## Questions and misconceptions

<table>
<thead>
<tr>
<th>Questions</th>
<th>Misconceptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. What is co-production?</td>
<td>The governance misconception.</td>
</tr>
<tr>
<td>2. Whom do we serve?</td>
<td>The unitary citizen misconception.</td>
</tr>
<tr>
<td>3. Who are the co-producers?</td>
<td>The ‘wouldn’t it be loverly’ misconception.</td>
</tr>
<tr>
<td>4. When should co-production be utilised?</td>
<td>The exploitation misconception.</td>
</tr>
<tr>
<td>5. <em>How</em> can co-production be elicited from citizens?</td>
<td>The motivation misconception.</td>
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</tbody>
</table>
The backdrop: differing traditions

(Anglo-)
American perspective

European perspective
1. What is co-production?

→ the governance misconception: Co-production is about joint deliberation or consultation – i.e. involving citizens in deciding what to do or how to do it.

But…
## Defining co-production (1)

<table>
<thead>
<tr>
<th>Type of involvement</th>
<th>Performed by</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Government organisation alone</td>
</tr>
<tr>
<td>Governance (deciding what to do)</td>
<td>Govt decision</td>
</tr>
<tr>
<td>Production (doing it)</td>
<td>Production by govt organisation</td>
</tr>
</tbody>
</table>
## Defining co-production (2)

<table>
<thead>
<tr>
<th>Type of involvement</th>
<th>Government organisation alone</th>
<th>Govt organisation and external party jointly</th>
<th>External party alone</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governance (deciding what to do)</td>
<td>Govt decision</td>
<td>Joint decision</td>
<td>Private decision</td>
</tr>
<tr>
<td>Planning/design</td>
<td>Govt planning or design</td>
<td>Joint planning/design</td>
<td>Private planning or design</td>
</tr>
<tr>
<td>Production (doing it)</td>
<td>Production by govt organisation</td>
<td>Co-production</td>
<td>Private production/self-service</td>
</tr>
</tbody>
</table>

N.B. also ‘co-creation’
## Defining co-production (3)

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2. Whom do we serve?

→ the ‘unitary public’ misconception: The failure to distinguish among different facets of the public.

But...
Citizens or customers?

Not ‘one or the other’, but both.
The **citizenry**: the collective ‘we’ who:
- contribute to determining what government should do.
- have various rights and responsibilities.

**Client** roles:
- **Beneficiary clients**: receive private value but don’t pay money directly for it (e.g. welfare recipients, school pupils, public housing tenants)
- **Obligates/regulatee**: are obliged to receive the service (e.g. prisoners, regulated individuals and companies)

**Volunteers**: People engaging in pro-social behaviour:
- **formal**: with government or nonprofit/community organisation
- **informal**: random acts of sociability.

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Other co-producers

- **Companies** (e.g. as contractors).
- **Non-profit/voluntary/community sector organisations** (e.g. as contractors or collaborators).
- **Other government organisations** – in national, state or local government (e.g. in ‘joined-up’ government).
Our focus here

- Citizens as part of the collective ‘we’.
- Beneficiary clients.
- Obligatees/regulatees.
- Volunteers, formal and informal.
3. Who are the co-producers?

→ the ‘wouldn’t it be loverly’ misconception: Co-production is a new thing which would be nice to have.

But...
Potential co-producers
The fire brigade example
Potential co-producers
The fire brigade example

Purpose framed in output terms:
To put out fires quickly and efficiently.
Who does the work? The case of the fire brigade

Internal (producers)
- Fire fighters
- Despatchers
- Truck maintainers
- Operational planners
- Trainers
- Admin staff

External (co-producers)
- Equipment suppliers
- Emergency phone line operators
- Water authorities
- Road authorities
- Police
- Neighbours
- Property owners/occupants.
Fire service outputs
The core production process

House catches fire → 000 called → Despatcher sends fire truck → Fire truck speeds to fire → Fire hosed with water → Fire put out

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Fire service outputs
Co-productive contributions

- Smoke alarms installed
- House catches fire
- 000 called
- Despatcher sends fire truck
- Truck ready to go
- Fire truck speeds to fire
- Streets accessible
- Hydrant maintained
- Fire hosed with water
- Fire put out

Contributors:
- Property owner/occupant
- Neighbour
- Telecoms functioning
- Equipment suppliers
- Road authority
- Water corporation
- Maintenance contractors
- Equipment suppliers
- Water corporation
- Maintenance contractors
Purpose framed in output terms:
To put out fires quickly and efficiently.

Purpose framed in outcome terms:
To minimise the damage arising from fires to life, property and the environment.
Minimise damage to life, limb & property

Fire service outcomes
Further co-productive contributions

Smoke alarms installed

House catches fire

000 called

Despatcher sends fire truck

Fire truck speeds to fire

Fire hosed with water

Fire put out

Minimise damage to life, limb & property

Maintenance contractors

Telecoms functioning

Equipment suppliers

Road authority

Water corporation

Hydrant maintained

Streets accessible

Fire brigade

Fire put out

Timely evacuation from burning house

Fire occurs but has less impact on house

House less likely to catch fire in first place

Fire prevention measures already present

House built to resist fire

Fire response plan already formulated

Property owner/occupant

Building Stds regulator

Neighbour
Who does the work?
The case of the fire brigade

Internal (producers)
- Fire-fighters
- Despatchers
- Truck maintainers
- Operational planners
- Trainers
- Admin staff
- Community education staff.
- Technical advice staff.

External (co-producers)
- Emergency phone line operators
- Equipment suppliers
- Water authorities
- Road authorities
- Police
- Citizens
- Property owners/ occupiers
4. When should co-production be utilised?

→ the exploitation misconception: co-production is about government getting citizens to shoulder the cost of service-delivery.

But...
### ‘It all depends’
Circumstances where co-production should be used

<table>
<thead>
<tr>
<th>Circumstance</th>
<th>Issue</th>
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<tbody>
<tr>
<td><strong>Inter-dependency</strong>: value cannot be achieved without contribution by the external party.</td>
<td>How best to utilise co-production.</td>
</tr>
<tr>
<td><strong>Substitutability</strong>: value can be achieved by either the organisation or the external party.</td>
<td>Whether the external party or the organisation is able to perform the work better and/or at less cost.</td>
</tr>
</tbody>
</table>
5. How can co-production be elicited?

→ the motivation misconception: people are motivated by either:
  - What’s in it for me? (self-interest)
  - The ‘warm inner glow’ (altruism).

But...
Eliciting co-production

Motivators
Sanctions.
Material rewards.
Intrinsic rewards.
Solidary incentives.
Normative appeals.

Facilitators
Simplification.
Assistance.

Organisational instruments
Motivators
Facilitators
FRAMING
Co-producers’ willingness
Co-producers’ ability
Propensity to co-produce

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# Value-creating social exchanges

<table>
<thead>
<tr>
<th>Government gets</th>
<th>Citizen or client gets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Co-productive effort by citizens or clients</td>
<td>Some mix of material and non-material rewards</td>
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</tbody>
</table>

Social exchange: diffuse and deferred exchanges among multiple parties rather than quid pro quo exchanges between buyers and sellers.
**Social exchanges between government organisations, citizens and clients**

- **Citizens**
  - 'Mandates' from political deliberation
  - Taxes
  - Policies
  - Budgets
  - Legal authority
  - Public value
  - Government organisation

- **Government organisation**
  - Policies
  - Budgets
  - Legal authority
  - Private value
  - Money
  - Information, compliance, co-production
  - Public value

- **Client roles**
  - Paying customers
  - Beneficiaries
  - Obligatees

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**Public value**

**Private value**

**Money**

**Information, compliance, co-production**
Conclusions

• Co-production is not just a nice idea – it’s already here!
• Co-production is not about getting citizens to do work that should be done by government.
• Whether to use co-production all depends.
• Citizens co-produce for their own good reasons, which we can only partially influence.
Further reading
