



Emma Puerari

URBAN PUBLIC SERVICES INNOVATION

Exploring the 3P and 4P Models

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URBAN PUBLIC SERVICES INNOVATION

Exploring the 3P and 4P Models

Preface

The world as we know is in constant transformation. Cities are facing the challenge to continuously maintain and upgrade urban institutional and spatial settings that are able to respond to evolving citizens' needs and values of different nature (i.e. economic, psychological, sociological, ecological). *Public services are fundamental* in urban environments for the creation and development of such values. Changes and innovations in the governance models of services aiming to answer new challenges, demands and priorities might have considerable *implications for planning research and practice, policy development and societal well-being*.

Starting from these premises, the major aim of this work is to analyse the interdependence between urban public services innovation processes and the related governance models. The main research question explored throughout this book is: *how are public services innovating in relation to their governance models within urban environments?*

Originally, the development of this research was triggered by three main reasons.

First, the assumption that *innovation in public services production and provision is essential* to meet the continuously changing needs of society, especially when those needs are evolving to adapt to fast rising challenges (i.e. globalisation, energy and economic crises, climate change, etc.).

Second, innovation of public services is strictly related to governance models in service provision, but *the existing relationship between service governance and their innovation processes is underexplored* by the existing literature. In particular, there is no clear distinction between change and innovation in such context. A comprehensive framework that explores the variables that characterise services innovation is missing.

Third, when services are changing, governance models - the public-private partnership (3Ps) model during the nineties and the public-private-people partnership (4Ps) model in the XXI century - are often proposed and promoted as a panacea. However, it is not clear (i) how and under what conditions 3Ps and 4Ps work and (ii) how are these models influencing public services innovation.

After five years from the day that this thesis was defended, there are some considerations to highlight how the publication of this book is still relevant and important at this moment in time for both societal and theoretical reasons.

First, this research (started in 2012) was inspired by the rise of non-state action in cities, by individual collectives and private entities reacting to the effect of the last financial crisis in Europe (after 2008). Such crisis triggered the rise of new collaborations between different stakeholders and

could already be seen as a “game changer”- an event that changes the rules of the games, or the current conditions in place - at that time. Nowadays, we are looking forward to a post-pandemic world. This work presents crucial reflections for the challenges that the crisis we are currently living poses to us, as for example for the crucial role that urban service (including health and public spaces) are playing in urban environments.

Second, a great amount of literature focuses on the shift that happened in the last decades from government to governance. However, the word governance has two different declinations: governance of policy and governance of services. The second one is mostly referring to the development of infrastructures and the 3Ps model, rather the 4Ps model remains underexplored.

In connection to the previous consideration a *third* point arise. During the last decades, also thanks to European policies, research on Urban Living Labs (ULLs) bloomed in both academia and practice. ULLs promote the collaboration of public institutions, private actors, academia and communities through co-creation (or co-production). As explored in this book, the concepts of co-creation and co-production are very much related to the 4Ps model in public service production and provision. For this reason, this book represents a unique contribution to such debate.

Fourth, in the last years the literature on sustainability transition and transformation has been spreading in both academic and societal discourses. The exploration that this book proposes of change and innovation in public services represent a valid contribution to such discussions. In particular, it contributes with an analytical framework for innovation processes in public services and with a reflection on the relationships between such processes and their governance models.

Finally, this research has been the base and background for some publications and reflections I worked on in the last years, but most of the work that is included in this book is still original research.

This book is aimed at scholars in the field of planning, public policy, service design and sustainability transition. The scientific foundation of the book also makes it suitable for academic educational purposes. Academics at BSc, MSc and PhD levels studying in the mentioned fields and in particular to those aiming at a professional career in planning, service and strategic design, public institutions as well as in private organisation. Also, this book can serve at practitioners in the field who are actively involved in public institutions, private sector and in both for profit and non-profit organisations. I hope it will give them an insight into what service innovation is and on how it relates to governance models; on what are the benefits and risks of these partnerships in service provision in a way that can help them to overcome their daily practice.

Operationally, the purposes of this book are to:

- i. Develop a framework to analyse innovation in public services by observing the variables on service provisions and the variation in their governance models.
- ii. Discussing two of the governance models related to service provision, public-private partnership (3P) and public-private-people partnership (4P) model, by identifying strengths and weaknesses of both.
- iii. Explore governance models related to service provision by the analysis of three case studies –Milan (IT), Athens (EL) and Rotterdam (NL) - where particular environments and changes are causing governance shifts in the management of some specific urban services.

Chapter 1, “Introduction and Background”, provides the context of the book. Not only, it lists the research questions and aims of the research, but it also provides a definition of what urban public services are, starting from two distinctions: (i) between goods and services; and (ii) between change and innovation. This chapter includes an overview of the governance models related to public services innovation, ending with a reading guide for the book.

Chapter 2, “Three Variables on Services Innovation”, analyses how services innovation processes occurs. The mechanisms, circumstances and triggers of service innovation are identified through a literature review. This chapter puts forward a framework useful for the description and analysis of service innovation processes. The framework has been built synergistically and simultaneously to the work on the three case studies (Chapter 4).

Chapter 3, “Two Governance Models in Service Provision”, presents an analysis of the 3Ps and 4Ps models in service provision. Firstly, it presents the reasons why the 3P model arose, what are the arguments that sustained it and the existing critiques to this model. The second part focuses on explaining what is the 4P model and the reasons why it arose.

Chapter 4, “Three European Case Studies of Urban Services for Public Space Keeping”, analyses three case studies of public services innovation by using the framework presented in Chapter 2. The case studies focus on “Public-Space-Keeping” services in three European cities – Rotterdam (NL), Milan (IT) and Athens (EL). The analysis is then related to a reflection on governance models in urban public services provisions.

Chapter 5, “Conclusions: General Results, Critical Issues, Further

Works”, reflects on the governance dynamics emerging in services innovation processes, on the interrelationships between service innovation and governance models and on the level of formal and informal partnerships between different actors. This chapters presents reflection on the criticalities of the development of this work putting forwards what could be future research paths.

Chapter 6, “Annexes”, presents all the complementary documents of the book, including the transcriptions of the interviews made.

All these six chapters make the book unusual in many aspects. The theoretical background integrates different literature domains such as public policy, urban planning and service design literature. It is quite exceptional to see all these perspectives coming together in a unique work on urban environments. While developing this book, I believe I expanded my ability to understand and navigate different perspective on urban issues such as service innovation. This work is also including empirical data based on the analysis of three European case studies. While in the last years studies on the city of Rotterdam and its collectives has been blooming, as well as the literature – mainly in Italian - on the “collective gardens” in Milan, a comparative study focusing on central and southern European cases was missing for a broader audience. For this reason, a comparison of the case of Rotterdam, Milan and Athens represent a worth read.

I hope this book will inspire readers to embark on the journey of exploring public service innovation in both research and practice as a key element to develop value for people and organisations for a meaningful societal transformation.

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Emma Puerari



Politecnico di Milano
Department of Architecture and Urban Studies
Doctoral Programme in Territorial Design and Government

Urban Public Services Innovation

Exploring the 3P and 4P Models

Doctoral Dissertation:

Emma Puerari

Supervisors:

Prof. **Grazia Concilio**

Prof. **Stefano Moroni**

The Chair of the Doctoral Program:

Prof. **Rossella Salerno**

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Chapter 1

1. Introduction and Background

1.1. Research Question and Aims

Public services are one of the fundamental tools for value creation and exchange, as well as their considerable implications for research, practice, societal well-being, public policy and for the experimentation of governance models in service provision. Innovation in public services "will be essential to meet the economic and social challenges of the 21 century" (Denham, 2008), as increasing growth, performance, employment, knowledge and skills. Indeed, cities are facing challenges to maintain and upgrade urban infrastructures and establish efficient, effective, open and participative innovation processes to jointly create the innovative applications and public services able to respond to citizens' needs (Bekkers et al., 2011). In particular in this time of growing complexity, due to the crisis of representative democracy, the globalization of culture and economy, the rising cost of energy, the financial crisis and the subsequent economic crisis, the problem of fragmentation (diversity), the ageing of the population, the increasing interest (at all scales from local to global) in environmental issues (Albrechts, 2013).

Indeed, while public services are innovated, different governance models in service provision are experimented through continuous and complex processes, aiming to answer to new challenges, demands and priorities. It becomes especially true during periods of abrupt changes and transformation, which are often unclear and uncertain (Gunderson and Holling, 2002). It is worthwhile to explore possible renewal of public services within urban environments, due to the fact that cities and urban areas, as complex socio-ecological systems, offer several and diverse opportunities for experimentation in different areas, as health, environment, inclusion and business (European Commission, 2014).

Starting from these premises, the research explores both organizational and decision-making dynamics of urban services innovation. The major aim is to identify, for urban public services, the key variables of innovation processes and to analyse the relationship between these processes and the related governance models.

Operationally, the purposes of the research are to:

- i. Identify a framework to analyse innovation in public services by observing the governance models related to service provision.
- ii. Discussing two of the governance models related to service provision,

public-private partnership (3P) and public-private-people partnership (4P) model, by identifying strengths and weaknesses of both.

- iii. Explore governance models related to service provision by the analysis of three case studies -Milan (IT), Athens (GR) and Rotterdam (NL) - where particular environments and changes are causing governance shifts in the management of some specific urban services.

Defining terminology is crucial when speaking about services and services innovation, given that the definition of services has never reached consensus. This section will define what this research considers as services in general and as public services in particular. Also, it highlights some main trends in the change of public services provision in the last decades and the way this relates to governance transformation, offering the framework for a comprehensive understanding of the following chapters.

1.2 Urban Public Services Innovation

1.2.1 Defining Urban Public Services: A distinction between Goods and Services

When looking for a definition, the economic literature traditionally distinguishes between goods¹¹ and services. Such distinction goes back to Adam Smith (1776), who describes *labor* in terms of *productive* and *non-productive*, considering that the first adds to the value of the subject upon which it is conferred and the latter has no such effect: *productive labor* produces physical assets (goods); *non-productive labor* produces non-physical assets (services), which, opposed to goods, cannot be stored in inventories (Hill, 1999). He identifies the characteristics for a distinction between them: goods are non-perishable, tradable and their ownership rights can be established and transferable; differently, services are perishable, non-tradable and their ownership rights cannot be established. Starting from this distinction some scholars add new propositions. Say (1803) introduces the concept of materiality, describing goods as tangible products and services as intangible products. Senior (1863) classifies goods as physical and tangible process and services as a performance. Hicks (1942) focuses on the consumption and production of goods and services: production and consumption of goods are separate and they can be conducted in different locations, while

¹ The terms goods and product are usually used interchangeably (Dhaliwal et al., 2011), even if it has been argued that the meaning of the two words could be different (Araujo and Spring, 2006; Callon et al., 2002).

the production and consumption of services are instantaneous and require specific interpersonal relations.

During the 1970s and the 1980s, service marketing conceptualises the nature of goods as substantially different from that of products. These studies identify four main characteristics along which researchers seem to agree on: intangibility, heterogeneity, inseparability of production and consumption and perishability, the IHIP framework (Edgett and Parkinson, 1993; Zeithaml et al., 1985). *Intangibility* refers to the impossibility to see, feel, taste or touch services in the same manner in which goods can be sensed; *heterogeneity* suggests how the quality of the performance may vary along time, depending on the situation and service participants; *inseparability* refers to the fact that most services require the presence of customers for the production of services; *perishability* considers the fact that most services cannot be stored and therefore depend upon the ability to balance and synchronise demand with supply capacity. These four characteristics, as demonstrated by Lovelock and Gummesson (2004), are not grounded in empirical research and can be subject to ambiguous interpretations and critics.

At the end of the 70's Shostack (1977) is one of the first arguing that *(in)tangibility* can no longer be a fundamental characteristic to distinguish services from goods. He starts considering that although goods are generally tangible, sometimes imagery is applied to them (i.e. brand images, logos, etc.), hence he suggests to consider services generally intangible features that representatives can make tangible. Hill (1999) claims the ambiguity of such features bringing the example of films, music and books, which may have the salient characteristic of goods (the physical object where they are recorded or written, such as paper, discs or tape), but something in common to services (the entities that are recorded on these physical objects). Service *heterogeneity* depends on the interaction among different factors that cannot be predicted in advance, but that arise during each service interaction. Heterogeneity depends on people's cultural, social and experience background and on the way that service interfaces facilitate or inhibit certain actions (Meroni and Sangiorgi, 2011). The major claim against heterogeneity of services is that services can be standardised (Levitt, 1972), but they still have an intrinsic flexibility that goods do not have due to the localisation of provision and to the variety of contexts and people that may be engaged in their provision. Referring to *inseparability* of services, Delaunay and Gadrey (1987) analyse goods and services by the consideration of the relationship existing between producers and users: producer can sell goods without knowing customers, while services always presume a triangular relationship between producer and user. Gadrey's (2000) garage example illustrates such triangular relationship:

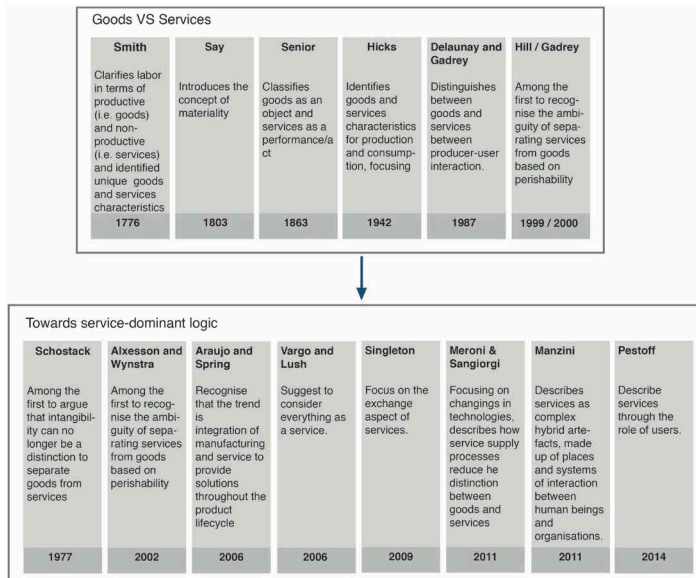
"someone (A) owns a car (B) and the owner (A) requests a garage (C) to repair the car. Ownership rights are not exchanged, but value is created for both the owner in terms of having the car fixed and the owner of the garage in terms of financial reward. This example clarifies how the relationship between producer and user is central to distinguish services from goods. Finally, *perishability* is questioned by Gadrey (2000), who says that it is not a feature for all service sectors, but certainly it may be useful characteristic to recognise; indeed, services are not necessarily perishable since not all services disappear in the instant of their use.

While in 1999 a general definition of goods is reached with Hill's work (1999), according to the System of National Accounts (1993) the definition of services is hardly found. Hill highlights how goods are "physical objects for which a demand exists; they are exchangeable and their unit ownership rights can be exchanged between institutions; they can be traded on markets; they embody specialised knowledge in a way that is highly advantageous for promoting the division of *labor* and their physical attributes are preserved over time even if they exist independently of their owner" (Purchase et al., 2011, p. 20); still the characteristics of goods and services often overlap. Rathmell (1966), taking the dualism to the extreme, describes sculptures as pure goods (no act is performed) and benefits arising from legal consultancy as pure services. Starting from these extremes, and analysing the rest, most goods require supporting services and most services require supporting services to be used (Araujo and Spring, 2006). What is changing is that the distinction between goods and services, as suggested by IHIP framework, is blurring (Parry et al., 2011), challenging the tendency to define services in contraposition to goods. Goods and services may be considered in a continuum rather than to take them separately: there are actually very few pure goods and pure services and it is difficult to distinguish them.

Changes in information and social technologies, in service design, production and delivery processes are reducing the distinction between the two features: even "products themselves are more and more integrated with service functionalities" (Meroni and Sangiorgi, 2011, p. 24). Trying to deal with such new challenges, Singleton (2009, p. 3) suggests looking at services as regulated forms of exchange. Then, using the same logic of exchange and interaction, Vargo and Lush (2004) states that instead of a contraposition between goods and services it may be useful to develop two distinct frameworks: the good dominant logic and the service dominant logic. This paradigm focuses on the concept of value creation that is considered as an interactive process. The former is characterised by tangible resources with embedded value and transaction. The latter provides a shift from the exchange of goods to the exchange of benefits. This approach

foresees that there is no more separation between goods and services, since the "goods are interpreted as appliances for service provision rather than ends in themselves" (Vargo and Lusch, 2004, p. 13) and services are the application of knowledge for the benefits of others.

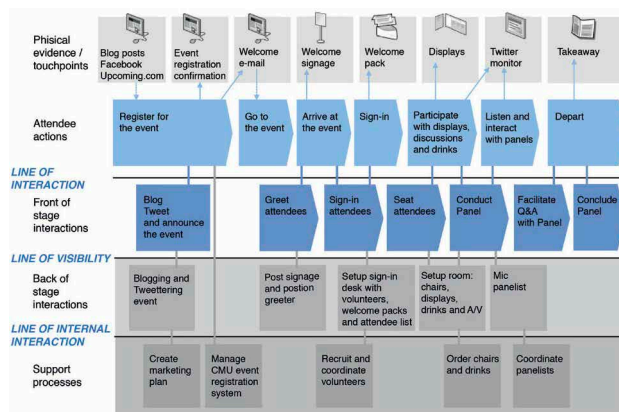
Figure 01 I Defining Goods and Services: from Services vs Goods towards a Service Dominant Logic.



Therefore, "services are complex hybrid artefacts. They are made up of things - places and systems of communication and interaction - but also of human beings and their organisation" (Manzini, 2011, p. 1). They belong to complex socio-ecological systems and they cannot be reduced to mechanical entities; indeed, they are permeated with a network of relationships among people and the environment. Services demonstrate that the users have a qualitatively different role compared to the one that they have in manufacturing (Pestoff, 2014). They are complex processes, which can be based on material substrate or not. Indeed, it is possible to identify product-oriented services (i.e. the automotive industries offer a wide range of services mainly based on goods and products), product-oriented systems (i.e. the entertainment or food industry, mainly based on offering a system based on the product), autonomous services (i.e. the financial services, education services, based on an almost completely immaterial model made of an interaction process of delivery and consumption). They are perishable

in the sense that they exist in the very moment of purchase, deliver and consumption and cannot be possessed, stored or moved, but this does not mean that they are momentary: they are instantaneous but there can be a frequent and long-term relation between stakeholders. Moreover, new ways of purchasing and experiencing services are arising and the inseparability of services is questioned. The access is multichannel thanks to new technologies and new common behaviours: people increasingly demand new access to the information they want, where and how they need it (i.e. home banking services, Wikipedia, etc.) and platforms and delivery mechanism are changing in order to answer new needs. Finally, services are intangible products in the sense that they cannot be touched in the same way of products, but people can experience and get in touch with the service through different evidences or touch-points².

Figure 02 I Example of Service Blueprint (source: <https://www.flickr.com/photos/brandonschauer/3363169836>)



As service design literature highlights design tool³, like *service blueprinting* (Shostack, 1982), identify: (i) different layers of the existing relationship

² The evidence of the service represents the way in which people enter into contact with services: they are the touch-points of services. A touch-point is an entity (person or artefact) that requires users/customers attention and engagement (forms, software, ads, etc.) service requirements and maintenance (call script, data entry, approvals, provisioning) - and any change to the state of this entity has multiple effects through the system. They are positioned on the customer side of the line of interaction and represents "any event that causes cognitive processing about a particular firm or brand and any interface (physical, virtual, digital, experiential, etc.) between customer (or user) and a firm or a brand. Such entities contribute in making the intangible more tangible (Meroni and Sangiorgi, 2011).

³ <http://www.servicedesigntools.org>

between customers and service suppliers, which are separated by different lines such as the *line of interaction*, the *line of visibility* and the *line of internal action*; (ii) the points of customer contact; (iii) the evidence of the service, from the customer's points of view (Figure 02).

Once having clarified the characteristic of services, it is possible to highlight how two features, useful to understand what makes a service public may be fundamental in order to define them: their use or their provision. Focussing on their provision, public services are traditionally associated with only one agent, the public sector. Nevertheless, as the nature of public services, and of public service organizations, has changed over the past thirty years and is still changing⁴, it is not possible to use such characteristics as discriminatory issue for classifying services. Indeed, public services may be provided directly (through the public sector or private sector) or by other forms, such as financing provision (i.e. outsourcing) or by sharing action and part of the production process (i.e. co-production, partnerships). Focussing on the use of service, they are "performance offered in a continuous way, which are able to answer to the collective demand of instruction, health, hygiene, security, mobility, culture, entertainment, sports, administration. They should satisfy the collective material and immaterial needs of communities" (Solarino, 2008, p. 273).

Moreover, when considering urban services an issue of definition may arise. Indeed, urban services are defined in different ways depending on the contexts. In Italy the concept of urban services is extremely linked to that of "standard", defined as a minimum value of the service (green areas, number of parking, etc.) calculated per square meters per inhabitant⁵. In England the concept of urban service is still related to that of standard, but here this concept is less normative. They are defined as a level of excellence, described object of endeavour of what is adequate for some purpose (Gaeta et al., 2013).

Within this perspective, this work considers urban public services those services provided by a specific public agent, the municipality, to people living or acting (working, visiting, etc.) within its jurisdiction, either directly (through the public sector) or by financing provision of services (i.e. outsourcing, public-private partnerships) or by sharing action and part of the production process (co-production, public-private-people partnerships, etc.). Services provided on the urban scale are easier to observe with respect

⁴ This phenomenon is caused by several factors, as for example the mutation of political and socio-ecological contexts in which they develop. It can be required by a sudden unforeseen crisis, which can be environmental (i.e. earthquakes, hurricanes, etc.) health related (as the Ebola cases in Africa in 2014) or a man-made crisis (i.e. arsons) (Osborne and Brown, 2005).

⁵ See the law n.765/67 and the consequent 1444/68 ministerial directorate.

to the interaction between service innovation processes and governance models as well as the interactions between public, private sector and people are getting even stronger than before.

1.2.2. Defining service innovation: A distinction between changes and innovations

The debate about changes and innovations of public services has inspired a vast amount of research, theorizing speculation and wishful thinking around the world (Gallouj and Weinstein, 1997; Moore, 2005; Mulgan and Albury, 2003; Osborne and Brown, 2005; Toivonen, 2010). Indeed, innovation of public services is still a very attractive concept that combines a determination to reform and improve public services (Brown and Osborne, 2013), with a perspective that aims to a sustainable public service implementation and delivery with a general reference to concepts like "modern", "new", "change", etc. However, it is a heterogeneous topic, through variation of definition.

In the early twentieth century studies on innovation focus on the role of innovation in macro-economic change, and are developed by the founding fathers of both market and Marxist economics, Adam Smith (1776), Marx (1974) and Marshall (1966). The latter half of twentieth century witnesses a great emphasis upon micro-economic implications of innovation. During this period, key studies are developed regarding the links between a competitive environment and the needs of the firms to innovate in order to reach a competitive advantage (Porter, 1985) and those concentrating upon the role of innovation in the organisational life cycles (Bessant and Grunt, 1985). These studies represent the basis for the organisation and management studies literature, where innovation is seen as a fundamental managerial issue (Adair, 1990; Drucker, 1985; Kanter, 1985; Peters, 1988).

Hence, in the business management literature, service innovation has a one-range definition that describes it as a key tool used by the entrepreneur to produce advantage for their business. "Innovation is the art that endows resource with new capacity to create wealth" (Drucker, 1985, p. 25). Still referring to management literature, Rogers and Shoemaker (Rogers and Shoemaker, 1971, p. 19) define innovation "an idea, practice or object perceived as new by an individual". Most of the study follows this perspective of relative definition of innovation: new for someone, or for an organisation, irrespective of whether it represents an absolute "first use" of something (Knight, 1967; Zaltman et al., 1973). Altshuler and Zegans (1997) offer a concise definition of innovation; they said that it is something new, but it is more than a new idea, it is a new idea put into practice. This idea

of novelty in action implies that novelty counts as an innovation only if it renders "the whole notably different from what has gone before". Similarly, Moore (1995) report that a "simple definition works well: an innovation is any reasonably significant change in the way an organization operates, is administered, or defines its basic mission"; hence, not all organizational changes qualify as innovations. Some are simply too small, obvious to warrant much analytic attention. Those changes, with the worth to be recognized as innovations, should be globally (or at least locally) new to the organization; be large enough, general enough, and durable enough to appreciably affect the operations or the character of the organization; or be consciously designed or adapted as a response to a perceived problem by some level of the organization. This usually means that the change has a significant impact on performance; an innovation, pertaining to analysis, should improve the performance of an organization, thus excluding efforts that failed. Hence, the criterion of success in improving organizational performance must be included in the operational definition. Other listing of innovation exists, for example, Lynn (1997) says that innovation is properly defined as an original, disruptive, and fundamental transformation of an organization's core tasks; it changes deep organisational structures and changes them permanently. Kolb and his colleagues (1979) as well as Osborne and Brown (2005) assert that changes are gradual improvements and developments of existing services and/or their organizational context; hence, they represent continuity with the past, whereas innovation represents a specific form of change: the introduction of new elements into public service, like new knowledge, new organization and/or new management or procedural skills. Hence, they suggest that discontinuity with the past may involve the satisfaction of new needs, the development of new skills and competences and maybe also for a reorganisation of the existing structure. Innovation in public services is also related to the creation and implementation of new processes, products, services and methods of delivery which result in significant improvements in outcomes, efficiency, effectiveness or quality (Mulgan and Albury, 2003; Tidd and Bessant, 2009; Wolfe, 1994). Innovation is defined as the perception of gaps from other subject and the needs and attempts to fill them; it may be a borderline experience to stand out of the crowd, when creative ideas are transformed into opportunities for society (Ulk et al., 2008, p. 62).

Then, other scholars focus on the necessity that such "new thing", that has been developed, becomes accepted by the market or in society. It must be something that has more than one application (Amabile et al., 1996; Kanter, 1996; Sundbo, 1998) and it may also include reinvention or adaptation of an innovation in another context, location or time period (Rogers, 2003; Thompson, 1965). Innovation is the creation of something to solve problems

with a significant economic impact (Drejer, 2004). Significantly in contrast with these definitions Zegans' research found out that innovation is part of the everyday practice and search for ways to improve performances, which not necessarily subverts the conventional practice. Hence, small adjustments in relation to particular actors can also be counted as innovation (Gallouj and Weinstein, 1997). On one side there is Drejer's (2004, p. 557) vision that considering these small adjustments as innovation means "equalising learning, competence development and knowledge codification with innovation". On the other, Gallouj and Windrum (2008, p. 144) reply to this critique that one specific characteristic of innovation is the degree of indirect reproducibility. These small adjustments lead to the building of new competencies, which become an integral part of a service and will change a service indirectly.

Hence, services innovation is characterized by something that is more comprehensive than creativity, invention (Bessant, 2003) or change (Osborne and Brown, 2005), but there is no general agreement about how to define it. According to Fuglsang (2010) across the literature there is only a general agreement that innovation consists of two related activities: 1) doing something new, and 2) developing this new to work in a given context

1.2.3. Public Service Innovation and related Governance model in Service Provision

Changes and innovation in the nature of public services are strictly related to their governance model in service provision. In service innovation processes, impacts and outcomes are important. Service innovation processes are characterised by specific variables that happen at the micro-level; such variables describe the way in which innovation occurs (see chapter 2). On the other hand, service innovation processes may be strongly influenced and affected by the existing relation between the actors involved in public service provision.

Scholars mainly present service variables without distinguishing them clearly from transformation in governance model in service provision, which are instead described as obvious services innovation, rather than describing them as organisational changes that may influence and contribute to service innovation (see for example Hartley, 2005). This tendency spreads with the assumption that competition between different stakeholders in public service provision drives up standards and enhances innovation (Hartley, 2013, p. 45). This blurring in the demarcation between organisational change and innovation is a direct consequence of the diversity of definition of innovation itself. Hartley (2005) points out three competing paradigms

of governance and public management in service provision: 1) traditional public administration, 2) new public management and 3) networked governance or citizen-centred governance. The first corresponds to a traditional environment, where the public sector provides services. The second is a competitive environment in which needs are defined by market and innovations concern organizational changes. The third is a continuously changing and diverse organization in which needs are seen as complex and unstable, and where innovation takes place both at the organizational level and at the local level.

Since the last decades, the NPM paradigm⁶, which is grounded in a critique of bureaucracy as the organizing principle within public administration, causes a wave of state reforms (Hood, 1991). The first reform, during the 80s, is focused on economic liberalization and institutional change, but the second, aiming to service innovation to make services more efficient with regard to people, generates a set of managerial changes in service supply structure (Walle and Hammerschmid, 2011). The debate about change in public services provision becomes most focused on the assumption of the superiority of the private sector and private sector management on public sector. Such superiority is mainly addressed in respect to the withdrawal of the welfare state in managing public services and to the ineffectiveness of the public sector in providing efficient services, both economically and in terms of satisfaction of people needs (Stewart and Walsh, 1992). The main issues addressed by NPM regarding public service innovation are aimed to enhance the transparency of the public administration in accounting terms through reworking budgets, link incentives to performance, viewing public organizations as a chain of low-trust relationships. Scholars stress the necessity to shift from a functional planning structure of public service provision to a more market-centred procedure, disaggregating functions into quasi-contractual forms and opening up provider roles to competition among agencies or public agencies, firms and no-profit bodies. The debate is focused on the necessity to trigger the diminishing of the public provider roles to increase the choice of the user to move from one provider to another, rather than suffer the ineffectiveness of public sector, stressing on the elimination of duplication, overlaps and waste of public sector (Dunleavy and Hood, 1994). As a result, the second reform turns the welfare state into a new state that features a diversity of actors in the delivery

⁶ The NPM is defined by Hood (1991, pp. 4-5) as "an ideal type" that includes: 1) Hands-on professional management in the public sector, 2) explicit standards and measures of performance, 3) greater emphasis on output controls, 4) shift to disaggregation of units in the public sectors, 5) shift to a greater competition in public sector, 6) stress on private-sector styles of management practice, 7) stress on greater discipline and parsimony in resource use.

of services (Evers and Laville, 2004): the public sector has had to become involved in networks to ensure the realization of activities that pertain to the public interest.

Then, there has been a shift towards a more networked model of governance in service provision (Newman, 2001). Such model has been addressed also as an evidence of more steering towards citizen-centred governance (Denhardt and Denhardt, 2011), which is described as an alternative to the state and the market (Hartley, 2005) for service provision. As well as the NPM has been fostered a shift from direct public provision to the involvement of private sector in public service provision; during the first decade of the XXI century the debate focuses on the emerging roles of users and communities in service provision. The main topics, addressed in favour of this change, are linked to several critics emerged against the first shift occurred. The main critics are related to not being able to address the goals, which had been proposed for their implementation (i.e. unable to reduce accountability, unable to achieve economic efficiency, etc., see chapter 2) (Hodge and Greve, 2007; Swyngedouw, 2009; Willems and Van Dooren, 2011). Starting from the critics, new visions are emerging: new forms of service provision arise that, aimed at reframing and redefining public values, contribute to change governance in service provision. The main reasons of this shift are mainly economical and related to efficiency and quality of service (Pestoff, 2014), but also to the necessity of restoring trust in governments and increasing social cohesion and raising levels of social capital (Fledderus et al., 2014). These prompts of different service provision, although not being predominant, are causing and triggering changes in public service provision, giving way to new relationship between the public sector, the private sector and the civil society, which is addressed more and more as a fundamental stakeholder in service provision structure since citizens demand even more personalized public services (Albury, 2005). Collaboration between public, private sector and civil society is addressed to be a way to increase trust through dialogue, knowledge and resources sharing between sectors in order to create environment that can facilitate service able to respond to citizens' needs (Boyle and Harris, 2009). Some literature is also addressing such practices to be a way to increase citizens' participation in urban environment (Arena, 2006) or to be a way to stimulate different ways of interaction between the stakeholders involved, experimenting practices in a collaboration perspective (Concilio and Molinari, 2015).

Both paradigms, NPM and citizen-centred governance, may be peculiar of a particular ideology and historical period. However, they can also be seen as competing: they can co-exist as layered realities in different contexts or in the same environment, calling for different structure of service provision.

The emphasis on NPM and on a citizen-centred governance encourages innovation to embrace different governance models in service provision. In the last thirty years a gradual shift started from a traditional public sector and private sector perspective towards a more complex view that involves a wider set of actors: they have stimulated the spread of governance models in service provision that involves public and private sector (i.e. public-private partnership, outsourcing) and between public, private sectors and people (i.e. public-private-people partnerships).

1.3. Summary

This work focuses on urban services, defined as such services provided by the public administration, directly or not, within its administrative boundaries.

It analyses deeply how urban public services innovation occurs at the micro-level, in order to capture the mechanism, nature and trigger of services and governance transformations. After presenting the general framework of the research, defining services, innovation and the existing interrelations between service innovation and the related governance model in service provision, the chapter 2 analyses the existing listings of public service innovation through the literature, aiming to compose an analytical framework of critical elements. The aim of this framework is to support the description and the analysis of different innovation processes. It has been built synergistically and simultaneously to the work on the three case studies (chapter 4). The applicability check has been made ex-ante, by envisioning the variables; ex-post, by analysing the variables throughout the three cases and the remaining variables through other existing examples. The third chapter presents an analysis of two governance models in service provision: the Public-Private Partnership (model) and the Public-Private-People-Partnership (4P model) in the provision of public services. Firstly, it focuses on which are the reasons make 3P model arise, what are the main arguments that sustain their implementation, what are the shared critics to them. Then, it presents what the 4P model is about. The 4P model is more and more under the lenses of scientists. It has been presented as a way to reframe and redefine public values, deliberation and (user) participation. The chapter focuses on what the Public-Private-People Partnership (4P) model is and the reason why it arose. The fourth chapter analyses three European cases of public service innovation, using the analytical framework described in the second chapter. The case studies analyse "Public-Space-keeping" services in three different European cities -Rotterdam (NL), Milan (IT) and Athens (EL). They are presented in order to reflect on services

innovation and governance models in urban public service provision. The detailed descriptions of the cases are collected in the Annexes (Annex 1 - 3). The conclusive part of this work reflects on the governance dynamic emerging in service innovation processes, on the interrelationships between service innovation and governance models, on the level of formalities. The partnerships' agreements require supporting different and dynamic governance models in service provision.

Chapter 2

2. Three Variables on Services Innovation

The complex nature of innovation in public services has often stimulated representation attempts by the use of simplification methods, considered in terms of naturally consequential stages and phases, especially in the management literature (Hartley, 2013, p. 46)⁷. These steps appear rational, linear and consequential to one another, while it has already been assessed how these representations could become a pitfall in relation to the limitations of these models (Dougherty, 2004; Tidd, 2006; Ven et al., 2000). Indeed, the spread of something new (idea, product, process, service, etc.) is strictly related to an evolving practice, which is characterised by a continuous research for new answers to unsolved problems. Innovations, both at a macro and micro level, emerge out from practices and interactive processes that constitute them as reproduced, replicated entities and not necessarily imposed by external policies and plans (Albury, 2005; Bommert, 2010; Droege et al., 2009; Fuglsang, 2010; Walker, 2003). Most innovation involves false starts, recycling between stages, dead ends, and jumps out of sequence. Anyhow, heuristic models are still important to represent complex issues and topics, as well as innovation processes. They should certainly not be regarded as a blueprint of how the process usually goes or should go, but they help us just in representation of complex problems, framing the issues, which need to be managed. They still have value for analysing chaotic innovation processes given that they help to distinguish different variables that innovations run into (Meijer, 2014) and, more specifically, they can help to analyse the related emerging governance models in service provision.

Considering the risks associated with such model, as a too superficial approximation, and considering that innovation is unpredictable (Van de Ven, 1999)⁸, interconnected (Rickards, 1996), and affected by a network of actors, resources and constraints (Tidd, 2006), like a "half- rolled-up yarn of wool than a smooth innovations funnel" (Bason, 2010), it is possible to assimilate the entire process related to service innovation, taking place in urban environments, as a combination and the work of the several stakeholders involved. These processes are composed by a successful chain of different time frames: they are peculiar for each innovation process and they do not presume to be always the same. Such time frames do not describe a singular activity or practice; they are the result of composition among several factors. Therefore, time frames refer to isolated but interconnected environments, which include mainly the same activities that

⁷ See also: Rogers (2003), Tidd and Bessant (2009).

⁸ Van de Ven (1986) likens the process to a hologram, as not defined and not linear process.

are carried out in a continuous way through the same organisational structures. Each of these steps is associated to a specific goal, which is a lower objective if compared with the general one (i.e. service innovation). Several stakeholders can contribute to the different time frames by adding their own knowledge, activating a collective learning mechanism (Concilio and Molinari, 2014), and fostering an adaptive virtuous circle aimed at service innovation through the construction of immaterial – (shared) knowledge - and material - transformation of processes and products - results. These time frames differ one from the other due to a series of combinations of possible elements that can arise. Such elements are innovation mechanism, innovation circumstances and transformation triggers in innovation dynamics. The first highlighted variable (mechanism) shows the characteristics and the set of modalities that distinguish the complex phenomenon of innovation, resulting from a combination of several factors. The second one (circumstances) describes the conditions and the real shapes in which innovation may occur, determining its nature, regardless of its substantial being. The third one (transformation triggers in innovation dynamics) identifies the points in which the process takes a leap, which determines a change of the organisational structure, or of the nature or mechanism of innovation. The elaboration of this framework has been done through a joint work of literature analysis and fieldwork on the three cases (chapter 4). This explains why some examples taken from the cases are anticipated in the following paragraph of this chapter as tools for explaining and clarifying some choices made.

2.1. Innovation Mechanisms, Circumstances and Transformation Triggers

2.1.1. Innovation Mechanisms

Many scholars have tried to describe innovation in public services by the use of specific definitions and categorisations that usually are not suitable to describe a whole innovation process with its complexity; but they can rather be useful to identify the mechanisms that can characterise a specific time frame within larger processes.

The literature highlights a series of *innovation mechanisms*, even if sometimes they do not differ so much one from the other. Gallouj and Weinstein (1997) were the first ones to adopt a synthetic approach, which then was analysed and cited by many scholars. Their work differs from previous attempts to describe types of innovation because they do not make an a priori distinction

between services and manufacturing. They based their approach on a model set on four vectors: a vector of outcome characteristics, a vector concerning the provider's competencies, a vector of the provider's technological characteristics and a vector for client's competencies. Innovation is defined as any change that affects one of these vectors. From this model they derive six innovation types. Two of them describe the main effects that innovation can have at a wider scale, from the beginning of an innovation process to the end, see for example the definition of *radical innovation* and *formalisation innovation* (ibid.) and, similarly, the description of systemic or *transformative innovations* (Mulgan and Albury, 2003); rather than the other four describe the innovation mechanisms and characteristics: improvement and *incremental innovation*, ad hoc and *re-combinative innovation*.

Gallouj and Weinstein (1997) consider *improvement innovations* as consisting in an improvement of certain characteristics and qualities of a service, process or product, without any change to the structure of the internal organisational system. It is a 'competence enhancing' form of innovation (Tushman and Anderson, 1986), which is a result more of the learning effects that normally accompany any activity of innovation in a narrow sense (Windrum and Garc a-Gofii, 2008). They also distinguish between *improvement* and *incremental innovation*, even if the difference between these two is really slight (de Vries, 2006, p. 1042): it is the formalisation of the improvement that makes the difference. Indeed, incremental innovation consists of substitution or addition of new elements, changing marginally the system, whose general structure usually remains the same (i.e. the guarantee to meet deadlines and the reduction of deadlines and delivery times). "The majority of innovations are not shown on the headlines, but they are crucial to the relentless pursuit in improvement of public services, and for tailoring services to individual and local needs, and to value-for-money" (Mulgan and Albury, 2003).

Moreover, Gallouj and Weinstein (1997, p. 549) mention *ad hoc innovation* as one of the main *mechanisms* that could characterise innovation; "ad hoc innovation is in general terms the interactive (social) construction of a solution to a (partially new) problem". Ad hoc innovations start as small intrinsic and interactive adjustments leading to the exercise of new practices and routines, triggering a process of knowledge codification that might be reused in different circumstances (search routine or dynamic routine) through the gradual change of the overall competence characteristics over time, which then come to gain social and economic importance and have impact on development. In contrast with this definition, Drejer (2004) notes how the concept of *ad hoc innovation* challenges the Schumpeterian (1934) concept of innovation that might have more than one application.

She expresses her concern about the possibility that "learning is equal" to innovation, even if learning occurs during the process of innovation. Hence, she considers how a posteriori recognition of new built competences is essential for these kinds of innovations and they might not have economic value themselves. Whereas, de Vries (2006, pp. 1039-1040) lists three essential features in ad hoc innovations that provide economic value: the customer can take advantage from not compromising his needs to a standard solution; the provider has the opportunities for premium pricing and relationship building; finally, the provider can be facilitated in future transaction through a posteriori recognition, dissemination and codification of new built competencies. This debate shows how the most important characteristic of *ad hoc innovation* is its adaptive capacity through the dissemination and codification of new built competences to facilitate (partial) reproducibility (Mamede, 2002). Indeed, "ad hoc adjustments become innovations because they gradually change the overall competence characteristics of a provider over time, which then come to gain social and economic importance and have impact on development" (Fuglsang, 2010).

Gallouj and Weinstein (1997, p.550) describe *recombinative innovation* as the *mechanism* that "exploits the possibilities opened up by new combinations of various final and technical characteristics of a product or process, derived from an established stock of knowledge, and a given technological base or existing within a defined technological trajectory". It represents a way to reuse the different components of the system, through evolutionary tinkering upon existing practices (Bryna et al., 2011). It could have two main implications: the "creation of new outcomes by combining characteristics; or the creation of new outcomes by splitting a service or product into two or more new ones" (de Vries, 2006, p. 1039). Gallouj and Weinstein (1997, p. 552) also highlight how this innovation may be problematic sometimes. Indeed, to be successful, it needs the ability to explore and invest a wide set of knowledge and techniques. "This has major implications for the role of the social forms of the flow and appropriation of information and knowledge"; moreover, it needs the capacity to deconstruct the whole process of service provision and its implications. Similarly, to Gallouj and Weinstein, Fuglsang (2010) focuses on the description of innovation as *bricolage*. He defines *bricolage innovation* as intrinsic actions that use existing or new parts of a product of process, opening the space for new ways of doing things (see also the definition of "tinkering" in Bryna et al., 2011). It requires a practice-based experience to be successful (Styhre, 2009). Fuglsang links the concept of *bricolage innovations* to the idea of emergent actions and activities; he describes it as "the consequences of unplanned activities carried out in response to random events that start as small intrinsic and interactive adjustments, characterised by trial and error,

leading to the exercise of new practices and routines" (see also Djellal et al., 2013, p. 113).

Starting from this review of the literature, it is possible to recognise three *innovation mechanisms*, which are sufficiently mutually exclusive; they enclose in their essence a comprehensive view of the characteristics of innovation process. Although acceptably comprehensive, the framework excludes "radical innovation". Despite being a fundamental mechanism, radical innovation describes the introduction of totally new services and, consequently, is not considered functional to the observation of dynamics elapsing between services innovation and the related governance models.

The three *mechanisms* chosen to compose the framework cannot obviously represent an exhaustive description of all the possible modalities of innovation; still they are certainly useful to capture the largest part of the innovation processes⁹.

- i. It is empirically hard to settle the difference between improvement and incremental innovation, as it has already been highlighted by de Vries (de Vries, 2006). This research, that follows him, makes no distinction between these two and uses the term incremental innovation for both, considering that it consists of changing marginally some characteristics of the process of product without changing the structure of the system, anyhow adding value (Table 01).

Table 01 I Example of ad Incremental innovation

Incremental Innovation
In Rotterdam, between 2009 and 2013, each Municipal Districts of the city elaborated different tools to regulate services for public space keeping (see chapter 4 for definition). Then, different initiatives of public space keeping start to collaborate. A network of initiatives arose and changed marginally the way in which services for public space keeping are carried out thanks to an exchange of knowledge between the initiative, but also thanks to a coordination effect allowed by networking (see paragraph 4.1.1 for an in-depth description).

- ii. Considering the specificity of ad hoc innovations, it is necessary to add it as a peculiar mechanism of innovation. This work will consider ad hoc innovations a small adjustment to a specific (and new or partially new) problem, leading to a wider recognition, aiming to

⁹ See paragraph 1.3 for the methodological explanation of how the framework has been elaborated.

change routines and protocols (see the previous paragraphs Drejer, 2004; Fuglsang, 2010; Gallouj and Weinstein, 1997; de Vries, 2006).

- iii. Patchwork innovation deals with the already described definition of bricolage innovation, but it differs from the existing definition by one fundamental aspect. Indeed, considering that this part of the mapping exercise is focusing on how innovation takes place, the most important characteristic of patchwork innovation is the aim to combine together pieces of the process or product into a larger design, with the target to define new routines and practices. In this perspective, the focus on the direction or motivation of innovation, given by Fulgsang (2010), while he describes bricolage innovation, loses its relevance. Here, it is not useful to analyse if such innovation occurs by answering to unplanned activities and random events or not (for this analysis see paragraph 2.2); it is not necessarily linked to a do-it-yourself idea. Secondly, it is necessary to clarify how re-combinative innovation can be described as one of the possible subsets of the patchwork mechanism, due to the fact that it considers only the already existing set of solutions, even if combined in a different way, while patchwork innovation implies a wider set of possibilities (i.e. existing, partially new, newly developed parts of the service or process.

Table 02 I Example of Patchwork Innovation

Patchwork Innovation
In Athens, between 2014 and 2015, some departments of the municipality started to collaborate more and more often, thus merging together already existing practices and creating new routines. For example, the Green Areas Department and the Department of Citizen and Society are working together, inspired by PSK services associations and groups, to write a proposal for regulation of public-space keeping (see paragraph 4.2.1 for an in-depth description).

2.1.2. Innovation Circumstances and Governance Spaces

The literature highlights how many scholars have linked the concept of innovation mechanisms in public services to other two features that determine two variables, *innovation circumstances*, that are strictly related but not subsequent to it: the peculiar direction of the innovation flow (from the top of innovation. *Innovation circumstances* are peculiar for each time frame

and describe the conditions in which innovation may occur, determining its nature. Such *circumstances* recur around the literature, representing two main features that concur to shape the governance spaces.

The first feature, considering the direction of innovation, describes *who* is mainly driving innovation itself: innovation can come from a *top-down* or a *bottom-up* activity. Indeed, even if much of the organisational literature focuses on imposed and coming from the top innovations, it is possible to distinguish different *circumstances* in service innovation processes. Baldock and Evers (1991) point out how *bottom-up* social and demographic pressure may foster service innovation in a specific environment. This pressure is in contrast to top-down pressures, which usually come directly from an organisation as a structured decision. Oxford English Dictionary (oed.com) defines *top-down* as "something that proceeds from the top downwards, authoritarian, hierarchical", and *bottom-up* as "something related to an organization or culture in which people lower down a hierarchy have a relatively large amount of influence, control, or responsibility". Leminen (2013, p. 7), while reviewing Sabatier's work (1986), describes these two *circumstances* in a easier way, connecting the two concepts not only to their cause, but also to their dimensions (centralised or local): "a top-down approach is merely led or coordinated to accomplish centralized and official targets, whereas a bottom-up approach operates at the grass roots level and focuses on local needs".

The second feature, considering the intentionality, analyses *how* innovation occurs, describing if it is an *emergent* or an *intentional* activity. Much of the literature on innovation studies analyses it as intentional, considering that it starts with an imposed idea, which is generally translated into something more concrete and relevant (Mulgan and Albury, 2003; Walker, 2013). Whereas, empirical research has shown how innovation can also arise during experimental practices of a problem in the "real space", without being predicted¹⁰. It represents experimental and emerging attempts to answer to problems in practice, as, for example, ad hoc adjustment (Gallouj and Weinstein, 1997). They are not predefined; they are innovation that become gradually accepted in practices. Fuglsang (2010) relates to these phenomena also some literature on practice-based studies, where a practice is not seen as a complete and controlled action rather it is full of deficiencies that must be redefined through a retrospective process of adjustment (Weick, 1995),

¹⁰ Toivonen and his colleagues (2007) have identified three circumstances of innovation in case studies: the *separate planning stage* (where innovation is planned in advance), the *rapid application* (a trial and error model where innovations are tested and adjusted in practice) and the *a posteriori recognition of innovation* (an unintentional mode of innovation where innovations that work in practice are recognised only in retrospect).

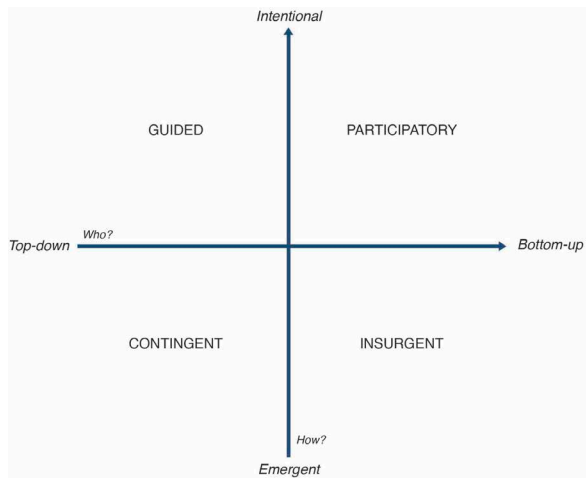
which may be afterwards recognised as innovation¹¹.

If *intentional innovation* is something that is already decided and programmed with clear objectives, even if its result can be different from what imagined at the beginning, *emergent innovation* is non-programmed innovation (Zaltman et al., 1973), and can be called 'emergent' in the sense that it arises out of the unpredictable rearrangement of existing knowledge and experience. It is an emerging adaptation of the system to a new idea, consolidated as routine through frequent exchanges of experiences among subjects involved in daily service practice. The emerging ideas and changes are discussed and transferred among the actors and the service has been innovated throughout the delivery process.

Hence, this work has identified four *circumstances*, combined by two couple of opposite concepts, which may be settled on the two axes (x; y) of a coordinate plane (Figure 03). The first couple of *circumstances* describes the directional flow of each time frame. Hence, the *x-axis* can represent *who* is fostering innovation in a specific sphere of action, which may be characterised by a top-down or a bottom-up flows. The second couple of *circumstances* analyses *how* innovation may arise and occur; the *y-axis* describes if innovation is intentional or emergent. The coordinate plane, made by such axes, describes the four possible governance spaces characterised by the combination of the different *circumstances*.

¹¹ In this perspective, Fuglsang (2010) proposes an interesting excursus on process-based innovation useful for reasoning on how innovation can arise from interactive processes that also include policy without being predicted. He describes three types of innovation, two of them are significant as innovation circumstances even if strictly linked to *who* is driving such process (from the top-managers, from practitioners etc): "innovation as intentional top-management initiated abstract interest-creating activity" (they are interpretation of how imposed policy ideas and demands can be met) (p.76); "Innovation as a semi-intentional management mediated" (they arise from specific problem contexts and are due to special relation and contacts; concrete problems are identified on a day-by-day practice and small changes are applied to traditional service delivery process by trying to make them formalised through exchange of knowledge between practitioners) (p.78). These two concepts are interesting in terms of circumstances, but they have a fixed definition.

Figure 03 I Governance Spaces based on Innovation Circumstances



The first quarter, *intentional/bottom-up*, set the space for *participatory innovation*; the second, *intentional/top-down*, is the space of *guided innovation*; the third, *emergent/top-down*, is the quarter of *contingent innovation*; the fourth, *emergent/bottom-up*, is the space of *insurgent innovation*.

Table 03 I Example of Contingent innovation

Contingent Innovation
In Rotterdam just after the end of the festival of PSK services, the local administration lost interest in the practice. Therefore, Municipal Districts have found the way to innovate the public administration lobby in order to elaborate new tools for the collaboration between public administration and initiatives.

2.1.3. Transformation Triggers in Innovation Dynamics

As already described, innovation takes place within a specific process, which is not linear, but complex and chaotic. Occasionally, something happens which dislocates the current framework and changes the rules of the game. These are not everyday events, but random triggers of transformation in innovation dynamics (here named Tr). Tidd (2006) gives a rich series of cases, of what he defines “source of discontinuity”, which can be defined as having the capacity to redefine the space and conditions in which innovative activity takes place, opening up new opportunities and challenging existing players to reframe what they are doing in light of new

conditions (Drejer, 2004; Schumpeter, 1989). Tidd (2006) describes eleven sources of discontinuity, which may change the condition in which innovation takes place. Three of them are related to the market:

- i. The emergences of new markets, which cannot be predicted in advance (Walker, 2003);
- ii. The possibility of market exhaustion if the competition becomes too high in certain market fields;
- iii. A change in market behaviours, due to a shift of public opinion and behaviour, which may shift slowly (see also Turcotte, Doland, 1999; Westall, 2007);
- iv. The possible interference of unthinkable events that can disempower existing players and make the previous competencies unnecessary. Acquisition of new knowledge is fundamental (Van de Ven, 1986);
- v. The development of new technologies, which may represent a sudden change of the system (Adner and Kapoor, 2013; Von Hippel, 2007; Smedt et al., 2012; Tether, 2003);
- vi. New entrants may also redefine problems and consequently the business model which trigger the whole process, which in its turn may modify the terms of exchange and agreement (Alves, 2013; Cavalcante et al., 2011; Chesbrough and Appleyard, 2007; Osborne et al., 2014);
- vii. New pressures (i.e. political, market, business oriented) foster a shift in the regulatory regime framework, enabling the construction of a new set of rules (Alam, 2006; Blomberg et al., 2000; Deluca and Peeples, 2002; Djellal et al., 2013; Moulaert et al., 2010; Rhodes, 1996; Rohrbeck et al., 2009);
- viii. The fractures along the threshold lines, caused by long-standing issues that accumulate momentum (sometimes through the action of pressure groups), trigger the system switch/crash (Tidd, 2006; Walker, 2003): the canonical example is a pile of sand. A sand pile exhibits punctuated equilibrium behaviour, where periods of stasis are interrupted by intermittent sand slides (Bak, 1999).

From these lists we can deduce that the literature is mainly focusing on the big changes that trigger or characterise a whole innovation process. It is describing why a specific innovation process exists and the reason why

a shift from a hypothetical point A to a point B is happening, rather than observing the variables that are occurring within the process between A and B. This analysis focuses on the variables that are occurring in service innovation processes, looking at the inner variables of the process, related to how the shift from the point A to a point B happened. It is possible to deduce six transformation triggers in innovation dynamics by analysing the literature and observing the case studies (see chapter 4)¹²:

- i. *Change of agents’ power and roles*: The set relationships between different stakeholders may change, due to different reasons. Such changes may alter equilibrium of power between them. They can be small changes that modify the micro-level of service provision practices, but also macro changes at a national, regional or urban level of governance.

Table 04 | Example of Change of Agents’ Power and Roles

Changes of Agents’ Power and Roles
In Athens, in June 2015, an activist from one of PSK groups became the Counsellor of the mayor, and acquired more and more power in decision making, and fostered the spread of public space keeping services (see paragraph 4.2.1 for an in-depth description).

- ii. *Knowledge acquisition*: New discovery may come up and change the elements and dynamic of innovation. Such discovery may come from science and technology, but also from a process of learning by doing: experience and practice may also change the way in which services are carried out.
- iii. *New structure of benefits*: The existing framework may shift and cause a sudden change in the condition of privileges. New priorities and values may spread and foster the creation of a new framework of incentives, which may stimulate the creation of innovative solutions. Such incentives may be represented by new available funds from different financiers to foster a change in a specific perspective or tendency, or by other material and immaterial benefits (i.e. publicity, visibility, etc.).

¹² See paragraph 1.3 for methodological explanation of how the framework has been elaborated.

Table 05 | Example of New Structure of Benefits

New Structure of Benefits
In Rotterdam, in July 2008, the Municipality organised a festival to enhance initiatives of public-space keeping in the city, by providing funding, materials and by the organisation of competition between the different initiatives.

- i. *Unthinkable events*: Something unexpected may happen also at the micro-level of innovation. It can happen that such events influence and trigger new behaviour or new mechanism. They may change also the circumstances in which innovation takes place.
- ii. *New set of rules*: The existing set of rules may be changed due to top-down manifested decision or in order to give a better answer to manifest needs. Such rules may foster new practices, new provision arrangement and solutions, but also encourage the spread of some practices than others.
- iii. *Diffusion*: some prevalent practice or attempts of new practices may spread around in a specific environment, reaching a wider distribution. This process may stimulate new top-down decision or bottom-up approaches; it may foster networking and exchange of knowledge between the different stakeholder involved.

2.2. Analysing Innovation Processes

Referring to the above description of variables, service innovation processes can be mapped along a sequence of time frames, characterised by peculiar variables. Such sequences allow the description of the ways by which innovation occurs as a complex process framed by specific values of variables that concur in innovating services. In order to describe service innovation processes through the three variables, elaborated in the three paragraphs above, it is possible to compose a framework that help in the recognition of the value of the variables. This will be the framework useful to describe the service innovation process of the three case studies presented in chapter 4 (Figure 04).

The sequence of time frames develops along a period of time, which is not necessarily stable (see the columns in figure 04: Tf_1 , Tf_2 , Tf_3 , Tf_j); the shifts from a combination of values of the variables that determine the

passage between time frames are marked by *transformation trigger in innovation dynamics* ($Tr(Tf_1)$, $Tr(Tf_2)$, $Tr(Tf_3)$, $Tr(Tf_4)$), represented by vertical lines between the columns.

Figure 04 I Example of analytical framework of service innovation processes

Time Frames Innovation Mechanisms	Governance Spaces	Tf ₁	Tf ₂	Tf ₃	Tf ₄	Tf ₅	Tf ₆
		When					
Incremental	Guided						
	Participatory						
	Contingent						
	Insurgent						
Ad hoc	Guided						
	Participatory						
	Contingent						
	Insurgent						
Patchwork	Guided						
	Participatory						
	Contingent						
	Insurgent						
Transformation Triggers							

The first column on the left analyses the three *innovation mechanisms* described above (*incremental innovation*, *ad hoc innovation*, *patchwork innovation*). The second column describes the governance spaces shaped by the combination of *innovation circumstances* (figure 03). The four governance spaces of service supply (guided, participatory, contingent, insurgent innovation) are repeated along the stripe in order to combine easily this dynamic with the first one, mechanisms, in order to understand better how these variables can be combined. Then, the process is occasionally interrupted by something that happens.

Chapter 3

3. Two Governance Models in Public Service Provision

The worldwide public sector organisations increasingly adopt multi-stakeholder partnerships in service supply to address more and more complex problems. As already highlighted, during the last thirty years new management approaches, new organizational forms, new relationships between the stakeholders, i.e. governance model in service supply, have spread around the world, aiming to answer to the new need of people caused from changes of the different context and environment. In this perspective, the concept of partnerships is described as a cornerstone around the literature: the mobilisation and co-operation of a great number of actors are considered necessary in order to enable service innovation (Paskaleva-Shapira, 2001).

The transition from direct public service supply by the public sector to partnership model is fostered by the diffusion of the New Public Management and of the Citizen-Centred Governance paradigms. The first promotes a competitive environment in which needs are defined by market and only the public and private sectors are seen as possible service supplier instead of people that are totally not considered as possible partner in service provision. The second is promoting a flexible organisation in which needs are seen as complex and changing, involving more and more population in service provision.

On one hand, such transition suggests a shift from direct government provision of services to the involvement of private sector in public service provision. The introduction of private management techniques, as outsourcing and contracting out services provision, is frequently embraced and justified on the promise of increased efficiency (Andrews and Entwistle, 2013; Dunleavy and Hood, 1994). This practice involves the transfer of goods and services production, previously carried out internally, to an external provider (Domberger, 1998) with the aim to reduce direct operating costs, to specialise in core competences, and to substitute non-core competences with inputs from a specialist provider (Windrum et al., 2009). Some scholars also consider necessary to sign more contracts fostering privatization of service supply rather than corporatization (Dunleavy and Hood, 1994) through renewed emphasis on "subsidiarity" in service provision.

The second tendency is the reflection on the establishment of partnerships in order to integrate the potentials of different sectors, moving from a principal-agent relationship to joint decision-making, through the sharing of objectives and experiences (Teisman and Klijn, 2000). The concept of partnership does not indicate a specific relationship between different stakeholders, but can represent a variety of forms and practices. It

presupposes a cooperation between people and organisation from different sectors for mutual benefit (Holland, 1984) and an agreement between the parties on a specific goals and strategy, even if each actor may not be involved in the same way for the whole duration and during the whole stages of the relationship (McQuaid, 2000). Other definitions of the term are more focused on the economic perspective rather than on the relationship between the parties. Sellgren (1990) defines partnership as the outline that involves funds from different legal bodies and, similarly, Bennett and Krebs (1994) highlight that partnership is a co-operation between actors that agree to work together towards a specific economic aim. Stratton (OECD, 1989) defines partnership as collaboration among organisations from different sectors that share risks in project that benefit each partner as well as the community, stressing the importance of the scope of the partnership.

The trend, mainly during the 90s, is the establishment of public-private partnerships (3P model) for services supply: they are seen as a key tool for cost-efficient and effective mechanism for service provision but also for developing socially inclusive communities. Harding (1990, p. 110) defines 3P model as "any action which relies on the agreement of actors in the public and private sectors and which also contributes in some way to improving the urban economy and the quality of life" (p.110). Whereas, Bailey and his colleagues (1995), referring to urban regeneration, focuses on the interests of the different stakeholders, qualifying 3P as the mobilization or a coalition of interests of two or more partner that share their objectives. Finally, Atkinson (1999) focuses on the power relationships that 3P model defines as reinforcement of social relations. More generally 3P model is defined by Carroll and Steane as "cooperative ventures that involve at least one public and one private-sector institution as partners" (Carroll and Steane, 2000)

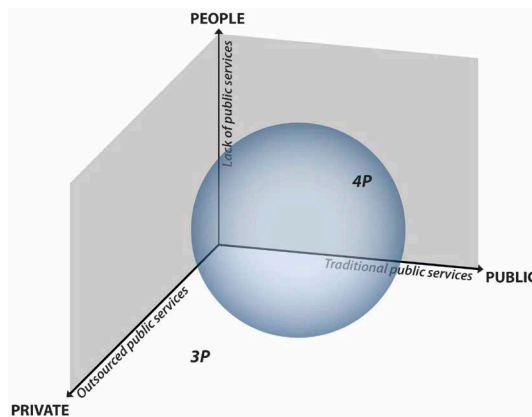
As already highlighted, during the first decade of the XXI century, the debate focuses on the emerging roles of users and communities in services production. The concept of co-production becomes a hot topic within the literature, because it has been agreed that in many cases, people play powerful role in shaping the outcomes of public services (Percy, 1984). A varied understanding of the term co-production exists around the literature. It is initially developed in America in the late 1960s to describe and delimit the involvement of ordinary citizens in the production of public services and it has a clear focus on the role of individuals or groups of citizens in the production of such services. Originally, the concept is related to the involvement of citizens or clients in production, i.e. direct user involvement, either in the public or private sectors. Therefore users, from being considered as clients or customer of the service, are believed to be fundamental stakeholders in public service provision (Parks et al.,

1981). The US collaboration, between public and private sectors and users, becomes the key theme of communitarian movements, but still, while many of these examples highlight how self-organization could complement public provided services (Bovaird and Loeffler, 2012). Some of them do not seem to be real examples of collaboration but self-standing examples, more related to volunteering rather than collaborations with the public sphere in the production of services. Ostrom (1996, p. 1073) defines co-production as "the process through which inputs used to provide a good or service are contributed by individuals who are not in the same organization", a definition close to that of Ramirez: "value coproduced by two or more actors, with and for each other, with and for yet other actors" (Ramirez, 1999, p. 49) a mere public-private-partnership. Then, after 2000, the UK interest grew in co-production related to voluntary organisation (Osborne and McLaughlin, 2004), where the term seems to limit more its role to the provision of community services, and to third sector (Brandsen and Pestoff, 2006), particularly in its role of triggering the involvement of citizens in different dimension of co-production. Bovaird (2007, p. 847) gives an interesting definition of co-production, focusing on the role of people through the process: "the provision of services through regular, long-term relationships between professionalized service providers, in any sector (public or private) and service users or other members of the community, where all parties make substantial resource contributions". This definition focuses on the duration of the relationship between the stakeholders and on the resource contribution that they make, even if, after some years, Bovaird and Loeffler (2012, p. 1121) change the previous definition that focuses on outcomes and states that a long-term relationship is not fundamental: "co-production occurs when public sector and citizens make better use of each other's assets and resources to achieve better outcomes or improved efficiency". Moreover, NESTA (Boyle and Harris, 2009, p. 11), highlight the importance of the mutual relationship between the parties and how co-production is an activity that occurs between the professional parties and people, who are involved in a more systematic exchange. They define co-production as "delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Where activities are co-produced in this way, both services and neighbourhoods become far more effective agents of change". Therefore, co-production changes the dynamic of the relationship between stakeholders, by improving the influence of people over public services: people and professionals collaborate in several ways, combining different types of knowledge and skills, based on lived experience and professional learning.

These different definitions have the outcome that co-production continued to be considered as one of the fundamental characteristics of service delivery (Gronroos, 2007), but there is no agreement and any comprehensive definition of how stakeholders interact each other and of which roles they are going to cover. The debate about their role is varied and it is interesting to notice how the consideration of the role of people in the process changes, following the tendencies of definition of co-production itself. Indeed, the role assumed by people in these processes is deeply changed. At the beginning, it was mainly decided by professionals (Bovaird, 2007), who were discussing when and how to involve users, given that they progressively were more and more involved, and assumed a more important role in the production of services¹³.

The central idea of co-production as an equal and reciprocal relationship implies that it goes beyond service user involvement or citizen engagement; considering that relationships between public sector and people, and private sector and people, can both be considered co-production activities, a new partnership model, which aim to represent the relationship between the three stakeholders, is emerging: the public-private-people partnership (4P) model.

Figure 05 I Spaces of Public Services Production



In this perspective, the three main stakeholders, the private sector (x axis), the public sector (y axis) and people (z axis) set a Euclidean plane, and give the shape to the spaces of public services production (Figure 03).

If we move along the axes we can identify three types of services: the

¹³ See for example the Bovaird's (2007, see Table 1, p.848) analysis of the roles and the relationships between professionals and users.

outsourced service, the traditional public service and a general lack of services, as to say when people are acting alone without collaboration of public or private sector. The planes are the areas where the three stakeholders meet and interact: the plane public-private is the place of public-private partnerships; the public-people and private-people planes can be considered as those planes where co-production takes place. While by moving along the axis, towards infinite, the involvement of each partner changes and increases more and more. Finally, the sphere is where the peculiar co-production among the three actors, public-private-people partnerships, takes place.

3.1. The Public-Private Partnerships (3P) Model

During the 1990s public-private partnerships (3P model) for services provision are considered the most effective tool for meeting citizens' needs and for creating inclusive communities (Osborne and Brown, 2011; United Nations Economic Commission for Europe, 2008), even if citizens are not considered as part of the partnership but only as users of the service. European Union policy sustains 3P model as a means to combat social exclusion by merging public and private components of local communities, including local government, local politicians and NGOs (Jones, 1998). 3P model spreads around Europe and US as a tool for implementing different kind of policies. For example, in the UK 3P model is fundamental for development of the "stakeholder society" of the New Labour government and for implementation of social policies and regeneration policies (Rhodes et al., 2003), and also those policies against youth unemployment (Falconer and Ross, 1998); similarly, in the US they are crucial for national and central government initiatives to regenerate local urban communities (Davies, 2002; Holland, 1984).

Several topics are presented in favour of the implementation of 3P model: they are described as a tool able to combine both, the benefit of private and public sectors. The reason that sustains such consideration is that the qualities of these two sectors are different and combining them could be better for both and for people (Vaillancourt Rosenau, 2000). The collaboration between different stakeholders may also be the trigger for finding new solutions that couldn't be found by a unique partner.

If the welfare state is supposed to reduce the resources allocated for public services (Avi-Yonah, 2000; Blomberg et al., 2000; Taylor-Gooby et al., 1999), the 3P model is believed to be able to attempt to slow down or reverse government growth by obverting public spending and staffing (Dunshire and Hood, 1989). 3P model is described as successful and useful tool for the integration of resources among partners. The private sector

is often used as a benchmark against which the public sector is compared in terms of innovation and economic efficiency; a divergence from the private sector is taken to mean as a deficiency of the public sector and it is necessary to adopt further organisational and practical methodologies if compared to the private one (Hartley, 2013). Public sector is considered reticent to innovation due to the high level of bureaucracy that characterises its organisation (Thiel, S., Leeuw, 2002) and through the adoption of strategies and practices from private sector it is believed that procedures are simplified in order to avoid loss of time and overlapping procedures and to deliver better services at the lower cost (Dunleavy and Hood, 1994). In this perspective, 3P model is believed to be the way to facilitate and trigger such transfer of procedures from one sector to the other.

However, even if 3P model have gained wide interest around the world, a univocal definition still does not exist. They are loosely defined as cooperative institutional arrangements between public and private sector actors (Hodge and Greve, 2007). Some scholars promote 3P model as a new governance tool that will replace the traditional method of contracting for public services through competitive tendering. Others address them as new procedures for involving private organizations in delivery of public services (Linder, 1999). Moreover, sometimes the term is used interchangeably as a synonym of contracting-out and outsourcing. Most views of partnerships argue them as "the chance to reform local public services, making them more accessible to the local community and more responsive to their needs and as the opportunity to develop cost-efficient ways of providing local services to meet social needs in a way able to utilize resources from both the public and the private spheres built upon local networks to their implementation" (Osborne, 2000a, pp. 1-2). Then, Van Ham and Koppenjan (2001, p. 598) add to the definition the concept of long-term relationship and commitment. They analyse 3P model with an institutional purpose, as a "cooperation of some sort of durability between public and private actors in which they jointly develop products and services and share risks, costs, and resources which are connected with these products". Such definition introduces another important concept: risk sharing. Both parties are in a partnership together and on equal terms in the sense that both have to bear parts of the risks involved, but they also produce something together and both stand to gain from mutual effort. Indeed, managerial literature focuses on the nature of organisational collaboration such as 3P model, reporting the important issues around contractual relationships, management and costs and the impact of trust upon them (Williamson, 1988). It considers fundamental resources dependency between the parties involved in the collaboration and on the institutional paradigms (DiMaggio and Powell, 1983). Furthermore,

there is a development in community literature, which define 3P model with respect to their impact on the self-learning capacity of local communities, in order to respond better to their needs (Oakley, 1991). Finally, there is an empirical literature that focuses on their impact in the provision of local services in relation to the development of local communities (Taylor, 1997). All these attempts to define the cooperation between public and private do not appear comprehensive: they are rather sectorial or too narrow (Akintoye et al., 2003; Bult-Spiering and Dewulf, 2006; Carroll and Steane, 2000) or even too general and fuzzy (Osborne, 2000b).

Considering these difficulties to define 3P model, McQuaid (2000) proposes to use six general characteristics, interconnected and interdependent:

- i. Their aims and focuses: the purposes for entering in a partnership could be vary and they could be explicit and declared, but they could also be implicit. The objectives of a partnership could be the improvement of the efficiency and effectiveness of a particular service, or to attract resources into a particular area, to gain extra resources for an area, project or organization to release synergy through collaboration and joining various types of resources. It may focus on a single project or to a series of programs, and to a various range of activities (McQuaid and Christy, 1999).
- ii. The actors involved: the key actors involved can be different and they can contribute in different ways. Moreover, public and private sectors are far from being monolithic and cover many types of bodies with different resources and for different reasons (i.e. central and local government, government-funded agencies, voluntary sector bodies, which may also contain a variety of actor types (- Ahlbrandt and Weaver, 1987).
- iii. The existing relationship between the actors: several kinds of relationships may stand between them, as formal structures, which may vary from formal legally binding contracts to unenforceable public agreements or general cooperation agreements. Formal partnerships include specific objectives and mechanisms, but informal relationships, such as informal networks interlinking individuals in the organizations (Perrucci and Pilisku, 1970), can influence the function of the partnerships, in particular by influencing or bypassing official and agreed decision-making procedures.
- iv. The national and policy context: partnership may change in

significant way, depending on the context. They may focus on several scales, or they can be built for a particular group of people, they may be guided by different policies (McQuaid, 2000).

- v. The implementation mechanism: the roles of the different actors involved may change a lot; the partnership may decide to divide roles between the partners (i.e. through formal agreements) (McQuaid, 2000, p. 13).
- vi. The process of value creation: the implementation of partnerships changes the process of value creation, which shifts from a centric view towards a collective one, informed, networked, empowered, and active partner increasingly co-creates value (Codecasa, 2010, p. 162).

Then, Hodge and Greve (2007) have tried an attempt of classification of 3P model¹⁴ using these characteristics, but, the wide varieties of possible combination of the highlighted elements do not really help in classifying 3P model: the categories presented still appear limited and not specific as a successful categorisation.

These difficulties in the definition and classification are direct consequences of what Codecasa (2010) (describes as standing pitfalls in the literature related to 3P model. The first pitfall is related to the ambiguity of the term "cooperation" between different sectors. Speaking about cooperation some scholars refers to the nature, the attributes and the dynamics of negotiations that exists between the different organisations (Borzel, 1998; Klijn and Teisman, 2000); rather than other researchers focus on the priorities that trigger the action of public management. In this second perspective some literature inappropriately describes as "cooperation" the privatization proposals, contracting out approaches and procurements (Hodge and Greve, 2007; Linder, 1999; Savas, 2000), as well as third party government (Salamon, 2002). The second pitfall is a general confusion related to the reason that drives the existing literature about 3P model. Several scholars are motivated by the need to describe a new phenomenon

¹⁴ They identify five main uses of the 3P model concept: "(I) institutional cooperation for joint production and risk sharing (Van Ham and Koppenjan, 2001; Klijn and Teisman, 2005); (II) long term infrastructure contracts that emphasize tight specification of outputs in long-term legal contracts (Berg et al., 2002; Grimsey and Lewis, 2004); (III) public policy networks in which loose stakeholder relationship are emphasized; (IV) civil society and community development in which partnership symbolism is adopted for cultural change (Osborne, 2000a); (V) urban renewal and down-town economic development (Falconer and McLaughlin, 2000; Moulton and Anheier, 2000).

that is spreading around the literature; other are motivated by the need to draw an evaluation of the existing experiences in order to compare them to new political agenda or new management models that are spreading in the political agenda (Bailey et al., 1995; Klijn et al., 2006). Researchers tend often to overlap the two motivations, weakening the results of their researches. The third pitfall is the need to evaluate the existing experiences of the implementation of the 3P model in order to understand if they were able to satisfy the premises; but two problems arise: the first is related to the debates related to political rhetoric, the second is the difficulties in organising several 3P model implementation experiences, which often appear isolated and specific of peculiar contexts and topics. Some attempts, in evaluating 3P model in terms of "efficiency, effectiveness, responsiveness and equity effectiveness" (Andrews and Van de Walle, 2013; Batley, 1996; Bloch and Bugge, 2012; Clifton and Diaz-Fuentes, 2010; Walker, 2007) and "issues of public value" (Hartley, 2005; Hood, 1991, p. 11), already exist. These issues are general assessment elements that are widely described in the literature; they can be defined in different ways. For example, many and different indicators can be chosen in order to evaluate 3P model efficiency in peculiar situations as well as for the other principles. However, the wide varieties of possible combinations of the characteristic of partnerships open up different problems in finding the right assessment criteria. In order to find a possible evaluation method and analyse 3P model, it is necessary a reconstruction of a wide range of experiences, with the aim to understand them and identify some key elements. But, still, a comprehensive analysis of 3P model could meet big oppositions related to the possibility to find the information (Sagaly, 2007) or to the fact that, even if we try a specific evaluation, the results will be narrowed to specific experiences, rather than giving a useful general evaluation of 3P model. Indeed, it implies to be aware of the limits of the results, by considering only specific issues and starting a trade-off process in order to evaluate the experiences, and try to avoid a fall into the trap of an inefficient evaluation (Codecasa, 2010, p. 155).

3.2. The Public-Private-People Partnerships (4P) Model

During the last decade the adoption of 3P governance model in public service provision started to be questioned. They have revealed some limits from the point of view of governance. Many criticisms have been raised against 3P model that are charged with not being a real occasion of cooperation aimed to add value and share risk of public service provision, but a way to go back to traditional forms by contracting out and by separating responsibilities (Jessop, 2002; Klijn and Teisman, 2000; Miraftab, 2004). The

main critics to 3P model can be described by five main concepts:

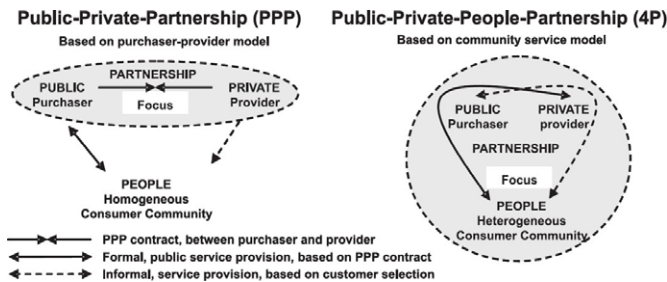
- i. Many scholars have pointed out how the 3P model was unable to reduce short comings and accountability for the public administration, as they were supposed to do (Swyngedouw, 2009; Willems and Van Dooren, 2011).
- ii. Economic efficiency of 3P model, which is claimed to not be able to deliver services to lower cost per (constant) unit of service (Borzel and Thomas, 2005; Hodge, 2007).
- iii. To 3P model is addressed a loss of responsiveness to citizens needs instead of a marketization of delivering public services (Andrews and Van de Walle, 2013).
- iv. Loss of ability for independent action. For the private actors this could mean to have problems in the implementation of the partnership itself (Batley and Rose, 2011); for public actor could mean a relative loss of control and expertise of the public officers, by eroding cohesion to a system level (Dunleavy and Hood, 1994).
- v. Finally, they are criticised for their failure in promoting the "public good", rather than being a vehicle for specific advantage (Hartley, 2005): indeed, the collaboration between public and private sector is not successful when it is the cooperation itself that determines which is the public interest.

Starting from these criticisms to the 3P model, new visions are coming out. New forms of service provision arise that, aimed at reframing and redefining public values, contribute to improve governance and create a more collaborative innovation. These requests of co-production of services, even if uncommon, are causing and triggering changes in public service provision, and create new relationship among the state, the private sector and the civil society. The idea of co-production as an equal and reciprocal relationship, that goes beyond service user involvement or citizen engagement, comes out and it is strongly related to the 4P model (Kuronen et al., 2010; Majamaa, 2008), considering people as real partners in the production of services. The 4P is addressed as a key model in order to shorten the distance between people needs and service provision, thanks to consider people as a driver that can activate new process of collaboration that can change service conception and production.

Although the 4P concept was not initially developed in relation to the urban literature, we consider it crucial for the urban environment. It arose with the Toyota 4P model (Dahlgaard-Park, S. M. Dahlgaard, 1999; Nonaka et al., 2008). Afterwards, Majamaa et al. (2008) connected this

this model to public service provision that involves real estate development; they describe the 3P model as based on "the purchaser-provider approach", where the purchaser, a unit of the public body, and the provider, a private body, assume homogeneity of "the end-users of services". The public body (e.g. municipality) takes care of the public service to its citizens (perceived as end-user-customers) and the private actor is contracted to provide this service on behalf of the public body. The authors argue that, in such settings, the focus of the partnership is on the interface between the public and the private actor and not on the real end-users (citizens) of the public service produced. There is no incentive for both parties to develop the service based on the end-user's actual feedback, as the public body focuses on following the legal requirements on the level of the public service and the private provider is looking for cost-efficient provision of such service. The end-users are seen as homogeneous subjects of services, which have no direct contact to the actual private service provider; but also, they have to give their feedback through the channels of local democracy to the responsible public body of this service. For Majamaa and his colleagues, the consumer-oriented thinking highlights that the community of end-users is actually a far more heterogeneous group of consumers with different needs. Therefore, they propose a shift of the focus, from a purchaser-provider perspective to end-users (people) - provider (both public or private) perspective that are the 'real' customers of the service - not the public purchasers¹⁵ (Figure 04).

Figure 06. Building the 4th P from the PPP (Majamaa et al., 2008, p. 10)



¹⁵ The Public-Private Partnership is approached from the point of view of the purchaser-provider approach. The public body (e.g. municipality) is in charge of the public service to its citizens (perceived as end-user-customers) and the private actor is contracted to provide this service to the public body.

Afterwards, Zhang and Kumaraswamy (2011) have proposed the 4P model in relation to disaster management. Their research was aimed to improve disaster management, infrastructure resilience and the sustainability of post-disaster reconstruction by directly involving "people" and developing 4P model; starting from the assumption that after a disaster the public sector cannot handle the re-construction and rehabilitation alone and that it needs participation and contributions from the whole society, including wider communities and multiple private parties. In this perspective, they identify as "people" non-Governmental Organizations (NGOs), local communities, professional groups, academic environment and media. Zhang and his colleague's work "is aimed to build a framework able to make easy for people to cooperate efficiently through formalizing their relationships into effective partnerships". The authors proposed a framework to provide a theoretical outline for formal 4P procurement¹⁶. Such framework is supposed to be a guide to develop effective partnerships. The framework defines specifically what could be the roles of each partner, and avoids to explain in depth the community's ones. The framework proposed by Zhang still has a limited definition of how successful can be such relationships and sometimes it seems to be really similar to the 3P model without explaining very well how it is further developing, rather than Majamaa and his colleagues assert that such framework may allow citizens to have more active role in public service provision (see also Ng et al., 2013).

The 4P model proposed by Majamaa and his colleagues aims to support active end-user participation in the production of public services, however it is based on service relations (purchaser, provider and customer of public services) and does not consider the complexity of the model itself. The introduction of people into the partnership model makes the picture much more complicated than by merely adding new service relations (Backlund and Mantysalo R., 2010). Indeed, the Majamaa et al. 4P model has already been criticized by Mantysalo (2015) for its limited point of view with regard to the role played by the municipality in the provision of public services. Mantysalo highlights how Majamaa et al.'s conception of municipality can be referred to specific model, where people are seen only as customers of the service, or consumers that can be involved in the relationship between public and private sector, without being capable to understand and describe the complexity of the existing relationships between people, public and private sectors. Moreover, Mantysalo (2015) still highlights how the conception of democracy in Majamaa et al. (2008) is too restricted, given that they describe

¹⁶ The four major steps are: (1) preparation (2) forming framework agreement (3) 4P procurement and (4) services delivery (Zhang and Kumaraswamy, 2011, p. 414).

it as formal and informal channel for end-users to influence the private provider in the provision of services.

Starting from these critics, Kuronen (2011) has tried a further development of the 4P model. He focuses on the existing relationship between the three stakeholders and identifies the economic subsystem, set between the Private and the People, the administrative subsystem, between the Public and the Private, and the political subsystem, between the People and the Public.

Then, Rajaniemi's work (Rajaniemi, 2006) describes the different systems that connect the three actors: the markets connect the people and the private, democracy the People and the Public, and growth coalition¹⁷ the Private and the Public. The described conceptualisations of the 4P model aim to identify the existing tensions between the three actors; indeed, Rajaniemi's describes the first dichotomy as set between the markets and the public; the second is set between democracy and the Private; the third dichotomy is set between the growth coalition and the People. Following Rajaniemi (Rajaniemi, 2006), it is possible to say that the 4P model is an interconnected 'ecosystem' of three systems: growth coalition, democracy and market.

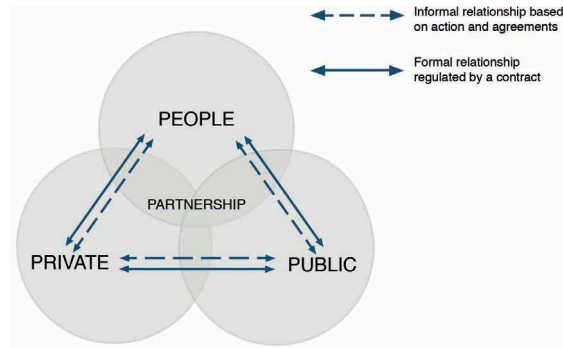
Differently from Rajaniemi's, this work wants to focus on the existing relationships between the three actors involved in co-production of public services. Hence, as highlighted in the first chapter, the 4P governance model is strictly related to the co-production of public services, where public and private sectors and people cooperate for the service provision. If co-production is an equal and reciprocal relationship, users acquire more and more power in the service production process if compared to what described by Majamaa and his colleagues. People contribute actively in knowledge and innovation production through active roles in services provision. They share risks, responsibilities and advantages of service provision processes, becoming real partners in the process.

Ng and his colleagues (2013), even if referring to 4P model as a mere participation tool, add an interesting concept to the description of the relationships that characterise such partnership. They describe the existing relationship between public and private sector as formal and static, rather than the relationship private-people and public- people as an informal and pro-active relation facilitated by an independent party (see Figure 5, in Ng et al., 2013, p. 377). In a 4P model partnership, there is an interdependent relationship that is not necessarily characterised by a formal agreement (Figure 05). Here, the dynamic governance model in public service provision

¹⁷ The concept of 'growth coalition' was initially coined by Molotch, who noted the raise of collaborative arrangements between public and private actors in American cities in terms of actors' shared interest in promoting the city's growth (Logan and Molotch, 1996)

is revealed through new forms of temporary alliances that are embedded in the action and production of services (see also part of the literature on Living Labs, Concilio and Molinari, 2015).

Figure 07. Possible relationships between the stakeholders in a 4P model



In public and private sectors people, together, can go through new forms of collaboration and interaction, which allow the creation of the necessary organizational environments. Therefore, the connections that come out between the three sectors are dynamic and fluid, and create an experimental environment that produces innovation at the urban level and co-produces value through the experience of interaction (Pallot et al., 2011), that can range from small practices of intervention in the city to the experiment-based development of urban transformation policies (Concilio and Molinari, 2014). The interaction between the three stakeholders produces fluid opportunities of exchange and intertwined passages from one governance model to the other that is not always predefined. The consideration about the dynamic nature of governance is relevant and it is described and highlighted in the case studies analysis; it also represents one of the final remarks and output of the thesis work (see chapter 5).

Chapter 4

4. Three European cases of Urban Services for Public Space-keeping

Several interventions for the innovation of urban public services are occurring in urban environments. All over the world, there is evidence that urban public spaces are increasingly able to connect, activate and synergise spontaneous people initiatives thus fostering urban service innovation (Hou, 2010; Lydon et al., 2015). Inspired by this phenomenon, this chapter analyses processes that take place in an urban public space; in particular, it considers people action and initiative in a wide range of areas including parks, green areas, civic squares, waterways, small abandoned plots, etc., defined as services for public space-keeping (PSK). PSK services are considered to be responsive management services which may contribute towards enhancing the quality of an area through alternative or new use, maintenance, recovery and its restoration. These kinds of services are specific for each context; they contribute towards defining the shape and value of the tangible and intangible welfare of the area in which they develop. The frequency and the quality of the use of the spaces are relevant: both long-term activities and temporary events may be significant. The definition of PSK services has been inspired by "place-keeping" (Wild et al., 2008), but there are some important differences. Indeed, when referring to places, Wild and his colleagues are focusing on places as humanised spaces (Tuan, 1977), while this study focuses on practices that are arising in a public space affected by a lack of maintenance and use (Nash and Christie, 2003).

The reason why this study is focusing on PSK services is that several persons aiming to provide them are challenging traditional governance models. The purpose of this chapter is to observe innovation processes in PSK services in order to understand how they may contribute in changing the traditional governance of the service itself. Three innovation processes are analysed, taking place in three different European cities, Rotterdam (NL), Athens (EL) and Milan (IT), using the framework described in chapter 2.

Initially, the three cases are analysed through a first recognition of initiatives arising in the urban environment by looking at how public administration is reacting. Successively, the cases are analysed in-depth to capture the governance dynamics along service innovation processes. The research, carried out in the three European cities, was carried out through interviews with local key stakeholders of local public administrations, municipal bodies and communities for PSK services. The observations of participants on meetings and discussions were also useful to obtain a more in-depth understanding of innovation processes. This fieldwork (see Annexes) enabled the mapping of the innovation process and its mapping

onto the descriptive framework through mechanisms, circumstances and triggers.

This chapter discloses and discusses governance dynamics in service innovation processes in the three European cities. It identifies the shifts that occurred over time in the three service innovation processes, which are also presented in order to understand how governance models in public service provision change or interact along the process. The following paragraphs describe the three cases through narratives which, rather than being complete with respect to the real processes, capture their key steps by identifying the variables. The following paragraphs simply map the report of the innovation processes onto the frameworks.

4.1. The case of Rotterdam

Rotterdam is a city in South Holland, the Netherlands, located geographically within the Rhine-Meuse-Sheldt river delta and the North Sea. Built mostly behind dikes, large parts of Rotterdam are below sea level. It is home to Europe's largest port and today has a population of approximately six hundred thousand people, ranking second in the Netherlands. The city is divided into a northern and southern part by the river Nieuwe Maas, connected by tunnels and bridges. The city centre is located on the northern bank of the Nieuwe Maas, although recent urban development has extended the centre to parts of southern Rotterdam.

The current configuration of the Rotterdam Municipality is the result of the union of twelve municipalities¹⁸, which were directly dependent on the Rotterdam City Council. Nowadays, following the decision to abolish this administrative level, the city of Rotterdam continues to have local administrative elected bodies that are officially hired by the central administration. The administration considers them to be fundamental for maintaining contact with people and private entities, living or operating in local areas. The real difference is represented by the amount of power that these administrative bodies may hold in decision-making processes. A strong re-centralisation process, combined with several discourses on the participation of local stakeholders and the importance of having a strong local connection with them, is today affecting the whole administrative arena. The city has always been one of the main centres of the shipping industry and the base of several multinationals. It has also always had a

¹⁸ Centrum, Delfshaven, Charloi (including Heijplaat), Feijenoord, Hillegersberg-Schiebroek, Hoogvliet, IJsselmonde, Kralingen-Crooswijk, Noord, Overschie, Prins Alexander, Rozenburg, Pernis.

great reputation as being an active environment of urban and architectural development which, since the beginning of the 2008 crisis, has experienced strong public and private investment slowdown.

Hence, Rotterdam is a city in transition. Once a heavily government-led and top-down planned city, it is now characterised by an emerging active environment of cooperation between different stakeholders. The municipality and other planning institutions such as urban developers, housing cooperation, governmental and non-governmental associations are looking for alternative ways to achieve their ambitions. More collaboration between municipality, governmental, non-governmental initiatives and people is seen by the public administration as a way forward. Meanwhile, many people groups or associations for PSK are emerging throughout the city yet they are still struggling to find their way through existing, government-led planning routines, fostering experimental governance models in service provision. These initiatives are several and very diverse from each other and include urban farming, public space regeneration and enhancement by residents and local entrepreneurs. They are spreading all over the world and are combined to other similar practices that are focusing more on built environments, such as co-housing and building regeneration.

4.1.1. Innovation of Service for Public Space-Keeping in Rotterdam

Small practices of PSK are not new in Rotterdam. In particular, the historical practice of transforming part of the sidewalks into small flowerbeds to create small gardens outside of private houses, which are maintained by residents, is one of the main characteristics of people activism. People usually carry out such practices independently, acting on the public space without permission. Practices similar to this one are well tolerated, but still not fully recognised or even fostered by public administration. This is hindering people's activities for PSK only in specific areas such as the city centre, where the City Council has specific guidelines for the maintenance of public spaces. Towards 2008, these autonomous groups for the provision of PSK services grew in number. This starting process can be described as characterised by a prevailing "incremental mechanism" in an "insurgent" governance space (Table 06).

Table 06 I Tf₁ Rotterdam - Innovation Mechanism and Governance Spaces.

Timeframe (Tf ₁) - Before 2008		
Innovation Mechanism	Incremental	New practices of PSK services change marginally the system, becoming more and more important for citizens who are calling for more attention from public administration.
Governance Space	Insurgent	Practices for PSK services are emerging from citizens' bottom- up initiatives without the specific intention of public administration or of citizens to spread the practices.

During 2008, public administration organises a festival for PSK associations (trigger Tr(Tf_{1/2}), answering to the tacit need manifested by citizens to maintain public space through new governance models in service provision and to foster a sense of community all around local areas (Table 07).

Table 07 I Tr(Tf_{1/2}) Rotterdam - Trigger between Timeframes 1/2.

Trigger (Tr_(Tf1/2))	New structure of benefits	Organisation of the festival for PSK associations.
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The festival for PSK associations lasts one month and triggers the birth of many initiatives all around the city. In this occasion, central public administration invests significant amount of money to sustain small organisations in developing their own initiatives. The festival is structured through three competitions: "floating green", inspired by the widespread practice of hanging flowerpots along streets; "alternative use of public space", aimed at experimenting with new uses of public space and "gardening" to foster urban gardening and farming all around the city. This festival represents the enhancement of the work of many citizens who show a deep motivation in continuing their activities. Initiatives become increasingly proactive and structured. On the other hand, the festival represents the starting point (a trigger indeed) for public administration (guided governance space) to test specific governance models in the provision of PSK services (ad hoc mechanism) (Table 08).

Table 08 I Tf₂ Rotterdam - Innovation Mechanism and Governance Spaces.

Timeframe (Tf ₂) - July 2008		
Innovation Mechanism	Ad hoc	The festival itself represents a temporary lab for experimenting with new protocols, which may trigger a change in the governance model for the service supply routines of PSK services.
Governance Space	Guided	The festival is intentionally organised and funded by public administration which practically designs the modes and forms of the experimentation, essentially "guiding" innovation.

At the end of July 2008, public administration decides to leave the experiment as it is. In this period, no additional public administration funds are provided to sustain people initiatives for PSK associations. Some of the initiatives cease to exist, others continue to carry out PSK services by re-organising spaces and searching for new funds (Tr(Tf_{2/3})) from private foundations (i.e. Orange Foundation) (Table 09).

Table 09 I Tr(Tf_{2/3}) Rotterdam - Trigger between Timeframes 2/3

Trigger (Tr_(Tf2/3))	New structure of benefits	The end of the festival for PSK associations coincides with the end of the possibility of obtaining funding for new activities in the public space. New stakeholders, mainly private, enter the process and sustain actions in the public space.
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Between the end of 2008 and the beginning of 2009, Rotterdam hosts a growing number of people associations and groups for PSK services. Some of them are those raised during the festival; others, inspired by the trend, appear later on and, generally speaking, these new groups or associations, although not funded, are not impeded by public administration, thus

encouraging new stakeholders to enter the process and sustain the people acting on the public space through funds and prizes (i.e. prizes for social projects aiming to involve the community). This period can be described as characterised by a prevailing "patchwork mechanism" and an "insurgent space" (Table 10).

Table 10 I Tf₃Rotterdam - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₃) – Aug. 2008/Jan. 2009		
Innovation Mechanism	Patchwork	New emerging services for PSK, characterised by different modalities of resource management, are linked together thus creating new routines. These new routines are triggered by the presence of new resources and stakeholders in the process.
Governance Space	Insurgent	People, who appreciated the festival experiment continue to run PSK services and invent new ones triggered by new stakeholders.

The wide dissemination of PSK services, also sustained by the initiatives of Municipal Districts, combined with the necessity to restore abandoned areas which were spreading all around the city due to the economic crisis that caused a slowdown in urban development (trigger Tr(Tf₃/4)), forced public administration to take action. Indeed, many areas where new urban development was expected were at least only temporarily abandoned, and were waiting for a better time for investment. Many of these future interventions were publicly sustained (see for example Tuin aan de Maas and Tuin op de Pier experiences, annex 01) (Table 11).

Table 11 I Tr(Tf_{3/4}) Rotterdam - Trigger between Timeframes 3/4 .

Trigger (Tr_(Tf3/4))	Unthinkable events	The economic crisis and the urban development slowdown trigger a change in the willingness of local administrative bodies which provided funds.
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Together with 2008, 2009 is the period during which most PSK associations and groups emerged all around the city. The previous festival is the inspiration for people initiatives; they take ideas and courage from this event. On the other hand, it is a starting point for public administration to rethink the regulatory and funding frameworks for these types of activities. Central public administration decided to allocate funds to sustain associations and groups for the provision of PSK services.

Each of the twelve municipalities has the same amount of funds per year to be invested. The procedure to obtain funding is quite informal: there are two elected councillors who have to manage and decide which association or group can receive funds. The procedure to obtain funding is quite simple: it can take place through just an e-mail and anybody is entitled to ask for funds (individuals, groups or associations). The difference between being a group and becoming an association lies in the amount of funds one can request. For individuals or groups, the threshold is set to a lower amount (about two or three hundred euros, which could be useful for small interventions such as small flowerbeds). However, the threshold is higher for associations (between five and ten thousand euros each). Such a structure obviously encourages many groups to become associations (including the small ones), since the procedure to become an association which is managed by the Chamber of Commerce, is simple and fast. The procedure allows the numerous initiatives to maintain their special characteristics and to develop different agreements with public administration and other private partners (i.e. for materials and exchange of knowledge). The public funds given to associations or groups are always just enough to provide services for PSK. Even if the amount of funds given initially is enough to run the activity for a mid-term period, each association or group has to search for other sources (i.e. competitions, prizes, funders, etc.) or search for new sustainable business models in order to continue the activity. The solution adopted (ad hoc) is strongly supported by the intervention of people working in Municipal Districts (contingent) (Table 12).

Table 12 I Tf₄ Rotterdam - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₄) – 2009/February 2013		
Innovation Mechanism	Ad hoc	Specific tools allow for collaboration between public administration and PSK groups or associations.
Governance Space	Contingent	The rise of a problem (crisis) and the willingness of local public officials to, foster changes in procedures for the provision of PSK services. Public officers from the municipal district are able to obtain funds from the local administration to give to associations and groups.

In 2009, PSK services spread all around the city. The dissemination (trigger Tr(Tf_{3/4})) of PSK services determines a sort of scaling-up of the practices, which changes the existing organisational structure (Table 13).

Table 13 I Tr(Tf_{4/5}) Rotterdam - Trigger between Timeframes 4/5 .

Trigger (Tr_(Tf4/5))	Diffusion	PSK services spread all around the city.
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Since February 2013, two people from two different initiatives, one in Delfshaven¹⁹ and the other in Rotterdam Noord²⁰, start the geographical analysis of PSK initiatives and associations. In the beginning, they are independent stakeholders invited by local administrative bodies to collaborate in providing PSK services. The aim of the work of these two activists is to create the opportunity for such initiatives in order to improve cooperation with others and for the creation of networks (Tf₅ – incremental mechanisms). On the one hand, these two persons become a part of knowledge production; on the other, they become key stakeholders to enable associations and citizens to get in touch with public administration (Tf₅ – participatory governance space). After a few months, they start working together (Table 14).

¹⁹ <http://www.buurtbruist.nl>

²⁰ <http://www.groeneloper010.nl>

Table 14 I Tf₅ Rotterdam - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₅) - February 2013- 2015		
Innovation Mechanism	Incremental	The system changes marginally. Existing practices take root and, even if the modalities for the provision of PSK services remain the same, they start working together.
Governance Space	Participatory	Networking among initiatives is fostered through collaboration between some initiatives and local administration bodies.

In January 2015, a big change in national governance affected the provision of PSK services. Indeed, the national parliament decided to abolish local administrative bodies operating at the level of sub-municipalities in two major cities of the Netherlands (Amsterdam and Rotterdam) (Tr(Tf₅/6)). The city of Rotterdam decided to maintain the representative bodies for its sub-municipalities which, in any case, have lost their decision-making power. They increasingly became networkers between public administration and local stakeholders. They did not have the power to allocate funds or decide which activity to sustain; they could only lobby with public administration in favour of one or another people initiative (Table 15).

Table 15 I Tr(Tf_{5/6}) Rotterdam - Trigger between Timeframes 5/6

Trigger (Tr_(Tf_{5/6}))	Change of Agents Power and Roles	A decision made by national parliament changes the geography of agent powers and roles at the level of city government.
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Local public administration became increasingly informed of what was taking place all around the city, i.e. which areas were being maintained by associations or groups and the terms of agreements between the partners in each case. Hence, central public administration began to survey the activities flourishing all around the city, seeking the collaboration of the two persons who had already started this work. Meanwhile, a kind of basic

layout²¹ (Tf₆ - ad hoc mechanism) was developed for public administration²² (Tf₆ - guided governance space) in order to better understand who is being assigned funds, but no formal decision is made with regard to the role of the involved stakeholder or the form of agreement reached. Each association or citizens' group could enter into a specific agreement in order to preserve their initial aim and specific characteristics (Table 16).

Table 16 I Tf₆ Rotterdam - Innovation Mechanism and Governance Spaces

Timeframe (Tf6) - January 2015- Today		
Innovation Mechanism	Ad hoc	Routines and protocols change, creating the condition for a new system to arise.
Governance Space	Guided	Central public administration changes its role during the process and decides to provide adjustments to the previous existing protocol.

In this last period, public administration starts two surveys: the first is aimed towards a better understanding of the phenomena and to map them around the city; the second is aimed towards a better understanding of budget spending on PSK groups and associations: this last survey encountered difficulties in finding useful data due to the important recent

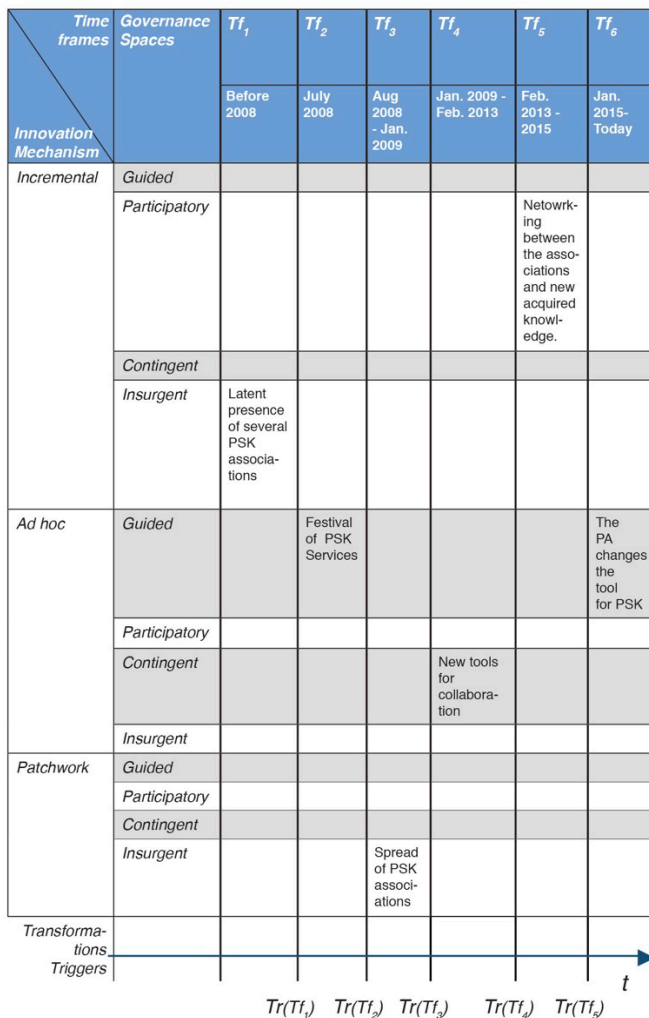
²¹ The layout provided describes the terms of a basic contract. The first part is focused on identifying the stakeholders and the area available for PSK services. The second part describes the responsibilities of the municipality and of the PSK association or group; such responsibilities are specific to each association and area, despite the necessity to leave the area clean and that costs associated with this agreement are borne by the association. The third part describes the conditions for the agreement to function. First of all, the land has to remain the property of the Rotterdam municipality. Second, the area has to maintain its public purpose and function. Third, the use of chemical pesticides, playground equipment and fencing is not allowed. Fourth, the associations must maintain cables and sewerage. Fifth, PSK associations are to prevent damage to areas of the municipality; otherwise they will be responsible for damages. Sixth, the municipality has the right to check activities and, if they are not well provided, public administration can revoke the management of the site. Following consultation with the manager, the municipality reserves the right to perform any activities it deems necessary, at any time, in or on the property. If the municipality is ever in need of the land, it can repossess it and take over the management and maintenance of the site without financial compensation to the manager himself and without an obligation to make another area available. Finally, the municipality has to be informed if the association or group decides to leave the site.

²² The Green Areas Department

changes. Data are only available at the local level and they are stored under different budget entries. A new draft proposal then emerges in relation to the significant sums of money spent on PSK services: instead of issuing funds directly to people, groups or associations, the public administration will instead supply the materials²³.

The description of the timeframes, summarised in the previous tables, outlines the service innovation process specifying the variables along the framework developed in chapter 2 (Figure 08).

Figure 08. Analytical framework of service innovation process in Rotterdam



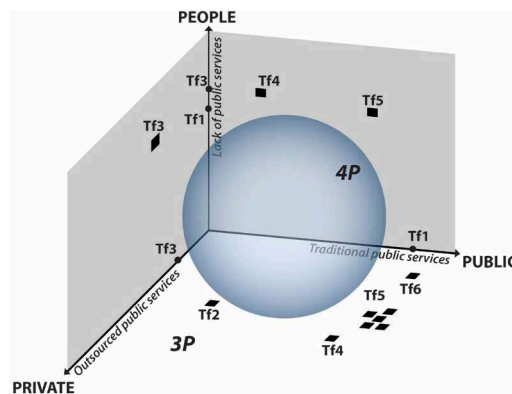
²³ See Annex. 01

4.1.2. Discussing Governance Dynamics in Rotterdam

The analysis of PSK service innovation processes in Rotterdam, carried out in the previous paragraph, highlights how it is not possible to identify one single governance model in public service provision in the whole innovation process. The governance model in PSK services is fluid along the process. Indeed, each PSK people group or association that exists around the city is characterised by specific governance models, which may vary from time to time in different ways depending on the external condition of the context (Figure 09)²⁴.

During the period identified by timeframe number 1 (RTf1), main trends are represented by autonomous people intervening in urban public spaces. In this period, public administration is administering traditional parks and spaces without considering people for PSK associations or groups. No governance model can be identified specifically for this period since no real collaboration exists. The second timeframe (RTf2), is mainly characterised by a 3P governance model for the provision of PSK services: citizens, individually or organised in groups, should be organised into associations for eligibility to participate in the festival: only associations can receive public funds to run PSK services during the festival.

Figure 09. Analysis of the main trends of governance in public service provision in Rotterdam



At the end of this experimental month, during timeframe 3 (Tf3), public administration stops economic support to PSK associations, deciding to let them continue their activities in the public space. Therefore, the process

²⁴ For this analysis see Annex 01

slows down. A period of experimentation begins for the newly-formed PSK associations. Since the initial amount of funds received from public administration was significant yet still not enough to keep the activities running, the newly-constituted associations are forced to search for ways to sustain their activities: some of them opt for crowd-funding²⁵, others search for private investments or run for competitions. Hence, during timeframe 3, two governance models for PSK service provision emerge: the first is between private foundations and people, i.e. Private-People Partnership; the second is a Private-Private Partnership, while the Public Sector contributes only by allowing them to carry out activities in the public space. Meanwhile, other small independent groups of people also start their activities, but many of them are encouraged to become associations to enable them to request funding from bigger foundations or just to participate in competitions.

The shift from timeframe 3 to timeframe 4 occurred following the renewed strong interest manifested by representatives of Municipal Districts, who, being in direct contact with PSK associations, start to lobby with the local administration. The result is the implementation of new protocols for an application for public funds. Initially, the procedure used when applying for funds is only through e-mails and consequent authorisation. Hence, new collaborations between people, public administration and private sectors spread all around the city. New funds are made available and two main trends can be recognised in governance models: on the one hand, collaborations start between the public sector and people, small groups who are running really small initiatives with small amounts of money; on the other hand, collaborations start between the public and private sector, which may involve associations for PSK services as well as other private stakeholders providing funds.

The new will for collaboration and the new funds that were made available cause the spread of several initiatives all around the city, triggering new alliances between stakeholders and the initiatives themselves. They themselves start mapping PSK associations and groups, stimulated by the will to share knowledge and practices. During this period, there was no significant change in the governance model for PSK services: some of the people's initiatives drew closer, like a constellation, thanks to networking. These networking practices caught the attention of the local public administration, which started a dialogue with them. However, the real shift to timeframe 6 happens because of major changes in agents' power and roles, caused by the decision of the national parliament. During timeframe

²⁵ Graafloristraat - See Annex 01

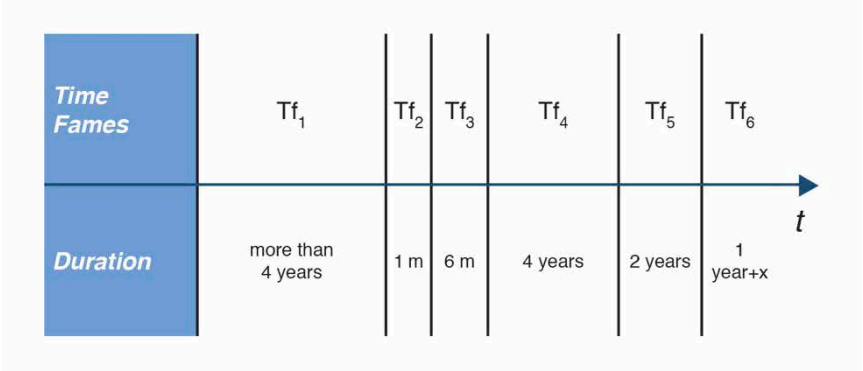
6, the significant changes at the urban level of governance also determine changes in governance models for PSK service provision: the public is no longer represented by Municipal Districts but by the local City Councils instead.

4.1.3. Discussing the case of Rotterdam

The analysis of the service innovation process and the related governance models in Rotterdam highlights some considerations.

- i. The produced representation (Figure 08) highlights how timeframes can have different durations. Sometimes they are represented by brief moments (Tf2), medium duration periods (Tf3) or long periods (Tf1; Tf4; Tf5) (Figure 10).

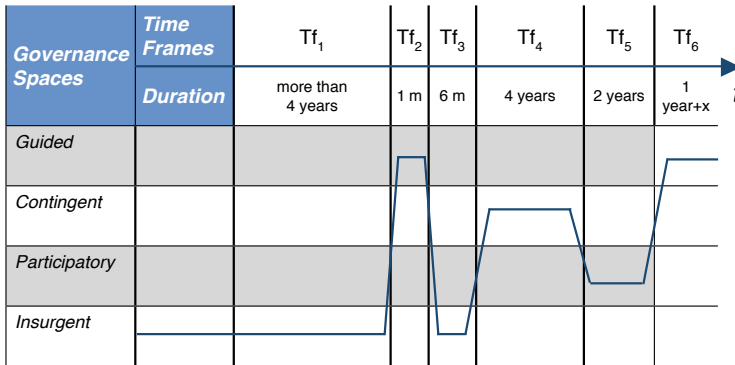
Figure 10. Duration of Timeframes in Rotterdam



- ii. Looking at the "governance spaces" variable to understand the level of involvement of the public administration, it is not possible to identify a specific innovation flow between the values of the variable. Services innovation is not a direct consequence of the acquisition of a more important role of people in the process (from insurgent to guided governance space), but even the contrary is not true. Looking at the "governance space" variable, the innovation process in Rotterdam is more similar to a heartbeat diagram. Initially the process undergoes a strong acceleration, when the public administration enters the process providing funds (Tf2), and then a slowdown of the role of the public administration caused by a lack of interest in sustaining PSK services (Tf3). The renewed interest of the public administration, fostered by the Municipal District bodies (Tf4), makes the process restart and last for some years. When the situation is stabilised, a new necessity arises: involving the Rotterdam City Council as a whole into the process, aiming at a broad conception of the PSK services in general. Hence, the process goes

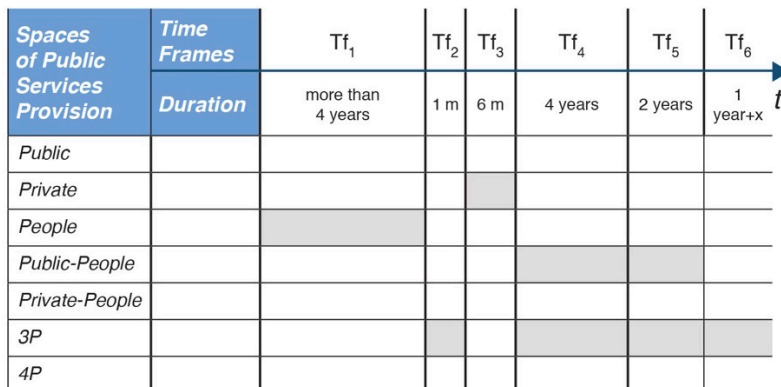
towards a participatory (Tf5) and then guided governance space (Tf6) (Figure 11).

Figure 11. Analysis of the process in relation to Governance Spaces in Rotterdam



- iii. The governance models that arise within the innovation process are strictly related, but do not correspond to the timeframes. They can last for longer time. For example, the new interest in PSK services coming from the Municipal Districts (Tf₄) caused the rise of a set of governance models able to last for the whole timeframes 4 (Tf₄), 5 and 6 (Tf₅; Tf₆). The trends of arising governance models in PSK services provision, i.e. Public -People Partnerships and 3Ps, remain the same for more than 6 years (Tf₄; Tf₅), while in the last period the public administration is trying to avoid to give funds to autonomous people or groups (Figure 12).

Figure 12. Analysis of the governance models in relation to duration



- iv. No 4P model arises during the observed service innovation process in Rotterdam. Indeed, the public administration is only available to give small amounts of money to autonomous groups of people (Tf₄; Tf₅; Tf₆), as well as private foundations or private enterprises do not share money or responsibility with them. However, the public administration and the private sector are willing to give materials and bigger amount of money to small associations.
- v. The layout provided by the public administration (Tf₆ - ad hoc mechanism) to formalise the agreements between PSK associations and the public sector is loose coupling, living open the possibility to decide each time what could be the role of each stakeholder, and to innovate the service through different mechanisms. However, still no possibility for autonomous groups of people to getting funds is provided.
- vi. Finally, the switch from an informal type of agreement (Tf₄; Tf₅) to a formal one (Tf₆) has been elaborated internally by the public administration, due to the need of surveying initiatives and control expenses. In this period, no other actor has been involved in the procedure.

4.2. The case of Athens

Athens is the capital and largest city of Greece; it is a large cosmopolitan metropolis and one of the main economic, financial, industrial, maritime and cultural centres of Greece. The city sprawls across the central plain of Attica, which is bounded by mountains; its port, the Piraeus is one of the largest passenger ports in Europe. The Athens metropolitan area is located within the Attica region, which is the most populated in Greece, reaching almost four million inhabitants, even if it is one of the smallest regions in the country. The Attica Region is divided into eight regional units²⁶ which together form the Athens Urban Area. Until 2010, four of these regional units²⁷ made up the abolished -Athens Prefecture, which was the most populous prefecture in Greece and nowadays represents the area

²⁶ North Athens, West -Athens, Central Athens, South -Athens, Piraeus, East -Attica, West Attica, Attica Islands.

²⁷ North -Athens, West -Athens, Central -Athens, South -Athens.

called Greater Athens. There are thirty-five municipalities²⁸ in the Greater Athens area. One of the thirty-five municipalities, the City of Athens with a population of almost 660,000 people²⁹, represents the core of the Athens Urban Area. The three administrative levels act at the National (Greece), the Regional (Attica) and the Municipal level. The City of Athens is divided into seven Municipal Districts which are mainly used for administrative purposes. Indeed, the elected public administration in the City of Athens uses Municipal Districts in order to maintain contact with local stakeholders while still retaining full decision-making power.

The entire Athens Urban Area is, without doubt, the European city which has been most affected by the economic crisis and is harshly paying the consequences of austerity. Even if the crisis cannot be analysed from a historical distance, it is possible to outline the first consequences. The collapse of the Greek market and dismantlement of the Welfare State led to an exponential increase in poverty, social exclusion, urban marginality and a sudden decline in the quality of life. The unemployment rate verges on 30%, reaching a peak of 60% with regard to the younger generations (Cappuccini, 2014). This situation makes Athens a crucial centre for innovation of urban public services and their related governance model. The withdrawal of the Welfare State and the failure of the economic system are motivating people, public institutions and the private sector to find innovative solutions to emergent and unfulfilled needs. Not only in respect to services such as health, but also for public space maintenance.

4.2.1. Innovation Processes of Service for Public Space-Keeping in Athens

During 2011, emerging from five years of strong protest against the measures imposed by the financial Troika and accepted by the Greek National Government, the City of Athens becomes the theatre for the vast and simultaneous square movements: a reaction to the poverty accumulated over the past years. In May 2011, five years of strong opposition to the financial measures start and erupt with the occupation of the central parliament square (Syntagma square). In 2011, the City of Athens was not only the arena of protest movements, but also, the cradle of citizens' activism in practice. The general dearth of maintenance in public spaces

²⁸ City of Athens, Dafni, Ilioupoli, Kaisariani, Zografou, Galatsi, Filadelfeia, Nea Ionia, Irakleio, Matamorfofi Lykovrsi-Pefki, Kifissia, Penteli-Melissia, Amarousio, Vrilissia, Agia Paraskevi, Cholargos-Papagou, Chalandri, Filothei-Psychicko, Glyfada, Eliniko, Argyroupoli, Alimos, Agios Dimitrios, Nea Smyrni, Faliro, Kalithea, Moschato, Egaleo, Agia Varvara, Chaidari, Paristeri, Petroupoli, Ilion, Agioi Anargyroi-Kamatero.

²⁹ Hellenic Statistical Authority, 2011. Available at: statistics.gr.

increasingly exacerbated by the economic crisis. This situation, in a city which is densely populated and densely built, triggered the people's reaction (Tf1 - insurgent governance space) towards stimulating interest in PSK services. Several PSK groups and associations are spreading all around (Tf1 - ad hoc innovation mechanism); they are mainly two types (see annex 2): some of them are linked to a specific space, aiming to maintain it but also to share experiences between people living in the same areas; other initiatives are referring to the whole city, acting in the public space through temporary and spread events, organised over different periods. Moreover, some of them remain isolated and occupy public space without collaborating with public administration; finally, others seek the collaboration of public administration, which is not reacting to these calls (Table 17).

Table 17 I Tf1 -Athens - Innovation Mechanism and Governance Spaces.

Timeframe (Tf1) – 2011/2013		
Innovation Mechanism	Ad hoc	A general lack in the maintenance of public space is made worst and worst by the economic crisis. New PSK practices arise all around the city.
Governance Spaces	Insurgent	Practices of PSK are emerging from citizens' bottom-up initiatives without a specific intention to spread the practices. The public administration is not participating in the provision of PSK services.

In April 2013, a person from Atenistas³⁰, the more active and known initiative, arranged a meeting with the Mayor to convince him to stop ignoring the initiatives that are taking root and spreading all around the city and to be aware of their potential at the urban scale. The Major decided to take care of these initiatives, or, at least, some of them (Tr(Tf1/2)). The city council partially answer to the requests of activists, helping them by organising events, even if they still do not give them funds or materials (Table 18).

³⁰ <http://atenistas.org>

Table 18 I Tr(Tf_{1/2}) Athens - Trigger between Timeframes 1/2

Trigger (Tr_(Tf1/2))	Unthinkable events	The Major decided to take care of activists' initiative, or, at least, of some of them. The city council started to answer to the request of activists.
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Between -April and June 2013, an Atenistas activist, on his initiative, starts cooperating with the municipality by organising workshops and involving groups and associations in order start a dialogue. Several groups and associations, which were already active in PSK service provision all around Athens, start a dialogue with public administration, since they trust the activist who was collaborating with them. The activities of several groups start to be recognised by public administration and some requests start to be evaluated in order to sustain the association and groups organising the events. During this period, collaboration is mainly focused on sustaining the organisation of events. Timeframe 2 can be described as characterised by a prevailing "incremental mechanism", since the public administration entered the process without altering the practices, and by a "participatory governance space", since the association for PSK collaborates with public administration (Table 19).

Table 19 I Tf₂ Athens - Innovation Mechanism and Governance Spaces.

Timeframe (Tf2) - April 2013 – June 2013		
Innovation Mechanism	Incremental	The collaboration of public administration marginally changes the system which has been created. The activities of the associations and groups are recognised and formally allowed by the public authorities. Public administration is not willing to provide any tool to allow official agreements from such collaboration. They permit activities and help the association to organise events, but they are totally not interested in signing any official contract of collaboration

Governance Space	Participatory	Public administration started to collaborate with groups and associations.
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In June 2013 the Atenistas activist, who was creating initiative, becomes the Mayor's Counsellor ($\text{Tr}(\text{Ff}_{2/3})$). The Mayor and his Counsellor decide to create the SynAthina, an autonomous organisation, funded by the City Council, by the European Commission and by other private entities

Table 20 I $\text{Tr}(\text{Ff}_{2/3})$ Athens - Trigger between Timeframes 2/3

Trigger ($\text{Tr}_{(12/3)}$)	Change of agents' power and roles	The Atenistas activist, who was collaborating with the City Council, officially becomes the Mayor's Counsellor. An autonomous organisation, in charge of fostering collaboration between the associations (or groups) and public administration, is created.
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SynAthina aims to involve groups and associations with their initiative. It is in charge of collecting requests and authorising the organisation of activities in the public space. SynAthina is also in charge of controlling the activities of these groups and associations to make them respect rules and to avoid unauthorised occupation of public space³¹. SynAthina is allowed to make decisions on how to collaborate with the different associations. It could decide from time to time, also in relation to the needs of the different groups or associations, on whether to only authorise the implementation of activities or to sustain them by organising events or by supplying materials.

In July 2013, new funds, made available by SynAthina, were used to create a web platform³². The SynAthina platform objective is to create a way for community groups to promote their activities and communicate with local government. On this website, groups can register and post the date, time and location of their events, as well as other information on their activities for those who are interested. The activities organised by SynAthina are organised into eight categories (solidarity, urban interventions, guided tours of the city, networking actions, education and learning, children,

³¹ This measure is mainly aimed to avoid unauthorised privatisation of the public space.

³² www.synathina.gr

environment, and culture). Both associations and informal groups of people can register on SynAthina; they include different associations and groups and not only those related to PSK services. The ultimate goal of the platform is to make it easier for the citizens of Athens to raise awareness about issues affecting them in their neighbourhoods and to communicate with the municipality on the way to solve their problems quickly and effectively (Table 21). During Timeframe 3, a "guided governance space arises", while services are innovated through an "incremental mechanism".

Table 21 I Tf₃ Athens - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₃) - June 2013 – October 2013		
Innovation Mechanism	Incremental	The public administration started to collaborate with the initiatives, also giving materials and helping in the organisation of the events. It provides also a platform for initiatives' networking.
Governance Space	Guided	The public administration decided the way in which the group had to stay in touch with SynAthina. Then SynAthina decided the details of the collaboration from time to time.

The spread in the use of the SynAthina web platform and the activities carried out in the public space by the new associations increasingly promotes its diffusion (Tr(Tf_{2/3})) of PSK services (Table 22).

Table 22 I Tr(Tf_{2/3}) Athens - Trigger between Timeframes 3/4.

Trigger (Tr _(ATf3/4))	Diffusion	SynAthina provided a platform for the networking and collaboration of PSK associations and groups. The platform became a useful tool for the dissemination of practices as well as the activities carried out in the public space through practice.
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The new public administration willingness to participate in PSK services encourages other stakeholders to come into the relationship. During the period between October 2013 and September 2014, the existence of SynAthina and its platform lead people to believe that something could happen or change. On the one hand, some initiatives started asking for some materials and support for their activities. In particular, several collaborations with the Green Area Department of the City of Athens are activated. While people act and maintain public space the Department provides water and plants. On the other hand, some NGOs start to collaborate with the SynAthina group in order to write new projects for getting prizes and funds and providing PSK services³³ (Table 23). During Timeframe 4, a "contingent governance space emerges" from the collaboration between SynAthina and other NGOs, while services are innovated through an "incremental mechanism" since they are marginally innovated.

Table 23 I Tf₄ Athens - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₄) - July 2013/September 2014		
Innovation Mechanism	Incremental	The Green Area Department and SynAthina start their collaboration and some NGOs support fund-raising.
Governance Space	Contingent	SynAthina increases its collaboration with the Department of Green areas and with people and initiatives. Other stakeholders, such as independent NGOs, start new collaboration with public administration.

In September 2014, the SynAthina project wins the Bloomberg Mayor Challenge Price (Tr(Tf₄))³⁴. This allowed SynAthina to continue its work for the City of Athens, aiming to involve PSK associations or groups more and more, and to develop new modalities for collaboration (Table 24).

³³ <http://pedio-agera.gr>

³⁴ <http://mayorchallenge.bloomberg.org/competition-overview/>

Table 24 I Tr(Tf_{2/3}) Athens - Trigger between Timeframes 4/5

Trigger (Tr_(Tf4/5))	New structure of benefits	SynAthina wins the Bloomberg prize.
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The proposal that SynAthina registers for the Bloomberg Mayor Challenge prize was related to the use of public space; concurrently, the City Council uses prize resources for things that could better affect the already existing practices and root them into routines for PSK service provision. The public administration's first reaction after the winning of this prize was the creation of a new department within the municipality: the "Department of Citizens and Society". This action changes the existing relationship within the municipality; the new department incorporated SynAthina and the old Social Innovation Department; the head of SynAthina becomes the head of the new department (Tf5 - guided governance space). This decision aims to create new routines and new ways of running the relationship with initiatives and groups existing in the city and to manage PSK services. New practices emerge from the strong collaboration between the Department of Citizens and Society and the Department of Green Areas. Indeed, they develop new routines by combining existing ones, such as the normal practice of the Green Areas Department to give materials to the association and groups and to the Department of Citizens and Society" to sustain associations or groups in the organisation of events, networking and collaboration with other NGOs to trigger the rise of PSK practices (Tf5 - patchwork mechanism).

New strategies are being developed: the two above-mentioned departments are working on a proposal which aims to allow the renovation of public space through the use of specific partnerships³⁵. Then, the public

³⁵ The proposal is called "Adopt a Square": it has not been implemented yet; it has been discussed only within the offices of the public administration. The "Adopt a Square" proposal is a programme of the City of Athens Municipality; that aims to develop a dynamic network of public spaces. It addresses issues of maintenance and the use and design of public space through cooperation and exchange of knowledge between the public sector and reliable agents who wish to contribute to the improvement of Athens' image. The current proposal is focusing on the main squares, intending to be expanded to other public spaces. "Adopt a Square" foresees that firstly architects will provide projects for these spaces and a competition will decide what will be the winning project; secondly, the project will be implemented by the group, initiative, private enterprise that will be the contractor. Therefore, the public administration will be in charge of all the bureaucratic issues rather than the contractor who will be responsible for all the costs and work for the implementation of the project and also for the maintenance of the area for three years. Finally, after three years the contract will become a permanent base of adoption.

administration starts using tools such as crowdfunding³⁶ in order to sustain projects such as the SynAthena platform. (Table 25).

Table 25 I Tf₅ Athens - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₅) - September 2014 – 2015		
Innovation Mechanism	Patchwork	Public administration starts to create new routines from already existing practices.
Governance Space	Guided	Public administration decides to unify departments through a top-down and intentional action.

The description of the timeframes, summarised in the previous tables, provides an outline of the service innovation process using different values of the variables along the framework described in chapter 2 (Figure 13).

³⁶ <http://crowdpolicy.com/project/synathina-gr/>

Figure 13. Analytical framework of service innovation processes in Athens

Time frames Innovation Mechanism	Governance Spaces	Tf_1	Tf_2	Tf_3	Tf_4	Tf_5
		2011-2013	Apr 2013 - Jun 2013	Jun 2013 - Jul 2013	Jul 2013 - Oct. 2014	Oct. 2014 - 2015
Incremental	Guided			PSK groups and the public administration collaborate		
	Participatory		The public administration allow the PSK services			
	Contingent				New collaboration within the public administration and with external actors	
	Insurgent					
Ad hoc	Guided					
	Participatory					
	Contingent					
	Insurgent	PSK associations are emerging around the city.				
Patchwork	Guided					The public administration starts to create new routines from already existing practices.
	Participatory					
	Contingent					
	Insurgent					
Transformations Triggers						
			$Tr(Tf_1)$	$Tr(Tf_2)$	$Tr(Tf_3)$	$Tr(Tf_4)$

4.2.2. Discussing Governance Dynamics in Athens

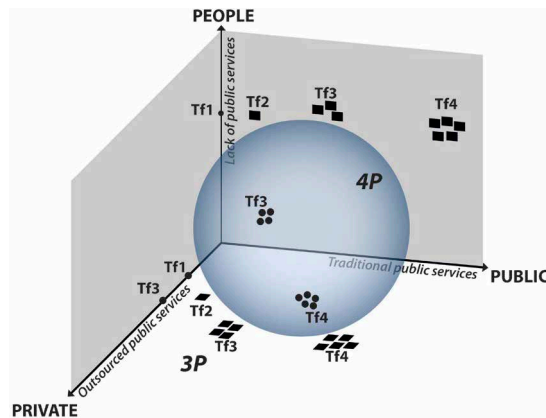
In Athens, the analysis of the innovation process in PSK confirms the dynamic and mixed nature of governance³⁷. Even if more characterised by guided spaces compared to what happened in Rotterdam, the different variables allow many and different kinds of governance models to develop within the timeframes (Figure 14).

During timeframe 1, many PSK groups and associations emerge to, occupy public spaces, while public administration is totally ignoring such initiatives.

³⁷ For this analysis see Annex 02

After two years, one of the activists becomes the consultant of the Mayor; she is able to guide him towards the involvement of spontaneous initiatives in the public protocols of space keeping and to support them. During the second timeframe, more attention and support is given to PSK services, but still the collaboration remains organisational, no funds or material is supplied to PSK groups and associations.

Figure 14. Analysis of the main trends of governance in public service provision in Athens



The shift between the second and the third timeframe happened through a change in the relationship between the involved agents: indeed, the activist from simply being a consultant becomes Counsellor of the Mayor. This event affects also the main trends in the governance model in the provision of PSK services. Indeed, the new Counsellor, working with SynAthena, is able to activate new types of collaboration between groups, associations and public administration. No specific tool is provided in order to allow such collaborations: the agreements between the partners remain informal, but exchange of materials and help in the organisation of the activities is provided by public administration. Groups of both people and associations could obtain materials and help in public service provision. Moreover, sometimes private enterprises enter the partnership as sponsors by putting advertisements in the public space. Hence, many types of partnerships are formed in this period. It is possible to recognise Public-People Partnerships, between public administration and informal groups of people, Public- Private-Partnerships, mainly between the public and citizens' associations, Public-Private-People Partnerships, between the public administration, informal groups of people and private enterprises or foundations who are

providing funds. During this period the SynAthina platform, provided by public administration, allows groups and associations to cooperate, creating a constellation of PSK groups or associations, similar to what happened in Rotterdam, even if here it is stimulated by the public administration rather than directly by PSK associations.

The diffusion of PSK groups and associations also enhanced by the web platform, stimulates, on the one hand, internal networking between the departments, on the other, the collaboration between the local public administration with external NGOs, which were already active in the city, in order to start new PSK services in specific areas of the city by engaging people in the provision of such services. Hence, during the fourth timeframe, the main trend in the provision of PSK services is a public-private partnership, aiming to create public-private-people partnerships.

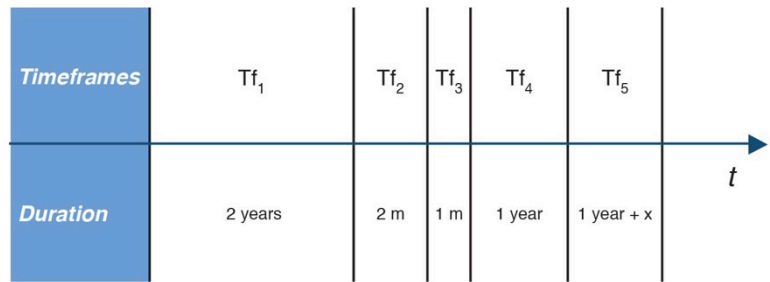
The winning of the Bloomberg prize creates the conditions for developing new tools for collaboration between the three possible stakeholders, but, since the proposal is still under discussion, it is not possible to identify a change in the trends of governance models in PSK service provision.

4.2.3. Discussing the case of Athens

The service innovation process in Athens has been analysed in order to highlight some tendencies. In the following note some considerations are driven.

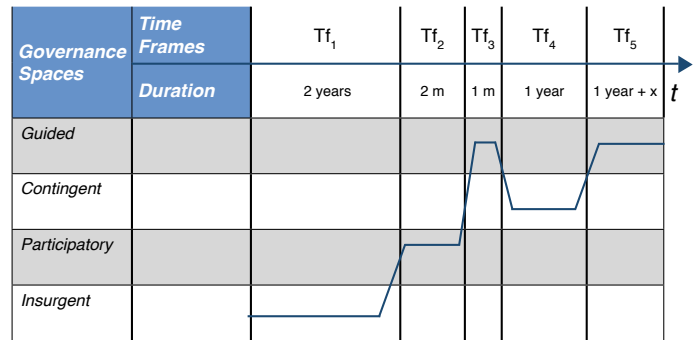
- i. The analytical framework of service innovation process (Figure 13) shows how the process in Athens undergoes strong accelerations in relation to the actions taken by the public administration. Indeed, the public administration plays a major role in the process, even if, since now, it is not providing any formal tool for the collaboration with PSK associations or groups. After two years of autonomous activism of the associations and groups (Tf1), the public administration enters the process and changes it considerably in few months (Tf2; TF3). After this period of transition towards a collaboration perspective, timeframes start to last longer than the previous ones (Tf4; TF5) (Figure 15).

Figure 15. Duration of Timeframes in Athens



ii. Considering the "governance space" variable fundamental to understand the involvement of the public administration in the relationships, it is possible to affirm that there is no specific flow arising in relation to the value of the governance space variables. Differently from Rotterdam, the direction from an insurgent to a guided space of governance is more evident. After the entrance of the public administration in the process, its interest in the support of PSK services stays. Hence, the process goes from an insurgent (Tf1) towards participatory (Tf2) and guided space (Tf3). The fourth timeframe has been characterised by a strong collaboration internal to the public administration and with the Departments, which has contributed to the service innovation (Tf4). Then, after the allocation of new funds, the process returns to be guided (Tf5) (Figure 16).

Figure 16. Analysis of the process in relation to Governance Space in Athens



iii. The governance models arising in Athens are many and quite flexible. Indeed, the public administration, until now, has not provided any specific tool to regulate PSK services provision. The collaborations that are arising are fluid and sometimes even temporary, but a wide range of them is represented and coexists. Indeed, after the first period,

during which associations and groups are acting autonomously (Tf1), the public administration enters the process, even very slightly (Tf2). Then, the City Council starts to collaborate and the collaborations allowed remain the same until today. All the possible combinations are permitted (Tf2; Tf4; Tf5), although no private enterprise is interested in entering the process, when the public administration is not participating. In Athens, the limit of action is not set by any specific rule, but by the acquired and existing trust between the public administration and the PSK associations or groups.

Figure 17. Analysis of the governance models in relation to duration

Spaces of Public Service Provision	Time Frames	Tf ₁	Tf ₂	Tf ₃	Tf ₄	Tf ₅	t
	Duration	2 years	2 m	1 m	1 year	1 year + x	
Public							
Private							
People							
Public-People							
Private-People							
3P							
4P							

- iv. The types of collaborations that are arising do not suppose a durable commitment. The form of commitment that the public sector shows is by giving materials, i.e. plants and furniture for public spaces.

4.3. The case of Milan

Milan is the second most populous city in Italy; it is located in the flat north-western area of the country, in the Po valley, approximately in the middle of the area between the river Po and the Alps. Nowadays it has a population of almost one million and three hundred thousand people. In the last century, the city has stabilised its economic role, becoming the largest Italian financial market. It is also one of the world capitals for fashion and industrial design, and one of the most important Italian university centres. The municipality of Milan is divided into nine administrative Municipal Districts, descending from the former twenty districts since 2000³⁸. Each

³⁸ Art. 17 del Testo Unico degli Enti Locali n. 267/2000. Available in Italian at: <http://finanzalocale.interno.it/docum/studi/varie/testounico267-2000.p>

Municipal District is administrated by a Council and a President, elected together with the city's Mayor. The Municipal Districts have the power to advise the Mayor through non-binding opinions on a large spectrum of topics (environment, construction, public health, local markets) and exercise the functions delegated to them by the City Council; in addition, they are supplied with autonomous funding in order to finance some local activities. Milan is also the capital of the Lombardy Region and of the administrative province of Milan (corresponding to the Greek prefecture). Since 1st January, 2015, the metropolitan area of Milan is also recognised as one of the fifteen Italian Metropolitan Municipalities according to the last governmental provision concerning administrative reorganisation. In this new framework, the Mayor of Milan is designated to exercise the functions of the Metropolitan Mayor, presiding over the Metropolitan Council formed by another sixteen mayors of municipalities in the area.

The city of Milan is characterised by a strong network of associations and voluntary action groups that are engaged in many activities. Some of these associations have also been active in PSK services. The foundation of the first PSK association goes back to 2004 (i.e. Ospedale ex Paolo Pini), but this kind of initiative was preceded by the experiences of groups and associations which have been active in the public space in order to defend parks from the expansion of building construction since the 1960s (i.e. Parco Nord, Parco delle Cave, etc.). Indeed, in Milan, PSK services are strongly related to green abandoned areas, flowerbeds, and to urban agriculture.

4.3.1. Innovation Process of Services for Public Space-Keeping in the City of Milan

In Milan many PSK services exist all around the city; they are usually strongly related to urban green areas, shared gardens and agricultural practices. PSK services in Milan are mainly related to abandoned space or to small areas between buildings, which are mainly not used. These areas within the city are usually abandoned or not really considered by public administration for maintenance and landscaping, and many informal practices have spread all around the city. For example, just looking at urban agricultural practices there are almost two hundred orchard initiatives that occupy 1,700,000 sqm all around the city (Cognetti et al., 2014). Considering that to these more rooted practices, additional PSK associations and groups have been set up since 2003³⁹. These practices are spreading all over the city; they occupy small areas that are almost invisible while observing the

³⁹ See for example <http://www.ilgiardinodegliaromi.org/chi-siamo>

city from a map, composing a fragmented geography of similar experiences. This first timeframe can be described as characterised by an "incremental innovation mechanism" and as an "insurgent governance space" (Table 26).

Table 26 I Tf₁ Milan - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₁) - Before December 2010		
Innovation Mechanism	Incremental	The diffusion of new practices is informally changing the modalities and governance of PSK services
Governance Space	Insurgent	PSK services are emerging from citizens' bottom-up initiatives. There is a lack of attention to these practices from the public administration.

In 2010 one person⁴⁰, who was part of one of the PSK groups, starts to record existing practices in Milan. The launched challenge is appreciated and other groups start mapping and analysing the situation. This situation pushes other groups to become active networks of experiences in order to: map all the PSK associations in Milan, by organising meetings and opportunities for mutual understanding; develop a campaign of public awareness; and, facilitate the emergence and consolidation of experiences. The diffusion (Tr(Tf₁/2)) of this networking activity fosters dialogue between public administration and the initiatives in order to make the values of these experiences clear and visible (Table 27).

Table 27 I Tr(Tf_{1/2}) Milan - Trigger between Timeframes 1/2

Trigger (Tr_(Tf1/2))	Diffusion	PSK services increasingly spread all over the city. The groups that are running such initiatives started to get to know each other and organised themselves into networks.
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During 2011, the public administration started to consider more and

⁴⁰ <http://ortodiffuso.noblogs.org/>

more PSK associations and groups and, with the aim of collaborating with them and in order to recognise spontaneous and unauthorised initiatives, started a dialogue by organising events and meetings both at the local administrative level (district municipalities) and at the City administrative level. Collaboration between the public administration and PSK associations fosters the creation of new routines from existing practices (Tf₂- patchwork innovation), through the creation of a "participatory governance space" (Table 28).

Table 28 I Tf₂ Milan - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₂) - December 2010/May 2012		
Innovation Mechanism	Patchwork Innovation	The manifested interest of public administration does not change the way in which the service is carried out, but determines a new way of collaboration between stakeholders, aiming to create a new routine by putting together existent practices.
Governance Space	Participatory Innovation	Public administration starts to show an interest in PSK associations, by viewing them as opportunities for the innovation of these kinds of services.

In May 2012, a new Council Regulation (Tr(Tf_{2/3})) for PSK service provision is approved (Table 29)⁴¹. The new regulation introduces two ways of collaboration between public administration and people. The first aims to regulate the practice of "giardini condivisi" (shared gardens), while the second aims to stimulate the practice of maintaining the city's green areas, "adotta un'aiuola" (adopt a flowerbed).

⁴¹ See the document: delibera n.1143 del 25/5/2012. "Linee d'indirizzo per l'elaborazione di convenzioni con associazioni senza scopo di lucro per la realizzazione di giardini condivisi su aree di proprietà comunale".

Table 29 I Tr(Tf_{2/3}) Milan - Trigger between Timeframes 2/3

Trigger (Tr_(Tf2/3))	New set of rules	A new Council Regulation for PSK services provision is approved. It describes a specific protocol for PSK services provision to get permission to act in the public space.
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The first type of collaboration requires a four-step process to start the collaboration between people and public administration. First, the contract can only be signed by NGOs and not by an individual; hence, groups need to set up a formal organisation in order to be accepted by public administration. Then, a proposal has to be submitted to the Municipal Department to be evaluated. The Municipal Department checks whether the area is public and if the proposal passes through the preliminary assessments successfully, the contract between public administration and citizens can be signed. The contract is only valid if the NGO undertakes to run and maintain the area, to organise events during which the garden is open to the public, such as parties or meetings, and organise educational training. For its part, the administration is committed to offering a preliminary layout of the garden in addition to the physical space. The second type of collaboration⁴², *adotta un'aiuola*, gives private enterprises and citizens the opportunity to participate in maintaining the green areas of the city (only some spaces are excluded from the practice⁴³); it provides different ways for the caring of green areas (technical sponsorship, financial sponsorship, agreement of technical cooperation, etc.). PSK activities are allowed through official contracts between the adopter and the public administration. These types of collaboration address everyone (public or private subjects, individual citizens, associations, group of people living in the same building, public institutions, universities, schools, companies, banks, shops, bars, etc.); they can last for a period of between one, three or five years, depending on the type of contract. Indeed, this new regulation provides four kinds of possible collaborations with public administration. The first, called "technical collaboration", stipulates that everyone can

⁴²http://www.comune.milano.it/wps/portal/ist/it/servizi/ambiente/Aree_verdi/adotta_verde_pubblico

⁴³ http://mediagallery.comune.milano.it/cdm/objects/changeme:51541/datastreams/dataStream7357497661671855/content?pgpath=ist_it_contentlibrary/sa_sitecontent/utilizza_servizi/ambiente_animali/Aree_verdi/adotta_verde_pubblico

provide PSK services in the city's green spaces and that the contractor has to provide PSK services without asking for publicity. The second type of collaboration, called "technical sponsorship", stipulates that any citizen may submit a project and provide information about the cost that will be incurred for the provision of PSK services. The contractor, as citizen or enterprise, can put a poster (already designed by the public administration) with the logo of his company/brand. The third type, "financial sponsorship for historical parks", addresses the maintenance of historical parks: it allows people, but mainly companies, to pay for routine maintenance of parks and in compensation, are allowed to put up advertisement posters around the park. The fourth is called "financial sponsorship for playgrounds" and just allows people or companies pay an amount that is sufficient for public administration to implement the intervention, having the visibility of their logo/company name/brand as compensation.

This new set of regulations (Tf₃ - ad hoc mechanism) provided by public administration (Tf₃ - guided governance space) allows existent practices to be recognised and become legal. PSK services become even more widespread around the city. The first type of collaboration only allows some groups to officially become a "shared garden", while the second type of collaboration increases all over the city⁴⁴ (Table 30).

Table 30 I Tf₃ Milan - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₃) - May 2012- April 2013		
Innovation Mechanism	Ad hoc	The new rules introduced by the public administration describe how the collaboration should be.
Governance Space	Guided	The public administration introduced new rules for the provision of PSK services through a top-down and intentional activity.

Following the introduction of the new rules, a season of larger collaboration between PSK association or groups and public administration begins. Such collaboration did not only occur in public service provision; it

⁴⁴ See for examples: Isola Pepe Verde (<https://isolapepeverde.wordpress.com>); Giambelgarden (<http://www.nostrale.it/392/coltiviamo-in-quartiere-giambel-garden-giovani>); Il giardino nascosto (<http://www.comitatoponti.org>); Cascina Albana: (<https://cascinalbana.wordpress.com>). See Annex 03

also becomes an opportunity for knowledge exchange between stakeholders ($Tr(Tf_{3/4})$). Indeed, PSK services start to be introduced as a broader concept of the whole green area system of Milan. Some of them, mainly the shared gardens' form of PSK services (i.e. Giambellgarden, Giardino degli aromi associations⁴⁵), were invited to an official event that took place in the City Council on 20th April, 2013. This was the occasion for public administration to re-frame the role of PSK associations and groups, also in connection with the work of other institutions and associations, such as those managing large and institutional parks in Milan (i.e. Parco Sempione, Grande Forlanini, Parco Nord, Bosco in Città, Parco Teramo, Media Valle Lambro, Parco del Ticinello, Parco Segantini) (Table 31).

Table 31 I $Tr(Tf_{3/4})$ Milan - Trigger between Timeframes 3/4

Trigger ($Tr_{(Tf_{3/4})}$)	Knowledge acquisition	The event of 20th April, 2013, held in the main building of the Milan City Council, enhanced the role of PSK associations and groups. Public administration started to consider them as part of the whole environmental system of Milan.
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This event stimulates a new process internal to public administration, specifically fostered by the Department of the Green Areas (the Counsellor, some consultants and the technicians) which involved all the PSK associations and park institutions in the drawing up of a document, which describes the strategic guidelines for the enhancement of the environmental system of Milan. This large group initially works on some scenarios and in seven months draws up a document that was presented to citizens by the Department of the Green Areas and by the Urban Development Department during an open event in October 2013, and approved by the Milan City Council in November 2013⁴⁶. The document showed the enrichment of the perspective and enhanced the process towards the constitution of a new metropolitan concept for the environmental system of Milan. Hence, timeframe 4 can be described as characterised by a "patchwork innovation mechanism" that aims to combine existing practices and by a "contingent governance space" (Table 32).

⁴⁵ See Annex 03

⁴⁶ Deliberazione della Giunta Comunale n.2400 del 29/11/2013. Available at: <http://mediagallery.comune.milano.it/cdm/objects/changeme:2400/datastreams/dataStream4292727737341146/content>

Table 32 I Tf₄ Milan - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₄) - April 2013- November 2013		
Innovation Mechanism	Patchwork	The document introduces a new concept of PSK services which aims to merge and synergise existing practices thus creating new routines. Moreover, the way in which the document has been drawn up represents an innovation in itself, since many stakeholders have contributed to it, rather being an internal procedure as is usually the norm.
Governance Space	Contingent	The document is intentionally drawn up by the City Council and fostered by technicians and consultants of the Counsellor.

After November 2013, the public administration, having almost structured the way in which PSK services are carried out all around the city, move towards the update of the operational regulation for the green areas in the city. This regulation includes the full guidelines for the maintenance and use of the green areas in Milan and the tools for PSK services. The drawing up of this second regulation is a direct consequence of the path taken by public administration: indeed, the knowledge acquired (Tr(Tf_{4/5})) during the drawing up of a strategic document for green areas represents the basis from which the second operational regulation starts to be written (Table 33).

Table 33 I Tr(Tf_{4/5}) Milan - Trigger between Timeframes 4/5

Trigger (Tr_(Tf4/5))	Knowledge acquisition	The close collaboration between the stakeholders involved in the strategic document for the green areas of the city stimulate the acquisition of knowledge by public administration bodies, helping them to better understand the needs of associations, groups and park institutions
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In March 2015, the first step towards the City Council's⁴⁷ approval of the operational regulation is the acceptance of an update of the tools for PSK services provision. The changes establish that the Municipal Districts will draw up lists of the available areas for PSK service provision. Moreover, it expands the possibility of occupying under-used rather than just abandoned and degraded areas, with PSK services. The most important change is related to costs: from this point on, public administration will cover the costs necessary for the implementation of a shared garden, such as for waste disposal, the elimination of weeds and water connections; hence, all the preparatory actions will no longer be in the charge of citizens and NGOs.

This further update is preparatory for the development of the operational regulation which, descending from the strategic regulation, includes both the description of the tools for the provision of PSK services and all the norms for the use and the maintenance of the green areas in the city. The Department of the Green Areas of the Milan City Council works on the document for one year and a half. The new document (Tf_{4/5} - Ad hoc mechanism), fed by the result of the previous participative timeframe, is elaborated within the offices of the Department of Green Areas (Tf_{4/5} - guided governance space). The last operational regulation has not been approved yet; it was presented in August 2015 (Table 34)⁴⁸

Table 34 I Tf_{4/5} Milan - Innovation Mechanism and Governance Spaces

Timeframe (Tf ₅) - November 2013- August 2015		
Innovation Mechanism	Ad hoc	Public administration develops a new operational regulation for green areas, which includes both the description of the tools for the provision of PSK services and all the norms for the use and the maintenance of the green areas in the city.
Governance Space	Guided	The document has been intentionally elaborated by the public administration through a top-down initiative.

⁴⁷ <http://ortodiffuso.noblogs.org/files/2015/06/Delibera-Integrazione-Giardini-condivisi.pdf>

⁴⁸ See in Italian:

https://www.comune.milano.it/wps/portal/?urile=wcm:path:ist_it_contentlibrary/sa_sitecontent/sfoglia_news/notizie_primo_piano/tutte_notizie/benessere_sport_verde/verde_nuovo_regolamento_cittadino

The timeframes, described above, provides an outline of the service innovation process using different values of the variables along the framework described in chapter 2 (Figure 18).

Figure 18. Analytical Framework of Service Innovation Processes in Milan

Time frames Innovation Mechanism	Governance Spaces	Tf_1	Tf_2	Tf_3	Tf_4	Tf_5
		Before Dec. 2010	Dec. 2010 - May 2012	May 2012 - Apr. 2013	Apr. 2013 - Nov. 2013	Nov. 2013 - 2015
Incremental	Guided					
	Participatory					
	Contingent					
	Insurgent	Diffusion of public space keeping services.				
Ad hoc	Guided			New rules for public space keeping and diffusion of these practices.		To change to the rules related to public space keeping and of the Regulation of the green areas of the City
	Participatory					
	Contingent					
	Insurgent					
Patchwork	Guided					
	Participatory	New set of collaboration between the stakeholders, aiming to create a new routines				
	Contingent				New concept of public space keeping that aims to merge existing practices	
	Insurgent					
Transformations Triggers						

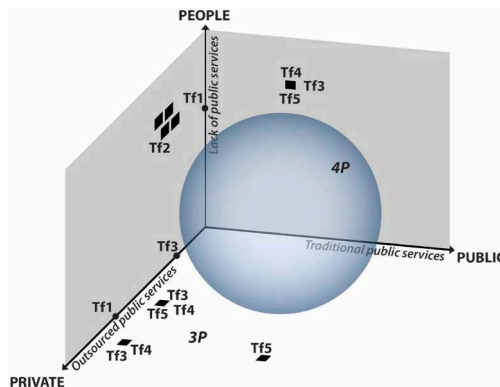
4.3.2 Discussing Governance Dynamics in Milan

The innovation process of PSK services in Milan again highlights how governance in public service provision is dynamic⁴⁹. Yet, it is still possible to recognise some trends, mainly affected by the intentions of public administration (Figure 19). The shift between the first timeframe, where

⁴⁹ For this analysis see Annex 03

PSK associations and groups operate in the public space, underline how the strong existing networks of associations in Milan is able to structure a stronger set of cooperation for the provision of PSK services. They create new networks⁵⁰ and stimulate a further dissemination of practices that are already widespread. Is not possible to identify a specific model of governance during the first timeframe, due to the fact that associations and groups are autonomous entities and no real collaboration exists in the provision of PSK services. Whereas, during the second framework, collaboration between groups and association emerges through a People-Private model set similar to a constellation.

Figure 19. Analysis of the main trends of governance in public service provision in Milan



The shift that occurred between timeframe 2 and timeframe 3 is caused by the development of a new set of rules for the provision of PSK services by public administration. As already highlighted in the previous paragraph, the tools for PSK service provision introduce two ways for collaboration between the public administration and people or associations. The first way regulates the practice of "shared gardens" while the second regulates the practice of maintaining the green areas of the city, "adotta un'aiuola" (adopt a flowerbed). The first practice aims to involve associations, hence stimulating the rise of a 3P governance model, although the role of public administration is not so relevant in the partnership: public administration provides the space and assistance for cleaning up the area at the beginning of the activities. The second practice provides four types of possible collaborations. "Technical collaboration" aims to involve individuals or

⁵⁰ See for example: <http://rape.noblogs.org>

groups, and it is a Public-People partnership; "technical sponsorship" and "financial sponsorships" aim to involve PSK associations without the social commitment required by the "shared garden" type of collaboration, fostering the diffusion of Public-Private Partnerships. In this case, public administration has developed specific tools for each possible type of collaboration.

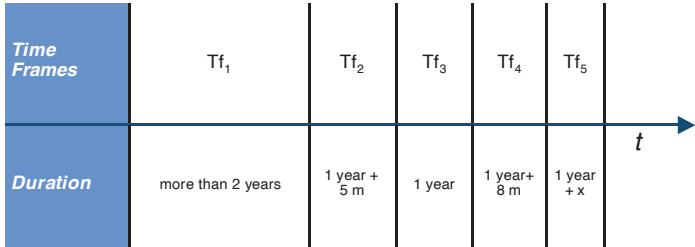
The willingness to change the main regulation for green areas in the city of Milan stimulated the steps that followed in the innovation process. Hence, the shift between the third and the fourth timeframe was more conceptual and affected the provision of PSK services to a lesser degree. The passage from one timeframe to another creates the possibility for PSK associations and groups to network with more institutional entities that are active in the maintenance of green areas. The strong will to change the main regulation for green areas, joined to strong dialogue between public administration and both PSK associations and institutional stakeholders (i.e. park institutions) fosters the shift between the fourth and the fifth timeframe. In this transition, a change in the regulation of PSK services has been developed: public administration begins to increasingly sustain the "shared gardens" type of services for public spaces. Public administration will provide funds and materials to start the activity, thus acquiring a bigger role with respect to the previous existing 3P model.

4.3.3. Discussing the case of Milan

The analysis of the case study in Milan, underlines six specific remarks.

- i. The timeframes correspond to quite long periods. There is no match between the entrance of the public sector in the process and a peculiar acceleration, as highlighted in Athens (Figure 18).

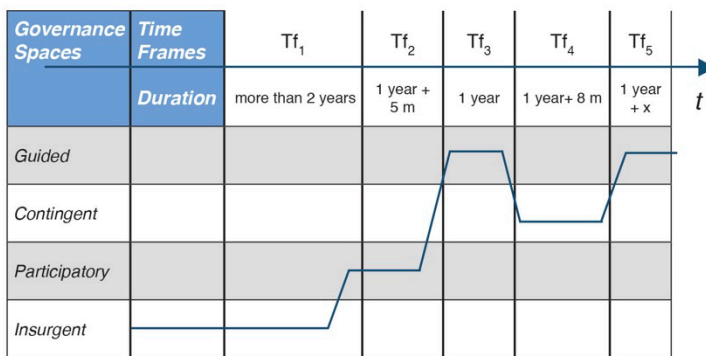
Figure 20. Duration of Timeframes in Milan



- ii. Observing the values of the "governance space", it is possible to see how public sector gradually acquires a more important role in

the process. Starting from a "participatory space", when the public administration is just interested in sustaining PSK services (Tf2), the value of the variable goes towards a "guided space" while new tools for PSK services are provided (Tf3). Then, it passes to a "contingent governance space"; indeed, many actors have collaborated to the elaboration of a strategic document that includes PSK services in a broader conception of the whole environmental system of Milan (Tf4). The last operational regulation document is elaborated within the public administration (Tf4).

Figure 21. Analysis of the process in relation to Governance Space in Milan



- iii. Looking at the trend of governance models in public service provision, it is possible to observe how at the beginning associations and groups of people are working autonomously (Tf1). Then, the networking activities (Tf2) between people are able to draw attention from the public administration. After the second framework, while new rules for PSK services are introduced, prevailing governance models arise and remain stable for the rest of the process (Tf3; Tf4; Tf5). These governance models are precisely described by the public administration in the normative tools for PSK services provided, which do not admit stakeholders to assume different roles. Indeed, stakeholders are compelled to perform only specific tasks. The trends arising remain stable for some years; one governance model can be related to more than one timeframe (see for example Public-People Partnerships and 3Ps in Tf3, Tf4, Tf5). Still different governance models coexist during the timeframes.

Figure 22. Analysis of the governance models in relation to duration

Spaces of Public Services Provision	Time Frames	Tf ₁	Tf ₂	Tf ₃	Tf ₄	Tf ₅	t
	Duration	more than 2 years	1 year + 5 m	1 year	1 year + 8 m	1 year + x	
Public							
Private							
People							
Public-People							
Private-People							
3P							
4P							

- iv. The tools elaborated by the public administration (Tf3; Tf6 ad hoc mechanism) to sustain PSK services have great detail. The role of each stakeholder is deeply described and no other combination or role is allowed. The provision of these tools has caused a stabilisation in the trends of governance; no other trend arises, while the allowed one continues to exist.
- v. As well as in Rotterdam, no 4P model arises within the process observed. The public administration provides only one tool among others that allows individual and autonomous groups to act in the public space (Tf3), but such tool does not permit to private enterprises or foundations to sustain officially people through funds and materials. In this case, the public administration just allows the action in the public space, without providing funds or materials.
- vi. Finally, the shift between timeframe 2 and 3 (Tf2; Tf3) has been elaborated with the contributions of the existing network between the association and groups; while the shift between the third and the fourth (Tf3; Tf4) timeframe.

Chapter 5

5. Conclusions: General Results, Critical Issues, Further Works

The present work wants to investigate scenarios for urban services innovation. The main tenet is to study the interplay between processes of urban services innovation and the related governance model in a mutual shaping perspective. Focusing on (i) the literature about services and innovation (chapter 1), (ii) three specific variables of innovation processes (chapter 2), (iii) and governance models in public service provision (chapter 3), this study elaborates an analysis of three case studies in order to reflect on governance dynamics in service innovation processes.

In light of the previous considerations, it is possible to underline two main reasons to continue talking about innovation of urban public services. The first is the debate about the role of the public sector in urban (public) service provision and, concurrently, the promotion by the literature of alternative governance models to current and consolidated ones. This tendency has been highlighted more and more by the recent economic crisis (Albrechts, 2013). Hence, a deeper understanding of what is the relationship between service innovation and governance models in service provision is necessary. The second reason is that scholars often present transformations of governance models in service provision as service innovation processes themselves rather than referring to them as dynamic elements that could affect innovation (see for example Hartley, 2005). Indeed, a large part of the literature, when speaking about governance, introduces it as the main, if not the only, element that gives rise to innovation (see paragraph 1.2.3). Chapters 2, 3, and 4 point out how governance interacts with other variables along service innovation processes so challenging this vision and opening up the exploration of alternative ones.

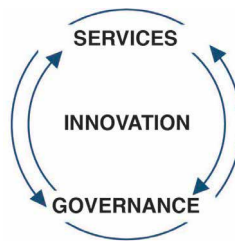
Focusing on these aspects, this chapter develops some additional reflections on the three case studies, considers some issues opened up by the work carried out and introduces some possible further research explorations.

5.1. Reflections from the Three Case Studies

The shift, started thirty years ago, from a traditional public sector and private sector perspective towards a view that involves a wider set of actors (public, private sectors and people) in service provision adds more and more complexity to their innovation process. The results of the empirical research (chapter 4) identify a series of critical elements to be considered in service innovation processes. In detail, some considerations arise.

- i. *It is not possible to identify one specific direction or a relation of supremacy between the innovation processes and the related governance models* (see paragraphs: 4.1.2, 4.2.2, 4.3.2). Sometimes the rise of new governance models innovates the services; other times the different innovation variables call for new governance models in service provision. *The main characteristic of this relationship is mutuality*; while governance evolves, or is innovated itself, services are innovated and vice versa (Figure 23).

Figure 23. The Mutual Shaping Nature of Services Innovation and Governance in Service Provision



- ii. *Governance in service innovation processes is characterised by fluid dynamics. Three main types of fluidity are observed.* The innovation process moves indifferently from one governance space to the other, being influenced by the level of commitment of the different stakeholders (see Figure 11, Figure 16, Figure 21). On the other hand, many kinds of partnerships may arise along the service innovation process. They may change over time, moving from a not collaborative condition towards partnership one. Moreover, they evolve from one type to another not necessarily in a consequent way and may overlap, while more than one type of collaboration is allowed or convenient for the involved stakeholders (see Figure 12, Figure 17, Figure 22). The different stakeholders search for the best conditions for collaboration depending on the peculiarities of each situation; by using provided tools or allowed conditions (i.e. Tf4 in Rotterdam; Tf3 in Athens) or by self-organisation (Tf2 in Milan).
- iii. *When public administrations enter the process, a stabilisation of the existing trends of governance can be observed.* In the case of Rotterdam and Milan, for example, the formalisation of the relationships fosters the stakeholders to follow the provided tools slowing down the search for

new forms of collaboration. In Athens, the result is similar, although no specific tool is provided; the governance trends arising in the process remain the same since the public administration entered the process.

- iv. *The 4P model, in order to arise, needs a high level of trust between the stakeholders. This trust may be built through action and practices rather than through official agreements*⁵¹. The analysis of the main trends of governance models in service innovation process, highlights how only in one case study (Athens) the 4P model appears: it seems to manifest only when no peculiar tool for PSK service provision is elaborated. In the case of Athens, the presence of the public administration constitutes a reason of trust by private enterprises, which start to collaborate with both the public sector and people. In Milan, the relationship between public and autonomous people or groups is allowed; still it does not constitute an occasion for any collaboration with private enterprises or foundations, which, however, sustain organised associations. Moreover, in this case, the relationship between the two is represented by a low exchange of materials or funds: the public administration just allowing people or groups to act in the public space. However, the network that arises between PSK associations and groups represents an opportunity for collaboration between private sector and people. This network, in Milan, allows knowledge and practices sharing and exchange. In the case of Rotterdam, public-people relationship is represented by a low level of commitment of the public administration that provides a small amount of money for autonomous people and groups.
- v. *When the 4P model is implemented the responsibility of service provision is mainly delegated to people, groups and private sectors. The public administration demonstrates trust in the quality of the results of 4P model implementation of services.* The public administration usually allows the action of other stakeholders in the public space, while its commitment is mainly organisational. The main action that the public administration takes is giving them the materials that the City Council usually uses for public space maintenance, i.e. plants and furniture for public space.
- vi. *The processes that this work observed could be either innovations or changes.* While looking into innovation processes of existing services and not to structural innovation, the concepts of change and innovation appear

⁵¹ See for example the relationship that arises during the action of the group Atenistas:

merged and confused. Indeed, services are innovated or changed through new variables emerging and they are developed in a given context, but still such "new" works on a pre-existence. This makes innovation work like a graft: borrowing the similitude from botanic it does not modify the species of a service but introduces a new variety.

Moreover, one of the starting aims of this work was to analyse the strengths and weaknesses of the 3P and 4P model in an urban services innovation perspective. The general considerations highlight the complexity of this aim especially referring to three main issues.

The fluidity of the governance models in public service provision does not allow a real comparison among them. Partnerships evolve along the innovation process, changing in relation to the specificities of each situation. The literature, referring to governance model in urban regeneration project, is already highlighting how it is possible to reconstruct the rationality of 3P model only in ex-post logic (Antoniacomì, 2010). Hence, it is not possible to consider the models independently from the context and the moment in which they arise. This complexity makes the evaluation and the comparison of the two models more and more complicated and maybe useful since each consideration as to be related to a local narrative that refers to a specific case.

The second reason making the comparison so difficult is that, while searching for evaluation criteria, starting from the one already used for the 3P model, it is easy to get lost between the rhetoric discourses of politics and the essential isolation of the public managers experimentations of 3P models that did not provide any clear results (Codecasa and Ponzini, 2011; Codecasa, 2010).

Finally, it is really hard to identify examples of 4P models implemented. As already highlighted, within the three processes analysed, only in Athens it was possible to observe how relationships between public-private sectors and people are implemented. The other two case studies highlight a general lack of preparation of the public and private sectors to start relationships with autonomous people or groups in public service provision. Even when groups or single people are already active in the urban environment and are already providing public services, the public administration requires a more structured form of organisation, i.e. associations and NGOs, in order to create a partnership with these groups. On the issue of preparedness of public and private sectors, Moroni (Moroni, 2013) has already highlighted how, while observing the implementation of partnerships, it may be useful to focus on the tools and rules prescribed by the legislators, rather than on the preparation of technicians and entrepreneurs. In the analysis made in chapter 4 it is possible to see how:

- iv. In Milan, the tools provided for PSK services add more and more complexity for the implementation of the partnerships, prescribing in details how the partnerships should be implemented and what the roles of each stakeholder could be in each situation, i.e. "shared gardens" or "adotta un'aiuola" (see Tf3 in Figure 12). The described details and the precision in the elaboration of these tools, while prescribing exactly how service provision should change, caused a slowdown in the implementation of different governance models and in the involvement of different stakeholders in the relationships (although the innovation process keeps on changing the conceptual framework of the services). Indeed, the PSK associations and groups tends to follow the prescriptive tools provided by the public administration, rather than to search for new actors to be involved.
- v. In Rotterdam, the first type of collaboration arising in the process is informal (Tf4 - Figure 08), still there is a distinction between associations and autonomous groups in terms of available funds. Then, the basic layout elaborated by the local public administration for the implementation of PSK services (Tf6 - Figure 08) prescribes general rules for each contractor and decides what the role of the different stakeholders could be depending on the situation; still it makes a distinction between associations and autonomous groups. Consequently, a small range of governance experimentations in public service provision is allowed, causing the sedimentation of some governance models (Public-People Partnerships and 3P models).
- vi. In Athens, no specific tool for collaboration has been provided by the public administration (Figure 13). Indeed, different kinds of governance models are experimented. The sedimentation here is represented by practices to which the stakeholders get used so transforming them into praxis.

The first two cases highlight how the regulative tools provided by the public administration do not allow a significant experimentation of practices, confirming the lack of preparation of the elaborated rules to foster the rise of different governance models. Whereas the public administration should be able to regulate and foster the rise of different governance models, which may not represent the final objective for service innovation, while it could be an element that could influence it. For example, the rise of new governance models, during Tf4 in Rotterdam (Figure 08), influences the mechanism and governance spaces in service innovation process (TF5); similarly, in Milan, the rise of new governance models gives the start to new

conception of PSK services (Tf3 and Tf4 in Figure 12). Governance models and partnerships represent an opportunity for the experimentation of new practices that could foster service innovation. In this perspective, two issues arise: (i) the necessity of stabilisation of a practice to improve the practice itself, as it happened in the case of Milan during timeframe 5 (Figure 12); (ii) the need to continue to experiment new governance models and new possible alliances between different actors.

Analysing the three cases, it is possible to see how in Athens the experimentation of a different governance model is fostered by the lack of regulation, and the informality of the system permits many kind of collaborations, but still does not allow a stabilisation of governance models. On the other hand, the other two cases, Rotterdam and Milan, show how the regulations provided cause a stabilisation of the partnerships and of the types of the prevailing governance models, but, at the same time, restrain the experimentation of new practices. Moreover, when no contract or rule is provided, or when the duration of agreements is not set, governance models are unstable, highlighting also sustainability problems. Considering that a serious evaluation of sustainability would require a deeper analysis, it is possible to observe how two problems, related to economic and socio-organisational sustainability, could arise when people or organisations are not available to contribute to public services forever. Indeed, when the public sector decides to leave the responsibility of the provision of services to other actors, it should be aware of the fact that the interest of such actors in this field may be temporary and could end. Hence, the public actor should be prepared to this possible situation, trying to avoid it or providing adequate tools.

Furthermore, it is possible to observe at least two levels of commitment of the public administration: on one hand the direct transfer of funds aimed to provide the public services that, if considered alone, become more similar to outsourcing mechanisms rather than to partnerships; on the other a commitment based on trust that recognise values and quality of 3P and 4P governance models, while providing funds, materials and goods, even if still shifting the accountability of service provision from the public sector to other actors.

These considerations open up space to reflect about the regulative tools provided for public service innovation. On one hand, the details used to define and constrain the allowed practices (in Milan) and the restriction in the selection of the stakeholders (in Rotterdam) may be too precise. In this perspective, it could be not necessary to charge in details the regulative tools: "the only winning strategy is the simplification of rules and tools" (Moroni, 2013, p. 101). Innovation often arises where there is a lack in the regulation

(i.e. Tf3 in Figure 08, Rotterdam), while experimentation spaces could be fostered through regulation limited to general principles. On the other, the necessity arises for the elaboration of compensation mechanisms in relation to the type of responsibility shifted and taken in charge by actors different from the public administration. Indeed, while autonomous people or groups, associations, and private entrepreneurs take in charge the responsibility to provide public services, the levels of taxation remain the same. Considering the experimenting values of partnerships and cooperation mechanisms highlighted above, the public administration should start to elaborate and provide incentives to stimulate the engagement of other actors.

The public administrations should not pursue different governance models as the optimal solution for service innovation. They may rather represent useful tools for the public sector to learn from the failure and success of the experimentations in order to be able to face the different challenges arising from time to time. Hence, 3P and 4P models may represent local and temporary solutions, may be coexisting solutions, aiming at productive experimentations. While experimented the 4P model may represent a useful opportunity but only at certain conditions. Such conditions are of two types:

- i. Natural conditions* (which may exist or not, depending on the context) like the presence of a high level of trust between the stakeholders, and the availability of people, groups, associations, and public administrations to participate.
- ii. Structural conditions*, like for example the existence of proper policy frameworks; these may provide peculiar norms, contracts, agreements, and compensation mechanisms, should allow both the experimentation and stabilisation of certain condition, and also provide tools for the sustainability of such practices.

5.2. Critical Issues

In addition to the considerations above, some issues arise from this thesis related to its theoretical, methodological and empirical dimensions.

The theoretical issues refer to: (i) the definition of urban public services, (ii) the definition of partnership; (iii) the decision to describe in depth only two governance models (chapter 3), while several others are arising (chapter 4).

- i. Focusing on the definition of urban public services: no clear, peculiar and operational definition exists.* The main issue is represented by the fact that public

services may be defined using two variables, their provision or their use. In both cases the definition could appear questionable or partial. In order to be operative, this work considers "public" those services able to answer demands and needs coming from communities; hence, different actors may provide public services. When considering the definition of urban services, an issue of uniqueness of the definition can arise. Urban services, in fact, are generally defined as "the answer expected by most citizens, as a result of communities living in close proximity, to their demands with the objective of improving the health and welfare of community members. Examples of such essential services include urban infrastructures, clean water, sewerage, health services, telecommunications, post, transport network services (public transport) and electricity supply" (Hodge, 2007). In Italy the idea of urban service is historically linked to that of "standard", a minimum value calculated in square meters per inhabitant. Differently, from the Italian definition of standard, the English concept is less normative: they are defined as a level of excellence, or a defined degree of any quality, viewed and described object of endeavour or what is adequate for some purpose (Gaeta et al., 2013). In order to avoid this problem, this work simply considers a general definition of urban services: those services provided by a specific public agent, the municipality, to people living or acting (working, visiting, etc.) within its jurisdiction, either directly (through the public sector itself) or by financing provision of services (i.e. outsourcing, public-private partnerships) or by sharing action and part of the production process (co-production, public-private-people partnerships, etc.).

- ii. *The two models this thesis focuses on are the starting points for the empirical research that has been made to verify how these models are applied and work in the reality.* This work identifies, through the case studies, some governance models in the provision of urban public services: 3P, 4P and also Public-People Partnership and Private-People Partnership. Still, in the theoretical part only two types of partnerships are considered. This operational decision has been made following the tendencies that are arising across the literature that is recently emphasising the 4P model against the 3P one.

The methodological issues are mainly related to the framework used for the analysis of the case studies. The framework is presented as a linear sequence of timeframes and triggers of transformation; this linearity does not correspond to the real form of innovation processes, which are characterised by false starts, recycling and dead ending. Hence, the framework does not

represent a prescriptive blueprint or a path for innovation processes; it is rather an operational tool to represent complex processes. It has been built synergistically with and simultaneously to the work on the three case studies (chapter 4). The applicability check has been made ex-ante, by envisioning the variables; ex-post, by analysing the variables throughout the three cases. The methodology used acquires value for the analysis, distinguishing the variables that characterise innovation. Using this framework, it is necessary to consider that, while trying to represent and analyse a complex process such as innovation, it is necessary to accept a range of approximation. Hence, the linearity of the timeframes allows the construction of useful narratives to follow the processes; in the reality, the identified timeframes are partially overlapping and the triggers of transformations are not so rigid as represented.

Finally, looking at the empirical side of this work, it is necessary to consider that three case studies do not represent a number statistically relevant to generalise conclusions and considerations. However, the service innovation processes taking places in the three European cities, do represent a relevant basis to reflect on the interplay between service innovation and governance models in service provision.

5.3. Further Works

Starting from the results of this work it is possible to identify spaces for possible future research.

The first is the necessity to define operationally what could be the regulative tool or tools suitable to foster service innovation, while governance models are experimented. If innovation often arises when the rules avoid details and governance still need stabilisation in order to represent an opportunity for learning and adaption of the public administration, it is necessary to understand what is the limit that should be set in order to allow both service innovation and governance experimentation and stabilisation.

Secondly, the dimension of knowledge acquisition and the possibility for public administrations to learn while new governance model are implemented has not been demonstrated. In this perspective a broad area of exploration could be opened, aimed at exploring the capacity of public administrations to adapt policies and practices while learning along through experimentations. This exploration could be also aimed at understanding what are the key stakeholders and how they can contribute to the innovation in service provision.

Thirdly, the public administration, sustaining the development of

different governance models, cedes space to the action of autonomous groups of people and to the private sector in services provision. In this perspective this work does not explore which kind of compensation devices could be elaborated by the public administration and especially how they can be implemented in relation to the type and degree of commitment of the stakeholders involved.

Finally, private sector and people, while entering partnerships like those described in this work, acquire more and more power in public service provision. Therefore, if co-production is related to a peculiar innovation environment and represents a shift towards a 4P model, the relational dynamic between the three stakeholders' changes and may cause a shift of power from the traditional producers of public services to public service users. A future research could try to: (1) understand how the action and collaboration between the public and private sectors, and the people could alter the configuration of decision-making rights with respect to the way private and public resources are used; (2) how new strategies could be set in public services provision.

Annexes

6. Annexes

Part of the research was conducted on the field, together with the theoretical and empirical investigation. The fieldwork was carried out in the three cities analysed, Milan, Rotterdam and Athens, in a period comprised between November 2012 and September 2015. This period of analysis has been a fruitful opportunity to understand better the nature of service innovation and its relationship with governance in service provision. The insights, collected during this period, were useful to validate the theoretical research and to build the analytical framework presented (chapter 2), which produced useful information for the concluding considerations and remarks.

The fieldwork comprised a series of short interviews with both the managers of PSK associations or groups and with some officers of the different public administration. Since the varieties of the interlocutors, the interviews took place in two different ways. As regards to the managers of the PSK associations or groups the interviews were conducted in a semi-structured way; while the interviews to the public officers were conducted in a relatively unstructured way, adapting the question to the characteristic of the respondent and to the discursive flow and the topic communicated in advance. The interview allowed the researcher to collect different perspective on the processes that were developed in the three cities. They are divided here between three dossiers that refers to the three cities:

- i. Annex n.01 Services for Public Space Keeping: the case of Rotterdam
- ii. Annex n.02 Services for Public Space Keeping: the case of Athens
- iii. Annex n.03 Services for Public Space Keeping: the case of Milan⁵²

The fieldwork was aimed to understand better the process of PSK services innovation with a peculiar attention to: (i) the perspective on service innovation advanced by the public administration; (ii) to capture the nature, stories and peculiarities of each PSK association or group.

⁵² In Milan the research was mainly conducted participating to the meeting of the "Tavolo del Verde" (Committee for the green areas) group and through some interviews. The materials for the analysis presented in chapter 4 are available at: <https://verdegrandemilano.wordpress.com>; <http://www.comitatoponti.org/progetti/110-tavolo-del-verde.html>. During these meetings the association used to present their work and structure. The researcher was also responsible for the report of the meeting "Il Verde a Scala Metropolitana" ("Green areas for the Metropolitan City), organised by the association "Italia Nostra Milano Nord", available at: <http://italianostramilanord.org/2015/07/05/il-verde-nella-citta-metropolitana/>, where the head of the Department of the Green Areas of the City Council presented the result of the last three years of work, as well as the Regulatory tools implemented

Annex n. 01: Services for Public Space Keeping: the case of Rotterdam

Rotterdam, March 2015

Interview with: **Marianne van Wijngaarden**

Role: **Public officer**

Association: **Department of Green Areas, Rotterdam Local City Council**

EP: *When the PSK services phenomenon did arise and when the Public Administration started sustaining it?*

MW: Many PSK services associations arose in 2008. During 2007 and 2008 the PSK associations started to lobby the public administration to sustain them. Then, in 2008 the public administration started giving funds to the associations. The phenomenon spread all around the city due to the new funds available and for all the publicity made by the public administration.

EP: *How are you managing your relationship and partnerships with the PSK associations?*

MW: Until now there were many different contract and agreements to be signed by these associations because the process was managed at the level of the Municipalities Districts and each Districts elaborated its own process.

Hence, now the City Council and the Green Areas Department are trying to make a contract between the two parts.

EP: *How these initiatives are chosen by the city council?*

MW: They just come and ask for funding. In some areas people does not organise, but some organisation is trying to foster such initiative to promote PSK also in some neglected spaces.

EP: *Are all the type of organisation allowed? Also, private citizens and not-organised citizen can act?*

MW: Everyone can act in the public space, also as an autonomous group, but, if they want to have money, they have to become an association, otherwise everyone can come without control. The actual tools are not allowing the public administration giving funds directly to autonomous groups of people.

EP: *What PSK associations can do in the public space?*

MW: The first limit given by the public administration is that the space has to remain of public use and open. Then, they cannot dig the soil in order to preserve the area and the underground cables. During the first experimentations of these arising partnership they discover that is better if the public administration continues in maintaining the playgrounds, the maintenance of the big trees and watering. Indeed, because the City Council it is still responsible. Furthermore, the public administration is not allowing the activities everywhere. PSK services are not allowed in the city centre and in the public parks.

EP: *Is this way to provide services less expensive than the traditional one?*

MW: It is difficult to gathering data about spending, still because the responsible of the contract is just changed (from the Municipal District to the Local City Council). However, the feeling is that this is just a new way to spend money, rather being an opportunity to save money. Since my experience, it is not cheaper.

EP: *What are the main differences between the contract elaborated by the Municipal District and the one that the Local City Council are elaborating now?*

MW: The main difference is that they were used to gave money to associations, rather than now they are willing to give only materials to people and equipment and formally people are paid to do the work. Since they need more control on what is happening in the public space and before it was not clear. Moreover, they still want to maintain the agreements flexible in order to preserve the peculiarities of the associations.

EP: *Does the public administration thinking about what to do on these public areas, do they want to leave them to the associations?*

MW: The public administration does not want to leave these areas and, additionally, these initiatives are temporary. It can happen that people can stop organising activities and events in the public space: they can get bored, they become old, they can move away. Hence the city has to be able to take the control in these areas and restart the traditional governance model.

EP: *Does these new partnerships have stimulated new necessity of cooperation between your Departments and other Departments or with other stakeholders?*

MW: Our Department is collaborating a lot with the Health Department is collaborating a lot because these associations are preventing people from getting sick so they are promoting these activities.

Interview with: **Nienke Bouwhuis**

Role: **Manager**

Association: **De Tuin van floris**

Address: Graaf Florisstraat (88A), Rotterdam

web: <http://www.graafflorisstraat.nl/GFS/Home.html>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

NB: The association of the residents of Graaf Floorisstraat was born in 1995, but in 2007 the association rented for the first time a head office to organise community activities. In 2007 the association started to organise collective activities, such as the realisation of small flowerbeds, in the street.

EP: *How many people are involved?*

NB: Twenty-five households, and many people from other area of the city and almost 500 people.

EP: *What were the reasons why the association arose? What are its the main objectives?*

NB: The main reason that triggered the birth of the association was the necessity to create a community in the neighbourhood while doing things together. Then, since 2007 a hard time for green spaces started: the municipality is not maintaining them in the same way as before. Hence, the association started new activities in the public space of the street, aiming to maintain and create new green spaces for the community.

EP: *Can you please tell me something about how are you organised? Is there some specific way to be involved in the activity (card, free card or with payment, others, etc.)?*

NB: De Tuin Van Floris is an official association, registered at the chamber of commerce. They are an NGO. They are registered at the chamber of commerce. They have a responsible committee for the organisation of the activities, composed by two secretaries and one treasurer, who live in the street. The members have to pay a small amount of money per month to be part of the association and to be involved in the activities and to receive the newspaper of the street. The members can also rent the head office to organise parties and events.

EP: *Can you please tell me something about the resources? Are your activities sustained by volunteering or are you asking for money?*

NB: De Tuin Van Floris association is usually self-funded and self-

sustained. The members are supporting it totally with their funds without asking for money to the public administration or to other private foundations. They asked for money just in some peculiar occasion, such as the organisation of big events (i.e. midsummer night concerts) in the public space. Moreover, the association is willing to remain autonomous to be free about the activities to carry out.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

N.B: The main problem to start the activities related to green areas in the street was to get in touch to the public administration. Indeed, the group wanted bigger flowerbeds compared to the usual practice and they did not know if they could allow us in doing so. It took more than 6 months to get the permission to do it and they are still waiting for a contract. Now the city council is working faster. It is more willing to sustain these activities, even if the procedure is still under discussion and it is quite informal depending on the person who are talking with.

Rotterdam, April 2015

Interview with: **Gudrun Feldkamp**

Role: **Manager**

Association: **De stad Uit** and **Groeneloper**

Address: Graaf Florisstraat (88-A), Rotterdam

web: loper2010.nl

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

GF: The association Groeneloper aims to take care to green areas within the city to maintain them and make the space better. It was born in 2008 when the public administration decided to organise a festival for PSK services. Anyway, I am also the manager of another association, which is collaborating with the city council in order to map the PSK associations and groups.

EP: *How did this collaboration between you and the public administration arose?*

GF: In 2008 the City Council decided to organise a festival for PSK associations. This decision made many initiatives and events arise. They organised three competitions that made a festival for the green year. Before that moment, the phenomenon was existing but not in such spread way. After this festival the PSK phenomenon took off. It changed significantly in

2008. It is a trend that it is spreading a lot, it is really fashionable.

EP: *How did the phenomenon continue just after the festival?*

GF: After 2008, the public administration stopped immediately to fund PSK associations and groups. They had a program for some months with a lot of budget on it and then it goes away. Anyway, some groups and associations continued to do things in the public space.

EP: *How did your association react to this event (the end of funding)?*

GF: What "Groenelooper" did was going the gardens and plots where the associations were acting and organising little festivals there. They were aiming to do publicity to the garden that they could become stronger.

EP: *What was the public administration doing in that period?*

GF: The City Council was focusing more on how to regenerate abandoned buildings that were occupied by groups of people⁵³

EP: *What do you think the public administration should do now in relation to PSK services?*

GF: I think that PSK services are signing a strong trend. It is not just something that is happening and they should have a broader view. They can't focus only on buildings. I think that the public administration needs to prepare rules and regulation and that they have to make them used. Such rules have to preserve the peculiarities of the activities, in order to preserve the ~~only~~ to have different goals.

Rotterdam, February 2015

Interview with: **Philip Kuypers**

Role: **Manager of the association**

Association: **Spoortuin**

web:

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

PK: Local residents started keeping this place because it was abandoned due to confusion about the property. For years the railroad company managed this place, cutting trees and herbs. In 2011 turned out that a small strip of it was owned by the public administration, which didn't want to take the

⁵³ See for example the Luchtsingel project: <http://www.luchtsingel.org>

management of it. People (almost eight people) step in this administrative gap and decided to act and restore the place.

EP: *What are the main activities of the association?*

PK: We use to maintain orchards, but we also organise events, festivals and opportunity for the community to meet within the neighbourhood.

EP: *How are you organised?*

PK: We are not officially organised, but a small group of people (3) are in charge of the organisation of the activities.

EP: *Can you please tell me something about the collaboration that you have? Are they stable or occasional?*

PK: They have a deal not only with the public administration, but also with the 'Water Administration Body' for the high risk of flooding in the area. The discussion with the 'Water Administration Body' was the occasion to activate a trade-off between them, the 'Spoortuin' foundation and the Public Administration that brought the three stakeholders in signing an agreement, which gives to the foundation the temporary (ten years) responsibility of the management of the area. We are also collaborating with schools: children (3-6 years) come to the Spoortuin and learn about gardening.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

PK: We lobbied the public administration with some difficulties in finding the interlocutor, but in 2012, the foundation received a paper from the city council saying that they could use the space until the City Council might need it

Rotterdam, February 2015

Interview with: **Judith Kuipers**

Role: **Manager of the Association**

Association: **Tuin aan de Maas**

web:

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

JK: In 2004, a group of four people decided to organise a restoring action in the area, taking advantage from the public initiative 'Groene Duimen', which gave a small amount of funds to the citizens who wanted

to activate a new agricultural initiative in the city. To obtain this fund in an easier way, the group decided to become an official association. The main objectives of the associations are to create opportunity for the community to stay together.

EP: *What are the main activities of the association?*

JK: We use to gardening and to organise events, festivals, concerts and barbecues.

EP: *How are you organised?*

JK: The four persons who create the association are mainly running it and deciding what to do, but the process is not structured. Everyone can decide what to do.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

JK: After some time, the first realisation of the garden was destroyed by construction machinery that had to restart the official works of urban development. After this episode, the works stopped again. The reaction of the residents was immediate, they didn't like that their work was destroyed without having nothing in charge. For this reason, during 2008, the initial group decided to make a new garden in the same area, the "Pilot garden" to see if there was the possibility to make it better than the first one. From this test, the experience was completely successful and by 2010 the Tuin aan de Maas was completely shaped as a residents' initiative and in 2012 they decided to double the area dedicated to the garden creating a trees and flower garden.

Rotterdam, February 2015

Interview with: **Piet de Jonge**

Role: **Manager of the Association**

Association: **Tuin op the Piet**

web: <http://www.tuinopdepier.nl>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

PJ: It all started in the mid 2012, when someone who lived in one of the building near and he wanted to move there where it has to be all finished, but the infrastructure was not finished. They wanted to sell the houses. Indeed, the economic crisis and the consequent urban development slow

down stopped the creation of new buildings. The area became area for prostitution and drug steeling. The apartment were not sold. Hence, people from the neighbourhood decided to do something into the public space.

EP: *What are the main activities of the association?*

PJ: We run flowerbeds and orchards. We organise the working activities and recreational events. These activities are usually divided by area of interest. Children has also

EP: *How are you organised?*

PJ: The association has a managing board. The working activities are divided in groups and areas of interest.

EP: *Can you please tell me something about the financial resources?*

PJ: We received initial finds from the public administration. Then, we usually receive funds from private foundations.

Annex n. 02: Services for Public Space Keeping: the case of Athens

Athens, February 2015

Interview with: **Stelios Voulgaris**

Role: **Public officer**

Association: **SynAthina, Department of Citizens and Society**

web: synathina.org

EP: *Can you please tell me about how SynAthina was born?*

SV: In April 2013 one person from the group "Atenistas" arranged a meeting with the Mayor, to convince him to stop ignoring the different associations and groups who were actively running PSK services all around the city. After this meeting, totally unexpected, the activist became the Councillor of the Mayor. This event corresponded also to the creation of the SynAthina team. This period was fruitful of collaboration between the public administration and the association. The role of the activist was crucial in this perspective. The managers of the associations trusted her since the beginning and believed that something could change. In July 2013 the Councillor and the Mayor decided to create a new platform to foster the networking between the associations and groups. Then, in September 2014 the City Council won the Bloomberg price for the whole Synathina project and platform. Since the price is given to implement real activities in the public space, the public administration started to work towards this goal. The first action was to create a new Department in the City Council embedding SynAthina and the Social Innovation Department. This decision triggered new collaboration with other Departments. Then, we, as the new Department, started writing projects that given the starting point to the Pedio Agora project.

SV: EP: *What are the main objectives of Synathina?*

The organisation was created to help and support the initiatives already existing around the city. They are trying to translate the different proposition of the association initiatives to affect the quality of life of people. In this perspective SynAthina is implementing a new project, the Pedio Agora project, in the city centre in order to involve more and more people in PSK services. SynAthina is trying to translate the Bloomberg price in things that can better affect the municipality practices to create fixed routines. Moreover, SynAthina is trying to find a way to include into the projects the groups that are providing PSK services in an illegal way. They are testing different way of action in order to find the path to follow. Indeed, the City Council is

starting to change the actual policies. Their work is carried out with ad hoc actions, building many connections as possible, bringing together companies and people in the process. Usually the different groups ask for specific action and the synathina group help them in founding partners. Each partnership is ad hoc.

Athens, February 2015

Interview with: **Maria Thalia Carras**

Role: **Manager**

Association: **Locus Athens**

Address: /web: <http://locusathens.com>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

MTC: The association "Locus Athens" was founded in 2004. It aims to transform the public and abandoned spaces (i.e. small plots or buildings" aiming to transform them in interesting places. Its activities include exhibitions, talks, workshops, etc. Since 2011 the association becomes more and more active on the public space.

EP: *How many people are involved?*

MTC: The people who are running the association are three. The number of people involved depends from time to time.

EP: *What were the reasons why the association arose? What are its the main objectives?*

MTC: The main reason that triggered the birth of the association was the existing number of abandoned buildings and public spaces in Athens. Indeed, **Locus Athens** is an art organisation aiming to involve different communities in running PSK services. The main aim is making people rediscover the values of such spaces.

EP: *Can you please tell me something about how are you organised? Is there some specific way to be involved in the activity (card, free card or with payment, others, etc.)?*

MTC: **Locus Athens** consists of three persons, who involve many other people from time to time. They are running different projects in the public space searching from findings from private foundations.

EP: *Can you please tell me something about the collaboration that you have? Are they stable or occasional?*

MTC: We have several collaborations that usually last just for one specific projects. They are not stable. They depend on the project that we want to implement. They use to networking more and more with other PSK associations or groups rather than with the public administration.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

MTC: One of the main problems was to start the activity and to get known. Indeed, no specific procedure to act in the public space is known or exists. People have to find their way to do it searching for support from the public administration.

EP: *Do you have some willingness to make this collaboration more official?*

MTC: Yes, having a protocol that allows people acting in the space it could facilitate the activities and it would be a more democratic process, not based on people networking.

EP: *Can you please tell me something about the resources? Are your activities sustained by volunteering or are you asking for money?*

MTC: The activity is mainly self-sustained through the help of private foundations and arts institutions.

EP: *Can Is there some willing from people who lives in the area where you work to maintain the space?*

MTC: It depends on the places. We act in different places. They may be quite rich ore really poor and sometimes people demonstrate a strong attachment to these places, but it is not possible to continue the experiments.

EP: *Which are the projects that you are actually running.?*

MTC: They are now organising events that involves different artists all around the city who will tell different stories about Athens, aiming to involve ~~more~~ and more people in PSK services.

Interview with: **Stephania Xydia**

Role: **Manager**

Association: **Pedio Agora**

Address: Barbakeios Square

web: <http://pedio-agera.gr>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

SX: **Pedio Agora** is a project aimed to develop PSK services in a specific public space of the city: Barbakeios Square. The project started in 2013, when they were invited to a conference "actors for urban change" and discovered that they have the possibility to apply for fundings for PSK services. Hence, they wrote a proposal for the square with SynAthina and some others private foundations.

EP: *How many people are involved?*

SX: The project is run by "the switch" an NGOs and by the - Athens City Council. In particular by SynAthina. The people involved become always more and more. They started with ten people coming to meeting and now they are almost one hundred.

EP: *What were the reasons why the association arose? What are its the main objectives?*

SX: The main objective is to develop a project that could stimulate citizens engagement and reappropriation of a place that was almost abandoned, even if in a historical position of the city. The aim is also to collect people's ideas about the transformation of the space in order to be able to lobby the public administration to take some action to restore it.

EP: *Can you please tell me something about how are you organised? Is there some specific way to be involved in the activity (card, free card or with payment, others, etc.)?*

SX: As regards to the internal organisation. "The switch" use to organise the events and the activities, aiming to create a link between the public administration and people. Operationally, they use to organise weakly meetings in the place and step by step they create a routine that people from the place are starting running by themselves. To be involved in the process people should just participate at the weekly or monthly meeting s

EP: *Can you please tell me something about the collaboration that you have? Are*

they stable or occasional?

SX: The collaboration that are arising are mainly project oriented and presuppose that each stakeholder could have a peculiar role. They are trying to involve more and more people in order to implement the projects.

EP: *Is there any recent change about collaboration? Are people cooperating?*

SX: Citizens are now (after almost 2 years) starting to collaborate, bringing proposals and willing to participate.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

SX: At the beginning the local community was not willing to participate. They were suspicious. They were not believing in the potential of the project. Then, after almost two years of regular presence in the space they are starting believing that something could change.

EP: *Can you please tell me something about the resources?*

SX: The activity is sustained by the prices that were won to run it, such the funding from "actors of urban change".

EP: *How many people or departments form the municipality are involved?*

SX: The project is running in collaboration with Synathina, which was able to involve the Department of Urban Planning, which is eventually in charge of the physical transformation of the space.

Athens, February 2015

Interview with: **Gogo Papadopoulou**

Role: **Manager**

Association: **Kypseli 2012**

Address: Kypseli Square

web: <https://www.facebook.com/groups/kypseli2012/>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

GP: The association started working around 2011, when people from the neighbourhood starting working together to avoid problems such as drugs, prostitutions, etc. They started to collaborate in order to make the neighbourhood more and more secure. The main objective is to create a network of mutual help, but also to organise events in the neighbourhood in order to make it becoming a good place to live in.

EP: *How many people are involved?*

GP: The association is run by six people, but around sixty are participating actively in the works and around one hundred are going to the different events organised.

EP: *Can you please tell me something about how are you organised? Is there some specific way to be involved in the activity (card, free card or with payment, others, etc.)?*

GP: They are not an association. They are just a group of friends who are self-sustaining with some money. They are just volunteering.

EP: *Can you please tell me something about the collaboration that you have? Are they stable or occasional?*

GP: The group is not really participating with other, even if they know each other. Then the SynAthina platform is helping them to be known by the other. The collaboration that they started with the public administration is mainly related to exchange of materials for the organisation of events in the neighbourhood. Anyway, these occasions for collaboration are not permanent partnerships.

EP: *Is there any willingness to make collaboration more official?*

GP: The group in Kypseli does not really want a more official collaboration in order to remain more autonomous; while the public administration is willing to control more and more their activities.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

SX: At the beginning was really difficult to get in touch with the public administration, which was suspicious about their activities. The public administration was not willing to give them materials or to collaborate because they were not an official association, but just a group.

Athens, February 2015

Interview with: **Maria Callopoulos**

Role: **Manager**

Association: **Caligaris Square**

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

MC: The association of the residents of the Kypseli neighbourhood,

living around Kaligaris square was born in September 2010, when the living condition in the neighbourhood became worst and worst. The main o

EP: *How many people are involved?*

MC: There are almost fifteen active people, who are the coordinators groups, but more the one hundred people use to participate in the activities of the neighbourhood.

EP: *What were the reasons why the association arose? What are its the main objectives?*

MC: The association was born to preserve the neighbourhood from violence. Since the neighbourhood was becoming a difficult place to live in. Robbery and violence were diffuse. The main objective of the association is to find a way for expression for people, organising cultural events, urban re-naturalisation in public spaces in order to create a sense of community.

EP: *How are you carrying out activities in the public space and beyond?*

MC: They are acting at the public space involving people directly, acting in the public space. They usually organise days of action, involving schools and the association of the neighbourhood in order to activate more and more collaboration. On the other end they are trying to lobby he public administration to act in this neighbourhood, helping people who are living under the soil of poverty

EP: *Can you please tell me something about the collaboration that you have? Are they stable or occasional?*

MC: The collaboration with other groups and association is occasional but strength. The association is also used to collaborate with the city council in order to get materials and support in organising cultural events.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

MC: The main problem was to get known and trusted by the public administration. The procedure for collaboration is not complicated, but the beginning is quite difficult.

EP: *Do you have some willing to make this collaboration more official?*

MC: The people from the area do not want any other responsibilities to take care of the space, se they do not really want an official collaboration. They are just trying to force the public administration in doing it.

Interview with: **Nadia Papadimitriou**

Role: **Member of the activist group**

Association: **Atenistas**

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

MC: The group was born in 2010, triggered by the action of one professional, who involved a small group of other four persons. The aim of their activity is to share their faith with all the citizens to improve their living conditions. Their clear communication strategy fostered the spreading of their actions and practices around the city creating a viral phenomenon around Athens. Although many emergent initiatives that are arising around the city in the last years, (Atenistas are the best known, they are seen as a blue print for social movements in Greece.

EP: *How are you organised?*

MC: Atenistas are a simply well-organised group, and do not become a legal body. This decision implies that they do not accept money offer, but only material and action support. Several activists participate to their actions, but the core group remained the original one; they are the supervisors, guided by one leader, who has the ultimate control over all actions of the group. The most active people are organised in five sub-groups, composed by approximately thirty people each, with specific objectives. The first group (CREATIVA) is a collective of artists, who intervene creatively in the city with general artistic interventions. The second (CULTURE) organises cultural events in order to create positive events around the city (usually in neglected areas) in order to create good memories for residents and neighbours. The third (POLIS) wants to reveal and evocate the city history in order to create sense of belonging. The fourth (GREEN) organises specific interventions in problematic areas turning them into green to the use of residents and local people. Finally, the fifth (PLUS) is focused on social action aimed to help wake social groups collecting essential goods, but also on communication and publicity issues.

EP: *What were the reasons why the association arose? What are its the main objectives?*

MC: The group was born triggered by the action of one professional and the aim of their activity is to share their faith with all the citizens to improve their living conditions.

EP: *How are you carrying out activities in the public space and beyond?*

MC: Atenistas were not the first activist group, but their actions answered to some latent needs already existing in Athens. Their actions are peculiar and different one from the other. Some of them perhaps are small, but they do activate a knowledge exchange between the different involved actors that, sometimes, activate learning processes, which can foster new paths and practices for policy design and for the creation of shared design projects in the public domain.

EP: *Can you please tell me something about the collaboration that you have? Are they stable or occasional?*

MC: Atenistas are collaborating strongly with the public administration. They do not need to push a lot the public administration since they had built trust with them. Usually the group is able to find help easily, since the head of the Department of Civic associations was an activist of atenistas.

EP: *Can you please describe if there was some specific resistance or problem to start or manage your activities?*

MC: We do not encounter any peculiar obstacles in carrying out the activities.

EP: *Do you have some willingness to make this collaboration more official?*

MC: No, they prefer to remain autonomous and to not ask for money to the public administration and being autonomous.

Annex n. 03: Services for Public Space Keeping: the case of Milan

Milan, October 2013

Interview with: **Marzia Biraghi**

Role: **Manager**

Association: **Comitato Ponti**

Address: via Zumbini

web: <http://www.comitatoponti.org>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

MB: In October 2010 an autonomous group of people was constituted with the objective to promote and sustain all the activities aimed to regenerate the areas around the Neighbourhood near San Cristoforo railway station. In June 2012 it became an official association, which is running a shared garden.

EP: *How many people are involved?*

MB: Many persons are coming to the "shared garden", but almost ten people, who lives in the area, are participating in manging it.

EP: *What are the main objectives of the association?*

MB: The main objective of the association is reporting the cases of decay and abandonment of the area, the forms of damage against the neighbourhood, cooperate with citizens in order to redevelop the roads and areas of neighbourhood. In particular, the association wants to represent a link between people and the City Council (both Local and the Municipal District).

EP: *What are the main activities of the association?*

MB: The association is taking care of the abandoned areas of the neighbourhood Barona. In particular, it maintains a specific small green plot, where it organises events and festivals.

EP: *Can you please tell me something about how are you organised? Is there some specific way to be involved in the activity (card, free card or with payment, others, etc.)?*

MB: The "Comitato Ponti" is an official association. The associates have to pay a small annual fee. Every year the associates elects a president and vice-president and a directory board.

EP: *Can you please tell me something about the resources? Are your activities sustained by volunteering or are you asking for money?*

MB: The association is mainly voluntarily based and the initial resources were donating by the founders. Then, the association accept donation and funds from both public and private institutions, but also by private citizens.

EP: *Can you please describe what are the main projects that you are trying to implement?*

M.B: We are trying to build a network of green spaces bicycle paths that could link green spaces as the one that we are taking care of and the bigger parks of Milan, such as Parco Teramo and Parco Sempione. We are developing a strong network between groups and association in order to lobby the public administration and complete it.

Milan, October 2013

Interview with: **Aurora Betti**

Role: **Member of the Association**

Association: **Giardino degli Aromi Onlus**

Address: via Ippocrate

web: <https://www.facebook.com/GiambellGarden>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

MB: The association was born in 2004 within the space of a psychiatric hospital. It was born thank to an idea of a group of women who wanted to involve people in horticultural therapy for the social integration of disadvantage people.

EP: *How many people are involved?*

MB: Today the association has almost two hundred associates.

EP: *What are the main objectives of the association?*

MB: The association wants to promote a direct relationship with the natural world within the urban environment. It aims to make people returns to their biological rhythm.

EP: *What are the main activities of the association?*

MB: The association promotes the knowledge, use and dissemination of horticultural, aromatic and medicinal plants. It supports the dissemination of experiences of community gardening, organizing a documentation centre

and provides training and research which are open to all citizens.

EP: *Can you please tell me something about how are you organised? Is there some specific way to be involved in the activity (card, free card or with payment, others, etc.)?*

MB: The "Olinda Onlus" is an official NGO. The associates have to pay a small annual fee. Every year the associates elects a president and vice-president and a directory board.

EP: *Can you please tell me something about the resources? Are your activities sustained by volunteering or are you asking for money?*

MB: We are mainly volunteering and collecting funds from people, but we can receive money from the tax payers. We also receive money from private foundations.

Milan, October 2013

Interview with: **Mariette Schiltz**

Role: **Member of the Association**

Association: **Isola Pepe Verde**

Address: via Ippocrate

web: <https://isolapepeverde.wordpress.com>

EP: *Can you please tell me something about the story of the association? When it was born? What were the reasons why it arose?*

MS: The association was born in 2007 within an abandoned plot, next to an area where great urban development transformations were happening. Big changes were transforming the area and people living in the neighbourhood wanted a place to stay.

EP: *How many people are involved?*

MS: Today the association has almost thirty associates and many people who are coming and visiting

EP: *What are the main objectives of the association?*

MB: The association wants to promote community actions in the public space. It organises festivals and events. The association wanted to create a place where to stay in the neighbourhood collaborating with the City Council.

EP: *What are the main activities of the association?*

MB: The association promotes gardening and community event. It collaborates with the schools.

EP: *Can you please tell me something about how are you organised? Is there some specific way to be involved in the activity (card, free card or with payment, others, etc.)?*

MS: The "Pepe Verde" is an official association. The associates use to sustain autonomously the activities.

EP: *Can you please tell me something about the resources? Are your activities sustained by volunteering or are you asking for money?*

MS: The associates use to sustain autonomously the activities.

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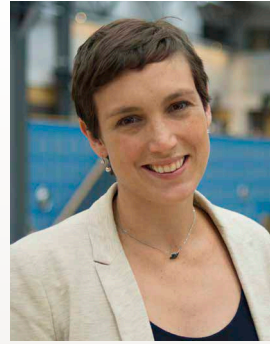
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URBAN PUBLIC SERVICES INNOVATION

Exploring the 3P and 4P Models



EMMA PUERARI

Cities are facing the challenge to maintain and upgrade urban infrastructures and establish effective, open and participative innovation processes to develop public services able to respond to citizens' needs. This research considers public services in urban environments fundamental for value creation and for the experimentation of governance models that might have considerable implications for planning research and practice, policy development and societal well-being. While public services are innovated, different governance models in service provision are experimented, aiming to answer to new challenges, demands and priorities.

Starting from these premises, the major aim of this work is to analyse the interdependence between public services innovation processes and the related governance models. The main research question of this research is: *how are public services innovating in relation to their governance models?*

Emma Puerari is Assistant Professor in Urban Design and Planning at the Department of Spatial Planning and Environment, Faculty of Spatial Sciences of the University of Groningen (FSS, RUG) since 2018. She holds a Ph.D. in Territorial Design and Government from Politecnico di Milano, Department of Architecture and Urban Studies (DASU) (2016). She has been Post-doc researcher at TU Delft, Faculty of Industrial Design Engineering (IDE) and visiting researcher at the Dutch Research Institute for Transitions (DRIFT) (2016-2018).

Her research activities focus on the interplay of planning and design domains in sustainability transition processes. The core of her research develops around urban (and territorial) transformation with a focus on services innovation and design and the related governance models (3Ps and 4Ps). The impact on territorial transformation of co-creation and co-production processes are crucial elements of her research interests.