



**GOVERNMENT
OUTCOMES
LAB**

Are we Rallying Together?

March 28th, 2019

The People's History Museum

Left Bank, Spinningfields Manchester, M3 3ER

**#RallyingTogether
golab.bsg.ox.ac.uk
@ukgolab**

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Welcome

It gives me great pleasure to welcome you to *Are we Rallying Together?*, the launch of the Government Outcomes Lab report on collaboration and public sector reform.

Collaboration – when individuals in multiple organisations coordinate and share resources in order to support one or more policies – seems to be increasing across the public, private, community and voluntary sector. But it can pose great challenges at the local level when put into practice. Local public authorities may need to move away from more familiar, contractual relationships, and relinquish power to other organisations. This brings risks, but where there is risk, there can be reward – which is what we aim to demonstrate in our report.

Today you will hear our insights from research into ten locations across the UK that identify as collaboration initiatives. We will explain why people say they are collaborating. We will show you four very different types of collaboration. We will explain, in practical terms, what it takes to make a collaboration work. We will show you contrasting ideas on how to measure success and ensure accountability. And we will tell you about all the questions that are left unanswered.

In doing this, we hope to stimulate thinking, discussion and debate. I invite you to participate actively in the sessions – ask questions, cheer when you agree and raise objections when you don't. We have designed an agenda that will allow plenty of opportunities for you to share your own views and insights.

Most of all, we are here to work out where to take this work next. Should we be telling the government to seek much wider adoption of collaborative approaches, or should we be putting the brakes on until we understand more about whether, and how, these approaches work? Do we need more research, or should we be focusing our energies on spreading the word about what we already know? We hope that you will all help us to come up with the right plan of action – and after today, we hope that you will all help us implement it.

I hope you enjoy the discussions ahead!



Best wishes,

Nigel Ball

Deputy Director of the Government Outcomes La

Programme

10:00	Arrival & registration	
10:30	<p>Welcome remarks – <i>Introduction to the Government Outcomes Lab and the Future State work</i></p> <p>Nigel Ball, Deputy Director, GO Lab</p>	Engine Hall
10:45	<p>Keynote address – <i>Why collaborate?</i></p> <p>Donna Hall, Chief Executive, Wigan Council (<i>incoming Chair of New Local Government Network</i>)</p>	Engine Hall
11:00	<p>The Findings</p> <p>Jo Blundell, Advisor (<i>former Deputy Director, GO Lab</i>) and Clare FitzGerald, Research Fellow, GO Lab</p>	Engine Hall
11:45	Break	
12:00	<p>Break-out panel sessions</p> <p>Session 1. Best interests of the individual – what are the challenges in empowering practitioners and providers to work in the best interests of the individual?</p> <p><i>Topics:</i></p> <ul style="list-style-type: none"> • Achieving collective consensus on best interest across different practitioners and organisations • What does it mean for short term and longer term spend? • How frontline practitioners are empowered in practice – how is this framed and enabled? • What does this wrap around approach mean for the development of practice in health and social work? Where does professional expertise start and stop <p>A conversation about how collaboration is changing the way practitioners and providers deliver services.</p>	Engine Hall

	<p>Moderated by Jo Blundell, Advisor (<i>former Deputy Director, GO Lab</i>). Panellists: Jamie Anderson, Chief Executive, Age UK Wirral; Lynn Mumford, Director of Development, Mayday Trust; and Gary Wallace, Head of Public Health, Plymouth City Council</p> <p>Session 2. Accountability without control – how to constitute relationships in a collaborative system of delivery that enables public authorities to perform their duty to deliver effective public services, whilst ceding or sharing control?</p> <p><i>Topics:</i></p> <ul style="list-style-type: none"> • Measurement • Scrutiny • Data and reporting • Assurance and audit <p>A conversation about how collaboration is changing the role of local government and local government leaders</p> <p>Moderated by Clare FitzGerald, Research Fellow, GO Lab. Panellists: Jane Forrest, Assistant Director Public Service Reform, Greater Manchester Combined Authority; Jacqui McKinley, CEO, Centre for Public Scrutiny; Jenny North, Deputy Director, Dartington Service Design Lab; and Kathy Evans, CEO, Children England.</p>	Meeting Room
13:00	Lunch	
13:45	<p>Introduction to the afternoon – building a movement for collaboration</p> <p>Dawn Plimmer, Chief Executive, Collaborate CIC and Toby Lowe, Senior Research Associate, Northumbria University</p>	Engine Hall
14:00	<p>Workshop sessions</p> <p>What next for developing collaborative working? What needs to happen to better equip people to work in collaborative ways? What is the role of different parties – commissioners, providers, charitable funders? Participants to discuss on their six tables, facilitated by the GO Lab team.</p>	Engine Hall

14:45	Coffee	
15:00	<p>'It started here' – making collaboration mainstream</p> <p>Despite increasing interest, collaborative approaches to service delivery remain unusual. What needs to be done to take the best elements of these approaches and make them part of 'standard practice'?</p> <p>Moderated by Nigel Ball, Deputy Director, GO Lab. Panellists: Henry Kippin, Head of Public Service Reform, West Midlands Combined Authority; Pamela Dow, Chief Reform Officer, Catch-22; and Martin Pratt, Deputy CEO, Camden Council.</p>	Engine Hall
16:00	Close and networking	

Get connected and collaborate

In the spirit of collaboration, throughout the day we encourage all delegates to actively engage with the session moderators, speakers and other delegates. Post your questions or challenge thinking by using the media platforms below.

Connect to the Wi-Fi

Account: Peoples History Museum

Password: phmpeterloo1819

Twitter

GO Lab: [@ukgolab](https://twitter.com/ukgolab)

Please use the hashtag: [#RallyingTogether](https://twitter.com/hashtag/RallyingTogether)

Slido

Post your questions and engage with others via Slido: www.slido.com/RallyingTogether

Speaker biographies



Dawn Plimmer

Dawn joined Collaborate CIC as Head of Practice in March 2018, bringing experience in strategy, organisational learning, research, and facilitation. She was previously a Learning and Programmes Manager at the Big Lottery Fund where she worked to develop and test new grant-making approaches, develop its UK funding strategy to focus on locally-responsive systemic change, and help establish a new UK-wide knowledge and learning function. Before this, Dawn was a Senior Consultant at NPC (New Philanthropy Capital), a charity think tank and consultancy where she supported charity, funder and corporate clients with strategy, research and evaluation.

Donna Hall

Donna is Chair of New Local Government Network. Donna was Chief Executive at Wigan, the second largest council in Greater Manchester for the last four years. Despite £100million of cuts, Wigan has been voted by 72% of its staff as the best council to work for in the UK. Donna leads on Public Service Reform in Greater Manchester and was awarded a CBE for services to local government in 2009. Donna initiated a major programme of reform in partnership with residents, The Wigan Deal. She is a passionate feminist and has recently won the award for Transformational Leader at this year's Northern Power Women Awards.



Gary Wallace

Gary Wallace is Public Health Specialist of the Office of the Director of Public Health at Plymouth City Council. Gary began his career in Mental Health nursing before moving into the field of substance misuse and then to public health. In the course of his career he has held clinical, developmental, managerial, research and strategic roles and has contributed to policy development in a range of areas both nationally and internationally. In addition to work in the NHS, Gary also worked in the charitable sector for a number of years. He is an Honorary University Fellow at the Plymouth University Peninsula School of Medicine and Dentistry and also a field supervisor for the University of Wisconsin

Milwaukee. He has a long-standing interest in improving the commissioning and delivery of services for people with complex needs and multiple vulnerabilities.

Henry Kippin

Henry is the Head of Public Service Reform, West Midlands Combined Authority. His role is to reform the way public services are delivered across the region and ensure they address and develop key elements of the WMCA agenda such as employment & skills, mental health, helping individuals with complex needs, and criminal justice. Henry also leads on negotiations with the government to secure the future powers and resources the WMCA will need to deliver its Strategic Economic Plan. He is a visiting fellow of the United Nations Development Programme's Global Centre for Public Service Excellence in Singapore, and a visiting fellow at Newcastle University Business School.



Jacqui McKinley

Jacqui is Chief Executive of the Centre for Public Scrutiny (CfPS), the national centre of expertise on governance and scrutiny. CfPS promotes good governance working with organisations and leaders as they aim to be more transparent, accountable, involve others in decision-making and be open to scrutiny. For over fifteen years, CfPS have worked to achieve this through research, policy development, campaigning, consultancy and training. Jacqui oversees CfPS' work with a wide range of organisations in sectors including local and national government, health, housing, police and the private sector. Passionate about improving outcomes through better governance, CfPS led the governance review of Kensington and Chelsea Council as part of their response to the Grenfell Tragedy and are currently working with the housing sector as it seeks to reset the relationship between landlords and tenants. She is also a proud Trustee of The Advocacy Project. Prior to CfPS, Jacqui was Director of Strategy and Customer Services at Staffordshire County Council and has worked in health, sport and the civil service.



Jamie Anderson

Jamie is Chief Executive of Age UK Wirral, and was previously Deputy CEO in the same organisation. Age UK Wirral works with 500+ volunteers, employs 165 staff and spends £3million per annum supporting over 30,000 local people. Jamie is passionate about developing and maintaining a strong independent third sector in the Borough, which is responsive and makes a real difference at the heart of local communities. He has extensive knowledge of strategic development & reviews, organisational restructuring, funding and income generation, tendering and commissioning, people management, and change management. His external roles include serving as a Trustee of Community Action Wirral, Director of Wirral Health & Wellbeing CIC, and he is the current Chair of Age UK Merseyside Trading Limited.



Jenny North

Jenny is Deputy Director, Dartington Service Design Lab. Jenny joined the Lab in November 2017 from Impetus – The Private Equity Foundation where she was Director of Policy & Strategy for five years. Previously, she held roles at Relate, the Maternity Alliance, and New Policy Institute. She has written widely on how commissioners and other funders can incentivise better implementation and performance management in delivery organisations. She is particularly interested in the relationship between the evidence base, programme design, and implementation.



Kathy Evans

Kathy is CEO of Children England, having been its Deputy CEO 2010-2013. Children England is the membership body for children's charities, voluntary and community sector organisations in England. Children England successfully campaigned to ban profit-making companies from running outsourced child protection services, and continues to lead collaborative voluntary sector campaigns for change, including the Declaration of Interdependence, Open to All and Grants for Good. Kathy is a regular columnist for Children and Young People Now, and for Civil Society, and one of the co-authors of "Kittens Are Evil: Little Heresies in Public Policy" in which she challenges the underlying economics of competitive markets for charitable and



public services. Kathy was also recently named "Children and Young People's Champion 2018" in the CYPNow Magazine annual awards.



Lynn Mumford

Lynn is Director of Development and Strategic Partnerships at Mayday Trust and has been part of the organisations transformation from a regional supported housing provider to an organisation nationally pioneering systemic change within the homelessness sector. A strong believer in personalisation and people taking the lead, Lynn has spent 16 years working with social justice charities, including YWCA England & Wales, to expand their reach and increase their impact. Most recently, Lynn has led the development of a new PTS movement for grassroots social change with 9 other homelessness organisations across the country calling for a paradigm shift so that the system to work for people going through tough times.

Martin Pratt

Martin is the Executive Director for the London Borough of Camden. He is Chair of the Association of London Directors Children's Services and leads Prevent and Youth Justice. He is a member of the Council of Reference of The Association of Directors of Children's Services and is the Chair of the board of The Staff College. Martin co-chairs the Safer Children and Young People's Board for London and is the local authority representative on the Mayor's Knife Crime Executive. He has chaired multi-agency groups looking to expand and improve appropriate adults provision and to improve the response to children in custody. Martin has over thirty-five years' experience in the field of Children's Services and Education and was previously Director of Children and Learning at Luton Borough Council. He was a member of the Implementation and Advisory Group for the DfE and DH Safeguarding Children Research Initiative, the findings of which were published in the Messages from Research series. Previously he has acted as an Expert Adviser on "Issues in Earlier Intervention - identifying and supporting Children with Additional Needs" – a DCSF research publication (March 2010) and was a member of the National Task and Finish group on Children's Workforce Reform.



Pamela Dow



Pamela leads public service reform for Catch22, a social business working in more human and locally accountable ways to support people from cradle to career, and unlocking capacity across all sectors. A senior civil servant for a decade, Pamela supported the education reform programme of Rt Hon Michael Gove MP 2011-2014, joining him again as Director of Strategy at the Ministry of Justice to help design a more devolved, and accountable prison and probation system. As well as influencing a range of public policy reforms, Pamela has a record of supporting social entrepreneurs and 'disrupters' to challenge and improve the status quo, from Code4000, the first coding project in UK prison, to Beyond Bars, the first prisoner debating tournament. Pamela sits on the Board of the Catch22 Multi Academies Trust of Alternative Provision schools. She also formalised Catch22's incubation programme, and sits on the Board of successful 'incubee' 'London Village Network'. Pamela is an adviser to the Weidenfeld Hoffman Trust's scholarship and leadership programme at Oxford University, and Switchback, an East London rehabilitation programme. She is a frequent judge for schools project Debating Matters, and panel speaker at the annual Battle of Ideas. Pamela founded 'De Beauvoir Debates', a quarterly event series in North London.

Toby Lowe

Toby is a Senior Research Associate at Northumbria University. His current research interests are in public and social sector performance management. This focusses on helping those engaging in social change to be more effective at what they do. His role at the Business School also includes developing relationships between the University and those seeking to create social change. This includes developing the Leaders Network for Social Change, and the Little Heresies in Public Policy seminar series. His current research projects are: 1. Funding in Complex Ecologies - research in partnership with Collaborate on how funders and public sector commissioners are responding to complexity. This work has identified a new complexity-informed paradigm for public management, outlined in the report 'Whole New World: Funding and Commissioning in Complexity'; 2. a three-year action research programme funded by the Tudor Trust which explores how organisations are



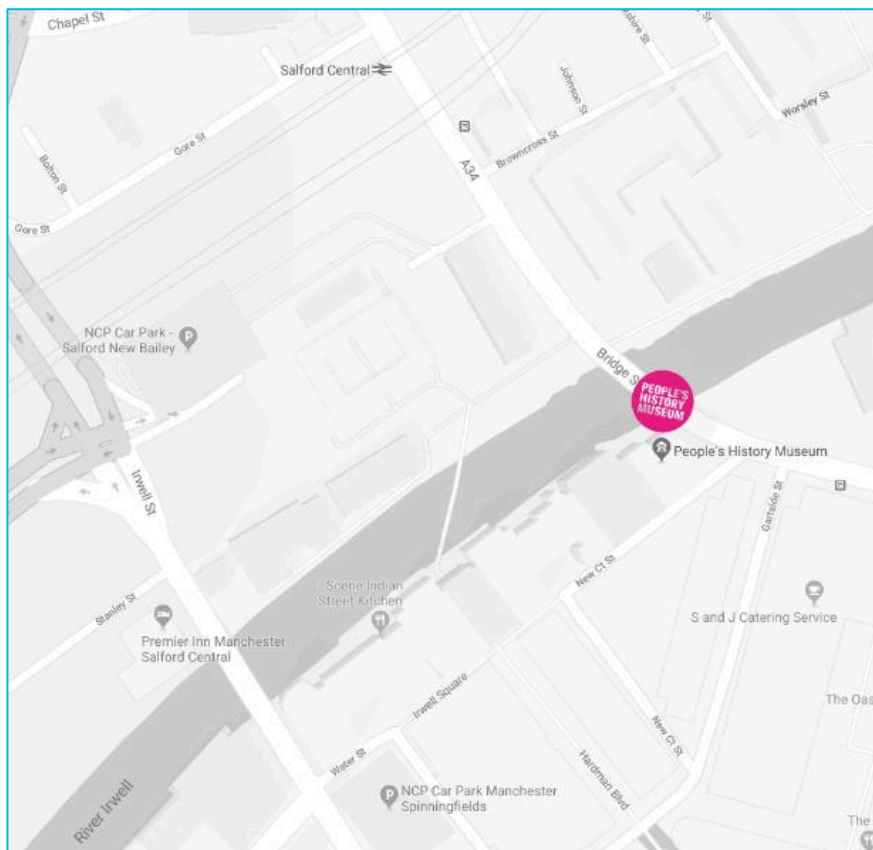
implementing the emerging complexity-informed paradigm for public management, and are supporting the creation of a Community of Practice for organisations who want to work in this way; and 3. Place-Based System Change - working in partnership with Lankelly Chase on their programme to support system change for people who experience Severe & Multiple Disadvantage

How to find us

People's History Museum

The People's History Museum is located on the corner of Left Bank and Bridge Street in the Spinningfields area of Manchester city centre.

People's History Museum
Left Bank
Spinningfields
Manchester
M3 3ER
United Kingdom



Transport in Manchester

Please note that the People's History Museum does not have an onsite car park. Visitors are encouraged to use public transport where possible.

Car Parking

If you decide to travel by car the nearest car parks are as follows:

- On-street parking meters, without time limit (New Bailey Street)
- Pay & Display machine parking bays, without time limit (Stanley Street, on the opposite side of the River Irwell to the museum)
- Designated on-street accessible parking bays, without time limit (nearest 5 bays: St Mary's Street, off Deansgate)
- New Quay Street, Spinningfields/Bridge Street (2-5 min walk)

Trains

Direct train services to Manchester run from [London Euston \(serving Manchester Piccadilly\)](#), [Newcastle \(serving Manchester Victoria\)](#) and [Sheffield \(serving Manchester Oxford Road\)](#). For more details and to plan your journey, visit [National Rail Enquiries](#).

Walking distances to the People's History Museum from the Manchester's train stations are as follows:

- Salford Central (2 min walk)
- Manchester Victoria (15 min walk or 8 mins on free Metroshuttle 1 or 2)
- Manchester Piccadilly (20 min walk or 10 mins on free Metroshuttle 1, 2 or 3)
- Manchester Oxford Road (20 min walk or 10 mins on free Metroshuttle 2 or 3)

Buses

Transport for Manchester operates a *free* Metroshuttle bus service around the city. The nearest bus stops serving the People's History Museum are Byrom Street (3 min walk) and John Rylands Library, Deansgate (4 min walk). For full service timetables and route maps please visit [Transport for Manchester](#).

For any enquiries regarding the seminar you can contact the GO Lab team at golab@bsg.ox.ac.uk or by phone +44 (0) 1865 614330.

Delegates

Name	Affiliation
Adam Whitworth	University of Sheffield
Adela Sobrepera	Workforce Development Trust
Adrian Ashton	Adrian Ashton
Aimee Hardy	Centre for Social Impact Bonds, Department for Culture Media and Sport
Alex Shirley	Changing Lives
Amee Yostrakul	Edge Hill University
Andreea Anastasiu	GO Lab
Bethany Chew	Northumbria Police
Charlotte Patterson	Stockport Council
Chris Glynn	The Children's Society
Chris Tribley	Novus
Chris Tuke	Reducing Parental Conflict Programme
Christina Economy	GO Lab
Clare Fitzgerald	GO Lab
Dami Matte	HM Inspectorate of Probation
Dave Kelly	Greater Manchester Combined Authority
David Clarke	HM Prison and Probation Service
Elaine Colleran	3SC/Purple Futures
Elaine Morgan	Greater Manchester Combined Authority
Eleanor Carter	GO Lab
Elena Bagnera	Centre for Public Impact
Eloise Sobczyk	Centre for Social Impact Bonds, Department for Culture Media and Sport
Emma Bates	Central England Law Centre
Franziska Rosenbach	GO Lab
Gary Wallace	Plymouth City Council
Grace Young	GO Lab
Hannah Mahoney	Golden Key
Henry Kippin	West Midlands Combined Authority
Henry Ngawoofah	Grace Incorporation Faith Trust (GIFT)
Holly Andrews	Ignite
Jacqui Mckinlay	Centre for Public Scrutiny
Jake Leeper	Centre for Youth Impact
James Magowan	Centre for Social Impact Bonds, Department for Culture Media and Sport
Jamie Anderson	Age UK Wirral
Jane Eckford	Solace in Business

Jane Forrest	Greater Manchester Combined Authority
Jenny North	Dartington Service Design Lab
John Toman	Ignite
Jonathan Flowers	My Society
Jordan Harrison	Manchester Metropolitan University
Joseph Spours	Nottingham Trent University
Karen Challis	Sheffield Futures
Karen Presto	Bolton Council
Laura Quiroz Lopez	GO Lab
Lee Whitehead	Quality in Care Services Ltd
Leigh Crowley	GO Lab
Linda Meadows	Nottingham Trent University
Lisa Wright	Stockport Council
Louise Dore	Sheffield City Council
Lynn Mumford	Mayday Trust
Lynne Wardle	Thrive Associates
Mara Aioldi	GO Lab
Margot Gagliani	Centre for Process Innovation
Mark Saunders	Ferrovial Services
Mark Tuckett	Sheffield City Council
Martin Pratt	London Borough of Camden
Martin Pratt	Camden Council
Martin Quinn	The Children's Society
Mary Roche	Nova
Matt Bell	POP+
Nancy Scheerhout	Manchester Metropolitan University
Natalie Howcroft	Inspire North
Nicholas Aspey	Bolton Council
Nick Kimber	Hammersmith and Fulham
Nicola Tyson	NHS
Nigel Ball	GO Lab
Pamela Dow	Catch22
Patrick Donajgrodzki	HM Prison and Probation Service
Paul Riley	Outcomes UK
Peter Dobson	The National Lottery Community Fund
Peter Scott	Staffordshire Commissioners Office
Rachel Dyson	Oldham Council
Rakesh Mistry	Birmingham Childrens Trust
Richard Hewitt	Thrive Associates
Richard Selwyn	Ministry of Housing, Communities and Local Government
Richard Vaughan	Youth Justice Board
Rob Francis	Traverse

Robert Fenwick	Ministry of Justice
Roger Harding	RECLAIM
Rosemary Boylan	Wirral Council
Sara Barry	Lincolnshire County Council
Sarah Pearson	Centre for Regional Economic and Social Research
Sarah Taylor	Tempo Time Credits
Sharon Caddell	Cleveland Police & Crime Commissioner's Office
Sian Rogers	Calderdale MBC
Silverio Zebral	Organization of American States
Sonia Dixon	Khulisa
Sophie Williamson	Coffee Creations
Sundeep Saundh	Sodexo
Susan Brown	SBM
Susan Field	HM Prison and Probation Service
Tanyah Hameed	GO Lab
Thomas Griffiths	Ministry of Housing, Communities and Local Government
Thomas Johnson	Greater Manchester Combined Authority
Tim Beyer Helm	European Parliament
Trinley Walker	New Local Government Network
Vanessa Lefton	Centre for Social Impact Bonds, Department for Culture Media and Sport
Yasser Awad	Metropolitan Police Service
Zoe Appleton	Zoe Appleton Consulting Ltd

THE COMMUNITY PARADIGM

N L G N

WHY PUBLIC SERVICES NEED RADICAL CHANGE AND HOW IT CAN BE ACHIEVED



EXECUTIVE SUMMARY

With power comes responsibility. This is the essential truth at the heart of this paper. We contend that if public services are to move towards a more preventative approach then individual citizens, and particularly their communities and networks, must take on much greater responsibility for their own lives. However, that flourishing of responsibility will only occur if citizens and communities are given the power to exercise it. This means fundamentally challenging the strong tendency of public services to hoard power rather than share it.

This tendency is not inevitable. It was developed over many years by three successive paradigms of public service delivery:

- **CIVIC PARADIGM:** Lasting from the sixteenth to the early twentieth century, this was based on an evolving patchwork of independent bodies delivering limited public services funded by voluntary contributions and, increasingly, some tax.
- **STATE PARADIGM:** This transformed public services from the 1940s through to the early 1980s. They were unified under central government and entirely tax-funded with the goal of providing universal, comprehensive and free-at-the-point-of-use provision. The State Paradigm extended the hierarchical systems already evident under the Civic Paradigm, based on the firm belief that officials and experts knew best how to care for the wider public. Service users and communities were widely regarded as passive recipients.
- **MARKET PARADIGM:** This developed in the 1980s and is now reaching the end of its era of influence. It sought to improve the cost and efficiency of public services and to widen the choices available to users by marketising provision and involving the private sector in delivery. It did not, however, effectively dismantle the hierarchical practices of the previous paradigms. Rather, it introduced a strongly transactional element into the relationship between service and user.

None of these paradigms foresaw the major challenge facing public services today: rising demand. As a result, they do not provide the mindset or tools to meet that challenge. The hierarchy of the State Paradigm leaves it unable to build the collaborative, egalitarian relationships with individuals and communities that are necessary to create the preventative approach that can stem rising demand. The transactionalism of the Market Paradigm is equally ill-equipped for a collaborative approach. It insists on dealing with separate issues or symptoms on their own terms rather than addressing the more complex whole.

As a consequence, these paradigms trap public services in an approach that is obsessively focused on delivering a response to acute problems in the short-term, rather than focused on addressing the root causes which generate them in the first place.

In addition, at a time when people are increasingly clamouring for a say over the big decisions that affect their lives, paradigms that enshrine hierarchy or see citizens only as atomised consumers will add to a growing sense of alienation and frustration with public services and the state. This need not be inevitable.

Rather than lead to alienation, the popular desire for influence could be employed to build the more collaborative relationship with citizens necessary for a shift to prevention. It can be a force to mobilise communities around public good.

To this end, we argue that there is an urgent need for a new model of public service delivery: the Community Paradigm. The fundamental principle underpinning this paradigm is to place the design and delivery of public services in the hands of the communities they serve. In this way, a new, egalitarian relationship can be built between public servants and citizens: one that enables the collaboration necessary to shift to prevention; one that requires communities to take more responsibility for their own well-being; and one that means citizens and communities can genuinely 'take back control'.

Three broad principles underpin the Community Paradigm, based on emerging practice:

- **EMPOWERING COMMUNITIES:** Shifting decision-making power out of public service institutions into communities with consequent changes to governance arrangements. We can see early efforts at such an approach led by Wigan, Gateshead and Cambridgeshire councils. It is also present in the New Care Models launched by the NHS, some social enterprises, the rise of community businesses and emerging models of education.
- **RESOURCING COMMUNITIES:** Placing control of public service funding in the hands of communities to ensure that power and responsibility are genuinely transferred. This is increasingly happening with 'discretionary' spend but there is a need to transfer core, strategic budgets as well. The promise of this exists in some local government initiatives and in the Big Local scheme funded by the Big Lottery.
- **CREATING A CULTURE OF COMMUNITY COLLABORATION:** A wholesale shift to prevention can only occur when public service organisations and communities break the hold of hierarchical and transactional mindsets and embody a more collaborative set of behavioural norms. This must start with the culture of public service organisations themselves. Highly effective efforts at such change are well established in Wigan and Rutland councils and the Bromley by Bow model amongst many others, and can be seen in the spread of 'asset-based' approaches.

To achieve these principles, the Community Paradigm requires change on the part of central government, local government and the wider public sector. To that end, we outline four policy proposals:

- **UNCONDITIONAL DEVOLUTION:** Powers and resources cannot be transferred to communities if they remain centralised in Whitehall and Westminster. A precondition for the Community Paradigm is a major process of devolution, led by the principle of empowering communities rather than centred on technocratic economic concerns, complex bespoke deal-making and centrally-imposed conditions.
- **PARTICIPATORY AND DELIBERATIVE DECISION-MAKING:** Communities must have influence over the big strategic decisions which affect their services, as well as matters of implementation and delivery. This will require the adoption of more participatory and deliberative approaches to decision-making, to deepen and strengthen our representative traditions.
- **COLLABORATIVE DELIVERY:** Reformed public service delivery needs to be shaped by the notion of collaboration both between services and with users. Services need to be incentivised to work together across a place rather than within separate organisational silos. The great benefits of asset-based approaches in working with people must be accepted and enabled by central government and wider public sector policy, not undermined with an approach led by sanction and punishment.
- **COMMUNITY COMMISSIONING:** The power to commission services needs to be shared between public service organisations and communities or handed over entirely to communities with expert support from public services. Only then can the necessary transfer of powers and resources to communities occur.

Public services are in need of radical change if they are to survive the big challenges they face. Methods of change tried in recent years – top-down reform programmes, implementing long lists of worthy goals, innovation transfer – have been unable to generate the necessary depth of transformation. History reveals that radical change only comes with a major shift in the governing principle and mindset shaping decisions and behaviours across public services. That is what we propose here, in the form of the Community Paradigm. The chart opposite summarises our understanding of three public service paradigms, and how the new Community Paradigm differs from them.

We hope that by setting out this new paradigm emerging from actual public service practice, we can begin to build a coalition of the willing who are inspired by the idea of pursuing a systemic shift towards prevention and see the benefits of transferring power and responsibility from within public services to institutions.

FOUR PUBLIC SERVICE PARADIGMS



Paradigm	CIVIC	STATE	MARKET	COMMUNITY
Period	Sixteenth to mid-twentieth centuries	Mid-1940s to early 1980s	Mid-1980s to mid-2010s	Emerging late 2010s
Key organisational principle	Basic services designed and delivered by voluntary and mutual associations and limited local state	Public services designed and delivered by experts employed by the state	Public services designed and delivered to work like a business transaction and act like a market	Public services designed and delivered by and with communities
Key problems seeking to solve	Alleviating destitution and delivering basic local infrastructure	Meeting cradle to grave needs and slaying the five 'giant evils'	Operating efficiently and meeting user demand for choice	Reducing rising demand by meeting citizen appetite for participation
Ideal locus of power	The civic association and its leaders	The state and its bureaucrats and experts	The service customer	The community and the people in its network
View of service user	Passive subject	Entitled and passive citizen	Customer	Creative collaborator with public servants
View of public servant	Volunteer/enlightened bureaucrat	Cog in a machine	Cost centre	Creative collaborator with citizens
Implementation method	Charitable and mutual activity, municipal activism	Institution building	Market creation	Culture change
Iconic policies	The Poor Laws, the workhouse, slum clearance, public provision of gas and waterworks	Establishment of the NHS and welfare state; National Insurance expansion	Compulsory competitive tendering; user choice; provider/commissioner split	Unconditional devolution; participatory and deliberative democracy; collaborative delivery; community commissioning
Organisational culture	Hierarchical	Hierarchical	Transactional	Creative, collaborative
Funding model	Charitable and mutual contributions, plus limited taxes from local state	Public funds distributed and controlled by experts and bureaucrats	Public funds follow user demand and placed in hands of individual users	Funds distributed and controlled by user groups, communities and citizens
Location of governance	Decentralised: charitable and mutual boards, local state	Centralised: Whitehall and directed local councils	Centralised: Whitehall and corporate providers with shrinking local council role	Decentralised: community groups, local councils, decentralised public services
Attitude to technology	Designed to assess, monitor and control dependents	Designed to improve bureaucratic efficiency	Designed to enable faster, more diverse offer to service users	Designed to provide platforms for collaboration and community mobilisation
Political context	Laissez-faire era	Social Democratic era	New Right era	Anti-establishment era
Buzzwords	Deserving/undeserving, charity	Expert, plan, regulations	Efficiency, competition, choice	Collaboration, prevention, shifting power
Intellectual hero	Thomas Gilbert, Eighteenth century Poor Law campaigner	William Beveridge, Author of the Beveridge Report	Milton Friedman, Free market economist	Elinor Ostrom, Economist focused on community self-organisation