



A Self Help Guide for Practitioners

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About the Author

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About this Handbook

The idea of producing a handbook emerged during a Master Class Program designed to share the findings of the work to date on a New Synthesis of Public Administration; a project aimed at preparing governments for the challenges of a post-industrial era. The Master Class sessions were conducted in Singapore in the spring of 2013. It was a ground breaking experiment involving 17 “Master Practitioners” in as many domains of practice. Over the course of 12 weeks, they tested the relevance of the New Synthesis (NS) to their work. They used it to shape solutions to challenges they were facing in practice. They developed a New Synthesis adapted to their particular context.

The Master Class Program demonstrated the powerful impact of the NS framework in helping practitioners achieve better results and uncover solutions to issues that conventional approaches had been unable to resolve. The Master Class Program was called NSLab¹. A decision was made to prepare a handbook to share these findings.

This Handbook is designed to be self-containing. It provides you with the tools to explore the potential of the NS framework on your own. It does not require prior reading or a prior knowledge of the NS framework.

About you

Who should use this handbook? The role of government is more challenging than ever. There are many reasons for that and therefore many reasons why people come to realise that conventional approaches are insufficient to face the challenges of our times:

- Some will come to realize that conventional approaches are leaving government in a reactive position, unable to anticipate and prevent crises until it is too late and when the costs are the highest for the most vulnerable in society.
- Others will face untenable situations; when increasing public demands must be met with ever decreasing public resources, when doing more with less is a dead-end and doing more with the same or even with more resources is not a solution.
- For many, it will be the growing awareness that a good job is never good enough. Even the most successful government programs leave behind unresolved issues and pockets of under-served citizens because the complexity of their situation does not fit the general mould.
- Most programs and services cause unintended consequences. They may generate dependencies, expose society to new risks, and reduce the resilience of society to adapt to unforeseen shocks or crises.

In these situations, we need a different way of thinking, different ways of framing issues and an openness to different ways of solving the problems we are facing as a society. Whatever the case may be, if you can recognize your situation in some of these examples... **this handbook is for you.**

1. For more see www.nsworld.com add more specific info (See NSLab summary of findings, May 2013).

Introduction

“The New Synthesis (NS) is an exploratory project, an evolving theoretical framework and a tool to enable practitioners to invent their own *New Synthesis* to address the challenges they are facing in their context.”²

NS is an exploratory project. The New Synthesis is dedicated to supporting public servants who are called upon to face the challenges of serving in the 21st century. This project explores the new frontiers of public administration to provide practitioners with an intellectual framework that integrates past practices, findings from a number of academic disciplines, lessons learned from public sector reforms in various countries and the reality of practice in a post-industrial era.

The NS project is a commitment to *preparing governments to be fit for the challenges of their times and resilient societies fit for the future*³. It is the result of an international collaborative effort. The NS project went through a number of phases as the work progressed. It is still ongoing today. Each phase enriches our knowledge and contributes to modernising public administration as a discipline and a domain of practice. This handbook may mark the beginning of a new phase where practitioners in a diversity of contexts and circumstances experiment with a new theoretical framework designed for the 21st century.

NS is an evolving theoretical framework. Nothing is more useful than a good theory but nothing is more dangerous than a theory that did not keep up with the times but continues to be held as the gold standard. Serving in a post-industrial era gives rise to a unique combination of some very old, some new and some emerging and unpredictable challenges:

- Public policy Issues are more inter-connected than ever. Their economic, social, environmental, technological and political dimensions are intertwined. An increasing number of public policy issues exceed the capacity of government acting alone.
- Public servants must find solutions to public policy issues in a world where social media transforms the issues, the contexts within which solutions must be found and citizens' expectations about the desired outcomes. Our hyper-connected and interdependent world is prone to volatility and global cascading failures.
- Governments the world over are struggling to adapt to a fast changing landscape where, conventional approaches are leaving government in a reactive position and eroding public confidence in the capacity of public institutions to defend and promote their interests.

“*The significant problems we face cannot be solved at the same level of thinking we were at when we created them*”. Albert Einstein⁴

NS is a theoretical framework to prepare *government fit for the times and society fit for the future*.

NS provides a mental map that is substantially different from conventional public administration. It proposes a different way of thinking about the role of government in society. It expands the range of possibilities open to government to achieve better results and at a lower overall cost for society.

NS is a tool in the hands of practitioners. Producing public results and addressing public policy issues are not the exclusive responsibility of government. It is a collective enterprise and a share responsibility. It requires the contribution of multiple actors in society and the active participation of citizens as public value creators.

2. Add Information about this reference.

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NS is a tool that helps practitioner to invent their *New Synthesis*, one that improves the likely of achieving the desired public policy outcomes in the context and circumstances they are facing in practice. The solution to an increasing number of issues will not be found by improving the efficiency of the parts but through the ingenuity that we bring to improving the effectiveness of the whole. This means bringing together the authority of the state and the innovative power of society and ensuring the harmonious co-existence of a diversity of means to achieve the desired societal outcomes. Not only is there not a single right way of doing things, a single way will be insufficient to achieve results of increasing net public value.

The magic is in the combination and recombination of means, approaches, skills and capacity. A *synthesis* brings together the contribution of government, citizens and society to propel us forward. It integrates and recombines issues, capabilities, means and resources to invent practical solutions to the problems of our time. Only you, as a practitioner, can figure out how to strike a balance among the various elements.

This handbook will equip you to invent your *New Synthesis*. Preparing government fit for the times starts wherever you are using the means already available to you. It is a journey of discovery and a search for balance. *Your journey begins now.*

A New Synthesis of Public Administration for the 21st Century

To get the most out what follows you need some insights about the New Synthesis. The following few pages introduce the overall concepts. I strongly encourage you to read this section. This should be **enough to get you going**. An abundant literature is available should you wish to go more deeply later on⁵.

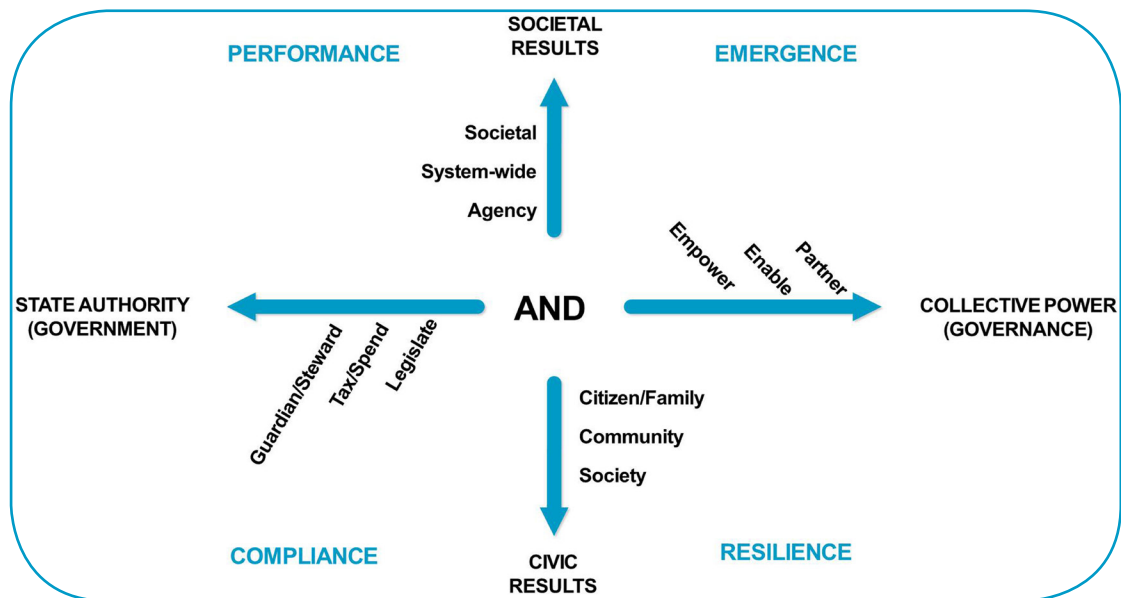
The NS framework is the result of the work of collaborative research network of senior leaders, scholars and thought leaders from various countries over the course of two years⁶. It is framed around four independent but interrelated vectors. It is *not a model*; it is not a two by four relational diagram.

Public administration embodies a concept about the nature of the relationships that binds government, society and citizens together. The NS framework brings together the contribution of government, citizens and society as an integrated and dynamic system. *It is a Synthesis*.

It is the only conceptual framework of public administration to *integrate* government, citizens and society in a governance system to produce public results. Public administrations inherited from the industrial age reflect a mechanistic view of the world. They rely too heavily on *analysis*--breaking down governance systems and public policy challenges into separate and distinct parts. They encourage binary distinctions and multiple separations (policy-politics; decision-implementation; policy development-service delivery; public-private; etc.).

No institutions public or private are fit for all times. They must be able to adapt to changing times, needs and circumstances.

Figure1: The New Synthesis Framework



5. Ns book , website etc ,

6. See NS Book

The NS framework helps practitioners to explore how different inter-relationships may lead to better public results and how a different sharing of responsibilities may open up new avenues to address issues that had remained unresolved by using conventional approaches.

An NS journey of discovery does not start with answers; it starts by framing the questions to explore a broad range of possibilities.

The two vertical vectors in this diagram (public results and civic results) will help you clarify your desired outcome and to ensure that you remain focused on your fundamental public purpose. The two horizontal vectors (authority and power) will help you explore how to achieve better public results by leveraging the contribution of others. This will improve the likelihood of success of your initiative. Taken together, the four vectors will help you create your New Synthesis to address the challenge you are currently facing by bringing together the contribution of government, citizens and society.

About Public Purpose and Public Results.

There is more to the role of public servants than the position they hold. There is more to the role of public organizations than the programs they manage or the services they provide to the public.

*The role of public organization is to achieve results of ever increasing public value **and** to build the collective capacity to achieve better public results in all circumstances and over time.*

Public organization serve a public. This is what gives meaning to their mission and gives sense to their actions. It is a defining characteristic.

Conventional approaches and recent reforms have increasingly given more weight to agency results and it ^{to review}. The NS framework encourages us to consider *a more balanced approach*. Too narrow a focus leads to sub-optimal results as well as higher costs for government and for society. An agency-centric approach undermines our capacity to uncover pragmatic solutions to the challenges we are facing as a society.

The NS framework invites public sector leaders and decision makers to rediscover the core mission and purpose they serve. This requires a deeper appreciation of the interrelationships between agency, system-wide and societal results:

- How can you (your agency) contribute to better system-wide results? (how can a good school contribute to a better education system?)
- How can you (your agency) contribute to better societal results? (how can a good hospital contribute to better public health outcomes?)
- How can you (your agency) achieve better societal results AND better civic results? How can you promote citizenship in a manner that reconciles the pursuit of individual and collective interests? What can you (your agency) do to encourage self-reliance, self-organisation and reduce dependence on government? What can be done to build the resilience of society?

These and other questions will be explored in the following sections of this handbook. By working through some practical examples and by applying the concepts to your live-case, you will learn how to use the NS Framework.

About State Authority and Collective Power

In every country, a small group of people exercise the legal rights of the State by virtue of the position they hold. People become public office holders in various ways and through different means depending on the governance system in the country. In the case of democratic societies, elected public office holders are selected through an electoral process. This gives them the legal right to make decisions on our collective behalf. Professional public servants for their part are generally selected through some form of meritorious selection process. Public office holders occupy a position of trust—this means that they are trusted to exercise the authority of the state to promote and advance the collective interest.

If the **authority** of the state is concentrated in the hands of public office holders, the **power** to change the course of events in society is vastly distributed in a society and beyond. Making progress requires bringing together the state authority and the collective power to achieve the desired public outcomes. We enjoy the benefit of living in a society governed by the rule of law because people are law abiding citizens. We can share the benefits of public investments in schools, hospitals, roads, public support in times of need because citizens accept to pay taxes.

The authority of the state, although vast, is insufficient to achieve a number of public results or to find solutions to some of the most intractable problems of our time. Poverty alleviation, environmental degradation, climatic changes, public security, public health or a high level of literacy cannot be achieved by government alone. *They require a collective effort and entail a shared responsibility* of multiple agents in society and citizens themselves working with government to achieve the desired public results. Matters of the greatest interest for people cannot be achieved by spending or legislating our way towards a solution. The solution rests in a search for balance between the use of government authority and reliance on our collective capacity.

Using too much authority stifles innovation and increases the costs borne by society as a whole. Too much *laissez faire* on the part of government increases the risks for society and reduces the capacity to forge a broad-based consensus that would serve the collective interest. The NS Framework invites us to take a more holistic approach, to shift the focus of our attention from a government-centric approach—government can do it alone; to a shared governance approach—we must discover how to do it together.

- What can you (your agency) do to create the conditions that would enable and empower others to take actions on their own? To encourage them to work with government to share the responsibility for results?
- What can you (your agency) do to enable people (families) and communities to take charge of problems of interest to them and to find solutions?
- How can you (your agency) use public resources with economy and parsimony and yet lever the greatest impact in addressing issues of public concern?

At the crossroad of these four vectors there are tensions to manage, conflicts to resolve and a multitude of possible permutations. The best solution is the one that engenders progress in the context of the challenge you are facing and in the circumstances that are yours. What can you do to help ensure that our collective capacity to invent solutions will keep pace with the challenges we are facing as a society?

A Dynamic Governance System

Public administration embodies a concept about the relationship between government, society and citizens. The post-industrial world we live in has profoundly transformed these relationships. The NS framework helps government adapt and co-evolve with the world around us:

- Countries with public servants able to think in conventional and unconventional ways, willing to explore new ways and to experiment;
- Countries with public organisations able to adapt to changing needs and the changing landscape of the world we live in;
- Countries with a resilient society able to absorb shocks and to adapt to changing circumstances ...

...these countries will have a formidable advantage to influence the course of events in their favour and to prosper in all circumstances. Government fit for the time are of to prepare society fit for the future. This is what NS is about and what this handbook will help you achieve.

What this as background you are now ready to start.

NS as a Journey of Discovery

Three lenses will be used to explore the broad range of possibilities open to you to make progress in the context of your live-case. They are positioning, leveraging and engaging.

They will be introduced to you one by one and in sequence to ensure that you have a solid grasp of the concepts. Keep in mind that in practice they are used simultaneously and in interaction with each other. By going through the exercises you will quickly master this approach.

Exercise One: Select your Live-Case

NS becomes real when it is applied to a practical situation. As a user of this self-help handbook you must first select your “live case”.

A live case is a challenge you face or a public results you are committed to achieving. It must be a real challenge that you are currently facing and are committed to resolving in the position you currently hold.

Describing Your Live-Case

Describe in a 1,000 words or less a challenge you are facing and are committed to addressing.

Description:

What makes it challenging?

What would success look like?

Why does it matter and to whom?

To share your live-case with the NS Project Leader [click here](#)

Positioning: The Power of a Broader Mental Map

Positioning is the “power of a broader mental map.” The way we think about the role of government in society, the way we frame issues transform the way we address these issues, the relationship with citizens and the impact of government actions.⁷

What is positioning?

Positioning is the starting point of an NS exploration. It recognizes that public policies, programs and agencies are instruments to serve a broader public purpose. They are important in so far as they move society forward and contribute to better societal results. Positioning is about:

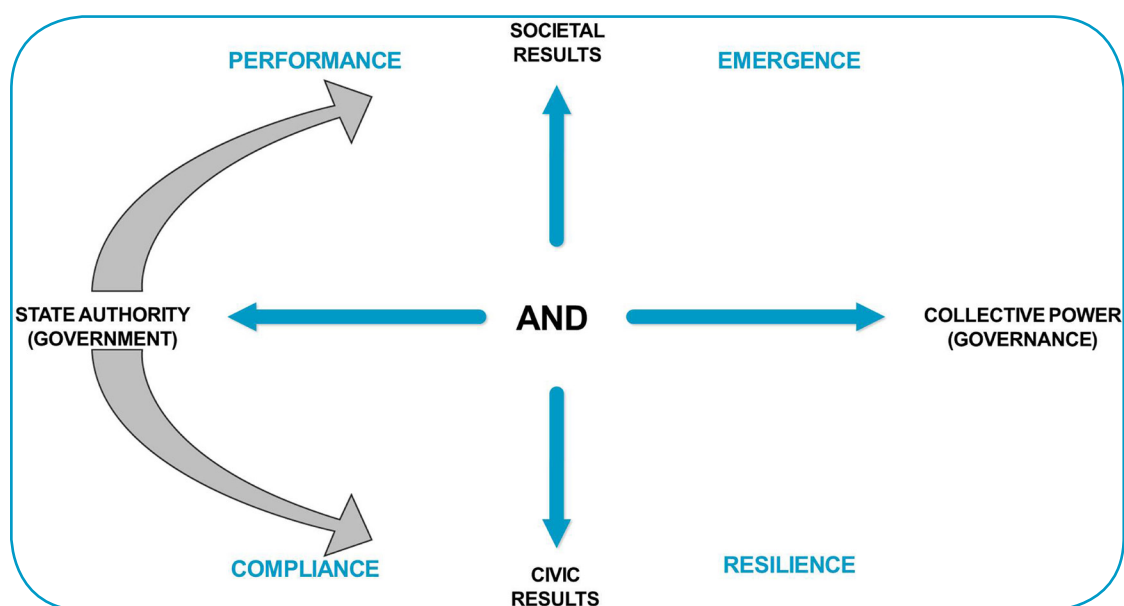
- Exploring the inter-relationship between agency, system-wide and societal results.
- Gaining an appreciation of the ripple effects of government actions across government and across society.
- Expanding the space of possibilities and the range of options open to government.
- It is a pragmatic search for what can be done in practice with the resources and capabilities available at the time.

Positioning done well reveals the multidimensional nature of public policy challenges and its need for co-operation across government and beyond.

Positioning is never definitive. It evolves as we gain experience and as new knowledge becomes available.

Public servants are “all part of a bigger cause.”⁸ Positioning is about discovering and articulating this “bigger cause.”

Figure 2: Positioning



8. Reframing to Jason

Agency results: Practitioners are well familiar with agency results. They provide the basis for reconciling inputs, outputs and responsibilities. Agency results provide a basis for accountability for the use of taxpayer funds and for the exercise of delegated authority. They focus attention on efficiency and productivity. Agency results are an important *part of the story but only a part of it*.

System-wide results: System-wide results focus on what others can bring to the challenge you must address and the outcomes you strive to achieve. The challenge is to frame issues in a way that encourages others, both inside and outside of government, to join a collective effort and to achieve results beyond the reach of any single agent working on its own. System-wide results are shared results. *They co-exist with agency results*.

Societal results: Societal results look at the broader purpose you serve. Societal results give the measure of governments overall performance in good or difficult times compared to others. It reveals our true progress as a society and over time. It incorporates the contribution of the private, public, civic sectors and citizens themselves. *They are the results that matter most*.

Moving Idea to Action

Let's work through these ideas in practice by walking through an example. This is a real case, a full description may be found in other NS sources⁹.

The Singapore Prison Service

The role of a prison service is very demanding and on occasion even dangerous for inmates and employees. However it is relatively easy to identify the *agency results*. For the Singapore Prison Service (SPS) this was to protect society by keeping prisoners in jail while they serve their time. But what is success? Is it sufficient to ensure no one escapes? Agency results never tell the whole story. In fact, what may appear as successful results at the agency level may in fact mask important failures at other levels.

Success is to achieve better results at all levels (agency, system-wide and societal) across systems (economic, social, environmental, political) and over time.

In this case, societal results were poor and the costs were high. Recidivism rate were high. It was difficult for ex-offenders to reintegrate into society and to make a living. Unable to meet their needs many had to rely on their family or on community support. Many ended up back in jail at a high overall cost for society.

By the late 1990s, the situation was becoming increasingly challenging for managers, for employees as well as for the inmates. This was the occasion to *rethink* the mission, *reposition* the role of the prison system and *reframe* the approach to achieve better results. **There is always a better way.**

9. Ns Book and nsworld website

The Story of the Singapore Prison Service

In 1998, SPS faced challenges similar to many prison systems around the world - high rates of recidivism and increasing costs - “an overcrowded prison that was straining existing infrastructure and resources - and a staff shortage due to the difficulties in recruitment and retention. Prison staff was overworked and morale was low. Poor perception of the organisation and its work did not help.”¹⁰

Ten years later “The recidivism rate had dropped significantly from 44.4 to 26.5 percent - the service is one of the most efficient prison institutions in the world - and security and discipline have not been compromised.”

What accounts for such a turnaround? The answer is a different mental map, a focus on societal results, a willingness to explore new avenues and to use the power of others to make a contribution. Could insert a video

From Agency to Societal Results

SPS developed a broader view of its role in society. It transformed itself from an organization focussed on keeping prisoners in jail (agency results), to an organization focussed on the successful reintegration of ex-offenders into society (societal results). For the employees this meant a shift from “lock and bolt” to “captain of lives.”

From Societal to System-wide Results

Societal results always exceed the capacity of a single organization. They require a collective effort and the capacity to work across boundaries. In this case, it meant working with social workers, policy-makers, the judicial system and others. SPS developed an integrated approach that went beyond security and safety to include prevention, rehabilitation, reintegration into society and after-care (system-wide results). Good societal results required a strong capability to work across systems and to reengineer its support. A system-wide approach gives shape to the higher public aspirations that politicians and citizens seek to achieve.

Public Results AND Civic Results

The most important breakthrough in this case came as a result of the efforts made to build public support for the re-integration of ex-offenders. “We all need a second chance” became a rallying theme. These efforts brought on board the support of community groups and employers to offer employment opportunities. Families were encouraged to support their own while in prison. These efforts made it possible for inmates to believe that they could have a second chance at a normal life if they made the effort of upgrading their skills.

10. Need info for this reference

You can do it to.

SPS had found its way to transform a vicious cycle into a virtuous change process. In this case the desired public results had become a *shared and mutual responsibility* of government, employers, community groups, families and the inmates. This case study provides a powerful example of the power of a *broader mental map*. A bigger view and a broader purpose, laid the basis for the co-operation needed to move up the value chain of results.

This transformation was made possible by people just like you. You have to find your own way and discover what would work in your context.

In this case, the leaders and the employees *believed* they could influence the course of events for the better. They enrolled others who were not necessarily believers at first but became sufficiently committed to give it a chance and to support the group effort. This initiative, have transformed the live of inmates, the lives of the employees working in the prison system. They have achieved better results for and lower the cost for society.

You too can change the course of events for those you serve and those working with you.

Would you like another example?

The following example is based on a real case that is being worked on at the present time. The description has been modified to preserve confidentiality and to draw out some of the elements most relevant to this section of the handbook. This live case was discussed in an NS Master Class session conducted in May 2013¹¹.

Children at Risk

Protecting children against the risks of “significant harm” is a very stressful responsibility. In many countries, a special unit is invested with statutory authority to investigate serious child abuse cases. When necessary, officers may remove children from their family and take appropriate measures to safeguard them. Interventions frequently take place too late, when harm has already been caused. This takes a heavy toll on employees. Furthermore employees operate in a hostile environment; families perpetuating abuse resist social worker interventions. This work is complex and emotionally charged.

The Story of a Children Welfare Agency (CWA)

In the words of the manager in charge of the CWA : “A narrow definition of my challenge not only restricts the way my organization can address them, it limits how others can help.” Public results are a shared responsibility. It requires collective efforts. For that we need a broader mental map.¹²

When a situation becomes *unsustainable*, when everything you have tried has been insufficient to address the issue, when a challenge cannot be solved by doing more of the same even if more resources were available- this is when a New Synthesis is most needed.

11. Need infor for this reference (information on NSLab Click Here)

12..Insert reference to NSWorld website for more in about NSLab

Insert reference to May paper

A broader mental map to look at the situation from a different perspective combined with openness to new and different ways of addressing the issue can open up uncharted avenues. In fact at this juncture there is no risk in exploring new avenues and nothing to lose by being bold because the current approach does not work. The cost of “failure” is already apparent, your journey is to discover what “success” might look like and how it can be generated at lower overall cost for government and society. The following summarizes the NS journey of discovery of the manager in charge.

Too Narrow a Focus Shuts Others Out

The initial view of the manager in charge was that the challenge was to reduce staff turnover and improve staff retention. While progress on this front will be needed, this does not address the root cause of the problems experienced by staff. In fact, positioning the issue in a narrow way and as an internal matter for the agency prevents others from making a contribution and uncovering solutions.

Moving up the Value Chain

A deeper look encouraged the manager to explore solutions requiring the contribution of other agencies. This led to exploring very probing questions.

Is it possible to anticipate, detect and act proactively to reduce the number of children at risk? Could the agency move upstream and work with others using the knowledge, information and data already in the hands various agencies to detect potential risks? How could social services, hospitals, schools and children welfare agencies work together in a more holistic way to improve early detection and reduce the number of children at risk? But then why stop there? CWA has the authority to remove children from their family if they are at risks of suffering significant harm (agency results). The question soon arises as to how CWA can contribute to building a society where every child could benefit from a caring family and where every family is able to fulfil its caretaker role (societal outcomes)

Progress along these lines, would profoundly transform the role of the CWA and the life of its employees. A system-wide approach to the challenge would help ensure that the CWA fulfils its legal duty and advances its broader public purpose.

In summary, focussing on societal results provides context and gives meaning to the work done by public agency. It has a number of other advantages. It helps:

- Ensure that the actions taken at the agencies level contribute to advancing societal outcomes. For example, in this case, it may mean reconciling swift legal actions to protect children with other types of interventions to build the capacity of families to fulfil their caretaker role.
- Stay focused on the big picture and understand the inter-relationship between agency, system-wide and societal results. In this case, it may mean giving special attention to detecting families at risks in order to reduce the number of children at risk.
- Interpret agency-results in the broader context of the results that matter most for citizens. Too much focus on agency results may mask important breakdowns and failures in other parts of the system.

Exercise Two: Positioning Applied to Your Live case

It is time for you to try your hand at positioning your live case in the broader context of system-wide and societal results. You will need to think through how your agency can best contribute to system-wide and societal results.

This exercise will help you explore the inter-relationship between agency results (what you can do), system-wide results (what you can best achieve with others) and societal results (your broader public purpose and *raison-d'être*) Keep in mind that the positioning of your challenge is not definitive. It will continue to evolve as you progress through the exercises in this handbook and as you gain experience.

Positioning Your Live-Case

Describe in a 500 words or less the positioning of your live-case:

What public purpose do you serve? What is the broader cause you are part of? (Societal)

What can you do in your current position to move things forwards and to achieve results of higher public value? (Agency)

What can others, in government or beyond, bring to the desired outcome you have identified? (system-wide)

To share your live-case with the NS Project Leader [click here](#)

Leveraging : The Collective Power

Leveraging is the second lens you will use to shape a *New Synthesis* for your live-case. Positioning is a *pre-condition* to successfully leveraging the contribution of others because it helps to reveal the multidimensional nature of most public policy issues and the need for co-operation across government or beyond.

Leveraging is a very powerful lens. It is about discovering how government, with the least amount of effort and economy of resources, can achieve the greatest possible impact by enrolling the contribution of others to bring about viable and sustainable solutions to the problems we face as a society.

What is Leveraging?

In today's world, an increasing number of issues do not and will not fit within your organizational boundaries. Complex issues involve a web of interrelationships that require multifaceted approaches and cannot be contained in a single agency. Governments cannot restructure and reorganize themselves out of this dilemma. Reorganization simply creates new boundaries that have to be crossed. *The need to work across boundaries and manage multiple interfaces is a characteristic of public administration in the 21st century.*

Government brings considerable assets to leveraging the contribution of others. Unfortunately a government centric approach means that many of these assets are wasted. They discourage the contribution of others.

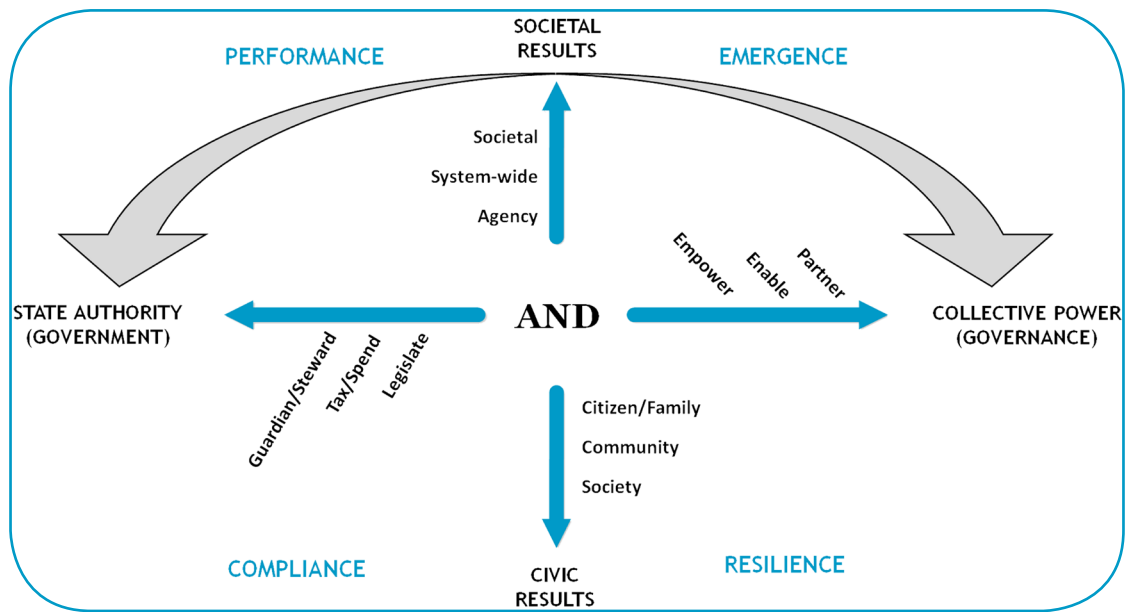
Leveraging is about

- **Pooling** existing capabilities and resources across multiple boundaries and interfaces to achieve results of higher public value at a lower overall cost for society.
- **Building on the strength of others.** Government does not need to do it all for the collective interest to be well served. Better results can be achieved by focussing on what government is best positioned to do while building on the strength of others.
- **Taking a step back to take a step forward.** With others, government actions form part of long chains of intermediate results where the contributions of multiple agents are necessary to achieve the desired public outcome.

Leveraging is a search for what would work in practice with the resources, means and capabilities available at the time. It is a *search for balance* between relying on government as the primary agent responsible for the public good and a shared responsibility of government, other agents in society and citizens themselves for the production of results of value for society.

Relying on conventional approaches will be insufficient to address an increasing number of public policy issues. This is most obvious in health and education. It is also the case when dealing with the impact of an aging population and an aging workforce. Doing more of the same or spending more, are not viable options. Leveraging is an invitation to explore different ways of doing things. It is an opportunity to think anew and to recombine in new ways capabilities across government and across sectors to move society forward.

Figure 3: Leveraging



Moving Idea to Action

Let's walk through a couple of examples to get some practice. As in the previous section, the following are real cases.

Note that the New Synthesis framework does not suggest a particular course of action in response to a public policy issue. These decisions can only be made by the people in authority, in the context unique to each country and in the circumstances prevailing at the time. However, the NS framework helps practitioners explore a broader *space of possibility* before choosing a course of actions. It helps to reveal the dynamic interactions across systems. This helps ensure greater coherence across government and improve the likelihood of success of the chosen path.

Addressing the HIV/Aids Pandemic in Brazil

In the 1980s, Brazil was experiencing an HIV/AIDS epidemic comparable to that in South Africa, with reported cases increasing at an alarming rate. The World Bank suggested that developing countries such as Brazil did not have the capacity to reverse the trend in the short term.

Brazil faced a number of difficulties. There were problems of affordability; the cost of expensive drugs exceeded the countries fiscal capacity. There were problems of capacity, not enough hospital beds or qualified personnel. There were problems of accessibility, many remote communities with a high level of illiteracy, poverty and inadequate infrastructure. Conventional thinking and expert advice suggested that Brazil should focus its attention on prevention for future generations and those not yet infected. The pandemic would run its course and resolve itself over an extended period, although at the cost of great suffering and loss of life.

The Story of Brazilian Response to HIV/Aids

The government of Brazil decided that there had to be a better way so that no one, no matter how poor or illiterate, would be left behind¹³. It chose an approach that integrated prevention with care, treatment and mitigation. “This was an implicit rejection of the dominant paradigm that poor countries must focus only on prevention “¹⁴

“By 2002, the HIV infection rate in Brazil was 0.6 percent and stable. In contrast, it was 25 percent and rising in South Africa”¹⁵ ..The impact of the Brazilian response has been impressive (...) mortality rates have fallen by 50% and inpatient hospitalization days by 70% to 80% over the past 7 years. While implementation of this program required the commitment of significant resources, it is now estimated that by 2001 an investment of \$232USA million resulted in a total savings of 1.1 billion ¹⁶

Much has been written about this case and an abundant literature is available¹⁷. Brazil’s approach is probably not transferable. But the interest of this case from an NS perspective is that:

- *A different mental map* and a different way of framing the issue opened up uncharted possibilities.
- *A pooling of resources* meant that there were enough resources after all to change the course of events. A country may be poor, have limited fiscal resources and weak infrastructure but be rich in civic spirit and social capital. An important observation is that there is always enough resources around to make a difference when all is taken into account.

What accounts for this success? The answer is a realization that the government could not solve the problem alone. While it could play a leadership role, it would need to enlist the help of others to achieve the desired results.

Encouraging others to join in

Brazil started to address the issue in the 1990s, with a process to build broad awareness of the problem. Awareness led to mobilization - individual citizens, government officials, community and church groups and health care workers joined forces to tackle the problem. The process started with dialogue and debate, leading to different lines of inquiry, different ways of framing issues and different solutions.

13. Add reference re NS Book ; for more info on the case

14. See a critical analysis of the Brazilian response Alan Bekman , Jonathan Garcia , Richard Parker

15. Need info for thie reference

16. Need info for thie reference

17. Need info for thie reference

Leveraging International support

The problem of affordability became a central concern. In the end, to drive down costs, it required enlisting the support of the World Trade Organization to produce generic versions of antiretroviral drugs and give them free to those infected with HIV and suffering from AIDS.

Leveraging community support

The problem of medical capacity was turned on its head by enrolling 600 NGOs, the churches and food distribution centres to support existing hospitals and clinics. The problem of reaching those affected was addressed by enrolling trustworthy individuals and groups in the communities. While poor in financial resources the country was rich in the power of its networks.

Leading AND Building on the Strength of Others

The government played a key leadership role, but drew on the active participation and contribution of individuals, communities and civil society organizations. The desired public results required a sharing of responsibility across sectors and among multiple actors.

No Challenge is Too Big or Too Small

Hopefully your live-case is not on a scale comparable to the Brazilian case. Thankfully, public servants are not always confronted to challenges involving matters of life and death. Leveraging is as powerful in addressing day to day challenges and in uncovering solutions to problems that have remained unresolved using conventional approaches. In fact looking at a simpler case is helpful in identifying some of the conditions of success.

Open Data Initiative

The following case is unfolding at this time. It was discussed in an NS Master Class session. For more information about NSLab go to www.nsworld.org/nslab. The description of this case has been modified to respect confidentiality and to draw out some of the elements most relevant to the concept or leveraging.

The Story of An Open data Initiative

The manager in this case is responsible for a government-wide initiative to make data collected and or produced by public agencies available to the public in portable and electronically readable forms. This topic is well known to most governments. Efforts of a similar nature are currently under way in many countries.

In theory, it should be easy to make progress. In this case, the Open Data initiative is a government priority. The purpose is clear and the benefits are compelling. Public data are public goods. They have been produced using public funds. It is only fair to allow citizens to make use of the data that they have helped to produced and that may be of interest to them. Public data available in portable and easily readable forms encourages innovation and the creation of new applications by interested groups. In the opinion of the manager in charge, confidentiality, privacy and security concerns are easily surmountable. Yet, most projects of this kind fail and, in this particular case, progress has been slower than expected.

What explains such a low rate of success? To a large extent, it is due to poor positioning of the initiative and a misunderstanding of leveraging. The manager in charge initially framed the challenge as “the need to overcome the resistance of line managers.” A decision had been made at the top; it was now time to implement it. But in practice, managers were finding many reasons to delay implementation.

Leveraging the contribution of others cannot be achieved by a top down decision and the use of authority. *Leveraging obeys a different set of rules.* The desired outcome must become a *shared outcome*. Their concerns of partners must be heard and taken into account in the design of the initiative. A diversity of approaches must be used to give them the flexibility needed to address their particular needs while contributing to the general direction.

Leveraging for Success. The manager in this case decided to explore a differentiated and targeted approach adapted to the needs of different agencies. In some cases, the work will start in areas where the release of data will allow agencies to stop providing some services and to redeploy resources to areas of higher priority. In other cases, the work will begin outside government by working with interested groups to produce new applications of public interest. For others still, the initiative will generate a significant workload increase. Temporary funding will be provided to overcome the problem.

Leveraging requires creating the conditions for partners to *voluntarily* bring their contribution to a common cause and a shared purpose. It is about *discovering a point of inflexion* where resistance to change is the lowest and the potential for co-operation is optimal. We all aspire to be part of a bigger cause. This is made easier when our commitment to a greater good can be reconciled with the needs of the organization we oversee. Leveraging allows government to achieve the greatest impact with minimal effort, economy of energy and parsimony in the use of taxpayers’ money. The following summarises some of the conditions of success identified during the NSLab discussions.

Know your partners: Leveraging requires identifying the partners needed to achieve the desired outcome. Who are they? Why should they join in? What would motivate or hinder their participation? Leveraging requires an understanding of the others’ position and a willingness to take account of their concerns. What is in it for them?

Framing for Co-operation: Your partners must recognize themselves in the desired outcome. The framing of the issue must embrace the contribution of all those that you need to bring to the table.

Know your Assets: What do you bring to the partnership? How can you be part of the solution not just the demander? What kind of relationships have you (your agency) built with your partners over the years? In a word, why should they trust you?

Common Purpose and Diversity of Approaches: Leveraging is the pooling of capabilities for a common purpose. This does not mean imposing a common approach. Many initiatives fail for that very reason. A common purpose ensures cohesion; diversity of approaches enriches the collective effort. It gives partners the flexibility of contributing in a manner adapted to their needs and circumstances.

Redefine Success: Keep the big picture in mind. Success is to get closer to the common desired outcome. It cannot be measured at the agency level. In fact, individual agency successes may get in the way of collective results of higher value. You cannot optimize the whole and the parts; the whole is what matters most.

Be pragmatic. Use what works in the circumstances and leave the rest aside. In other words, do not become hostage to the fashion of the day - real progress will outlast them all.

Exercise Three: Leveraging Applied to Your Live Case

This exercise will help test whether your initial positioning has provided you with a basis for co-operation across government and across sectors. You may discover as you go through this exercise that there is a better way to position your live-case. Feel free to go back and adjust. Keep in mind that NS is an adaptive process of discovery; allow your thinking to evolve.

Leveraging Your Live Case

Looking Back

Go back to your previous assignment. Review your positioning in light of what you have learned in this section. Does the positioning of your live-case reveal?

- The broader public purpose(societal results)?
- The need for co-operation across government? Across sectors? (system-wide)
- The role and contribution that you (your agency) can bring to address the challenge you are facing in a manner that also serves your broader public purpose.

Make the necessary adjustments to positioning of your live case.

Moving Forward: Exercise 3

- Identify the groups (and individuals) inside and outside of government needed to achieve the desired outcome you have identified.
- Who can you enlist first? How much do you know about their perspective on the issue? What would make it worthwhile for them to join the effort? What assets do you bring to the relationship?
- Can you think of ways to build on early successes to encourage others to join in?
- How will you ensure that the collective effort will become self-sustaining?

Describe in 500 words your revised positioning AND the proposed approach to leveraging the contribution of others to bring about the desired outcome in your live-case.

(If you want to share your update with the NS Project Leader [click here](#) ..Insert link)

Engaging : The Power of People as Value Creators

You are now ready for the most important step in the NS exploratory process.

- *Positioning* has shifted the focus of attention from agency results to societal outcomes.
- *Leveraging* has revealed the need for co-operation across government and across sectors. It has expanded the range of options open to government from agency-centric approaches to government-wide approaches (by working across agencies) and to governance based solutions (by working with others).

By building on the work you have done in the previous sections of this handbook, you will now explore how *engaging* users and beneficiaries in the design , creation and production of public results opens up new possibilities in addressing problems that have remained unresolved using conventional approaches. This transforms the relationship between government and citizens, from one of dependency, to one of mutuality and shared responsibility.

Put simply, citizens are the most important assets to produce results of high public value. *They* are *public value creators*. By the actions they take and the decisions they make, citizens create societies worth living in. The active engagement of users and beneficiaries of public services opens up new avenues for a *more balanced* approach to the sharing of responsibilities for the creation of public results; one that avoids too much confidence in market forces or too much reliance on government.

There is a need to rediscover the importance of the role of citizens to invent practical and viable solutions to some of the most challenging problems of our time:

- Some government programs are becoming *unaffordable* because they have crowded out the contribution of users and beneficiaries. This is the case for instance for the impact of an aging population and an aging workforce on public health services or pension programs.
- Some government programs are *unsustainable* without the active contribution of citizens, families and communities. This is the case for ensuring public safety, preventing environmental degradation or achieving a high level of literacy.
- Some government programs and services have inadvertently created *dependencies* and reduced the natural resilience of citizens, families or communities to adapt to changing circumstances.

Whatever the case may be, there are many good reasons to explore how a different relationship between government and citizens as public value creators may lead to better public results.

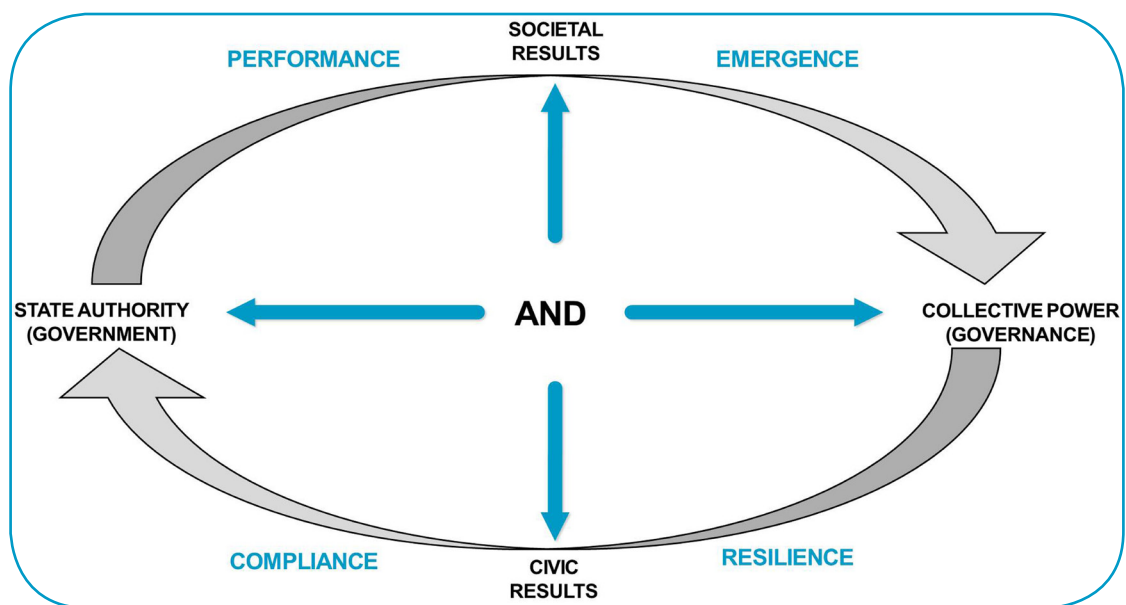
What is engaging?

Engaging transforms the relationship between government and citizens from one where government is the *primary agent* responsible for serving the public good to one of *mutuality and reciprocity* by:

Engaging is about:

- **Exploring** what governments is best positioned to do, what citizens can do for themselves, what can best be accomplished by working together and how it may all fit together.
- **Designing** public policies, programs and services that enable an active role by citizens, users and beneficiaries working with public agencies to create and produce public results.
- **Creating an enabling environment** that encourages and promotes self-organisation and self-governing practices by citizens. This means encouraging citizens to work together to take charge of addressing issues of concern to them in a manner that also promotes the collective interest.
- **Building resilience** by encouraging participation, shaping policy responses that reduces the risks of dependency, building trust and confidence in the collective capacity to invent solutions to the challenge we are facing as a society.

Figure 4: Engaging



Engaging is the third lens you will use in your NS exploratory journey to shape solutions for your live case. In practice, these three lenses are *used simultaneously and interact* with each other.

Shaping a *New Synthesis* is an interactive process. Don't be afraid to adjust and course-correct your proposed approach as you gain new insights and as you explore solutions in practice.

The active engagement of users and beneficiaries of public services working with public agencies may take many forms depending on the public purpose, the context and circumstances. This is one of the main difficulties for practitioners.

Public servants have a special responsibility to understand the value of various forms of engagements and how they can best work together to achieve the desired outcome in particular contexts and circumstances.

Common Purpose and Diversity of Approaches

In most cases, a *diversity of approaches* is needed to achieve the desired outcome. They must co-exist, complement each other and operate at the same time. So how is one to know what combination of approaches is best suited to address a particular issue?

The answer to this question can only be found in practice. However, it is possible to make some general observations that you may find useful.

- A first observation is that meaningful engagement requires *clarity of purpose*.
- The second observation is that government ultimately remains the *steward of the collective interest of society* in all circumstances whether it chooses to play an active role or not, working alone or with others.

Conventional approaches are and will continue to be part of the mix of instruments used by government to address public policy issues. In a number of cases, conventional approaches may even be the preferred approach. They work best when the knowledge needed for framing an issue is readily available to government; when the actions or policy responses depend primarily on expert knowledge; when the tools to achieve the desired policy outcome are in government's hands and when public agencies have access to the information needed to adjust the course of actions. Conventional practices provide an efficient way to mass produce standardized public services.

Working with others: There are however many situations where government is unable to achieve desired outcomes on its own. This is the case for complex issues. It is also the case when conventional approaches, even when successful, leaves behind significant unresolved issues or pockets of underserved citizens because their situations *do not fit the mold*. In all these cases, other avenues are needed *to complement* conventional practices. These include co-design, co-creation and co-production or various forms of self-organisation including technology assisted self-organization.

These measures help government and citizens to *make better use of each other's assets*. They also contribute to building resilience, as people and communities learn to resolve problems by working with each other and with government.

The following section provides some broad definitions of these practices in order to facilitate your exploration of the approaches most relevant to your live-case.

- **Co-design.** Design work brings a citizen centric focus to shaping policy responses or services. It uses various technics including mapping, ethnographic surveys, prototyping, etc. It allows users and service providers to shape practical solutions by recombining issues, means and capabilities in new and better ways.
- **Co-creation** is an interactive process involving the coming together of a diversity of perspectives by drawing from the assets of public agencies, service providers, users, as well as their families and their communities to shape a policy response adapted to the context where it will be implemented and must take root.
- **Co-production** is the shared responsibility of users (their families and communities as the case may be) to work with public agencies for the production of public results. It entails a shared accountability of the users and service providers for the outcomes. The central idea is that no public agency can be efficient if it ignores significant available assets¹⁸.

18. Need Info for this reference

- **Self-organization** relies on citizens and communities to self-govern and to generate and execute solutions to issues of concern to them. Government fosters an enabling environment to help ensure that citizen actions advance the collective interest. Government supports citizens' actions by providing technological or other infrastructure support and by monitoring results.

In most cases a diversity of approaches is needed to bring about viable solutions. This is a significant departure from traditional thinking in government *one model does not fit all and a single way of doing things does not work*. The following case provides a powerful illustration of the need for a diversity of approaches to complement each other's to achieve better results and higher net public value.

Moving Idea to Action

This case study illustrates how conventional approaches, combined with other approaches such as co-creation, co-production and enabled self-organization, led to better health outcomes, better services and a better use of resources.

Clinic of Internal Medicine, Highland Hospital, Sweden¹⁹

A full description of this case can be found at (add reference NSworld and link to GI)²⁰

The Story of the Clinic of Internal Medicine in Sweden

By 2001, patients and staff of the unit of gastroenterology at Highland Hospital in Eksjoe, Sweden were becoming increasingly frustrated with the long waiting lists that prevented the timely provision of treatment. Regularly scheduled annual visits occupied the majority of staff time and rarely revealed any imminent health concerns because disease flare-ups were more likely to occur at some other time. Patients contacting the unit when they had flare-ups faced long waiting lists which adversely affected patients' health and increased the likelihood of lengthier hospital stays.

The hospital decided to pursue a different approach. "Waiting lists were virtually eliminated, the number of unscheduled visits by patients with flare-ups declined significantly from two visits per day in 2001 to only two per week in 2005. This, in turn, led to other positive results including better patient access to treatment, improved patient health, higher quality care, lower morbidity rates and reduced stress on the unit's budget and staff."

What accounts for this impressive turn around? The story began when the medical staff realized that the situation was untenable. It was affecting the life of patients. It was discouraging staff. There was no hope in sight. Something had to change. This was an opportune time for *A New Synthesis*; a different mental map; a different way of framing the issue; an openness to different ways of doing things or a willingness to allow patients to play an active role in their own care.

19. For a full description see NS website and article

20. Add NSworld and Gi as reference and link

Rethinking the Conventional.

The traditional concept placed the physician at the centre of healthcare provision, with the patient and other staff in a supporting role. This approach works well in some circumstances and in particular when patients are undergoing medical treatment. However this approach was expensive and did not produce good results when it came to prevention and timely interventions.

A Citizen (User) Centric Approach.

The team decided to rethink the health care system at the clinic from a patient perspective. This had a profound impact on the thinking of the group about how services could be redesigned. The team envisaged a system where the patient is in “*the middle of two streams*”—a community stream made up of family and friends and a medical stream with the staff at the hospital.

Patients as Co-producer.

In the new setting, activities were rethought “to involve patients more intensively in their own care” and “give them greater personal responsibility for their health.” In this context the patient becomes a co-producer. They are responsible for their own health, and they partner with the medical team and share the responsibility for their treatment.

A Diversity of Approaches

Co-production in no way diminishes the *professional responsibility* of medical staff. In fact conventional practices and new approaches must co-exist. In this case a “*stratified approach*” was used. Patients enjoyed a high level of control when they were in relatively stable condition (self-organization). Medical staff exercised professional control over treatments (conventional). In-patients were active participants in daily planning sessions with medical staff to assess and monitor results (co-production). By devoting less time to inefficient routine visits, the medical team was able to focus more of its efforts on assisting patients in immediate need of assistance. This led to an overall improvement in the quality of healthcare from the perspective of both patients and staff.

Learning, Adapting.

Extensive measurements were used to assess results. This was key to ensuring the ongoing success of the redesigned system. This is essential to demonstrate the impact and to ensure the sustainability of the new approaches. Today, the results speak for themselves. There are ten years of data available to assess the results achieved by the Highland Clinic compared to other clinics in Sweden²¹.

21. Insert reference p.97 of the case

Self-Organization

There are many ways in which government can help people to self-organize to find solutions to problems of interest to them and self-regulate their relations with others. With the advance of modern information and communication technologies, the potential for self-organization has increased significantly.

Self-organization is happening on many scales, from very large to relatively small initiatives, with or without government involvement. The challenge for government is to increase the likelihood that actions taken by citizens, families or communities to address issues of interest to them also serve the collective interest of society.

Let's look at a couple of examples to get a better understanding of what government can do to create an enabling environment for people who, with a bit of ingenuity, are able to find solutions to issues of public interest.

Improving Cyclist Safety in London, UK²²

This case illustrates the power of technology enabled innovation.

British Cycling (United Kingdom)

In London, unprocessed data from various sources are released by the Department of Transport to help to improve the safety of cyclists. *“By releasing data into the public domain, the aim is to allow individuals to be able to use data however they wish... For example, using data released by the Department of Transport, online maps have been developed which show exactly where cycling casualties and fatalities have taken place.”*²⁴

A cyclist association took the initiative to develop an App to map out data about casualties and risks for cyclist. These maps can be accessed by cyclists to identify whether a particular crossing is relatively dangerous or safe. In this way, cyclists adjust their behaviour to avoid risky areas or to take extra precautions.

Reducing bicycle related casualties and fatalities is achieved by working together; government provided the data , a voluntary organization created the app , cyclists self-regulate their activities, government monitors and reports on progress.

Self-organisation is not *“laissez faire”*. It is enabling a collective effort and a shared responsibility for achieving desirable public outcomes.

Government as Enabler

Governments cannot reduce the risks of casualties for cyclist by putting a police officer on every corner of every street. This would be prohibitive and inefficient. The goal is beyond the reach and capacity of government but not beyond the collective capacity to uncover solutions.

In this case, government played the role of enabler by releasing data in the hands of public agencies. And by trusting others to make a productive use of the data.

22.Need info for this reference

Associations as Innovators

The maps are not produced by the UK government - they are generated by cycle user groups who want to help other cyclists avoid or take extra care in certain accident prone areas. They transform the data into user friendly applications for cyclists. They are the innovators in this case.

Users as Public Value Creators

The cyclists are ultimately the main value creators. By changing their behaviour, they hold to key to reducing risks, accidents and fatalities. It serves their individual interest and the collective interest by reducing costs for government and society. It is also a good illustration that government does not need to do it all for the collective interest to be well served. People can be the main value creators if they are given the chance to reconcile the pursuit of their individual interest with their desire to contribute to the wellbeing of society we all want to be part of a “ bigger cause “

Let's take another example this time from the United States of America. A more complete description of this case can be found in²³.

Envision Charlotte (USA)

This case is about creating an environment that leads to co-production.

Envision Charlotte (USA)

Envision Charlotte is “uniting an alliance of employers, building owners and managers, municipal and technology leaders to create a difference” through “collaborating, innovating and engaging the community to make smarter and sustainable choices.”²⁴

Through its “Smart Energy Now” initiative, Envision Charlotte aims to reduce energy consumption through the use of technologies that enable individuals and companies to monitor their energy use in near real-time, thereby empowering them to make better energy conservation decisions. The community can see data about its collective energy usage via digital displays in the city centre. As a result, people adjust their behaviour to improve energy savings. The sum of many small behavioral changes is having a significant impact on the city's overall goals.

Envision Charlotte is “aspiring to create the most sustainable urban core in the nation”²⁵. Its goal is to reduce energy consumption in the city's urban core by 20 percent over five years. Work is underway on a similar program to reduce water wastage and to develop innovative waste and air quality programs.

Government as Enabler

Governments can enable others to produce public results by providing public support to exploring new and innovative ways of achieving results. This could involve creating common public platforms and modern public infrastructure or various forms of incentives to encourage innovation and experimentation. The City of Charlotte is an active participant in this public-private collaboration. It actively promotes Envision Charlotte, which is designed to achieve the city's 2020 economic growth objectives through environmental sustainability.

23. Reference NS BOOK + NS WORLD

24. www.envisioncharlotte.com

25. Ibid.

Citizens as Public Value Creators

The cornerstone of this initiative is people. While local government is among the partners, private organizations are leading many aspects of this initiative. Individuals and companies are key to its success. Through a sharing of responsibility and the use of enabling technologies, individual citizens and companies produce the desired outcome.

Learning and Adapting

Measurement and data are foundational to Envision Charlotte. Programs are designed to measure progress and impact and to determine the benefits to the environment and to economic development. This allow for adjustments and course corrections as needed.

Exercise Four: Engaging Applied to Your Live Case

This exercise will help you explore the potential for a different relationship between government and citizens as users and beneficiaries of public services. Keep in mind that there is not one way of achieving your desired outcome but a multitude of ways. A combination of ways may be needed. The purpose of this exercise is to make better use of government and peoples assets but sharing the responsibility for the outcome.

Engaging Applied to your Live Case

Looking Back:

Go back to your previous assignment. Review your proposed positioning and leveraging in light of what you have learned in this section and make the adjustments that you find necessary.

Moving Forward: Exercise 4

Describe in 500 words or less your proposed approach to engaging citizens (users/beneficiaries) as value creators to achieve the desired outcome in your live case.

Describe the situation from a citizen perspective (or from a user perspective depending on the issue)?

Describe the current sharing of responsibility between your agency and citizens (users/beneficiaries)?

Can you think of better and more balanced approaches to make use of people's assets? Is there a potential for self-organization or co-production in your live-case? How with it complement conventional approaches?

To share your live case update with the NS Project Leader [click here](#)

Synthesizing: The Power of a Narrative of Change for a Better Future

Three lenses have helped you to explore various dimensions of the challenge you are facing. The exercises have provided you an opportunity to think beyond the conventional and to explore uncharted territory. The lenses of positioning, leveraging and engaging have helped you to focus on the big picture and to reconnect to the broad public purpose that gives meaning to your role as a public servant. You have gained a deeper appreciation of the dynamic inter-relationship between your actions and the need for co-operation across government and across sectors. A whole range of options are open to you—the magic is in how they are brought together and how they interact together to propel society forward.

The mastery that public servants need most to help government face the challenges of the 21st century is about the effectiveness of the whole—this means building public institutions able to adapt to changing needs and circumstances and to co-evolve with the society they have mission to serve.

It is in understanding, shaping, steering, leading the interactions of interconnected and interdependent systems in such a way that their combined effect serves the public good and the collective interest. The role of government and of public servants in the 21st century is more challenging and demanding than ever but I would add more exciting than ever.

This handbook is dedicated to preparing public servants to face the challenges of their time. You have been introduced to:

- **Positioning** -The power of a broader mental map ;
- **Leveraging**-The power of relying on the strength of others ;
- **Engaging**-The power of citizens as public value creators.

These three lenses were presented to you one by one and in sequence to provide you with a solid grasp of the underlying concepts. But, as you worked through the exercises, you discovered that, in practice, they work in interaction with each other. As you revised your narrative after each step, you started to formulate Your New Synthesis. You have done all this work up to this point to get ready to formulate a narrative of change to address the challenge you have selected.

Synthesizing is the power of a narrative of change for a better future. Thinking in terms of a narrative that you can share with others should help you to bring the main elements of your New Synthesis together. It will help you to engage in exploratory conversations with others to create an impetus for change. A narrative of change helps to reconcile aspirations for a better future in concrete terms and from a citizen perspective.

- **Aspirations** are powerful statements. They may create much hope. This is the language used to convey a concept of society. There are numerous examples—the audacity of hope, the big society, a city in a garden, a rainbow society, etc. This voice is part of your New Synthesis but other voices must be weaved into a narrative of change for a better future.
- **Pragmatic Innovation:** This is when ideas can credibly be transformed into reality. It captures the voices of the architects, designers, innovators and agents of change to give effect to a new reality. Public results become a shared responsibility that entails a collective effort.
- **Citizen Centricity:** Public institutions give form and meaning to a concept of citizenship in society. They contribute to building a citizenry—a community of people committed to sharing and building a better future together. This is the voice of citizens as value creators and members of a collective.

A narrative of change is an offering. As you engage in broader conversations, it will evolve and become more inclusive of the perspectives of others. As discussions progress - with your superiors, your employees, your colleagues, your potential partners, the users and other interested parties. It will become a shared narrative of change. In this process, you will be a story teller; sharing your ideas, listening to the voices of others and synthesizing them to consolidate an emerging consensus.

You must believe in your narrative to gain the engagement of others. It is a pre-requisite of your ability to lead a change process - not from a position of authority but from the power of your ideas. Keep in mind that leadership is a process of influence that brings about a convergence of actions across networks of relationships towards a common outcome. Working in this way will put to the test your leadership, managerial and administrative abilities.

Stories People Have Told Me

One way of illustrating the power of a New Synthesis is to share with you stories about some of the examples provided earlier. The following are presented for illustrative purposes.

I'm the manager of a prison system

My job is to keep convicts safely in prison until they completed their sentence. But I also “serve a bigger cause.” I work with others in the criminal justice and social welfare systems to reduce the risk of re-offence and to improve the likelihood for the successful re-integration of ex-offenders into society.

We have mobilised public opinion because we believe that we all need a second chance. We progressively gained the support of employers in offering employment opportunities to ex-offenders. We encourage families to stay in touch with their members while in jail. This proved to be an essential element of the success we have had so far. Success may become a virtual cycle. The successful reintegration of some ex-offenders encouraged inmates to invest in upgrading their skills. They now believed that they could get a second chance and that it was up to them to succeed.

Life is now better for the staff working in the prison system. We have transformed our organization and reinvented our profession. We became “captains of lives.” We serve an important public purpose. Over ten years recidivism has been reduced by 50 percent. We believe we can still do better

Aspiration : No one is above the law but we believe that people should be given a second chance
Pragmatic Innovation : To integrate long chain of interagency activities from prevention , sentencing , re-education , to post -care to improve the chance of successful reintegration .
Citizen Centric: I want to make the best of the second chance I am given to become self-sufficient and live a productive life

Aspiration: No one is above the law, but a just society gives people a second chance.

Pragmatic Innovation: I know that the successful reintegration of inmates into society requires a long chain of inter-agency co-operation; including prevention, justice, education and social welfare.

Citizen Centricity: I want to make the best of the second chance that I have been given and lead a productive life.

I manage a child welfare agency

My job is demanding. I have a tough time retaining staff. We are invested with the power to remove children at risk from families, in order to protect them from significant harm. Interventions are often too late, after the harm had been done. Children are not being provided with the environment they need.

There had to be a better way. By working with schools, social welfare agencies and hospitals, we stand a better chance to improve early detection and reduce the number of children at risk. We have discovered that the same factors that put children at risk are indicators of family at risks (poverty, low attachment to the workforce, illiteracy, history of violence, etc.). We will work with families at risk to improve their capacity to fulfill their caretaker role. Our New Synthesis is a work in progress. Our goal is to ensure that every child benefits from a supportive environment.

(Aspiration: The stewardship role of government is to protect the most vulnerable citizens .Every child should benefit from a good start in life and a supportive environment .Pragmatic innovation: To move up the value chain to reduce the number of children at risk by discovering and tracking risk factors that improve early detection and prevention. Citizens centricity: I have the capacity to fulfill my caretaker role and I can get help if needed)

Aspiration: A caring society protects its most vulnerable citizens and ensures every child benefits from a good start in life and a supportive environment.

Pragmatic Innovation: Innovation: To reduce the number of children at risk, we need to move up the value chain to reduce risk and prevent harm.

Citizen Centricity: As a parent, I am able to fulfil my caretaker role if I get the support when I need it.

I'm a patient in the health care system.

Nobody cares more about my health than me. I was frustrated with the system. I often had my regular annual check-up when I was feeling fine. Then, when I had a flare-up, I couldn't get an appointment because of the long waiting list. This was putting my health at risk. It just seemed like the system was working against me. Then they changed things at the clinic. I am now at the center of my healthcare provision - I am the guardian of my own care. I monitor my health and, instead of an annual medical appointment, I am given immediate access to a doctor when I have a flare-up. I am part of the process. The staff at the clinic seem happier and under less stress as well. They tell me that the new approach frees up their time to help patients in need of immediate care. It's a dual approach- doctors and nurses are in charge of treating the disease and helping those in need of immediate care. Patients are the guardian of their ongoing care. It works better for everybody.

Aspiration: To improve public health outcomes and to lower overall cost for society; **Pragmatic innovation:** To rethink and redesign the health care system to leverage users capacity. **Citizen centricity:** To be the guardian of my health within professional oversight

Aspiration: When all resources are taken into account, there is enough to ensure access when needed and provide high quality care for all.

Pragmatic Innovation: By working with others, I am able to rethink and redesign the health care system to achieve better health outcomes at a lower cost for all.

Citizen Centricity: I am the guardian of my own health with professional assistance when needed. I am an important part of the health system in my country.

Conclusion: The Story that Matters is Yours

It's your turn. There is no better place to start than where you are and no better time than now. Go out and make it happen. Tell your story and develop your mental map that you feel is right for your context and circumstances. Keep an open mind because your story will evolve as it becomes a shared story of change for a better future. You will run into difficulties so be patient but do not give up. Through practice, these concepts will become second nature to you. You will become a master practitioner.

In the end, everything must come together - the old with the new - with the goal of delivering better public results at an overall lower cost to society. As opposed to the industrial age model of public administration which broke the pieces apart in order to solve them, you need to bring the pieces together. Only you, in the reality of practice, can discover the best way forward.

Ultimately, success is:

- **An adaptive** government that embraces and practices diversity and is able to co-evolve with society.
- **A more resilient society** that, while preserving the individual interest, gives citizens, families and communities the ability to play an active role in governance and the ability to advance the collective interest.

I hope you will share your story with us. We will do our very best to support you. We are already turning our attention to supporting you as master practitioners.

It's your turn. There is no better place to start than where you are and no better time than now. Through practice these concepts will become second nature to you. You will run into difficulties, so be patient. If you would like to share your story with us, we will do our best to support you.

In the meantime, we plan to turn our attention to the next handbook - one for master practitioners.

Bibliography

Text for Bibliography will be here.



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