2003: "The Virville Report". He helped L. Grandguillaume to structure the proposition law for the TZCLD project.

<sup>11</sup> *ATD Quart Monde* (2015) Demande d'expérimentation « Territoires zéro chômeurs de longue durée », Annexe n°3, Étude macro-économique sur le coût de la privation durable d'emploi, 4 mars 2015, 18p.

### 3) Indirect expenditures (7.16 billion euros: 20%)

The costs caused by extreme poverty (in the area of delinquency; illness, safety, social protection; child protection; school failure), since they would be avoided, they would also be reallocated towards the financing of these jobs.

In the short term, employment-oriented companies (EBE\*) are financed by this *contribution to the development of employment*. This contribution is paid to the employees of the company and is at least equivalent to the minimum guaranteed wage.

This amount is financed by the territorial experiment Fund supplemented by the state and the voluntary communities, with which the EBE sign a convention. The amount paid per employee to the JOC reaches 17,000 € / employee/ per year. Public and private seed funds are also requested by local committees and the directors of JOC to support the territorial JOCs.

#### b) The unemployed persons concerned by the project

This experiment targets the long-term unemployed, that is to say persons who have been deprived of jobs or employees who have been in a reduced activity for more than one year. This represents around 2.4 million unemployed in France in 2016 as outlined above. The eligibility criteria are i) to be unemployed for more than one year and ii) to be domiciled in the selected territory for at least 6 months. From 100 to 200 people per territory participating in the experiment are expected to benefit from it, which means a total varying from 1,000 to 2,000 people for the whole set of territories.

#### The implementation of TZCLD and the 10 authorised territories

The "zero long-term unemployed Territory" dispositive was validated in February 2016 by a law which was unanimously voted by the two Assembly Chambers. The idea was to test on ten territories, during five years, the hiring of long-term unemployed in permanent contract, paid the minimum guaranteed wage in order to carry out socially useful local activities (see appendix 1, Figure 3 and Appendix 2 History).

The Territorial Experimental Fund was then created (it collects the funds and distributes them to the JOC) and the first JOCs opened in 10 territories. The ten authorized territories are the following ones: Pipriac and Saint-Ganton (Ille-et-Vilaine), Mauléon (Deux-Sèvres), Thiers (Puy-de-Dôme), Jouques (Bouches-du-Rhône), Villeurbanne (Rhône ), the Community of Commons (between Nièvre and Forests) (Nièvre), Paris 13th, the Community of communes Pays de Colombey and South Toulon (Meurthe-et-Moselle), the European Metropolis of Lille (North) and Colombelles (Calvados).

#### The Haut-de-France experiment

For this case study, we carried out our interviews in the Haut-de-France, in the area of Loos and Tourcoing, which belongs to the MEL (Lille, European Metropolis). In these areas, a JOC called "La Fabrique de l'Emploi" ("The Job Factory") was created on June 26, 2017.

In 2016, the District Councillor delegate for the Social and Solidarity economy department of the MEL and the MEL town policy vice-president informed the local labour committee (which gathers all the actors of employment on the metropolis such as unions of employees and workers, administrations and

associations) of this experiment. A meeting brought together all the local actors concerned by this project. A proposal for a training day to explain the TZCLD method was then launched by the MEL for the interested partners (around 100 partners: municipalities, associations, trade union, etc.). At the end of this training day, two municipalities agreed to submit an application to the TZCLD project: Loos and Tourcoing. The other municipalities were either interested but for a later stage, or not interested in the project. The District Councillor and the Vice-President of the European Metropolitan Area of Lille led the project to authorise the two local territories. They were authorised in 2016. The JOC of the Haut-de-France territory has been created in July 2017 and is linked to two local territories of the MEL (Les Oliveaux-Loos, and Tourcoing-Menin).

### 3.3. The five key dimensions

#### 3.3.1. Type/process of innovation

The main innovation is a conceptual and social innovation. It has led to methodological and organisational innovations. This project applies to long-term unemployment, on a given territory, a business model already used to enable disabled people to work. This methodological innovation leads to organisational innovations (the creation of a job-oriented company); an innovative financial mechanism (the reallocation of unemployment-related expenses and costs to enable employment); and informational innovations (development of communication tools, management tools...).

##### 3.3.1.1. A Conceptual and Social innovation

TZCLD involves a conceptual innovation with a social purpose. The conceptual innovation is based on the notion of “additional” or “complementary” employment. This concept differs from the economic concept of “net job creation”. The “additional employment” is an original proposal, which accommodates and supplements the labor market. It allows the production of solidarity jobs. Jobs must be complementary with the local existing jobs, and non-competitive. The local authorities and actors control the usefulness of these jobs. Jobs are produced in proportion to the need of the population. This innovation is based on two principles:

- The Completeness principle: it is an unconditional offer of a job to all the people within a territory.
- The Subsidiarity principle: The responsibility of this public action shall be entrusted to the closest competent entity of the people directly affected by the action (ETZCLD, 2018).

The conceptual innovation is also related to the financing process. The jobs created are partly financed by the State through the *Territorial Experimental Fund*, but without additional costs for public finances. As stated earlier, long-term unemployment leads to many expenses and shortfalls. Thus, financing these jobs paid at the minimum legal wage does not cost more to society. In concrete terms, the *Territorial Experimental Fund* pays the employment company 17,800 euros per employee per year. This sum, which corresponds to the transfer of the costs related to unemployment, finances two-thirds of the wages, and the JOC finances the remaining third with its activity income.

Therefore, TZCLD is a social innovation by several aspects:

- *by its very nature*. It is socially innovative as it targets the long-term unemployed who are usually forgotten and excluded from the social sphere. Thus, this method seeks to reduce long-term unemployment but it also takes into account other social issues. Many people are not available because they have housing problems, addictions, family problems, debts, health problems, etc. This experiment focuses on the long-term unemployed because the loss of employment could lead them towards more severe social problems. Thus, the challenge is also to avoid these situations related to job loss.

- *by the recruitment mechanism*. This experiment tries to avoid recruitment mechanisms based on selection. The company creates jobs according to the skills of the people and the needs of the territory and not according to the needs of the economy. The traditional selection mechanisms exclude the lowest performers from employment. The goal is here to select without excluding. No degree and no particular experience are required, thus, there is no candidate selection. Volunteer jobseekers are proposed by the local committee according to their order of registration on the waiting list. All the long-term unemployed of the territory concerned can propose an activity. The JOC is created to help them develop their activity. The aim is to substitute the status of long-term unemployed, or the precarious situation, by an active status regulated by the Labour Code. When joining a JOC, former unemployed become active, but they remain available to be recruited by conventional companies. Although unemployed are recruited in JOC on the basis of permanent contract, they stay jobseekers.

- *by the effects induced on other associations*. The project is also a territorial social innovation as it pools the efforts of several types of associations at a territorial level (e.g. see discussion, “voisin-malins”). Each association benefits from the visibility of the other association and the social networks of these associations benefit from the success of all the projects.

### 3.3.1.2. A methodological innovation

The recruitment of unemployed persons is carried out according to a reverse methodology. Usually, job seekers apply for a job proposed by a company. In this new system, the skills of the job seeker, acquired with or without training, as well as the physical or relational qualities and desires, are identified during an interview. Then, the job seeker signs an employment permanent contract with the JOC, full-time or part-time depending of his/her preference, paid the minimum legal wage. This contract allows him/her to access certain previously inaccessible services, such as housing. Then, the person searches, according to these skills, useful matching works.

### 3.3.1.3. Organisational innovations

This TZCLD project includes the creation of Job-Oriented Companies, which objective is to provide long-term unemployed with jobs that meet their personal projects as well as the unsatisfied needs of the territory. In these companies, employment is not only a resource but the main goal of the company:

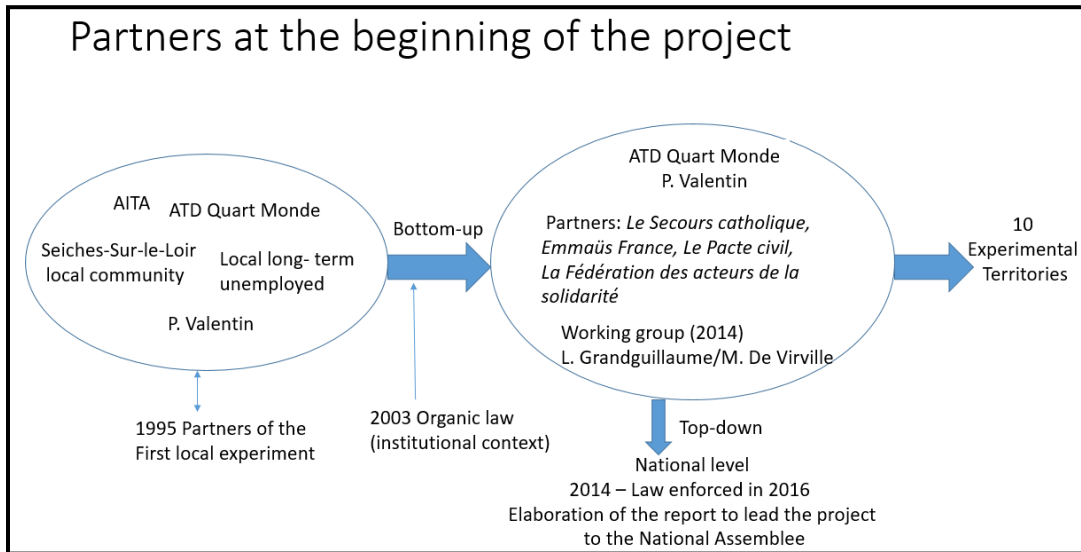
the “Job Factory”. The JOCs may have different legal forms (Public limited liability company, Cooperative and participatory association, Cooperative enterprises serving general interest, association ...) but they cannot be a for-profit company. They also can be integrated in an already existing Social and Solidarity Economy structure. The JOC receives funding corresponding to the cost of long-term unemployment from the National Experimental Fund. The company orients its activity towards jobs creation. Balance rules are imposed, such as limited salary scale, profits reinvested in the company or transferred to the Financing Fund, in order to supply other JOCs. JOCs aim to create social bond, meet unsatisfied needs of the territory, identify these needs and potential jobs for long-term unemployed and develop useful activities that do not compete with existing activities.

The management modes of these companies is based on horizontality and transversal functions and participatory work. The management of the activity is done collectively, employees establish their working conditions. Jobseekers are project leaders. They are trained in project development methodology and in management. Teams work on the basis of self-regulation. Some employees are in great difficulty (social, cognitive, psychological, addiction), other employees are not. The latter are expected to help the others. Every day, people innovate about how to work together. Working groups build their activity. The unemployed meet the inhabitants to identify the needs. They develop questionnaires (and market studies) to investigate about services inhabitants need. This way of working helps the unemployed to take responsibility and commit themselves.

### 3.3.2. Type of Innovation Network

As the project comes from the associative world, the innovation process is bottom-up. As stated earlier, the first experiment (1995) could not be completed because of legal rigidities. Thus, the members of this *Bottom-up* project had to find other associative partners to give credibility to the project, as well as the support of a parliamentarian so that the project could be validated by the government on a national level, and be launched. Therefore, at this stage, the innovation network moves to a top-down approach. Figure 1 shows the move from the bottom-up project in 1995 with the local partners of the first experiment, to the top-down process with the national partners who have implemented the project.





**Figure 115 The national experiment process**

Since 2003, territorial communities are authorised to experiment a project involving a financial reorientation on a given territory. This legal framework has helped to legitimate the project. Another law was needed to create the experimental method. The method of financing has also led to a partly top-down approach: The intervention of the government to modify the law and create the experimental fund (law enforced in 2016).

This partly top down procedure has also led to formalisation, since the communities interested in the project must fulfill a rather heavy set of specifications in order to be authorised. Initially, during the first experiment, this project was based on trusting cooperation between the different partners.

Each 10 local territorial experiment leads to a particular set of partners depending of the existing associations, companies, specificities of the local district. In the Hauts-de-France department, a first workshop of the local labour committee was held in early 2015 with P. Valentin, the MEL District Councillor, the labour technical service of the MEL, *ATD Quart Monde* and associations fighting against exclusion. This workshop led the MEL District Councillor to propose in 2016 the project to the Local Labor Committee. Then, two municipalities have decided to implement the project. A JOC was created in July 2017 for the two municipalities (Les Oliveaux-Loos, and Tourcoing-Menin). This experiment was the first to be carried out in an urban area. Figure 2 gives an overall picture of the different steps of the Hauts-de-France experiments and the main actors involved in the experiment.

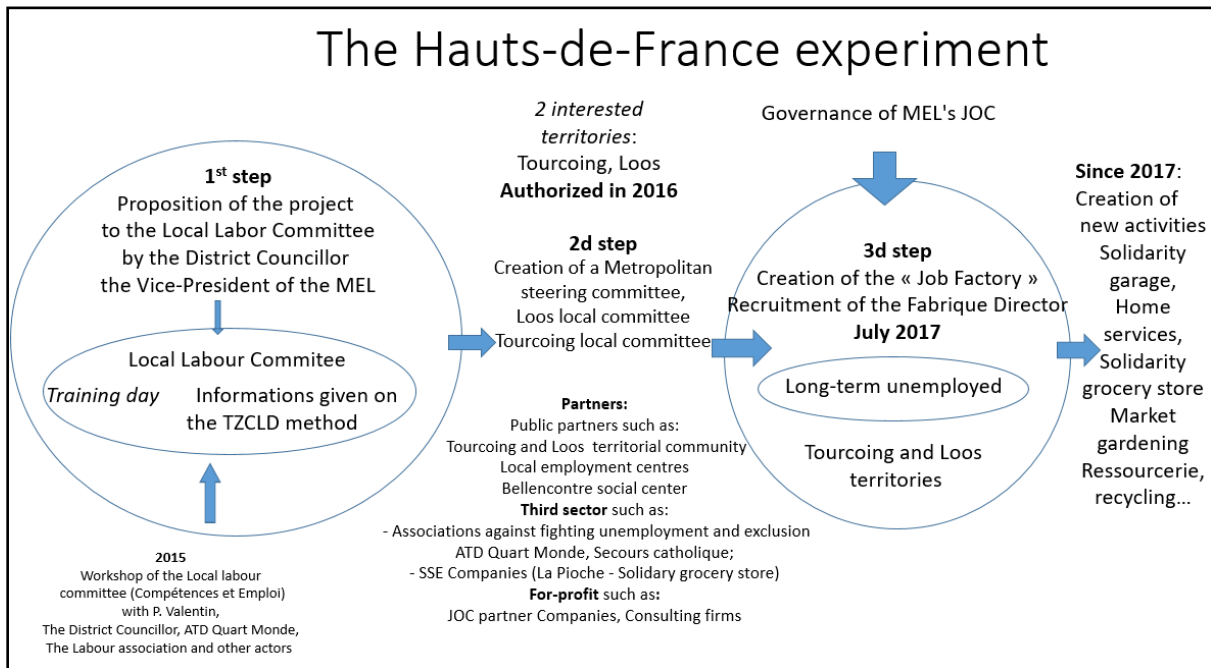


Figure 16 A local experiment process

### 3.3.3. Drivers / Barriers

#### 3.3.3.1. Barriers

(a) *At the national level*, barriers came mainly from the financial administration which was reluctant to have to advance public funds without being assured of the success of the experiment. It was also necessary to convince the government and members of Parliament of the non-destruction of employment. It has been decided to create local committees to ensure this non-competition. This fear of competition has slowed down the start of this project.

(b) *At the local level*, the barriers may be human, financial, technical and territory-related

- *Competition obstacles*: One of the challenges of the development of the project is that jobs created must not compete with existing jobs. If a firm already carries out a given activity on the territory, the JOC cannot carry out the same activity in order to avoid jobs destruction on the market. The activity proposed by the JOC must also threaten neither local public jobs, nor jobs in other for-profit or non-profit insertion organisations. Thus, the JOC must target only the unemployed who do not already enter in an existing inclusion arrangement.

- *Human obstacles*: An obstacle came from some long-term unemployed, tired of the various measures they tested in the past and that did not result in a job. They were surprised by the fact that the TZCLD project immediately offers an indeterminate duration contract and afraid of being disappointed. Some other unemployed were worried about the level of responsibility they would have to take in this system,

in particular as regards the project-oriented management, and the fact of having to define their own job. Many local authorities are also skeptical about this project, or do not wish to leave the control of the long-term unemployed issue to a job-oriented company.

- *Financial and technical obstacles*: For some proposition of activity, the constraints are stronger. For example, some unemployed wanted to develop a cooking activity, but this requires a lot of equipment and investment. In addition, it is necessary to find the future company's premises to carry out the activity. These technical and financial constraints do not allow the JOC to develop this kind of activity in a short-term period. For example, in the case of the Oliveaux-Loos district experiment (in the Hauts-de-France experiment), the premises of the building have already become too small for the support staff of the "Fabrique de l'emploi".

- *Territory-related obstacles*: The territory can be a barrier to the implementation of the project. Territorial restructurings resulting from history or urban development contribute to artificial divisions that prevent the formation of social networks between people. These networks creation are necessary for carrying out projects. In particular, in urban areas, social links are harder to create, solidarity between people seems to be weaker than in rural areas in which solidarity is more rooted. Although some local authorities have been interested, they had to abandon the development of this project throughout the town because it can only be carried out in a small area with particular social characteristics.

### (c) Future obstacles

When this experiment will be over, if the process continues, all partners/organisations who are currently concerned by indirect costs (such as social security) will have to pay the corresponding amount of money. Currently, the cost is covered by the territorial Fund. In each local experiment, researchers are currently working on indicators that will have to establish the social prevention that has been carried out on the territory thanks to this experience. These indicators have to convince the social partners of the amount of social costs that have been prevented due to employment (health problems (illness, addictions), school drop-out, delinquency...).

### 3.3.3.2. Drivers

**The centers of Inclusion by Employment successful experiences**: The project would not have been accepted by the government if the business model had not been already successfully applied in the case of the *Centers of Inclusion by Employment* (for disabled people). These employment centres are financed by both national solidarity and the incomes of the economic activities carried out by the disabled people. Thus, the theoretical justification of the TZCLD system lies in the idea of replicating the successful experience of the employment centres to people who are also characterised, for various reasons, by less productivity, and who cannot enter the classic economic sector. This helped to get the approval of the finance administration, which was initially very reluctant about the project.

**The associative partners:** To validate and give credibility to the project at the national level, ATD Quart Monde gathered other associations fighting against unemployment and poverty (Le secours catholique, Emmaüs France, Le Pacte civique, La Fédération des acteurs de la solidarité). The reputation of these associations increased the credibility of the project. In addition, for the local experiments, the support of these associations, but also of a number of other local associations, contributed to the dissemination and implementation of the project.

**Public partners:** The project has been developed because it was supported by a Member of Parliament, Laurent Grandguillaume, who gathered a group of other deputies to evaluate and promote the project in the National Assembly. This project also benefited for its technical part from the help of Mr. De Virville, which has already been in charge of the Modernisation of the French law in 2003 which led to the “Virville Report”. He helped L. Grandguillaume to structure the proposition law for the TZCLD project.

The involvement of local communities is also a driver. The First experiment in Seiches-sur-le-Loir has been possible to design due to the participation of the local community. The application forms for the TZCLD experiments have to be proposed by territorial communities. Even if they are encouraged by local employment associations, the application process has to be brought and organised by local communities.

### 3.3.4. Institutional factors

This project was made possible by the enactment of a law allowing experimental financial transfers at a local level (The 2003 organic law). Previously, this was not possible because of the principle of territorial equality, which required that each local experiment could be extended over the whole nation.

### 3.3.5. Impacts / performance

Many (human, societal and economic) benefits derived from the TZCLD experiment. These expected benefits can be split according to the type of beneficiary:

- *For the long-term unemployed*, the benefit is gaining a “right to work”, in order to get out from exclusion. The experiment is still ongoing but the first observations indicate that the beneficiaries of the Hauts-de-France experiment have been reintegrated into society, at least at the civic level and through social ties.

- *For local economic actors*, the benefit is to have access to a potentially available workforce, This workforce accepts to do useful works that is not completely solvent on the market place.

- *For the territory*, the main interest of a JOC is to recreate territorial social links. As the local labor is locally prepared, this makes it possible to locate or relocate productions or services on the territory. The project participates in the elimination of precariousness, it promotes human dignity, and fights inequality on the territory.

The Haut-de-france territory and its performance:

The Oliveaux district in Loos is a neighbourhood of 7 500 inhabitants and 360 *more-than-one-year* unemployed; the Menin district in Tourcoing is a neighbourhood of 2880 inhabitants and 173 *more-than-one-year* unemployed. End of January 2018, 69 people were already recruited on permanent contracts within the JOC. In July 2018, 106 employees were recruited. Among the jobs and activities developed, there is a Solidarity Grocery, in partnership with La Pioche grocery solidarity of Haubourdin; a solidarity garage (Tourcoing, March 2018), a metal recycling plant...The Figure 3 (appendix 4) gives an overview of the evolution of the contractual workforce from 2017 January 1st to 2018 June 30. In June 2018, the MEL territory had created 18.26% of the jobs of the TZCLD territories experiment. Figure 4 (Appendix 4) indicates the employees characteristics of the 10th territories. The MEL territory is characterised by a proportion of 67% of employees between 25 to 50 years and 29% more than 50 years. A vast majority of employees are under-qualified (level VI, V and VI).

On January 25, 2018, an "open house" event was held ("*Laboratory of useful works*") in order to help diffusing the project to other interested territories, in case the TZCLD experiment will be continued after the 5 years of experiment. TZCLD association estimates that almost fifty towns are interested in the project for a second stage, and that 10 to 15% of the unemployed have found a job outside the local JOC. Interviewees underline the enthusiasm and the strong involvement not only of the unemployed entering the system but of all the people involved in this local project: The associative network mobilised around this project, but also for-profit organisations -such as methodological consulting firms- that help to define the project of each person; or actors in charge of the implementation of the "JOC". Currently, in many JOC, there is a lineup for the long-term unemployed willing to enter the company. The capability to recruit is therefore smaller.

- *For the economy of the country:* On the economic level, JOCs contribute to taxes and social contributions, they create value. Permanent job creations boost purchasing power. It also reduces social problem issues such as health problems, school dropouts, etc). Currently, as the project has just started, it is not yet possible to evaluate its success. However, a large number of jobs have already been created (see Figure3).

### 3.4. Unexpected results

The project is still in its testing phase but some unexpected results have already appeared.

- *Awareness of public actors regarding the interest of the reversed methodology (especially the Employment National Agency (Pôle Emploi)).* Very often, in the traditional system, the various steps of the job search process, and the type of jobs are imposed (or "supposed") by the service provider, according to the diplomas of the unemployed and the trainings he/she has previously undertaken. However, some unemployed may wish to completely change their activity. In addition, the measurement of the employability of an individual usually includes his/her profile (which is supported by providing diplomas, certificates of accreditation). In the case of the long-term unemployed who are outside the system, this need for evidence is often a barrier to entry. Some people have learned by-

doing and can prove their experience only by having access to the job. By interviewing long-term unemployed about their skills and by trusting them, it is possible to bring them back to work even if no degree has certified their know-how. The long-term unemployed are also sensitive to the importance of being trusted and of not being constantly controlled on their skills.

- *Differences between national and local partners' involvement.* At the national level, the partnership of associations has been easily set up to support and give credibility to the project. On the other hand, at the local level, on some territories, the mobilisation of the local branches of these associations is more delicate. Some branches of the national partner associations have declined the invitation due to lack of time, or lack of local partner.

- *The management approach as an unexpected result.* The group-centred project management is a methodological innovation as far as it is not the usual management mode of action that is used for the recruitment of long term unemployed. After all, it enables employees to take responsibilities, as well as a place in a team, and contributes to the success of the project. However, this method has also disadvantages. On the one hand, it can be an obstacle for some unemployed people who do not feel able to invest themselves in such a collective mission, and on the other hand, once the project team has been implemented, it may be more difficult to open the team to newcomers as far as strong social bonds have already been created.

- *Given the difficulties related to territories (cf following §), this project could be extended to other interested communities but not generalised to all territories.* Sometimes, local authorities are not enthusiastic to create activities from grassroots contributions, they may be afraid of losing their authority. Thus, the success of the project depends on the involvement of the territorial stakeholders. The project can only work on the logic of volunteering. Such a system cannot be established by the government without the approval of the unemployed. This means that generalisation across the country will not be possible.

### 3.5. Discussion

The discussion will focus on the weight of the state regulation in this social issue, on the importance of building the project on existing links on local territories, on the nature of the jobs created by the JOC, and finally on the importance of the choice of the territory.

#### **The control of the government in experimental projects**

Due to the nature of the social problem addressed (long-term unemployment), and due to the scope of the experiment, the government wants to control the project through a legal framework and local committees. Therefore, this type of project can only be achieved with the intervention of the government in terms of regulation. Indeed, it is only when the 2003 organic law allowing experimentation on territorial communities was established that the TZCLD project was able to be pursued. Other steps involved the state regulation. As stated earlier, it was necessary to convince deputies to support the project. They used their relational networks and political skills in several phases.

Once the law was voted by the National Assembly in 2016, two other laws were necessary to begin the project: a law to authorise the method of financing (creation of the territorial experimentation fund for this project), and a law to empower the ten territories to implement the project. Therefore, social innovation including national social issues are impossible to implement solely with a bottom-up process.

### **The importance of the existing territorial networks to implement the project.**

The network of partners at the local level may be different from the national network of partners. First, because national partners do not always have local branches on the authorised territories, while partners must belong to the territory to take advantage of existing social links, and to favour the creation of links with other partners at the local level. Then, the project is open to the whole population and to all the organisations of the authorized territory, which leads to the creation of other partnerships, especially associative partners, better integrated in the territory. For example, in Villeurbanne city, the association "VoisinMalin"<sup>12</sup> made a partnership with the Saint-Jean district's JOC. Partnerships are also established with for-profit companies, or companies from the SSE, such as the "La Pioche" solidarity grocery of Haubourdin (Loos territory). In this case, employees are trained two-days a week in the existing solidarity grocery (e. g. to learn to prepare membership cards) in order to create their own solidarity grocery in Loos. The local communities are the first partners of the project, since they provide structures, as far as possible, such as buildings, rental of land for market gardening activity (e.g. 4100 m<sup>2</sup> with a greenhouse provided by Loos town hall).

### **The nature of the activities created by the JOCs**

If the project is very innovative on several dimensions, the activities created by the unemployed are very useful (such as gardening works, concierge service, renovation works, solidarity groceries, human services, activities to keep young people or elderly occupied...) but not generally innovative. Interviewees noted that employees, in their new activity, do not necessarily have a productivity aim. The primary mission of the JOC is the reintegration and re-socialisation of these people, not productivity. Moreover, as the activities are rather unprofitable, they do not compete with traditional activities.

However, given that 50% of the activities created by the ten territories are linked to ecological issues (creation of a *Ressourcerie*, a market gardening activity, gardening works, green tourism...), the TZCLD project is seen by its president (L. Grandguillaume) as a possible support for the energy transition. The ADEME<sup>13</sup> already finances the energy transition mission of the TZCLD association. A challenge of the JOC is also to select unemployed who could join the traditional insertion system, for example, when a training or a psychological action is sufficient to find a job. Therefore, it is necessary to clearly identify the role of each stakeholder of a TZCLD territory to send the long-term unemployed to the most appropriate structure according to its degree of exclusion, in order to avoid the destruction of value.

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<sup>12</sup> Voisin-Malin is a network of neighbours that help people who become marginalised due to economic, linguistic or cultural disabilities, particularly in deprived neighborhoods. "VoisinMalin" recruited full-time unemployed on a voluntary basis. In this case, the manager is an employee of "VoisinMalin".

<sup>13</sup> The Agency for the Environment and Energy Management



## The choice of territories

The nature and size of the chosen territory is an essential element for the success of the project. The local level creates social bonds that cannot be achieved at a macroeconomic level. The identification of needs, and of competing activities can also only be established on a very limited territory. On one hand, the dissemination of information about the skills of the unemployed, and on the other hand, the information about the needs of the territory, work essentially by word of mouth. Confidence can only be achieved on a reduced scale through interpersonal acquaintance between actors of the territory. Some of the unemployed who had refused to enroll in a JOC at the beginning of the project came back later, influenced by some of their acquaintances who successfully developed their own jobs through this arrangement.

Furthermore, the demonstration of the validity of the project can only be established at a local level. At the economic level, some benefits are easy to demonstrate (such as direct costs, *i.e.* the unemployment costs that will be avoided by hiring the unemployed). The shortfall can also be calculated with the contributions and the taxes paid by the JOC. But the benefits related to indirect costs are more difficult to demonstrate. By limiting the experience to a territory, the transformations of the territory will be more visible as they will be concentrated on the neighborhood.

The experiment is still ongoing but an observation regarding the choice of territories is already noticeable: there are significant differences between rural areas and urban areas. Rural territories seem to be more appropriate to the dispositive, first because these territories are better defined, as they are naturally smaller (2000-3000 inhabitants), and social cohesion is often already existing. In urban areas, it is necessary to define the territory in advance, as far as it is rarely already obvious. Local authorities must therefore make a choice between neighborhoods, which may pose problems of equality between citizens of the city. Furthermore, territorial continuities are more frequent in big cities, which makes the division more difficult. Some territories are also cut artificially by infrastructures (ring roads and bypasses, railway, bridge,...). These geographic breakdowns naturally reduce the social bonds between the inhabitants.

This project is fully in line with the academic reflection on territorial innovation that tries to develop a precise adaptation of a project to a given territorial context. It relies on the mobilisation of local resources, on the co-construction of a project with the citizens and the search for a sustainable economic model<sup>14</sup>. The purpose of TZCLD dispositive is to renovate the social model. This project is based on an innovative collective dynamic. A great place is given to innovative social entrepreneurs and to the Social and Solidarity Economy.

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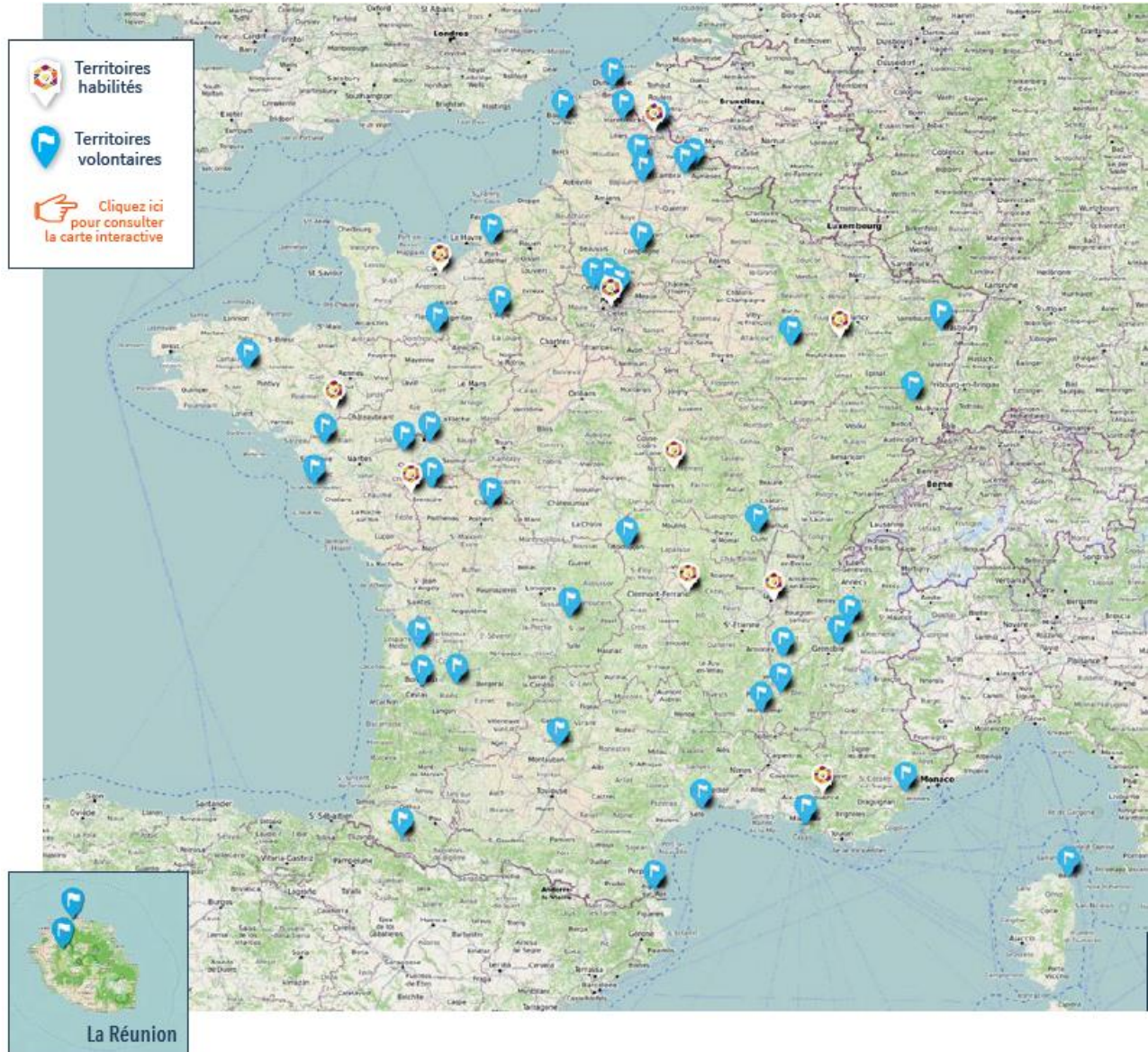
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### 3.7. Appendixes

#### Appendix 1



Source : 2017 TZCLD Activity report

Figure 17 Interested territories and authorised territories

## Appendix 2

### History

1995 First experimentation in Seiches Sur Loir on the initiative of Patrick Valentin (abandonment because of the law that does not allow experimental financial transfers)

2003 Vote of the organic law allowing experimentation on a territory

2011 Patrick Valentin carried out the project with ATD Quart Monde

2014 Commitment of Laurent Grandguillaume. He formed a group of members of parliament to evaluate and promote this project

2015 Registration of Law proposal to the National Assembly

February 29, 2016 Unanimous adoption of the law proposal at the National Assembly

June 2016 Establishment of the Territorial Experimental Fund

November 2016 Myriam El Khomri has authorized ten experimental territories (see map attached).

## Appendix 3

### List of Terms and Abbreviations

Abbreviation	Definition
AAH	Disabled adults' allowance
ASS (Allocation de solidarité spécifique)	Specific solidarity allowance
Allocation CIVIS (jeunes en difficulté d'insertion sociale et/ou professionnelle)	Allowance for youth people who face social (or professional) integration problems
ATD quart Monde	ATD Fourth world
EBE (Entreprise à but d'emploi)	JOC Job oriented company Company that aims to create employment
IAE (Insertion par l'activité économique)	Social insertion through economic activity
RSA Socle	Active Solidarity Income (guaranteed minimum income benefit)
TZCLD (Territoire Zéro Chômeur de Longue Durée)	Zero Long-Term Unemployed Territory



## Appendix 4

Table 2 Evolution of the contractual workforce from 2017 january 1st to 2018 june 30

Authorized territories	01/17	02/17	03/17	04/17	05/17	06/17	07/17	08/17	09/17	10/17	11/17	12/17	01/18	02/18	03/18	04/18	05/18	06/18
COLOMBELLES	0	0	0	13	13	13	14	17	22	23	26	34	35	36	38	39	40	41
ENTRE NIÈVRES ET FORÊTS	0	29	29	30	37	41	47	51	56	62	65	69	67	67	69	69	70	72
JOUQUES	0	0	0	17	17	17	18	19	20	21	23	24	25	27	28	30	31	34
MAULÉON	15	21	20	27	28	35	38	37	40	47	51	52	51	51	55	60	62	65
MÉTROPOLE EUROPÉENNE DE LILLE	0	0	0	0	0	11	28	31	40	42	54	65	68	70	76	81	85	103
PARIS XIII	0	0	0	2	3	4	4	4	4	7	9	14	16	18	19	20	19	22
PAYS DU COLOMBEY ET DU SUD TOULOIS	9	11	14	17	19	23	25	27	30	36	39	41	41	44	46	49	52	49
PIPRIAC ET SAINT GANTON	9	25	26	35	35	41	45	45	47	47	55	55	59	62	61	61	57	60
THIERS	0	0	0	0	28	29	29	33	33	33	34	35	38	44	44	45	55	58
VILLEURBANNE	0	0	11	11	11	15	15	17	29	28	29	39	39	40	47	50	50	60
<b>TOTAL</b>	<b>33</b>	<b>86</b>	<b>100</b>	<b>152</b>	<b>191</b>	<b>229</b>	<b>263</b>	<b>281</b>	<b>321</b>	<b>346</b>	<b>385</b>	<b>428</b>	<b>439</b>	<b>459</b>	<b>483</b>	<b>504</b>	<b>521</b>	<b>564</b>

Source: ETZCLD (2018) Territorial experiment that aim to reduce unemployment, mid-term review 2018, october, p. 9

Table 22 Employees characteristics of the 10th territories

Employees characteristics	MEL	Pipriac Saint-Ganton	Pays de Colombey-Sud Toulous	Paris XIII	Villeurbanne Saint-Jean	Jouques	Thiers	Colombelles	Entre Nièvres et Forêts*	Mauléon
GENDER										
Percentage of women	36 %	55 %	24 %	18 %	68 %	58 %	26 %	53 %	35 %	58 %
Percentage of men	64 %	45 %	76 %	82 %	32 %	42 %	74 %	47 %	65 %	42 %
LEVEL OF EDUCATION										
<b>VI</b>	42 %	18 %	19 %	18 %	28 %	8 %	26 %	NC	15 %	NC
<b>V</b>	19 %	56 %	38 %	45 %	8 %	13 %	26 %	NC	33 %	NC
<b>Vbis</b>	9 %	5 %	2 %	9 %	8 %	0 %	21 %	NC	25 %	NC
<b>IV</b>	16 %	11 %	24 %	10 %	18 %	21 %	21 %	NC	22 %	NC
<b>III</b>	9 %	10 %	7 %	0 %	10 %	29 %	6 %	NC	1 %	NC
<b>II</b>	4 %	0 %	5 %	18 %	28 %	25 %	0 %	NC	4 %	NC
<b>I</b>	1 %	0 %	5 %	0 %	0 %	4 %	0 %	NC	0 %	NC
AGE										
Less than 25 years (after 1992)	4 %	3 %	5 %	9 %	2 %	4 %	9 %	3 %	14 %	2 %
25 to 50 years	67 %	53 %	57 %	73 %	63 %	58 %	62 %	81 %	63 %	68 %
More than 50 years (before 1967)	29 %	44 %	38 %	18 %	35 %	38 %	29 %	16 %	23 %	30 %

Source: ETZCLD (2018) Territorial experiment which aim to reduce unemployment, mid-term review 2018, october, p. 8

**Appendix 5 : interviews****Table 23 Interviews - TZCLD**

<b>Types of respondents interviewed in this case-study</b>	<b>Date</b>
1 coordinator of the ATD Quart Monde Association	2018.10.10
1 coordinator of the Secours Catholique Association	2018.10.19
The director of the Fabrique de l'emploi	2019.01.23
1 team manager	2019.02.05
The director of <i>Compétences et Emplois</i>	2019.03.11

## 4. French Case-Study 3: The *Booster* programme

### 4.1. The case in a nutshell

The case study examines a programme of a civic service innovation network trying to reintegrate into society young people in situation of school dropout. The programme named “Booster programme”, offered by the association Unis-cité, is a 6 to 9 month commitment combining civic service and school reintegration in regular Comprehensive school or vocational school<sup>15</sup>. The purpose of this programme is to guide minors to employment or training at the end of their civic service by allowing them to follow a school refresher course.

This case study was first chosen because this programme is based on a multi-stakeholder innovation network (public, private, associations) and includes a major social innovation in dealing with school dropouts. While civic service is not a new concept, applying civic service to young dropouts helps to reverse the image these young people have of themselves: from those who are accompanied and helped, they become the ones who help others, which contributes to their empowerment. Until then, the programmes for school dropouts were limited to traditional support measures (such as refresher courses, internships in companies). This social innovation is based on a particular working method (methodological innovation) combining a 2-days school refresher course and a 3-days collective civic service. This case study was also chosen because the association hosting this programme is one of the first associations created in the field of civic service intermediation. This association has been involved in a number of initiatives to change the law on civic service. Its place in the civic service landscape should enable us to identify the rather bottom-up or top-down nature of innovation processes and to see if there has been an evolution in the innovation processes of this association.

### School dropouts and their mobilisation

Early school dropouts are those who have left a secondary school training course (named “Collège” in France) without obtaining the diploma for which they were trained: they have followed a Comprehensive School (UK) (or high school (US)) course without obtaining the baccalaureate, or a course leading to a CAP\*<sup>16</sup> or BEP\*<sup>17</sup> (or equivalent) without obtaining the diploma, or they have left school at the secondary school (with or without the certificate) (decree n° 2010-1781 of 31 December 2010). Dropout prevention has become an important focus of public policy in recent years. In France, the number of young people dropping out of school has been falling since 2010. This is the result of a large-scale policy at national level, which is part of a European framework.

The specificity of the civic service association Unis-cité is to offer a team-based civic service, and to focus on diversity within groups. Through the *Booster* programme, since 2012, school dropouts are

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<sup>15</sup> The « Lycée » in France, is for teenagers from 16 years old to 18 years old. In England, it corresponds to pupil in year 11 to year 13 and the comprehensive school (UK) or High School (US). The school leavers concerned by the *Booster* programme could have dropped out in year 10 to 13 (UK) (3<sup>ème</sup> To Terminale (France))

<sup>16</sup> CAP = the Certificate of Professional Aptitude

<sup>17</sup> BEP = the Diploma of Vocational Studies Certificate



being re-mobilised by a partnership designed by Unis-Cité, the MLDS\*<sup>18</sup>, and the Civic Service Agency, thanks to an alternating civic service programme combining missions of general interest (provided by the Unis-cité association) carried out with young adults in civic service, and sessions of school upgrading in partner Comprehensive schools (provided by the public partner). In the Booster programme, civic service is also adapted to the type of audience, with concrete solidarity actions. The supervision is more individualised and reinforced. In 2017, the Booster programme reached 346 young people in 16 cities.

Five interviews have been conducted, firstly with a national manager of the project, and secondly with actors of local offices of the association (see Appendix 3, table 6).

## 4.2. The context

### 4.2.1. The emergence of the Booster programme

The Civic Service Agency, created in 2010, and the Ministry of National Education have established a set of specifications for "early school dropouts and civic service". At that time, the specifications do not present a concrete format. Unis-Cité, which has extensive experience in mobilising young people with varied profiles on civic missions, has decided to create a programme that complies with these specifications, in partnership with the Ministry of National Education and the Civic Service Agency. This programme, targeted at minors aged 16 to 17 who have dropped out of school, was launched in 2012 by the Unis-Cité association.

### 4.2.2. The Unis-cité association

The Unis-cité association, whose objective is civic service, was created in 1994 by an American and three French women, based on the model of the "City Year" association. The objective of this association is to enable young people aged 16 to 25 to commit themselves for 6 to 9 months to missions of general interest for the benefit of the French community. Unis-cité had an important role in the implementation of the Civic Service Act. Given its pioneering role in the development of civic service, Unis-cité, in cooperation with other associations (AFEV, Animafac, La ligue de l'enseignement, la Croix Rouge, and AFIJ), has made recommendations on the content of civic service. The Civic Service Act was formalised by its integration into the national service code in 2010 (law of 10 March 2010), under the leadership of Martin Hirsch. Thus, the Civic Service Act has historically resulted not only from the development of the civil forms of national service and the suspension of compulsory military service but also from the civic and associative initiatives that have proven their impact on society (Blanchet, Serres, 2017). In the Civic Service Act of March 2010, Civic Service is defined as a voluntary assignment carried out with a public or associative organisation of general interest for a period of six to twelve months, which gives the right to an allowance of 580 euros per month and full social security coverage. It applies to any volunteer aged 16 to 25 years, up to 30 years for young people with disabilities. The

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<sup>18</sup> MLDS: This mission prevent school drop-outs- This office depends of the French National Education Ministry

young volunteer must be supervised by a tutor, with an approved legal entity, and must, during his mission, receive civic and citizenship training.

### 4.2.3. The Booster Network

The Booster programme connects the Unis-cité association, the Civic Service Agency (as funder), the national education system (in particular, the MLDS\*), partner Comprehensive or Vocational schools, national education volunteers, external lecturers. The networks also involves other funders: the national private funders of Unis-cité (e.g. Coca-Cola Foundation, HSBC or the SUEZ Initiative Foundation), the European Social Fund, local funders (for example the regional youth and sports department), local private foundation. The national education system can be mobilised at different levels (departments intercommunalities, town halls). The network includes the prescribers such as the information and guidance centre (CIO\*<sup>19</sup>), the national education dropout platform, local missions, educators, child welfare (ASE\*<sup>20</sup>). Regarding the setting up of projects, the partners are the local associations that welcome young people in civic service and which can be different according to the territories. For example, the *Restos du cœur* (charity restaurants), the Food Bank, the Popular Relief... Other associations can be added to this network depending on the territories: professional integration associations, support associations such as the parents' school in Nantes, the CPAM\* for medical check-ups...

### 4.2.4. The agreement between MLDS\* and Unis-cité: a typical Booster week

The typical Booster week is divided into three days of civic service (24 hours a week) and two days of high school refresher training. The two days of school upgrading is supported by the MLDS\*. The fundamental subjects (French, mathematics, history/geography, sport, etc.) are taught in order to obtain the *common foundation of knowledge and skills and culture*. The programme also includes transversal skills, such as workshops in theatre expression, job or internship search, health and hygiene skills. These additional courses are generally financed by Unis-cité and carried out by external instructors.

The three days of civic service is supported by the Unis-cité association. During the three days of civic service, young people work on different solidarity missions. Very concrete missions are proposed to school dropouts, such as the missions of the *Restos du cœur*, in order to give them a sense of purpose. During these missions, school dropouts have a connection with the beneficiaries. By making themselves useful, they gain self-confidence, and find a reason to get up in the morning and move on with their lives. The Unis-cité association also carries out the sessions of civic and citizenship training, and the sessions of reflections on projects for the (school dropouts) future: The school dropouts consider their future and refine their project during their 6 or 9 months of engagement and refresher training course.

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<sup>19</sup> CIO Information and Guidance Centre

<sup>20</sup> ASE Youth welfare office

### 4.3. The five key dimensions

#### 4.3.1. Type/process of innovation

The innovation is primarily a social innovation. It has led to pedagogical and methodological innovations.

##### 4.3.1.1. A Social innovation

The Booster programme is above all a social innovation. This innovation has a social dimension, on the one hand, given the objectives and missions of this programme, and on the other hand, with regard to the population concerned by this programme.

##### **Through its general objectives and specific programmes**

In a broader sense, the three pedagogical objectives of Unis-cité are directed towards social innovation (2017 Activity Report). Unis-cité carries out "Active Citizenship", *i.e.* to create a generation of young adults who are aware that they can and must each be active partners in our society. By "Respecting others in their differences", *i.e.* enabling young people to become aware of their prejudices, to be ready to deconstruct them and to understand better and appreciate the diversity of our society. Finally, by "Preparing for the future", *i.e.* enabling volunteers to clarify their personal post-Civil Service project and to acquire a foundation of transversal skills. Within the Booster programme, social innovation is based on the combination of civic service and academic upgrading. It is a particular form of work-based training, different from an apprenticeship or a professional contract. The integration of civic service into an educational programme has the advantage of re-mobilising young people through missions of general interest. Thus, young people, even if they are recruited because they are dropouts, are candidates for civic service. Civic service allows the young person to move from the position of being assisted to the situation of helping others. This reversal of role helps to improve the young person's self-image.

##### **Through its target**

It is a social innovation from the point of view of the young people the programme focuses on. This programme is particularly aimed at young people aged 16 to 18 who are dropping out of school. This is innovative in the sense that there are still few mechanisms open to this type of public. The educational programme is individually adapted to the weaknesses of each minor. Moreover, one of the specific features of Unis-cité is diversity. The Booster programme is carried out in a mixed team (with minors and graduated young adults). Unis-cité is open to a wide audience, from all social backgrounds, levels of education and social origins. This association includes in particular young people without diplomas, young people with disabilities<sup>21</sup> and/or living in priority neighbourhoods.

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<sup>21</sup> For example, the accessibility rate for people with disabilities is 4.5 times higher than the national average for all structures combined (1.2% in 2017, 5.6% for Unis-cité). This diversity makes it possible to eliminate prejudices.

#### 4.3.1.2. A methodological and organisational innovation

The programme is based on a methodological and organisational innovation, given the originality of the educational programme, the diversity of the teams and the flexibility of this programme.

##### **The originality of the educational programme**

From a pedagogical point of view, the mobilisation of young people involves school upgrading with conventional teaching but also training in life skills (arriving on time, banishing absenteeism, etc.). Some local offices offer collective workshops in self-knowledge, neuroscience and theatre expression also with this objective in mind. This classical education includes popular education with the realisation of three days of civic service on different solidarity missions. As we underlined, the proposition of concrete missions where the solidarity dimension is immediately visible, with a direct link to the beneficiaries, is important.

The educational and civic service team coordinators are essential because young dropouts are fragile populations. There are different type of dropouts depending on their personal, family and social difficulties. Some are more complicated to accompany. It is important to understand all the causes that led to school drop-out. This programme requires the reinforcement of the team coordinators' skills. The recruitment of managers that volunteered is part of the method. Teachers recruited under this programme work overtime. As they are volunteers, they generally have a predisposition to work with this kind of young people. The social mission dimension is often a motivation for these people.

##### **The diversity in the teams of young volunteers**

A Booster promotion is made up of 10 young dropouts and 10 graduated young adults (who do not attend school upgrading). During the time minors are in school, young adults are on other civic service missions. During the missions, teams go in pairs of minor-young adult, often in teams of four. These groups make it possible to carry out missions even if some young minors are absent (absenteeism, lateness). For the young adults, the participation in the Booster programme is often a source of motivation (e.g. becoming an educator). During the interviews, the young adults are chosen for their more structured behaviour.

##### **The flexibility of the programme**

As the school dropouts are a fragile population, flexibility is applied at different levels of the programme.

**Flexibility in recruitment:** Young dropouts are recruited all year long in partnership with the MLDS\*. Recruitment is carried out through local missions, educators, the information and guidance centre, the national education dropout platform, child welfare, or by word of mouth. The team in which dropouts are recruited depends on school dropout profiles. The Unis-cité association offers various programmes.

Thus, it is possible to propose different solutions to school dropouts. In order to choose the Booster programme, it is necessary that young people are aware of their interest in returning to the classroom at the same time as the civic service mission. The young people are invited to a positioning interview. An assessment of the degree of motivation to re-start learning is carried out during the interviews. This makes it possible to assess whether the program is appropriate for the young or not. If they wish, young dropouts can also choose to follow a Unis-cité programme without academic upgrading (a "classic" civic service).

**Flexibility regarding sanctions:** Given the background of young dropouts, the coordinators of the booster programme do not generally apply the same sanctions as those prescribed by Unis-cité (in particular regarding lateness). The Booster programme aims to restore the life skills of young dropouts, some have school phobias, thus, the follow-up is also psychological.

### 4.3.2. Type of Innovation Network

The Booster programme is an innovation that is both bottom-up and top-down. The Civic Service Act was partly inspired by the civic service programmes offered by Unis-cité. The process is then bottom-up. On the other hand, Unis-cité could not accept dropout minors before the 2010 Civic Service Act. At this stage, the process is top-down. The specifications proposed by the Civic Service Agency and the national education system did not have any concrete implementation. Unis-cité then positioned itself in 2012 on a specific innovative programme that meets the specifications. Thus, the process is again bottom-up. The operational implementation is multiform: the mode of grouping in Comprehensive school is different according to the territories (classical or specialised path for young dropouts); the support of the Comprehensive school is defined locally according to the resources of the territories; the associations and the organisations depend on the territory. Thus, some local implementations are innovative, and are disseminated by the national agency of Unis-cité on other territories.

### 4.3.3. Drivers / Barriers

#### 4.3.3.1. Barriers

##### Financial constraints

The programme costs money and cannot be financed by private funds because civic service missions associated with private funds are evaluated by funders who request quantified targets. To develop the booster programme more broadly, new funds will have to be found. At the local level, some interesting projects cannot be carried out because they require too much funding (*e.g.* setting up a theatre group). The teams have 20 young people in civic service, so the financial limits become quickly significant.

The European Union is engaged in the fight against early school dropout because it represents a major obstacle to the achievement of the Europe 2020 strategy. The objective is to reduce the average school drop-out rate in the European Union to less than 10% by the end of the 2010-2020 decade. Funding is

provided to support this objective. However, some European funding, and in particular the NEET funding, is not available to young people in civic service. Indeed, during their civic service, young people are considered "in a temporary employment situation" and receive a compensation from the Civic Service Agency (580 euros per month, which corresponds to their investment in associations). Some local offices point out that this funding could have helped some young people in great social difficulty. If this compensation is pocket money for some minors, for others it is really necessary, depending on their social and family situation. In addition, young people, between 16 and 25 years of age, are not entitled to any assistance when they leave civic service (there is no RSA\*<sup>22</sup>), so this compensation is also a way of keeping young people motivated during their civic service engagement.

### Human obstacles

**Obstacles related to the coordination of the partnership:** National education has a different culture compared to the Unis-cité association, if the partners on both sides are not sufficiently involved, and do not discuss among themselves, the support to young minors can quickly become inefficient. Obstacles linked to changes in partners, particularly on the national education side, with differences in the priority of the successors, can deconstruct dynamics on this type of programme.

**Barriers related to the lack of tenacity of young dropouts:** Getting involved in 8 months of civic service can be very long for a young dropout. In addition, apart from civic service missions, young people must also prepare their professional project, adapt themselves to their working team, and for some of them, fight their school phobias. Some have personal or family difficulties to manage. Thus, on average, two out of ten young dropouts stop their civic service before the end. Some young people also have to stop their civic service because of family problems (for example, to take care of siblings).

**Barriers related to the coordinators' skills:** adapting to an audience of young dropouts is a challenge for the Unis-cité teams because coordinators must have the profile to carry out this mission, as well as for the MLDS\* coordinators.

### The lack of flexibility in public education

Comprehensive school registration follows the school calendar, which can be a barrier for young dropouts. When some groups of young dropouts do not arrive until November, the integration of these young people with other young people in comprehensive schools is more difficult. This is annoying for young people who often already have a difficult school experience. In addition, specific requests for the courses of young dropouts (half-day classes, for example) may also lead to reluctance on the part of school principals.

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<sup>22</sup> (RSA) -Inclusion income support

## **The difficulty of finding partners for civic service missions is greater for a programme involving young dropouts**

While hosting associations easily welcome young people in civic service, associations are not ready to be involved with young dropouts. Young dropouts need specific support during civic service missions. This support is not limited to physical presence but also to integration. Moreover, young dropouts do not always have the interpersonal skills that associations expect (attitude, language, lateness, absenteeism). It seems also increasingly difficult to obtain a commitment from the historical associations usually solicited by Unis-cité. The associations that agree to do so are often associations involved in integration missions, and therefore sensitive to this type of audience.

### **Logistical obstacles**

In rural areas, some young people have problems getting to school because the frequency of transport is not high enough. This may have led some local offices to adapt the programme by offering courses over two consecutive full days. Other local offices propose courses in different schools to young people from the same team to solve this problem. It is the national education system that is in charge of the attributions.

#### **4.3.3.2. Drivers**

### **The active involvement of civic service associations**

Unis-cité has had a pioneering role in the emergence of civic service. This association, with the support of other networks (Co-travaux, ATD Quart Monde, L'Arche de France), has contributed to the reform of the civil service, first by alerting the Ministry of Employment to the legal vacuum regarding this status, and the exclusion of certain categories of young people from the civil service. Then, when the “social cohesion and solidarity volunteer service” was created in 2000, the efforts of these networks have been maintained in order to obtain a civic service co-financed by the State. Following the 2005 riots, a voluntary civilian service was proposed so that young people can volunteer in associations on missions of general interest. The association was committed to contribute to the Charter of Voluntary Civil Service and the Decree implementing the Equal Opportunities Act. With the 2007 elections, the association co-organised a gathering of volunteers to ensure that civil service budgets were maintained, and that politicians gave up the mandatory civic service project. Finally, as stated earlier, for the Civic Service Act of March 2010, several associations made recommendations on the content of civic service. Thus, civic service associations are essential to the expansion of the civic service and its functioning. In 2015, the associations welcomed 73% of the young volunteers (Blanchet, Serres, 2017). Thus, one of the drivers of this innovation network is the active involvement of Unis-cité and other civic service associations in the evolution of the law. Prior to the 2010 law, minor dropouts could not enter civic service programmes. The new law on the obligation to train young people from 16 years of age, which mentions civic service among other training opportunities, should also give a stronger impetus to the project.



## The close dialogue between partners

At the national level, the close dialogue between the Unis-cité association and the national education system, and in particular, the general directorate of school education, which is rather supportive of these projects, has facilitated the construction of the programme. The reputation of the Unis-cité association in France and the network of contacts it has acquired is a definite asset in the implementation of the programmes. The existence of funding from national private funds, the financial participation of the MLDS\*, and the funding of local private and public organisations also facilitated the development of the projects.

At a local level, when the territories have already developed joint, inter-institutional actions, the introduction of a collaborative programme such as Booster is much easier to spread. Within local offices of Unis-cité, programmes are generally requested by the local coordinators, their motivation can promote the spread of this innovative programme.

### 4.3.4. Impacts/performance

#### 4.3.4.1. Dropping out of school has a human, social and economic cost

From an economic perspective, dropping out generates significant costs for society, much higher than those corresponding to the action of public policies in this field. The costs associated with the drop-out of a young person, accumulated over time, have been estimated for France at 230,000 euros<sup>23</sup> for each student who has dropped out. Among young people who leave the school system without a diploma each year, 38% are under 18 years of age (Weixler, 2014).

The Booster programme helps to reduce this cost. The year of civic service solves a number of problems of young dropouts such as health check, opening a bank account, renew their ID card, in addition to a possible return to training or employment. On the year 2018-2019, Unis-cité welcomed between 7500 and 8000 young volunteers. Within the teams, 30% of young people were dropping out of school. This rate of acceptance is higher than at the national level, the Civic Service Agency estimates that 17% of dropouts are in civic service. The Civic Service Agency has signed an agreement with the Ministry of National Education regarding early school dropout with the ambitious goal of reaching a 20% rate of young dropouts in civic service by 2020. For the Unis-cité association, each year, the number of school dropouts fluctuates according to the number of territories that develop the Booster programme (20 territories for the 2018-2019 school year; 18 territories in 2017-2018). For 2018-19, the programme includes 400 young people, including 200 minors.

An impact study regarding this reduction of costs for the French society and the positive impact on young volunteer have been carried out by Goodwill Management consulting company (see Appendix 1, Table 5).

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<sup>23</sup> Cost associated with the absence of a diploma (BCG/MENJVA study, 2012). The costs included in this global calculation are estimated for 40 years for the age group 25-65 years.

#### 4.3.4.2. Unis-cité indicators

Unis-cité has developed several classic indicators to measure the impact of civic service on young people. In particular, the rate of termination of the civic service contract, the *success rate*, is measured 3 months after the end of civic service (in September), then 9 months after (in March). With regard to the Booster programme, out of a promotion of 10 young minors who dropped out, 2 stopped their civic service before the end. Among school dropouts, about 60% of minors who drop out of school rebounded either with a job or a training three months after their civic service.

In the booster programme, there are no thematic objectives to be achieved for the missions. As stated earlier, these quantitative targets exist for programmes financed by national private funds (e.g. the *intergénéreux* mission have an imposed number of visits to isolated elderly people). The important factor in the Booster programme is that the young person manages to complete his civic service so that he can regain his self-confidence, which is often lacking, regardless of the targets set.

#### 4.4. Unexpected result

In the Booster programme, young people have 2 days of courses. One might think that the teaching method adopted was not only based on purely academic learning, but also on experimentation (personalised rhythm and social exchanges). However, practice shows that young people who agree to enter the Booster programme do not want to be differentiated in learning methods. They feel able to learn "like others" even if they have experienced failures with this method in their personal life.

Another unexpected result concerns the themes of civic service missions offered to young dropouts. It appears that sustainable development missions are not generally appreciated by young dropouts. The reason could be that young dropouts are looking for direct solidarity missions, face-to-face with the beneficiary, as in the case of the *restos du cœur*. The missions relating to sustainable development have a concrete dimension, but solidarity is indirect, the beneficiaries are potentially all people, and also concerns future generations. Dropouts may not have the necessary distance to realise this.

#### 4.5. Discussion

##### 4.5.1. Civic service as a method of reconnecting dropout minors

The method developed by this network of actors seems to be a major innovation in the field of early school dropout. The innovation concerns first of all the reverse method compared to the traditional methods previously proposed by the national education system or by integration organisations (academic upgrading, internships in companies, training). In the context of civic service, it is not the young person who is helped but the young person who will help others, which leads to a boost in the young person's self-confidence. According to the coordinators, a real transformation is observed among

these young people, from the beginning of the year to the end. Civic service makes them evolve considerably in maturity, each at their own pace and not necessarily at the same level. The impact is twofold: they engage in society and as a result, they help themselves.

School dropouts have multiple profiles and the Unis-cités association makes it possible to personalise the programme according to the motivation of young minors who drop out. Some volunteers will do their civic service with academic upgrading in the booster programme, while other dropouts, very reluctant to return to school, will do traditional civic service. This tailor-made approach is further strengthened in some territories where other institutions have a civic service accreditation. For example, in Nantes, the FAL (Federation of Laic Friends) offers an individualised civic service. Thus, during the interview with the Unis-cité association, young people can also be sent to this FAL association when they are motivated to follow the academic upgrading but are not willing to be involved in a collective civic service.

The innovation also consists in the collective civic service instigated by Unis-cité, with the particularity of associating minors and graduated young adults in the same civic service team in order to train these young adults to manage a public of young dropouts.

#### **4.5.2. Multi-actor and multi-scale coordination as a key to the success of the innovation network**

The coordination of actors is essential for the success of the programme. This requires an understanding of both the educational environment and popular education. While the two actors were initially able to operate as two parallel entities, it quickly became clear that coordination is essential for the Booster programme to be optimal. In general, the coordinators of the two institutions spend time with each other to receive the young people, the parents of the young people, for the integration week, for the presentation of the teachers. Thus, the programme is really combined between the two organisations and the coordinators.

The greatest difficulty seems to find partners in the associative or public sector for public service missions. The partners with whom this programme is most effective are those who already have a public service mission and therefore for whom the mission of re-mobilisation and integration makes sense.

#### **4.5.3. The territorial differences**

The local offices offer quite different solutions depending on the context. The respondents pointed out that there is a great difference between rural and urban areas. In general, there are few solutions for young minors who drop out in rural areas, while solutions are often more numerous in urban areas. For example, in Nantes, there are several organisations accredited for civic service. Young people have the choice between an individualised civic service or a collective civic service. These partnerships make it possible to refine the careers of young dropouts according to their profile (see § 4.3.1.2.). On the

contrary, in some rural areas, the structure of the programme must be adapted according to the accessibility of the schools in the area.

As a result, beyond the national partners, differences in the construction of the programme are possible depending on the resources of the territory and the density of the partners

- Some teams are forced to send dropouts from the same team to several high schools to avoid long journeys.
- Some Booster programmes offer only one mission during civic service because there are not enough partners at a local level to host this project. The network of associations is more or less dense depending on the territory.
- The availability of local funding also depends on the resources of the territory.
- The school upgrading programme may differ from the learning of basic knowledge.

The ambition of the Unis-cités association would be to try to deploy at least one Booster programme in each national education academy. As soon as Unis-cité has access to an academy, this partnership gives access to several territories.

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## 4.7. Appendixes

### Appendix 1 Performance of the Booster programme for the French society and for the beneficiary: result of an impact study (Source : Goodwill Management, 2019)

**Impact on the French society:** By re-mobilising young people who have dropped out of school, Booster programmes help to reduce costs to the French administration due to unemployment or inactivity of young people. The impact for the 2016-2017 Booster programmes is estimated at a saving of €2,880,172. This programme has therefore a benefit for the whole society by avoiding significant costs due to unemployment or inactivity throughout the life cycle of early dropout.

**Table 24 Impact on the French society**

Cost or Benefit	Figures	Source of the Figure
Cost of a young person dropping out of school over his or her lifetime	230 000 €	<i>Évaluation partenariale de la politique de décrochage scolaire, avril 2014 / Étude BCG/MENJVA</i>
Benefit associated with the better integration of an "average" volunteer	3 115 €	<i>L'impact économique du service civique, Février 2019</i>
Percentage of young people who will not dropout until the end of their studies. (approximated as the share of young people not in school dropout)	91%	<i>Comment agir plus efficacement face au décrochage scolaire ?, novembre 2017, CNESCO</i>
Percentage of young people saying that the programme has had an impact on their current activity	44 %	<i>Booster, BILAN 2016-2017</i>
Number of young people who returned to school	36	<i>Booster, BILAN 2016-2017</i>

**Source: Goodwill management, 2019, p. 53)**

**Impacts on beneficiaries:** In addition to the benefit to the society as a whole, this programme obviously benefits above all directly to the young people concerned. First by allowing them to have « Positive exit » *i.e.* when a young civic service volunteer gets either a job, or a training or return to school after his/her civic service mission. In 2016-2017, the Booster programme involved 260 Volunteers, 130 of whom were minors in dropout situations. 63% of the minors of the 2016-2017 Booster programmes returned to training or employment after the Civic Service.

In addition to financial benefits, this programme provides many behavioural benefits to young people who were previously dropping out of school and who could have encountered major integration problems. Indeed, 78% of young people feel that the Civic Service had helped to clarify their professional project, 94% of young people believe that they have made progress in terms of self-confidence, 85% in terms of autonomy and 73% in their ability to work in a team.

**Appendix 2****List of Terms and Abbreviations**

Abbreviation	Definition
ASE	Youth welfare office
BEP	Diploma of vocational studies certificate
CAP	Certificate of Professional Aptitude
CIO	Information and Guidance Centre
CPAM	Primary Sickness Insurance Fund
MLDS	The mission that prevent school drop-outs- This office depends of the French National Education Ministry
RSA	Inclusion income support

**Appendix 3****Table 6 Interviews – Booster Programme**

Types of respondents interviewed in this case-study	1 hour-by interview
The manager responsible for the Booster project at a national level	2019 Februar 20th
A coordinator of the Booster project (Unis-cité) at a local level in a rural area	2019 March 4th
A coordinator of the Booster project (Unis-cité) at a local level in an urban area	2019 March 20th
A academic coordinator of the School drop-out Prevention Mission at a local level in an urban area	2019 March 18th
An academic coordinator of the project	2019 March 25th

## 5. French Case-Study 4: The *Melting Potes* programme

### 5.1. The case in a nutshell

The case study examines the *Melting Potes* programme<sup>24</sup>. This programme is a civic service commitment offered by the Unis-cités association, primarily for the Roma community, which has been opened since 2018 also to refugees<sup>25</sup>. The aim of the programme is to facilitate the inclusion of minorities in the French community and to eliminate prejudices against them.

This case study was chosen because this programme is based on a multi-stakeholder innovation network (public, private, associations) in the field of integration of discriminated groups (Roma and then refugees). The innovation process is mainly bottom up and based on a collaborative dissemination process. The programme is innovative in several fields. Civic service is used as a springboard for the integration of discriminated groups into the French community. Civic service enables young allophones to improve their level in French language, to improve knowledge of French culture, and to consider their project for the future. In addition, this programme helps to remove any prejudices about the communities that young people or civic service partners may have. Finally, allophones have a role as community support, to improve the inclusion of their community in the French community. In addition, this social innovation is structured around several methodological and pedagogical innovations (language sessions conducted by Francophones, tailor-made training on access to rights and health).

Several experimental versions of this inclusion programme have been proposed by local offices of Unis-cité, especially the *Accel'R* programme, proposed by a local office of Unis-cité in Paris in 2017 on an experimental basis (2 refugees received), then renewed in 2018-2019, and the *Melting Potes* programme, proposed by the Toulouse office since 2016. In this second version, the 2016-2017 and 2017-2018 year group included 10 young Roma and 10 Francophones who committed themselves together for eight months of civic service. The 2018-2019 year group hosted 10 Francophones and 10 allophones (including 6 beneficiaries of international protection and 4 young people of Roma culture). This Toulouse innovation network is the subject of this study.

The ambition of the Unis-cité association, hosting this innovation network, is to develop this programme throughout the country. Unis-cité has just obtained a partnership with the DI-Air\* (Inter-ministerial Delegation for the Reception and Integration of Refugees) to increase the number of refugees welcomed throughout France. This method is now being spread to other associations willing to invest in this type of programme.

Three interviews have been conducted, firstly with the national manager of the project, responsible for innovative projects, and secondly with the local coordinator of Toulouse office, who created the *Melting potes* project within the Unis-cité association. Another interview was conducted with a teacher

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<sup>24</sup> "Melting Potes" is a play on words between the word "melting pot" and the word "buddies", "Potes" in French.

<sup>25</sup> <https://www.uniscite.fr/missions-service-civique/melting-potes/>



who intervened with young people in civic service in their community support missions in slums areas or at the *Grand Ramier* area (see Appendix 1, Table 7).

## 5.2. The context

### 5.2.1. Civic service associations, the creation of the 2010 Service Civic Act and its 2017 amendment

The Unis-cités association is a civic service association created in 1994 on the model of the American organisation model "City Year". This association has played an important role in collaborating with other civic service associations to promote the development of the civic service law. The Unis-cité experience in civic service inspired the Civic Service Act of March 2010. Civic Service is a general interest voluntary commitment, open to young people between 16 and 25 years of age, without any requirement for a diploma. The Civic Service is compensated 580 euros per month. It can be carried out with associations, local authorities (town halls, departments or regions) or public institutions (museums, colleges, lycées...) over a period of 6 to 12 months for a mission of at least 24 hours per week<sup>26</sup>.

The amendment of the Civic Service Act in 2018 made the recruitment of refugees possible. The conditions under which refugees may access civic service has been enlarged. Before that date, refugees could only be in civic service if he/she had a valid residence permit. Interim documents were not accepted. For these people, expulsions from reception centres (*e.g.* CADA\*) made it difficult for them to undertake civic service. Currently, any young refugee under the subsidiary protection status can do civic service, regardless of the duration of residence on French territory. This change led the Toulouse office to extend the Melting Potes model to refugees.

### 5.2.2. The emergence of the Melting Potes programme

The Melting Potes programme targeting Roma was inspired by an experiment in *Ile de France* carried out by the association *Les Enfants du Canal*<sup>27</sup>. The association *Les enfants du canal* fights against the exclusion of people living on the street, in slums or in poor housing. Since 2013, the association has been developing the *Romcivic* programme, which is based on the Civic Service as a means of integrating young Romanians and Bulgarians, thanks to the principle of "peer assistance". This civic service includes a 20 Roma and 10 Francophones team. The missions of general interest assigned to *Romcivic* volunteers aim to improve the living conditions of families living in slums in the *Ile-de-France* area (*i.e.* support in administrative procedures and access to healthcare, improvement of hygiene with the setting up of mobile laundry, activities for children, etc.). Volunteers receive training and are accompanied by the socio-educational team in order to be included through access to housing/accommodation and employment at the end of the volunteer period. This programme was set up following the observation

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<sup>26</sup> <https://www.service-civique.gouv.fr>

<sup>27</sup> <https://www.lesenfantsducanal.fr/>

that the support for these families living in slums could not be followed because it was interrupted by the successive expulsions of these families. Training youth from a community to peer assistance helps to keep the skills within the community.

The situation of Toulouse was different from Paris, since slums had been present since 1954 (with about 1500 people) without being evicted. Assistance associations are therefore regularly involved.

The coordinator of the Toulouse office tried to replicate *Romcivic's* experiment at the local level by significantly improving it and adapting it to local needs. The coordinator added skills of the association Unis-cité in terms of collective civic service and diversity (regarding gender, economic status, social class, ethnicity, language...) to design the Toulouse programme.

### 5.2.3. Objective of the Melting Potes programme

The objective of the first *Melting Potes Roma* programme was to enable the Roma community and the French community to interact. Its objective was to change representations of the Roma community and combat discrimination against it, to promote the inclusion of the Roma in the French society, and to promote the understanding of the French culture through concrete actions of solidarity. The community support made by the young volunteers enables the access to medical and educational care for their families. Indeed, once integrated, with a sufficient level of French, and having understood the functioning of institutions, allophones in civic service make it possible to build links between the French community and their community through integration actions. In the 2018 version, the programme facilitates the acquisition of the French language by young allophones through French-speaking civic service volunteers.

### 5.2.4. The Melting Potes network

The Melting Potes network gathered numerous partners:

- the Unis-cité association, and in particular the Toulouse office (as architect of the project)
- the Civic Service Agency is a Public Interest Group under the supervision of the Ministry of National Education. It ensures the management of the approvals and financial support provided by the State for the hosting of volunteers in Civic Service
- the Di-Air\* (Inter-ministerial Delegation for the Reception and Integration of Refugees), which is the structure in charge of refugees in CPH\* (temporary accommodation centre), CHU\* (University Hospital Centre), CADA\* (Centre for Asylum Seekers).
- the National education, in particular the CASNAV\* (Academic Centre for the education of newly arrived allophone pupils and children from itinerant families and travellers). This organ of the national education system deals with first-time arrivals, child travellers and allophone children arriving in France.

The teachers of FLE\*<sup>28</sup>, who are involved in the Unis-cité programme. Schools in which allophone families will register their children. Schools for French as a Foreign Language session (FLE), partner associations such as *Forum Réfugiés*, which provides this type of service, and external stakeholders.

-The platform “health-precariousness” of the city of Toulouse, which is a platform gathering all the actors of precariousness (health, housing, professional integration). The health platform is an entity of the ARS\*.

-The DRJSCS\* (the regional and departmental directorate for youth, sports and social cohesion), in charge of managing long-term programmes on territorial level.

-Other partners are also part of this innovation network, health professionals, for example school medicine, volunteers of the *Médecin du Monde* association.

-Associations dedicated to refugees, in particular *Forum réfugié-Cosi*. It is a structure specialised in the reception of refugees. Since 2017, it has been responsible for the reception of newly arrived asylum seekers. The association continues the actions carried out until then by the OFII\* (the French Office of Immigration and Integration) and the *French Red Cross*. This structure assists refugees with administrative procedures, mail domiciliation, orientation towards partners managing emergency accommodation and emergency support. The youth in civic service delivers language sessions at *Forum-réfugee Cosi* association.

- The association *Les enfants du canal* which collaborated with the Toulouse office to help them develop the *Melting Potes* programme.

-Local missions, and various other associations in which young people in civic service will do their civic service mission: historical partners of Unis-cité (such as Emmaüs, Les restos du cœur, La banque alimentaire (the food bank)), territorial partners (such as the Toulouse carnival, the *Confluences* association (integration through employment), etc.).

-Funders: Unis-cité private national funders (For the future *Melting Potes* programmes, partnerships are currently being studied), the Civic Service Agency, the National Education, local funders (local authorities, etc.).

### 5.3. The five key dimensions

#### 5.3.1. Type of innovation/type of innovation process

##### 5.3.1.1. Social innovation

The *Melting Potes* programme is above all a social innovation. Social innovation refers to the target of the programme, the search for diversity and cultural mix and the community support.

##### **Social innovation through the target of the programme**

The *Melting Potes* project is at the heart of the values of Unis-cité since it is about encouraging “*respect for others in their differences*”, i.e. enabling young people to become conscious of their prejudices (in

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<sup>28</sup> FLE stands for French as a Foreign Language. FLE courses are therefore French courses given to non-French-speaking learners in France or abroad. It is therefore a discipline in itself for which there are certain methods.

both directions), to be ready to deconstruct their ideas and to better understand and appreciate the diversity of our society. This innovation has a social dimension through the target group to which the programme is directed: it enables Roma to be integrated into civic service with other French citizens. Whether in the media, in their daily lives or in political speeches, Roma are frequently victims of violence and various forms of discrimination (difficulties in accessing health, schooling, employment, housing, etc.). These discriminations are most often the result of a lack of knowledge and ignorance of the rights of these populations. Roma themselves are often unaware of the rights to which they have access. The target of the Melting Potes programme has changed since 2018. This programme is now opened to refugees on the basis of a twofold observation: civic service became accessible to refugees in 2017 and on the other hand, the methodology applied in the case of Roma is fully reproducible in the case of refugees (see § 5.3.1.2.). Roma living in slums have the same feeling of withdrawal as refugees living in CADAs\*. They have few interaction with the French community. These communities do not have a sufficient level of French, which keeps them in a logic of exclusion.

### **Social innovation through the search for diversity and cultural mix**

Diversity is pushed to its maximum in this programme, since beyond the diversity of nationalities and religions, the profiles of the young people recruited are also varied and their motivation very different. In Toulouse, 100 to 150 volunteers are recruited each year. They choose the programmes according to their wishes. Francophones are recruited through the conventional channels, but the *Melting Potes* programme now has its own channel: it attracts young people from the FLE\* master's programme. Young people who choose this program know that they will be trained in transfer of language skills and this can be part of their professional project (1/3 of French-speaking volunteers come for this reason). Another third of the French-speaking volunteers are aspiring to a career as social workers and as a result, are applying for the Melting Potes programme. A third third of young Francophones come for the migration theme. For example, they come from families that have migrated, or are people who have been adopted. Francophones can also be foreigners.

Allophones choose to come to this programme either because they are quite enclosed in their community and are looking for an opening into French society, but they already speak good French. It is therefore the discovery of the French culture and community that motivates them. Other allophones are very well included in French society but want to move from a relative dependence on the CADAs\* or social workers to a situation where they will be useful to society, particularly through the community support. Finally, allophones are there because they hardly speak French and the motivation is the language sessions.

### **Social innovation through community support**

The integration of the Roma community, or refugee allophones, continues in the programme through the community support mission. Once trained on the French culture, on the rules of the French community, on the functioning of the school system and the French health system, these young people will be used as a mediator (as a "link") between the two communities. The young people will support the actions of the health or schooling programmes. Francophones also play this role by accompanying migrant families in institutions when finalising school registrations, producing bus cards or registrations in social services linked to the school.

### 5.3.1.2. A methodological innovation

The programme is based on methodological innovations, both in terms of the programme designed for Roma or allophone communities and in terms of the missions assigned to Francophones.

#### a) Methodological innovations targeting allophones: inclusion missions

The Melting Potes programme has been built in an innovative approach to facilitate community inclusion. The educational programme is based on several elements designed specifically to gradually immerse young people in French culture and integrate them into the French community. The first phase consists of workshops and language sessions. The second phase consists of the "Change the World" workshop and the community support.

**The first two-months phase** aims to increase the level of French and to learn to work in a team with people who are not from the same community. The training in French is based on a communicative approach of the language (6 hours per week). Teamwork (1 day a week) is carried out on concrete missions that do not require language skills (working on construction sites, painting a room, creating vegetable gardens, green spaces, planting trees...) which helps allophones not to be excluded from the conversations. This enables them to start eliminating prejudices, and practising French. The hosting associations in which they start their civic service are Emmaüs, La banque alimentaire (the food bank), Les Restaurants du Coeur...

**In a second phase**, two new elements appear:

- **The "Changing the World" workshop:** This half-day workshop, which takes place every week, allows young people to explore the diversity of communities. This workshop corresponds to the core values of the Unis-cité association since it is about becoming aware of the diversity of people. In these workshops, prejudices are removed. As part of *Melting Potes Roms*, young Roma people exchanged views on their representation of French culture and French people on their representation of the Roma community. At the end of this confrontation, the young people create tools to fight against discrimination (photo exhibition, theatre play, film, song). Then, the young people share what they have learned. These tools are presented to other young people in civic service, to the young people's families, or in associations to pursue the change of mind-sets and develop social cohesion. In the new programme, this workshop is still carried out but it has been broadened with the representations of the communities represented in the year group.

- **The community support** (January to June of a school calendar): Once trained in the culture of the French community, and in the French language, the young allophones will support the actions of associations. To prepare these young people for the community support, the young volunteers are first required to present the functioning of their school system, and are trained by Casnav\* on the functioning of the French school system. They receive internal training or training provided by the *Médecins du Monde* association on the health system and the method of the community support. They support preventive health actions or national education actions in relation to children's schooling. Young people in civic service visit Roma families in teams of two (Roma-Francophone) or visit other

communities (allophone-Francophone) in slum areas or casnav\* with a member of a community support action, to do community support. During the community support, these young people in civic service will meet families to discuss the families' representations of school and persuade them to send their child to school, by overcoming prejudices and explaining the rules of the school. Frequently, small details related to the lack of knowledge of how the rules of the school operates and of course the language barrier for administrative procedures, make the families hesitate to send their children to school.

- **The conventional workshops:** Young allophone volunteers are also mobilised through workshops designed for assisting them on their future projects (by offering them the opportunity to follow a formation after the civic service, or to find a job). The young people also following a civic and citizenship training.

### **b) Methodological innovations related to the Francophone programme: Skills transfer missions**

An innovative pedagogical proposal has been implemented for Francophones: language session. Instead of giving directly French sessions to allophones, Francophones are trained to transfer language skills and they are the ones who facilitate the volunteer allophones' French session. Francophone volunteers work for the beneficiaries of the *Forum réfugiés Cosi*. Under the leadership of AMS Grand Sud\*, Francophone volunteers have set up groups of French speaking levels. This made it possible to adapt the session to the needs of allophones. Similarly, it was found that the fact that allophones share the daily lives of Francophones has helped to improve the efficiency of their community support missions. For example, for the health community support, Francophones have prepared a session to learn the different parts of the human body.

The young volunteers of *Melting Potes* must follow civic and citizenship training as any young person in civic service. A reflection was carried out on the content to be transmitted to allophones. Francophones are also the ones who do this research on content and knowledge transfer, once they have completed their own civic and citizenship training. This method, as well as immersion in a group, makes citizenship education much less artificial than conventional education.

### **5.3.2. Type of Innovation Network**

The innovation network attached to the *Melting Potes* programme is above all a bottom-up innovation. As stated earlier, the local office of Toulouse proposed a specific programme for Roma civic service with local partners drawing inspiration from the programme set up by *Les enfants du canal*. These two associations held meetings to share informations about the difficulties they have encountered for the *Romcivic* programme, as well as the favourable elements. The 2017 Civic Service Act has enabled the programme to evolve to include refugees, but the innovation network existed before this amendment of the law and remained bottom-up after that event. The stakeholders of the programme have also been broadened to other organisations and associations dedicated to refugees with the new design of the programme.

### 5.3.3. Drivers/Barriers

#### 5.3.3.1. Barriers

##### **Human obstacles**

Barriers related to discrimination against communities. Roma are often confused with Travellers, which gives the image of people who would not want to settle on the territory. In addition, young Roma or some refugees are subjected to discrimination when they want to open a current account to undertake their civic service. Some banks are very reluctant to open a current account. This results in a systematic increase in the delay of answer. Some bank agencies even request a meeting with the refugees to edit a bank statement, even though the young people had already obtained the bank account. These documents are required to establish the civic service contract, and these banks put in difficulty the establishment of the civic service contract. Similarly, redoing a passport or identity card takes more time. Thus, young volunteers were not immediately able to receive the civic service allowance payments. Three volunteers were even demobilised within the first two months for these administrative reasons (2017-2018 year group).

##### **Differences in equal treatment depending on the territory**

The new law regarding refugees is still very recent, it has emerged that the Civic Service Agency does not give the same answers on the admission of refugees into civic service according to the territorial offices. In particular, some official documents are not systematically given to minors when they enter the country when the parents possess this document, because children are protected by law, which can be a problem when establishing the civic service contract. However, on the tolerance of administrative documents, the Civic Service Agency was not uniform on the processing of files. The same difference in treatment was noted among the prefectures of the different territories. Currently, the prefecture draws up the missing documents at the discretion of the administrative agent.

##### **Financial barriers**

Financial barriers are important for the Melting Potes programme, especially in its *Roma Melting Potes* version. Indeed, large private companies and local authorities are reluctant to put a large amount of money into helping Roma communities, even if they would like to. Companies do not want to associate their image with that of the Roma, and communities are concerned about the return of voters who may blame them for this initiative. Thus, Roma are subject to a "double penalty", discrimination against their community, and discrimination linked to the reluctance of funders. Refugees have a better image than the Roma following the wave of indignation of Europeans with the treatment reserved for refugees. However, the Unis-cité association, which won the call for proposals to host an additional number of refugees for the 2019-2020 year group, does not yet know which national private funders will be able to be mobilised for these future programmes.

##### **Logistical obstacles**

During missions, volunteers in civic service do a lot of work with volunteers from associations, which can be problematic because volunteers from associations generally invest themselves beyond their professional activity, *i.e.* after their professional activity. Melting Potes volunteers are forced to



undertake missions corresponding to office hours (9am-5pm) and not on Saturday. This temporality limits the missions.

**Another potential obstacle** for the next year group is the recruitment of refugees. The Unis-cité association has made commitments to the Di-Air\* for a large number of refugees, a quota that must be respected.

### 5.3.3.2. Drivers and Institutional factors

**The pioneering role of the city of Toulouse:** The city of Toulouse has carried out with the DIHAL\* (Interministerial Delegation for Housing and Access to Housing) an ambitious and intelligent territorial strategy for the reduction of slums. Since 2012, the DIHAL\* has been monitoring the dismantling of illegal camps in the territories and has provided financial support for partnership initiatives to reduce the number of slums. The dismantling of the illegal camps in Montaudran was carried out in July 2016, with the proposal of a significant number of alternative housing solutions spread throughout the territory, accompanied by an integration system. A total of 329 people (115 of them minors) were rehoused, including 298 in the City's insertion and accommodation system. The operation was carried out under good conditions and in partnerships with the services of the prefecture, the town hall of Toulouse, the Departmental Directorate of Social Cohesion, the Central Directorate of Public Security, the municipal police and social workers from the *Soliha* and *France Horizon* associations, and the *French Red Cross*. The successful running of these operations and pre-existing partnerships in the territory have helped to facilitate the development of the *Melting Potes* programme.

**The amendment of the 2010 law:** The amendment of the Civic Service Act has allowed beneficiaries of international protection\* (BPI), and some other refugees, to access civic service.

### 5.3.4. Impacts/performance

**French-language assessments of allophone volunteers:** An oral and written assessment is made at the beginning, middle, and at the end of the civic service. These assessments will be used in the form of attestation of levels or diplomas. AMS Grand Sud\*, for the territory of Toulouse, is a certified organisation, which allows a better valuation of the prior learning. AMS Grand Sud\* also participates in several workshops to evaluate the progress of volunteers and to adapt the content of the training time. The evaluation takes place throughout the eight months. The language formation includes 225 hours of language training prepared and delivered by the 10 Francophone volunteers of the programme, 30 hours of training in skills transfer, preparation and animation of sessions in French as a second language and integration.

**The evaluation tools of the *Melting Potes* programme:**

For allophones, Unis-Cité has created a specific evaluation tool: "*the mountain of change*". This tool measures the impact of Civic Service on 5 dimensions:

- The feeling of being part of Toulouse/French society
- The level of French

- The level of self-confidence in job search/training
- Self-confidence
- Confidence in its future in France

**For Francophones:** A questionnaire is sent to volunteers in the middle and at the end of their civic service. It covers four items: the volunteer's coaching, his/her involvement in the project, his/her feeling of usefulness and his/her degree of satisfaction.

An impact questionnaire is proposed to them at the beginning, at the end of the civil service, and six months and nine months after the end of the Civic Service. It makes it possible to measure the impact of the programme on the volunteer, his/her commitment and his/her citizenship.

**For partners:** A questionnaire for the prescribing partners is sent in the middle and at the end of the Civic Service. This tool makes it possible to measure the volunteer's linguistic progress, his/her autonomy and more generally, the relevance of the programme. A questionnaire for operational partners is also sent at the beginning and end of the Civic Service. It makes it possible to assess the quality of the partnership relationship, perceptions of structures welcoming allophones and changes observed among volunteers.

**More qualitative information** is also collected by the Unis-cité coordinator during individual interviews, as well as during collective outcome meetings at mid-term and at the end of Civic Service and during Civic and Citizenship Training.

It is difficult to measure some of the integration process, but the integration of refugees or Roma through the community support is effective. A snowball effect is noticed from the moment a child of a community is sent to school thanks to the actions of the community support. Even if the impact is difficult to estimate, an increase in social cohesion due to the reduction of prejudices among young people in civic service, the sensitisation of young people by the *Melting Potes* group and the sensitisation of the families of young volunteers has been noted.

## 5.4. Unexpected results

The hosting structures were initially difficult to convince, on the one hand because the association did not have any concrete results to present on this programme, and on the other hand because the programme had to be set up over a very short period of time. As a result, the local coordinator began by offering this program to Unis-cités' historical partners (Emmaüs, Les restos du cœur, la banque alimentaire). When the programme was presented, some associations were reluctant to welcome young people from the Roma community, explaining the difficulties they might have in communicating with this community. Paradoxically, solving these types of communication difficulties is the purpose of the programme. The aim is to resolve the difficulties of understanding which exist between the French community and the Roma community or the families of refugees. From the third year group of *Melting Potes*, the trend was reversed, *i.e.* a large number of associations and organisations came forward to ask for Melting Potes civic service volunteers.

## 5.5. Discussion

### 5.5.1. The Civic service as a method of including refugees.

#### 5.5.1.1. A multifaceted support

The method developed by this network of actors is an important social innovation in the field of refugee integration. It makes it possible to achieve the inclusion of allophones in French society through concrete and rapid action, as well as to eliminate prejudices against them, and improve social cohesion. The Melting Potes programme is intense and includes joint recruitment with supporting associations that are accessible to people who speak very little French (infra A1), 225 hours of language training, support for employment during and after the Civic Service, 3 days of project-specific training (Community support method, intervention with people in extreme precariousness, active listening) and 7 days of tailor-made citizenship training. Each day of Civic and Citizenship Training (CFC) focuses on a different theme: The different modules are: "Environment", "Health - taking care of oneself and others", "Fight against discrimination - living together and respecting differences", "Interculturality", "Discovering institutions - commitment and citizenship", "Secularism and religion", which allows young refugees to understand French culture. They are also trained in level 1 first aid (PSC1).

#### 5.5.1.2. Civic service as a support for professional integration

Civic service is not a means of professional integration because it is not part of an employment or professional logic. What distinguishes volunteering from salaried employment is both the purpose of the mission and the absence of a subordinate relationship between the host organisation and the volunteer. This means that the volunteer's mission must correspond to a project distinct from the regular activity of the host organisation. However, it is considered by the young volunteers themselves as a "first professional experience". From their point of view, it is undeniably part of a training and orientation programme. Thus civic service unquestionably allows the integration of refugees and the Roma community. The young people are also assisted on their Future project by individual support: volunteers benefit from 3 individual meetings with the programme coordinator. The objective of these interviews is to discuss with the volunteer about his or her future project and the steps necessary to achieve it. The collective support is organised in three stages. It allows the development of skills acquired before and during civic service and their translation into a Curriculum Vitae. At the end of civic service, each volunteer is interviewed individually by a jury of professionals. The objective is to enhance their Civic Service, and to provide them with constructive recommendations and advice for the rest of their career.

The volunteers will experience diversity for eight months. This gives them concrete experience and legitimacy to create and share tools for the inclusion of Roma and refugees and to fight prejudice. Volunteering, which is an intense commitment (24 hours a week), helps to restore the self-confidence of allophones and to value them through the useful actions they carry out for the society. They are no longer in these moments, the assisted but the helpers. In addition, the skills acquired by these young

people are sustainable, their skills are preserved within the communities and allow them to continue school, health support and assistance with administrative documents for the benefit of their community.

### 5.5.2. Widespread dissemination and improvement of this social innovation

This case study revealed the importance in the case of social innovation of disseminating innovation and sharing good practices between associations. Regarding this innovation, the bridge was first established between the association *Les enfants du canal* and the association Unis-cité to build the Melting Potes programme. The association of *Les enfants du canal* had welcomed with open arms the Unis-cité association to transfer knowledge about their *Romcivic* programme by sharing the difficulties and the successes. The two models have learned from each other. The Unis-cité association has added the transfer of language skills and the transmission of civic and citizenship training.

Several local offices of Unis-cité are offering this year the system in different forms: a Roma Melting Potes version, a refugees Melting Potes version, a mix of Roma and Refugees version. There are moments of feedback and regular communication between Unis-cité local offices. The Melting Potes programme and the methods used are disseminated not only to other local offices of the Unis-cité association, but also to other associations or institutions. Thus, the Interministerial Delegation to the Fight against Racism, Anti-Semitism and Anti-LGBT Hate (DILCRAH\*), commissioned Unis-cité to present two tools: a kit that presents all aspects of the *Melting Potes* programme and its implementation, and a film that explains the Civic service path of a volunteer from the *Melting Potes* programme.

This innovative model is therefore spread between organisations without appropriation, so that other structures, municipalities and local authorities can experiment it. The next stage of dissemination will consist in the very widespread deployment of the civic services for refugees in partnership with the di-Air\* (Inter-ministerial Delegation for the Reception and Integration of Refugees), which launched a voluntary programme to receive refugees in civic service last October (2018), which resulted in a call for projects that ended on 15 January (2019). Unis-cité was selected (on February 15) among other structures to welcome (this year) 290 young refugees into its network under different modalities. Meetings between the winners of this call for projects will make it possible to refine the operating procedures of their respective projects and to exchange good practices, or to find funding providers.

## 5.6. References

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- [2] Cottin-Marx S., Hely M. (2017), Témoignage, Le volontariat dans le service public, Entretien avec Yannick Blanc et réalisé par Simon Cottin-Marx et Mattieu Hély, Ecole nationale d'administration, *Revue française d'administration publique*, 2017/3 N° 163 | pp. 571-574.
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- [5] Rapport d'activité Unis-cité (2017)
- [6] <https://www.lesenfantsducanal.fr/nos-actions/romcivic/>

## 5.7. Appendixes

### Appendix 1

**Table 25 Interviews – Melting Potes Programme**

<b>Types of respondents interviewed in this case-study</b>	<b>Date</b>
The manager responsible for the <i>Melting Potes</i> project at a national level	2019 Februar 20th - 1h30
A coordinator of the <i>Melting Potes</i> project of Toulouse office at the initiative of the creation of the Melting Potes programme	2019 March 1st- 1h20
A frontline stakeholder on community support actions with young people in civic service in Toulouse, who works for SEGPA* (General and Adapted Vocational Education)	2019 March 18th - 1h

**Appendix 2****List of Terms and Abbreviations**

<b>Abbreviation</b>	<b>Definition</b>
AMS Grand Sud	AMS Grand Sud - Vocational and continuing training
ARS	Regional health authority
CADA	Centre for Asylum Seekers
CASNAV	Academic Centre for the education of newly arrived allophone pupils and children from itinerant families and Travellers
CHU	University Hospital Centre
CPH	Temporary accommodation centre
DI-AIR	Inter-ministerial Delegation for the Reception and Integration of Refugees
DIHAL	Interministerial Delegation for Housing and Access to Housing
DILCRAH	The Interministerial Delegation to the Fight against Racism, Anti-Semitism and Anti-LGBT Hate
DRJSCS	The regional and departmental directorate for youth, sports and social cohesion
FLE	French as a foreign language
OFII	The French Office of Immigration and Integration
SEGPA	General and adapted vocational education

## 6. French Case-Study 5: The saillysiennne “Fabrique”: The participatory garden

### 6.1. The case in a nutshell

This case-study examines the “saillysiennne Fabrique” (“La fabrique saillysiennne”), created at the beginning of 2017, whose objective is to set up projects proposed by the inhabitants, in order to improve the quality of life of the village. These cooperative projects have a general interest objective, and mainly have an environmental purpose.

#### *The objective of this innovation network*

The town hall, which was at the origin of the development of this project, had a discussion on inhabitants’ participation. The elected representatives’ desire was to involve the inhabitants of the village who are not usually present in the life of the town hall and who don’t represent the associations. The objective of the fabrique is thus to modify the traditional methods of communication between elected officials and citizens. Considering that citizens tend to criticise traditional methods of citizen participation, the objective of the town hall is to involve the inhabitants in the life of the village by testing an alternative method of participation that must be very different from a citizen council.

#### *The nature of Innovation*

The Saillysiennne Fabrique is above all a “social innovation”: The Saillysiennne Fabrique is presented by the people of the municipal council as a “means” to “*accompany people who want to do something positive for the citizens*”. Thus, the innovation is social in its purpose and method. Its purpose is to improve the well-being of the inhabitants of the village by implementing a large number of projects of general interest. This purpose is being achieved through the application of a new method of citizen participation: the city council decided to create a “Fabrique”. The Fabrique is a new form of co-creation between citizens and the town hall with a specific operating mode. The Fabrique is not a physical place, nor an association. It is a space of proposals, open to everyone, children, adolescents and adults. The Fabrique collects citizen projects proposals at meetings dedicated to this purpose. Thus, the Fabrique facilitates initiative and citizen self-organisation, by encouraging creativity and innovation. The creation of a Fabrique Charter (see appendix 1) has been essential for the inhabitants and the town hall, in order to agree on the role of each stakeholder and the functioning of the Fabrique.

#### *The emphasis of the projects on cooperation and environmental purpose*

While the choice of projects was left completely open, the majority of the projects focused on themes combining cooperation and preservation of the environment. The motivation of the inhabitants for environmental project is part of a willingness to experiment environmental friendly methods, and to convince other inhabitants to adopt environmentally friendly behaviour. This focus on the environment is also one of the reasons why this case study was chosen. These projects have given rise to networks involving different stakeholders (professionals and citizens). Among these environmental projects, we analysed the creation of the participatory garden insofar as this project is already in operation, with a strong citizen participation, and has direct links with other smaller-scale environmental projects (such as Compost Workshop or Zero waste Challenge).



The idea of a participatory garden comes from two different but complementary demands of the citizens: some citizens wanted to learn permaculture and composting techniques; others were already in a permaculture or gardening process, but were looking to implement a project at a collective level in order to create social cohesion. The participatory garden project existed before the creation of the Fabrique as one of the inhabitants wanted to develop an *Incredible Edible Community Garden* in the village (as it was already being done in the village of Toufflers), but the idea has not been implemented before the creation of the Fabrique.

*The innovation network of the participatory garden* is made up of the town hall, citizens of Sailly-Lez-Lannoy, citizens of other neighbouring villages, and the schools of the village. Some professionals (associations, self-employed persons) are also involved in the Fabrique. Some of them have helped the inhabitants on a voluntary basis, others were compensated; some of them participated in several meetings, others intervened on an as-needed basis, according to the requests of the inhabitants. The participatory garden has been part of the network of the *Incredible Edible Community Gardens* since the beginning.

Five people from the Saillysienne Fabrique were interviewed (see Appendix 3, Table 8) and documents and the website relating to the network have been examined.

## 6.2. The context

### 6.2.1. The village and the genesis of the Fabrique

Sailly-Lez-Lannoy is a village situated in the department of Nord (Hauts-de-France), which had 1696 inhabitants in 2015. It is a village described as a dormitory-village, a junction between rurality and city, of rather wealthy people, with an unemployment rate of 7.5% in 2015. As we have already stated, one of the reflections of the municipal council, even before the creation of the Fabrique, was to bring in and involve other inhabitants in the life of the village (meetings, festivities, etc). The city council people put forward several arguments to explain this lack of citizen involvement:

- For some inhabitants, the reason may be the fear of the “social oversight”, when people consider themselves socially disadvantaged,
- For others, it may seem like an antagonism between citizens and elected representatives, citizens do not have confidence in the projects proposed by elected officials,
- For others, leisure activities are not located in the village of Sailly-Lez-Lannoy but in the town of Lille or in Belgium<sup>29</sup>.

Another observation that explains the town hall's willingness to involve the inhabitants in the life of the village is the fact that small municipalities have very little time to develop projects. A more participative operating mode would increase the implementation of village projects.

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<sup>29</sup> The village is located near the Belgian border.

The idea of the Fabrique emerged in 2017 following the projection in the municipal hall of the documentary entitled "Tomorrow" in the context of the "Library Night" event. This event included an intervention of the director of the company *Pocheco*. This company, which manufactures paper envelopes and bags, offers to raise awareness about *ecolonomy*<sup>30</sup>. *Ecolonomy* is a new way of doing business without destroying, using a circular model, an alternative to the "produce, consume, throw away" model. The documentary "Tomorrow" films people around the world who propose local solutions to environmental, economic and social problems. The film projection was accompanied by a discussion with the director of the company *Pocheco*. During the projection of the film "Tomorrow", the proposal to create a Fabrique was motivated by the (unusual) presence of many inhabitants. It was agreed to organise a meeting to decide on a new way to involve the inhabitants in the community life of the village. The municipal councillor talks about "creativity seminars".

Then, several such meetings have been organised. During these meetings, participants make proposals for activities. The most successful proposals have been selected and are being tested. During the first meetings, it was decided that the meetings and activities in which the inhabitants of Sailly-Lez-Lannoy participate are not mandatory (the inhabitants participation can be strong or sporadic depending on the possibility and wishes of the inhabitants), and that the Fabrique will not be an association to keep total freedom of operation and experimentation. Participation in an activity requires the acceptance of a charter, created by the town hall and its inhabitants during the first working groups (see Appendix 1 and 2).

### 6.2.2. The themes of the Fabrique's projects

Currently, 11 projects have been selected. The social, collaborative dimension, the search for interaction, sharing and cooperation, is at the heart of all these initiatives. The projects are mainly environmental. The environmental objective is dominant in the following projects: Compost Workshop, Carpooling, Zero Waste Challenge, Participatory garden, Hives. In the other projects, the "social link" dimension is dominant, but environmental preservation can also be present, in particular through the idea of re-using resources. The other projects are the Book Boxes, Magazine Exchange, European Cycling Challenge, National Meetings of Participation, Film Debate, and Twinning.

### 6.2.3. The scope of this innovation network

Since participation can be very different among inhabitants as different forms of involvement are possible (occasional or regular), it is very difficult to determine how many people are members of the Fabrique network. The categories of stakeholders of the Fabrique's network are the following: A majority of Sailly-Lez-Lannoy inhabitants, a few other inhabitants from other villages, municipal councillors, municipal nursery and primary schools, professionals who periodically come to help the

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<sup>30</sup> *Ecolonomy* is a contraction of the word *Economy* and *Ecology*. The CEO of the company *Pocheco* (Emmanuel Druon) wrote a book entitled "*Ecolonomy: Doing Business and Manufacturing Differently*" in which he explains how he has implemented *Ecolonomy* in his company.

Fabrique's workshops. These professionals can be associations or private companies and intervene on a voluntary basis or with compensation.

In the participatory garden, which was the subject of our analysis, the number of inhabitants is estimated at an average of twenty people, with about ten people who constitute the hard core of the life of the garden. The other ten people include people whose involvement is very punctual, and it takes into account the departures and arrivals of inhabitants. As stated earlier, the garden has been affiliated since the beginning with the network of *Incredible Edible Community Garden*, from which it is inspired, but the inhabitants have not yet had the opportunity to share events with this network. One of the projects, the *National Meetings of Participation*, also constitutes an opening of the network towards networks of other municipalities. The twinning project with the municipality of Kirknewton, near Edinburgh, may open the network to an Anglo-Saxon audience.

### 6.3. The five key dimensions

#### 6.3.1. Type/process of innovation

The innovation is primarily a social innovation. It is combined with methodological and organisational innovations.

##### 6.3.1.1. A Social innovation

The Saillysienne Fabrique is a social innovation. The term "Social" covers different dimensions, either by the purpose of the activity (the nature of the activity) but also by the way in which the innovative solution was constituted (the nature of the stakeholders or the method of citizen's participation).

#### **A new dialogue between elected representatives and inhabitants**

The social innovation consists above all in the co-creation process between the inhabitants and the town hall. Citizen's participation goes beyond the citizen's debate, since citizens are experimenting by themselves the projects that they proposed. One of the elected representatives has already experienced "antagonisms" between citizens and elected representatives. This person considers that when cooperation with citizens is based on traditional methods, some citizens may be afraid of being deprived of their project, or that their project will be "taken over" by elected representatives. Thus, moving out of the political and social context allows people to become mobilised. Therefore, Fabrique's objective is to enable the implementation of projects on an equal basis: everyone is involved as an individual, and the agreement is collegial. The first principle of the Fabrique Charter reflects this aspect of the social innovation - "*I contribute to the Saillysienne Fabrique on an individual basis and do not represent the company, the association or the public institution to which I belong*". According to the interviewees, in the workshops, people rarely talk about politics, or their beliefs, or even their personal lives, because they are "in action" in the Fabrique's workshops.

Within the Fabrique, the town hall plays the role of coordinator, essentially for logistical support, and sometimes financial support. Municipal representatives do not voluntarily propose any projects within the Fabrique nor are involved in working groups. This non-involvement is based on the idea that some inhabitants want to contribute to collective experiences for the village but do not want to deal with elected representatives.

### **The themes of the projects**

Social innovation is linked to the theme of the projects proposed by the inhabitants. Each project has a collective or general interest directed towards the well living together, on a collaborative basis (carpooling, exchange of magazines, book box, village twinning, national meetings of participation, Cine-debate, European Challenge of the bicycle, participatory garden). The majority of these projects are aimed at nature protection: Zero Waste Challenge, Participatory Garden, Compost Workshop, Hives, and some projects have a social or societal dimension that goes beyond the simple village of Sailly-Lez-Lannoy (village twinning, national meetings of participation, European Challenge of the bicycle...).

### **The diversity of the target group**

Innovation is social through the diversity of the inhabitants involved in the Fabrique. All profiles are represented, the diversity is based on age and social class. The interviews showed that the people who come to the Fabrique are looking for this mix, which they do not necessarily find in the other activities in which they participate or within the groups to which they belong (other associations in Sailly-les-Lannoy, groups of friends...).

#### **6.3.1.2. A methodological and organisational innovation**

##### **A method involving the inhabitants: experimentation**

According to the elective representatives, the success of the Fabrique is based on “experimentation” as a method. Unlike the participatory democracy through citizens’ debates, which can quickly be sterile, experimentation attract inhabitants. Furthermore, since the participation of the inhabitants is already low given the characteristics of the village (a dormitory town), a too long delay between the inhabitants’ requests for the project and the implementation of the project could disappoint the inhabitants who would no longer participate. Action becomes the determinant of the inhabitants’ motivation to integrate the Fabrique.

Concrete results also reduce the scepticism of some councillors who are not very attracted by the Fabrique. As this new mode of action is a source of tension for elected representatives, it is important to demonstrate quickly the merits of the project.

### Agile operating conditions

The Fabrique's approach is simple and concrete, based above all on experimentation, pragmatism and the common sense of each individual. Freedom of membership, and the opportunity to participate to varying degrees in the projects, have been included in the operating mechanism of the Fabrique (Charter: "*I contribute to its operation to the extent of my availability*"; "*I attend meetings to the best of my ability*").

The operating process is the following: Inhabitants propose their projects, starting from debates, group workshops or thematic conferences. Once the projects are selected, separate meetings are held for each project. The selected projects are listed on a website and communication between the members of the innovation network is carried out by facebook<sup>31</sup>. Meetings are completely informal, usually held in the wedding hall of the town hall. The room is reserved by the municipal councillor as and when requested by the inhabitants involved in the project. According to the persons interviewed, this agile operating conditions did not lead to conflicts in the tasks to be performed, as the median point of view is generally chosen.

The desire not to plan projects over the long term is also linked to this agile operating conditions. It is preferable to see if the experiments work, and to adjust by trial and error rather than to work in a project mode. This free and unplanned way of operating was indicated as an innovative method by all interviewees. The free functioning, based on sharing, on meetings, and not planned projects surprised some inhabitants (especially those who use the project mode at work), but they find the idea very innovative.

The Fabrique was also not deliberately created as an association to keep total freedom of operation and experimentation. In addition, the creation of a heavier structure would require more time for administrative tasks, which is something that the town hall's people want to avoid.

### 6.3.2. Type of Innovation Network

This network is essentially a bottom-up network. One of the elected representatives was the initiator of the idea of the Fabrique. The inhabitants propose the projects and self-manage them within the workshops. The town hall has then the role of facilitator for logistics and communication but does not intervene in the projects. Some projects were already being considered by some citizens (the participatory garden) or by some elected officials (the twinning project) but had not been implemented because there was no cooperative structure (for the inhabitants) or because of a lack of time and expertise (for the elected representatives). Professionals do not propose projects but support the inhabitants' projects at the inhabitants' request or at the municipal councillor's request. To the extent that some of them participate over a sufficiently long period of time in the project, have participated on a voluntary basis, and have been regularly solicited, they are considered as part of the innovation network.

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<sup>31</sup> <https://sites.google.com/view/fabriquesailly>

### 6.3.3. Drivers / Barriers

#### 6.3.3.1. Barriers

The interviewees do not identify any unavoidable barriers. However, they pointed out the reluctance of some elected representatives concerning changes in the working methods, or the acceptance of power sharing. Other obstacles are more traditional, such as financial obstacles and lack of time.

#### **The change in the working methods of the elected representatives**

Implementing a participatory democracy method changes the working methods of the town hall, especially the decision-making process. The reluctance of some municipal councillors to share the decision-making process appeared at several stages of the project. Explanations had first to be given on the conditions under which the plot of land was made available to the citizens. The discussions focused on their role as elected representatives, who must be at the service of the inhabitants, and the fact that the municipality belongs to all the inhabitants. When the garden plans were drawn up by a working group, professionals recommended to the working group to cut two trees. Some councillors were not even aware of the existence of the area that had been chosen for the participatory garden. As the decision to cut trees was taken on a citizen project and not by elected representatives, some elected representatives began to contest this decision. Some elected representatives considered that the inhabitants are not able to make this type of decision. Others had the impression that the inhabitants are "taking their job", especially for the twinning project, since this project had been under discussion for three mandates.

Another demonstration of these reticences appeared with the elected representatives' request to install fences around the participatory garden. They were afraid that damage would be done on this field, particularly because access to the sports hall or tennis court is only possible through the participatory garden. Fences were then installed, and the entrance to the garden is locked. Even if the members of the garden have a number of keys, the installation of fences contradicts the principle of the *Incredible Edible Community Garden*, which is to leave the spaces open to everyone. The garden is only open when people from the garden are at work, which limits the opening hours of the garden. The installation of these fences has also led some inhabitants to distance themselves from this project.

#### **Financial barriers**

Another common barrier is the financial constraints. For the participatory garden, this barrier is not insurmountable. Indeed, one of the environmental objectives is that the inhabitants manage to recover materials, pallets, seeds, from their networks of friends, or from sites of recycling, sharing of materials, in order to avoid buying them on the market and to respect the planet. However, other projects of the Fabrique require more funding, such as the Twinning project, and inhabitants are trying to obtain funding elsewhere. The town hall manages to have an operating budget. In villages with few inhabitants, budgets are dedicated to specific services, consequently, there is little room for manoeuvre

to open new budgets, especially during the year. As a result, the Councillor helped the development of the project mainly with the support of the technical staff of the town hall, and with the tools of the town hall. Initially, funding was recovered from the CCAS<sup>32</sup> budget, insofar as the participatory garden project was compatible with that budget. The participatory garden project began in 2017 with the provision of a small strip of land behind the sports hall. The following summer, the project was technically supported by Pochecho on a voluntary basis (land design, plan, etc.). The arrival of experts has attracted more people, especially those seeking to learn about gardening. A request for more sustainable financing has been made by the Councillor for the Fabrique.

### **The lack of time**

If the lack of time is one of the reasons why the elected representatives set up the Fabrique, the lack of time is also a barrier for the inhabitants. Some inhabitants have to leave the project for professional and family reasons, which could contribute, if they have specialities in the project, to endanger the existence of the workshop. In addition, in the participatory garden, it is important to recruit inhabitants to develop this project. For example, the garden can only remain open if the people who have the keys work in the garden. It is therefore necessary to recruit other inhabitants for this project.

### **6.3.3.2. Drivers**

#### **The projection of the film “Tomorrow”**

The film “Tomorrow”, which illustrates local solutions to environmental, economic and social problems around the world, was a good starting point for a discussion on citizen’s participation. The projection of the film, followed by a discussion with the founder of the company Pochecho, which has set up a sustainable business model is one of the drivers of the establishment of the innovation network. A meeting was then scheduled to launch the Fabrique.

#### **The acceptance of the project by the mayor of the village**

If the mayor of the municipality had not so much agreed on the merits of this project, and had not brought this project to the municipal councillors, the project would not have been implemented. The municipal councillor at the origin of the project could not have persuaded the elected representatives alone. The mayor intervened during times of tension between the municipal councillors and the first requests of the inhabitants for the project, to explain the interest of the project, and to ease the tensions. The mayor also supported the project by communicating about it at public meetings, or by registering the Fabrique for the Association Day.

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<sup>32</sup> Centre communal d'action sociale (Community Centre for Social Action)



## **The total investment of a municipal councillor in the implementation of the Fabrique**

It seems obvious to all the participants in the Fabrique that the municipal councillor who launched the project is essential to the smooth running of the Fabrique. The fact of having an elected representative in the innovation network facilitates certain actions of the projects, because since the projects take place in public spaces (such as the participatory garden), the councillor mobilises the technical services of the village on an *ad hoc* basis, on "work details" (for example, to fill water tanks, give a technical hand). She also managed to obtain a small budget from the municipal budget. Moreover, she boosts the workshops by linking the different projects through the facebook site, by launching a doodle for people to get together, by reserving the wedding hall according to the inhabitants' meeting requirements, as well as by finding professionals according to the inhabitants' demands. The personality of the councillor, very dynamic, who unites the teams, who is very attentive, very much in the exchange, allowed the experiences to be quickly set up.

### **6.3.4. Institutional factors**

#### **The participation of the town hall AND the inhabitants**

The fact that the town hall is the initiator of this network gives credibility to citizens' initiatives. According to the councillor, a request from the inhabitants alone, independently of the Fabrique's collective project, could not have been made. The project would not have brought so many people together. Conversely, the project would not have been possible without the inhabitants. Indeed, elected representatives do not have enough time or expertise to implement all the proposed projects. Thus, this project was only possible through the co-creation of value between inhabitants and citizens.

#### **The increase in the visibility of the project**

The Fabrique has attracted the interest of other stakeholders. Beyond the curiosity of the neighbouring municipalities for the project, the town hall received the visit of the *National Meetings of Citizen Participation*. This association links together networks that are involved in citizens' projects. The village was also chosen as part of *Metropolis - the world's design capital*, which increased the visibility of the Fabrique and the village. These very positive and unexpected returns give a higher visibility to the village. This visibility is reinforced by the work of the inhabitants on certain projects, in particular the twinning project, for which the inhabitants have identified what makes the village so special. This visibility makes it possible to attract other inhabitants and eventually to obtain other sources of financing.

### **6.3.5. Impacts / performance**

The evaluation of the impacts of the Fabrique is difficult, especially since the project started in 2017 and is only at its beginning. However, several positive impacts were highlighted by interviewees.

## Attraction of new inhabitants into the life of the village

The primary objective of the town hall was to involve inhabitants who do not usually participate in the activities of the village. Even if it is difficult to measure quantitatively, it is obvious that new people are participating in the life of the village. All the inhabitants interviewed said they had met people they did not know, of a great diversity of ages, and whom they could never have met through their usual networks. In the case of the participatory garden, some participants felt that they did not know 80% of the people participating in the garden. In this sense, the objective of the town hall has been achieved. A possible indicator of participation could be the rate of new members over the next year.

## Social link

In the workshops, the creation of social ties is also evident through the exchanges that are established. The councillor noted that participation in the Fabrique is also a way for some people going through difficult times in their lives (health problems, divorce) to create or maintain social ties without having to talk about their personal background. Some of these people did not want to participate in traditional structures in which commitment is compelled, such as associations, for example. These people may want to participate in a very free way, through informal exchanges. The inhabitants come to experiment a form of action. The connection between the garden and the schools also creates a social bond. Parents tend to come to the garden on days when children have worked in the garden. It is expected that this collaboration will intensify. However, the possible collaboration with the senior citizens' network has not yet been established. An intergenerational soup bringing together adult, children and the elderly was prepared to begin this collaboration. In the longer term, other people could join the network, for example with the case of twinning project.

## Objective of the harvest of the participatory garden

The purpose of the *Incredible Edible Community Garden* is that the harvest is used by all people, allowing people who have financial problems to help themselves. In the case of the Sailly-Lez-Lannoy participatory garden, sharing the harvest is an objective but rather to make it enjoyable. As most of the inhabitants are wealthy, the garden was not designed with the aim of enabling poor people to find ways to survive.

## Visibility of the village

The positive feedback from organisations such as the *National Meetings of the Participation*, or the participation of the Saillysienne Fabrique to the *World Design Capital* competition has helped to increase the reputation of the village. For example, the organising committee of "*Lille Metropole 2020, World Capital of Design*" has selected 50 projects from 300 applications for a "POC" (proof of concept). The village of Sailly-Lez-Lannoy has thus been chosen for high-frequency carpooling. The visibility of the village should continue to increase.

## 6.4. Unexpected results

### **The inhabitants' amazement in front of the notoriety of the Fabrique.**

The Fabrique arouses the interest of a number of researchers from all over France, particularly on the issue of participatory democracy. The visibility has been further increased with the participation of the Fabrique to *Lille, World capital of design*. The inhabitants do not understand this interest in the sense that for them, the activities implemented by the Fabrique are not extraordinary. Some inhabitants think that the Fabrique has been valorised by the town hall (political emphasis). However, the inhabitants are pleased to contribute to the well-being of the village.

### **The Agile operating conditions of the Fabrique**

This method has the advantage of attracting inhabitants who would not have come if the Fabrique had been an association because they would feel compelled to participate regularly in activities. In addition, an association would imply the definition of roles, rights and obligations, which would have taken too much time for the people in the town hall. However, not having association status limits certain actions and in particular the possibility of obtaining funding.

## 6.5. Discussion

The discussion will focus on the unifying theme of the Fabrique, on the co-creation of value as a solution to the constraints of small municipalities, on the win-win-win relationship between stakeholders, on the diffusion of innovation and on the need of a renewal of municipal councillors' working methods.

### **6.5.1. The unifying theme of the environment**

The theme of this case study, the environment, is an interesting result in itself. The elected representatives responsible for this Fabrique project had completely opened the theme of the projects, left to the citizens' initiative. However, it soon became clear that the majority of the proposed projects focused on the environment (9 projects out of 11 currently). And it was also the theme of the environment that mobilised the inhabitants on the evening of the debate. Thus, the environment seems to be a unifying theme for participatory democracy and the implementation of citizen projects. The reason seems to be that actions around the environment are rather transversal and attracts all social categories.

### **6.5.2. The co-creation with inhabitants as a solution to the constraints of small municipalities**

In small municipalities, elected representatives lack the time, money and expertise to set up other collective projects than those carried out on a daily basis in their traditional missions.

**Lack of time:** Elected representatives of small municipalities usually have a job in addition to their mission as elected representatives, and must manage family logistics. They cannot therefore invest themselves in projects outside the daily functions of the town hall. Even if the proposed projects are not "revolutionary" as the Councillor expresses it, in the sense that the co-produced innovation is not radical, the projects require a concrete involvement, especially in terms of time, to be carried out. The inhabitants' involvement is the only way to propose a greater number of projects.

**The lack of money:** In addition, some projects are too expensive for the municipality. The size of the village (less than 2000 inhabitants) requires alternative ways to develop projects because the town hall has few human and financial resources. The municipal councillor at the origin of the project considers that today, the only way to develop collective projects in small villages is to co-create them with the inhabitants.

**The lack of expertise:** Some projects are complex to set up, and elected representatives do not have the knowledge to implement certain projects. For example, as mentioned above, the twinning project, although on the town hall's agenda for a long time, has never been able to be carried out due to a lack of time, but also due to a lack of expertise and funding. The involvement of a European diplomatic inhabitant made it possible to initiate this project. Through his job, this person has the necessary contacts to do so, as well as the competences. The workshop also generates a presentation of the village based on a vision of the inhabitants, which increases the credibility of the project. In the case of the zero waste workshop, an inhabitant who already carries out this activity in his professional environment, launched the workshop.

Expertise is a demand of the inhabitants though it was not formulated in that way. The idea of the Fabrique is that everyone gets something extra out of it. The exchange concerns equipment but also knowledge (permaculture...). This willingness to learn and transfer the knowledge is one of the reasons for the inhabitants' mobilisation. Some inhabitants acquire the expertise within the Fabrique in order to be able to transfer it later. The inhabitants are gradually taking on specialities within the projects. For example, in the participatory garden, a person was trained in composting technique. A future project related to the participatory garden is to install several composting bins in the village for the inhabitants, and in particular for those who do not have a garden. This person will offer workshops on composting. Another person specialised in developing recipes from vegetables from the participatory garden. It develops them in particular during meetings with school children, or during specific events such as the day of associations.

Thus, the inhabitants are the only people who can increase the number of collective projects for the village.

### 6.5.3. The intervention of professionals is a key element of the Fabrique's success

The intervention of professionals allows to give quickly proof of the good results of the project. For the participatory garden activity, the intervention of Pocheco to design the garden with the inhabitants was important because the project would otherwise have taken much longer to be implemented. This speed

of execution made it possible to convince the elected representatives to continue this activity. Having concrete results in a short time also helps to keep the inhabitants participating in the projects and possibly attract other inhabitants who might not have been convinced by the experience at the beginning. For other activities of the Fabrique, expertise is essential beyond questions of temporality. For example, on the carpooling project, technical expertise is essential because neither the inhabitants nor the elected representatives have these skills.

#### 6.5.4. A “win-win-win” relationship

The trio of experts, inhabitants and elected representatives is win-win-win relationship.

**Participation of the town hall:** The role of the town hall is essential in the setting up of the Fabrique since the town hall provides all kinds of support: provision of the land, provision of technical staff, logistical, technical and financial support. The municipal councillor at the origin of the project is also the one who revitalises the Fabrique by relaunching the various stakeholders within a project when a project no longer progresses, or the one who informs the various working groups of the progress of the other projects (via a facebook account). Thus, even if an inhabitant participates in only one of the projects of the Fabrique, he or she is aware of the progress of all the projects.

**The intervention of experts and the solicitation of expertise from the inhabitants:** The intervention of professionals is an integral part of the project. On the one hand, some inhabitants are in need of new knowledge (*e.g.* permaculture), or do not have the knowledge to develop a project (*e.g.* carpooling); on the other hand, as we have seen previously, the participation of professionals makes it possible to accelerate the implementation of projects, and therefore change the mind of skeptical people. Some of the activities of the Fabrique require expertise that neither the inhabitants nor the elected representatives have.

**The professionals who are involved also find it interesting to participate in the Fabrique.** For some professionals, the involvement in the Fabrique contributes to their company's values (CSR action). In the case of carpooling, the city of Lille intends to duplicate mobility projects on other scales. One of the experts involved in carpooling aims to observe participatory democracy in order to possibly replicate the method elsewhere.

**Self-management and expertise of the inhabitants:** Some inhabitants offer their skills to the community and so, others are also gradually taking on specialties within the projects. For example, an inhabitant specialist in social networks and websites, has created and manages the facebook account of the Fabrique. This person has joined the information and communication commission of the municipal council to help the town hall ; as previously explained, an European diplomat gives his expertises on the twinning project, and three inhabitants already offer their knowledge on zero waste methods, composting technique, and recipe creation. Another person has specialised himself in the pedagogical support for the children of the school.

### 6.5.5. The diffusion of social and methodological innovation (the Fabrique)

The municipality has in mind that this social innovation linked to the new form of co-creation of value between the inhabitants, professionals, and the town hall should be reproduced in other villages. The municipal councillor at the origin of the project believes that it is necessary to involve the inhabitants because in small municipalities, the councillors do not have the time to develop such projects. The Fabrique is the solution to allow the development of projects. Thus, several organisations have taken an interest in this Fabrique with the intention of duplicate this mode of collaboration: carpooling on the scale of the urban community of Lille ; the Fabrique on the scale of another city. In the project of the National Meetings of Participation, the idea is to exchange good practices on participatory democracy.

### 6.5.6. The need to renew the working methods of municipal councillors

According to the councillor, the role of the town hall is to listen to the inhabitants and be at their disposal. In this context, traditional participatory democracy tools such as citizen debates are no longer sufficient today, and not accessible to all people. The experimentation method would make it possible to mobilise the inhabitants in collective village projects. This way of working in a free and unplanned mode may have confused both some elected representatives and some inhabitants. However, this reconsideration of working methods appears to be a possible solution to overcome the constraints of small municipalities while improving the inhabitants' participation in the life of the village. It also restores their confidence in the elected representatives.

## 6.6. References

[1] <https://sites.google.com/view/fabriquesailly>

[2] <https://www.facebook.com/Incroyables-Comestibles-Sailly-Lez-Lannoy-1231451056964944/>

[3] Druon E. (2015), *Ecolonomy: Doing Business and Manufacturing Differently*, Triarchy Press Ltd, Preface of Rob Hopkins.

## 6.7. Appendixes

### APPENDIX 1: SAILLYSIAN FABRIQUE CHARTER

<https://sites.google.com/view/fabriquesailly/charte>

Preamble :

The Saillysienne Fabrique is a group of motivated citizens who are dedicated to the implementation of citizen initiatives, allowing better daily life.

The Saillysienne Fabrique is open to all saillysiens, including children, who undertake to respect the rules set out below.

Definition : A citizen Fabrique is used to:

Respond to local needs.

Strengthen social cohesion, local citizenship, "living together".

Implement an approach based on pragmatism and common sense.

Encourage intergenerational and intercultural dialogue.

Promote social and cultural diversity.

Facilitate citizens' initiative and self-organisation.

Encourage creativity and social innovation.

Promote the integration of sustainable development into projects.

Define and create ways to live better together.

Promote exchanges based on the diversity and wealth of the population.

Ensure the preservation of the natural, historical and cultural heritage of the municipality

## Charter

I contribute to the Saillysienne Fabrique on an individual basis and do not represent the company, the association or the public institution to which I belong.

I adhere to the principles and objectives pursued by the Saillysienne Fabrique and I contribute to its activities as far as my availability allows.

I agree that the general interest must take priority over individual interests.

I attest to my full and complete adherence to the republican values of Liberty, Equality, Fraternity and the principle of democratic debate.

I do not publish any deliberately erroneous, truncated or irrelevant information.

I do not express any abusive, defamatory, racist or contrary to the laws in force statements.

I recognise that everyone has the right to have an opinion that is different from my opinion and to respect it, not to interrupt it, not to try to convince people at all costs.

I consider each piece of information, each opinion or expertise in the same way and with objectivity.

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I attend meetings to the best of my availabilities.

I inform saillysiens of the existence of the Saillysienne Fabrique and the possibilities of carrying out the projects that are important to them.

I share any information or data directly with the participants of the Saillysienne Fabrique.

I undertake to use my civil liability insurance if I was responsible for an accident as part of the activities of the Saillysienne Fabrique.

## **APPENDIX 2: The charter of the participatory garden**

Anyone who respects this charter can enjoy this participatory garden.

-Everyone can participate in planting operations, everyone can participate in the maintenance of the plantations, everyone can come and harvest and enjoy the fruits of the harvest in complete freedom, provided that they respect this operating charter.

-This garden is above all a place of exchange and conviviality and will be able to evolve according to needs.

This participatory garden allows to discover and make discover gardening practices, share knowledge through workshops for example.

- It is allowed to grow edible plantations such as fruits, vegetables, aromatic plants, fruit shrubs. Trees are not allowed, even fruit trees.

-The use of phytosanitary products, pesticides, and chemical fertilisers is strictly prohibited in this garden.

-It is required to manage natural resources in an sustainable way. The water made available in the community's containers should be used sparingly. Hoeing and mulching save water, think about it.

-Thank you for respecting the work done in this garden and for keeping this place clean. No waste, whether related to the cultivation and maintenance of this garden or not, should be left or burned on site. The papers, cardboard, pots, and crates are to be taken home.

-No permanent installation (*e.g.* tunnels or concrete walkways) will be made in this garden.

-This garden is not a place of deposit. Please leave with your various equipment.

-Dogs are tolerated as long as they do not disturb the general good relationship, do not pose a threat to a third party, and do not cause damage, noise pollution or dog droppings.

**APPENDIX 3 : INTERVIEWS****Table 8 Interviews - The saillysienne “Fabrique”: The participatory garden**

<b>Types of respondents interviewed in this case-study</b>	<b>Interview date</b>
The municipal councillor who initiated the project	2019 Februar 8th, 1 h
An inhabitant who participated in the creation of the Fabrique's charter, and responsible for the website and the facebook account of the Fabrique	2019 Februar 15th, 30mn
Two inhabitants present from the beginning in the Fabrique project and heavily involved in the participatory garden project	2019 Februar 18th, 1h
An inhabitant who joined the participatory garden project in 2018 and specialised in composting technique	2019 Februar 18th, 1h

## 9. Hungarian case-studies report

## H2020-SC6-CULT-COOP-2016-2017 CULT-COOP-11-2016-2017

Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”



### Hungarian Case Studies Report

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	18 October 2019
<b>Editor(s)</b>	Éva Révész and Miklós Rosta   Corvinus University of Budapest
<b>Authors</b>	<ul style="list-style-type: none"> <li>• <i>Járókelő case</i>: György Drótos, Nóra Fazekas, Éva Révész, Miklós Rosta, Petra Takács   CUB - Corvinus University of Budapest; Marietta Le   Járókelő;</li> <li>• <i>Esélykör case</i>: Miklós Rosta, Márton Katona, Nóra Fazekas (translation)   CUB;</li> <li>• <i>BAGázs case</i>: Éva Révész, Petra Takács   CUB</li> <li>• <i>CédrusNet case</i>: Miklós Rosta, Márton Katona, Nóra Fazekas (translation)  CUB</li> <li>• <i>No Bad Kid case</i>: Miklós Rosta, Márton Katona, Tamás Nyisztor (translation)   CUB</li> </ul>
<b>Document description</b>	This document includes a collection of five Hungarian case-studies on PSINSI's (Public Service Innovation Network for Social Innovation). For each case-study, the context, the five key dimensions of the innovation process and network, and a discussion on the results are examined.

## Case study report

### Case studies WP6: Hungary



## Executive summary

The purpose of this study is to understand and analyze social innovation networks in Hungary based on the theoretical framework provided by Co-VAL WP6 PSINSI (Public Service Innovation Network for Social Innovation). The members of networks examined are third sector organizations, citizens and local public institutions.

The table below summarizes the main characteristics of the selected five Hungarian cases based on the key dimensions of analysis.

**Table 26 Main characteristics of the five Hungarian cases**

	Járókelő Association	Esélykor – Circle of Opportunity	CedrusNet Association	No Bad Kid – Pressley Ridge Hungary Foundation	BAGázs Association
<b>Social issue</b>	Urban issues	Disability care Long-term unemployment	Elderly care Adult education	Roma minorities Education	Roma minorities Education Long-term unemployment
<b>Location</b>	Budapest + 20 towns in Hungary	Székesfehérvár (county capital)	Kecskemét (county capital)	Kecskemét (county capital)	Bag, Dány (small villages)
<b>Website</b>	jarokelo.hu	www.eselykor.hu	cedrusnet.hu	nodabkid.org	bagazs.org
<b>Type &amp; process of innovation</b>	process and system innovations, bricolage model	structural innovation	process & service(product) innovation	PSINSI follows a bricolage model, ad-hoc	complex, conceptual and methodological innovation; interactive process
<b>Type of innovation network</b>	Bottom-up, voluntary network	bottom-up, voluntary and spontaneous, Network Administration Organization	2 level: Bottom-up, voluntary ad-hoc & planned, built up	Spontaneous, bottom-up (entrepreneurial) process	In the beginning: bottom-up, voluntary Now: Planned network, key actor: BAGázs
<b>Drivers &amp; barriers</b>	+ Well developed volunteer recruitment, constantly developed IT system, cooperation with local govts; - financial risk, cooperation risk	+ Strong municipal support for setting up the network + external manager is committed to the aims of the network, moreover she is familiar with the professional work of the network - lack of capacity and knowledge,	+ Municipal support, positive attitude & financial sustainability - risk of leader's change	+ Local network of personal relationships, supported by the LG & attitude of the teachers, - persuading parents, intolerance	+ Committed volunteers, good relationship with local public institutions - fragmented social care system, low prestige of social work, antigypsyism

These innovation networks targeted complex social problems with many stakeholders. All cases examined are difficult to classify as a single social issue. These innovation networks are mainly *bottom-up* process, although the type of network may change as a result of a learning process.

From a territorial point of view, innovation networks tend to focus on a smaller community, a city or village. Local focus helps mobilize local actors, citizens. An exception is the case of Járókelő, where the use of digital technologies is aimed at strengthening citizen engagement as widely as possible.



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## 1. Introduction: the context, goals and methods of the research in Hungary

The five Hungarian case-studies reported in this report are example of social innovation networks involving third sector actors (associations or foundations), civil society (active citizens) and public actors (local governments and/or local public institutions). These networks were designated as “Public Service Innovation Networks for Social Innovation (PSINSIs)” in the conceptual review report on PSINs of the workpackage 6 of the H2020 research project Co-VAL (Structural transformations: public-private innovation networks and social innovation in public services).

The main aim of these research cases is a comparison between countries, so the case-studies have been chosen within the five following fields: the field of Elderly care issues (CedrusNET), Education (No Bad Kid case and BAGázs case), Minorities / Immigration, refugees (Esélykör case, No Bad Kid case and BAGázs case), Long-term unemployment (Esélykör case, BAGázs case), Environmental protection also including urban issues and transportation (Járókelő case).

The empirical research is based on document analysis and in-depth semi-structured interviews with key actors of the selected networks. Each interviews lasted between 60 and 90 minutes, and they were conducted between March and September 2019. The interviewees provided us descriptions, statistics, research results and other relevant documents about its function. The interview guide was developed in accordance with the central themes of WP6: (1) the type of innovation/type of innovation process, (2) the type of Innovation network, (3) innovation drivers and barriers, (4) institutional factors and (5) the impacts or performance of the network.

Each case study is structured in the following way: the case in brief, the context of the case-study, and the analysis of the above mentioned five key dimensions regarding innovation. Finally, unexpected results of the case studies are presented and in the concluding part the main findings are identified.

## 2. Hungarian Case-study 1: Járókelő Association – jarokelo.hu



### 2.1. The case in a nutshell

Jarokelo.hu ([www.jarokelo.hu](http://www.jarokelo.hu)) is a “**street-fixing**” website, which enables passers-by to report street infrastructure problems and subsequently inform the relevant department within local authorities (see Figure 3).

#### 2.1.1. Origin of Járókelő Association

- Launched in 2012
- Inspired by Slovakian „Letter to mayor” website run by an NGO
- Predecessor: FixMyStreet.com, UK

#### 2.1.2. Key activities

- **Report:** citizens are required to take and upload photos of “street problems” and add a short text description about the issue they would like to submit
- **Review and sending:** the submitted report is reviewed by administrators of the website, and is sent to the local government or service provider
- **Publish on website:** the report and reaction of local government, „Reported”, „Solved”, and „In progress” statuses

Járókelő is the Hungarian translation for “passer-by”, it refers to any citizen who is walking by and can be able not only to see a problem or malfunction, but also to report it in an easy and efficient way. Notifications range from water leaks to bad signposting, from street potholes to malfunctioning public lighting. It was originally launched in 2012, as a localised version of ‘Letter to the Mayor’ – Odkaz pre starostu – run by Slovak Governance Institute, a Slovak NGO. To put this into motion in Hungary, in 2011, the founders applied for an initial grant with the Visegrad Fund to bring the Slovak system to Hungary and thence take off.

Járókelő itself does not answer complaints: it facilitates a platform for citizens, either by web software or mobile application to report local problems. It works in a quite simple way. When passers-by encounter a problem like broken street lights or illegal waste-dumping, they take a picture, upload it on to the platform and select the appropriate label. The next step is to add a short description about the issue they would like to submit. The report is reviewed by administrators of the website, and it is sent to the local government or service provider typically via email, but there are still some authorities

which require official letters via post and there are local governments who prefer their own chat applications (or Facebook Messenger) as a tool of communication. Once the notification is sent to the local authority or public service providers, it is subsequently shown on the website, to inform the users. Should there be a response from the local office, it is updated on the platform as well. The submissions are tracked as “solved”, “unsolved” and/or “in progress” on the website. So, the user can follow the progress of the whole process. The main difference between Járókelő and other platforms, such as “Fix My Street” is that the official answers are made public. Anyone in the platform can follow the story.

### 2.1.3. Expected social impact

Creating a fully citizen centric and community driven internet-based service to strengthen active citizenship, democratic participation, and improve urban management.

Jarokelo.hu started a social business too, it offers service for municipalities. This service includes a customized version of the existing layout of jarokelo.hu, completed with an evaluation function and a reporting page which could support urban management and customer services.

### 2.1.4. Main indicators (as of 2019)

- 15.000-20.000 visitors per month
- More than 9.000 registered users
- More than 25.000 cases solved (as of 04/05/19)
- 3 employees (coordinators), 40 volunteer case managers, some volunteer IT experts

### 2.1.5. Network of Jarokelo Association

- Governmental organizations (local authorities, other public service providers, e.g. public transport, waste management)
- Jarokelo Association and its members
- Volunteer administrators/case managers and web developers/programmers
- For-profit companies
  - Sponsors
  - Firms which are affected in the reports e.g. Telecom, JC Decaux

### 2.1.6. The tasks of case managers

- Receive, correct, and publish problems sent by citizens
- Find the responsible service provider and forward the report with a cover letter
- Receive and publish feedback form the responsible service organization
- Monitor and close cases

- They have a knowledge base (in cloud) & internal standards (e.g. response within 24 hours)

### 2.1.7. The profile of case managers

- 40 people (19 of them in the capital), age between 16 and 43 years (average: 33 years)
- More than 50% of them are for less than 1 year
- Many students, free-lancers, jobs with flexible schedule, and all of them with an urban management/development interest
- Some of them with public sector background (education, work experience)
- In Budapest, they work 3 (at the weekends: 2) member teams
- Some serve both Budapest + a countryside city (based on local knowledge)
- Often recruited from among the most active external problem reporters
- The Case Manager of the Month and of the Year are selected based on the automatic scoring mechanism build in the IT system

## 2.2. Type and process of innovation

Járókelő is a mediator between civilians and authorities, so basically it created a new process for collecting and sending complaints, which had an impact on the whole system of fixing street problems.

The innovation Járókelő realized is complex and practice-based (bricolage) according to the typology of F. Gallouj (2018) (see Figure 1).

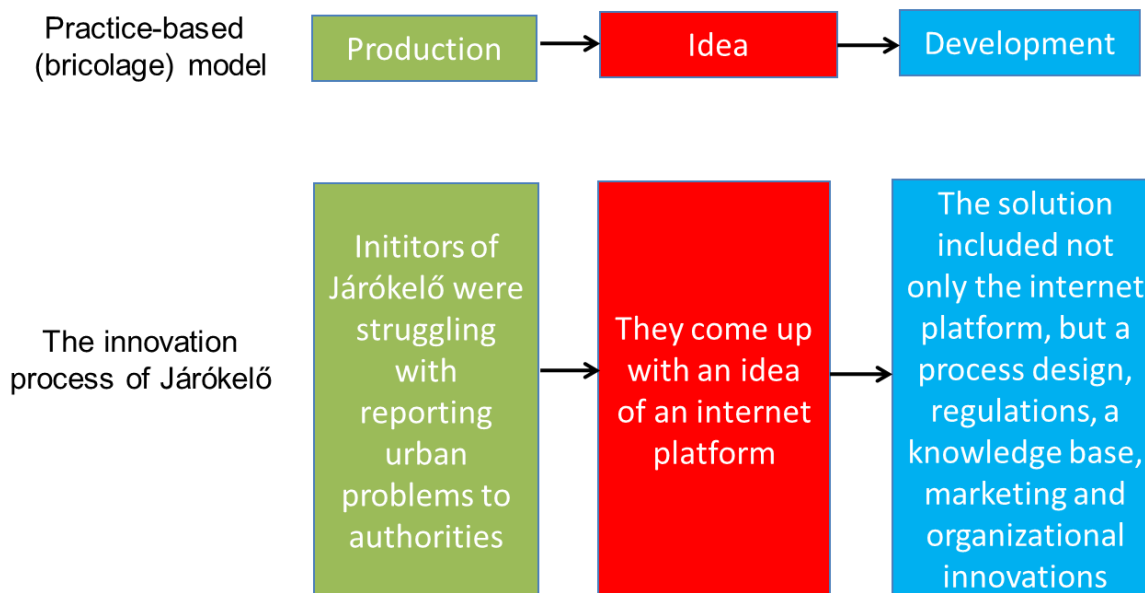


Figure 1 Innovation type of Járókelő



Járókelő's team is proud that the employees of local municipalities tend to use their map application on the jarokelo.hu website. There are some local governments that indicate jarokelo.hu for citizens as their official forum of reporting street problems.

There are self-developed products and services of Járókelő as well e.g. the communication webpage of BKK (Budapest public transport company).

The board members of Járókelő are constantly working on the development of their service e.g. they regularly visit local governments to build personal network with the officials, or they have a dedicated contact person at Telecom who deals only with reports coming from Járókelő. Due to Járókelő's activity Telecom Hungary had realized, that 10% of incoming customer's complaint was sent to Telecom's customer service by Járókelő.

The board of Járókelő is innovative, in 2018 they worked together with a consultant to create their recruiting and exit protocol, which helped the association to operate more professional.

Nowadays they have a project to change the map application from Google Maps to another software, because Google asks for a too high price for their service. The leaders of Járókelő are also planning to cooperate closer with other NGOs (e.g. biking associations) or applications (e.g. Waze).

### 2.3. Type of innovation network

Járókelő has grown considerably over the years since it started, nowadays it has reached around 20.000 visitors per month and registers 30 to 50 complaints per day in Budapest alone. The use of the platform also allowed the Járókelő team to identify some interesting and sometimes surprising trends: for example, Spring and Autumn are the strongest periods in terms of complaints, either because people are more disoriented due to the changing weather and/or perhaps because strong rains can visibly affect the functioning of infrastructure. The whole venture has not only grown in terms of the number of visits and reports but also in terms of the number of locations in Hungary such as Debrecen, Kecskemét, Veszprém, Szeged and Szentendre, cities that have joined the system. They have established an Association – Járókelő Egyesület – dedicated to the full-time operation of the website and building a community around the operations.

At the beginning, the platform was fully based on the Slovak system, but through the years and because of current context characteristics, it has become a completely independent system. Járókelő now has its own code base, which was developed by Mito, a Budapest-based communication agency. The current version was released October 2016.

The system is partially automated, volunteer administrators are assessing each case with help of automatically offered categorization options. The cases are categorized based on their location (there is a map application on the website) and the responsible authority who should be addressed. There are some cases which are managed centrally, because there is currently no volunteers in the city/district where the problem should be solved.

The for-profit organizations (e.g. Telecom, JC Decaux) have customer service, which isn't the case for a lot of municipalities. There are user friendly local governments, just like the office of District VIII, or IX in Budapest. They learn fast and answer the reports via Internet.

The network of Járókelő is bottom-up (entrepreneurial), voluntary, formal/informal, and led by a mediator organization (see Figure 2).

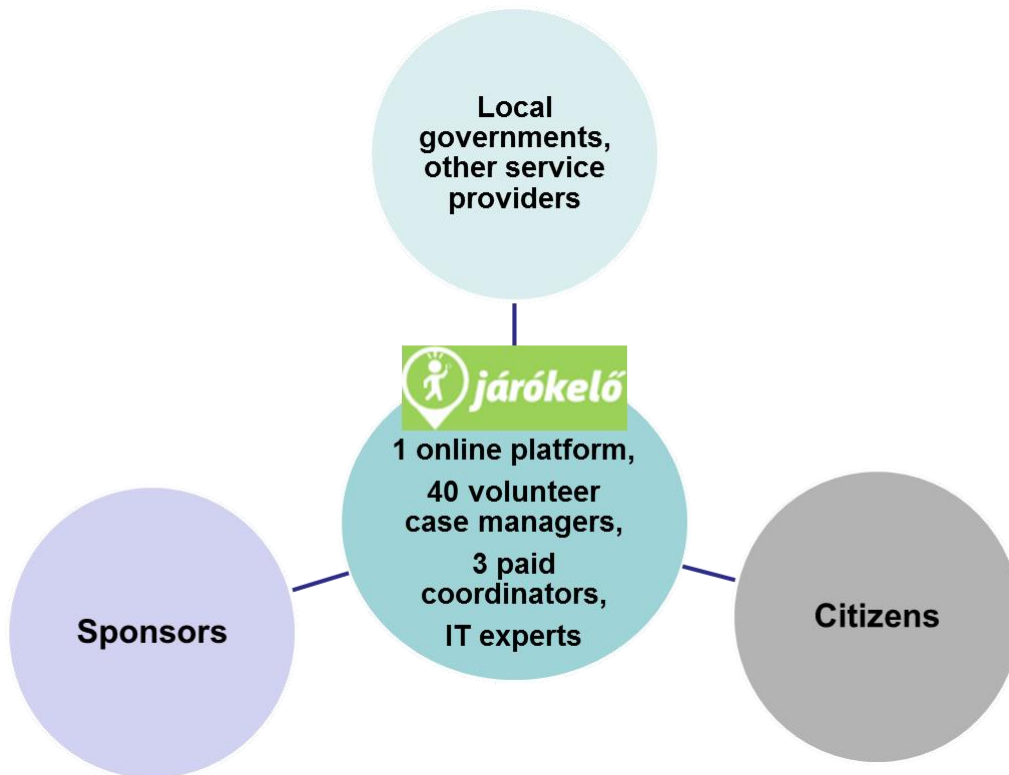


Figure 2 Network members of Járókelő

## 2.4. Drivers and barriers

Járókelő has now more 40 volunteers, mainly from the younger generation. There are monthly meetings for the volunteer administrators/ case managers and the communication among them is managed via a private Facebook group. The association developed a volunteer recruiting and selection process in 2018. The minimum requirement is that the applicant should have at least one notification on the Járókelő website and should have basic IT-skills e.g. using computer, MS Office programs and internet. There is a constant call for volunteers' applications available on the government's website for NGOs (civilinfo.hu) and in the local offices of Civil Information Centres. It is common that the most active users of Járókelő become the best volunteer administrators of the association.

Járókelő's main cost factor is its IT system which has to be maintained and constantly developed. Therefore the association has a full-time employee who is responsible for all IT related issues. Moreover

there are some volunteer IT developers/programmers who are working for Járókelő. The association has recently received funds for larger IT development projects from sponsors like SEEDS program of ERSTE Foundation or Invitech. The IT team has calls in every two weeks and there are team building events for them as well.

Creating the financial background of the association is the biggest risk ever since Járókelő is functioning. They can plan their budget and operation only year after year. There is a slight risk that the government may introduce a one-stop notification system regarding public complaints, and this way Járókelő could lose its mediator role between civilians and authorities. There is also a little risk, that thanks to technological developments the local governments will have more and more user friendly ways of communication, so Járókelő's platform may be superfluous. There is also a risk of emerging competitors e.g. a Swedish company trading with crowdsourced online streetmaps.

Járókelő has been very resourceful when it comes to gathering support and acquiring funding from different organizations and companies through corporate social responsibility schemes. They have also engaged with local charities as partners. This means that a local charity can provide a person to manage the local Járókelő site and promote the platform locally, covering themes and communities that the Budapest office cannot reach out to. Local organizations understandably have much more knowledge, insights and connections regarding local newspapers and forums.

These charities can be either officially registered NGOs or informal groups of citizens gathering and looking for improvements in their own streets. Another type of interesting partners for them are municipal non-profit companies that manage litter and maintain parks. One of these companies currently signed a donor contract: it is an important event, signaling the first time a local government approached Járókelő because they like and understand what they do. Nevertheless, cooperation with local authorities has not always been easy. On the contrary, in many cases, municipal offices have been reluctant to cooperate with Járókelő. It really depends on the actual place and the people working in these offices.

Járókelő plans to develop its system to other Hungarian cities as well, but for this they would need an other paid coordinator, who could keep the contact with the volunteer case managers on the countryside. So the plan is to increase incomes in order to be able to finance a new full-time employee.

## 2.5. Institutional factors

### 2.5.1. Legal framework

In case of Járókelő: obligation for coproduction on part of the public organizations is coded in Act CLXV of 2013 (dealing with complains and public interest disclosures)

Even though in Hungary the Act CLXV 2013 deals with complaints and public interest, each state and district deals with them in a different way because the regulations of how to deal with those issues are actually made locally. In the case of Budapest, for example, every one of the 23 districts has a different format, different files and deadlines to answer and reply to the submitted complaints. In fact, some districts do not answer at all, others answer by post, asserting that someone of the Járókelő team should scan and then send the letter by email to the plaintiff or upload it in the platform. Overall, there is no corresponding protocol to deal with the replies of the complaints. The lack of streamlined communication is also revealed by the fact that very often these local authorities use patronising or simplistic linguistic forms in their answers to citizens.

### 2.5.2. GDPR requirements

The introduction of the GDPR Act has not significantly affected the processes of Járókelő, as it does not deal with sensitive data of the users. Only the personal data required for the complaint letters are registered and stored. The replies of the authorities are categorized as data of public interest, so it do not need to be deleted from the website.

## 2.6. Impacts and performance

Technology can enable citizen engagement. Platforms like Járókelő and others are tools that can have a positive impact on strengthening democratic institutions, transparency, accountability and foster public participation in public life. Járókelő functions as a bridge between citizens and local authorities in the common need to solve immediate problems in the built environment. As most of the problems reported are easy to fix, local governments can easily give a positive response to citizens. However, institutions need to be faster and more adaptive to new technologies that can foster their capacity to respond to citizens.

When the platform was launched, municipalities were unprepared for such an engagement, did not fully understand the platform and how it could be beneficial for them. As many of the municipalities lack the capacity of innovation to make their services more efficient and user-friendly, Járókelő can provide a platform that helps their work. Therefore, similarly to many other civic tech platforms, Járókelő can create a win-win scenario, building up trust between local governments and citizens, and improving public spaces.

By its digital solution Járókelő partly substituted prior co-production practices as well as some of the functions of the public organizations. Digital technologies can substitute traditional co-production practices (e.g. remote monitoring or predictive algorithms) and can eliminate public sector organizations from co-production (self-serving communities).

Járókelő has more impact on younger age groups who grew up and have been more influenced by new technologies and mobile applications. Platforms like Járókelő makes them more proactive when it

comes to their environment. A lot of charities that have been supporting Járókelő are led by young people who look for improvement in their local communities. For them, the interaction between these two worlds, the physical and the digital, is less problematic than for older generations. Digital tools can shorten the distance and close the communication gap between public servants and citizens, delivering more direct messages to decision-makers. Ideally, this can improve communication between public offices and citizens and create a feedback cycle, resulting in better communication channels and more accountability and transparency.

The leaders of Járókelő have organized a focus group interview for the active users and it turned out that receiving feedback was really motivating for the users. They received feedback even if their issue could not be solved and it encouraged them to take action next time as well, in case they notice another problem in the streets.

Finally, there is a list about Járókelő's client, community and network level performance:

### 2.6.1. Client level performance

- Much easier to make a report and reporting citizens can track on the problem solving process
- Approx. 2/3 of the reported cases are solved
- Járókelő is often a „speeding lane”, so problem reporters experience quicker response
- Positive experience encourages citizens to make further reports

### 2.6.2. Community level performance

- Awareness of the service is growing, also thanks to the innovative marketing
- Citizens monitor each other's report, transparency is growing
- In cities where Járókelő is present 10+% of the reports are already made through the platform

### 2.6.3. Network level performance

- Járókelő is more and more accepted as a trusted partner by public service providers
- Among telco firms Járókelő is a new competitive field: want to be ahead of their rivals
- Service providers experience cost savings so they dedicate resource to Járókelő reports
- Some formal agreements and sponsor contracts are made
- For tough, returning problems the staff of Járókelő offer innovative solutions
- Dashboard reports to service providers is their another value added service

## 2.7. Conclusions

The framework of WP6 (Public Service Innovation Network for Social Innovation) provides a strong foundation to analyse citizen engagement projects, adding new perspectives to understanding of Járókelő 's work.

By its solution Járókelő partly substituted prior co-production practices as well as some of the functions of the public organizations. Digital technologies can substitute traditional co-production practices (e.g. remote monitoring or predictive algorithms). The platform of Járókelő provides an easy-to-use technology for citizens, where the reporting users can track and monitor the problem solving process. Furthermore digital technologies can eliminate public sector organizations from co-production (e.g. self-serving communities). The citizens do not need to know which organization (local authority or a public service provider) is competent to solve a given problem. This knowledge is provided by the Járókelő.hu.

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- [6] Interview with coordinator Budapest (conference call) Budapest coordinator and case manager, April 10, 2019, 9.30-10.30,
- [7] Interview with case manager Budapest and Szeged (conference call), April 10, 2019, 15.00-16.00,
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## 2.9 Annexes

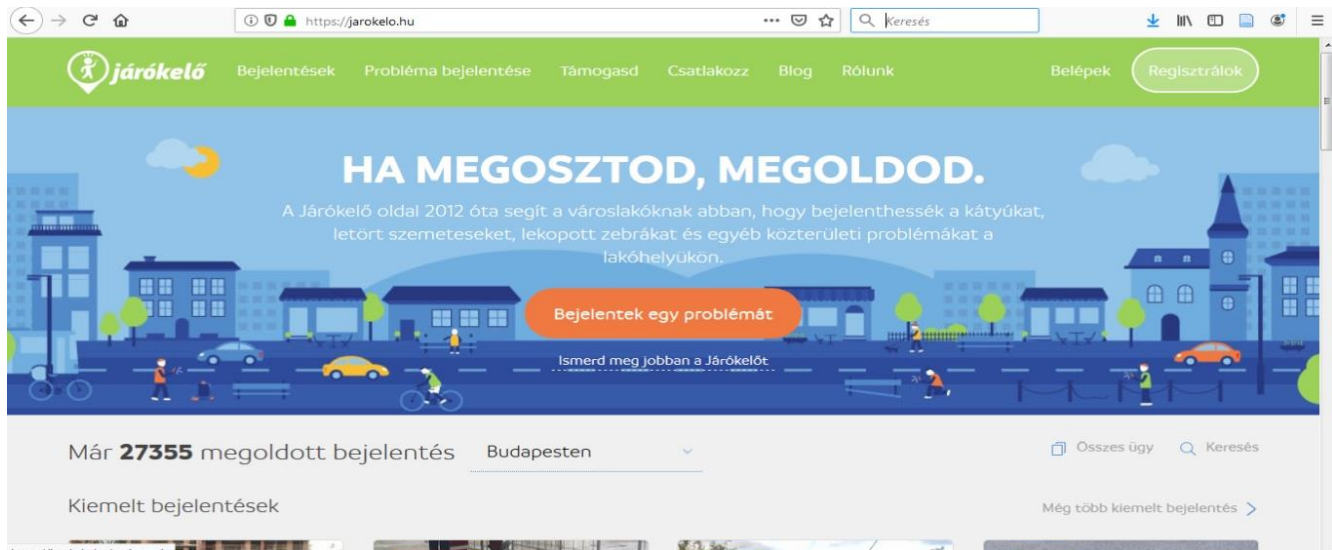


Figure 3 The website of Járókelő Association – jarokelo.hu



### 3. Hungarian Case-study 2: Esélykör – Circle of Opportunity



#### 3.1. The case in a nutshell

Esélykör (Circle of Opportunity) is a voluntary cooperation founded in 2016 by eight NGOs operating on the field of disability-care in the county city, Székesfehérvár. The goal of Esélykör is to coordinate and synchronise the operation of the different NGOs to enable effective collaboration with the local government and enterprises.

In addition to NGOs specialising in disability issues, there are two further organizations involved in developing and mentoring the NGOs of the circle. Of these, the activity of the Civil Centre Public Benefit Foundation (CiCe) is particularly emphasized as a think tank and coordinator. Thus, a total of ten organizations form Esélykör.

The following NGOs dealing with disability issues were involved in 2016:

- Victoria Rehabilitation Centre,
- Fejér County Association of the National Federation of the Deaf and Hearing Impaired,
- Fejér County Association for the Disabled,
- St. Christopher's Day Care Home for the Disabled,
- Regional Fellowship Fund for the Visually Impaired,
- Frim Jakab Home for Ability Development,
- Foundation for Our Balance
- Foundation for Other Disabled Children

Esélykör is open and further NGOs can decide to affiliate. Until 2019, no new members joined the network, but this year the number of network members increased significantly. The new members are: János Arany EGYMI's (Unified Institute for Special Educational Methodology) Millennium Kindergarten, Elementary School and Special Vocational School for Skill Development, Alternative Disabled People's Association, FSZK Székesfehérvár Information and Coordination Point, Dobbantó Development House, Beautiful Present Foundation, Fejér County Chestnut United Social Institute, Lakeside Day Care and Temporary Care Centre for Disabled People, Székesfehérvár Family and Child Welfare Centre, King Saint Stephen Museum, Székesfehérvár First Lions Club, Ferenc Czinki, writer, Alcoa Shared Services Hungary Ltd., Balázs Gáborné, employment rehabilitation expert, Zsófia Lengyel, Székesfehérvár Sensitising Program.

The foundation of Esélykör was necessary because to remove impediments from the way of effective and efficient implementation of disability issues; the local government had difficulty negotiating with

the several non-governmental organizations who run overlapping activities and did not want to address their common interests. It creates a single interconnected communication channel, involving civic organizations and local governments, which is reduces transaction costs of cooperation from the government's and business organisations' side. The network thus includes not only member organizations but also the local government. Members of the network reach out to thousands of citizens with disabilities through their membership.

The main beneficiaries of Esélykör are: people with disabilities living in Székesfehérvár, non-governmental organizations dealing with disability issues, non-governmental development organizations, Székesfehérvár City.

Main activities of Esélykör: sensitizing society to the problems of their disabled peers. The network provides services to citizens with disabilities in Székesfehérvár, the members of the network work together to promote their interests through Esélykör. The stated aim of Esélykör is to contribute to the employment opportunities of the disabled in Székesfehérvár. The association accomplishes its goals by organizing joint programs and operating information channels.

The member organizations of Esélykör have significant expertise among deaf and hard of hearing people, people with reduced mobility, people with visual impairments and citizens with mental disabilities.

Esélykör's vision: "At Esélykör, we are working to create a well-functioning, liveable, humane world so that people in difficulty find their place in a society open to collaboration and acceptance." (Esélykör Strategy, p. 4)

Esélykör's mission: "Esélykör is a network of disability organizations in Székesfehérvár, where we raise awareness and foster employment, through joint programs, events and partnerships; we organise awareness raising campaigns and operate information channels for various actors of the local community. Members of Esélykör leverage the potential of each organization to increase their own social impact for the sake of the people they represent." (Esélykör Strategy, p. 4)

Esélykör's values: cooperation (state, civil, business), diversity (knowledge, experience), openness, helpfulness.

Short introduction of the founding members:

- *Civil Centrum Public Benefit Foundation*: deals with organizational development. Network Administrative Organization (coordinator) role in the network. Leader: Judit Farnady, the motor of Esélykör.
- *Victoria Rehabilitation Centre*: The Fejér County Association of the Disabled acquired the property in 1991, in which the Centre operates. This centre which supports the preparation for an independent life provides services for thousands of people with disabilities. Its management and operation are carried out by the affected themselves; it is run by a non-governmental organization. The disabled people themselves decide what kind of help they need from the Centre, such as gymnastics and physiotherapy. On the one hand, the Centre provides day care, complex capacity building, but also organizes leisure activities and operates a library as well. On the other hand, it provides health care (gymnastics, special therapies, massage, physiotherapy).

In addition, it provides support services for people with very severe physical disabilities at home and helps them to stay with their families. It also provides transport service for them, making it easier to reach workplaces, public institutions and leisure events. Providing a temporary home and long-term accommodation is an important service too. The Centre's home manages to rehabilitate 20-30 people. The 24-hour help desk at the Centre provides full care for disabled citizens.

- *National Association of the Deaf and Hard of Hearing:* The Fejér County Organization of the National Association was founded in 1974. The purpose of the organization is to promote the social integration of deaf and hard of hearing people.
- *St. Christopher's Day Care Home for the Disabled:* The institution is maintained by the Diocese of Székesfehérvár since its launch in 2005. Its aim is to provide social services for adults living in Székesfehérvár and the agglomeration, for people with different disabilities living in their families. It focuses on community togetherness and social inclusion, creating opportunities for personal relationships, for testing and development of capabilities and for useful work. They foster self-sufficiency and carry out medical, social and mental rehabilitation. Beyond the Diocese, the Fehérvár Travel Foundation is the main financial supporter.
- *Fejér County Association for the Disabled:* The association was founded in 1979. Their aim is to protect people with disabilities and promote full social integration. The most important part of their work is information and orientation, with special attention being given to the rights of people with disabilities. They provide legal and lifestyle advice, distribute medical aids, and organize computer courses. They also support the employment, training and education of their members. They organize community events, offer leisure programs and other health and social services for the disabled. They operate the Victoria Rehabilitation Centre. Particular attention is paid to accessibility. They have succeeded in establishing a good quality institutional network for disabled children in Székesfehérvár, providing nursery, kindergarten and school services. The country's first integrated vocational training and retraining institution for people with disabilities was also set up here. Their goal is to create the opportunity for disabled people to live a full life in- and outside of their homes.
- *Foundation for Other Disabled Children:* The foundation was set up in 1998. It primarily supports people with autism and their families. Its aim is to strengthen family cooperation, support the development and education of children with autism and provide advocacy.
- *Foundation for Our Balance:* It was established in 1994 to help preserving mental health and prevent mental illnesses. Its target group are people with mental illness, relatives, social and health professionals, NGOs and interested members of the general public. Since 1998, community-based psychiatric rehabilitation efforts have come to the fore in addition to primary prevention. Since 2002, they have been engaged in health promotion, disease prevention and complex rehabilitation, and have been involved in the domestic adaptation of new, state-of-the-art psychiatric care. They also train professionals of the field. Their important task is the fight against discrimination; they organise several events in this topic. Since 2008, they have been providing day care and community care for psychiatric patients in social care. Their day care supports the social reintegration of people with mental illness and provides lifestyle advice.
- *Jakab Frim Home for Ability Development:* The institution opened its doors in 1987, called Day Care Home for the Disabled, for young adults with intellectual disabilities. It took the name Jakab

Frim in 1997. In 1993, a 10-bed temporary home was opened, and since 2003, a long-term nursing home is also part of the establishment. Today it functions as an integrated institution providing day care for 35 people. They provide significant assistance with their services for the families of people with disabilities, in fact, they function as part of the family. The Home aims to integrate the affected into the society and therefore organizes many programs for them (eg exhibitions).

- *Regional Fellowship Fund for the Visually Impaired (LÁRKE)*: It was founded in 2003 for the improving social inclusion and creating equal opportunities for visually impaired people. The organisation is involved in advocacy, community development and awareness raising campaigns in the Central Transdanubian region (Fejér, Veszprém, Komárom-Esztergom county), by building a mutually supportive, active community. The purpose of the association is to protect the individual and collective interests of its members. It shall strive consistently to carry out the tasks within its mission in the best interests of its members. Services: interest protection, sensitization, rehabilitation (LÁRKE Rehabilitation Centre was opened on February 1st, 2009 in Székesfehérvár for visually impaired people living in the Central Transdanubian region). People with visual impairments can receive basic and vocational rehabilitation services free of charge. The IT specialist employed by LÁRKE undertakes on-site computer repairs from external members of the association from the Central Transdanubian region, software maintenance, on-site info-communication consulting, training. They also handle accessibility projects.
- *Fejér County Family, Opportunity and Volunteer House*: The Foundation for Other Disabled Children has been running the Fejér County Family, Opportunity and Volunteer House on behalf of the Ministry of Human Resources since October 2012. They provide assistance, information, counselling and various programs to communities and institutions representing families, children, young people, women, the elderly and the disabled in Székesfehérvár and Fejér county. Their main objectives are to promote the social inclusion of disadvantaged groups (children and young people, women, people living in segregated and disadvantaged areas, Roma, elderly, people with disabilities), to promote human rights and social acceptance of diversity, to fight discrimination and to strengthen social solidarity; they also aim to create equal opportunities and to promote the value of volunteering.

What kind of innovation does Esélykör bring? The main innovation of Esélykör is that it has orchestrated strong cooperation among NGOs supporting people with disabilities in Székesfehérvár, and because of this bond it is able to facilitate a prosperous collaboration with the local government, to represent and act for the interests of the citizens it represents. Esélykör has an effect on the involved non-governmental organizations as well through the Civil Centre Foundation's (CiCE's) development activities. As a result of the innovation, disabled citizens of Szekesfehervar are able to defend their interests more effectively, and organizations working for people with different disabilities have a cooperative attitude instead of their previous competitive approach. Not only can their services deliver greater coverage, but also the organizations' tasks and operations become more efficient and transparent. Communication with non-professional organizations (municipalities, businesses, the general public) has improved as well. It is important that while each organization has a different mission and vision, they all accept the mission and vision of Esélykör.

Esélykör is constantly evolving; it has accepted new members in 2019 and has also embarked on a strategy development and organizational development process. However, CiCE's choice to leave the network will have crucial implications; as it is not a professional organization of the field, it wants to let go of network members, leaving space for independent operation. They are thinking about becoming an entity with legal personality without the CiCE, which would then go back to organizational development supporting other types of forming networks in the city.

### 3.2. The context

There are significant precedents for the cooperation of NGOs in the county. The Regional Association of Non-governmental Organizations was established in 1999 with its seat in Székesfehérvár. This association was originally formed by 32 member organizations - as legal successor of the Association of Social Associations (TESZ) – under the name of Fejér County Association of Civil Organizations (CISZ). The number of members increased steadily year after year, and after ten years of operation they had 91 member organizations. It was a strong county federation in the past, covering many areas (sports, social affairs, education, environmental protection). The association lead successful work approximately from 2008 to 2010, then it fell apart and shut down. At present, advocacy activities of NGOs is very weak.

Székesfehérvár still has an active civic life; the fact that is a well-developed industrial city plays a significant role, as there are not only several managerial clubs, but also the Fejér County Chamber of Commerce and Industry operates several clubs. In Székesfehérvár there are 509 associations and 291 foundations registered on the [birosag.hu](http://birosag.hu) website.

In Székesfehérvár, Esélykör was not the first attempt to establish a network of NGOs. Previously, there was a network, which aimed to act as a creative forum, led by the Regional Innovation Agency Nonprofit Ltd. It operates as a cluster.

A network similar to Esélykör was established between 2009 and 2011 in Székesfehérvár under the name Social Network (<http://www.szena.hu/index.php?id=50>), which was in operation for 2-3 years. The network worked well, but because of personal conflicts, it dissolved. The interpersonal inner-sector conflicts are very characteristic for Székesfehérvár.

We also have to note, that civil organisations often have to deal with hostility of national politics (government), as an external environmental factor, and that they may fall into the crossfire of these attacks. The 2017 LXXVI. Law on Transparency of Organizations Sponsored from Abroad obliges non-governmental organizations that receive cash or other financial benefits of HUF 7.2 million directly or indirectly from abroad, to declare it to the state and to publish on all marketing documents and websites that they classify as foreign-funded organizations. In addition, the government carried out several political and communicational actions in 2017, which made it difficult for civil organizations to operate in Hungary. All this manifests itself as an external hindrance. Representatives of civil society organizations from Székesfehérvár mention only tangentially during the interviews.

Esélykör itself, which includes all areas of disability organizations, started one and a half years ago. A civil forum at the Victoria Centre started the conversation about the idea, where the mayor was also present. Beside the mayor, Judit Farnady, the leader of CiCE, attended the event, where the discussions focused mainly on the NGOs' issues, however, at the end of the forum, Farnday spoke to the mayor personally, and asked for the municipality's help to establish a network of non-governmental organizations supporting people with disabilities in Fehérvár. The mayor, quite rightly, said that he and the municipality have nothing to do with this issue, it is up to the civilians. Farnady argued that without the mayor's and the local government's ideological support, there would be no cooperation, she could not persuade the civilians. She said, that she was convinced that such an initiative requires the municipal side as well and that the municipality also benefits from such cooperation.

The foundation of Esélykör was born out of this conversation, in which the municipality actively participated. After the forum, CiCE worked for one year to bring the organizations together. Judit Farnady didn't know any of them before, but during the discussions, common interests and common issues began to crystallize. In the meantime, they were in continuous negotiations with the municipality as well. They were urged by the local government, expecting results, but volunteers can usually not be pushed and rushed this way. Consequently, it was a much slower process than the municipality had hoped for.

Székesfehérvár Equal Opportunity Program (2018-2022) explicitly mentions Esélykör. The association wants to institutionalize its relationship with the municipality and enter into a cooperation agreement, to which the municipality is open. They also want to lay down the exact manners of advocacy and communication activities and the system of subsidization. In the fall of 2019, the city included Esélykör in the Strategy Council to involve their expertise in the design of the city's accessibility measures.

The municipality is generally open to cooperation with NGOs. It has created a Corporate Social Responsibility Fund for NGOs, for which NGOs can apply for funding (e.g. for programme implementation). The amount of the fund is a couple of hundreds of HUF (HUF 100.000 is app. 300 EUR). Esélykör is also named in the city budget for 2019, wherein CiCE received HUF 2.300.000 (app. 6.900 EUR) for its operation. The city has significant economic resources and is willing to provide funding for NGOs, but the city is not proactive in building relationships, but rather expects NGOs to take the initiative.

NGOs are usually not considered to be fit for the provision of public services. The city has been collaborating with a few credited organisations for a long time, but the majority of NGOs have not had the necessary trust in the municipality. The general opinion about civilians is that they get divided and competitive, even if they are working in the same field. Since they are not self-organized and weak in management, the local government ceases to entrust them with the carryout of public services. Nevertheless, the municipality would be ready to cooperate with civil networks of different sectors from the point of strategy creation already. This is also stated in the city's civil concept.



The main area of cooperation is the area of public services (education: kindergarten, crèche, culture: theater, social: disability, homeless care), but often these collaborations are not visible to the general public. Based on discussions with local residents, we can conclude that the marketing activities of NGOs are still quite weak.

According to a local government employee, there are currently three types of NGOs in Székesfehérvár: "Each was brought to life with some purpose: one third of these NGOs basically does not operate. The other one third still functions, but they are not cooperating with the local government; maybe they cooperate with the state through tenders, but in the classical sense the connection is not with the city. The remaining one-third, with whom we have a fairly close relationship, are on a rather broad spectrum [they are involved in several fields - R.M.]. "

### 3.3. Types/Process of Innovation

Esélykör is a bottom-up, voluntary and spontaneous innovation network, operating as an informal network at the moment. It is a typical Social Services Innovation Network (PSINSI). Its main actors are: NGOs, municipalities, municipal institutions, businesses. The internal network is made up of NGOs that counts thousands of members. The members themselves are actively involved in the operation of the network, e.g. by providing voluntary work. The participating individuals are usually affected themselves; they are people with mental disabilities or family members. Their innovations are invisible, non-technological and concerns public and social services.

They build on rich previous experience, as most of them has been working to help people with disabilities for decades now. CiCE also has plenty of experience in managing civil affairs in Székesfehérvár.

Judit Farnday does not favour top-down, institutionalized innovation networks, as she believes that this form prevents local actors from using their own local knowledge and experience to try to master their own local challenges.

Of course, a centralized, nationwide network has many benefits (transaction costs to connect to the network are lower), but she does not consider it expedient due to its disadvantages. Esélykör's operation is defined by the existence of a Network Administration Organization (NAO), CiCe. As Farnady puts it, "collaborations between networks are can created, but fall apart if they don't have a "host". " Esélykör can be interpreted as a centralized network with CiCE is at its core as a NAO.

Esélykör can be seen as a PSINSI aligned PSINSI, as different institutional logic (norms, culture) appears within the network, they are compatible, however, meaning lower level of possible conflicts.

Esélykör can be defined as an innovation network in its growth phase.



## 3.4. Driver/Barriers

### 3.4.1. Obstacles, some of which can be addressed through collaboration

- The capacity of organizations defending the interests of disabled citizens is weak.
- Their general management knowledge and their legal / management knowledge regarding NGOs are insufficient, their objectives are not coherent and consistent.
- Their leaders are usually are not leading personalities, as a result there are no strong teams forming around them.
- They lack strategic planning skills and methodological knowledge.
- Their internal communication is ineffective, it is often full of conflict and infertile as well. NGOs, though theoretically their core values are tolerance and empathy, are often opposed to one another. Not only on religious and political grounds, on a generation basis. They lack the ability to join hands.
- Due to lack of management knowledge and internal conflicts, the civil sector is not credible to other actors of the economy. If they are not able to articulate their goals (social impact), then it is not worth working with them.
- For both civilians and local governments, day-to-day affairs override long-term goals, so they cannot be achieved.
- Political interest also appear in case of NGOs.
- The effective running of NGOs is severely hindered by the government's anti-civil sentiment in the country, as a result, fewer and fewer dare raise their voice. In addition, the state operates in a paternalistic manner, meaning that the bigger part of them is "hanging on to the state." The vast majority of civilians' revenues come largely from the state and local governments.
- Because they are unable to communicate differently from their own habitual, civilian way, they cannot address either businesses or local governments.
- Revenues from their own operations and from the business sector are negligible.
- Székesfehérvár, while one of the largest, most developed and richest cities in Hungary, is too small to support a bigger number of NGOs in the area. There is not enough capacity to operate them; these fragmented organizations remain too small and lack capacity.
- There is no consensus-based social vision, this way there is no strategy. While NGOs compete for scarce resources, which may be good in certain cases, they do not develop a culture of cooperation.
- The barrier to municipal and civil cooperation is that the municipality can only cooperate with a non-governmental organization that is legally registered. However, this entails significant costs and time, meaning that the transaction costs of cooperation for many civilians outweigh the benefits. These self-organized civil groups are not enter collaboration with the municipality in a network system. Only institutionalized NGOs have this opportunity. As the head of one of the NGOs put it: "So the world surely goes towards formal, legally registered organizations, but it is more and more difficult to live up to those standards. There is a terrible pressure, which I think is wrong, and while I understand that the state has to guard the community's money, these

administrative burdens cripple civil society organisations. Maybe this is an exaggeration now, but because of a few renitent NGOs, who might steal money, the majority suffers the consequences and are burdened by filling out of 55 papers for different verifications." It is also true, however, that registered, institutionalized NGOs enjoy greater level of trust and therefore dispose over more resources than informal NGOs.

- Tenders, which are partly accelerators and mediators of cooperation, are often hindrances as well, as the state expects the given NGO to be of public benefit or paramount public benefit (in lawful terms). However, obtaining these licenses places an additional burden on people working voluntarily with NGOs.
- The Central and Eastern European mentality is a hindrance to real cooperation. Many organizations have a cooperative relationship with local government exclusively because of the attainment of financial resources, that is paternalism, the dependence on the state is very characteristic.
- Cooperation between municipalities and NGOs is hampered by their differing expectations of the municipality's strategy for NGOs. The local government would be happy to have a unified civilian position, which is not the case, while the local government position may seem dictated from the CSOs viewpoint.
- There is an NGO egoism among NGOs, that is, every NGO imagines knowing their professional area the best and is not open to cooperate with other organisations.

### 3.4.2. Factors contributing to collaboration

- Strong municipal support for setting up the network (the municipality saw the value of working with NGOs in the delivery of public services, but also realized that communicating with them separately would create an inefficient system and therefore supported the establishment of the network).
- European Union grants and funds also support network based operation models, as these organizations alone do not have the capacity to prepare, submit and implement a major projects.
- In Székesfehérvár it is easier to co-operate with the local government, because the effect of "big politics" is less palpable.
- Non-governmental organizations cannot take over complex public services from the local government, while a network of NGOs is able to do so. Everyone can put their best knowledge, experience and resources into this network, and build a comprehensive, complex service portfolio.
- In a network-based operation, individual NGOs can make better use of their scarce capacities, thus increasing their opportunities within their capacity constraints.
- NGOs working together in networks can achieve increased efficiency, simplified administration and stronger advocacy. Synergies deriving from their knowledge also increase the ability to formulate strategies.
- A person is always needed, who takes the building-up of networking to his/her heart. For Esélykör, this is the head of CiCe, Judit Farnady. It is important that this person is not part of the

circle, is not part of the professional network with an own self-interest. One of the explicit strategic objectives of the CiCe is to support the development of NGO networks (e.g. in the field of equal opportunities and disability / social affairs).

- It is also important that the external manager is somewhat familiar with the professional work of the network and is therefore accepted by civil professionals.
- Co-operation between the municipality and the civilian community is predominant in social public services. Over the past 20 years, all municipal authorities have recognized the need to address this; it now has stable a tradition in the region. NGOs are also actively seeking cooperation with the local governments in these areas.
- In order to create partnerships CSO leaders require rich social capital and good communication skills. The person of the leader is key. As the leader of a non-governmental organization put it: "I have just thought through, and practically we connect all big CSOs to individual persons, the name of one person pops in. Whether or not attitudes influence whether or not we go into cooperations only with familiar people is another story, but it is certain that we associate civil society organizations with individuals." Another CSO leader said in connection to this: "Activities, which can be linked to faces and persons, they function also as some kind of quality assurance."

### 3.5. Institutional factors

The municipality, although being an informal network, mentions Esélykör in its strategic documents and its funding has a separate line in the budget.

The city administration visits Esélkör's event regularly. They also support the communication of the network, which is beneficial to both actors, as of course this also serves political purposes. The administration listens to Esélykör's suggestions, integrates them into its strategies in so far it is possible, and contributes to their implementation as well.

National legislation is bureaucratic and impedes work (e.g. accepting foreign donations).

Before 2010, NGOs and the state cooperated not only at local but also at county level. Examples for this were the operation of the Civil Service Centres. After the reorganization of the municipal system in 2011, the co-operation at the county level has mostly ceased. This effects broader territorial co-operation quite disadvantageously, however, during the interviews it was mentioned that as a consequence the emphasis shifted to the local / municipal level, where civil-municipal co-operation got stronger.

European Union tenders have also put strong pressure on municipalities to cooperate with local NGOs to solve / alleviate certain social issues.

By starting out an NGO-municipal cooperation, the person of the initiator is an essential factor: is it the NGO contacting the municipality to cooperate with it in a particular area or is it the municipality seeking the NGO for its services. This starting point can determine how the entire collaboration concludes.

### 3.6. Impacts/performance

One of the effects of the network is the increased willingness of organisations supporting people with disabilities to cooperate. The network-based operation has also changed the organisations' cultures, even if we can not speak about drastic changes.

Furthermore, based on the effective operation of Esélykör, the municipality would like to initiate similar processes among NGOs of other professional areas to establish networks and to take over complex social services from the municipality. It also shows that the Municipality wants to launch a planned, top-down innovation process, based on the experiences with the bottom-up innovation process of Esélykör. CiCe is also to play a role in this.

The network is able to use municipal resources more efficiently along the designated goals (e.g. social sensitization).

NGOs are able to respond more flexibly to social needs by working in a network. The network can utilize the capacities of all organizations in a synergic way, so it can respond better to unexpected situations. The network has greater social embeddedness than the individual organizations themselves, so they can act more effectively to assert their interests.

The success of the network is largely due to the activity and coordination capabilities of the NAO. The structure of the network, the presence of a NAO, contributes significantly to the efficient and effective functioning of the network, which is why we consider innovation primarily as structural innovation. The professional work of neither the local government nor the individual NGOs has changed radically, but they have become more efficient and effective.

### 3.7. Unexpected results

Although Székesfehérvár is one of the largest and most developed cities in Hungary, it is not all too successful in cooperating with civilians. This in itself is quite surprising.

The city is not proactive in working with CSOs, but is clearly reactive, meaning it just responds mostly to their suggestions. As the municipality has the appropriate financial resources, it provides financial support to many NGOs. However, these are not deep cooperation.

It is also a surprising fact that almost all interviewees highlighted the existence of conflicts among NGOs of the common professional fields and their inability to cooperate.

In our opinion, the successful operation of Esélykör is primarily due to the presence of the NAO, but the process is very slow. As we have written above, the network is in a growth phase, but since the NAO wants to leave the network, this growth phase involves significant risks. Transforming from an informal network into a formal network, and introducing regulation, can bring about serious conflicts within the network that may require the experience of the NAO. We regard the network as fragile in this respect.

### 3.8. References

- [1] Interviews within Esélykör: three interviews with Judit Farnady
- [2] Interviews with the local administration: department heads, subdivision heads
- [3] Interviews with CSO leaders
- [4] Workshops: members of Esélykör
- [5] Focus group discussions: CSO leaders from Székesfehérvár and professionals from the local government (vice mayor, councilor, department head)
- [6] Strategic documents of Esélykör and of the city of Székesfehérvár

## 4. Hungarian Case-study 3: CédrusNet



### 4.1. The case in a nutshell

The CédrusNet (CedarNet) Association is launching a program in the county capital, Kecskemét (Bács-Kiskun county), which aims to extend the utilization of competencies and experience of aging professionals and to establish a new social market (see Figure 4). The Association was founded in the summer of 2016 to create programmes and projects for and with elderly people in Kecskemét.



Figure 4 Location of Kecskemét in Hungary

The objectives of the Association are:

- Promoting methods and solutions to respond to the phenomena and new challenges of an aging society.
- Organizing reactivation, job and task creating services for the senior target group.
- Development and organization of education and trainings to facilitate senior knowledge utilization.
- Dissemination of intergenerational knowledge transfer models.
- Advocacy activities aimed at improving the target audience's quality of life.
- Organization and evaluation of pilot programs.
- International exchange of societal solutions and initiation of cooperative efforts to make versatile use of the experience of senior citizens.

Although the Association was officially established in Kecskemét only three years ago, the CédrusNet concept was already formulated in 2014. The Erasmus Institute, which had been in existence for 17 years and was founded by sociologist Erika Sárközy, also the founder of the CédrusNet Association. Its main activity was to research the transformation process of societal and economic communication systems and their impacts. Later, from 2013, they began to address the phenomenon of the aging society and its consequences increasingly. As a result of this research, the CédrusNet concept was created in 2014. Following the development of the concept, the empirical testing of the theory went on in the upcoming 2 years, mainly in Miskolc and in Székesfehérvár. Afterwards, they introduced the concept in various forums and conferences, and presented their programme on a tour in 18 cities. Finally, one actor, the city of Kecskemét, saw a great opportunity in the concept; this is how the 2-year pilot programme started in 2017. The municipality provided funding from the city's budget for the launch of the pilot program, which covered the amount needed for the foundation (e.g. office) and sustainment (e.g. salaries) of the Association.

To achieve this goal, the association has developed several programmes and services building on each other:

- It provides seniors with various in-house training opportunities that enable them to acquire new knowledge and opens new job opportunities. These include e.g. “professional grandparent” training or senior visitor training. There are several further courses available not yet accredited.
- In cooperation with the senior citizens of Kecskemét they have started to establish a local “senior knowledge bank”.
- The so-called “Cedar Circles” were called to life; any member can create a new circle or join an existing one. The circles function as informal communities that take part in various programmes of CédrusNet and organize their own programmes as well.
- A Senior Innovation Circle has been set up in which local practitioners, on a voluntary basis, use their knowledge to provide solutions to community problems and emerging challenges.

Due to the success of the CédrusNet program during the pilot period, the Municipality has decided to continue the program and therefore, plans and options for the future are currently being negotiated between the Municipality and the Association.

## 4.2. The context

The CédrusNet program focuses on seniors, and aims to create new opportunities for this social group through various trainings and community activities. Furthermore, a prominent member of the CédrusNet network is the Municipality of Kecskemét, who provided financial support for the establishment of the Association. Important actors of the network are local businesses and residents, who are users of CédrusNet's services as well as creators of the service portfolio.

The cooperation between the municipality of Kecskemét and the elderly has a long history. The Hungarian Government established the Elderly Council in 2002 (1138/2002. (VIII.9.)), which was introduced in most counties of the country. Subsequently, the Kecskemét's local government decided



to establish an Elderly Council in the city a few years later, to support advocacy of the elderly more effectively. In 2015, in a decree (265/2015 (XI.25.)), the municipality accepted its aging policy, stating that "instead of talking about aging as a problem to be solved and a burden to be soothed, we shall recognize and build on the values and capacities of senior citizens", so that the elderly as human capital are explicitly included in the city's strategy.

An important step for the CédrusNet Association is the local government's decree 30.016-3 / 2016. on the initiative of Mayor Klaudia Szemereyné Pataki, the Municipality entered into a cooperation agreement with the organization to create a model project on active aging, with the aim of "promoting employment, social inclusion and preparing senior citizens for an independent, healthy and safe lifestyle".

One of the key factors in the cooperation was the high degree of openness on the part of the local government. This openness has manifested itself on many levels, both professionally and politically. The first step was taken by the Social Policy Department of the Municipality, which had "discovered" the potential of CédrusNet. One of the reasons for the openness of the department due to the opinion of the department head is that many staff members are sociologists, liberal arts professionals. They examine most social problems and opportunities on a purely professional basis, as a result, they are less likely to prioritize legal obligations, which makes them much more proactive about new innovative solutions and working with NGOs. Interviews with the department's staff indicate that their openness may be explained by the fact that more colleagues have an active past working in NGOs, thus having an extensive personal network with representatives of different organizations.

To implement CedrusNet's innovative concept the openness of key political actors was also necessary. In achieving this, the municipal professionals' support and argumentation played an important role. The "discoverer" of the concept believes, that the topic itself was sufficiently persuasive, namely the relevance of the problem of an aging society in Kecskemét. It was important that everyone had a direct connection with the elderly, which created ownership in everyone towards the concept. Furthermore, the program would allow more seniors to work either in in municipal institutions or in local businesses. As a result, they have been able to convince more key players in the municipality personally of the importance of supporting this programme.

The municipality decided to start with a study on the local senior population to get a better understanding of this social group. It was the research that made it clear, how high the interest for the program was from the side of different local actors. Both businesses and organizations dealing with the elderly were supportive of the initiative. Subsequently, the Municipality and the CédrusNet Association agreed to launch a 2-year pilot program.

Even after the completion of the pilot project, the intention of the Municipality is clear: the local government would like to continue the collaboration and the program, but it is still under negotiation. It is a pivotal point how the role of the local government will change and how much financial support the Association will need in the future. For the time being, of course, the local government will continue

its support it in the next period, but the long-term plan for CédrusNet is to become increasingly self-sustaining and to try to raise funds through various European tenders.

At the municipality the idea emerged that they would try to make this programme known to other cities as a good practice.

The founder of the association, who created the concept, is currently working with a team of about five full-time colleagues and a number of volunteers who assist the work of the association. Another key actor of the association is the program director, who is in charge of more operational tasks, creating a well-balanced work distribution among the leaders.

The concept was developed by Erika Sárközy, sociologist. An important point in developing this concept is that she has lived in the United States for a long time. As she returned, already retired, she found that the demand for aging professionals is very low, and the desire of the aging generation to contribute cannot be fulfilled. This provided the initial impetus for the concept, which in its early stages used its own financial resources for the initial research, by granting payment for the research staff.

### 4.3. Types/Process of Innovation

The founder sees similar ideas and programs already in place in Western Europe and the United States. However, in Central and Eastern Europe there is a "deficit" and the first step in innovation is to create the product and the service itself, which can be thematised around senior knowledge building. One of the product innovations of the CédrusNet are the trainings for the elderly, designed and managed by the association. These are accredited courses that teach local seniors based on the curricula and with the use of methods developed by the association.

The pilot program has launched two courses so far: the Professional Grandparent Program and the Elderly Visiting Course. Both courses were designed to meet needs and interest of the local aging population. It is important that these courses offer opportunities for local problems to be solved and for local task to be carried out, as well as for the re-assessment of previous courses offered for older people. CédrusNet courses are specifically layed out to fit the skills and opportunities of the elderly. After completing the accredited course, seniors will have the opportunity to find employment in this area. The first courses have been very popular and many recent graduates have found jobs already.

Another product innovation is the creation of a senior knowledge bank. This senior knowledge bank is constantly expanding and includes the data and contact details of retired professionals who can and wish to continue to help the community. The knowledge bank offers a wide range of contacts regarding their professional profile, from retired HR director to retired plumber. Thanks to this, the demand for labour of both local civil and business organisations can be partially met.

Another innovation within CédrusNet are the so-called cedar circles, which participate as informal, self-organized small networks in the local community. The CédrusNet Association aims to provide not only

a simple formal framework for these organizations, but also, in accordance with LivingLab theory, to provide a complex ecosystem for the aging population in the city.

These product innovations are clearly bottom-up initiatives, and although most have been developed in an organized framework, some elements (e.g. cedar circles) were spontaneously created by members of the network, in response to emerging challenges.

#### 4.4. Type of Innovation Network

The CédrusNet network has been created in more courses. If we imagine its case as a concentric circles, then the external network established in the first step was planned and built up by the association, with the help of the local government. This network includes residents, the municipality and local businesses. In the meantime, other local actors, e.g. NGOs have joined the network. However, the internal network within the CédrusNet among the residents had been established spontaneously with time, within a given framework, but was self-organized. These are networks that are growing in size and number, and the CédrusNet ecosystem stands behind this.

These internal networks, as they become more stable, begin to move away from the external network, as the CédrusNet ecosystem aims to make these circles more autonomous in the future and expects them to play a coequal role, entering partnerships and projects with the association. Thus, two main players can be observed in the external network: the CédrusNet Association as the mastermind and the Municipality, which as a key actor provides strategic aspects and material and infrastructural background to the network. In the inner circle, the Association and Erika Sárközy are clearly the central actors.

#### 4.5. Drivers/Barriers

The Association is highly supported by the professional and political leadership of the Municipality, so its sustenance is ensured later on, which allows the concept to be implemented with a long-term and complex strategy. The unanimous positive opinion of the network members and the positive feedback on services from members, businesses and the municipality, greatly improves the chances of the network to survive. In the long run, by utilizing other revenue opportunities (businesses, applications), it may become feasible for the network to be self-sustaining. However, they have to take into account the risk that, if they are unable to generate their own revenue, they will be dependent on municipal resources, which considering changing political goals makes predictability and stability of the operation questionable.

One of the barriers to further expansion of the network may be the leave-taking of Erika Sárközy. In the medium term, the founder, who is not a local resident, no longer wishes to be an active participant in the network, and envisions her future rather as a consultant. Based on the experience so far, the Cedar

Circles and the stable and good relationship with the municipality and residents have been largely due to her person. Therefore, it is a key question, which actor can replace her and encourage further members to join the network. Regarding the products, it is necessary to revise the strategy and methods of moving forward, since the founder has played a huge role in the planning of the course structures and curricula. Hence, succession and aftergrowth of human resources are key issues in the medium term.

Among local civil society organizations, there are some working on the same field, although, with a completely different approach and methods. At the same time, because of the partly concurrent activities the association has to count with potential conflicts, that is, when it comes to recruitment in many ways they take away potential members from each other. This is not a serious problem of short-term significance, as organizations joined mostly without any previous memberships or partnerships, however, in case of further growth a competitive environment can be expected.

At the same time, a factor contributing to the survival of the network is that the aging population is growing continuously, and due to the phenomenon of labour shortages affecting the city, the labour demand of businesses is increasing as well. This creates a good opportunity for the association. If they are able to respond to the needs of the market, the long-term survival of the network will not be threatened.

#### 4.6. Impacts/performance

The impact and performance of the CédrusNet program is manifold. It is important for local senior citizens that with the help of the trainings and the community they became able to respond to the challenges of a digitalized world. From now on, if they wish to actively participate in the labor market, they can work with the knowledge gained there.

Thanks to the knowledge bank, even without training, the older generation has the opportunity to utilize the knowledge acquired in their previous jobs. This will have a positive impact on local residents as well as on local businesses, which can hire new employees and meet their HR demands. Furthermore, local residents can use these services and thus having a positive impact on their lives.

It is important to note that depending on the focus of the training (e.g. elderly visitor training) they can also relieve the pressure on the municipal care system, as these seniors take over tasks of the care system, which can make local public services more efficient.

An essential result of the programme is the increase of senior citizens' well-being, which goes beyond financial gain. A culture of intellectual development and lifelong learning is mirrored in the norms of active aging. The creation of new norms thus affects the elderly, as well as the younger generations and local businesses, as it changes the stereotype of the elderly's knowledge not being valuable. In this way, the concept provides both short-term (new / returning workforce) and long-term (new norms) results.

## 4.7. References

- [1] <http://cedrusnet.hu/>
- [2] Interview with the founder Erika Sárközy
- [3] Interview with the local administrations: department heads, subdivision heads
- [4] Interview with the mayor of Kecskemét
- [5] Interview with local organizer
- [6] Documents of CÉDRUSNET
- [7] Documents of the city of Kecskemét

## 5. Hungarian Case-study 4: No Bad Kid – Pressley Ridge Hungary Foundation



### 5.1. The case in a nutshell

Kecskemét is one of the most dynamically developing cities in Hungary, which by population is the 8th largest Hungarian city. The opening of the Mercedes-Benz factory gave a new impetus to the market town of the Great Plain, which has already had industrial traditions in the past. The present case relates to the so-called Cigányváros (Gypsytown) of Kecskemét, a segregated and disadvantaged area of the city. This area is mainly populated by the Roma minority, where segregation is significant. The local government is committed to support the catching up of disadvantaged inhabitants, therefore they also promote innovative solutions to support inclusion of disadvantaged children. The present PSINSI focuses on catch up programmes for primary school children, whose social inclusion is difficult because of their social situation, and by having poor study results they are usually early school leavers and have low chances of continuing their studies.

Due to the environmental conditions of the city, the segregation phenomena in Kecskemét can be considered moderate on a national level. At the same time, diverse residential areas have developed in Kecskemét, which provide very different standards of living, living environment and service levels. Some neighbourhoods could not avoid that socially marginalised people move in, the formation of slums or ghettoisation (housing estate of Halas út). In the past segregation has mainly begun due to the development of different parts of the city, neglecting certain areas, lack of public services (Műkertváros, housing estate of Halas út, Szeleifalu) or aging population (northeastern part of the city centre).

The main members of the network: Pressley Ridge Hungary Foundation, László Tóth Elementary School, Hajnalcsillag Classroom and Pancsinellő Playhouse, the Reformed Church (Reformed Church Community of Kecskemét), Social Policy Department of Mayor's Office of Kecskemét, Municipality of Kecskemét (especially Deputy Mayor Dr. Gyula Tamás Szeberényi and councillor of Cigányváros), local school district of the Klebelsberg Institution Maintenance Centre (KLIK), Ilona Zrínyi Elementary School of Kecskemét (László Tóth Elementary School is one of its member institution), Lajos Kossuth

Elementary School of Győr, HEKS (Relief Organization of Swiss Protestant Churches), children concerned and their parents, teachers from elementary schools and retired teachers.

Short introduction of the **network members**:

- *Pressley Ridge Hungary Foundation*: The purpose of the foundation is to help severely problematic young people and their families, and to improve the integration and performance of children and young people with problematic behaviours by providing innovative services in all contexts: within the community, at home, residential institutions and foster parents. Involvement in an innovative, proactive, pioneering role in research and development of services for these purposes. The Pressley Ridge intervention model is based on the methodology of Nicholas Hobbs's Re-EDucation, "Reteaching patterns of behaviour and conduct of young people with emotional disorders", developed in the 1960s. Re-ED is an intervention system that focuses on the immediate environment of children and young people and on their strengths. The introduction of the elements of the program developed by the foundation took place in the following public educational institutions: Dominó Elementary School, Budapest; Klára Kornis Children's Home and Vocational School, Budapest; Salgótarján Central Elementary School and Dormitory; Lajos Kossuth Elementary School, Győr and László Tóth Elementary School, Kecskemét.
- *László Tóth Elementary School*: The building has its educational function since 1893. The school reorganizations in 2007 affected the school, integrating 2 kindergartens and 6 elementary schools into Downtown Kindergarten and Elementary School, and from 2013 it is a member institution of Ilona Zrínyi Elementary School of Kecskemét. In addition to school education, a special emphasis is placed on lifelong learning, and by the 2018/19 school year the Pressley Ridge behavior change management programme was introduced. There are 146 students, all of them are Roma children. 44 have difficulties with integration, learning and behaviour, 11 are disadvantaged, 58 are multiple disadvantaged, and 31 has special educational needs. 70 students receive regular child protection benefits. Regular child protection benefit is paid if the income of the family does not exceed the 130% of the minimum amount of a pension quota per capita. At present it is HUF 28,500, which means that for 70 children the income is HUF 37,050 / month per capita (approximately EUR 110 / month). The school educates children living in the segregated areas defined in the Equal Opportunity Programme of Kecskemét and operates in an area affected by segregation. Key figure: Headmistress Betti Tóth
- *Hajnalcsillag Classroom and Pancsinelló Playhouse*: On April 13, 2019, Reformed Church of Kecskemét inaugurated the „Mission House” (Missziós Ház) on 38 Műkerti sétány, which is home to Hajnalcsillag Classroom and Pancsinelló Playhouse aiding the integration of disadvantaged children and families. Every afternoon the children from elementary schools are accompanied to Hajnalcsillag Classroom, where they can play with the help of specialists, make their homework, learn how to study and cooperate. The Pressley Ridge behavior change management programme is now being introduced in the classroom. Key figure: Tímea Somogyi.
- *Reformed Church of Kecskemét*: Caring for those in need is a very important part of the mission of the parish. The church leadership is committed to helping Roma youngsters and children with multiple disadvantages. In autumn 2014, with the support of HEKS (Relief Organization of Swiss Protestant Churches), the playhouse and school service started in the Municipal Community



House on Street Mezei , but when the maintainer became the Roma Municipality, , they finally decided to move into a building due to differences of opinion. Over the years, many excellent staff members and countless enthusiastic volunteers have been involved in organizing the Pancsinelló Mum's Club, Playhouse and Summer Camp. Through the Deaconess Charity Service, they began their missionary relationship with Roma children and their families. Key figure: Péter Telek Pálné Virág Kabai.

- *Social Policy Department of Mayor's Office of Kecskemét Municipality:* The department carries out its functions of organizing and coordinating municipal social and child welfare services, as well as health, youth, crime prevention, drug prevention, elderly and civil affairs. It prepares municipal strategies on social policy, health, youth, crime prevention, drug prevention, elderly and civil affairs, and equal opportunities. The department liaises with churches, non-governmental organizations and coordinates cooperation between the municipality and these organizations. Key figures: Imre Csonka and Zoltán Libor.
- *Municipality of Kecskemét:* Deputy Mayor Dr. Gyula Tamás Szeberényi is a councillor of the disadvantaged areas, although he is in charge of another field as deputy mayor, he has made a special point of it. The local government participates in the network by allocating resources and adopting strategies. Key figures: Deputy Mayor Dr. Gyula Tamás Szeberényi, Mayor Klaudia Szemereyné Pataki
- *Kecskemét School District, Kunó Klebelsberg Institution Maintenance Centre (KLIK):* It is responsible for the public education of 20,795 children in the regional district. The school district employs 3046 people (school staff). The state-run Zrínyi Ilona Elementary School of Kecskemét is part of this district of KLIK, who is responsible of maintaining and managing the school. Key figure: Headmistress Anna Zsámboki
- *Ilona Zrínyi Elementary School of Kecskemét:* László Tóth Elementary School is one of its member institutions. It consists a total of 6 member institutions.

You can find the description of Pressley Ridge method in the effective educational programme of László Tóth Elementary School:

„Today's man faces countless challenges. The social and material environment around us is constantly changing, which we need to adapt to. This places a heavy burden on the parents and families whose children require individual treatment, special care and greater attention due to their particular condition, life situation, different level of development of personality and maturity.”

As part of a collaboration between the Pressley Ridge Hungary (NoBadKid) Foundation, School District of Kecskemét and László Tóth Elementary School of Ilona Zrínyi Elementary School, a Re-Education-based educational philosophy targeting children with behaviour difficulties will be introduced in the school year of 2018/19 (Pressley-Ridge method).

It is a complex parenting and educational program that supports children with difficulties of behaviour, integration and learning. After acquiring the knowledge of the program, teachers of László Tóth Elementary School will be able to bring disadvantageous children, and therefore causing behavioural

difficulties, to a level that they can successfully integrate into the traditional school curriculum and methods. Then, with the help of what they have learned, they will become full members of society in their everyday adult lives.

Long-term goals of the project:

- to develop students who are struggling with behavioural issues and are usually disadvantaged or multiple disadvantaged, to help them become more successful and to promote their social inclusion
- to change the attitude of teachers and school staff towards problematic children and their families
- to provide students with skills and capabilities that will help them study in a traditional school system and to integrate into any social environment
- students involved in the project develop positive thinking and a vision of themselves for the future
- students involved in the project will be able to think like a team and cooperate with each other
- students participating in the project will be able to successfully enter the labour market
- to reduce anti-social, deviant behaviour among students
- to reduce the number of unexcused absences from class
- to reduce early school leaving due to over-ageing
- to change the perception of the families involved in the project about school and studying in order to promote education of their children

Impacts of the programme:

The program aims to drive change in the following areas to achieve long-term goals:

- Behaviour:
  - expanding teachers' knowledge of work processes with children with behavioural difficulties
  - reducing the number of behavioural problems
  - reducing the number of absences (excused / unexcused) from school
  - abandoning antisocial behaviour
- Education:
  - helping students finish grade 8 without repeating the year
  - turning negative perceptions to positive ones about learning in school
  - changing parents' perceptions and attitudes towards school and learning and to win their support in education
- Community relations:
  - developing better teacher-student, teacher-parent, student-student, teacher-teacher, student-parent relationships
  - building trust within the group and the wider community
  - improving quality of time spent in school

Expected results from behaviour change management:

- reducing number of absences
- abandonment of anti-social, deviant behaviours
- improving study results
- ability to integrate into smaller and larger social communities and at work
- expressing emotions, asking for help
- more stable and relaxed behaviour
- no damaging or fighting
- parents consider school as partner
- parents involve themselves in the school education of their children
- parents participate in school programs

Expectations from teachers' side using the Pressley-Ridge method:

- Applying Re-ED principles means that
  - life must be lived in the present
  - trust is essential
  - competence is a must
  - time is an ally on our side
  - self-control can be learned
  - intelligence can be developed
  - emotions should be nurtured
  - groups are very important for young people
  - rituals and ceremonies provide order, stability and security.
  - body is the armour of oneself
  - community has an important role
  - children develop from joy
- Applying behavioural change management point system
  - conversation club
  - using point system
  - setting goals
  - evaluation, elaboration
- apply method of group education
- be motivated, committed to the program and Re-ED principles. ”

Aim of the network: The aim of the network is to promote the catching up and integration of Roma children into the majority society through a modern educational methodology and to increase their chances of continuing their studies and learn a trade.

This case was chosen because it is a network of different types of actors - local government, central government bodies, schools, churches, NGOs – who want to realize social innovation in the fight for catching up / against exclusion. The network has been operating very recently (started 1-2 years ago) so we can observe it in an early stage of life. The social problem, which the network wants to respond to is a really serious one in Hungary and due to its complexity it is only possible through comprehensive, multi-stakeholder networks. Another important advantage of the case is that the Pressley Ridge method has been used in other Hungarian cities for a long time, so it will be possible to make a comparison. Another advantage of the method is that not only Hungarian but also international examples are available for comparison.

## 5.2. The context

Kecskemét by all indicators is one of the most developing cities in Hungary. One of its main booster is Mercedes-Benz's huge investment, which makes possible for the city to have significant financial background. However, the development of the city is varied and significant number of social groups continue to live in deprived situation. This is especially true in the case of the Roma minority, which lives in a segregated within the city. Unemployment rate is very high (50-25%), and the proportion of people living in apartments without central heating and/or bathroom is also significant (30%) in their case. The high number of drug abusers is also a huge problem. Improving the lives of those living in segregated areas is a key issue for the city. There is a lack of workforce in the city, some of which could be filled by trained semi-skilled workers who are now unemployed. The other task is to provide adequate living conditions for children in distress, whose proportion is higher than average in the city, so that they can catch up and integrate into society. The goal is to get as many of them to learn a profession as possible, and to contribute to the development of themselves, their family and their city, to be able to break out from isolation.

There are national programmes to promote catching up and social inclusion of the Roma, but no government has made a major commitment to support them so far, as non-Roma society has considerable prejudice against the Roma, which many political parties exploit. As the Roma society itself is very stratified, external aid is only possible with great patience, expertise and experience.

The present case describes a social innovation network that supports the catching up and integration of disadvantaged children with special educational needs, mainly of Roma origin. The network is very broad, besides local actors an American special educational foundation (Pressley Ridge Foundation) plays a key role, the Reformed Church, which participates in the network both nationally and regionally, the municipality both on political and governmental. level, a Swiss protestant relief organization, the directorate of school district of KLIK, an elementary school and retired teachers through a non-governmental organization (CédrusNet), the affected children, their parents and families.

The starting point of the innovation is the László Tóth Elementary School, which teaches many multiple disadvantaged children. Before the arrival of the new headmaster, the school was in a serious crisis, on

the way to getting closed, because of the decreasing number of children and lack of teachers. Teaching these children was a major challenge because they were socialized in an environment that did not reward knowledge and learning, and behaved in an extreme manner to attract attention. Behavioural problems are common. The new headmistress, Bettina Tóth, has taken the pedagogical methods of the school to a new level by introducing the Pressley Ridge programme. This method has already been proven in many places, and there has been good practices in Hungary, for example, the Lajos Kossuth Elementary School in Győr, which is also a member of the innovation network in knowledge transfer.

The innovation network was created spontaneously and is developing spontaneously. It is in an early stage, but interviews with network members showed that network members have the same long-term strategic goal. This strategic goal is to support the lives of disadvantaged children from the beginning (a safe start from children's home that provides services to parents of newborns) and to give particular attention to their special needs from nursery, kindergarten, to elementary school offering them leisure activities in order to facilitate their social inclusion and catching up.

The ultimate goal is not only providing comprehensive and complex support but to significantly reduce the number of Roma / disadvantaged early school leavers and prepare them to be able to take final exams and take up a profession. In this case we are focusing on the comprehensive, full life-cycle program, which has already started with the introduction of the Pressley Ridge method in László Tóth Elementary School and the renovation of Hajnalcsillag Classroom by moving to their building purchased by the Reformed Church, where they also started implementing the Pressley Ridge method.

Headmistress Betti Tóth heard about the Pressley Ridge method from Gyöngyi Papp, Headmistress of Kossuth Lajos Elementary School in Győr on a conference, and decided to contact her. After a meeting, she contacted the Pressley Ridge Foundation, which has an office in Budapest.

The needed political support comes from Deputy Mayor Dr. Gyula Tamás Szeberényi, who is committed to the catch-up of the Roma minority. As deputy mayor he is not responsible for social policy, but his constituency is within this segregated area of the city, so he is well aware of their problems. He employs a policy advisor, Imre Forgács, who created the city's Social Inclusion Strategy in 2018.

One of the member schools of Ilona Zrínyi Elementary School of Kecskemét, László Tóth Elementary School have a good relationship with the central school and its headmaster, but for further developments they might leave the network of the six schools and operate as independent institution. As László Tóth Elementary School is special in the sense that it educates children from disadvantaged social groups; central organizational rules and culture are not fully adaptable.

### 5.3. Types/Process of Innovation

The current PSINSI follows a bricolage model, which means that innovation is created while performing tasks, thus difficulties in task delivery (partial inefficiencies) trigger innovation. The innovation process itself is ad hoc, and for now there is no strategy describing the project's ultimate goal, but the actors in

the network seem to be pursuing the same goals. The network does not have a central actor, so the information flow in it is slower than in a network managed by a central actor (NAO). Current innovation is policy-based and conceptual. The quality and quantity of public services also change as a result of innovation. The innovation network operates in Kecskemét, but has also national and even international members. The innovation network is open and interactive. The process is predominantly bottom-up, the actors are autonomous, but it cannot be implemented and sustained without the support of a senior management. All members of the network are required to deliver the final service. The values / ideological background of the participants in the network are different, but this does not prevent them from cooperating for their common objective.

#### 5.4. Type of Innovation Network

The network was created spontaneously, both the idea and the implementation were the product of a bottom-up (entrepreneurial) process. It was initiated by professionals in direct contact with the stakeholders - children and parents - who saw the inefficiency and, in some respects, the hopeless situation of services. However, innovation would not have come about if higher level institutions had not stood up. This means that the municipality financed László Tóth Elementary School in order to introduce the Pressley Ridge method, while elementary schools are no longer under the competences of municipalities. The head of the school district also stood up for the innovation. In these decisions, the personal factor is significant, the headmistress is recognized professionally by both the mayor and the leader of the school district. Behind the leading spirit there are three women who have direct contacts with the children: Bettina Tóth, Tímea Somogyi and Virág Kabai. Of course, the representatives of the Pressley Ridge Foundation, Mónika Gruber and Mónika Rózsa are also important. As you can see, the prime movers of this innovation network are women.

This PSINSI can be considered aligned because, although it contains several types of logics, they point in one direction. The school, the church and the municipality have separate logics, but these different logics, but they fight for the same causes. In addition, in the network the level of conflict is low, because the actors recognize the professional competencies of the Pressley Ridge Foundation and accept the fact that the professionals working directly with children (school - classroom) are able to decide which method is good for the children. This does not mean that e.g. political actors do not want to profit politically from the operation of the network, but this does not prevent cooperation. However, civilians had a serious aversion of political actors, which then employees of Social Policy Department of the Mayor's Office could ease and establish a cooperation. Personal relationships were a determining factor also in this case.

The long-term goal of developing a comprehensive institutional system using an innovative method to support children for a long period of their life can only be achieved through support from political level. Such a project is expected to require greater involvement of the local government.

For now, the members of the network have a great trust in the expertise of the Pressley Ridge Foundation, but the Pressley Ridge is not directly involved in the management of the network. Other

institutions work together in shared governance. As there are few members in the network, there is no prominent player, and cooperation not of the same intensity and depth between the actors, even though all members are in connection with one another. The structure and connections have not yet been established or consolidated, as the network is in its early stage; it has been developing only for a few years. The development of the network started in two stages: that is the network around the classroom and the Reformed Church and the network around László Tóth Elementary School and the Pressley Ridge Foundation. The two networks have fused because their goals are the same: they provide services to the same actors and will eventually work with a similar methodology. It is important that the two public services - primary education and afternoon classes - are closely connected and that there is synergy between them, that is, if we develop one, the other will develop as well.

## 5.5. Drivers/Barriers

ICT technology does not play a decisive role in the operation of the network. The most important driving force is the local network of personal relationships from outside of Kecskemét. The Budapest-based Pressley Ridge Foundation is recognized by local actors for its professional expertise. In addition, they maintain a very close and intensive personal relationship with the teacher community of László Tóth Elementary School. Their personal presence is also common. In the case of a “Tanoda”, they are personally involved in the training of educators. It is also a driving force that the city recognizes the social problem, however, it is still a manageable issue, given the size and economic power of the city. Kecskemét has a strong middle class, so extreme poverty and segregation forms an enclave, regardless, they are important social issues the city is able and willing to react and contribute to financially. The conditions for the success of the network have not been fully developed by the city yet (e.g. there is a serious lack of teachers in elementary school, which problem neither the school district nor the city has responded to in a proper way). However, ideas emerged that could further strengthen the network (e.g. municipal support for teachers in disadvantaged schools).

The operation of the network is supported by deputy mayor Dr. Gyula Tamás Szeberényi, who is a member of FIDESZ-KDNP party alliance, which won the latest election, and is committed to supporting the network. Mayor Klaudia Szemereyné Pataki enables it for the deputy mayor to assist the network's work but she does not deal with it in person. Gyula Tamás Szeberényi is a representative of Kecskemét 9th constituency, where László Tóth Elementary School is located at. The deputy mayor is a teacher, and as a teacher he has spoken out against segregation. He asked Imre Forgács to work with him on a catch up programme of the Roma in Kecskemét and to prepare a strategy on the matter for the city. On 13 October 2019, at the time of local elections, Tamás Gyula Szeberényi was re-elected as councillor.

During the interviews we asked members of the network if they think that Kecskemét has a special culture that can promote or even prevent the development or operation of the network. The interviewees unanimously answered no. It is a fact that there is a long tradition of civil and religious involvement in public services in the city, however, we do not believe that to be the reason for the diversity of cooperation among the local government and NGOs. Rather because of the Department of Social Policy, which is managed by a team with various professional experience, that understands the



language of non-governmental organizations, is able to communicate with them, considers civil-local government cooperation as a value and is able to lobby for political acceptance of an established cooperation.

The first obstacle to mention is that every new teacher needs to be trained in the Pressley Ridge method, which takes time. They are not able to hold the class on their own until they have learned the method. It is usually the form teacher who helps the new teacher. Only a very dedicated team of teachers can apply the method on a high-standard. Based on the experience of the school, younger colleagues are more open to learn the method. Commitment is important because teaching is time- and money- consuming and, so fluctuation is a serious risk for the school.

Another disincentive is that persuading parents is a major difficulty. Many parents get convinced by their children themselves that it is worthwhile committing to the method. The parents contractually agree - along with the child - that they will do everything in their power to achieve the agreed goals. The socio-economic situation of children is also a barrier. It is frequent that on the weekly meeting it turns out that the child has not eaten substantially on the weekend and is not in proper condition to engage in education. It is also common that the child had experienced things at home that need discussion. Another barrier is that there is a constantly growing number of people with drug problems around the school and using drugs at a younger age.

On the long run, it can create problems that the László Tóth Elementary School operates as a member school; the headmaster does not have a deputy but a part-time assistant providing administrative support. If it left the central institution, the headmaster could hire a deputy headmaster due to its different legal status.

Huge barrier is the intolerance, racism and romaphobia present in the majority society and it is difficult to persuade businesses to join the network.

It is also a barrier that the relationship between the Roma local self-government (President: Kálmán Radics) and Hajnalcsillag Classroom / Reformed Church is problematic. The candidates supported by Kálmán Radics (candidate of the Roma Self-Government and Association of Roma NGO's) won the Roma local government election on October 13, 2019, but he himself will not be the president, but will manage the Community House of Street Mezei and launch the Safe Start Children's Home programme in Kecskemét instead. It will be of special importance that the personal relationships between the Safe Start Children's Home and Hajnalcsillag Classroom are stable and the foundations for cooperation can be lay down.

## 5.6. Institutional factors

The network is significantly influenced by the fact that the public education system has been transferred from the duties of local governments to the central administration and is organized centrally within KLIK's authority. The autonomy of schools has been significantly reduced, both economically and

professionally. The excessive centralization, that characterized the system between 2012 and 2017, has undergone a deconcentration in KLIK, which strengthened the role of school districts.

It is also an obstacle for the network that the central government has created a mood against major NGOs, discrediting other NGOs in general as well.

The municipality deals with the Roma inclusion in detail both in the integrated urban development strategy (IVS) and in the local social inclusion strategy. The IVS clearly states about the situation: "The phenomenon of educational segregation is present also in Kecskemét. The segregation of Roma students at schools in Kecskemét and in the entire district is strong (Figure 93). According to segregation index calculations a few years ago, the city had very high segregation values." (pp. 317) Furthermore: "Under the existing law in effect from 1 September, 2013, which defines disadvantaged (HH) and multiple disadvantaged (HHH) status, the proportion of children with multiple disadvantages is particularly high in the Mihály Vörösmarty, János Damjanich, Kertvárosi and Zsigmond Móricz Elementary Schools. The proportion of HH students is over 50% also in László Tóth and Ferenc Móra Elementary Schools. Examining the proportions of HH and HHH students in the district, the number of disadvantaged children studying in these institutions is extremely high. It is striking that there is a huge difference between municipal-run, state-funded institutions and non-state-run institutions in this respect; the proportion of HH children in public institutions is nearly twice as high." (pp. 318). The identification of the issue and its detailed analyses in strategic documents as well as the steps suggested provide an institutional environment, which can be used as a reference basis during the development of the network later on.

The network can strongly build on the traditions of the Reformed Church in supporting marginalized and disadvantaged strata of society. This goes in one direction with the intention of the state to delegate more and more public services (education, social affairs, health) to different churches. However, this intention of the state has a disadvantage as well, as children from middle- and upper class families attend church-run and foundation-run schools while children of parents with a low level of education and low income attend state-run schools.

## 5.7. Impacts/performance

The impact of the network can be felt in the behaviour of children and their parents already, even at this early stage. The quality of service has improved, e.g. aggression among children decreased. The focus of the network is on outcome as they are fighting for long-term goals, not for short-term results. The network provides additional resources for the development of disadvantaged children, thus receiving public services of better quality. As mentioned above, if necessary, more teachers are present in class so that they can incorporate the Pressley Ridge methods to the lesson in addition to the original curriculum. The methodology is being introduced in Hajnalcsillag Classroom too and is intended to be used by the Safe Start Children's Home and municipal-run nurseries and kindergartens as well. However, this intention has not been put into effect yet. The quality of the implementation is monitored by the Pressley Ridge Hungary Foundation.

## 5.8. Unexpected results

The most surprising result are the countless examples of municipal and civil cooperation in the city. Most of them are bottom-up collaborations, coming from non-governmental organizations that seeking answers for a social issue. In our opinion, the staff of the Social Policy Department of the municipality plays a key role in this process as municipal actors who are in direct contact with the NGOs. Almost all the NGOs we contacted stressed the openness of this municipal department.

Another surprising result from the interviews was that many of the NGOs implied their political views deliberately. It was typical for all actors in the city. Most of them considered important to tell us that they sympathize with the current ruling party. We conclude that there is such a perceived expectation present.

The third result - which requires further fieldwork - is that although the networks are organised in a bottom-up manner, the involvement of the state is necessary for success. If the success of the initiative promises a return on long run, the municipality will try to annex it. This is discernible not only in this case (takeover of Safe Start Children's Home) but also by other civic initiatives in the city (CédrusNET, Civil Roundtable on Youth Policy).

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## 6. Hungarian Case-study 5: BAGÁzs Public Benefit Association



### 6.1. The case in a nutshell

#### 6.1.1. Origin and location

BAGÁzs was formed in 2011 as a public benefit association. Since then BAGÁzs has been working to contribute to an inclusive and accepting society in which Roma people have a chance to achieve their goals. Currently BAGÁzs works in two segregated Roma slums/settlements in Pest county, in Bag since 2011 and in Dány since 2017.

The main objective of the Association is to bring about a permanent change in the lives of segregated Roma communities and in their environment (e.g. local institutions, village communities) and to transform the stereotypes and prejudices of the majority society against the Roma. This is implemented through professional work based on local needs and adopted to the dynamics and development pace of the given slums.

Bag is a village located in Central Hungary. It has 4000 inhabitants, while its Roma segregated settlement is inhabited by 400 Roma people. The distance is 40 km from the city-center of Budapest to Bag. The Roma settlement in Bag is located only 10-minute walk from the center of the village. Dány is located not so far from Bag (and 52 km from the capital) and has 3000 inhabitants, out of which 600 Roma people live in the segregated settlement. The settlement is located 20-minute walk from the center of the village.



Figure 5 Photos from segregated Roma settlements | Source:Bagazs.org

Overall it can be said that educational level of people's living in slums is far below the Hungarian average, families have children at a young age, the number of children living in one household is high while they have low life expectancy. Due to the bad reputation of the settlements and of course their location on the outskirts of the villages, it is relatively rare for a Hungarian inhabitant of the village to appear there. Arriving at the segregated part of the village, unpaved walls, asphalt roads make it clear to an outsider that they are entering a separate and isolated world. In the majority of households, access to public utilities is low. There is no piped gas in most of the slum houses, a quarter of houses have no running water, close to half have no electricity meters installed, and one out of two houses have no bathrooms and hot water (see Figure 5). The debts of households are high.

## 6.1.2. The context

### 6.1.2.1. The socio-economic statistics of Roma population in Hungary

In the last decades the significant growth in the Roma population is obviously demonstrated. According to recent surveys approximately 876.000 Roma people lived in Hungary in 2010-2013. The rapid growth of the Roma population is especially visible in the case of those districts, where their proportion was already high in the 1980s (that has doubled since then). This process is quite concentrated affecting mostly districts in the underdeveloped areas of the country (Pénzes, Tátrai, Pásztor, 2018).

Increasing the employment rate and promoting labour market integration of Roma are priorities of Hungarian National Social Inclusion Strategy (HNSIS). Between 2014 and 2017 the employment rate

among Roma increased from 33,4% to 45%, but a large share of those in employment (41.6%) work in the public work system. Qualification is one of the key factors in terms of finding job in the open labour market, but close to 16 per cent of Roma between the ages of 15-64 had not even finished primary school in 2015 and another 63 per cent only had basic education (primary school with 8 grades). These ratios for the non-Roma population were 1.0 and 19 per cent. The NEET rate (not in employment, education, training) of young Roma (between the ages of 15 and 24) stood at 38% in 2017, while this rate for the young non-Roma population was 9,4%. With only 35,9% of Roma women in paid work, the gender employment gap among Roma reaches 19 pps. (KSH, 2018).

Segregated education of Roma is also a serious problem in Hungary. Approximately 61% of Roma children aged 6 to 15 attended schools or classes where all or the majority of pupils are Roma in 2016; additionally, the number of “ghetto schools” (with more than 50% of pupils who are Roma) has increased from 275 in 2008 to 337 in 2016. (CEU Center Policy Studies & European Commission, 2018)

#### 6.1.2.2. Roma population in Bag and Dány

In the segregated Roma settlements of Bag (400 people) and Dány (600 people) the Association conducted exploratory, grounding surveys in 2017 relating to households. The surveys showed that the local community is far from homogenous and the households vary greatly from one another, but the fundamental characteristics of segregated areas still fundamentally define the lives of the communities (Bagázs, 2017a,b).

Less than half of the adults living in the slum have not finished primary school. Of these, one quarter are most likely illiterate, having failed to complete even the first two grades, and thus having not learnt to read or write. This represents approximately 12-15 per cent of adults in the slum. Hardly any people in the slum have completed vocational school, and the first two people to complete secondary school education were two young adults in 2017, in Budapest, as part of part-time evening courses. It is presumably linked to the low level of education that despite nearly half of slum residents having regular work, the average net income is 227.54 EUR (72,000 HUF) per months, and in some families, due to the high number of children, per capita income is far below average. In comparison, net average income in Hungary for 2018 is estimated at 681.68 EUR or 215,700 HUF. (CEU Center Policy Studies & European Commission, 2018).

The most obvious and pressing problem in the Roma slums in Bag and Dány today is the spreading and pervasive use of designer drugs. Without the elimination of the hopelessness and lack of opportunities that are considered to be the primary cause of widespread drug use, no significant change can be made to the lives of those living in segregated settlements. In Dány, drug use is typical in every second/third household, in Bag – presumably due to the longer presence of drugs – practically all households are affected (CEU Center Policy Studies & European Commission, 2018, p88).

### 6.1.3. Main purposes of BAGázs

BAGázs is working to eliminate socio-cultural disadvantages of Roma people living in these segregated settlements. This can only be achieved if they jointly set up changes in the community of the settlements and in the majority society. The Association seeks to make the Roma people more capable, while at the same time sensitizing and making more accepting the people belonging to the majority society.

The basics and value system of BAGázs is a starting point for all its programs, as all of them are always based on local needs, so they are constantly evolving and adapting to the community. Most of the programs are organized by volunteers, so they are directly involved in professional work.

- *Mission statement of BAGázs:* „We are working for an inclusive and accepting society in which Roma people have a chance to achieve their goals. Our organization does not give donations, but we offer the opportunity to change.”

Since its foundation, the Association has been focused on implementing its professional work based on the mutual assumption of responsibility, they try to achieve sustainable changes, and for this reason the BAGázs does not give donations and does not provide financial support to Roma people. In order to retain its independence, the Association does not apply for state and central grants.

### 6.1.4. The story in brief

The history of Bagázs **started with a summer camp**. The president of the organization, Emőke Both had been working as a probation officer in the settlement for a while. After the camp the **volunteers kept holding sessions** in the settlement, tutoring initially, which 40 children attended on a regular basis. In 2011, the Association was formed and the **first mentor program** was held. Meanwhile, weekend activities for children continued: **School Community Service (IKSZ)** started, then a football team formed, **BAGázs FC**. The number of participant children increased steadily, with 110 young people attending the next year.

In 2013, a new mentor program was launched, this time for adults – and a strong group of females was born, which became the **Women’s Club**.

The growth of the association gave BAGázs the opportunity to react with different programs to each of the problems present in the settlement: the **Legal Clinic** was brought to life by the demand from the settlement, because they kept on raising legal questions and bringing documents in need of help. There were some that had been ignored by the officials, and also occasions when Roma people had been given legal advice, but they didn’t really know what to do.

The success of the Legal Clinic has led to the launch of the **Debt Management Group**. More and more people indicated that they want to get rid of their debts, “live honestly and integrate into society”. The



Association’s Legal Clinic and Debt Management programs aim to eliminate extra-legal situations and the debt spiral, and are accompanied by the “**Mentoring Program**”.

The **Adult Education Program** was also launched as a community initiative in 2016: motivation for some Roma people was further education or becoming a skilled worker, some of them wanted competitive jobs, while others wanted to show examples for their children and grandchildren (see Figure 6).

In addition, a number of **smaller, skills development and entrepreneurial skills projects** have been launched for adults over the years. Thus, the number of programs and the organization has grown year by year, and in 2017 the time has come to – based on BAGáz’s existing experience – launch programs in another settlement, Dány.

Currently, the organization employs 15 staff members (9 full-time, 6 part-time employees) and works with 120 volunteers per year in Bag and Dány. BAGáz’s goal is to adapt their methodology to other segregated settlements as well and to reach more communities with their programs.

## 6.1.5. Program structure and activities of BAGáz

### 6.1.5.1. Children’s and adults’ program

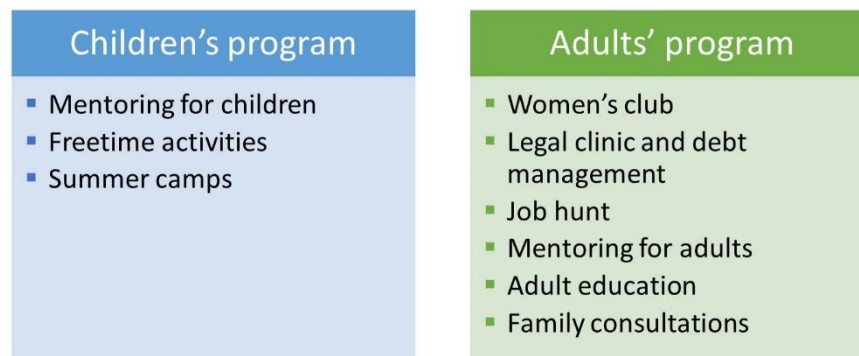


Figure 6 Children’s and adults’ program of BAGáz

#### 6.1.5.1.1. Mentoring Program for Children

Together with the children growing up in the settlements, BAGáz wants to build a community where everyone can experience individual attention and solidarity, and where there is a positive vision for everyone.

The aim of the group programs for children living in settlements is to develop their basic skills and abilities, and to sensitise BAGáz’s volunteers.



**Figure 18 Children participated in children program of BAGázs | Source: bagazs.org**

The Association supports the development of children in settlements in many ways, such as supplementary activities to enhance their school development and individual mentoring, tailored to their needs (see Figure 7).

#### *6.1.5.1.2. Summer Camps for Children*

Besides the weekly programs, BAGázs organises a one-week long summer camp at both settlements for altogether more than 200 children. One week full of fun, games and sports.

#### *6.1.5.1.3. Women's Club*

The aim is to enhance Roma women's social participation, to make the members aware of their opportunities regarding choices and decisions adapted to the community's standards.

#### *6.1.5.1.4. Legal Clinic and Debt Management*

The program's goal is debt reconciliation with utility companies, combined with legal support and financial mentoring, for a new start without debts.

Besides legal issues BAGázs aims to help settlement residents in debt trap with legal advice, support and management of individual cases. In cases requiring more specialized legal knowledge and official procedures, assistance is provided by pro bono solicitors of the PILnet (Public Interest Law) network. Since 2015, 70 law students handled 80-100 cases annually in Bag, and involved almost every family in the settlement.

The Legal Clinic also serves to increase social sensitivity: within the framework of a course organized by Eötvös Loránd University and held by colleagues of BAGázs, university students take part in the program, gaining a direct personal experience of the social background of the people from the settlements.

The Debt Management Group is aimed primarily at families who are committed and able to make a difference in their financial circumstances, and to make their access to utilities legal.

#### 6.1.5.1.5. *Job Hunt*

This program supports labour market integration and finding employment in the open labour market – through group work and individual mentoring.

The goal is to help Roma people who have been without legal employment for years or are long-term unemployed and can only casual work in public work schemes, instead of those capable and pressed to enter the primary labour market.

As a result of BAGázs's presence, unemployment rates decreased in Bag, most of the people living in the settlement are working, although a lot of them are in the public work scheme.

BAGázs's mission is to help talented Roma people with work socialisation to learn a profession and enter the primary labour market. To achieve this, the Association cooperate with multiple "for profit" companies in a gradual system to have supply match demand while supporting the employers and the employees and providing mentoring, so people from the settlement can succeed in this sector as well. BAGázs continuously helps the unemployed people to develop in order to gain experience in searching jobs and employment, so they can and may acquire a position in a competitive and secure workplace.

Dány has a higher unemployment rate among people living in settlements than Bag, therefore the Association mostly works with people in public work schemes who have the opportunity – due to the cooperation of their public work employers – to study also during work time and who can acquire the experience necessary to enter the open labour market.

#### 6.1.5.1.6. *Adult Education Program*

BAGázs started Adult Education Program at the request of adults from the Roma settlements, who articulated their desire to finish the elementary school in order to continue their studies, to learn a profession, to find a job, and to set an example of lifelong learning for their children.

The program in Bag started with 25 participants in 2016. Three participants in Bag have received their 8th grade certificate, they have all entered the primary labour market since then, and plan on furthering their education.

The methodology of the Adult Education Program was developed and digitalized by volunteers. During the course it is important for the participants to get familiar with digital devices less frequently used at the settlement, and overcome their fear of technological novelties, since digital knowledge is a basic requirement in the labour market. Those students who attend a set number of classes can complete a full grade in 6 months and take an exam at the project's partner Jesuit school (Lehetőségek Iskolája – The School of Opportunities).

BAGázs students performed brilliantly at all previous exams achieving a high mark average as a group.

#### 6.1.5.1.7. Mentoring Program

For 9 months, the mentee and the mentor are in a very personal relationship built on mutual trust. The mentees are living under difficult conditions, their problems are complex, therefore much time and many actors are need to work together to change their situation.

The mentor is the one who helps them find their way to the path of change, who helps them to define their own life goals, who questions their current lifestyle and leads with the example of his/her own experience and own life challenges.

BAGázs's Mentor Program is based on the motivation of the people living in a settlement. The Association works with mentees who participate in one of the development programs. Aim of the debt management-related mentoring is to change the lifestyle, and to learn how to save and invest money instead of spending it and creating debts, whilst mentors supporting job search work so that their mentees can integrate into their workplaces and stay employed, to be able to tackle challenges, to develop and to progress.

Mentors are working in the program as volunteers. Mentors with similar paths are people who are or were living in similar conditions as his/her mentee but can set an example to them. Same-age mentors are volunteers coming from a societal background different from that of the mentee, he/she supports them with experience and shows them a whole new world. Mentors are trained in a mixed system together with Roma people from Dány and Bag, so that they can start learning from each other from the very beginning of the program, and that they can immediately develop a horizontal coordinate partnership (see Figure 8). Later, mentor-mentee pairs are formed based on mutual sympathy, and mentoring starts under the supervision of BAGázs's colleagues.



Figure 19 Adult program participants | Source: bagazs.org

#### 6.1.5.1.8. Family Consultations

The coordinators of the programs maintain motivation through regular family visits, build trust and strengthen the need for change in the Roma communities of Bag and Dány.

In addition, BAGázs supports families living in the settlement, especially families of vulnerable children, with personal support and individual case management.

The Association's goal as active members of the community is to make the settlement, as a whole, aware that child abuse (from neglect, physical abuse to domestic violence) is unacceptable and that change can only be achieved through community-wide responsibility.

#### 6.1.5.2. The social enterprise: Bagázs Bazaar

It is a starting social enterprise of BAGázs which can be a useful additional element to the core activity of the association. BAGázs Bazaar consists of a mobile and a regular charity shop and a community centre in Budapest (see Figure 9 and 10).

The idea of a mobile charity shop was born in 2016. The concept is to sell donated quality clothes and other objects (jewellery, toys, small household items) at a lower price at different locations (including the settlements) in Pest county. The interior of a van was turned into a small shop, and the moving BAGázs Bazaar started its journey in the summer of 2018.

In December 2018 BAGázs also opened a regular charity shop in Budapest (10 Szt. István square, 13 th district). In Bagázs Bazaar they do not only recycle used clothes but are also able to provide job opportunities to people from the settlements. This way they can gain experience and prepare for entering the labour market.



Figure 9 BAGázs Bazaar – the mobile charity shop | Source: bagazs.org

On the other hand, all the income of the charity shop is supporting activities at the Roma settlements.



BAGázs Bazaar is not only a charity shop, but also a Community Centre. By opening a community space, the Association is broadening the horizon of the volunteer work, while providing further programs for underprivileged children.

BAGázs has two main goals with the Community Centre project in Budapest. First of all, they want to create a place where children from the settlements get an opportunity to meet and interact with non-Roma children outside their everyday environment. One of the main obstacles that Roma primary school students face is the lack of mobility when it comes to continuing their studies. These regular programs in Budapest will help them overcome their anxiety and give them the opportunity to see new patterns and build relationships and network outside of the settlement. Second, by offering pay-service programs to middle class children from Budapest, the programs in the Community Space can become self-sustaining in the long run.



Figure 10 BAGázs Bazaar – charity shop in Budapest | Source: bagazs.org

### 6.1.6. Results in numbers

- permanent presence in 2 Roma settlements (Bag, Dány),
- a complex program structure consists of 8 programs for children and adults, 75% of families in the slums participated in these programs
- 15 paid employees (9 full-time, 6 part-time employees),
- in the beginning (2011) yearly 20-30 volunteers supported the professional work, in 2018 more than 100 volunteers per year,
- 200 Roma participants.

## 6.2. Type and process of innovation

The innovation in this case is a complex, conceptual and methodological innovation with social purpose. The method of BAGázs rests on the following pillars (Aczél & Both, 2018):

- settlement-type organization: the BAGázs responds to local needs with a flexible program structure;
- permanent presence in the segregated settlements: working seven days a week in the communities in order to build and maintain trust;
- complex, multi-level approach: the work extends beyond the segregated settlements to the local village communities and to the level of society;
- complex program structure based on varied methods of social work: ensuring community, team or individual support related to local needs, empowering the local community and individuals, strengthening their social participation;
- focusing on sustainable change: giving chance instead of donations and financial aid;
- enhancing the responsibility of the majority society: building a volunteer base with a diverse background and high motivation;
- acting as independent NGO, they do not accept financial sources from the state;
- building relationships and cooperation with local institutions.

The development of the BAGázs method is the result of a multi-year learning process that began with a mentoring program and a summer camp in 2011 and resulted in a complex program structure based on holistic, multi-level approach. The learning process is very reflective and conscious based on continuous assessment of experiences and results. Some program elements were largely modified during the last years (e.g. mentoring), and some elements have been omitted (e.g. small garden program or sport program). Therefore the BAGázs method can be interpreted as an interactive process of innovation.

## 6.3. Type of innovation network

The innovative approach of BAGázs method is based on voluntary and bottom-up processes. During the planning and implementation of the different programs the BAGázs Association interact with many stakeholders (e.g. donors, local public institutions, local civil organizations). Many of them play a crucial role in the co-planning and co-production of the programs.

The main members of the innovation network of BAGázs:

- *Long-term cooperation with corporate donors:* Prezi (prezi.com) is one of the oldest corporate partners of the Association. They entered into a long-term cooperation agreement. The Prezi provides financial and in-kind support (e.g. Renovation Days) to the BAGázs, and appeared as employer in the slum: a Roma girl got a job at the company.
- *Long-term cooperation with professional partners:* Aproximar (<http://www.aproximar.pt/>), a Portuguese NGO is a professional partner in developing the content and methodology of the mentoring programs from 2011.



- *Local public institutions in the villages:* local governments in Bag and Dány, kindergarten, primary school in Bag, family and child welfare services, police
- *Local citizens' initiatives:* 'Parent Group for Our Hometown' (SzöSz: Szülői Összefogás Szülőfalunkért) is a citizens' initiative in Bag. They work with BAGázs from Summer 2018, and they play an important role to getting to know and accept the Work of BAGázs in the village.

The following case illustrate the work of the innovation network and the role of the association:

### **Complex development of first grade students in primary school:**

Roma children from slums preparing for the first class in primary school struggle with huge backlogs compared to their non-Roma peers - often without even knowing the colors and seasons at age 6. So in many cases it was impossible to keep up with non-Roma children, often having to repeat the year in first grade.

In Autumn 2018 for the first grade pupils a complex development program was co-planned and started with the involvement of BAGázs, the primary school in Bag, the SZÖSZ (Parent Group for Our Hometown) and the Roma and non-Roma parents. The main elements of the complex development program:

- A development teacher, a colleague of BAGázs has developed an individual development plan for each pupil in the first grade class.
- Weekly regular contact between the children's teacher and the BAGázs's development teacher to coordinate the children's development.
- Once a week, the parent and child from the slum participate in the program together. The goal is the active participation of the parents in the program and the discussion of any child-related issues.
- Twice a week volunteers tutor the students at school in the afternoon.

As a result of joint thinking, the first year students go to school together until October, then in the basic subjects (reading, writing, mathematics) the class will be divided into two parts based on a competence measurement test. This co-planning and co-operation process is exemplary in the community because everyone involved in the process - school, civilian, Roma and non-Roma parents - participates in the work and discusses the difficulties. Thanks to the cooperation, all the first grade students from the segregated part of the village were able to reach the second grade in the first year of the program. Starting the communication between Roma and non-Roma residents of the village is also an important result.

The function of innovation network is bottom-up, in the beginning it was a voluntary and spontaneous network, but nowadays the work of the network members is planned. BAGázs is a key actor in the network.

## 6.4. Drivers and barriers

### 6.4.1. Main drivers

One of the most important aspects of BAGázs method is the **high number of committed volunteers** supported the professional work. In the beginning 20-30 volunteers joined the BAGázs, in 2015 the Association worked with ca. 50 volunteers, and now they have more than 100 volunteers in a year. The so called 'School Community Service' gives a good opportunity to build the volunteer base. School community service was introduced in Hungarian secondary schools in 2011 by the Act on Public Education. The 50 hours community service is a precondition of graduation of secondary school. The Act defines community service to be performed by secondary school students as "social and environmental protection activity, as well as its educational processing, carried out individually or in groups for the advantage of the local community of the student, which is carried out within an organised framework and is independent of financial interests." The Hungarian school-related community service programme is a mixture of service-learning and community service programmes. In the framework of School Community Service students from Budapest secondary schools work as volunteers in Bag and Dány typically in childrens' programs.

**Good relationship with local public institutions and local NGOs** is also an important driver of the work of Bagázs in Bag and Dány. Building trust was not a quick process, neither the Roma residents of the segregated settlement nor the non-Roma resident of villages did not understand what the BAGázs wants there. But now the Association works together with the primary school in Bag, the family and child welfare service, the Office of Guardianship Affairs, the police. For example the Association has made numerous child protection alerts to the Family and Child Welfare Service and the Office of Guardianship Affairs in cases where children of drug dependent parents were gravely neglected. BAGázs is an independent NGO, its financial resources come from individuals and corporations as donation. An other part of the budget comes from tenders. In recent years, the organization has established **long-term cooperation with some corporate donors**.

### 6.4.2. Barriers

The **public social service system in Hungary** is very **fragmented**, the colleagues of public institutions in this sector (e.g. case managers of the Guardianship Offices) are often overburdened, **the prestige of social work is low**, and therefore the lack of appropriate professionals is typical.

The **long-term finance** is also a crucial question for the Association, they try to find more regular supporters.

The relationship with local governments in Bag and Dány is not always supportive. Manifestations of **antigypsyism**, including hostility, prejudice and discrimination specifically directed at Roma combined

with stereotypical portrayals of Roma constitute the predominant narrative in all majority society (CEU Center Policy Studies & European Commission, 2018).

## 6.5. Institutional factors

In 2011 the **Act on Public Education** introduced the School Community Service, which gives a good opportunity for the Association to recruit volunteers among high school students in Budapest.

The amendment of the **Child Protection Act** a few years ago included NGOs (as BAGázs) in the child protection alert system. This step facilitated cooperation with other members of the alert system (e.g. primary schools, Family and Child Welfare Service).

## 6.6. Impacts and performance

### 6.6.1. Roma settlement level performance

- The BAGázs supports entire families through individual and group programs. In the last years 75% of the families in the slums participated in these programs.
- Almost one hundred volunteers per year are trained and involved in their programs to bring new patterns to the closed communities.
- There are also employees of BAGázs living in the segregated settlements. Their training and development demonstrates the potential and credibility of change not only for individuals but for the community as a whole.

### 6.6.2. Community (village) level performance

- Communication between the non-Roma residents in the villages and the segregated Roma communities is being strengthened, with the aim of presenting everyone's point of view and providing a basis for co-planning and co-operation.
- Together with the local social care system and municipalities, the BAGázs is working to solve problems together. As an independent NGO, the BAGázs feels responsible for addressing systemic issues and making changes in related professional areas.

### 6.6.3. Society level performance

- Volunteers participate in the on-site professional work on a weekly basis. The personal and ongoing contact with Roma people gives the volunteers a deeper understanding of the complex problem, and also the personal experience of obstacles makes volunteers more sensitive, receptive.

- The Association believes the importance of strengthening corporate social responsibility in Hungary: they regularly welcome corporate groups on corporate volunteering days to better understand the complexities of the situation in the segregated settlements.
- Presenting in the press and social media in order to gain more publicity and at the same time strengthen the potential for change within the Roma community.

## 6.7. Conclusions

The framework of WP6 (Public Service Innovation Network for Social Innovation) provides a strong foundation to analyse community development work of BAGázs Association, adding new perspectives to understanding of BAGázs 's method.

The development of the BAGázs method is the result of a multi-year learning process that began with a mentoring program and a summer camp in 2011 and resulted in a complex program structure based on holistic, multi-level approach. The learning process is very reflective and conscious based on continuous assessment of experiences and results. The BAGázs method can be interpreted as an interactive process of innovation.

The innovative approach of BAGázs method is based on voluntary and bottom-up processes. During the planning and implementation of the different programs the BAGázs Association interact with many stakeholders (e.g. donors, local public institutions, local civil organizations). Many of them play a crucial role in the co-planning and co-production of the programs.

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## 10. Norwegian case-studies report

**H2020-SC6-CULT-COOP-2016-2017**  
**CULT-COOP-11-2016-2017**

**Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”**



**Norwegian Case Studies Report**

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	15 October 2019
<b>Author(s)</b>	Siv Magnussen, Inland Norway University of applied Sciences Rolf Rønning, Inland Norway University of applied Sciences
<b>Document description</b>	This document includes a collection of five Norwegian case-studies on PSINSI's (Public Service Innovation Network for Social Innovation). For each case-study, the context, the five key dimensions of the innovation process and network, the unexpected results and a discussion on the results are examined.



## Executive summary

The Norwegian cases covers elderly care, especially services to people with dementia, refugees, and vulnerable groups (youth in a «risk zone» and people with drug abuse problems). All the presented projects can be defined as public-private innovations networks, and they are examples of social innovations. Three of them are initiated from the public side, two from the private. Since the private actors were The Salvation Army and a social entrepreneur, none of them are representing bottom-up initiatives.

For two of the case studies the conclusions are that they did not succeed to realize their expected goals. In the case aimed to integrate refugees better in three rural municipalities, the conditions for innovating the existing practices were not present. The facilitator for the innovation process had no authority to change behavior of the central actors. The project was a top-down project in a double meaning; it was initiated at a regional level, as an “offer” to three municipalities who accepted to participate. The facilitator, assisted by a researcher to document the process, and some representatives for regional authorities (as the County Governor) came to the municipalities to improve their processes, without a demand from the local field workers. And the end-users did know about it, before some of them were interviewed. Neither the local providers, nor the end-users were involved in the process. But a positive result of the facilitation process was that the local actors were “forced” to sit together and discuss. This contributed to some improvement in the offers to the refugees, because the providers had more to offer when they cooperated.

In the other case did a public competence center cooperate with the local leadership in improving the services to people with dementia and their dependents. They gave a service that was appreciated for the selected ones, but spent much resources on a technological module that not was the users` primary wish. Involvement of the users could have given a more robust solution that could survived the test period.

The three other project, that still are operative do all have enthusiasts in leading positions. A public social entrepreneur, whose team is communicating close with the end-users, a dedicated social entrepreneur, and members of the Salvation Army, are fueling their projects. They all need accept and support from public authorities to continue, and have to convince the authorities continuously that their work for vulnerable groups are value-for- money. This is a fragile part of our public-private network, when the goal is social innovations.

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## 1. Setting of empirical data: Norway

It is important to mention that Norway not has a tradition for public-private cooperation in the delivering of welfare services. In his comparative studies of «welfare regimes», Esping-Andersen (1990) differ between three types of regimes; the liberal, the corporatist and the social-democratic. The essential variables in the models are state, market and family, and the relation between them. The responsibility for the welfare of the families varies in the different regimes. In the liberal regimes the market is a central actor for providing welfare (as USA), in the corporatist regimes (as Germany, Austria) corporations and organizations as the Church has an important role, while the state is dominant in the social-democratic regimes (as the Nordic countries). With the dominant role of the public sector we expected to find a reluctant attitude to involve private actors. In the literature review we found few studies documenting public-private cooperation, and in the choices for the case studies we had a limited selection.

But there is one clarification to be mentioned; Norway has a strong voluntary sector. Norway were before the oil boom a relatively poor and sparsely populated country. Small scale fisheries, farming, hunting and access to the commons promoted cooperation both in practical work and leisure activities. Small units and common scarcity can be seen as explanations for a relatively egalitarian class structure, a high level of social integration, and mutual trust in the local communities (Wollebæk et al 2000). Norway has a special tradition called «dugnad», a form of voluntary work were all inhabitants within an area ( a community) decide to join their forces in an innovative activity; to built a new community house , a football arena, or a track for cross-country with light for the dark season. Many «peoples` houses» around the country have been realized this way. Later many of these innovations have been taken over by the public sector (the municipalities), and it is their responsibility to take the maintenance and the daily operations. It is the same for nationwide voluntary associations. They have been pioneers in building nursing homes, and other welfare innovations, and later handed them to the public authorities. It is therefore not public-private responsibilities, it has been either-or. With many small units and municipalities, leaving the tasks to the municipality was no big deal for local initiators. The municipality was still “us”

The non-public actors are still important in the Norwegian setting for offering services the public sector has not initiated. Today the Church City Mission and the Salvation Army are in the front for accomodating problems for vulnerable groups. But they need in many activities public accept and support. Public sector has many demands to meet, and it must be a demand with good support before they go into new fields. The private actors seem to have a role in articulating new demands, before they get support among political decision-makers.

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## 2. Norwegian Case-study 1: Flexible relief for dependents

### 2.1. The case in a nutshell

This project was a public-private innovation because they wanted to use volunteers to support people with dementia and their dependents.

The background for the project was the recognition of the important role dependents play in health- and social services, and the need for more systematics in the interaction. According to a committee appointed by the government, the dependents need for support, guidance and relief has to be mapped and followed up better by the employees in the services (NOU 2011:11). From October 1. 2017 the municipalities` duty to support dependents was made clearer by the government. In the law for health and caring services the new text states that dependents with especially heavy care burdens should be given support, for instance as training and guidance. The present project started as a contribution to the new signals from the central government. It was started in September 2016 and ran until December 2017. Economical support was given from the Directorate of Health, and a local development center for nursing homes and home care (USHT)<sup>1</sup> conducted the project in cooperation with the municipality. One of the authors of this report was engaged for documenting and evaluating the project.

The main aim have been to support the dependents, and the following activities have been completed during the project period:

- Mapping the background, interests and needs of people with dementia and their dependents
- Recruit and educate volunteers in the role as relievers
- Develop and test a technological solution for the organizing of volunteers, and distribution of relief tasks
- Conduct education and guidance of volunteers and dependents
- Conduct activities aimed to improve the quality of the employees in their interaction with the dependents.

In a national report about relief given to dependents, the conclusion was that volunteers to a little extent are used. Some of the reasons given were shortage of time and resources in the municipality (Jessen 2014). USHT saw development of a technological device as a possibility to make it easier to connect dependents and volunteers, and also for distributing information about activities at the Volunteer Center to the dependents. The technological solution would be a supplement to the ordinary services, and it could make it easy to ask for relief and to get a reply in short time. It should be a flexible solution, without any municipal handling of applications. Both PC, tablets and smart phones could be used for the communication. The project management decided to develop their own technological tool for contact and applications services (an addition to a used tool called FRIDA<sup>2</sup>)

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<sup>1</sup> This is Norwegian letters

<sup>2</sup> Norwegian acronym for the administration tool for volunteer centers

## 2.2. The context

The situation with an aging population and growing expenditures in the welfare services, has initiated the hunt for innovative solutions in elderly care. In the report from the committee mentioned above (NOU 2011:11) digitalization and more use of volunteers are recommended as two tracks to follow. In this projects both are taken into account.

In his classification of welfare regimes Esping-Andersen (1990) label Norway as a social democratic regime, characterized by a high quality of welfare services and mainly a public responsibility. From this we can expect that the public services have been reluctant to include volunteers and non-public actors.

## 2.3. Methods

The data consists of descriptions and reflections from the leader of the project, and in-depth interviews with dependents. At the end of the project period (End of December 2017) it was 15 active user and 7 active volunteers in the project. All fifteen were asked to share their experiences in a focus group interview. The recruitment of participants for the interview was done by the project leader. Six accepted to participate, but only four turned up. Many of dependents have difficult private situation and need to be available for the person with dementia 24-7. This may be one reason for the low response rate.

The focus group interview lasted 1.5 hours and the main topics was the dependents experiences and challenges in everyday life. The interview was taped, transcribed and analyzed. The low response rate can be seen as a weakness. But we will see their voices as representatives for dependents for people with dementia. We cannot generalize from the interview, but we find it reasonable to expect that many in the rest of the group will have similar experiences.

## 2.4. The Key dimensions

### 2.4.1. Objective of the project- value creation

The aim of the project was to improve the life situation both for the people with dementia and for the dependents.

The situation for many dependents are demanding:

*“I think sometimes that it is almost like being in a prison, because I cannot come out the fortnight he is at home. I feel I am going in a vacuum. I don` t know how long I can stand it, I really don` t know. I cannot participate in any of the activities I did before. It is too little of a social life for me”*

The situation for the persons with dementia are growing worse over time:

*He now is so sick that he don't find his way to the toilet, neither day nor night. He cannot be alone, and he is afraid and anxious for almost everything. He is in a need for care all the time"*

In spite of the demanding role as a dependent, several of them express difficulties in asking for a relief stay in a nursing home. They say they feel it as a betrayal of the person with dementia. While people in the elderly care recommend a stay at a nursing home, spouses are reluctant, both for the betrayal and because they think home is better for the person in need. To get a new and friendly volunteer into the house, meet their needs; they get support and the person with dementia can stay at home:

(quotation from a dependent about her spouse):

*"He is so satisfied because she is sporty and can walk fast. That fits him well because he has trained a lot. He says I walk too slowly when I walk with him, with her it is so fine. She comes faithful every week, and he is so glad. And so am I"*

Another dependent:

*"It passes very well. My impression is that they talk a lot together. They are discussing news, sports and other things, and that is his interests"*

To participate in discussion groups, where they hear about the situation of other dependents, and also the comments from the staff, can give good relief and make it easier to handle their daily relations to the person with dementia.

Establishing contact with volunteers that can visit the person with dementia, means that this person meet another person, which can be stimulating. And the dependents can leave the house and meet other people. Both the discussion groups, and the assistance from the volunteer, can easily be seen as value creation both for the caregivers and those who are cared for.

The dependents were asked about the use of the developed module. Only two of the participants in the interview had used it. One of the non-users had got an agreement with a volunteer that would come once a week, at the same time. The other non-user said she was familiar with using PC in her job situation, but she did not like to use it anymore. The two users of module thought it was easy to use, but one missed confirmation:

*"I think it works well, but I feel I get no confirmation. I think it must be ok when I do not hear anything, but I would like to have a positive confirmation"*.

It is important to separate between different elements in this project:

1) *Invitation to discussion groups for the dependents*

This is used many places, initiated both by organizations for the dependents and by professionals in the municipalities. Seems to be uncontroversial and a good offer to the user group.



2) *Organizing volunteers to visit persons with the dementia, and give the dependents the possibility to have some time on their own.*

In our project this is organized by the project and the municipality. It could have been organized by the dependents or a volunteer center.

We know that the professionals in the public services have been reluctant to invite volunteers into the services (Jessen 2014, Magnussen & Rønning 2018). Lack of resources have been used as an argument (Jessen 2014), which can seem to be a bit paradoxical since bringing in volunteers is meant to add resources to make it possible to give better services to the citizens. Doubt about the volunteers' competence and qualifications may also be a reason for professionals to be reluctant. But this initiative will be in line with signals from the Government (White paper to the parliament: Meld. St.29 (2012-13)). In our municipal context this was an innovation.

3) *Developing additions to FRIDA to make it possible with flexible deals between dependents and volunteers*

An important reason for this development work was to skip a bureaucratic handling of applications. The project management started with gathering experiences from other municipalities, but none of the municipalities had the solutions that were wanted. After thorough considerations they decided to ask the provider of FRIDA to participate in the development of a module designed for the dependents. One important problem to solve was how to handle personal information in a secure way. The problem was solved and the new module was ready for testing in August 2017. A lot of resources was spent in this development work.

The module made it possible to have direct contact in the way that the dependents could register needs, and get response from a volunteer that could take the task. This was easy to handle in a project with only 15 dependents. If the model should be scaled up to cover a great number of interested dependents and a limited number of volunteers, it is difficult to see how the system could work without any ranking of dependents, done by a public agency.

Besides the lack of bureaucracy, the flexibility was the reason to develop FRIDA; dependents could get assistance without long planning if they needed it. Then they had to accept a volunteer they did not know in advance. Feedback from the dependents showed that flexibility was not their priority, instead they wanted predictability. They wanted to know the person who came, they wanted a person they could trust. For the person with dementia it was important that it was a person they knew and recognized. To make predictable arrangement, an app. was not needed. The dependents could use the phone, or they made agreements from one visit to another.

Initiation of the project

The technologically part of the project, which was announced as central and took a lot of resources and attention, was an innovation. But even if some users thought it was easy to use, they had other opportunities (phone, sms etc.). The project team took the ideas of digitalization seriously, but they did not ask the users what they needed. It was a top-down initiated project, and it illustrates how important it is to ask the users about their needs, not to take for granted that we know them.

### 2.4.2. Type of innovation/type of innovation process

There are many typologies for innovations. If we use Windrum (2008) we can say it is both a service innovation and a service delivery innovation; the project is a new service in the municipality (and to the participants). And it delivers the services in a new way with the developed app. (FRIDA). It can definitely be seen as a social innovation. The innovation process was initiated from a development center (USHT) in cooperation with the municipality. There is a double target group; dependents and people with dementia. The first group will to a large extent also be expressing the needs of the other group. It is not given that this will be correct, since the dependents' understanding always will be filtered through their own lenses. It is complicated, but not impossible, to find if the persons with dementia have other needs and wishes than the dependents express. But it will often be seen as an unfriendly intervention into private life, and is often avoided, as in our project.

Even if the project was initiated top-down, the project management had to adapt to the needs of the dependents during the project; if they had rejected to cooperate, the project would have been a total failure. If they had been involved from the beginning, may be the technologically part could have been dropped.

### 2.4.3. Type of Innovation Network: Initiated by public actors, but can be driven with little public support.

The USHT–unit and public actors have been active in recruiting volunteers, and to announce the project for dependents. But with an active volunteer center, and an active organization for the dependents, it seems to be possible to operate this service with a minimum of public support. The volunteer centers will often have public support, but they work in “the third sector”. The public sector agents can want to control the distribution of voluntary assistance to make sure that the most needed get it first etc. But volunteers are exactly that (volunteers) and they can reject to be used in a public system. If this project shall be scaled up to cover the whole municipality, it seems necessary to find a model that take into account the needs of all parts.

### 2.4.4. Drivers and barriers

#### *Drivers*

Political initiatives from the Government was a driver for starting the project and establishing the network. The needs of the dependents and the anticipated needs of the persons with dementia can be an important driver for a municipal model for interaction between dependents and volunteers. Many dependents carry heavy burdens in their daily life, and we cannot expect them to be the main drivers in the network. But they need to feel they are listened to and that the organizing meet their need. And they have the power to withdraw. The volunteers are in the same situation; if they do not feel that the engagement in the network is positive for them, they can also withdraw. The volunteers are engaged as individuals, and it is not likely that they will organize and be active drivers. The network belongs mostly to the civil society, but it seems that it will need a driver supplement from outside (public sector),

from an actor that can listen to, and take into account the needs and wishes of both volunteers and dependents.

The development of FRIDA was stimulated by national signals about the need for digitalization, and also as a way of reducing the local workload. The interviews told us that if the project management had insisted that using FRIDA was mandatory, it would have been a barrier for use of volunteers.

### *Barriers*

A lack of support from the outside may result in a break-down of the network. If the external actor is not receptive to the needs of the two veto-groups, the result can be the same. Another barrier is mentioned above, is that the professional in the public sectors lack trust in using volunteers (Magnussen & Rønning 2018). An important question then is to define when professional competence is needed and not. To be a tour partner, or to discuss news, seem to demand social competence and not a health education. And a health education is no guarantee for social competence. But on the other side; if you don't know how dementia change the reactions of a person, you can do mistakes. It is not easy to draw the line here. But the best can be the enemy of good, we will not have resources to only have professionals as care givers. The alternative to a volunteer will then often be nobody. And we know, also from this project that the persons with dementia appreciate their volunteer friends.

Volunteers and professionals will often have different ways of thinking. This differences can be explained in different ways. Institutional logics (Thornton, Ocasio & Lounsbury 2012) are one of these perspectives. Here people with a common institutional logic share cognitive frames, symbols and values. As a consequence they will often have a common understanding of different phenomenon and situations. It seems easy to communicate within the same logic, but more difficult to communicate with people within another logic. Professionals have their preferred ways of structuring and organizing a system. Volunteers does not necessary fit into this model (Rønning 2013).The same lack of understanding can be explained as a problem of proximities (Boschma 2005). We are all familiar with geographical distance, but we can also have social distance, organizational and cognitive distance. The main point is that closeness make communication and understanding (of the other) easier.

#### **2.4.5. Institutional factors**

The change in the law for health and caring services from October 2017, was a trigger for this project, since it gives the municipality responsibility for assisting dependents in a more active way than before.

## **2.5. Impacts/performance**

For the fifteen users the project, it seems reasonable to conclude that the project has had an impact and given positive relief. Since many of the users were not involved in the interviews and evaluation afterwards, we do not know the total picture here. The potential impact can be large if the services offered in this project could be rolled out to all dependents caring for people with dementia in the

municipality (approx.30 000 inhab.). But then it can be a shortage of volunteers, and a special unit to organize it will be needed.

## 2.6. Unexpected results

For the project management, who saw FRIDA as their main tool, the lack of enthusiastic response must have been unexpected. The conclusion here is that including the users is the best way of reducing surprises , and to increase the possibility to get expected findings.

## 2.7. Discussion

This project was an innovation in the local context with new services for persons with dementia and their dependents, and it was a national innovation when they developed the new module to FRIDA. The project covered a limited number of persons (15 persons with dementia, their dependents, and 7 volunteers). The initiative was a positive response to signals from the Government and to local needs. It was organized as a project, and ended as a project. It was top-down initiated, and it did not start with any form of service design, involving the users. If they had been involved, the development of the new technological module would have been given a lower priority. The project leaders discovered that their smart idea of simplifying the procedures for connecting needs for assistance, and resources (volunteers), had some additional costs. Recruiting and coordinating volunteers were necessary to make the module operative. Cooperation with other actors cannot be taken for granted. It may be easier if the actors needed for a successful outcome are included as partners from the beginning.

The project gave a new and positively evaluated service for the selected. But it needed resources from many actors to operate. The lack of involvement from the users and other actors in the beginning can be seen as a reason for the heavy weight on the development of the technological device, and the lack of ownership from actors outside the project. And if the project should have been rolled out to the whole target group, it would have been demanded both personal- and economical resources that were not included now.

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### 3. Norwegian Case-study 2: The strength of connecting vulnerable groups

#### 3.1. The case in a nutshell

It is a problem in many welfare societies that it is difficult to activate the most vulnerable groups. Public job-training programs give support for a limited period and the labor market gives priority to the most able part of the unemployed (creaming). We know that almost everyone can contribute if they come into the right context, and most people want to be active and contribute in a way they manage. In Lillehammer The Salvation Army (SA) has been running two different programs; “The Job”; daily work for long-term unemployed (mostly men) with drug problems and WCC (Work Competence Collaboration). In the WCC project SA cooperated with the local branch of The Norwegian Labor and Welfare Administration (NLWA)<sup>3</sup> The WCC project was established to activate immigrant people, unable to get into a regular job. Up to now only women have been recruited to the program. Serving lunch for the people at The Job was one task for the women.

The leaders of the projects recognized after a while that the immigrant women and the Job people stopped and talked when they met in the streets, and that mutual friendship was an effect. For the leaders this was one of several indicators that proved that connecting the two vulnerable groups more systematic could be a win-win situation

The SA staff looked for, and got the opportunity to buy, a café with a central location. This place is now a gathering point for all WCC activities and it is run by four men from The Job and four women from WCC, together with two leaders from SA. The Café called the “Creation” is a popular café in the city of Lillehammer. Both the Job and WCC are social innovations in the local context. This case study focus mainly of the efforts to connect the two innovations in The Creation, which resulted in a third social innovation

#### 3.2. Background and context

##### *The Norwegian context.*

In his classification of welfare regimes Esping–Andersen (1990) label Norway as a social democratic regime, characterized by a high quality of welfare services and mainly a public responsibility. A consequence then is that public agencies have been reluctant to cooperate with non-public actors. We then expect to find less pp-networks in social-democratic regimes than in Esping-Andersen’s two other regime types (corporatist and liberal).

##### *WCC: Background and purpose*

The project is financed by NLWA, and is a cooperation between SA, NLWA and The Environmental Treatment Team (ETT) in the municipality. The target group is adult immigrants receiving economical social support (from NLWA). 50% of the people receiving economical social support have a non-Norwegian origin. The participants in the project are recruited from NLWA, based on an evaluation of ability, language competence and motivation.

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<sup>3</sup> NLWA is a state responsibility, but some municipalities are in charge of the social support part, given to people in need

**Purpose:**

- To get people using foreign languages into regular work or education. In this sense WCC should be a necessary station on the road. The planned tools are language training, acquiring competence and establishing networks.
- Transferring understanding of culture and values in the labor market through work practices.
- Contribute to a better coping of everyday life, and an improved quality of life.
- Take care of important and necessary public tasks for persons hit by dementia.

**Stated content:**

- The participants meet in a centrally located place (now The Creation) for tea/ coffee, and an informal talk, before they go for their education program or work practice.
- The education program consists of elements about dementia, environmental treatment, health- and care, hygiene, diet, communication, in addition to learning Norwegian.
- Practicing: Assisting in day time activities in caring homes and service centers, under the leadership of the Active care unit (ACU)<sup>4</sup>. In addition some are practicing in The Creation and in an established dressmaking (and repairing) unit.
- Evaluation, summing up and writing a log is mandatory in the end of the day
- Getting a certificate when they have finished the project, documenting their participation.

Up to now 22 women have participated in the project ,from ten countries in Africa or Asia, the age span is from 33-62 years.

For NLWA it is a main task to get people into the regular labor market, where they can be economically independent of NLWA support. A declared purpose for ETT is both to enlarge the capacity to assist elderly, but also to work in new and innovative ways. Engaging the WCC participants in new activities is a way to realize their purpose. For SA it is a declared purpose to help people in need. Uniting forces locally by establishing a public-private network, is an innovation.

The participants in the project have been engaged as assistants in home care, and also in nursing homes. Here it also turned up win-win situations; one task was to read for elderly they visited in their homes. They were here assisted by ACU. They engaged the elderly and read Norwegian books for them, and the elderly were asked to correct the pronunciations. And added value here was that many elderly got less skeptical to immigrants (“they are so nice”). But the leaders of WCC wanted more and other activities than care. They concluded that the immigrant women had caring competence and wanted them to expand their activities. The Creation was one such opportunity.

***The Job: Background and purpose***

The Job was established as a job-training offer for drug-addicted persons older than 18 years. The purpose for the project is that the participants should

- have a place to go
- have something meaningful to do
- experience to be a part of society.

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<sup>4</sup> ACU is a municipal unit with the purpose of supporting the regular staff with activation program for people receiving public elderly care services.



The Job offers a wide variety of working tasks. Work days are Monday to Thursday 1000-1400. The participants get no regular payment (since they have a public support already (social benefits, disability pension etc.) but they get 5 euro pr. hour as motivation money at the end of the day. The project has gone for many years, financed by the municipality and conducted by SA

At The Job the participants has to turn up in the morning and take the job offers the project had got. It can be house painting, wood cutting (and transport etc.). They have to meet sober, and they had meals together. The rest of the time they are on the different work location. Sometimes the staff from SA have to take part in the daily commitment themselves to meet the deals they had done with external actors that expected assistance.

The Creation (TC) (started 25.8 2018) takes care of the purposes in both the initial project, but in addition they create new social relations and friendships between members of the two groups. They experience that their work are appreciated by the customers where many come regularly and have friendly relations to the working staff at TC. For both these group social acceptance is important. But it is also mutual learning; the immigrant women knows a lot about cooking, while the Norwegian men can learn them some Norwegian specialties. The cakes and other products served at the café are not a static offer, it is developing based on the mutual learning processes.

### **3.3. Methods**

We have got written material from the leader of WCC and the Creation, used the homepage for The Job, and had in-depth interview with the leader and three of the participants in March 2019. Only notes were taken, no use of tapes.

### **3.4. The key dimensions**

#### **3.4.1. Objective of the project- value creation**

The two projects that melt together at The Creation have both as a purpose to make life better for vulnerable groups. That is important both for the SA and the public actors. In addition activity that enlarge the life quality for the elderly and preparing the participants for the regular labor market is important for the public actors.

#### **3.4.2. Type of innovation/type of innovation process**

Both The Job, WCC and the connection at TC are social innovations, developed in a process through interaction between public and private actors. From the participants` point of view it was a top-down innovation. The private actor, SA, is non-profit and they care about the participants. The value mission of SA (soup, soap and salvation) may contribute to an engagement that is flexible, and non-

professional in the sense that the relation to the participants are more important than special treatment programs.

The Job model is used by SA other places, the same can be said about the WCC program. But in this local setting, and with the special group of public actors, it had to get a local transition and therefore meet a part of Schumpeter's definition of innovation (an old recipe in a new context). And TC is a new construction, made possible by connecting the two projects and the buying of a café.

If we talk about a method, it is close contact with the participants over time; the leaders know the participants and know what they are able to and where their boundaries are. This closeness makes individually adaptations possible, and trust developed over time makes it easier to reach new goals together.

### 3.4.3. Drivers and barriers

#### *Drivers*

There is a need for low-level offers to vulnerable groups. The public actors need support here. And the proven experience of SA in handling these groups is a driver for the public sector in engaging them in a cooperation. The SA actors themselves pinpoint their spirituality and ethical foundation as a driver. They are searching for dedicated staff. The need in elderly care and social services to find new solutions and expand the capacity to solve the problems of the inhabitants may be a driver for the public agencies in cooperating with private actors.

#### *Barriers*

Organizing the activities as projects makes it possible to start, but is also a limitation because it is a restriction for long-term planning, both for the organizers and the participants. The existence of vulnerable groups in society can be defined as a wicked problem; it cannot be solved once and forever. Its causes may also be disputed; is it the fault of the society or the individuals? This is the old discussion about which groups deserve public support. This double-mindedness may be a reason for not allowing a permanent model; no freeway for drug addicts should be established. It is more difficult to blame immigrant for not speaking Norwegian fluently, but some voices will argue that they did not need to come.

The first group at The Job consisted of grown-up men with work-life experience and proven competence before the drug problems was too serious. In their good periods they could very well do a qualified job. Now younger drug addicts are recruited, and they have no developed competence or work life experience. Then the step from the sheltered activity at The Job and to more regular offers may be more difficult.

It is seen as a barrier that there is so little flexibility at the labor market, and so few opportunities also in public supported arrangement that the participants have difficulties in their progress; a ladder for stepwise inclusion in the labor market is needed.

#### 3.4.4. Impacts/performance

The impact of the project is first and foremost in the improved life quality of the participants. But for every participant they manage to get into a regular job, the public sector save a large amount of money. It is different estimates here, but all seems to agree that many million N.kr. are saved, depending on the age of the participants. We had in-depth interviews with three participants at TC. Two came from WCC. Both had adult children that got a good education and speak Norwegian fluently, and are on their way into the society. The women married young and was illiterate before they come to Norway. They still have to learn Norwegian better before they can apply for regular jobs, but they are training. They have also been sent around for different practice training, but they had to leave when the period finished, and they were also sent to different places with different demands. This made it difficult to aggregate competence in a special field. Now they were volunteering at TC, to have some activity and to get out of the empty nest. TC has an important function as a shelter and meeting point. Both women expressed that TC gave them good support and was an important part of their everyday life.

The third one was a man from The Job. He was very happy with serving the guests at TC; he brewed the coffee and was responsible cashier. We observed him at the job, and he looked happy and professional, and had obvious good relations to the guests. We asked him about his dream for a future job, and his dream was to have a permanent job at TC. He was still not ready for a job without the support he got at TC.

### 3.5. Discussion

The Creation (TC), and the two projects that are converged here, are public- private innovation networks, where the Salvation Army is the main private actor. For The Job the interaction with private people, demanding services, is important too. We see TC as a mean to realize the intentions of the two other projects, and also a way of connecting people in the society, as customers at the café, to their work. Projects aimed at improving the situation for vulnerable groups are themselves fragile, since they seldom have strong supporter groups among the political decision makers. Accountings proving the positive economic and social effects of a project, have difficulties in convincing the decision makers. Uncertainties about the future may be one reason, the status of the vulnerable groups may be another. To prove the effect, measured in added participation in the workforce, is important. Running a café, open for everybody, may contribute to give some people more positive impressions of the activity.

### 3.6. References

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## 4. Norwegian Case-study 3: Refugees as resources in rural areas

### 4.1. The case in a nutshell <sup>5</sup>

Norway has received refugees for a long period, and was as the rest of Europa put into a situation with difficult political dilemmas in 2015 when the great number of refugees, especially from the Middle East, wanted to settle in Europe. The result in Norway has also been a more restrictive policy towards accepting immigration. Before the more restrictive policies were brought into action, national authorities had to try to convince municipalities to accept a larger number of refugees. Now the municipalities can feel more like competitors for getting some refugees from the limited quotas. The economical support from the state is reasonable and the municipalities have established an organization to handle it on a yearly base, that is a main reason to continue now.

Centralization of the population and an ageing population in rural areas, is a problem in Norway as in many other countries. In the countryside there is a decreasing number of pupils in the schools and kindergartens, and sometimes even scarcity of qualified people in the work force. While many refugees want to stay in urban areas, they are more needed in the rural areas, to keep these societies “going around”. Rural municipalities need the refugees more than the other way around. An important question is then how the rural areas can be attractive for the refugees. Integration has not been easy in these areas. In the county of Oppland (24 municipalities) 44% of the refugees got into education programs and 19% got into the work force after ending the two years introductory program they are offered, to be prepared for the Norwegian society. This means that 37% still had to stay on public support, a number much higher than the given goals.

That was the background for a common initiative by the County Governor and the leader for the Norwegian Labor and Welfare Administration (NLWA) in the county. Since The Inland Norway University of Applied Sciences (INN) had public innovation as a profiled field of study, they were engaged to facilitate a process in three rural municipalities within the county. The neighboring research institute (Eastern Norway Research Institute) was engaged to follow and document the process. The actors got a national grant for a two years project. This case is a report from the project after these two years.

### 4.2. The context

Part of the context is described above. The European refugee crisis, resulting in more restrictive immigration laws, was important. But Norway decided still to have quotas of refugees and asylum seekers. And people concerned about the declining population knew that immigration was the only tool that could reduce the downturn significantly. Even if it was obvious seen from the outside, there was no wholehearted support for getting new citizens in the municipalities. Many people were friendly, but there was no definition of a crisis where more immigrants were the answer. To convince the people in the participating municipalities about the needed engagement for immigrants, was therefore an expressed aim for the project. Many institutions are involved in the integration of refugees, both at the

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<sup>5</sup> The empirical references in this case description are from three reports from the project, see the start of reference list

municipal, the county, and the state level. Many of them are public, but an integration at the labor market is depending of employers, and social integration is depending on the voluntary actors in the local communities. At the municipal level the refugee service, the educational agency and the branch of NLWA, are supposed to be in tight interaction. At the county level we have the County Governor, a regional branch of NLWA, a regional branch of the national immigration agency, and the county administration. The last unit is responsible for the high school education.

### 4.3. Methods

The data for this case study was collected through the two years project, where we had the role as facilitators, and made notes. The observations from that process were presented for a meeting with the municipalities, and accepted. In addition we had the collection of three sets of data (see 6.1) and the observation of the facilitating process, conducted by the research institute.

### 4.4. The five key dimensions

#### 4.4.1. Objective of the project- value creation

The intervention project was defined as an innovation project. This should imply that the intervention had to be organized in new ways, and during the project period it was an aim to develop new models for successful interventions that could be diffused to other municipalities. Collaborative innovation was a catchword for the project, and the expressed goal was to coordinate the use of resources and available tools in such a way that the total use of resources in the society was spent in the best way. The project had three defined levels; the ground level where the refugees met the front line employees, the municipal level with the cooperation between the different actors at this level, and on the top, the cooperation between regional and national actors. Expressed in numbers the goal was to rise the numbers in work or education after finishing the introductory program to above 70%. Value creation in this context was to reduce the consumption of social support. In a wider frame value creation could be seen as a win-win situation. Integration of the refugees in the rural municipalities could make the local communities more sustainable and improve the living conditions for the inhabitants, and it could contribute to a better future for the refugees.

#### Initiation of the project

The project was initiated top-down, and the low success-rate at the regional level was a trigger. There was no expressed understanding of a crisis in the participating municipalities, but they were asked to participate and got economical support from the County Governor (CG) for that. A systematic evaluation of the project was made possible by a grant from the research unit of NLWA

#### 4.4.2. Type of innovation/type of innovation process

There are many typologies for innovations. If we use Windrum (2008) we can say it is both a service delivery innovation; the project wanted to include the users actively in the co-creation of the services,

The initiators expected an administrative and organizational innovation; the county manager for NWA said that it may be a scarcity of resources to fulfill the tasks of integrating the refugees, but first it was important to see if the existing resources could be used in a better way.

The course of the innovation process was a mixture between days with facilitating, where the main actors in each the municipality worked together with the facilitator from INN, and three different data collection processes. First it was in-depth interviews with five refugees in each municipalities, then it was in-depth interviews with 6-8 employers in each municipality. The last group to be interview was the employees in the municipalities, mainly the front line employees (5-9 in each municipality). The information from the interviews were presented for the staff in all of the municipalities. In addition to the amount the municipalities got from the state for integrating the refugees, they got a reasonable amount from the CG for the participation in the project. The money here was expected to cover the costs of the facilitator and other extra expenses. The CG represents the state, but he cannot easily give the municipalities direct instructions for the use of the money, or tell them directly how to do it. The CG and his staff could want a high frequency of interventions and meetings between the facilitator and the municipalities, while they wanted to do it their own way and had not asked for external support. The parts found a reasonable balance, but the innovation process may have been more vital with a higher speed.

#### **4.4.3. Type of Innovation Network: Public dominance but other actors were needed**

The different public agencies were in charge of the process, and had some rivalry about their areas of influence, and it was differences between the municipalities about the spheres of influence. The engagement of the voluntary sector for social integration was also varying, and to some extent depending on the engagement of a single person. The public actors could have a good relation to some employers, but we did not find a systematic organized network between the municipalities and the employers. In smaller rural municipalities, the municipality itself often is the largest employer. But we did not find a systematic internal network in any of the municipalities aimed to find jobs for the immigrants. The functions of the municipalities as helpers and employers were not connected.

#### **4.4.4. Drivers/Barriers**

##### *Drivers*

Drivers could be found at different levels:

At the street level the refugees themselves wanted a job and to be integrated in the society. Especially families with children saw the benefits of living in a small and transparent community; it was safe, the kids learned the language fast and they were often integrated in sports and other activities. Many of the frontline employees were dedicated and their engagement in the refugees` situation were much above the expectations to a normal job. Also engaged persons from the civil society in the municipalities contributed to realize the goal of integration.



At the county level central actors saw an improved integration as an important goal, and tried to stimulate from outside.

The engagement the politicians to some extent reflected differences between the parties at the national level, but the party most wary to immigration was not well represented in our municipalities. Many politicians express the correct positive attitudes, but we don't find very enthusiastic engagement from them.

Some employers expressed that hiring some of the refugees can be a win-win-situation, they are also concerned about the "corporate social responsibility"(CSR). A firm in one of the municipalities concluded that they would not have been able to many of their tasks without the immigrants.

### *Barriers*

Barriers could also be found at different levels. At the individual level communication could be difficult in the first stage. Not only because of the language problems, but also because the refugees did not know "the cultural codes"; they could try to please the helpers, they could try to answer strategic etc. A person in the front line receiving unit described the situation as peeling an onion; they got better answers as a trust relation was established, and was then able to give a more tailored assistance.

A main barrier was obvious in the facilitating processes; the main public actors did not communicate well, and they had been allowed (the degree varied between the municipalities) by their leaders to ignore it. All the involved actors had some resources to put in the hat, and taken together they may have been able to give some of the refugees a complete program to get into a job, but given fragmented it did not work well. In none of the municipalities did we find a matrix organization constructed for the purpose of taking care of the refugee all the way from arrival to either a planned education program or a job sufficient to live on without public support. Seen from the outside it did not help with an enthusiastic person in the receiving unit if nobody had capacity to contact an employer to help the person with a job offer.

We found in the project a classic conflict between the central actors as the receiving and the educational unit, described in many reports from the field before: both units are involved in the introductory program, a two years program aimed at giving the refugees language training and also knowledge about Norwegian culture and norms. The receiving unit see the participation in the program as a job, with a salary from the public authorities. They then demand that the participants turn up and stay for the full day. If not they should, as on another work place, get a reduced support. The educational units often did not want to be controllers and dropped the registration. It was a central part of the innovation project that the actors should cooperate and use the total resources optimal. And focusing on the needs of the refugees should be a perspective that should reduce the internal competitions in the public system. The functioning of the public-public part of the system was a barrier for the innovation. Different theoretical explanations can be used for the understanding of the lack of cooperation. Institutional logics (Thornton, Ocasio & Lounsbury 2012) is one of these perspectives. Here people with a common institutional logic share cognitive frames, symbols and values. As a consequence they will often have a common understanding of different phenomenon and situations. It seems easy

to communicate within the same logic, but more difficult to communicate with people within another logic.

The same lack of understanding can be explained as a problem of proximities (Boschma 2005). There are several dimension to measure closeness or distance. We are all familiar with geographical distance, but we can also have social distance, organizational and cognitive distances. The main point is that closeness make communication and understanding (of the other) easier. This is obvious important when immigrants meet the Norwegian public system. But within different parts of the service system in the municipalities it can also be cognitive distances; we don't understand the way the others think and prioritize.

But lack of co-creation in the public sector can also be seen as a power play. It is an old slogan that everybody want to coordinate, but nobody want to be coordinated. The local engagement towards the refugees is to a little degree formalized in the municipalities, and people from different "silos" have to interact to meet this new challenge. Even if they have received refugees for some years, it is still seen as a temporary project; they may not get any new refugees next year. In an open situation like this, actors from different silos may try to influence the process their way, or they may define themselves as marginal and invest few resources in the case, since it belongs to some other.

The conflicts within the system had as a result that some people left their jobs, and some where even stimulated to quit. There is much tacit knowledge in a system with so many informal structures, and the capacity of the services were reduced when key persons left, or when the services where reorganized.

The employers also express some barriers. Language problems can be a problem and some of the employers were very clear here; " *if we ask them to peel a carrot, they cannot come with two kilo rice*" (Report 2 p.23). They then always ask about what level of language understanding the refugees have. The need for resources to follow them up at the work place is important. The employers need to know that somebody in the public system has a responsibility for this. They are themselves ready to invest some resources in the refugees, but it has to be within an affordable frame.

Some employers get inquiries from many instances; high school teachers want some a place where the pupils can practice and develop their skills, the social service have candidates etc., and the message from the employers are that they have limited capacity.

#### 4.4.5. Impacts/performance

Some of the refugees get a permanent job and settle in the rural municipalities. This can be seen as a positive result both for the immigrant and for the society. But evaluated so far the success-rate are lower than expected. Another way to see the impact is how the municipality has treated the refugees when they stayed there and had their introductory program for two years. The refugees have to stay in the municipality they have been sent to for the program period. After that they are free to go where they can find a job. And if they leave for a job in a city, the refugee can be happy with the result. As far as we have data, the refugees seem to be comfortable with staying in the countryside for the

introduction period; it is friendly and peaceful. A comment from a few is that it can be too peaceful. For the local community it is little positive impact if they only educate them for the cities. But there may be exceptions; some of the immigrants can contribute socially and also with practical assistance during the introductory period. Friendship and a better mutual understanding between cultures are on the positive side even if they have to leave.

#### **4.5. Unexpected results**

This is a very subjective category, because it has to be answered from the writer or the project staff's expectation. But this project has been going for 2017-2018, and the efforts of integration of refugees has been going on for years. It was a bit surprising then that the lack of cooperation, obvious limiting the positive outcomes, had been allowed to continue for so long time.

#### **4.6. Discussion**

This project was initiated as an innovation project, where a facilitator from the outside should contribute to more targeted services for refugees in three selected municipalities in the Norwegian country side. If the project should be a success it could be a triple win situation; a larger part of the refugees would get a job or an education plan, the public expenditures to unemployed refugees would be reduced, and a larger part of the refugees would stay in municipalities and become new inhabitants in the rural areas. But the conditions for an innovation project was not present; the facilitator had no mandate to change organizational structures or to force actors to change behavior. Lack of jobs is obvious a problem in the country side, but the project exposed the lack of cooperation between key actors in the municipal system. A better cooperation could have improved the possibilities to get a job for some of the refugees. And the municipalities themselves could have been more active in creating practice - places (in nursing homes etc.) and job opportunities. The politicians seem to be friendly to refugees, but not very engaged in keeping them in their municipalities. The situation now is that many municipalities have established an organization for handling arrivals of refugees, but the Government accept fewer refugees than the municipalities want to keep their refugee units going. National (or regional ) authorities can now decide to give refugees to the municipalities with the best working integration system.

Much of the activities described in this case, are within the public system. The private part of the network consist of the private employers and the civil society, important for the social integration of the refugees. The intention of the project can be seen as a social innovation, the practice to a lesser extent.

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## 5. Norwegian Case-study 4: Drive for life (DFL)

### 5.1. The case in a nutshell

In the municipalities the majority of the youth do “the right things”; they go to school and have plans for their future jobs and education, and they participate in sports activities or other leisure activities. But in all societies we also find some outsiders that, for many reasons, do not fit into this scheme. The public services often have youth clubs and some offers for the whole cohort, but if they not are diagnosed with a recognized problem, “outsiders” will seldom get support from the public system. Several social entrepreneurs in Norway have seen these outsiders as an important target group, and “Drive for life” (DFL) is one of the most active. Preventive activities for this group can be very profitable. If they get engaged in activities they like and feel they cope, they can get into a constructive track and find their education or job niche later.

The participants in DFL clubs are normally under the age limit to get a driver`s license. But on a closed racing field and with certified instructors they are allowed to drive, and they get the opportunity to take repair work

The national center stimulates the establishing of local clubs, but these clubs are under national supervision and the contract between the municipality and DFL are signed between the municipal leader and the national leader. In our municipality the contract was signed for one year. The local group (with three adult leaders) shall consist of 5-7 participants, and they are have club evenings once a week in 48 weeks. It is the municipality that choose the participants. In our case mainly from the last year in high school (10<sup>th</sup> class). Besides being in the red zone for exclusion, the participants should be interested in cars and car repairing. The club started in late January and in-depth interviews with three participants and the municipal coordinator (LC) were conducted in the end of March.

### 5.2. The context

The club we studied was established in a municipality with some recognized public health problems; one third of the population between 20-60 years was receiving public income support. Many young people was diagnosed with psychiatric problems, the average living age was below the national average, and the percentage with higher education was low. The municipal leadership has established a program with many different sub-project to meet this challenge. Engaging youth in the “risk zone” was part of the program, and with some external support the municipality was able to engage DFL to the cost of 450 000 N.kr. (approx.. 45000 euro.). Even if most of the municipalities have difficulties with handling many social problems, they are skeptical to engaging social entrepreneurs, even if they can prove significant effects of their work.

### 5.3. Methods

Data for this case study have been written documents from DFL, mainly the Team Handbook for 2019, and the Analysis of the economic effects of DFL for society, worked out by the charity organization. I have interviewed the founder on phone 23.4.19, and the coordinator for DFL in the municipality 27.3.19. This interview took place in his office. Three of the seven participant were interviewed the same day at the school. The headmaster had helped us to find participants that were willing to be interviewed, and we conducted the interviews in his office while he was out. In the face-to-face-interviews we only took notes, none of them were taped.

### 5.4. The five key dimensions

#### 5.4.1. Objective of the project- value creation

DFL has a goal to prevent that kids and youth fall outside the society. This objective shall be reached through building social competence in a team where they feel comfortable and engaged. The three basic values are to be inspiring, unifying and genuine. *Inspiring* means to catch the moment, and to help the participants to keep the belief that there is possible to achieve the goal they strive for. *Unifying* means that the participants shall be part of a community, they shall have a safety net, and be accepted as the persons they are. Mutual trust and respect are basic here. *Genuine* means that something is not constructed and analyzed, it is natural. It can be unknown, scary, unpleasant and challenging. You have to be able to meet these situations both with anger, aggression, laughter and engagement. (Team Handbook 2019, our translation). For the municipality the expressed goal is to help the participants to cope with their lives (From interview with LC). It the club activity can help the participants to stay integrated in the society, and later at the labor market, that is important value creation.

#### Initiation of the project

“Drive for life” (DFL) is Norwegian innovation, but does now have a Swedish branch as well. It is a concept with a defined profile and specific demands to activities and behavior. The focus is on motorsport, and the founder was European champion in rally-cross in 2009. He then recognized that he was a role model for youth with the same problem as he had himself at the same age. He experienced that some of the youth without any place to stay in their free time searched him to be a part of his team, and he did not want to send them away. He spent a year in thinking and planning how he could support these youngsters (both genders), and then he established DFL. His wife was trained in special education and she wrote a detailed plan for one year ( 48 evenings) that could work as a tool for local ( and certified) club leaders.

Local clubs are now established in many municipalities, and the founder mentioned that when they are established, they get support to continue.

The local club in this case was initiated by the leaders in the municipality, as a part of a larger program for improving the wellbeing of the population, especially the vulnerable groups. They applied for an external grant, and when they got support, the contract was signed.

### 5.4.2. Type of innovation/type of innovation process

There are many typologies for innovations. If we use Windrum (2008) we can say it is both a service innovation and a service delivery innovation; the project is a new service in the municipality (and to the participants). It is a national concept but an innovation when it is introduced in a new setting. And it delivers the service in a new way when they want to include the users actively in the co-creation of the services.

The local participants were selected because they did not adapt well to the regular school scheme on the one side, and they were beyond average interested in motorsport on the other side. The manual for the 48 gatherings was balancing the opportunity to drive on a racing field, controlled and assisted by competent instructors and doing mechanical repair work, and having an educational program for their personal development

### 5.4.3. Type of Innovation Network: Established and conducted by a social entrepreneur, in cooperation with municipalities.

The founder and social entrepreneur wants to establish local clubs in every community because he think it is youth in his target group everywhere that could need this service. DFL has a national organization with regional leaders and a network that cover the whole country. The municipalities participate locally with selecting participants, economical support, finding places for the clubs etc. The local coordinator get weekly information about the activity and the development of the participants. The information procedures works very well and make it possible for the municipal partner in the network to see how “their youth “ are developing, and to make sure they get value for money (From interview with LC). In our municipality it seems to be a well-functioning partnership between the private and the public actor.

### 5.4.4. Drivers/Barriers

#### *Drivers*

The founder has experience from bargaining with many municipalities. From a rational point of view, the calculations showing how much the municipalities get back from investing in the club, should have been a driver; this is an offer you can't refuse. But politicians or administrations are not often convinced by numbers. His conclusion is that there need to be an engaged person inside the system that believe in the model and want to try. When they are established, the founder claim that they have proved their value and allowed to continue. This was also the situation in our municipality; they had already decided to continue next year, and it should be easy to find participants (Interview with LC). DFL has a system



for measuring effects of their activity and this makes it possible for the sponsors (the municipality and grant givers <sup>6</sup>) to see the effects.

It will be possible for teachers and other adult persons to observe the effect on the participants too. Our interviews were conducted after three months only, but the participants were very satisfied and saw the benefit of the participation for their future plans.

The participants want to work with cars and machines when they have finished school, and they all really want an old car (without too much computer technology) for themselves where they can do repair and maintenance. They enjoy the team and see the club gatherings as stimulating. They also confirm that without the club they would probably have stayed at home, because the club does not compete with other leisure activities for them. The reported interest and positive feedback from the participants can work as a driver for continuing the work with new participants.

### *Barriers*

The cost can always be seen as a barrier. 45 000 euro for engaging 7 teenagers for a year can be seen as a very exclusive offer. Perhaps most (or all) of them would have managed school and got a job without this rather expensive offer. Investments in preventive activities can always be questioned because of the counterfactual problem; we do not know what had happened if we did not do what we did. The selection problem can be raised too; how do we pick out the teenagers that without interventions would have caused a problem for the municipality and themselves. Politicians may accept the calculation that 1 N kr. invested gives 7 N kr. back, but this over a life span, and politicians have to balance yearly budgets. And an investment for some can be a lack of resources for another good purpose.

There may also be other mindsets that make the municipalities reluctant to engage social entrepreneurs in social innovations. The municipalities have a responsibility for solving problems for kids and youth that does not adapt to the expected route for education and social integration. To hire an entrepreneur from the outside is to admit that somebody has not done their job, and that they are not capable of handling what they are responsible for. It is easy to understand that the employees hesitate in accepting such a defeat. But politicians that are responsible for the residents' wellbeing could be expected to react faster for assistance.

A lack of enthusiasm in engaging social entrepreneurs can also be found in different ways of thinking and different professional perspectives. We know that professionals can have different approaches to the solving of the same problem, and will oppose the performance of other actors. As mentioned in another case study, different theoretical contributions have been introduced to explain this lack of cooperation.

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<sup>6</sup> To support the money from the municipality, it is possible to apply for grants from bank foundations, and also from a nationwide public organization called «Trygg trafikk» (Safe traffic)

Institutional logics (Thornton, Ocasio and Lounsbury 2012) are one of these perspectives. Here people with a common institutional logic share cognitive frames, symbols and values. As a consequence they will often have a common understanding of different phenomenon and situation. It seems easy to communicate within the same logic, but more difficult to communicate with people within another logic.

The same lack of understanding can be explained as a problem of proximities (Boschma 2005). There are several dimension to measure closeness or distance. We are all familiar with geographical distance, but we can also have social distance, organizational and cognitive distance. The main point is that closeness makes communication and understanding (of the other) easier.

#### **5.4.5. Impacts/performance**

For the leadership of DFL it has been important to use a language the local politicians understand, namely saved money. A charity organization did a calculation work of the effect of several social entrepreneurs, among them DFL. Here they got estimates for how much money the society could save by the club activity. (Team Handbook 2019). Since they were established in 2011, DFL has been active in many municipalities, so a lot of empirical data were available. The conclusions are that 87% of all the youth in DFL continue in school at least one year more than the comparable group, 63% of the participants finished senior high school (or more), compared to about 30% for a similar group (without DFL). This is a significant difference. Many young people get on a higher level of competence, and will be better prepared for the job market. The calculations conclude that with a 70% degree of probability is this equivalent to between 2.5-3.5 million N.kr. net saving over the life span for each participants. The municipalities get 7 N.kr. back for each N.kr. invested in a DFL club

#### **5.5. Unexpected results**

The result from the calculations may not be unexpected, but they demonstrate the great gain in human investments. And the numbers make it difficult to understand why politicians at the top level do not try to find solutions that limit the negative consequences of yearly budgeting. The statement from the founder that rational arguing does not help; an enthusiastic insider is needed, may also be seen as a little depressing.

#### **5.6. Discussion**

This case is a public-private innovation because it is initiated by a private actor, a social entrepreneur, while the users are municipalities. We see the establishing and operations of DFL as a social innovation. The target group does not fit into the school system too well. If they hit the right persons it is obvious that DFL is a good investment. But we don't know how youth will develop in the future. We have statistical correlations, but many kids where the prognosis for future problems are high can have a good future, while those with good prognosis can run into problem. For preventive activities we have the counterfactual problem; what would happened without the intervention? This uncertainty can give politicians a reason for not investing in alternative offers to youth in a difficult situation. The accounting

done for DFL should be convincing, still the message from the founder is that an enthusiast inside the system is needed. But based on DFLs own material we conclude that they seem to be well established nationwide, and operating of local clubs get support from both a bank foundation and an organization for safe traffic. This can make the economic costs easier for the municipalities.

## 5.7. References

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- [2] Thornton, P. H., Ocasio, W. & Lounsbury, M. (2012). *The institutional logics perspective: A new approach to culture, structure, and process*: Oxford University Press on Demand.
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## 6. Norwegian Case-study 5: Reestablishing personal networks for people with dementia

### 6.1. The case in a nutshell.

The environmental treatment team was established April 1. 2013, in a city with approx. 25000 inhabitants. In the beginning the team had only three persons. It was close to be turned down a year later. But then they got support from the Directorate of Health, as a project for three years. In 2016 it was integrated as a unit in the municipality, now with nine employees. They are running a center in the middle of the city, where people can drop in, both with and without dementia. There people can get coffee and soup, and participate in an arrangement (if they want) every day 12 o'clock. But our case is not the service center, but a sub-unit with four people dedicated to take care of networks around people with dementia, to reestablish networks, or to establish networks. The idea behind this is to improve the quality of life both for people with dementia and their dependents.

The engagement in network establishing do not necessary extent the lives of the people with dementia, but the quality of their everyday life, both for them and their dependents. The main target group is people below 75 years. On the national it is estimated that ca. 3% of the population below 75 will have dementia. The unit follow around 40 persons, and observe another thirty.

The unit build their activity on three assumptions:

- 1) The best welfare are created in the interaction between high professionalism and a strong citizen perspective
- 2) Many and different perspectives enables us to find new solutions
- 3) If we are going to find a new and different result, we have to work in a different way with the challenges.

### 6.2. The context

The context is the ageing population, and the growing number of people with dementia. While only 3% of the population below 75 is estimated to have dementia, 40% of the population beyond 90 years is expected to develop some form of dementia.

### 6.3. Objective of the project- value creation

The aim is to improve the ability to physical, mental and social copying for people with dementia, and to give relief to their dependents. The team make a clear distinction between volunteers and network. A network consists of people we have personal relations to. A volunteer is a person willing to help another person she does not know in advance. "You don't volunteer for a friend, you are still a volunteer" is the slogan for the team.

To illustrate how the team work, and create value, we will give three examples:

The city was one of the host cities for the Winter Olympics in 1994. This was a special event for the inhabitants, not at least for the politicians in the Municipal Council and the Chairmanship. A couple of years ago the Lord Mayor ( from the Olympics) was invited to a meeting where the Environmental Treatment team presented themselves, and he was asked by the husband of a women from the 1994 chairmanship if he could take some walks with her, since she now had got dementia. He thought that a better solution was to reestablish parts of the chairmanship, meet for two hours every month and visit locations they has contributes to establish, not only the sports arenas, but a fine art museum, a college etc. This was fun for all the participants, who were retirees now. The meetings lasted until the woman with dementia was too severe ill to continue.

Case two Martin: An active man, and well known in the city got dementia, and he recognized himself after a consultation with the doctor together with his wife). He was then able to deliver his driver license and all his weapons to the police ( he had been an active hunter).His wife knew one of the team initiators. Martin` situation soon got worse, and the team contributed to arrange some meetings for him every weekdays. That could be with his former hunting friends, another friend took him for rides with the car, he visited the Center in the city for the "hit parade"( they sang old hits), etc. The person who drove him around used an EV with little noise, and once Martin tried to leave the car in full speed since he did not hear the noise from the car. The safety belt is a good invention, and they found a way to continue their travelling.

Case three Anna: The leader of the team met Anna in a nursing home. She was without a language, but was expressing sounds that got the team leader to believe she had been singing a lot. Research showed that she had been an active singer, the last period in a senior choir. With permission from her son, the team leader called the leader of the choir and asked if Anna could join the choir again. The choir leader was a bit skeptical, and they meet the board for the choir. They accepted with the promised support from the team. They transported her to the start of the choir practice (just when they started the warm up singing. They arranged with special and informed people to join her in the break, and then it was a second practice period before they took her home. When Anna got weaker they dropped the second practice, and then the break before they had to stop. When singing words was no problem for Anna, then she had her language. This is an example of how the team try to improve the quality of life and the ability to cope with the surroundings.

Inspired by this experience, the team infiltrated another senior choir, to see if they could help people to cultivate their interest longer. A team (aged 30) joined the choir. She met to men that expressed that they had to leave the choir before the yearly concert. One because he had to go to the toilet at least every half hour, the other because he could not manage to stand up for one and an half hour. The team member discussed the situation with the choir leader, and they found solutions. In the first case they brought in some melodies with solo part, where the rest of the choir could move away and sit down. This is an example of how it is possible to find individual and creative solutions, in interaction with the network.

## 6.4. Methods

The data collection for this case was four meetings with the team leader, three visits at the Center (observation) and interviews with the former Lord Mayor, and Martins wife and the assisting person (with the car). Notes were taken, and the interviews was written out in a full version shortly after they were performed.

## 6.5. Initiation of the project

Two creative persons have the main responsibility for the establishing and further development of the team. The first one was some years ago manager for a nursing home, but did not agree in the way they had to care for the patients, and got a job as a consultant within elderly care. He met the present team leader who was a nurse, but wanted instead to work as an occupational therapist in the nursing home, to improve the quality of life for the patients. She had a background as a singer and arranged “generation singing” where children from kindergartens came to sing for the people with dementia. In some cases it made aggressive people with dementia calmer, and the kids expressed that singing was “medicine for the elderly”.

Together these two persons discussed and developed plans and new ideas for how to care for elderly people, especially those with dementia. To get accept for innovate ideas was not easy, and as mentioned above they were near a close down after a year, when they got national support. But from the start with the “generation singing” they got national attention, got attention in the media, and was visited by the Minister for Health. This was a good card in internal political struggle for prioritizing dementia care. The present leader express the need for a continuous innovation:

*“We have to close down, to be able to build up new services. We must not hardened to”.*

The team now seems to have an established position, and emerges as an innovation unit within the municipal welfare services.

## 6.6. The five key dimensions

### 6.6.1. Type of innovation/type of innovation process

There are many typologies for innovations. If we use Windrum (2008) we can say it is both a service innovation and a service delivery innovation; the project is a new service in the municipality (and to the participants). Also in a national context the concept is unique, because the initiators started a new of working. Organizing a special network-team can be seen as an organizational innovation, and the systematic use of the network concept and the different stages for involvement (taking care of, reestablishing, establishing) networks, can be seen as a conceptual innovation.

### **6.6.2. Type of Innovation Network: Established and conducted by a public social entrepreneur; engaging the civil society and (re)activating networks for people with dementia.**

This is not a cooperation between the public sector and the third sector (volunteers). The private-public network for social innovation has a center in the public network unit, and the rest of the network are networks around people with dementia and their dependents. These individual networks are tailored to a person in a specific stage of her/ his development of dementia. The team is active in (re)establishing networks, and they are also active in advising the members of the specific network how they can adapt to the progression of the disease (what a person with dementia can manage at a given stage). Many people have little knowledge about how to interact with people with dementia, and this may be a reason to drop out of social activities they had together. The team has an important task in informing people so they are less afraid of communicating with people with dementia.

### **6.6.3. Drivers/Barriers**

#### *Drivers*

The drivers in this case was professionals dedicated to improving the quality of life for people with dementia and their dependents. They had experience from elderly care and saw that the caring system could improve their services for this growing group.

The local branch of the national dementia association is also a pressure group for better services to people with dementia and their dependents. The local branch has been concerned about traditional services as discussion groups (who they was familiar with) but they has supported the establishing of the center and their activities. They is definitely a driver. National political signals may also contribute to put problems with dementia higher up on the local political agenda. Government gave from October 2017 the municipalities more explicit the task of supporting dependents in care, and the dementia group was one of the most visible here. Since care in nursing homes is expensive, the municipalities can also be seen as drivers for preventive activities that makes it possible to stay longer at home.

#### *Barriers*

For a municipal leadership the costs will always be an argument; if it contribute to solve a problem they have to solve in a cost-efficient way, it is positive. If it does not, it is more difficult to get support. The municipalities have a responsibility for caring for people with dementia (and their dependents), but there is few quality of life- demands besides those given for all people dependent of public care. Preventive activities may reduce some health costs (but we don't know), and if we believe they stay longer at home it is a driver (see above). But developing networks may not affect the development of the disease very much, and it is definitely not a cure. And it comes in addition to the regular duties the municipality have. That may be one reason for stopping the project after one year, where national support saved the work of the team.



Other barriers are not mentioned explicit in the interviews, but it is worth considering that the treatment of dementia to a large extent is defined as a health service, to a large extent reserved for nurses and doctors. Activating networks is a social task, even if the team contribute with much medical knowledge to the networks. The social profile may give these activities a low status among the professionals.

#### 6.6.4. Impacts/performance

Improved quality of life for the 40 persons that get supported networks is the main impact of the work. But the dependents get relief during the weak. Many feel it like a betrayal when they have to ask for relief stays at the nursing home; they think that should manage to care them at home. Now the care givers get positive support, they know that their spouse (that is the most common case) is together with people (s) he knows and like. In a wider perspective experiences with this model may be spread to other municipalities, and contribute to improved life quality for people in other regions.

### 6.7. Discussion

This is an innovative part of the municipal service to people with dementia and their dependents, using social resources in improving the quality of life for both. We have focused the presentation on this innovative part. But it is important to see the network part in connection to the dementia center in the middle of the town. This center is organized in such a way that both “ordinary” people, dependents and people with dementia visit the center. From the outside people cannot define the visitors in either of the categories. On the other side the open center makes it easy to go in and talk with competent people about dementia; what is the first symptoms etc. It is a place to ask for help, and a place where the team discover people they can help with networks. It is also a place to come and join the weekly arrangements, like the “Hit parade-hour”, the “Hymn hour” etc. It is here expected that people (from all the mentioned categories) join in singing songs and hymns they remember.

The use of networks are a response to the loss of social contacts people with dementia experience, both because they are unable to participate ( hunting, driving etc.) and because people in the networks withdraw from contact since they do not know how to interact with their former friend when (s)he has dementia. The first task of the team is to map the networks, both former and existing, and to develop a plan for initiatives and education of the people that should be involved. It takes resources to engage network resources, and we do not have an accounting of the net result. But the result can be a win-win situation for the person with dementia and people engaged in the networks. The persons with dementia can be together with people they still may recognize, and for the people that participate in the personal networks it is an opportunity to be together with a “lost friend”. For people in general, interaction with friends are important, for people with dementia it may be even more important because they feel comfortable with people they recognize, and uncomfortable it not.

Even if it takes public resources to engage networks, it is a mobilizing of private resources that would not be activated without the work of the team. It can be seen as an improvement for both the person with dementia, the engaged people, and the dependents. In the accounting it is reasonable to include

a better understanding of the situation for people with dementia from all the engaged actors, who can diffuse it further in their network. It seems important to document this activity, to see if this innovation should be used as a model for other municipalities as well.

This case is definitely a public-private network for social innovation, and the network consists of many individual networks

## 6.8. References

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## 11. Spanish case-studies report

H2020-SC6-CULT-COOP-2016-2017  
CULT-COOP-11-2016-2017

Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”



## Spanish Case studies

<b>Project Reference No</b>	Co-VAL [770356]
<b>Workpackage</b>	WP6 Structural transformations: public-private innovation networks and social innovation in public services
<b>Dissemination Level</b>	Public
<b>Date</b>	9/10/2019
<b>Author(s)</b>	Alberto Peralta, Luis Rubalcaba, Javier Carrillo (UAH)
<b>Document description</b>	Spanish case-studies researching on public service networks for social innovation from Spain corresponding to: Excluded citizens: Library of San Fermin project Education of minority children: Antropoloops project Disabled elderly: Alas Foundation project Mobility and sustainability: Madrid Central. Without green, life flourishes project Youth professional education and unemployment: The Plan FP+E of La Rioja

## Executive Summary

This paper summarizes the five Spanish case studies we have prepared for the WP6 Public service innovation networks for social Innovation (PSINSIs).

The main purpose of this research is to contribute with Spanish evidences to the theoretical framework proposed in this WP6, describing five cases related to

Excluded citizens: Library of San Fermin project

Education of minority children: Antropoloops project

Disabled elderly: Alas Foundation project

Mobility and sustainability: Madrid Central. Without green, life flourishes project

Youth professional education and unemployment: The Plan FP+E of La Rioja

We have used a mixed methods approach to find our data. Mostly, our research is based on the in-depth interviews we had with the key representatives of each case. We then complemented those interviews with observations, where possible, and official, academic and unofficial or grey documentation. In general, we got the richest information from the direct interviews, which usually led us towards new rounds of interviews and documents relevant to each case context.

A brief description of each case follows:

### **Library of San Fermin project**

This case study describes the co-creation effort of a network of private and public agents to build a facility much needed in a deprived neighbourhood in Madrid (Spain). The facility has then become a cohesion factor, far beyond its initial purpose.

The designing, developing and management processes of the library in the San Fermin neighborhood (LSF) has become one the symbols of the past government (2015-2019) of the municipality of Madrid. We chose it because it is a hallmark of a multi-stakeholder innovation network, i.e., it consists of public agents, associations, individuals, oriented to the re-vitalization of a deprived neighborhood and the integration of elderly in the periphery of Madrid. The initiative is innovative in its approach, a design network favoring inclusion and bridging the generation gap led by professional designers, and the library model and its dialogue with its social and neighborhood environments.

This initiative is "a pilot project" that allows the municipality of Madrid to think innovatively about cultural facilities. It shows a process innovation that has given way to a new type of library and new services, complementing the conventional library services.

This has been a project then that can be associated with the new public governance (NPG) mode of coordination, and fits into the PSINSI's definition and it is providing neighbors with co-designed and co-produced services.

### **Antropoloops project**

This case study of the Antropoloops Workshops project describes the promotion of inclusion through a series of culture-based workshops in the San José Obrero Primary School (Seville, Spain). Here a network of teachers, specialists, musicians, and artists got together and experimented remixing traditional music as a vehicle to promote cultural inclusion and celebration of diversity.

The Antropoloops Workshops (AW) is an artistic project that remixes fragments of traditional music from around the world to create musical collages. This educational arts program promotes diversity and intercultural dialogue, knowledge of traditional music and collective creation through the use of new technologies. Within this, the AW educational program is proposed as a set of open teaching modules on traditional world music and digital remixing. This is a combination of education and technology to generate different practices, resources and open tools that can be replicated in other contexts.

We have followed a mixed methods collection of our data regarding this case. We started on May 2019, with the first meeting and had subsequent interviews (up to four more). We have also collected different materials, including official proposals, and un-official reports, flyers and web documents on the design process of the AW, videos of the groups and events with the kids and other references from AW site in Tumblr.

The program, already starting its third year, is initially thought of as a 3-year pilot experience (2017-20) in art and education at the San José Obrero primary school (SJO) in Seville (Spain). The mixed team of specialists and educators and teachers use a combination of education and technology to generate different practices, resources and open tools. This first experience, digital dynamics, methodologies and tools build a corpus that they or others might use in other contexts.

Given the scope and participating agents, we describe this project within the new public governance paradigm (NPG). The organizational form selected by this group of agents has been the public service innovation network for social innovation (PSINSI) structure.

### **Alas Foundation project**

This case study presents the Alas Foundation project, a private entity, to serve aging people with disabilities – i.e., a public purpose. It describes the co-creation and delivery efforts of a PSINSI formed by the foundation management, employees, families, and to a minor extent, the disabled elderly. Until now, specific services for older persons with disabilities did not exist but improvements in the life conditions and health of this population group have extended life expectancy and created the need for new services that combine specialized professionals and care of, in many instances, mature and autonomous persons.

The purpose of our research sheds light on the recent shift from attention based on segregationist models to another, focused on inclusion of disabled elderly in the community. This shift explains the lack of experience and models for quality aging equivalent to that existing for other people.

But the Alas Foundation has started this project that shows the strength of the PSINSIs concept even in the absence of a guiding public agent. It is also a network characterized by the trust-based connections

of the partners, which empowers the management of the foundation to experiment and innovate, and pursues “enduring exchange relations with one another”.

We have followed a mixed methods collection of our data regarding this case. We interviewed some of the key agents involved in the project design and execution, did observations on the Foundation elderly activities and collected different materials (academic and grey) to learn about the context and evolution of the caring of elderly with disabilities in Spain.

This case presents the collaboration process of a private institution with users and their families to provide a public service that is not properly covered by the public sector. It answers a pressing concern of the families and the elderly with disabilities, as this latter group has become a relevant part of the total disabled population.

### **Madrid Central. Without green, life flourishes project**

This paper describes the case-study of the ‘Madrid Central: Without green, life flourishes’ (MCW) collaboration of municipal employees and citizens that formed a PSINSI aiming to build and learn together through the development of initiatives that contribute to improve pedestrian mobility by eliminating green for vehicles to allow pedestrians crossing at any time.

Our case, beyond the relevance of the prototype developed by the PSINSI agents that got together by the workshop, serves to expose the practices to routinely produce PSINSIs with a two-fold aim:

- 1) Produce social innovation and prototype solutions for wicked social problems of any sort
- 2) Arrive to those solutions putting together individuals that do not know each other, but who after the process have discovered the power of networking, agreement and co-creation. In this context, each new community of agents built this way – i.e., the PSINSI itself – is an innovative product itself

We have followed a mixed methods collection of our data regarding this case. We started with a first interview and followed a referenced process to find our subsequent interviewees for a total of six interview that allowed us to understand how the PSINSI worked. We also used observation and complementing written materials to understand its context and the relationships among its agents.

MCW is one of the PSINSIs that formed under the ‘Madrid Escucha 2019’ of the InCiLab (Citizen Innovation Laboratory – Laboratorio de Innovación Ciudadana). Its aim, as an independent community, is clear and we study it with this case: find innovative ways to develop more participatory and collaborative citizens and public officials to search for solutions to public problems.

But MCW shares a context with the rest of the workshops in Madrid Escucha and MediaLab Prado, the living laboratory of the city of Madrid, and we also describe that context here.

### **The Plan FP+E of La Rioja**

This case-study describes the PSINSI that created the current Plan for Professional Education and Employment 2016-2019 (Plan FP+E) in La Rioja region (Spain). The plan has guided the development of skills, the active employment policy, the integration and coordination of the available resources and



the interrelations between the different subsystems and modes to actually produce employment for young people in La Rioja.

This has been a project then that aims at providing citizens with services, co-designed and co-produced with them (through the unions and most representative companies' association in the region). And our research studied the Working Group several regional agents formed to design and implement a new plan for professional education (PE) and employment for the 2016-2019 term. This group can be associated with the new public governance paradigm (NPG) paradigm, and fits into the PSINSI's definition.

We have followed a mixed methods collection of our data regarding this case. We were introduced into the case in the interview that started our research on October 2018. After that, we complemented two more interviews with the review of official and grey documents to understand the legal and government context of the PSINSI and their effort to create the Plan FP+E.

The Plan FP+E is a complex strategical project. Our election of this case is justified as an example of the tremendous impact that PSINSIs may have in all sorts of public sector initiatives. In this case, a strategic plan for a social issue of major relevance such as unemployment and youth professional education was handled with such a type of network.

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## 1. Setting of empirical data: Spain

This report summarizes five case-studies from Spain that show the evidences of innovation networks focused on public services for social innovation (PSINSI). To identify and describe them we have used conceptual framework we use in the Working Package 6 of the Co-VAL project (Desmarchelier, Djellal, & Gallouj, 2018). Specifically, our cases represent a wide array of projects in which several agents collaborate / participate with one or more public entities to address social concerns through the innovation of services.

According to the directions in the WP6, the specific criteria for selecting our case studies is:

- Networks of public/private agents, whether ad-hoc formed or not, with a concrete social innovation; and
- Innovation networks developing that social innovation to solve one problem of the following current social concerns: elderly care issues, education, minorities integration, long-term unemployment, environmental protection (including urban issues and transportation)
- Different types of innovations and of innovation processes
- Different types of innovation networks: spontaneous vs. planned networks; top-down (entrepreneurial) vs. bottom-up networks

To identify the cases, we first initiated a search process of key persons in several public entities. We used social networks and personal references. Once established the first contacts, we followed a referencing process to identify the cases that better fit our selection criteria. When we identified a case, we used a mixed methods approach to find our case's data. Mostly, our research is based on the in-depth interviews we had with the key representatives of each case – following an interview guide derived from the framework proposed for the WP.

The case study framework of interviews is composed of five key dimensions: The type of innovation/type of innovation process, the type of Innovation network, Innovation drivers and barriers, Institutional factors and the impacts or performance of the network.

In parallel to those interviews, we complemented them with observations, where possible, and official, academic and unofficial or grey documentation. In general, we got the richest information from the direct interviews, which usually led us towards new rounds of interviews and documents relevant to each case context.

Next is a list of our cases:

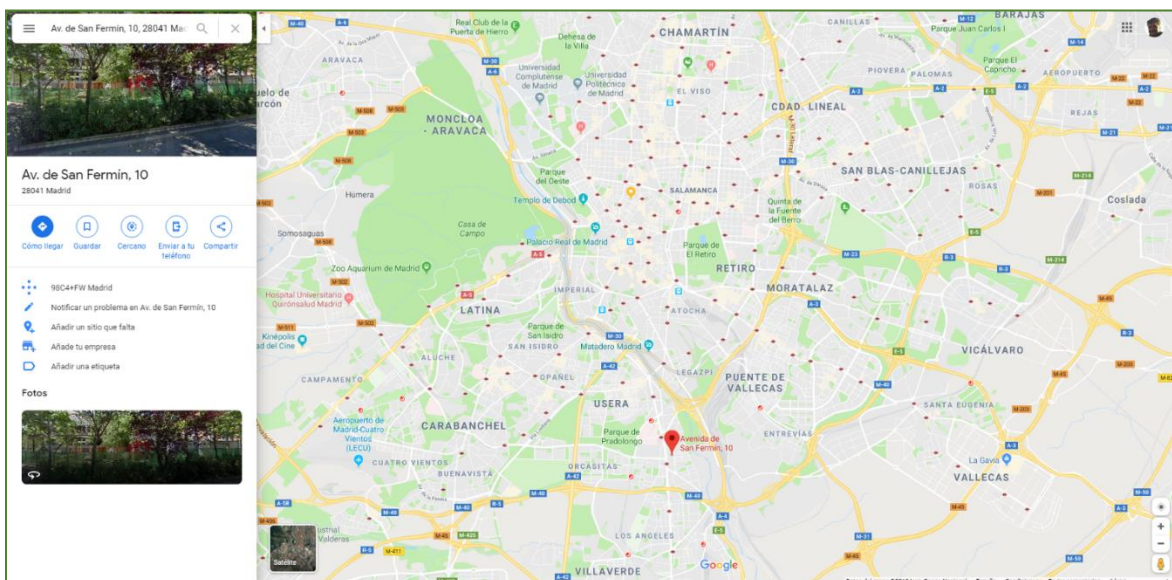
- Excluded citizens, addressed by a bottom-up network: Library of San Fermin project
- Education of minority children, solved by a privately funded informal group of musicians: Antropoloops project
- Disabled elderly, taken up by a private network formed with a support role of the government: Alas Foundation project
- Mobility and sustainability, addressed by an informal, ad-hoc network acting by consensus: Madrid Central. Without green, life flourishes project
- Youth professional education and unemployment, strategically answered by the key economic and social agents in the region: The Plan FP+E of La Rioja

## 2. Spanish Case-study 1: Library of San Fermin

### 2.1. The case in a nutshell

The designing, developing and management processes of the library in the San Fermin neighborhood (LSF) has become one of the symbols of the past government (2015-2019) of the municipality of Madrid. We decided to choose it because it is a hallmark of a multi-stakeholder innovation network, i.e., it consists of public agents, associations, individuals, oriented to the re-vitalization of a deprived neighborhood and the integration of elderly in the periphery of Madrid. The initiative is innovative in its approach, a design network favoring inclusion and bridging the generation gap led by professional designers, and the library model and its dialogue with its social and neighborhood environments.

San Fermin is a modest neighborhood located in the south-west outskirts of the city of Madrid<sup>1</sup> (see **Error! Reference source not found.**) and the LSF became one (if not the most) relevant example of collaboration between public institutions, private facilitating entities, civil organizations and individual citizens that can be found in the municipality of Madrid, from 2015-2019. Out of the information we have gathered about it, the Madrid City Council started the construction of this library in response to a local demand that under the slogan "Library in San Fermin NOW" had been active for more than 25 years (since 1994, and more effectively since 2008)<sup>2</sup>. A neighborhood with a desire for culture and books (promoted by the initiatives of the Neighborhood Association of San Fermin) is the backbone of the new proposed services to different population groups, including the marginalized or in a situation of exclusion: Kids from families with few resources, elderly willing to bridge the age breach, or young people at risk. These services had the objective of completing an offer of culture and leisure of quality that helped achieve the overall ideas of "confluence and dynamism" [7] currently driving all agents of the LSF project.



<sup>1</sup> The neighborhood covers an area of 1.47 km<sup>2</sup> and 23,794 inhabitants, 23,5% of immigrants (Padron municipal, <http://www-2.munimadrid.es/TSE6/control/seleccionDatosBarrio>. Accessed 4-6-2019)

<sup>2</sup> Confirmed by all our interviewees as one of the main characteristics of this project



### Figure 20 Location of the Library of San Fermin plot, in the southern quadrant of Madrid

This case presents the participation process that the General Directorate of Urban Landscape and Cultural Heritage of the City Council of Madrid promoted for the design and construction of a new library in the San Fermín neighborhood, in the district of Usera of Madrid.



Figure 2 Current state of buiding works of the library, as of 20-09-2019

It answers a long-standing neighborhood claim for this cultural facility and its potential relevance as a tool to raise the cohesion of the different groups in this part of the city and to bridge the generational gap between the elderly and the youth in this area.

Certainly, the design process already was underway before the actual start of the process we describe here, since the San Fermín Neighborhood Association had been working on it for 20+ years. They themselves created and self-managed a whole set of activities - including book sharing and lending, reading session, meetups with authors and a myriad of cultural activities around books - in the San Fermín Community Shelter. These permeated the neighbors' sensitivity and made this group of citizens a very distinctive, passionate one.

Currently the project is in the construction of the facility phase (see Figure 2), after organizing a multidisciplinary team with the technicians of the Directorates, the Neighborhood Association, other neighborhood entities and individual neighbors. The objective of this group was, and still is, to use the participation process to provide the answers to those questions. The group was originally energized by the Gea21 design specialists, together with social architects of the Basurama collective.

According to Celia Mayer, the head of the Area of Culture and Sports, this initiative is "a pilot project that allows us to propose a new way of rethinking cultural facilities". A process innovation that has



given way to a new type of library and new services, complementing the conventional library services. This has been a project then can be associated with the new public governance (NPG) mode of coordination and frames Public Service Logic (PSL) in Spain. This case distinctly addresses an extrinsic form of co-creation for innovation of public services, with a combination of innovation and service design. In this case, innovation involves “rethinking cultural facilities” but also “applying a feminist logic to public service design, internally to the public agents” [2].

## 2.2. The context

### 2.2.1. The case environment: internal and external

The Area of Culture and Sports of the City Council (through its General Directorate of Intervention in the Urban Landscape and the Cultural Heritage and the General Directorate of Libraries, Archives and Museums) and the Municipal Company of Housing and Land (EMV), pressed by the long-standing neighborhood’s demand, decided to start a process of participation with different agents to design the new library and its uses. The content of the participation process included three related elements:

- The library model: Which library do you want for the neighborhood? Which services, activities, functions should the facility fulfill and how should they be produced? How will the future library be related to the other facilities, entities and projects of San Fermín?
- The library building. What spaces should the library have? How should the distribution of spaces be, considering their future uses and users, and also including the public employees and management and volunteers?
- The surrounding public spaces. How should the library relate to its surroundings? How to get the best out of the public space surrounding the library?

Certainly, the design process already was underway before the actual start of the process we describe here, since the San Fermín Neighborhood Association had been working on it for 20+ years. They themselves created and self-managed a whole set of activities - including book sharing and lending, reading session, meetups with authors and a myriad of cultural activities around books - in the San Fermín Community Shelter. These permeated the neighbors’ sensitivity and made this group of citizens a very distinctive, passionate one.

This mobilized neighborhood enthusiastically received the proposal of the Madrid City Council to set a collaborative process between the teams responsible for technically preparing the project and the neighbors. But also, with caution since they had a story of old broken promises: Since 2008 several majors and Councils have made their commitments to the neighbors and none really resulted in the development of the facility.

Regarding the external environment of the project, the facility is located on a plot of about 4,000 sqm (2,000 sqm for the building) and has been structured on three floors and a basement. The program of uses responds to an organization of spaces of greater noise to silence<sup>3</sup> in a progressive way, projected on large free spaces, at request of the future users.

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<sup>3</sup> [7] points out they organized the floors of the building according the different uses of the word

The layout of the geometry of the building, the distribution of uses and activities within the library, as well as the design of its façades and the definition of cultural uses in the space of the plot have been the result of the participation process involving municipal technical services and the citizens. Additionally, the building design respects energy, sustainability and the rest of the criteria of the municipal regulations.

### 2.2.2. The driving forces behind the process

To understand the breadth and depth of the LSF project and its development, we launched a research process that started on September 20, 2018, with the first meeting we had with [1], General Coordinator of the Madrid Municipality. He informed us of the LSF project from his perspective and suggested to meet with [3], the General Manager of Libraries, Archives and Museums. After that initial interview, we followed a reference process to address and interview representatives of all agents intervening in the co-design of the library and its services and uses, covering all of them. These interviews undoubtedly have been the most valuable sources of information in this process. They have uncovered the wealth of information about this “experiment” project of the City Council ([2]), the relationships that were established to make it a success, and the follow up activities of the process we describe here.

### 2.2.3. Methodology

The data collection started on September 2018, with the first meeting we had with [1], General Coordinator of the Madrid Municipality. He informed us of the LSF project from his perspective and suggested to meet with [3], the General Manager of Libraries, Archives and Museums. After that initial interview, we followed a reference process to address and interview representatives of all agents intervening in the co-design of the library and its services and uses, covering all of them. These interviews undoubtedly have been the most valuable sources of information in this process. They have uncovered the wealth of information about this “experiment” [2] project of the City Council, the relationships that were established to make it a success, and the follow up activities of the process we describe here.

Our interviewees have been:

- Mr. Luis Cueto: Coordinator General of the City Council [1]
- Ms. Marisol Mena: Directora General de Intervención en el Paisaje Urbano y el Patrimonio Cultural (general manager of Intervention in the Urban Landscape and the Cultural Heritage) [2]
- Ms. Belén Llera: Directora General de Bibliotecas, Archivos y Museos (general manager of Libraries, Archives and Museums) [3]
- Ms. María José (Pepa) Ávila: Jefa del Departamento de Infraestructuras Culturales (head of the Department of Cultural Infrastructures) [4]
- Mr. Ángel Payar: Jefe del Departamento de Bibliotecas (head of the Department of Libraries) [5]
- Ms. Begoña Pernas: Head of Grupo de Estudios y Alternativas 21 (GEA21) [6]
- Mr. Víctor Renes: President of the Neighborhood Association of San Fermín [7]

With the interviews, we have also collected different materials, including official reports on the design process of the LSF, videos of the working groups and events with the neighborhood and other references from the SF Neighborhood Association and local publications. From these materials, and probably due to their systematic approach to documenting the design process, we heavily rely on the “Documento resumen de un proceso de participación en marcha” (GEA21, 2016), which describes de Phase I (the co-design process of the building).

The collaboration process was in itself a succession of meetings and working sessions that allowed the main team to develop a singular complicity and trust between the people of the neighborhood who have been actively involved in the design of the new facility and the municipal technicians and managers.

They carried out the design phase between September 2015 and January 2016 and its aim was to develop the criteria and conditions that should guide the library’s architectural execution. After it, and along 2018 and 2019, they followed-up with new meetings, as the actual library building was taking form, to define the services and relationship of this premise with the neighborhood.

Almost since the announcement of the City’s approval that launched the procedure for the tender of this new cultural facility, Ms. Marisol Mena ([2]), the head of the General Directorate of Urban Landscape and Cultural Heritage, created a work-group formed of representatives of the neighborhood of San Fermín and the municipal technicians and managers involved in it. She showed there a strong leadership role, as she needed to coordinate the neighbors and up to four different areas of the City Council involved in the project: her own Directorate General of Urban Landscape and Cultural Infrastructure, the General Directorate of Libraries, the Municipal Housing Company and the Board of the District of Usera - a total of 15 different agents or communities, plus an additional indeterminate and variable number of individual citizens.

To facilitate the process, [2] contracted two specialist firms, Gea21 and Basurama, and they led the meetings and documentation processes. Their teams consisted of consultants specializing in facilitating dialogue and contribution; and design and public use of the city space.

The Working Group had the leading role in this project. In just four months, they have been able to raise, discuss and elaborate proposals on the relevant topics of the future library: architectural project, urbanization of the adjoining public space, its content and possible forms of management. The Group decided the steps undertaken, the contents addressed, and the organization of the activities of participation, communication and dissemination of the process itself to meet the deadlines set by the Municipality.

They met two times a week along the design phase, showing a very high level of commitment and a great depth of analysis that did not limit the achievements or the work-pace; for every actor involved, the library is really a collective accomplishment. The Group even managed to involve the whole neighborhood through several neighborhood celebrations and a questionnaire answered by 388 people.

## 2.3. The five key dimensions

### 2.3.1. Type of innovation/type of innovation process

The designing, developing and management processes of the library in the San Fermin neighborhood (LSF) has become one of the emblems of the government of the municipality of Madrid. San Fermin is a modest neighborhood located in the south-west outskirts of the city of Madrid and the LSF became one (if not the most) relevant example of collaboration between public institutions, private facilitating entities, civil organizations and individual citizens that can be found in the municipality of Madrid, from 2015-2019.

Out of the information we have gathered about it, the Madrid City Council started the construction of this library in response to a local demand that under the slogan "Library in San Fermín NOW" had been active for more than 25 years (since 1994, and more effectively since 2008). A neighborhood with a desire for culture and books (through the initiatives of the Neighborhood Association of San Fermin) as backbone elements of services to different population groups, including the marginalized or in a situation of exclusion: Kids from families with few resources, older people willing to bridge the age breach, or young people at risk. These services had the objective of completing an offer of culture and leisure of quality that helped the overall ideas of "confluence and dynamism" ([7]).

The Area of Culture and Sports of the City Council (through its general directorates of Intervention in the Urban Landscape and the Cultural Heritage and of Libraries, Archives and Museums) and the Municipal Company of Housing and Land (EMV), from the long-standing neighborhood demand, decided to start a process of participation with different agents to define the new library and its uses. The content of the participation process included three related elements:

- The library model. What library do you want for the neighborhood? What services, activities, functions should you fulfill and how should you do it? How will the future library be related to the other facilities, entities and projects of San Fermín?
- The library building. What spaces should the library have? How should the distribution of spaces be, considering their future uses and users, and also including the workers and volunteers?
- The surrounding public space. How should the library relate to its surroundings? How to get the best out of the public space surrounding the library?

Currently the project is in the construction phase of the building, after organizing a multidisciplinary team with the technicians of the government Directorates involved in the design and execution of the library, the Neighborhood Association, other neighborhood entities and individual neighbors. The objective of this group was, and still is, to use the participation process to provide the answers to those questions. The group was originally energized by the Gea21 professionals, together with facilitators of the Basurama collective.

The layout of the geometry of the building, the distribution of uses and activities within the library, as well as the design of its facades and the definition of cultural uses in the space of the plot have been the result of the participation process involving municipal technical services and the citizens.

Additionally, the design respects the energy sustainability and other criteria of the municipality regulations.

The program of uses responds to an organization of spaces of greater noise to silence in a progressive way, projected on large free spaces, at the express request of the future users. Thus, the basement is the plant for the activities aimed at younger users, such as rehearsals, discussion groups, music, and a space managed by the neighbors themselves, with a different entrance and opening times than the rest of the library. Still, the identity of this library is defined by its "library-plaza" (biblio-plaza) which offers a very unique character to the LSF due to its design and definition coherent with the building. It is an outdoor cultural space of 1,022 square meters, to read, create, rest, play outdoor movies, make theater under the trees, play, eat, or work with the computer, but always in relation to cultural activities and uses.

According to Celia Mayer, the head of the Area of Culture and Sports, this initiative is "a pilot project that allows us to propose a new way of rethinking cultural facilities". A process innovation that has given way to a new type of library and new services, complementing the conventional library services. This has been a project then that can be associated with the new public governance (NPG) mode of coordination, and a demarcative integration position of the government officials. It also fits into the PSINSI's definition (Desmarchelier et al., 2018) and an *ad-hoc* recognition model as it is in providing neighbors with co-designed and co-produced services to the extreme of collaboration.

No explicit measures beyond the construction of the building have been identified by participants of this network. This probably is the weakest point of this pilot in terms of assessing its return and replicability. Still, the initiative has been replicated, with a restricted time frame, in the next six libraries to be developed in Madrid.

### 2.3.2. Type of Innovation Network

LSF characterizes a PSINSI type of network that addresses major social problems in the neighborhood of San Fermin. Mr. Victor Renes ([7]), president of its association is more explicit: "We wanted it to be an identity element of San Fermín, of its cultural life and dynamism." Or as they stated in their Manifesto for the library:<sup>4</sup> "Bread, Work and Culture as the basis of the fight for Dignity" of the neighborhood.

Out of the morphological variables describing this PSINSI (Desmarchelier, Djellal, & Gallouj, 2018), functionally speaking the LSF is:

- 1) it is a facility the neighbors have been demanding for more than 25 years and its project has been developed by them and architects and librarians. This is "a functional building, that adapts to the different cultural dynamics of the neighborhood, to differentiated uses and social profiles" ([7])
- 2) necessarily, a type of network innovation that has produced also an organizational innovation (temporal) and a policy innovation. The coordination of the intervening agents in LSF has been

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<sup>4</sup> <http://aavvsanfermin.blogspot.com/2014/10/manifiesto-por-la-biblioteca-publica-sanfermin.html>):

a pilot for the municipality: Roles to be adopted, ways to achieve results, facilitators, multi-perspective approach. All resulted in a temporary new organization devoted to co-design a new building, its surrounding and the services it must help provide. In policy terms, "the same co-creation formula we learnt in LSF has been required in the new bids for the six new libraries in Madrid" ([2],[3] and [4])

Other morphological variables defining this PSINSI of LSF, specifically topographical factors are:

- 1) LSF is a network inspired by the pressure of the neighbors' association of San Fermín (in the District of Usera). They were addressed by public officials from four public departments: The General Directorates of Intervention in the Urban Landscape and Cultural Heritage and of Libraries, Archives and Museums, the Municipal Housing and Land Company and the Municipal Board of Usera. Out of this four, the leading role and internal promoter was [2]<sup>5</sup> always supported by [3].<sup>6</sup> But other agents contributed to the success of this network: The technical officials from the first three departments, the members of the Association who contributed regularly, other associations, groups, individual neighbors, and the facilitators of GEA21 and Basurama. These latter also organized the sessions and events conducting to the final outcomes.

The complete list of agents that participated in the process is:

1. Neighborhood Association of San Fermín
2. Project San Fermín Association
3. San Fermín Cultural Center
4. Republic of Brazil Primary School
5. Republic of Brazil Mothers and Fathers Association
6. Neighborhood Revitalization Service
7. Municipal Socialist Group of Usera
8. Socialist Youth of Usera
9. Municipal Group Ahora Madrid of Usera
10. Podemos San Fermín
11. Municipal technicians of the District of Usera
12. Municipal technicians of the areas of cultural infrastructures and of libraries
13. Technician of the Municipal Company of Housing
14. Collective Basurama
15. Gea21

This limited multi-agent group with competing institutional and performance logics, but above all, great distrust among themselves put up the three listed types of networks. First, there is an overarching hybrid type (Desmarchelier, Djellal, & Gallouj, 2018), typical of most PSINSIs, connecting public and private agents. But LSF might also be a reference because there are also two endogenous networks: One connecting the General Directorates (of the same Area), and another connecting them with the EMV and District Council. Additionally, a final exogenous PSIN was formed with most of the private agents participating in the project.

<sup>5</sup> General manager of the Dirección General de Intervención en el Paisaje Urbano y el Patrimonio Cultural

<sup>6</sup> General manager of the Dirección General de Bibliotecas, Archivos y Museos

- 2) As a form of collaborative network, aiming at the co-creation (co-design and co-implementation: Agger and Hedensted Lund, 2017, in Desmarchelier, Djellal, & Gallouj, 2018), LSF has been an operational set of interactions along four months of co-design<sup>7</sup> (BibliotecaGEA21). Eventually, it will continue once the building is fully operational. In the design phase, the role of the facilitators and the promoters from each side allowed the network to address a complex and diverse set of goals (nature of activities: Desmarchelier, Djellal, & Gallouj, 2018). They managed to make a strong group of around 26 people<sup>8</sup> commit regularly to very intense bi-weekly sessions (temporal dimension: Desmarchelier, Djellal, & Gallouj, 2018). Agents had weak ties (were connected to several other networks along the project)

Regarding the dynamic variables driving LSF, the hybrid network was initiated by the Neighborhood Association. But it was through the strong commitment of the General Directorate of Urban Landscape and Cultural Infrastructure, after a mandate from the Major herself, that this overarching hybrid network, and the two necessary endogenous associations were brought to reality. The hybrid network was then promoted initially by the Association but was certainly enabled by the City government. Consequently, the three networks followed the planned scheme (second configuration: Desmarchelier, Djellal, & Gallouj, 2018), with all the agents brought together by the initiative of Ms. Mena ([2]). In these networks the functioning mode (Pyka and Schön, 2009; Sundbo, 2009 in Desmarchelier, Djellal, & Gallouj, 2018) adopted was the horizontal, more distributed type of functioning: “The responsibility of the outcome (the actual library) was of Marisol and Belén ([2] and [3]), but everybody was committed to design and develop it” ([4]). [7] expressed it similarly: “One of the things that surprised me most was the horizontal relationship that we had in the group. No one was more than anyone else, and every opinion mattered the same”. No changes in the functioning mode or in the space of the network were visible in this network from those initially proposed.

### 2.3.3. Drivers/Barriers

#### *Drivers*

The major driver of LSF has been the demands of the Neighborhood Association of San Fermín that had been claiming it for more than 20 years in a very active way. This was reflected in the library room they created and managed in the Albergue de San Fermín and a whole set of activities that neighbors have been doing for more than two decades around culture and books.

A second driver was the institutional coordination of the different areas of the City Council involved in the project: The General Directorate of Urban Landscape and Cultural Infrastructure, the General Directorate of Libraries, the EMV and the District of Usera Council. This coordination has produced a complete transformation in the way the public servants relate to each other when facing a new, innovative project.

<sup>7</sup> Gea21 (2016). Biblioteca de San Fermín. Documento resumen de un proceso de participación en marcha. Fase I: Necesidades y propuestas para guiar la redacción del proyecto arquitectónico. Working Paper.

<sup>8</sup> This Working Group (Grupo Motor) has been the responsible group along the process



### *Barriers*

The first phase (design of the building) has left many questions open. The finished co-creation process is just the first in a process that will connect the external and internal spaces of the library. Also, to be decided are the activities, services, and library collections. Finally, how the building is going to be managed and the dialogue of the librarians and public servants with the neighborhood are other relevant issues that the new government of Madrid needs to address in the coming months.

A second barrier was the initial distrust of each of the network agents with each other. This LSF is the first project of its kind in the city of Madrid. None of the actors had earlier experience in anything of this magnitude and the neighbors of San Fermin were experienced in being put down in earlier occasions by the government. It was through the dynamics and the activities that GEA21 and Basurama developed for the work group that the initial dislike gave room to a deep commitment and exceptional engagement.

A third barrier was the little commitment of the District of Usera Council, which has been the agent that has participated less, although this facility and its maintenance is of their responsibility.

#### **2.3.4. Institutional factors**

To collect the needs and problems of the neighbors in San Fermin, the Working Group opted for a mix-methods approach, shown below per interest group:

**Children.** They were approached at the Primary School of República del Brasil, and after two workshops, their demands were:

- 1) Everyone must have the option of being a user of the library: babies, youth, adults, workers, and they must have spaces for each
- 2) Books are activities and games. They ask for story-telling, puppets, sports, among others
- 3) Older brothers can care about younger ones, if provided the space
- 4) Entrance of the building should reflect a cave, a heart or the passage to a fantastic world
- 5) Connect books with infant culture, study, videogames and football
- 6) Ask for green zones, pools and greenhouse

**Teenagers.** They were approached at a youth hostel and the Instituto Tierno Galvan, both in San Fermin. Their demands were:

- 1) Stigma should be fought against with the library. Every minority, or failed student should find help there: so that students who fail do not feel ashamed and no one makes fun of them when they seek support." Services for failing students or school dropouts are a must in the library
- 2) Availability of technical books, organizing a connection with other university libraries to allow students access to such texts
- 3) They need shadows, not being in front of everyone, can work with noise, no need of order
- 4) They want wi-fi, and good collections of books and videos

**Neighbors.** A workshop with 26 people, from different origins and a survey with 338 completed questionnaires allowed to know the demands of several groups:

- 1) The library needed to be large. The final project being currently has some 2,000 sqm, with a rectangular shape. It has three stories (including the parking), and an accessible rooftop<sup>9</sup>, differentiated by the “use of the spoken word” [7]
- 2) Several doors to allow other uses with access different from the main building due to opening hours, noise or activity type
- 3) The library cannot be "an autistic and inward facility that does not relate to or link to the immediate environment or the neighborhood." It must be a spongelike and little "regulated" space where some uses can be made indistinctly inside or outside the building: Reading, chatting, playing, charging the phone, checking the internet, attending a show, eating or drinking something
- 4) Flexibility and versatility: "A library with different spaces and respect: Study and work rooms, informal spaces, use of open space with outdoor chairs. Friendly spaces and schedules adapted to each use"; "A creative space that welcomes initiatives and develops the culture and participation of the neighborhood"; "Music is a priority and distinctive element of the library, which has a soundproof video room, both for listening and learning music, and serves as a rehearsal place for musicians from the neighborhood"
- 5) The *biblio-plaza* is a cultural place to rest, to read, to observe and to create. It is not a garden that surrounds a facility, nor a public space equal to any urban park. It is part of the library

### 2.3.5. Impacts/performance

Although the LSF has no clear metrics or measurements of its impact, it has three distinct characteristics:

1. A useful project, tuned to the neighborhood: The library must be adaptive to the neighborhood, that is, serve its interests, strengthen the sense of belonging of its neighbors, collaborate with the changes they seek towards an improvement in their level of culture and standard of living. This is expressed in multiple comments: The library must be full, it must be alive, it must be useful, it must innovate, etc. The utility and impact are clearly related to the management model: Neighbors’ participation, open to initiatives in the neighborhood, connection with other facilities in the city and the neighborhood, ensure that the library evolves, grows and reacts to the demands of citizens
2. A project of coexistence and diversity: A space of equality, which respects the diversity of the neighborhood. “It is not just a phrase, but a very precise way of describing the social reality of the neighborhood: a neighborhood with many cultures, ages, incomes, resources and problems that can be found in a space that does not turn its back on differences, but gives relevance to what’s common.” The LSF spatial organization is based not on public and different uses, but on

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<sup>9</sup> Noise floor, chat floor, whisper floor and silence floor, in total

a gradation of silence and use of words. We must build a prestigious place that does not intimidate, and there must be a professional or voluntary service that helps those in need of information, to read or study, without being "embarrassed" to request that service. To ensure diversity, it is necessary for the library to integrate gender, generation and variety of origins ("complex equality").

3. A participatory, creative and innovative project: Participation is the legacy and future of the library. Therefore, everything in it, the building, the funds, the singular character, the identity, the management model, the use of public space, must respond and preserve that character. Decisions on activities, uses, coexistence, funds, should be taken, as far as possible, in a participatory manner, creating instruments that are both transparent and practical so that a growing number of people can help define the project. Thus, the material facility -the building- and its management should also favor cultural creativity: Schedules, rooms, flexibility, professionals and resources should involve different cultural sensibilities, ways of creating and artists from the neighborhood. They should be allowed to make music, theater, write or read, inside and outside the library. For all these reasons, LSF has to innovate also in management. It must, in the words of the participants, be ahead of social change, be sensitive to new demands and adapt to them, and combine them with its own public agenda

## 2.4. Unexpected results and considerations

This is a complex case of bottom-up innovation using a PSINSI. But the main unexpected results are related to the cohesion of the network, once the proper procedures have succeeded in organizing each of the members of the network. From that moment on, the individuals in the network find alternatives to put forward their individualities, understanding and experience, and the rest of the network agents have strategies to integrate them. The mechanisms in place in the LSF case allowed the network to act as one individual entity, separated from the individuals that formed it, based on the strength of agreement and consensus rather than majorities.

Our second consideration regard the contribution of each of the interviewees to our research. Although we managed to interview at least one representative of each group of stakeholders, we felt the referencing process that we used facilitated the approach to each of them: We departed from a zero-information or data about this project and managed to meet with [1] who pointed us to the LSF project after learning what we were looking for in CoVAL WP4 and each next candidate for an interview was referenced in a previous interview. It was then more of a snowball, sequential process that secured both the introduction from the earlier interviewee and the relevance of each candidate for the next interview.

Out of all the interviewees, probably [3] played a most significant role. First, she addressed us and gave a huge impulse to the snowball process allowing us to address up to three other stakeholders. Additionally, she provided us with the first set of documents, including materials from other conventional processes to establish the comparison with LSF. And finally, she happily allowed us to interview her twice to clarify on certain aspects under her responsibility.

We felt this approach made all the interviewees extremely attentive and responsive. All allowed us to record their 1-hour interviews and were eager to share their opinions and knowledge. All supported our investigation with names, connections (when needed) and their interest in seeing the results of it. A special mention is needed here for [2] and [7]. [2]'s interview lasted close to three hours, which is noticeable given her rank - top manager in charge of the process, right below the political level. She provided information on the project, materials and a wealth of complementary information on its strategic side. [7] helped us understand the perspective of the neighbors. He provided materials and information on the neighborhood, the association and their claims that initiated this process some 25 years ago. He walked the extra step meeting with us a second time to show us the neighborhood and the location of the library.

## 2.5. References

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### 3. Spanish Case-study 2: Antropoloops

#### 3.1. The case in a nutshell

The Antropoloops Workshops (AW) is an artistic project that remixes fragments of traditional music from around the world to create musical collages (see Figure 3). This educational arts program promotes diversity and intercultural dialogue, knowledge of traditional music and collective creation through the use of new technologies. Within this, the AW educational program is proposed as a set of open teaching modules on traditional world music and digital remixing. This is a combination of education and technology to generate different practices, resources and open tools that can be replicated in other contexts.

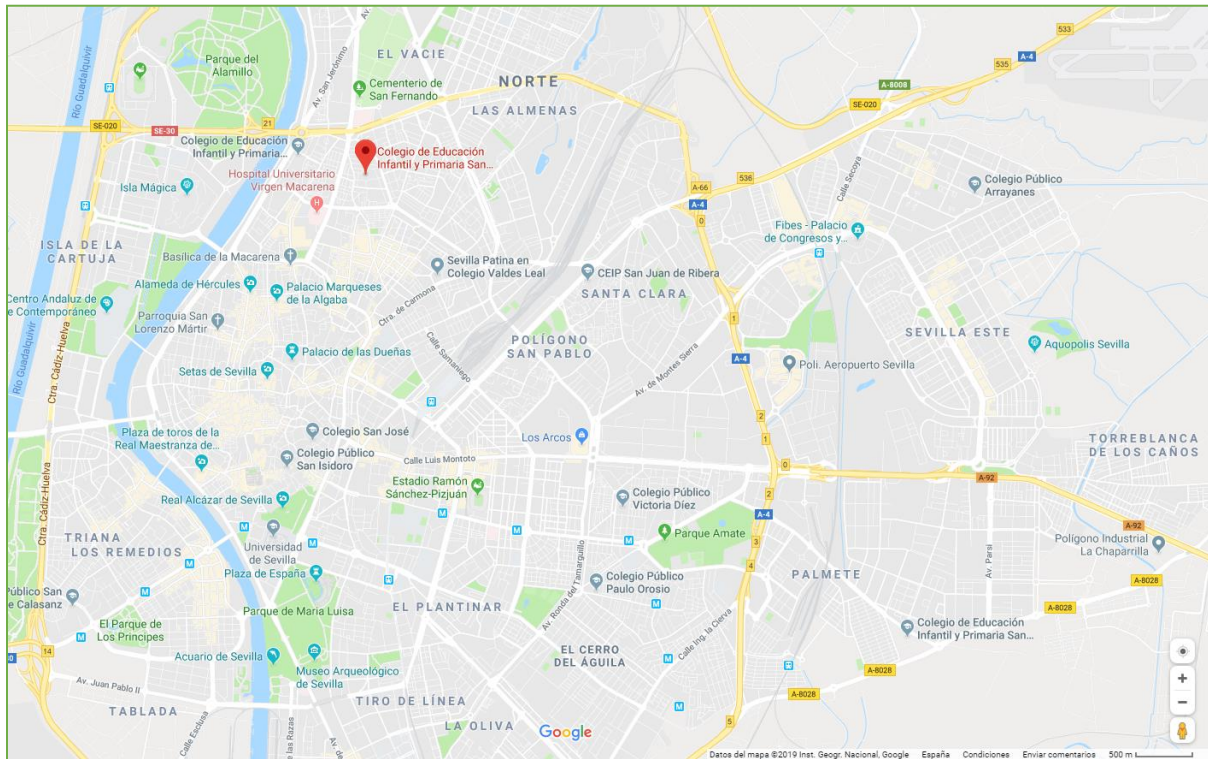


Figure 3 Antropoloops Workshops (1)

In the AW, the kids use the musical remixes as a play and meeting ground: A space where they understand differences in creative, dynamic and unfinished ways. They work with music as a vehicle to tell life stories, emotions and cultural tales, all intertwined.

The AW project helps students of the CEIP San José Obrero (SJO primary school), Seville (Spain) (see Figure 4). There, the management and the faculty have been developing a pedagogical approach based on working by projects for many years and have adapted their teaching curriculum to the needs of new and diverse students - more than 34 nationalities are currently present in the school. SJO is a public institution with a managerial team that has understood the potential of AW as an integrating element of many of the programs and teaching currently being carried out in the school. Also, and from this institutional perspective, the project might help deepen the position of the school in its district as a cultural and relational reference.





**Figure 21 Location of the CEIP San Jose Obrero, in the northern part of Seville**

This case presents a project that seeks to expand the musical knowledge of students and to awaken their curiosity for the diversity of traditional music as a source of inspiration for new creations; to use music as a vehicle to approach others and their cultures; and to ease the use of technologies involving students in the construction and use of their own tools – it has a special focus to attract girls to the use of technology.

The AW project involves four actors in the co-design and co-delivery of the service: The Primary School of San José Obrero, which is a public entity, the Antropoloops group, the Carasso Foundation and the Instituto de la Cultura y las Artes (ICAS) of the Seville Municipality. This is a hybrid type of organization, with non-market private actors, common among PSINSIs, and the role of citizens in this case is restricted to the Antropoloops group.

This is a type of services innovation, as it provides new tools and dynamics to integrate school kids, their families and the neighbors in a marginal neighborhood of Seville.

## 3.2. The context

### 3.2.1. The case environment: internal and external

In the Antropoloops Workshops (AW) the kids use the musical remixes as a play and meeting ground: A space where they understand differences in creative, dynamic and unfinished ways. They come from

a marginal neighborhood of Seville, summing up 34 nationalities including a neighboring slumtown. They work with music as a vehicle to tell life stories, emotions and cultural tales, all intertwined (see Figure 5, 6, 7 and 8).



Figure 22 Antropoloops Workshops (2)

The project aims to be a celebration of the diversity of musical expressions in different cultures and historical moments. The project was originally designed in 2012 and developed a creative and amateur approach to ethnomusicology: from the culture of remixing and elaborating on the commonalities of what is different. In its educational version, it is an artistic project where kids remix fragments of traditional music from around the world to create musical collages: Remix, Mashup, or even bastard folk or syncretic music are useful techniques in AW.



Figure 23 Antropoloops Workshops (3)



The idea of developing an educational version of the project was its natural evolution. This educational arts program promotes diversity and intercultural dialogue, knowledge of traditional music and collective creation through the use of new technologies. The educators help the children (ages 10-12) translate their creativeness into artifacts that foster cultural inclusion and celebration of diversity inside and outside the classroom.



Figure 24 Antropoloops Workshops (4)

Starting from the approach of intercultural music education, AW aims parts with the conventional educational approach to close on today's logic of remixing and musical experimentation with digital technologies. The project eases the path for both students and teachers to use music as a powerful learning tool, that is also inclusive of the diversity and integrative of foreign cultural heritage.



Figure 8 Antropoloops Workshops (5)

The program, already starting its third year, is initially thought of as a 3-year pilot experience (2017-20) in art and education at the San José Obrero primary school (SJO) in Seville (Spain). The mixed team of specialists and educators and teachers use a combination of education and technology to generate different practices, resources and open tools. This first experience, digital dynamics, methodologies and tools build a corpus that they or others might use in other contexts.

The project, within the framework set up by the management of SJO, focuses on the third cycle of primary school kids (5<sup>th</sup> and 6<sup>th</sup> year). Within this, the AW educational program sets open teaching modules based on traditional world music and digital remixing. They work as follows: with 5<sup>th</sup>-year kids the routines focus on revealing, grasping and appreciating the diversity existing in the classroom, understanding Music as a link of life stories. Educators work on where the kids come from and how they get together in school. Later, in the next course, 6<sup>th</sup>-year kids leave the classroom to meet other people through music: from school to the neighborhood and to the world, even exchanging experiences with other schools.

Teachers and specialists encourage students use and work with traditional and popular music from their families' cultural contexts, both their own and others. He the ethnomusicological approach to the social context of music is secondary to the emotions attached to the personal context of the songs: children are moved by the songs and musics of their families and cultures.

### 3.2.2. The driving forces behind the process

The AW project involves four actors, driving the co-design and co-delivery of the service: The Primary School of San José Obrero (SJO), which is a public entity, the Antropoloops group, the Carasso Foundation and the Instituto de la Cultura y las Artes (ICAS) of the Seville Municipality. The School is located in a marginal neighborhood of Seville. It has kids from 34 nationalities including children from a neighboring slumtown. "Its management team and teachers have been very active in engaging students and making an impact in their location for the last 20 years" ([2]). They follow the mandatory regional curriculum for Primary Schools but use innovative teaching techniques mostly developed by projects, not subjects.

The Antropoloops group is also exceptional as it is not set as a formal organization. It is literally a group of different professionals "joined by our friendship, passion for music, teaching, technology and helping others" ([3]). Together, and very informally, they put together a design prototype to teach kids through mixing musical traditions. They submitted the project to a call from the Carasso Foundation and won the funding to launch the project. Thanks to an NGO, ZEMOS98, they offered the project to San José Obrero management, and "the project was accepted immediately" ([3], [2]).

The third actor, the Carasso Foundation (a Spanish and French institution) is concerned with shared art and sustainable nutrition. The fourth actor is the ICAS. The Foundation and the ICAS fund, support, connect and disseminate the projects and actions of those that are willing to make an impact on those two areas.

### 3.2.3. Methodology

We have followed a mixed methods collection of our data regarding this case. We started on May 2019, with the first meeting we had with [1]. After that initial interview, we followed a referenced process (each interviewee referenced the next) and had subsequent interviews (up to four more). We tried to involve the representative of the Carasso Foundation, Carlos Almela, but he was largely unavailable along our data collection. These interviews undoubtedly have been the most valuable sources of information in this process. They have covered the relevant information about this project.

Our interviewees have been:

- Ms. Ana Pérez García: Principal of the CEIP San José Obrero [1]
- Mr. David Muñoz Villaraviz: Teacher of physical education of CEIP San José Obrero [2]
- Mr. Rubén Alonso: Educator and musician of Antropoloops [3]

With the interviews, we have also collected different materials, including official proposals, and unofficial reports, flyers and web documents on the design process of the AW, videos of the groups and events with the kids and other references from AW site in Tumblr.

## 3.3. The five key dimensions

### 3.3.1. Type of innovation/type of innovation process

This AW project is an example of process innovation to promote cultural inclusion in a primary public school in the South of Spain (Seville). Its main aim is to transform the teaching and learning processes to prevent stigma, dropouts and exclusion right at the youngest possible age.

This idea was put into a project by Antropoloops, a NGO focused on combining music, education and technology. It consists firstly of an exchange of musical life stories between students (ages 10-12) of the CEIP San José Obrero School (Seville, Spain). Secondly, the students leave the School and record sounds and later mix those sounds and musics with other students, even from foreign schools.

As a 3-year pilot program (2017-2020), “Antropoloops Workshops” (AW) has received funding from the Daniel and Nina Carasso Foundation to experiment this innovative learning process of remixing traditional music as a vehicle to promote cultural inclusion and celebration of diversity. The current project started in 2018 and is the legacy of a previous artistic project called “Antropoloops” that gave name to the NGO.

Given the scope and participating agents, we describe this project within the new public governance paradigm (NPG). The organizational form selected by this group of agents has been the public service innovation network for social innovation (PSINSI) structure, which is quite often connected to NPG (Desmarchelier et al., 2018).

Operationally, teachers and mentors in this initiative refer to a “musical life story” as the narrative that a participating student builds around a musical memory of his or her family, complemented with any related photograph or artifact. The aim is to get the students exchange their stories to create a playful conversation where they imagine each other in a process of musical-emotional listening and creative narrative.

The specific objectives of the project are:

- To promote the interest and knowledge of other cultures through music and personal stories
- To improve musical listening skills and an emotional and cultural interpretation of music
- To promote creativity and imagination through narratives and stories generated from music and images
- To improve English language skills through the translation into English of student-produced texts
- To improve the knowledge of students with examples of traditional music in different locations in the world

This mode of collaboration between the CEIP San José Obrero and Antropoloops seems to fit well in the rapid application model as the planning, delivery and innovation processes are one. It is an unplanned innovation, that was originally designed to find funding, but then changed into this other loose, less formal structured and spontaneous process, given the nature and aims of the project.

### 3.3.2. Type of Innovation Network

As a PSINSI type of network, AW places their priorities on a balanced non-technological/technological innovation with a strong interest in a multi-instrument approach to educate kids.

Out of the morphological variables describing a PSINSI network (Desmarchelier et al., 2018), the functional perspective of AW allows us to describe it as:

- 1) A project for organizing educational activities among young students (ages 10-12) in the Macarena district of Seville with the aim of strengthening the intercultural and across-generation dialogues. This is accomplished by traditional music and re-mixing. The usage of active pedagogy practices is complemented with digital tools for co-creation. These tools allow the creation of spatial and geographical interfaces that get re-mixed with sounds and music pieces. These interchanges and the overall challenges of AW fall into the social “wicked problems” category
- 2) This is a type of services innovation, as it provides new tools and dynamics to integrate school kids, their families and the neighbors. As it is usual in the case of PSINSIs, here the formation of the network has been itself another object of the innovation process. Both the formation of the PSIN and the innovation of the service produced a non-linear, complex and dynamic process. The results and the conventional steps of the innovation process “were reviewed and updated constantly, and still are after a year” ([3]). The main agents have been involved with the same intensity over the whole project

Within morphological variables, AW is also described by specific topographical factors:

- 1) The AW project involves four actors in the co-design and co-delivery of the service: The CEIP (Primary School) of San José Obrero – a public entity, the Antropoloops group – an informal group of experts, the Carasso Foundation and the Instituto de la Cultura y las Artes (ICAS) of the Seville Municipality – funding partners.

The School is located in a marginal neighborhood of Seville. It has kids from 34 nationalities including children from a neighboring slumtown. “Its management team and teachers have been very active in engaging students and making an impact in their location for the last 20 years” ([2]). They follow the mandatory regional curriculum for Primary Schools but use innovative teaching techniques mostly developed by projects not subjects.

The Antropoloops group is also representative as it is not a formal organization. It is literally a group of different professionals “joined by our friendship, passion for music, teaching, technology and helping others” ([3]). Together, and very informally, they put together a design prototype to teach kids through mixing musical traditions. They submitted the project to a call from the Carasso Foundation and won the funding to launch the project. Thanks to an NGO, ZEMOS98, they offered the project to San José Obrero management, and “the project was accepted immediately” ([2], [3]).

The third actor, the Carasso Foundation (a Spanish and French institution) is concerned with shared art and sustainable nutrition. The fourth actor is the ICAS. The Foundation and the ICAS fund, support, connect and disseminate the projects and actions of those that are willing to make an impact on those two areas.

Different from other PSINSIs, in this limited multi-agent group the institutional and performance logics are largely coincidental. Typical of PSINSIs, this is a hybrid type of organization, with non-market private actors (Desmarchelier, Djellal, & Gallouj, 2018), common among PSINSIs.

The role of citizens in this case is restricted to the Antropoloops group (a type 3 citizen group that is offering their abilities and knowledge from their sensitivity to the situation of kids in risk of exclusion). In this case, type 1 (the students) participated ex-post “offering some improvements and comments” ([3]) and type 2 (families or storeowners in the neighborhood) are apparently only offering the support to the overall goals of the School, and not specifically to this project

- 2) As a form of collaborative network, the few actors involved –the operational ones, the school and Antropoloops – made the project evolve quite rapidly. Both actors sat very close to each other: “had our follow-up meetings either in the breaks or more formally having lunch on Mondays, before returning to the school” ([2], [3]). The relationship had also a high degree centrality, as both were narrowly connected and both reached several other external sources of knowledge or support, given the size of the project. This collaborative effort – very intense, committed and sustained over time being a 3-year project – led to a co-creation project that involved its co-design and co-production. Still, the relationships in AW are quite formal: strong



contractual ties between Antropoloops and Carasso Foundation and to strong and beyond contractual binds between Antropoloops and the school

From a dynamic stand, this network was originally planned by the experts at Antropoloops, being the promoting agent. Thanks to the support and funding of the Carasso Foundation and the ICAS, they could embark in the search for opportunities for the application of their project. They found a heartily welcome in the management of the Primary School San José Obrero.

Together, inspiring agent and participating agents followed a distributed, bottom-up network, empowering any participating individual in a short of “distributed leadership.” This AW is a good example of a dominant organization (Besharov and Smith, 2014, in Desmarchelier, Djellal, & Gallouj, 2018).

Besides its evolution, AW PSINSI is still in its emergence state – quite localized in the Macarena neighborhood – leading to a more mature growth stage involving attendance to regional and even national events, participation of foreign schools from Poland and Turkey. This latter might open up the project to other locations.

Given the nature of AW, the project is primarily measured in social, relational and experimentation terms (value: Boltanski and Thévenot, 1991 in Desmarchelier, Djellal, & Gallouj, 2018). They “are still deciding how to measure its impact” ([3]), though.

### 3.3.3. Drivers/Barriers

#### *Drivers*

One of the major drivers for this AW project has been the support of the Carasso Foundation. Through their regular calls for projects to innovate in nutrition and feeding, and in education, they shaped the individual contributions of a group of seven friends and colleagues into a prototype to innovate the integration of school’s boys and girls. They put together an original design combining education, integration, music, experiences and remixes. But it was through the call from the Carasso Foundation that they formalized the prototype and were able to get the funding.

A second driver is the commitment of the school management and faculty. “A project like this involves a lot of flexibility, changing schedules, topics, and it could not be successful in another environment where management and teachers are not fully committed to it” ([1]). It is through it, developed over time, with results, and evident in the sheer number of active projects being run in the school at any given time, that AW has received full support from all the agents. This commitment is seen beyond the participation of the teachers in the activities of AW. They are adapting their own classes according to the experiences they and the students are being exposed to in AW. Even non-participating teachers, being aware of these experiences, are expected to modify their own approaches and behaviors thanks to AW ([1]).

Thirdly, the AW network is constantly evolving the original design. Not that this design is no longer valid. It holds as the centerpiece of the project: Music and remixes for integration. But the project now involves exposure to neighboring institutions (a chorus of elder people, the local mosque, the local stores), language and verbal expression in Spanish and English, body coordination, or teamwork ([1], [2]). This evolution is the result of the constant interaction of the two operating and design teams.

### *Barriers*

The main barrier outspoken by our interviewees ([1], [2]) is the level of flexibility required to get the most of the project. "Only in a school like ours, devoted to work by projects, that is not opposed to changes of class schedules, class contents, and with faculty that is willing to take the extra step to work and be available beyond expectations, is AW possible." ([1]) The project is extremely rewarding for teachers and motivating for students. "But it is a lot of hard work and dedication" ([1], [2]).

A second potential barrier comes from the perspective the project produces in kids. While at their early education stages they experience teaching and learning through integration, practice and playful experiences, later stages do not seem to follow and build over the same perspective. This breach and the abilities they receive to cope with it seems a matter of concern for the design team.

### **3.3.4. Institutional factors**

AW is an artistic project that remixes fragments of traditional music from around the world to create musical collages. Remix, Mashup, or even bastard folk or syncretic music are useful techniques in AW that aims to be a celebration of the diversity of musical expressions in different cultures and historical moments. The project was originally designed in 2012 and developed a creative and amateur approach to ethnomusicology from the culture of remixing and elaborating on the common of what is different. The idea of developing an educational version of the project was its natural evolution. This educational arts program promotes diversity and intercultural dialogue, knowledge of traditional music and collective creation through the use of new technologies. Within this, the AW educational program is proposed as a set of open teaching modules on traditional world music and digital remixing. This is a combination of education and technology to generate different practices, resources and open tools that can be replicated in other contexts.

CEIP San José Obrero has been developing a pedagogical approach based on working by projects for many years and has adapted its teaching curriculum to the needs of new students (more than 32 nationalities are currently in the school). This is a public institution with a managerial team that has understood the potential of AW as an integrating element of many of the programs and teaching currently being carried out. Also, and from this institutional perspective, the project might help deepen the position of the school in its district as a cultural and relational reference.

Both agents have co-designed a three-year strategy summarized below:

- 1) Year 1 "beta" (2017-2018): The objective is to adapt the project for its educational and technological goals. A sort of action-research methodology has been used with the direct involvement of the Antropoloops teams and the teachers of year-5 students (ages 10-11) and the school management. This research concentrates mostly on the outcomes of this first year



- 2) Year 2 "implementation" (2018-2019): The objective is to make an evaluation and co-redesign of the project. It has expanded to year-6 students (ages 11-12) and to activities outside the school
- 3) Year 3 "evaluation and systematization" (2019-2020): The objective is to come out with a set of metrics to evaluate the possibilities of the project and systematizes its open resources and tools to favor replication in other contexts. There are some alternatives, such as following up in the same environment or replicating it in other contexts nationally or internationally.

### 3.3.5. Impacts/performance

Following is a description of the overall workplan of AW in the first year:

- The sessions take place once a week in 1-2 hours of class
- Compilation of musical life stories by participating students (February 2nd and 3rd week)
- Exchange of musical and visual materials. Recording of original stories in audio (February 3rd week)
- Imagine the stories of your classmates (March 1st week)
- Translate the stories into English (March 2nd week)
- Exchange of imagined stories (March 3rd week)
- Working with the other student's vision (March 4 week)
- Exchange of original stories (March 4th week)
- Working with real and imagined stories (April 1st week)
- Meeting with video chat and closing workshop (April 2nd week)
- Video editing and preparation workshop

Impacts and goals achieved through the first year are:

- To expand the musical knowledge of students and to awaken their curiosity for the diversity of traditional World music as a source of inspiration for new creations. Students understand this heritage is not something parked far away and fossilized, but it is something alive and reusable
- To develop new ways of composing music. Use of tradition from creativity and remixing, with an approach that combines electronic music with traditional music to foster student interest in the proposed repertoire
- To develop new interfaces to interact with the blend of sound fragments, objects, body and space. They have experienced interaction for collective creation. This interaction and musical creation is visualized in real time and happens in the classroom, the school, the neighborhood and the world
- To use music as a vehicle to approach others and their cultures. It improves their social and civic abilities and promotes intercultural and generational dialogue
- To secure free access to technological and methodological tools, easing replicability in other environments
- To ease the use of technologies involving students in the construction and use of their own tools. Special focus to attract girls to the use of technology

- To disseminate and share the results of AW among the school teachers, families, neighborhood and the city.

### 3.4. Unexpected results and considerations

This is a case reflecting a top-down network with a social aim. The distinctiveness of this case is its initiation: The call for projects of the Carasso Foundation aiming for social innovation. The call is won by an informal group of musicians and IT technicians that put up a project that, through music, teaches inclusiveness and cultural emotions.

The project found an immediate welcome in one of the most committed schools of Seville, and its management saw in it a transversal project to help kids aging 10-12 years. It has served not only as teaching tool. Teachers involved in the project use some of the techniques in less soft classes. And it has enacted the school as a means of generating community in the neighborhood.

Out of the interviews, we perceived that [1], the principal of the school, is the champion of the project. Her commitment to innovate socially is paramount; she is driven by inclusiveness and making an impact in the neighborhood through the kids and their engagement with their families. The rest of her team, and the willingness of the Antropoloops team, led by [3], have used [1] drive to motivate themselves and produce significant benefits for the kids and their families – that large that they are planning to expand the experience to other locations.

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## 4. Spanish Case-study 3: Elderly with intellectual disability

### 4.1. The case in a nutshell

This case focuses on the project that Fundación Alas has been testing since 2008. The project to help aging people with disabilities is a natural evolution of the commitment of this foundation with its grantees and their families: The foundation was born to attend the adults that had any type of intellectual disability (see Figure 9).



Figure 25 Fundación Alas

Concerns for the aging of people with intellectual disabilities is a relatively recent issue motivated by their greater life expectancy as a result of greater preventive practice, more efficient diagnoses and the development of care policies more appropriate to their needs. In Spain, Berzosa (2013, in Navas, Uhlmann & Berástegui, 2014)<sup>10</sup> states that the life expectancy of people with intellectual disabilities (Down syndrome, in particular) that exceeds 45 years is increasing: from 10.8% of the population in 1999 to 13.6% in 2008. This increase has led to the implementation of strategies aimed at promoting an 'Active Aging'<sup>11</sup> defined by the World Health Organization as the process by which the opportunities for physical, social and mental well-being throughout life in order to improve the quality of life of people as they age (OMS, 2002 in Navas, Uhlmann & Berástegui, 2014).

This process of actively aging, beyond chronological age, must therefore be understood from an ecological perspective (Cantor and Little, 1985 in Novell, et al., 2008) as an observed functional decline (Madrigal et al., 2007 in Otamendi Ormazabal & Navas Macho, 2018) with this type of changes: micro-social – e.g., face the loss of parental support, promoting active aging through other formal and informal supports; meso-social – e.g., implementation of appropriate resources by organizations and adaptations in the environment closest to the individual; and macro-social – e.g., development of social policies.

<sup>10</sup> Data from the EDAD survey (Survey on Disabilities, Personal Autonomy and Dependency Situations: INE, 2008)

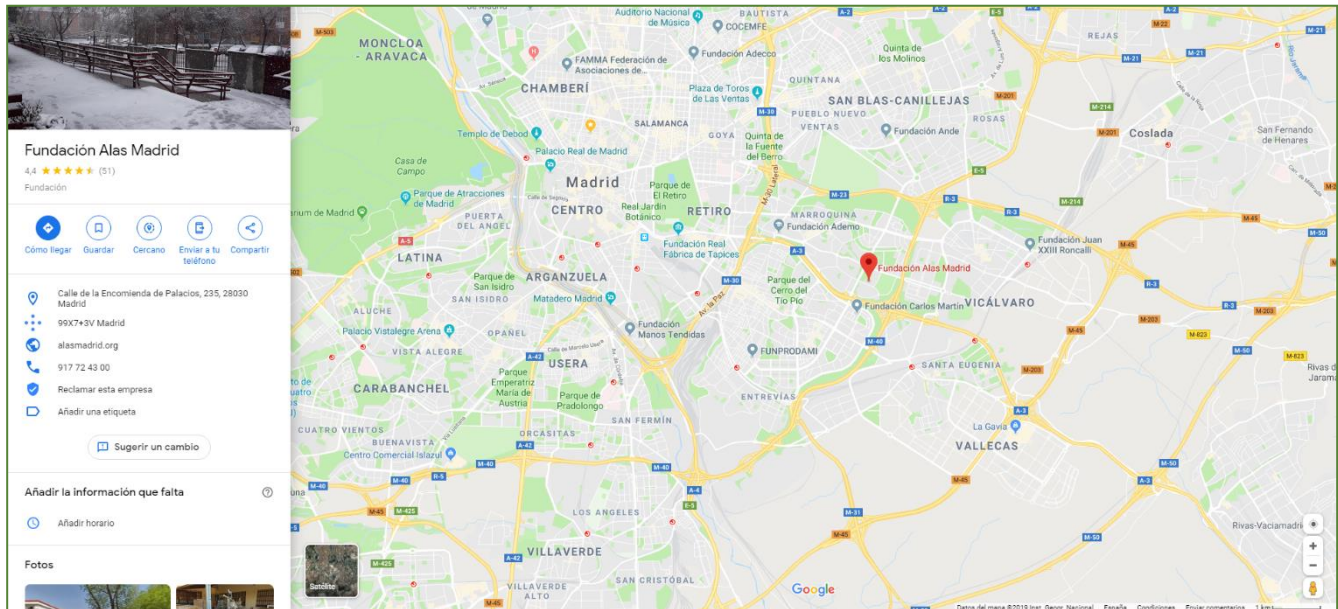
<sup>11</sup> Active aging, also known as successful aging, is a multidisciplinary concept that embraces a larger number of bio-psico-social factors, beyond health solely: good health, optimal physical functioning, high cognitive functioning, positive relatedness and social participation are the generally-agreed relevant factors characterizing active aging (Fernández- Ballesteros, 2008 in Grupo de Trabajo de Envejecimiento Activo, 2012)

The aging process of people with intellectual disabilities has led to the emergence of new needs that have been widely identified by researchers and organizations (e.g., Aguado and Alcedo, 2004; Berzosa, 2013; Rodríguez-Aguilella, Verdugo and Sánchez-Gómez, 2008 in Navas, Uhlmann & Berástegui, 2014; Zugazaga, Restrepo, Bayarri and Delgado, 2012); they also affect their families, with repercussions on both the quality of individual and family life: greatest specialization of doctors and health personnel; difficulties and limitations of their personal and social life – training, labor, discrimination, communication; limiting effects of aging – loss of skills and abilities, health problems, dementias and mental disorders.

But the recent shift from attention based on segregationist models to another, focused on inclusion of disabled elderly in the community, also explains the lack of experience and models for quality aging equivalent to that existing for other people. The professionals involved in the care of this group must receive adequate training to achieve the similar results to those of the rest of the population: premature aging of people with mild and moderate intellectual disabilities is the result of the lack of health promotion programs, reduced access to health services and poor quality of health and social care received.

A summary of the conclusions of different studies regarding the aging of intellectual disabled people in Spain are (Novell, et al., 2008):

- Shelter: As they get older, they tend to live in residential services, where due to the number of people it is difficult to maintain their original lifestyles – intimacy, participation, right of choice – and receive adequate support related to the cognitive, functional and behavioral losses associated with aging
- Work: In the different work / occupational fields, researchers confirm a lack of detection of mental health problems and conditions associated with aging; these might allow personal fixes and extra support for the elder to avoid leaving their known environments
- Dependence: from the age of 40, and definitely from the age of 60, researchers have observed a worsening of daily life skills in this population, especially in competences related to home activities, self-direction and independence. This condition is not necessarily the result of aging, except for some syndromes (Down): living conditions, less opportunities for decision and autonomy, overcrowded environments, inadequate medical treatments, poor health prevention, etc.
- Family: Disabled elderly belong to a family structure and social system that hardly adapt to aging.
- Health: Research shows this group needs more health care than the rest of the population and that the current services partially cover them, often, inadequately. Complementarily, healthy behaviors promote healthy aging, also in disabled elderly: nutrition, weight control, physical exercise and avoidance of tobacco, alcohol or drugs.



**Figure 26 Location of Alas Foundation and its facilities, in the Eastern part of Madrid**

This case presents the collaboration process of a private institution with users and their families to provide a public service that is not properly covered by the public sector. It answers a pressing concern of the families and the elderly with disabilities, as this latter group has become a relevant part of the total disabled population.

The project is focused on the aging processes and care of people with intellectual disabilities since the specialization of the Alas Foundation and its group of professionals concern this group.

Currently the project is in the re-design phase of the whole plan to serve disabled elderly. The Foundation are also refurbishing its residences and the occupational center, as part of the adaptations included in their former plan. The location of the Foundation headsite and its facilities (see Figure 10) is in one of the periphery districts of Madrid. A modest neighborhood where the Foundation inherited the shelter created by an order of nuns serving young disabled girls.

## 4.2. The context

### 4.2.1. The case environment: internal and external

The European Disability Strategy (2010-2020) states that people with disabilities should benefit from equal access to services and health centers, including mental health centers, for which, services must be accessible and adequate to the specific needs of each individual. Likewise, the 'Horizon 2020' Framework Program for Research and Innovation of the European Union promotes research that allows an active, autonomous and assisted daily life (at home, in the workplace, etc.) for an aging population with disabilities.



International organizations such as the UN, through the Convention on the Rights of Persons with Disabilities (UN, 2006), in Articles 25 and 26, underline that persons with disabilities have the right to enjoy the highest possible level of health without discrimination due to their disability and that relevant measures must be taken to ensure the access of persons with disabilities to health services. At the same time, the development of continuous training for professionals working with them and better knowledge and easier use of technologies and should provide them with learning opportunities that facilitate their greater knowledge of the aspects related to their physical well-being: the International Plan of Action on Aging (2002) states that the elderly must be full participants in the development (of the society) process and share its benefits.

But the reality in our society is that those recommendations have largely been left unattended by the public services. The project of Fundación Alas is centered in solving wicked problems associated with the longer life-expectancy of people with disabilities (Plena inclusión, 2014) thanks to the improvement on their life conditions and treatments. Far from technological, the types of social innovations the Foundation designs and executes are related to a function that public agents in Madrid (Spain) have traditionally left to private agents. Indeed, at least in Madrid, the public agents have failed providing adequate services to this community and currently acts as mere funders of private initiatives – mostly supported through conventional tenders.

This aging process of people with intellectual disabilities has led to the emergence of new needs that have been widely identified by researchers and organizations (e.g., Aguado and Alcedo, 2004; Berzosa, 2013; Rodríguez-Aguilella, Verdugo and Sánchez-Gómez, 2008; Zugazaga, Restrepo, Bayarri and Delgado, 2012, in Navas, Uhlmann & Berástegui, 2014); they also affect their families, with concerns on both the quality of individual and family life: Emotional well-being, material well-being, human rights, self-determination, social inclusion, interpersonal relationships and personal development.

Services such as residences, supervised homes, occupational centers, leisure and educational activities, and above all, care per individual are the types that the Alas Foundation is redesigning to properly address those concerns (see Figures 11 and 12).



**Figure 11 Activities and detail of a residential apartment for disabled elderly at the Alas Foundation**



#### 4.2.2. The driving forces behind the process

Fundación Alas (Alas Foundation) is the new name of an initiative that started forty years ago, when the nuns of the Colegio María Corredentora (Madrid, Spain) created a residence for young girls with disabilities. They, together with the families, created a shelter where the girls could feel safe, grow into adulthood, and learn skills to prosper professionally. That original “Residencia AFANIAS” became today’s “Fundación Alas”; the founding families, nuns and a dedicated group of professionals put up the following projects:

1976: First statutes of the Female Residence “Moratalaz” AFANIAS

1978: Construction and inauguration of the residence building and the occupational workshops building

1982: Construction and inauguration by Queen Sofía of the Occupational Center

1989: Constitution of the Fundación AFANIAS Moratalaz

1991: Creation of the Special Employment Center Trefemo, with the 20 workers from the Occupational Center.

2004: Creation of the Supported Apartments service.

2008: Creation of the Reshogar Service for people over 45 years.

2009: The Fundación Alas Moratalaz (formerly Fundación AFANIAS Moratalaz) is established

2010: Inauguration of the new Trefemo building

2014 Creation of the Rescd Service for adults with intellectual disabilities and high level of dependency

2015: Change of name to Fundación Alas Madrid



Figure 27 The Alas Foundation residences

Today, Fundación Alas and Trefemo, its educational arm, keep working to adapt their spaces and services to the needs of their users with the aim of continuously improving the inclusion of adults with intellectual disabilities. It is a regional reference with interventions in employment, occupational therapy and shelter and a special focus on aging women: More than 65 firms work with the foundation to employ 33 people - 88% of which have intellectual disability (EFE agency, 2019) (Figure 13).

Fundación Alas also evolves to improve the working conditions of its employees, updating the facilities and practices, and creating new networks and alliances – all with the same goal: to integrate intellectual disabled adults into society.



Figure 13 A job ad from the Alas Foundation

The primary objectives of the foundation are:

- To promote the life projects of intellectual disabled adults in a safe environment, providing them with everything necessary to achieve their goals and through a person-centered plan
- To foster the commitment of the families to support the development of the life projects of people with disabilities
- To ease the development of the employees through the right balance of training, motivation and equal opportunities
- To reach the maximum social exposure of the institution to improve the knowledge about disabilities in adults, most specially in women and old people; they want to change dated stereotypes.

#### 4.2.3. Methodology

We have followed a mixed methods collection of our data regarding this case. We started on June 2019, with the first meeting we had with [2]. After that initial interview, we had subsequent interviews (up to 4) followed by a group interview with [1] and [2]. We also visited the facilities of the Alas Foundation. These interviews undoubtedly have been the most valuable sources of information in this process. They have covered the wealth of information about this project.

Our interviewees have been:

- Ms Paula de la Rocha, general manager of the Alas Foundation [1]
- Ms. Raquel Muñiz, executive manager of the Alas Foundation [2]

With the interviews, we have also collected different materials (academic and grey). They present the context and evolution of the caring of elderly with disabilities in Spain.

### 4.3. The five key dimensions

#### 4.3.1. Type of innovation/type of innovation process

This Foundation has several running projects and we feel that all of them fit into our definition of a PSINSI, initiated by a private institution that provides a public function. According to the selection criteria set for the WP6 of CoVAL, we specifically chose their project aiming to identify new services for the elderly with intellectual disabilities. It is also a network characterized by the trust-based connections of the partners, which empowers the management of the foundation to experiment and innovate, and pursues “enduring exchange relations with one another” (Desmarchelier, Djellal, & Gallouj, 2018). In this case, we have found an effective authority that resolves disputes between the families, the institution and the users: the governing council of the foundation.

The content of the participation process included three related innovation elements:

- The services model. This affects the facilities and types of services the elderly demand. But it also affects the type of professionals involved in providing the services. Finally, the measurement of the relevance and impact of the services is subject of review
- The facilities’ design. Residences need adaptation, but also the Foundation must develop new facilities to train and fulfill the needs of aging disabled
- The relationships with other agents. If the earlier two might be related to services innovation, this concerns the processes and how the Foundation launches and consolidates new relationships with different public and private agents to help elderly sustain themselves and fulfill their rights to autonomy and proper care.

#### 4.3.2. Type of Innovation Network

The aging project of Fundación Alas is centered in solving wicked problems associated with the longer life-expectancy of people with disabilities (Plena inclusión, 2014) thanks to the improvement on their life conditions and treatments. Far from technological, the types of social innovations the foundation designs and executes are related to a public function that public agents in Madrid (Spain) have traditionally left to private agents. Indeed, at least in Madrid, the public agents have failed providing adequate services to this community and currently acts as mere funder of private initiatives – mostly supported through conventional tenders.

The morphological variables describing this PSINSI (Desmarchelier, Djellal, & Gallouj, 2018) are, from a functional perspective:

- 1) The foundation team has designed this project to differentiate the services for their ageing population from the services for adults. The wicked problems related to their differences center in managing data, addressing barriers and participation and strengthening the abilities of old people with disabilities: Old women with intellectual disabilities have different needs, capacities and rights<sup>12</sup>

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<sup>12</sup> Humanitarian inclusion standards for... (HIS)

- 2) The innovation produced by the foundation team is a renovated service: "We are researching new types of intervention to answer prevention challenges involving healthier routines, like sports or inclusive leisure, to improve each individual's possibilities and delay her/his ageing."<sup>13</sup> The new service involves also a new management system involving the integration of voluntaries and other alternative resources and agents – network innovation (Gallouj et al., 2013, in Desmarchelier, Djellal, & Gallouj, 2018). The current process is purely experimental and consequently demands much managerial attention to get it right
- 3) The aging project in the foundation is highly dynamic. The earlier experience with adults, leisure, shelter, and social and labor integration and the special characteristics of this public function – little support from public institutions except for occasional funding – highlights the non-linearity and dynamic aspects of this innovation project; collaboration among the different agents will greatly intensify in the implementation stage.

Out of the topographical variables (Desmarchelier, Djellal, & Gallouj, 2018), this project can be described as follows:

- 1) In so far, the design of the project and the network is limited to a small number of actors. This is tradition in this sector: The private institution initiates the function, usually after a series of events leading to the institution taking action. At least in Madrid, the main actors in these networks, and this project is no exception, are private: The foundation, the families and the users of the services. Public agents and supra-organizations like Confederación Española de Organizaciones en Favor de las Personas con Discapacidad Intelectual (FEAPS, today Plena Inclusión) play a secondary role, providing part of the social framework and conditions. Specifically, public actors usually limit themselves to regulations and funding – tenders.
- 2) From the types of citizens involved in the network (Desmarchelier et al., 2018), it is type 2<sup>14</sup> who are really relevant here. In the absence of the right type of public institutions, they took the lead many years ago, and organized through the foundation. They, together with the management of the foundation, form the basis of this PSINSI.
- 3) The mostly exogenous type of network formed by the foundation and the families of the ageing adults is complemented with other non-market private agents (associations and foundations of Plena Inclusión) that give visibility, provide references, and help find other resources for the foundation initiatives
- 4) This is a cooperative type of network which mostly exchanges information and knowledge. It is probably too early to say if it will evolve to a more intense form of integration, particularly collaboration
- 5) Aging of intellectual disabled people is certainly a complex issue – its connections with the quality of life construct, particularly when re-designing the service, make this issue multi-sided. Those connections also alter the expected intensity of collaboration between participating agents: The network interaction is very intense, permanent and continuous

<sup>13</sup> Arantxa Garay-Gordovil, president of Fundación Alas (EFE agency, 2019)

<sup>14</sup> Type-2 citizens are the citizens indirectly affected by the problem, such as family (Desmarchelier, Djellal, & Gallouj, 2018)

The foundation's network emerged spontaneously. Originally, it was the families of the disabled adults who joined forces with the nuns of the Colegio María Corredentora. When the professional managers and current council of the foundation took over its development, they re-organized the original system: The network still evolves its innovations – aging services in particular – locally, non-linearly, from the interaction with its environment and emerging from earlier or more basic services.

The mode of functioning shown by this network is a pseudo-vertical version: the foundation management retains a central, top-down position, enabling, leading and designing the new services and the interactions with the rest of the agents. But this position is agreed by all the significant actors in the network, as the network gains efficiency.

Management of the foundation are still devising the functioning mode of the network and the project itself: "how to involve voluntaries, which are the priorities, how to experiment and which experiments should be agreed first, how to do more with less." [1] The foundation is remodeling its buildings and the management is still analyzing the current expansion and the final extended services for the elder version.

#### 4.3.3. Drivers/Barriers

##### *Drivers*

We have based our analysis of the following drivers on the dimensions of the quality of life (Schalock y Verdugo, 2010 in Navas, Uhlmann & Berástegui, 2014) and the indicators and features of the services for aging disabled people (Aguado Díaz, Alcedo Rodríguez, Arias Martínez, & Rueda Ruiz, 2007; Grupo de Trabajo de Envejecimiento Activo, 2012; Navas, Uhlmann & Berástegui, 2014) (see Table 1).

**Table 27 Drivers - Alas Foundation**

Dimension	Drivers
Physical fitness	sleep, food, activities of daily living, health (physical and mental), health care and access to socio-health services (including technical aids)
Emotional well-being	<p>Community environments, ordinary or supported employment, significant learning opportunities, absence of problems social or emotional behavior and support</p> <p>Depression and anxiety, stressors – social exclusion, stigmatization or lack of social support</p> <p>Healthy lifestyle and food, access to valued activities, health and well-being in the housing environment, adequate emotional response to separation or death of parents</p>

Material well-being	<p>Economic status (i.e., having enough income to buy what one needs or likes), employment (i.e., having decent work and an adequate working environment), or housing (i.e., having a comfortable home where one feels comfortable)</p> <p>Adequate standard of living</p> <p>Social protection</p> <p>Searching, getting, keeping the employment and having the possibility of returning to it</p> <p>Having the right to choose where and with whom to live</p>
Human rights	<p>Rights that may be violated at aging</p> <p>Proposals to empower disabled elderly to educate them to self-manage their lives and defend their rights</p>
Self-determination	<p>Autonomy or personal control self-regulation or setting own goals and values</p> <p>training or psychological competence</p> <p>Self-realization or own elections</p>
Social inclusion	<p>Active participation of the elderly in their community</p> <p>Residence or housing options that favor social inclusion during aging</p>
Interpersonal relationships	<p>Natural supports: significant relationships with family and friends</p> <p>Interpersonal relationships through leisure experiences integrated into the community</p> <p>Collaboration with community services belonging to the network of services for the elderly</p> <p>Interpersonal relationships (friends, partners): emotional, sexual and social</p>
Personal development	<p>Education, personal competence, performance, functional skills</p> <p>Use of support technology and other alternative communication systems</p>

### *Barriers*

Using the same dimensions of the quality of life before, we state here the barriers to the development of the network and the services for aging disabled (see Table 2).

**Table 2 Barriers - Alas Foundation**

Dimension	Barriers
Physical fitness	Lack of health care standards

	<p>Communication and identification difficulties of pain threshold</p> <p>Participation in the promotion and living a healthy lifestyle</p> <p>Lack of specific resources and standardized protocols for the evaluation of elderly with intellectual disabilities</p> <p>Insufficient training of socio-health professionals in aging issues and intellectual disabilities</p> <p>Insufficient physical therapy</p>
Emotional well-being	<p>Integration of the information from the field of dual diagnosis<sup>15</sup> and the gerontology area<sup>16</sup></p> <p>Environmental situations having a negative impact on the adaptive abilities of elderly or could raise behavioral problems or stress</p> <p>Training professionals in aging and dual diagnosis</p>
Material well-being	<p>Adaptation to the needs of elderly with intellectual disabilities</p> <p>Less opportunities to participate in meaningful leisure activities, less stimulating environments, lack of staff preparation and relationship difficulties between individuals</p> <p>Lack of experiences with the rest of the aging population</p> <p>Segregated and expensive environments</p> <p>Existing geriatric or gerontological intervention models are scarce and are not easily transferable to services</p> <p>Decreased productivity associated with aging, difficulty to make personal and social adjustments beyond the 50</p> <p>Few work or occupational itineraries to support elderly with this condition</p> <p>Pension plans different to those available for those without disabilities</p> <p>Lack of assessments due to disability and aging to maximize compensation when leaving work activity</p>
Human rights	<p>Physical access</p> <p>Access to information</p>

<sup>15</sup> For example, to know the most frequent psychiatric conditions in the population with ID or specific etiologies that present a higher risk of certain types of mental illness

<sup>16</sup> Identification of which behavioral and psychological changes are associated to the overall aging process



	<p>Disability recognition associated with aging</p> <p>Right to decide where and with whom to live</p> <p>Right to health, training and rehabilitation</p> <p>Barriers to keeping an adequate standard of living and social protection</p> <p>Right to develop and keep plans and goals</p>
Self-determination	<p>Lack of information necessary to identify or recognize abuses</p> <p>Transition to retirement getting actively involved in self-care</p>
Social inclusion	<p>Opportunities to participate actively in their environment</p> <p>Lack of relevant social goals and aspirations</p> <p>Greater contact with people without disabilities and greater autonomy</p> <p>Lack of promotion of the inclusion of the elder with intellectual disability by the support professionals</p> <p>Aging of the main carers</p> <p>Lack of coherence in the implementation of an inclusive model</p> <p>Shortage of personnel</p>
Interpersonal relationships	<p>Continuous changes of professionals</p> <p>Housing size</p> <p>Physical and social barriers</p> <p>Long stories of institutionalization and change of services that make it impossible to consolidate a social network</p> <p>Behavioral problems</p> <p>Adaptive and communication skills</p>
Personal development	<p>Feeling of 'disconnection' with the activities carried out in earlier stages</p> <p>Favoring free-time of their main carers</p> <p>Lack of a process of active aging</p> <p>Lack of services and opportunities that promote rest, fun and personal development</p>

#### 4.3.4. Institutional factors

The European Disability Strategy (2010-2020) states that people with disabilities should benefit from equal access to services and health centers, including mental health centers, for which, services must be accessible and adequate to the specific needs of each individual. Likewise, the 'Horizon 2020' Framework Program for Research and Innovation of the European Union promotes research that allows an active, autonomous and assisted daily life (at home, in the workplace, etc.) for an aging population with disabilities.

International organizations such as the UN, through the Convention on the Rights of Persons with Disabilities (UN, 2006), in Articles 25 and 26, underline that persons with disabilities have the right to enjoy the highest possible level of health without discrimination due to their disability and that relevant measures must be taken to ensure the access of persons with disabilities to health services. At the same time, the development of continuous training for professionals working with them and better knowledge and easier use of technologies and should provide them with learning opportunities that facilitate their greater knowledge of the aspects related to their physical well-being: the International Plan of Action on Aging (2002) states that the elderly must be full participants in the development process and share its benefits. Guidance along this Plan is contained in articles 19 right to live independently, 27 work and employment or 28 adequate standards of living and social protection of the Convention (UN, 2006).

The institutional needs and problems detected in the main services that might affect the project of Fundación Alas are summarized below (Novell, et al., 2008):

##### **Services of homes-residence / supervised homes**

Homes-residence and supervised homes form a very suitable framework of socialization and community integration for aging people with intellectual disabilities with a good degree of personal autonomy and only need occasional supervision – they do not have family coverage. The users during the day work in a Special Employment Center or in the Occupational Centers. At the end of the working day, they actively participate in the distribution and execution of common household tasks. As a result of aging, their profile do not fit with the structure and organization of home-residences. Personnel ratios are insufficient, both in residential homes and in homes, when it comes to addressing needs arising from cognitive deficits, behavioral issues and the functional deficits associated with aging.

##### **Occupational Centers**

The aging process generates continuous adaptation needs that pose an opportunity for the innovation of these services. Most generally, personnel in the occupational centers are not well prepared to carry out the work of Psycho-geriatric Day Centers – e.g., they are not provided with physiotherapy services. These centers usually lack transition services from the world of work towards a compatible satisfactory activity able to meet the needs of people who cannot continue in Special Employment Center but still can work and get paid and that enhances their skills. A potential solution might lie in different areas within the same center or in independent centers to fit the needs of the users and the preparation of the professionals. This occupational unit for premature aging might attend:

- Functional maintenance (hygiene, maintenance, travel support)
- Maintenance of skills to function autonomously in the community

- Maintenance of communication skills and interpersonal relationships
- Cognitive and motor stimulation
- Multisensory stimulation and reminiscences
- Stimulation of manipulative skills to stay active
- The performance of activities adjusted to the rhythms, routines and other needs related to age

### **Leisure and educational activities**

Elderly with intellectual disabilities need enough and varied social activities, adjusted to their age, to choose from according to preferences and accessibility.

Enjoying free time and leisure is one of the most rewarding activities and making them accessible is a good indicator of the quality of a service. The elder with disability has motor and cognitive difficulties to self-organize and, depending on the level of disability, also to enjoy leisure. Promoting adapted leisure for elderly would benefit them normalizing activities and improving adaptive behaviors, socialization, fun and distraction, and quality of life.

Innovative projects for aging intellectual disable people might benefit from the use of different resources (Novell, et al., 2008):

- Leisure centers from schools, specific work centers, entities and associations of parents and sports centers
- Offers from associations and voluntaries, in addition to other institutional and public initiatives: Imserso, municipal programs, community programs
- Use of the leisure facilities designed for the elderly – not readily accessible in many circumstances

Complementing leisure and free time, the foundation project might include cultural, educational and informative and sports activities adapted to each age.

### **Individual level**

We have described some of the institutional needs of elderly with intellectual disabilities in the drivers and barriers section. Summarizing them, we highlight here the need to enhance their self-esteem and personal growth, fighting loneliness; the need of full social acceptance; and the need to make decisions about aspects of one's life in the most similar way possible to people without disabilities.

### **4.3.5. Impacts/performance**

The effectiveness of the intervention strategies for elderly with intellectual disabilities depends on the ability of the technical teams to develop and communicate clearly the plans to other professionals (Morgan, 1990; Shaddock et al., 1986 in Novell, et al., 2008), but also on the capacity, training and motivation of professionals who have the direct responsibility to carry them out (Aylward, Schloss, Alper and Green, 1995 in Novell, et al., 2008), as well as the coordination between all of them.

According to the Seneca report (Novell, et al., 2008), we list the potential strategies and their performance indicators the Fundación Alas project is considering for its aging project:

- Greater involvement of the elder with disability in her/his aging process and health

- Better access to medical services through strategies focused on both the individual and the surrounding environment: Use of non-verbal communication strategies that favor expression of feelings and allow the individual a greater understanding of the disease, so that s/he can understand the treatment and healing process
- Extended use of the Satisfaction with Life Scale (SWLS) since it has shown good psychometric properties when applied to the group of people with intellectual disabilities (Lucas-Carrasco and Salvador-Carulla, 2012 in Novell, et al., 2008) and can provide valuable information regarding the satisfaction they experience with its current housing environment
- Improved training of all health and social care professionals to avoid discrimination elderly with intellectual disabilities. This includes improved communication techniques and evaluation systems. Training should also be available for primary care staff and psychiatrists
- Frequent sanitary controls
- improved programs and actions to support stressful events (transitions and changes in the environment and work, death of family and friends, etc.)
- More accessible death preparation programs
- Better designs to guarantee that elderly participate and are actors in their own lives, not just spectators and where the relationship with the family, community and, social context play a significant role, especially when they need to leave their home
- Easier access to employment and other opportunities during the day, developing a much wider range of day service models
- More proactive work services to identify those people with intellectual disabilities who see their productive capacity decrease as a result of aging and to anticipate/delay pre-retirement due to their condition, not their age
- More efficient educational programs on disease prevention, recognition of health problems and health preservation. Carers must use teaching materials and ways promoting self-sufficiency and human dignity – prevention of the flu, caring of the eyes, drinking less alcohol, eating fruit and vegetables
- Frequent mental and physical health check-outs from the age of 50 – 40 for Down syndrome – considering premature aging
- Better understanding of the impact of aging family caregivers to develop support strategies aimed at them
- Increased respect of cultural, ethnic and religious needs.

#### 4.4. Unexpected results and considerations

This case presents the collaboration process of a private institution with users and their families to provide a public service that is not properly covered by the public sector. It answers a pressing concern of the families and the elderly with disabilities, as this latter group has become a relevant part of the total disabled population.

This is not the normal case of a PSINSI, as the public agent is just one of the actors involved by the initiating agents, and mostly covers what relates to the overarching legal or normative framework of the caring for the aging disabled people.

Besides those differences with other social innovation cases, we appreciate similarities that even in the absence of a strong public actor are well covered by the PSINSI theoretical framework. This is relevant as it may indicate that the focus on the social innovation aspect might drive agents, independent of their adscription, to form similar types of networks.

#### 4.5. References

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## 5. Spanish Case-study 4: Madrid Central. Without green, life flourishes

### 5.1. The case in a nutshell

“Two weeks ago, my wife and I were strolling around Madrid Central. Waiting to cross the street at an intersection with lights, she argued: “If what we look for is improving the mobility of pedestrians, we should suppress the green light for vehicles and pedestrians should be able to cross at any time.” This powerful idea gave way to the ‘Madrid Central: Sin verde la vida florece’ (‘Madrid Central: Without green, life flourishes’) workshop (MCW) (see Figure 14). In it, and besides Enrique Tope, its promoter (whose wife expressed the idea), a network of citizens and municipal officials temporarily got together to experiment and learn together. They, through the development of initiatives that contribute to improve pedestrian mobility, experimented with eliminating green for vehicles to allow pedestrians crossing streets at any time.



Figure 28 Madrid Central

Our case, beyond the relevance of the prototype developed by the PSINSI agents that got together by the workshop, serves to expose the practices to routinely produce PSINSIs with a two-fold aim:

- Produce social innovation and prototype solutions for wicked social problems of any sort
- Arrive to those solutions putting together individuals that do not know each other, but who after the process have discovered the power of networking, agreement and co-creation. In this context, each new community of agents built this way – i.e., the PSINSI itself – is an innovative product itself

The MCW ended quite recently – lasted from February 5 to April 25, 2019 – and the PSINSI formed followed the established practice of the workshops of the InCiLab (Citizen Innovation Laboratory – Laboratorio de Innovación Ciudadana). In there, citizens, public servants, promoters, mediators and a guiding team met for 15 days to experiment on ways to allow pedestrians to move freely in the area known as Madrid Central – the central district of Madrid. But their generic aims were:

- To explore new forms of collaboration and co-participation in public affairs that contribute to the generation of more democratic, inclusive and diverse citizen services
- To test methodologies, tools and protocols that help reduce the distance between public institutions and people
- To detect opportunities to optimize resources thanks to the exchange of information between the municipal administration and social, civic, educational entities, etc
- To promote the connection and transversal exchange between the different municipal departments, and of these with citizen initiatives
- To share points of view between citizens and public servants and generate empathy, understanding, reflection on issues affecting everyone and to create a new public culture, more open and horizontal

In an effort to reach these intangible goals, MCW designers have followed the ‘Madrid Escucha 2019’ (‘Madrid listens 2019’)<sup>17</sup> project of the InCiLab guidelines:

- More participatory and collaborative citizens to search for solutions to public problems
- Greater empathy when designing and implementing solutions to public services
- More public officials and technicians open to listening and working with citizens

These three norms of conduct transformed a workshop into a temporary network, with clear aims and means to reach those.

## 5.2. The context

### 5.2.1. The case environment: internal and external

MCW is one of the PSINSIs that formed under the ‘Madrid Escucha 2019’ of the InCiLab (Citizen Innovation Laboratory – Laboratorio de Innovación Ciudadana). Its aim, as an independent community is clear, and we study it with this case. But it shares a context with the rest of the workshops in Madrid Escucha that we describe here.

The InCiLab is one of the six temporary Labs and work groups<sup>18</sup> of MediaLab Prado (MLP). Each Lab organizes projects and workshops (citizens initiate many of them) allowing the citizens to participate in the ah-hoc design of new public services, in a formal environment. It is precisely this mixture between planned experimentation and unplanned ah-hoc innovative solutions that makes the Labs so attractive: On one hand, the beginning and end of each lab workshop are agreed, generic objectives are set and the MLP methodology helps plan its development; on the other hand, the dynamics of the participants and the challenges that arise require adopting solutions on the go that define the final results.

<sup>17</sup> This is the third yearly edition of this project, which started in 2017

<sup>18</sup> MLP Labs, projects and workshops may not differ much from each other both functionally and morphologically. Work groups, being of different nature, may present functional and morphological differences with MLP projects and workshops



MLP is the living or citizen laboratory of the municipality of Madrid (Spain). This is part of the Department of Culture and Sports (Área de Cultura y Deportes) of the Madrid Council, from where it has connected with other Departments and public interests in the Municipality.

MLP originates from the non-conformist and critical attitude of the individuals who initiated the project with the aim of making visible a series of cultural, artistic and activist practices that were being generated in Madrid at the beginning of 2000. They thought these practices had potential for public return but had not grabbed the attention of public institutions, more focused on generating an attractive and international image of Madrid. Few years later, MLP made its way through the economic crisis, and the time of institutional deregulation and generalization of a different model of cultural industries, where the trend in cultural policies was self-financing. Probably due to the turn towards pure experimentation, MLP survived quite surprisingly even though they chose to work mainly with intangibles, without economic benefits and, at times, maintaining a critical attitude towards the very institution of which it is part.

The key to understand its survival may lay in the methodology of MLP and the way its citizens laboratories work. They offer, at first sight, a framework and impeccable practices adapted to the ethical, cultural and social demands of the contemporary world. No politics or speeches are allowed – everything said is forced to be validated.<sup>19</sup> Thus, MLP defines itself as a space oriented to the production, research and dissemination of shared, co-created knowledge, and an area of confluence between art, science, technology and society.

In MLP, the design of the prototype is the goal, not its production. It promotes, different to the traditional model of art or science exhibitions, a design process that is permeable, where the spectator (users, but also any other person with an interest) is now agent and even promoter, and where the mediators have the fundamental objective of facilitating the connections.<sup>20</sup>

MLP is then an institution that can be associated with the new public governance paradigm (NPG) paradigm. It constantly produces networks that fit into the PSINSI's definition (Desmarchelier et al., 2018). Its initial activity focused on digital experimentation in the form of workshops open to any public and their innovations related to products, mostly. But the project grew and developed gradually into social and wider cultural, ecosystem themes: ecology, technological recycling, development of applications, interventions in public space, projects for the recovery of local history, and many others. All these new lines have also allowed the development of conceptual, process and, to a lesser extent, political development innovations.

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<sup>19</sup> As one of the originators proclaimed: “You can start stating political stances, but soon you will face the question: What are your evidences? Can you proof what you say? If you cannot, please, keep quiet and let the rest of us work”

<sup>20</sup>

<http://fundacion.arquia.es/es/concursos/proxima/ProximaRealizacion/FichaDetalle?idrealizacion=5716&idparticipacion=78>

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### 5.2.2. The driving forces behind the process

MCW is a workshop within the InciLab of MLP. As a PSINSI, its focus is on non-technological innovation and it created a space to connect different actors who experiment together to rethink the life in the city. In MCW, five citizens, four civil servants, one promoter and one mediator collaborated over 15 days to create solutions to improve pedestrian mobility in the heart of Madrid downtown.

The public officials in the workshop were of the type that believe that the collaboration of the citizens is paramount for the design of new solutions. They also think that experimenting with those solutions to public problems enriches the perspective over complex problems. Besides, the dialogue between public servants and citizens allow these to understand public entities and honestly connect with the “public other.”

### 5.2.3. Methodology

We have followed a mixed methods collection of our data regarding this case. We started on December 2018, with the first meeting we had with [1]. After that initial interview, we had subsequent interviews (up to 6) to understand how MLP and MCW worked. We also made two visits to the MLP facilities, and attended one guided tour. The interviews undoubtedly were the most valuable sources of information in this process.

Our interviewees and sources of information have been:

- Mr Marcos García, general manager of the MediaLab Prado [1]
- Ms. Elena Oliveros, mediator of MLP [2]
- Mr. Antonio Lafuente, researcher at CSIC [3]

With the interviews, we have also collected different materials (mostly grey). They present the context and evolution of the MCW and provide some additional data not found in our interviews.

## 5.3. The five key dimensions

### 5.3.1. Type of innovation/type of innovation process

MLP is better understood within the new public governance paradigm paradigm. It constantly produces networks that fit into the PSINSI's definition (Desmarchelier et al., 2018). The MCW, being one of those PSINSIs, focused on innovations related to products, namely interventions in public space.

But beyond product innovation, MCW also aimed at other type of innovations:

- new forms of collaboration and co-participation
- new methodologies, tools and protocols to reduce the distance between public institutions and people

- new forms to optimize resources thanks to the exchange of information between the municipal departments themselves, and with social, civic, educational entities.

### 5.3.2. Type of Innovation Network

Being referenced as a PSINSI type of network, MCW focus their priorities on non-technological innovation. It creates a space to connect different actors who experiment together to rethink the life in the city. Citizens, civil servants and researchers collaborate to create prototypes to develop new learning communities and interact with existing communities.

Out of the morphological variables describing a PSINSI, functionally speaking, our selected MCW is:

- 1) A network designed to improve different aspects related to mobility in the city of Madrid. These are "wicked problems" that have been debated over two weeks through a multi-stakeholder approach (citizens and public servants, aided by mediators)
- 2) The innovation produced by this temporary network is a particular case of organizational innovation. Here, we find a blend of two logics and ways of doing that are very different. One belongs to the outside, the other to the inside of the public institution (the City Council of Madrid). MCW shortens the distance between neighbors and public administration and sets in motion a process that, in the end, seeks answers to the question of what role the administration should have in the development of transformational experiences. Additionally, it allows exploring what forms of relationship and collaboration can take place between public institutions and citizens. Clearly, this process follows an open (non-linear) innovation model

Other morphological variables, more topographical, define also the network constructed to arrive to the objectives of the MCW:

- 1) Very few types of actors have been involved, including MLP as public organizing institution, a mediator, neighbors and public servants (a total of four-six contributors). In this network, the public servants acted with a dual role, as citizens and servants. This limited multi-agent group with confronted views of the public services, and different institutional and performance logics put up a hybrid type of organization, common among PSINSIs. Their collaboration efforts produced a common understanding that evolved into a working prototype in an intersection in Madrid. All neighbors of Madrid, plus others visiting the city (Type 1: Desmarchelier, Djellal, & Gallouj, 2018) are affected by the potential implementation of the prototype, which implies that all traffic lights would always be green for pedestrians. This potential implementation (the workshop only developed the technical prototype) should handle how type 2 and type 3 citizens will be affected, particularly if the prototype is deployed selectively across city districts
- 2) As a form of collaborative network (focusing on co-design), the mediator of the project gave preference to the interaction between the actors and their complex, difficult collaboration (nature of activities: Desmarchelier, Djellal, & Gallouj, 2018). In this case, it was important to make all of them feel connected not only internally but also externally (a deep social network analysis would reflect certain gaps at degree, closeness and betweenness centrality). This was a temporary, but very intense collaboration – like any project in MLP, it lasted every day of two full weeks – based on weak ties among the actors (contributors)

As for the dynamic variables, MLP networks are planned to a certain degree. The mediators in each project gather collaborators (participants) that would develop each workshop and working group. But the exact number and profiles of those participants, is not really a-priori determined. As enabling agent (system integrator), MLP uses a top-down or institutional mode of functioning (Pyka and Schön, 2009; Sundbo, 2009 in Desmarchelier, Djellal, & Gallouj, 2018), mediating between the proponents of each project and the collaborators that end up participating. But also, self-organized groups are welcome in MLP, and the institution shares its resources or practices. MLP, in any case, becomes actively involved in every design and implementation of each workshop. In the specific case of the MC workshop, this project exemplifies the top-down, planned style.

No changes over time in the functioning mode have been described for the MCW network, or even MLP as a framework. MLP, as any other public-held institution, is based on office terms and the renovation of the city government. So far, its current management has lasted since 2007 and will be reviewed (once again) with the new government team after the municipal elections this 2019. But MLP has visibly altered its space (according to new types of events) and reach (including new groups of people and going national and international) along time and continues to do so. It is a planned expansion that is facilitated by the flexible structure of its physical architecture and by the resources they use (open sourced, crowd-funded, normal citizens and no political adscription).

As for the MCW, this was a typical MLP workshop. The overall timespan allocated for the project was from February 5 to April 25, 2019. There were two calls: One for projects, and one for the in-person workshop (which lasted 6 days total). The agents involved freely decided to participate and probably they formed a richer variety than other Labs workshops.

### 5.3.3. Drivers/Barriers

#### *Drivers*

- 1) Most collaborators and all proponents had participated in similar activities and, in some cases, have years of experience in participatory processes
- 2) They valued the importance of this workshop as a space to share ideas, generate empathy and open the mind
- 3) The experience has helped them to clarify their original idea of the project and focus their energies on the most important aspects
- 4) Participants came motivated because they could learn more about the operation of the Administration: "this is a physical meeting space where we can talk, beyond the counter window, conflict or haste. We can create new dynamics and see what we have in common".

#### *Barriers*

For citizens, barriers were:

- 1) Fear of being used (do a volunteer or unpaid work for people who are paid, the public servants)
- 2) Frustration of earlier projects or initiatives that did not prosper (fear of losing time): "The idea of coming to work for free for the City Council is present. And then I'm not even going to be the one to take it forward." Or another workshop that does not move forward.
- 3) "it is difficult to manage the expectations and wishes of those who come to participate: Everyone wants the official's phone number."

For public officials, barriers were:

- 1) To find incentives (define when to do it, where and the extra services they demanded like children playroom or snacks)
- 2) The fear and vulnerability they feel when facing neighbors asking them for explanations
- 3) To engage different public servants than those aware or related to the initiatives
- 4) Officials who participated did so more as consultants than as true participants

Overall barriers:

- 1) The workshop demanded an enormous effort of animation and diffusion. For promoters it is not easy to invest that much energy without success or some reward...
- 2) Expectations and wishes of those who come to participate are difficult to handle: From those who aspired to come with a solution and its implementation to those who were satisfied with generating a favorable climate on the subject
- 3) "There are active projects with little dialogue, very distant, very tight. Discoordination, strange collaboration (citizen-administration). It is important to experiment, work together, institutional cooperation, collective work, so that projects can move forward."
- 4) A clearer mediation effort
- 5) Greater diversity in the profile of the participants
- 6) Time in the workshop is too limited, especially if responses are required from the Administration
- 7) Management of egos
- 8) Initial relationships are based on distrust and lack of confidence. From initial bewilderment and fear and after collective work and exchange with officials, enthusiasm and confidence were common
- 9) Participants tend to think beyond the prototype and want to achieve results: "achieve more than a bunch of good intentions and reach future commitments"
- 10) Sufficiently explain what a laboratory means: Prototyping vs. production; managing and reconciling "Doing it the way you want" with the need to document the process; lack of control over the future; many things to be done
- 11) Recruitment of participants from both sides
- 12) Some groups need leadership, others just being dynamized.

#### 5.3.4. Institutional factors

The InCiLab (Citizen Innovation Laboratory) is the space where MCW network meets. It is a space that connects multiple agents around experimentation to rethink life in the city. It is one of the active six Labs of MLP. Through collaboration of citizens, municipal public servants, researchers and other collectivities, InCiLab develops prototypes that create new learning communities and connect to existing ones around themes related to social cohesion and co-creation of public policies between citizens and institutions.

The lines of action of InCiLab are developed around three axes: a) culture of proximity, through experimentation processes connected with specific localizations and social groups or neighborhoods of

the city of Madrid ('Experimenta Distrito' program); b) public-social collaboration, through meeting spaces between citizens and municipal officials to develop joint projects and design public policies on citizen innovation ('Madrid Escucha' program); and c) legal innovation, through working groups that investigate and propose solutions to address legal issues at the municipal level.

### 5.3.5. Impacts/performance

Within InCiLab, the Madrid Escucha program proposes to build a meeting place for citizens and municipal officials to experiment and learn together around initiatives that contribute to improving life together and optimizing resources in the city of Madrid.

Between 2017 and 2018, the program fostered a research group about innovation in public-social collaboration and the first prototyping workshop of Madrid Escucha. Along 2019, the program has been divided into three lines of action:

- Open research group about experimentation in public administration, to build case studies. Based on successful experiences in other regions and countries, participants in this line reflect on what tools and strategies are useful to develop public intelligence and innovation (under public values and placing social justice and equity as referents)
- Motioning around the city is a series of workshops open for the collaboration between public servants and citizens to develop initiatives around moving and motioning in Madrid
- Working group to support municipal transformation. This is a space for a learning and practice community set up with HR managers from the municipality to identify key changes and intra-innovation areas within the municipal organization.

## 5.4. Unexpected results and considerations

MCW is a case of top-up innovation using a PSINSI. But our main unexpected result is related to the process of building the network to act as an independent unit from the individuals that form the network. Thanks to the methodology of MLP and the effectiveness of the mediators, each of the members of the network find alternatives to put forward their individualities, understanding and experience, and the rest of the network agents have strategies to integrate them. The mechanisms in place in the MCW case allowed the network to act as one individual entity, separated from the individuals that formed it, based on the strength of agreement and consensus rather than majorities.

Madrid Escucha is formed of eight collaborative prototyping workshops, consequently developing the same number of PSINSIs. They were held in April 2019, and above all offered a meeting place for citizens and municipal officials to experiment and develop projects around mobility. MLP, through the Madrid Escucha program and specifically through the MCW workshop, managed to break the silos of the municipality and connect public officials from different departments and with the citizenry. This is a major take of this case.

The eight projects of Madrid Escucha 2019 aim to contribute to improving life together and mobility in the city of Madrid. They will complement the rest of initiatives of the project Cultures of Mobility<sup>21</sup>, which promotes experimentation and citizen innovation on relevant aspects of mobility in the city of Madrid in a year-by-year basis. The approach to urban mobility is broad, non-linear: It lends special attention to the direct relationship of mobility and the ways of life of people in the city and moving beyond the purely technical sphere and efficient planning of transport.

The eight projects, and specifically, the MCW raised debates and participatory processes, organized experiments and prototypes. Participants in this workshop set a physical prototype in a street-crossing in Madrid, analyzed and visualized preliminary data and documented the process to report their findings.<sup>22</sup> In a surprisingly short period of time, the PSINSI – i.e., not its individuals – came out with a working solution after a decision process based on agreement of individuals from different positions, and background.

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<sup>21</sup> Cultures of Mobility is another project initiated by MPL InCiLab and CentroCentro in collaboration with the Government Area of Environment and Mobility of the Madrid Municipality and the EMT (Municipal Company of Transport)

<sup>22</sup> <https://www.medialab-prado.es/videos/presentacion-final-de-los-resultados-de-los-proyectos-de-madrid-escucha-moverse-en-la-ciudad>, mins 43.34-58.48



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## 6. Spanish Case-study 5: Plan for Professional Education and Employment in La Rioja 2016-2019

### 6.1. The case in a nutshell

Out of the information we have gathered about the 3rd Plan for Professional Education and Employment (Plan FP+E: Plan de Formación Profesional y Empleo of La Rioja) for the 2016-2019 office term, we know it represents an effort towards facilitating access to employment of the citizens of La Rioja, a region in the northern part of Spain, World-famous for its wines, shoes and agriculture.

The new federal government of La Rioja soon declared the care for its youth and unemployed a priority of its policies and public actions. And it embarked in a new plan towards improving professional education (PE) and employment in the region. This initiative was driven by the Consejería de Educación, Formación y Empleo (the regional Department of Education, Training and Employment) and was the result of a very close temporal collaboration with the most representative unions (UGT, CCOO), enterprise association (FER) and other relevant social stakeholders in the region. Together, they built a Working Group to design and implement a new plan for PE and employment for the 2016-2019 term.

This has been a project then that aims at providing citizens with services, co-designed and co-produced with them (through the unions and most representative companies' association in the region). This is demonstrated in the 2, 3, 4, 5 and 6 (out of 6) objectives stated by the working group for this Plan:

- (2) To set specific priority objectives in terms of PE and employment to guide the development of skills through-out space and time along the current office term, and promote them among citizens
- (3) To lead the strategic approach of all the actors involved in PE and active employment policy in La Rioja, seeking to link their actions to the proposed objectives
- (4) To integrate and coordinate the available resources in terms of PE and employability, both in the educational and employment markets, so that they support the objectives more effectively and efficiently
- (5) To improve the interrelation between the different PE-providing subsystems and modes and, essentially, between all of them and actual employment. A greater involvement of the regional production system is essential
- (6) To reach the highest degree of consensus in the formulation of the Plan from the technical, social and political points of view, so that public and private actions are mainly oriented towards shared strategic objectives

The agreed specific measures (intangible) of the plan are the improvement of employability skills and the enhancement of the competitiveness of La Rioja companies. Secondary measures include better distribution of personal and individual opportunities among citizens, improved economic development of the region, and a more balanced social and territory cohesion.

## 6.2. The context

### 6.2.1. The case environment: internal and external

Decision (EU) 2015/1848 of the Council of 5 October 2015 on guidelines for the employment policies of the member states for 2015 presented, according to the Government of La Rioja, general guidelines that governments consider when planning processes aimed at improving employment qualification of human resources. Among them, reducing structural unemployment and promoting quality employment; and reaching a qualified active population through lifelong learning opportunities, were paramount for the working group responsible of the Plan FP+E.

At national level, it was important to ensure the coherence of the Plan FP+E with the central government framework declared in the Spanish Strategy for Activation of Employment and in the Annual Plans for Employment Policy.

This new Plan FP+E was also to be balanced with the strategic planning of La Rioja and the several regional multi-annual instruments and budgets in place in the region. These included the regional initiative "La Rioja 2020" and the European Social Fund Operational Program-La Rioja (Programa Operativo Fondo Social Europeo-La Rioja) up to 2020.

### 6.2.2. The driving forces behind the process

Regionally, the competences in PE and the Public Employment Service are attributed to the Department of Education, Training and Employment of the Government of La Rioja. The Decree 26/2015 of July 21, 2015 establishes its organizational structure and functions, developing Law 3/2003 of March 3 of the Organization of the Public Sector of the Autonomous Community of La Rioja.

Coincidentally with the beginning of the 2015-2019 office term, this Department and the most representative unions and business and social organizations in the region launched a new process of consultation and social dialogue about employment and PE. This process resulted in the creation of an Employment Board derived from the region's Social Pact. Among other agreements, they decided to start a Working Group to prepare the Plan FP+E for the 2016-2019 period with a strategic and integrating mindset. The agents involved in the Working Group were:

- Consejería de Educación, Formación y Empleo (the Department of Education, Training and Employment)
- The unions (UGT, CCOO)
- The regional association of enterprises (FER)
- Other relevant social stakeholders in the region (Asociación Promotora de personas con Discapacidad intelectual Adultas, ASPRODEMA, Consejo Estatal de Representantes de Minusválidos, CERMI, and the political parties)

This Group provided continuity and at the same time renewed the strategic objectives achieved with the Second Plan of Professional Education (2011-2015) and the earlier Employment Plan (2011-2015). Consequently, these earlier plans of the 2011-2015 period were also the departing points of the new strategic and integrated Plan.

### 6.2.3. Methodology

We have followed a mixed methods collection of our data regarding this case. We started on October 2018, with the first meeting we had with [1]. After that initial interview, we had two subsequent interviews with [1] to understand how the Working Group worked.

Our interviewee has been:

- Mr Máximo Fraile, senior manager of the Innovation department of La Rioja Government [1]

With the interviews, we have also collected different materials – mostly official reports and grey literature. They gave the legal and government context of the Working Group and their effort to create the Plan FP+E.

## 6.3. The five key dimensions

### 6.3.1. Type of innovation/type of innovation process

Out of the information we have gathered about the 3<sup>rd</sup> Plan for Professional Education and Employment (Plan FP+E: Plan de Formación Profesional y Empleo of La Rioja) for the 2016-2019 office term, we know it represents an effort towards facilitating access to employment of the citizens of La Rioja, a region in the central northern Spain, World-famous for its wines, shoes and agriculture.

The new federal government of La Rioja soon declared the care for its youth and unemployed a priority of its policies and public actions. And it embarked in a new plan towards improving professional education and employment in the region. This initiative was led by the Consejería de Educación, Formación y Empleo (the regional Department of Education, Training and Employment) and was the result of a very close temporal collaboration with the most representative unions (UGT, CCOO), enterprise association (FER) and other relevant social stakeholders in the region.

Together, they built a Working Group to design and implement a new plan for professional education (PE) and employment for the 2016-2019 term. This has been a project then that can be associated with the new public governance paradigm (NPG) paradigm, and fits into the PSINSI's definition (Desmarchelier et al., 2018).

The Plan FP+E aims at providing citizens with services, co-designed and co-produced with them (through the unions and most representative companies' association in the region). This is presented in the 2, 3, 4, 5 and 6 (out of 6) objectives stated by the working group for this Plan:

- (2) To set specific priority objectives in terms of PE and employment to guide the development of skills through-out space and time along the current office term, and promote them among citizens
- (3) To lead the strategic approach of all the actors involved in PE and active employment policy in La Rioja, seeking to link their actions to the proposed objectives
- (4) To integrate and coordinate the available resources in terms of PE and employability, both in the educational and employment markets, so that they support the objectives more effectively and efficiently
- (5) To improve the interrelation between the different PE-providing subsystems and modes and, essentially, between all of them and actual employment. A greater involvement of the regional production system is essential
- (6) To reach the highest degree of consensus in the formulation of the Plan from the technical, social and political points of view, so that public and private actions are mainly oriented towards shared strategic objectives

This mode of collaboration for active and passive employment policy production has represented in itself an innovation in the Government of La Rioja – i.e. a network innovation, and since then it has inspired other public initiatives in the region. But from a policy perspective, it has produced a framework which is the updated *ad-hoc* summary of earlier plans in the region, and the Spanish and European plans for employment.

The agreed specific measures (intangible) of the plan are the improvement of employability skills and the enhancement of the competitiveness of La Rioja companies. Secondary measures include better distribution of personal and individual opportunities among citizens, improved economic development of the region, and a more balanced social and territory cohesion.

### 6.3.2. Type of Innovation Network

Being referenced as a PSINSI type of network, the Plan FP+E places their priorities on non-technological innovation, i.e., on the new edition of the public policy towards enhancing the employability skills of the citizens of La Rioja.

Out of the morphological variables describing a PSINSI network, functionally speaking the Plan FP+E is:

- 1) A strategic plan for organizing educational activities and promoting private activities, all related to rising employment levels among young and long-term unemployed citizens. Being considered “wicked problems”, these complex activities and their corresponding problems have been addressed through a multi-stakeholder approach that produced a Work Group involving the government, unions and strongest companies’ association of La Rioja
- 2) A type of network innovation, which is deemed as a particular case of organizational innovation. Here, the development of the network has been itself the object of the innovation process. Given the complex nature of the Plan FP+E other forms of innovation are also present including new policy areas, services, managerial systems, and organizational nodes. But these secondary types of innovation are (direct and indirect) consequences of the new network formed to develop the plan and its open (non-linear) innovation model

Within morphological variables, specific topographical factors define also the network constructed for the Plan FP+E:

- 1) The few actors involved include public organizations (Consejería de Educación, Formación y Empleo), NGOs (labor unions like UGT, or CCOO; associations like Asociación Promotora de personas con Discapacidad intelectual Adultas, ASPRODEMA, or Consejo Estatal de Representantes de Minusválidos, CERMI, and political parties) and a private agent (FER, the regional association of enterprises).

This limited multi-agent group with (at times) competing institutional and performance logics put up a hybrid type of organization (Desmarchelier et al., 2018), common among PSINSIs.

Their collaboration efforts produced this professional education (PE) promotion plan that primarily affected these groups of citizens (Type 1: Desmarchelier, Djellal, & Gallouj, 2018): young people seeking their professional qualifications to access the market for the first time (art 9 of the L.O. 5/2002, of June 19); companies seeking employees with the right set of skills (art 37.1.b of the RD. 3/2015, of October 23); any employee (employed or not) willing to develop professionally and personally and grow according to market requirements (art 40.1 of the RD. 3/2015, of October 23); any unemployed person or any other willing to develop the entrepreneurial spirit and the social economy (art 36.1, of the RD. 3/2015, of October 23); and most specially any unemployed person, who will be individually cared for (quantitatively and qualitatively) to improve his/her employability (art 37.1 of the RD. 3/2015, of October 23)

- 2) As a form of collaborative network, the goals of the plan and the diversity and complexity of them (nature of activities) and the citizens affected; the enduring commitment (temporal dimension), denote this effort as very intense. Agents had weak ties (were connected to several other networks along the project)

Analyzing the Plan FP+E dynamic variables, this network is planned with the Government of La Rioja acting as initiating agent and summoning the unions and the companies. This enabling agent (system integrator) followed a top-down or institutional mode of functioning (Pyka and Schön, 2009; Sundbo, 2009 in Desmarchelier, Djellal, & Gallouj, 2018), becoming actively involved in its design and implementation. No changes in the functioning mode or in the space of the network were visible in this network from those initially proposed.

### 6.3.3. Drivers/Barriers

#### *Drivers*

One of the major drivers for this Plan FP+E is the willingness of all economic actors to regain the competitiveness of the economy of La Rioja. Even along the economic crisis of the 2008-2013, the greater weight of the secondary sector justified that the economy of La Rioja was more productive than the Spanish economy. Measured through the relationship between GDP and the number of hours worked, La Rioja's productivity was 36.37 in 2012, compared to 34.75 in Spain as a whole (Regional Accounting, Base 2008, INE).

A general consequence of the economic crisis (2007-2013) was the destruction of a significant part of La Rioja's businesses (mainly, manufacturers). This has been referred to cause a notable increase in the region's unemployment. It went from 11,599 unemployed in January 2008 to 25,429 in January 2015. After the crisis, La Rioja employment rate of 50.8% remained higher than the national rate (46.90%) and started to increase again (+0.6%) in 2015.

By economic sectors, the service sector was the one that presented the largest number of employed people with 61.8% of the total, followed by manufacturing with 26.1%, construction with 6.2% and agriculture with 5.8%. This dynamic economic and production environment is certainly a driver of the Plan and one of its main supports.

Another decisive driver of this Plan was the (EU) 2015/1848 Decision of the Council (October 5, 2015) on the guidelines for the employment policies of the member states for 2015. It set the following guidelines in terms of employment within the EU:

- Boost the demand for labor
- Improve the job offer, qualifications and skills
- Improve the functioning of labor markets
- Promote social integration, fight poverty and promote equal opportunities

### *Barriers*

Regarding R&D and innovation investment, La Rioja presented certain weaknesses. According to Eurostat data, it reaches 0.87% of regional GDP. This is lower than the national average (1.33%) or that of the European Union (2.02%) and far from the 3% target of the Europe 2020 Strategy.

La Rioja had 23,083 companies in 2015. Out of the total, 99.92% were companies without employees, microenterprises and SMEs. More than 50% of business units do not have salaried workers (12,314, according to the latest published statistics). This atomization is also reflected in the fact that most of the companies in the region are legally formed as solo-corporations or freelances. Likely, this bears an individualization effort to promote and engage these individuals into employment and training policy.

#### **6.3.4. Institutional factors**

Decision (EU) 2015/1848 of the Council of 5 October 2015 on guidelines for the employment policies of the member states for 2015 identified, according to the Government of La Rioja, four general guidelines that should be considered when planning processes aimed at improving employment qualification of human resources:

- To reduce structural unemployment and to promote employment of quality
- To achieve a qualified active population through lifelong learning
- To improve the quality and results of education and training systems at all levels
- To promote social inclusion and to alleviate poverty reinforcing social protection systems, lifelong learning and active and comprehensive inclusion policies, with special attention to women



Additionally, the EU 2020 Strategy recommendations signaled the guiding general objective of socio-economic policy should be smart, sustainable and inclusive growth:

- Smart growth, through the development of an economy based on knowledge and innovation
- Sustainable growth, by promoting an economy that uses resources more efficiently, that is green and more competitive
- Inclusive growth, through the promotion of an economy with a high level of employment that results in economic, social and territorial cohesion

At national level, it was important to ensure the coherence of the Plan FP+E with the central government framework declared in the Spanish Strategy for Activation of Employment<sup>23</sup> and in the Annual Plans for Employment Policy (PAPE: Planes Anuales de Política de Empleo).

Regionally, the competences in PE and the Public Employment Service are attributed to the Department of Education, Training and Employment of the Government of La Rioja. The Decree 26/2015 of July 21 establishes its organizational structure and functions, developing Law 3/2003 of March 3 of the Organization of the Public Sector of the Autonomous Community of La Rioja. And coincidentally with the beginning of the 2015-2019 office term, this Department and the most representative unions and business and social organizations in the region launched a new process of consultation and social dialogue about employment and PE. This process resulted in the creation of an Employment Board derived from the region's Social Pact. Among other agreements, they decided to start a Working Group to prepare the Plan FP+E for the 2016-2019 period with a strategic and integrating mindset. This Group provided continuity and, at the same time, renewed the strategic objectives achieved with the Second Plan of Professional Education (2011-2015) and the earlier Employment Plan (2011-2015). Consequently, these earlier plans of the 2011-2015 period were also the departing points of the new strategic and integrated Plan.

This new Plan FP+E was also to be balanced with the strategic planning of La Rioja and the several regional multi-annual instruments and budgets in place in the region. These included the regional initiative "La Rioja 2020"<sup>24</sup> and the European Social Fund Operational Program-La Rioja (Programa Operativo Fondo Social Europeo-La Rioja) up to 2020.<sup>25</sup>

### 6.3.5. Impacts/performance

The Plan FP+E included two complementary parts that were addressed coordinately:

1. The first part, called the Qualifications and PE System, deals with the autonomic strategy related to the PE system. This part of the Plan included the most relevant objectives guiding education and

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<sup>23</sup> The Decree 3/2015 (Real Decreto Legislativo 3/2015) approved the new text of the Spanish Employment Law. It transferred the responsibility related to employment services management and delivery from the National Employment Public Service (SEPE: Servicio Público de Empleo Estatal) to the La Rioja Employment Public Service, which was in the Department of Education, Training and Employment (Consejería de Educación, Formación y Empleo)

<sup>24</sup> "La Rioja 2020" gathers the regional efforts to rise the proportion of people over 16 to finish their studies, until getting their degrees; to promote university studies among active population; to favor continuous and regular PE in-company; to balance work and studies among young people; and to enlarge the employment in high-tech manufacturing and IT

<sup>25</sup> This program fosters investments in enhancing skills and life-long learning in IT and languages; advancing Dual PE with the aim of professionally educate students with a combination of teaching in the training center and in-company

training actions for employment. These were generic or specific, educational or labor-related actions at the primary, secondary/high-school or higher education levels. This part also described all the measures that control PE to employment. whether for entering, re-entering the job market, keeping the job or promoting it. Consequently, all this part was defined as a system, as conceived and titled by the Organic Law 5/2002 summarizing both the educational and employment initiatives.

Specific objectives of this part that derive from the European framework regarding PE are:

- To expand and improve investment in human capital
- To adapt education and training systems to respond to the new demands on skills
- To achieve a greater qualified active population proportion that addresses the needs of the labor market and to promote lifelong learning
- To improve the quality and results of education and training systems at all levels and to increase participation in higher education or its equivalent

The objective of this part that derive from the national framework regarding PE is to improve the quality of PE to secure employment.

The objectives of this part that derive from the regional framework regarding PE are:

- To improve skills and life-long learning of all participants, especially regarding IT and languages. In La Rioja, similarly to Spain and the resto f the EU, less qualified employees suffer higher risk of unemployment. It was also mandatory to increase the support of older population (ages 25-64) that left conventional education without reaching their true potential. Complementarily, an effort was enforced to improve the rate of students finishing secondary and high school to rise their employability level
- To develop dual PE, which aims to improve skills with a combination of teaching at the training centers and in-company

2. In its second part, Intermediation and Active Employment Policies, the Plan FP+E addresses the regional strategy regarding all the active employment policies which are responsibility of the Government of La Rioja

Objectives of this second part that derive from the European framework regarding active employment policy are:

- To rise the participation of women and men in the labor market, lowering structural unemployment and promoting quality employment
- To implement employment policies instrumental in achieving full employment, improving the quality and productivity of labor and strengthening social and territorial cohesion
- To promote a work approach based on the life cycle
- To ensure inclusive labor markets, increasing the attractiveness and returns of work for job seekers, including people with disabilities and inactive
- To promote flexibility combined with employment security and to reduce the segmentation of the labor market, rising the importance of the role of social agents and mediators

- To promote social inclusion and to alleviate poverty

Objectives that derive from the national framework regarding active employment policy are:

- To improve the employability of young people and to comply with the provisions of the National Youth Guarantee program
- To encourage the employability of population groups severely hit by high unemployment: Long-term unemployed, people with age over 55 and beneficiaries of the Professional Retraining Program (PREPARA)
- To strengthen the link of active and passive employment policies
- Promoting entrepreneurship

Objectives that derive from the regional framework with respect to the active employment policy are grouped along two axes:

1. Improvement of employability and adaptability:

- To rise the employment opportunities of the most vulnerable
- To better access of anyone to active employment policies
- To act proactively to generally enact the quick attention principle
- To define specific programs for long-term unemployed and with needs of re-training

2. Improvement of the employment system capabilities

- To develop a service-based management and delivery model
- To redefine employment orientation processes
- To strengthen collaboration and governance of the employment system
- To set a multi-channel strategy
- To assess actions and services and deploy improvement plans
- To promote entrepreneurship

Besides the specific context described earlier, there have been several news concerning the implementation of the Plan FP+E since its inception. Maybe the most relevant is that the Spanish Court of Auditors, in its evaluation of the different instruments for employment policies in La Rioja, 2016 has observed a degree of implementation of the objectives of the Annual Employment Policy Plan higher than the average of the Autonomous Communities. In the case of Plan FP+E though, there is an absence of an evaluation.<sup>26</sup> Also, some criticism from the political opposition publicized the plan was delayed in some of its proposals.<sup>27</sup>

## 6.4. Unexpected results and considerations

The Plan FP+E is a complex strategical project. Our election of this case is justified as an example of the tremendous impact that PSINSIs may have in all sorts of public sector initiatives. In this case, a strategic

<sup>26</sup> <https://www.europapress.es/la-rioja/noticia-tribunal-cuentas-aprueba-informe-anual-fiscalizacion-rioja-ejercicio-2016-20190204170547.html>

<sup>27</sup> <https://www.europapress.es/la-rioja/noticia-psoe-exige-gobierno-ceniceros-saque-cajon-plan-fpe-2016-2019-ponga-trabajar-ya-20171030111521.html>

plan for a social issue of major relevance such as unemployment and youth professional education was handled with such a type of network.

What surprised us from this case, beyond the formation of the network itself, is the publicity and openness of the initiative. It is true that it was subject to criticism, but the Working Group developments and final version of the plan was publicly and easily available from the regional government website.

Moreover, the sessions of the Working Group, being a heterogeneous group including less qualified organizations, or certainly, not used to develop strategic political and operational plans, must have been rather complex to coordinate. Still, using the European, Spanish and earlier regional mandates and frameworks, they put together a complex plan that includes not only young people entering the labor market, but also long-term unemployed, disabled people, and those willing to re-qualify to improve their employability.

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