

# New Public Governance, Co-production & Third Sector Social Services

Victor Pestoff

- Institute for Civil Society Studies, Ersta Skondal  
University College, Stockholm Sweden.

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## A. Public administration regimes & co-production

## B. Co-Production: some crucial conceptual issues

1. Definitions of co-production and levels of analysis,
2. Relations between the staff and their clients,
3. Why do citizens become involved in co-production?,
4. Why do citizens engage in collective action?,
5. Co-production: individual acts, collective action or both?,
6. Parent school partnerships in elementary education,
7. Comparative studies of parent participation in pre-school services, and
8. Third sector co-production, breaching the 'glass ceiling'

## C. Summary & conclusions: crowding in & crowding out

# A. Public Administration Regimes & Co-Production – three different regimes

1. Traditional public administration assumes passive clients,
2. New Public Management (NPM) is based on active service consumers and contracting out through public private partnerships,
3. New Public Governance (NPG) is based on co-production, multi-stakeholder governance and third sector provision of welfare services.

# B.1 Definitions of Co-Production

Co-production is the mix of efforts of the professional or 'regular' producers, like street-level police officers, schoolteachers or health workers, and their 'clients' who want to be transformed by the service into safer, better-educated and/or healthier persons.

Bovaird notes that “User and community co-production is the provision of services through regular, long-term relationships between professional service providers and service users or other members of the community, where all parties make substantial resource contributions”

# B.1 Levels of citizen participation

- a. micro: co-production at the site of service provision with direct citizen participation,
- b. meso: co-management of the local service provision by various service providers, and
- c. macro: co-governance of service provision and joint determination of service policy.

It is found at all three levels, micro, meso and macro and it can either be formal or informal.

## B.2 Relations between the staff and their clients

- a. Interdependence: when an organization cannot produce a service without some client input;
- b. Supplementary: clients can substitute or supplement professional service providers; or
- c. Complementary clients can perform tasks that complement the core activities of the professional staff.

Parent participation in alternative childcare in France, Germany & Sweden focuses in the management and maintenance of the childcare facility., where parents complement the core pedagogical activities of the staff.

## B.3 Why do citizens become involved in co-production? - salience & facility.

It is necessary to ask whether the client participates her-/himself or if it is a relative?

Different patterns of participation will be found in different phases of a persons life-cycle, i.e., whether they are an infant, child, adult or elderly. Also differences are noted for handicapped and/or chronically ill persons.

Both the facility of participation and salience of the service are important in motivating client participation in public services or co-production.

## B.3 Citizen Involvement in Social Service Co-Production: facility & salience.

| <b>Facility &amp; salience</b> | <b>low</b>      | <b>high</b>        |
|--------------------------------|-----------------|--------------------|
| <b>high</b>                    | Active consumer | Active co-producer |
| <b>low</b>                     | Passive client  | Ad hoc participant |

## B.4 Why do citizens engage in collective action? - the cooperative gambit.

The Cooperative Gambit: a willingness to sacrifice short-term personal interest for the sake of long-term individual and group benefits from collective action.

Research in experimental psychology shows that there are two distinct types of players in collective action games, in addition to “rational egoists”. They are “conditional cooperators” and “willing punishers”.

The former are willing to initiate or join collective action when they estimate that others will reciprocate.

The latter rely on social control for collective action.

Both groups are prone to pursue collective action in spite of personal sacrifice.

## B.4 Why do citizens engage in collective action? - collective action or interaction?

With the growth of 'checkbook memberships' and 'required volunteering' social capital gets lost in 21<sup>st</sup> Century voluntary organizations. However, the collective interaction in small self-help groups becomes all the more important for the creation of social capital since it promotes mutual reinforcement of individual and collective goals of the group and it facilitates the democratic value added of third sector social services.

## B.4 Why do citizens engage in collective action?- it is a necessity.

Collective action becomes necessary to solve certain social dilemmas in relation to important social services. Some citizens may want a different quality service than the public sector can provide and/or they may want more service than either the public or private sectors can make available at current market prices. Thus, they must join hands to provide it for themselves together with persons in a similar situation. The history of parent co-op childcare in France, Germany and Sweden clearly illustrates this.

## B.5 Co-Production: individual acts, collective action or both?

- individual acts are ad hoc, spontaneous informal acts done in public or at home.
- collective action involves formally organized institutionalized activities done together with others. They often involve enduring social services.
- a mix of individual acts and collective action often provide the base of co-production in a repeated fashion over time.

## B.5 Co-Production: individual acts, collective action or both?

- Co-production involves both individual citizen participation and collective action in service provision. For example in public safety.
- Individual citizens can help the police track their belongings by marking their valuables and installing alarms, and
- They can join together to form a neighborhood watch to survey for strangers and intruders.
- Similar patterns of combining individual acts and collective action can be found in other service areas.
- They can involve preschool services, a local diabetes association, co-op health care, elementary education, etc.

## B.6 Parent school partnerships in elementary education

Parent teacher organizations in the UK & USA facilitate the participation of parents in supporting their local school and its teachers in several different ways. They include: helping their own children with their homework, fundraising through external social activities, arranging social events for their daughter/son's class, serving as a teachers aide, etc.

## B.7 Comparative studies of parent participation in European preschool services

The EMES TSFEPS Project compared alternative provision of childcare in eight EU countries:

It found higher levels of parent participation in third sector services when compared with public and private for-profit services.

It documented the existence of four kinds of parent participation in childcare services: economic, political, social and service specific.

## B.7 Comparative studies of parent participation in Swedish preschool services

Vamstad's study of the politics of diversity in the Swedish welfare state compares parent and worker co-ops, municipal and small for-profit preschool services in Stockholm & Ostersund.

- It shows that parent co-ops provide parents with unique opportunities to become active co-producers of high quality preschool services for their own and other's children.
- It also documents a greater level of influence for both parents and staff of parent and worker co-ops. But many parents and staff in municipal and for-profit providers also want more influence.

## 8. Third sector co-production: breaching the 'glass ceiling'?

There are two important dimensions for understanding citizen engagement in the co-production of public services. They are the intensity of relations between the staff and their clients and the level of participation. Contacts between the staff and their clients can be sporadic and distant, intermittent and/or short-term or intensive and/or enduring. Levels of participation can be low, medium or high. If a third dimension is added, degree of civil society involvement we get the following diagram.

**Diagram 1. Co-Production and relations between public authorities and citizens.**

| Intensity of relations & Level of citizen participation | Sporadic and distant  | Intermittent and/or short-term (<1 yr.)  | Intensive and/or enduring welfare services  | Degree of civil society involvement  |
|---|---|--|---|--|
| High  | ?   | ?  | <ul style="list-style-type: none"> <li>-childcare,</li> <li>-basic education,</li> <li>-handicap care,</li> <li>-health care,</li> <li>-eldercare,</li> <li>-housing,</li> <li>-work integration</li> </ul> | <p><b>3rd sector provision</b><br/>(organized collective action or social economy organizations)</p>                     |
| Medium  | ?   | <ul style="list-style-type: none"> <li>-job training,</li> <li>-tenant maintenance of public housing,</li> </ul> | <ul style="list-style-type: none"> <li>-childcare,</li> <li>-basic education,</li> <li>-handicap care,</li> <li>-health care,</li> <li>-eldercare,</li> </ul>   | <p><b>Public provision</b><br/>(individual citizen - public interaction, and/or user councils, on-site or city-wide)</p> |
| Low   | <ul style="list-style-type: none"> <li>-using postal codes,</li> <li>-filing personal income tax forms,</li> <li>-residential security</li> </ul> | <ul style="list-style-type: none"> <li>-neighborhood watch</li> </ul>  | ?   | <p><b>Citizen compliance</b><br/>(individual &amp; group)</p>  |

## C. Summary & conclusions

After introducing the difference between traditional public administration, New Public Management and New Public Governance, this paper explored several crucial conceptual issues. This discussion resulted in an expanded but focused definition of co-production of social services. It includes both individual acts and collective action and focuses on enduring social services.

We also found that neither the state nor market allow for more than marginal ad hoc participation by citizens in the provision of social services.

A 'glass-ceiling' exists in both public and private for-profit services. Only third sector provision can breach it.

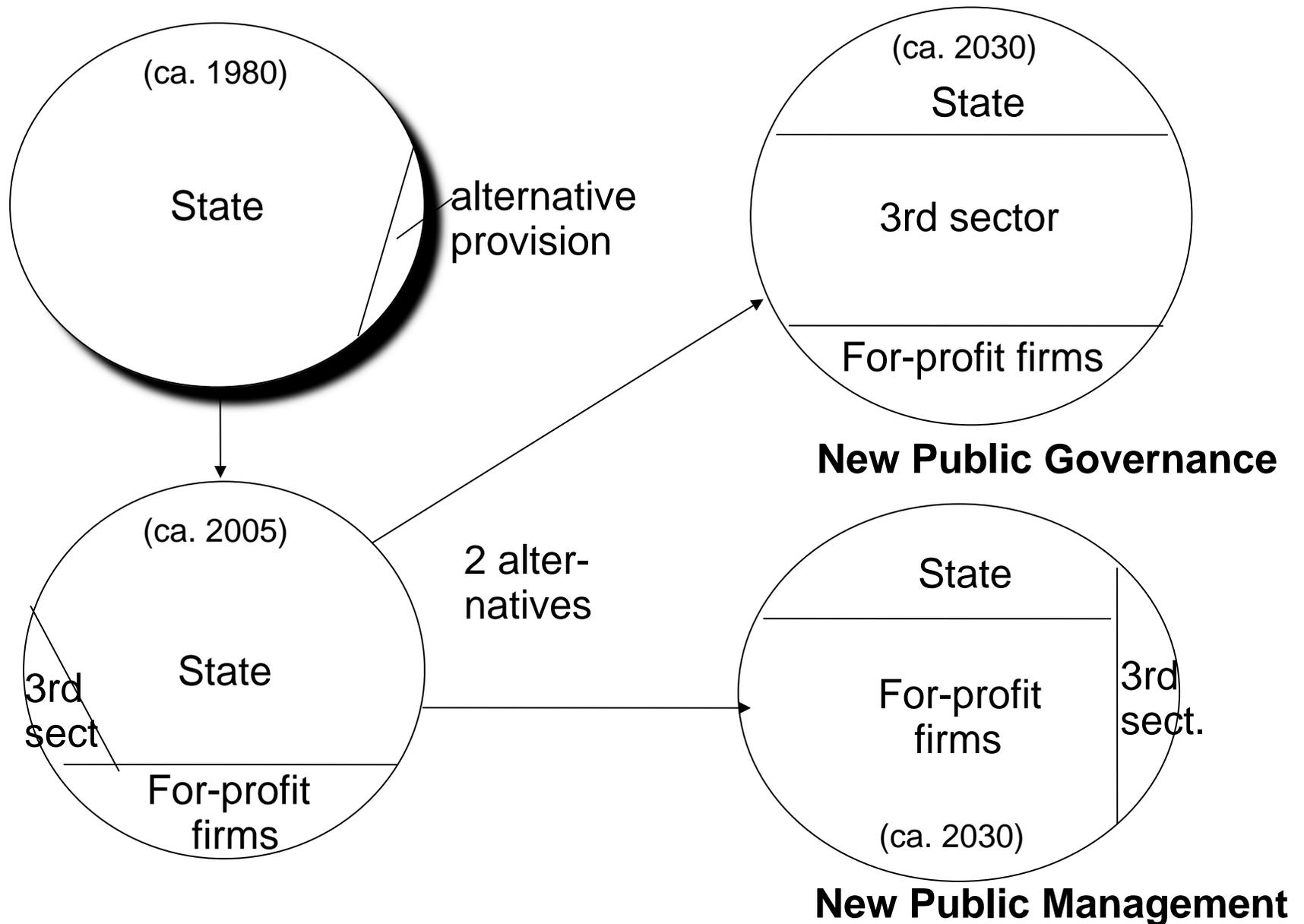
## C. Summary & conclusions: crowding-in & crowding-out?

However, it is important to have government understanding and acceptance if co-production is to expand beyond marginal ad hoc participation.

A public administration regime can 'crowd-in' or 'crowd-out' greater citizen and third sector participation in the provision of public financed services. See Diagram 2.

A too one-sided emphasis on continued public provision or contracting out to the market ignores the benefits of co-production and third sector provision of social services.

**Diagram 2. Development of the European Welfare State, ca. 1980 - 2030**



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