

Sub-study I

Mollenhauer, K., & Soto M. (2019). From citizens to community: The complexity in the context and the transformation and the challenges of modernising Chilean services. In S. Miettinen & S. Melanie (Eds.), *Managing complexity and creating innovation through design* (pp. 190–205). Routledge.

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15 From citizens to community

The complexity in the context and the transformation and the challenges of modernising Chilean services

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Introduction

This chapter focuses on understanding the contribution of service design in the modernisation of Chilean public services according to specific social, cultural and political contexts, as well as the transformation of citizens from sole individuals to a community of citizens through co-creation processes. In working with communities, understanding people as individuals with opinions and their own mental models is fundamental (Van Gorp & Adams, 2012). The challenge presents itself when representation, emotions and behaviours (Tolosa, 2007) of every individual are combined with those of other people in an effort to configure a solution that meets common interests.

Moreover, every country has its own cultural dynamics and interactions between its institutions and citizens. Public service design has to contemplate this factor and bring it into the equation. In Chile's case, its political history has marked different periods in which public service has been more or less affected. Since the return to democracy, governments have defined their agendas and priorities to include increasing attention towards improving public institutions. This attention is translated as a permanent modernisation of the state as a reflection of democracy (Ramírez, 2001).

In 2013, the 'Universidad Católica' (UC) Public Innovation Laboratory (LIP) was born; the organisation is committed to sustained improvement of the quality of public services, which constitutes a structuring framework for the institutions and citizen capacities. Projects developed by LIP propose significant and coherent solutions and seek to strengthen Chilean public institutions, creating opportunities for enhancement of public services in relation to the development of society.

LIP is comprised of a multidisciplinary team of teachers, professionals and UC students who, from a service design approach oriented towards the public, develop and transfer models and methodologies towards institutions and civil society in general. These methodologies include co-creation as a fundamental tool to grasp specific issues, comprehend users' needs and make meeting these needs part of its solutions.

This chapter describes the work methodology for two projects developed by LIP, along with the way it contributes to problem solving in two different organisations that require improvements in their service design with the purpose of enhancing the experience of the communities they serve. The first case focuses on the internal processes of a public institution that promotes and finances cultural projects, and the second one focuses on improvement of the quality of life of the elderly from the perspective of service design.

The projects that are presented in this chapter foster an understanding that from the complexity of a country's social difficulties – and through collaborative work among people who are directly or indirectly involved – simple social groups can be transformed into empowered communities that are conscious of their own capacity to define their problems and co-create solutions.

Discussion

In the field of services, there is an emphasis on the creation of human-centred experiences, defining the different stages for users and optimally developing the related actions. 'The aim of service design is to create customer- or human-centred solutions that make the service experience feel logical, desired, competitive and unique for the user, and boost innovation and engagement in companies and institutions while developing and delivering services' (Miettinen, 2017, p.04).

Users can be active actors in any given service and can collaborate in the development of solutions. Miettinen (2013, p.10) said that 'user participation can change society, and service design can contribute to this change'. User participation in the re-design of services is a way to contribute to the strengthening and improvement of society. This transformation depends on establishing interactions between the final end user and those who participate in the interaction space. These services, combined with the interactions between users and services, define people's experiences (Stickdorn & Schneider, 2011).

From the moment that a relationship or link exists between two or more people, a community is established (Tolosa, 1999). Community is emphasised here because it constitutes a minimum structural unit in society, and therefore, it is the starting point to solving current global challenges. The configuration of a community has a strong influence on its shared values. These values are constituted as moral judgements that influence the lived experiences of the users (Van Gorp & Adams, 2012). It is necessary to know the users to develop and produce a transformation in the interaction of communities.

To create, strengthen and improve services, the focus is on users and their communities. One way to address this is through design and its methodologies: 'design is increasingly recognised as a vital tool to transform public services' (Design Council, 2018, p.03). With regard to public services, co-creative practices have been utilised as an interesting way to solve social issues (e.g. What Works Scotland, SINCO Laboratory, Design Council). 'Co-creation is a core aspect of the service design philosophy. It can involve anyone from staff, designers, executives or customers

working collaboratively in order to examine and innovate a given service experience’ (Stickdorn & Schneider, 2011, p.198).

Design, through its methodologies and tools, creates space to improve public institutions. One of these methods is co-creation, which as a listening and integrating process of citizens with institutions – such as public services – has the benefit of collaboration, engagement and empowerment of citizens.

People that participate in co-creative sessions are temporarily constituted as communities in which they explore together new ways to understand and discern the possibilities for improving a service or solving a determined problem. In these sessions, participants’ personal experiences, reflections and knowledge are shared, and it is consequently vital for the stream of interaction to generate trust in a safe environment. This meeting point and interaction favours the construction of a shared point of view that may influence common opinion. The same topic of conversation, changing one or two people, is enough to generate a possibly significant change in the shared conclusions. It is in this scenario that complexity arises (Fig. 1); the selection of participants, the correct way to guide the conversation, the activities developed collectively and the final conclusions require specific abilities on the part of the leaders and enablers of the process, as well as the correct way to transform the results of the co-creative sessions into solution proposals. In this sense, complexity is situated in the relationships and interactions between people and how these are guided towards a co-creative process.

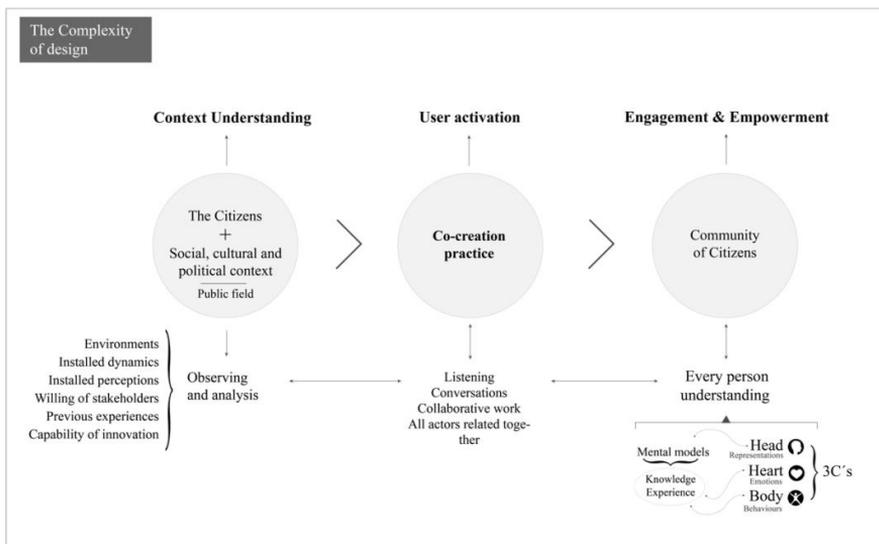


Figure 1. The complexity of design.

Upon integration of the perspective of the users of the various services, it is possible to move closer to the real form of interaction. Co-creative sessions offer a real vision of the user experience and how these identify – according to their experience – possible improvements and modifications. According to Srivastava and Verma (2012; as cited in Miettinen, Ronsti, & Jeminen, 2014), consumers in general prefer products or services that reflect their own values and that allow them to generate a coherent relationship with their language and style preferences. Users' preferences are extensions of their personalities, and their interactions are reflections of how they move in the world.

The co-creation process has a fundamental role in the activation of the user – and citizen – that reverberates directly in the interactions inside their communities. Co-creation stimulates and facilitates the development of collective or communal creativity, integrating the views of the different actors that interact in a certain moment and/or for a common purpose (Mattelmäki & Sleeswijk Visser, 2011).

The users' activation requires a deep comprehension of their characteristics and dynamics. Tolosa (2009) developed the perspective of the 3C's (based on the initials of the Spanish words *cabeza* [head], *corazón* [heart], and *cuerpo* [body]), which allows integrating and distinguishing features of people through three main dimensions: representation as the main cognitive characteristic; emotions as feelings that define the person's personality; and behaviours as the actions that people develop.

The user's knowledge as a person is complex mainly because the interactions are displayed in the face of determined situations, and the different communities in which they interact must be integrated. A person's emotions, representations and behaviour are reflections of his/her present, past experiences and the relationships that have been established during his/her life, which are cast into their present decisions. This individual, via these interactions, transforms into a user of, for example, a public service. The public service is constituted as a space for community interaction because it satisfies the needs of a group of people. Thinking in public service as a community centres not only in a categorised and characterised user but also in their specific contexts and interactions with those in similar situations who are also facing that service, which, as a public service, is often the only option available. To this effect, complexity is focused in the diverse impacts that a service may have, in its own perception, and in the satisfaction levels of the institution, the state and the country.

The improvement of public services: a necessity in the context of the modernisation of the Chilean state

According to the Chilean constitution (Article 1):

The state is at the service of the human person and its purpose is to promote the common good, for which it must contribute to create the social conditions that permit the utmost spiritual and material realisation of each and every one of the members of the national community, with full respect of the rights and guarantees established by the Constitution.

Considering the Chilean constitution as the foundation of how institutionality is conceived and established in the country, the state focuses on promoting the common good and harmony within a vision of the modernisation of a democratic state and proximity to social demands.

In this interest towards the modernisation of the state, it is vital to centre efforts that help achieve equality of opportunities and that respond to the needs, aspirations and social opportunities that strengthen the abilities of the public sector, consistent with economic growth and citizen participation (as cited in Ramírez, 2001). Since the return to democracy in Chile, several political discourses have aimed at modernisation of public institutionality linked with a greater proximity to the social demands of citizens. In this context, modern state was defined as a democratic state (Ramírez, 2001).

In 1994, governance – understood as a way to answer social demands – began to be strengthened, whereupon public services were directly impacted through (i) optimisation of financial resources, (ii) improvement of the quality of services, (iii) consideration of the competence and motivation of personnel, and (iv) incorporation of new information technologies (Ramírez, 2001). Consequently, the reinforcement and improvement of public services was constituted as a system of actions on various fronts allowing the configuration of services of better quality and higher efficiency.

These improvements in public services have slowly been connected towards the benefit of the citizens. The Strategic Plan of Modernisation of the Public Management emphasises that one of the points of interest and action was establishing public services where continuous improvement was concentrated in the generation of certainties, security, accessibility, receptivity and reception before the citizens (Ramírez, 2001). Perception of the public services on the part of the citizens approaches the definition of the purpose within the efficiency of governance.

Citizens began to have a role in the betterment of public services, but only as recipients or beneficiaries. During the period from 1990 to 2005, citizens were passive actors in the various reforms made by the democratic Chilean governments, which is reflected in the unsatisfactory quality of the attention given to citizens (Waissbluth, 2006). The current models of improvement of public services consider the citizen-user as an active figure throughout the whole process. By using this approach, initiatives which considered citizens' opinions as a key part of the decision-making process such

as Design Council or What Works Scotland have had a substantial impact not only on perception but also on the experience of the services.

Chile has very low indicators in the quality of attention in numerous public services and deficient rates related to working environment and labour practices of civil servants (Waissbluth, 2006). These indicators are an important background to planning actions and developing initiatives that permit the strengthening of public services towards the benefit and quality of life of citizens. Therefore, social, cultural and political contexts in Chile influence the way public services improve. The different initiatives are all relatively new, and as often happens on such occasions, this generates some resistance to change on the part of the institutions and may impact citizens' receptivity, generating a complex and highly demanding environment. In this context, this chapter presents two cases with different levels of complexity and applicability which exemplify our vision of complexity linked to a context on a national level and the transformation of citizens as individuals towards communities of citizens.

Lipuc.cl: The Public Innovation Laboratory of the Pontificia Universidad Católica de Chile

Within the framework of the modernisation challenges laid out by the Chilean state for higher education institutions, the Public Innovation Laboratory (LIP) was created in 2013 as an interdisciplinary initiative seeking to contribute to the improvement of the quality of services offered by public organisations. LIP is led by the Public Policies Centre and the Pontificia Universidad Católica Design School. One of its purposes is to involve academics, professionals and students from the university in various design projects focused on improving services in the public field. The main group includes designers, lawyers, engineers, anthropologists, sociologists, artists, architects and journalists, and depending on the project, other areas of knowledge are incorporated.

LIP promotes the use of service design methodologies as a tool for improving the quality of public services. Methodologies developed by LIP involve all the relevant actors in the redesign of a service. It develops co-creation processes with agents and users that result in effective and efficient proposals that may feasibly be implemented.

Part of LIP's mission is the generation of knowledge and its transfer to society, and thus the products, services, methodologies and lessons developed in each case are at the disposal of public organisations. The systemised information is published on LIP's website as an open and public resource.

LIP methodology and co-creation in the redesign of public services

From the early stages of LIP, the double diamond methodology developed by the Design Council (Design Council, 2017) acted as a strong reference; however, throughout the first projects, it rapidly evolved towards the development of a unique instrumental model which was more suitable to the local context.

This model – adapted to the local reality and permanently improved by the various projects – considers a third diamond, which incorporates the needs of the public sector and the demands of its citizens (Fig. 2).

LIP's methodology empowers the actors that are directly or indirectly involved in the challenge. Using service design techniques, it organises the collaboration and transforms groups of citizens into empowered communities that are conscious of their ability to redefine their problems and co-create their own solutions.

This methodology utilises six phases: (i) discover, (ii) define, (iii) develop, (iv) deliver, (v) pilot and (vi) adjust.

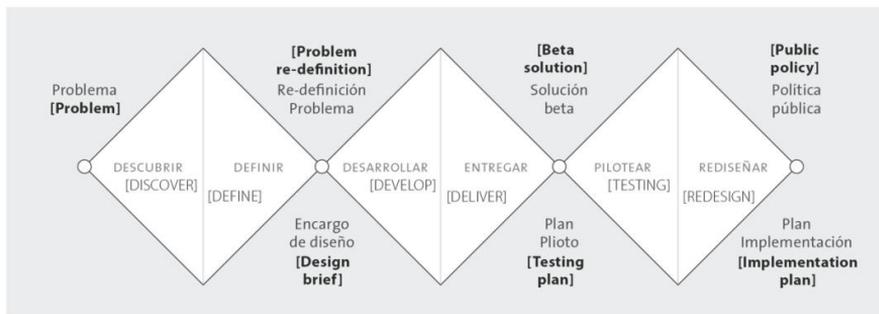


Figure 2. LIP Methodology (copyright 2018 Pontificia Universidad Católica de Chile).

The methodology considers four milestones related to the deliverables: (a) problem identification, (b) re-definition of the problem and the assignment, (c) creation of beta solutions and a pilot plan, and (d) creation of an implementation plan for establishing the improvement of the service as part of a public policy.

LIP methodology applied in two projects

LIP methodology, considering the changing society, is capable of incorporating every actor that participates in a service in collaboration to raise awareness about the service and redesign it. This has permitted the development of solutions that are significant to the users and aligned with the context of use, as well as reinforcing Chilean public institutionality.

Since 2013, LIP has taken forward numerous initiatives in the context of academic projects and consultancies where the potential of co-creation as a tool for the

construction of communities has been a key factor. Two projects developed by LIP demonstrate the impact of the use of the co-creation technique in problem solving with the purpose of improving the experience of the communities being served. The first case is focused on the internal and external processes of a public institution whose purpose is to promote culture and arts; this institution has an annual public tender process to distribute funds that is poorly evaluated by the users, largely due to mistrust of the process. A consultancy was carried out and a brief was delivered for the development of a beta solution. The second case concerns an opportunity for improving the quality of life of senior citizens, where a beta solution and pilot plan were created. At present, this project is in the pilot evaluation phase to allow adjustment before going through with implementation as public policy.

Case 1: redesign of the National Fund for the Development of Culture and the Arts (FONDART).

This first case seeks to respond to a defined problem from the previous National Council of Culture and Arts – currently the Ministry of Culture, Arts and Patrimony – who by means of a public bid, called a contest to execute a consultancy that requests the following:

Elaborate an analysis, diagnostic and comprehensive proposal of the re-design of the public bid National FONDART, which contemplates a new structure, focus, management model, expected results and monitoring indicator for its evaluation.

For the achievement of this project, the methodological proposal was based in four stages of the LIP methodology: (i) discover, in which the research axis is identified; (ii) define, in which creative work was conducted with the users to generate ideas; (iii) develop, to review the ideas, elaborate a first prototype and hold validation workshops; and (iv) deliver, to realise the prototype based on a system of indicators for the evaluation of the implementation. During these stages, LIP's team used prototyping techniques and gamification, making the characteristics of the new bid proposal tangible (Fig. 3).

Based on sustained co-creative work with the public institution and its users, the final proposal is configured as a transformative action of the present dynamics, considering real opportunities of change, specific user requirements and present societal conditions. On the one hand, the redesign of the proposal expressed the structural aspects of the bid, such as temporality, national coverage, amounts assigned according to the complexity of the bid application, and equal distribution for every area of the public contest in order to maintain permanent support of each area. On the other hand, it focused on redesigning the proposal process that different users experience during the bid, highlighting the way proposals are planned, designed and evaluated to ensure quality, precision, transparency and continuous improvement (Mollenhauer et al., 2018).



Figure 3. Co-creation process with public servants and users of FONDART (copyright, Laboratorio de Innovación Pública UC).

During the redesign, the participation of every actor involved – applicants, evaluators, juries and FONDART officers – was not only relevant to the final proposal but also empathic to everyone’s point of view. Users of the FONDART contest were involved with the redesign process, and expressed that they felt their interests and aspirations were being considered, which in turn created trust in the institution and in public bids. Public servants of FONDART were the first to highlight the attributes and potentials of the redesign as an expression of appropriation of the solution and the desire to see it implemented by the year 2017 (Mollenhauer et al., 2018).

Case 2: RedActiva (active network)

The second case presented in this chapter corresponds to the development of a public–private initiative that encourages the autonomy and independence of senior citizens, facilitating and promoting their movement through the city. RedActiva was born from the ‘discover’ phase of the LIP methodology in the context of an academic project some time back.

The challenge was to develop a project that, utilising co-creation, could improve the quality of life of senior citizens, where their role as users and experts placed them as key actors in the process. Participation in the workshops to define the mobility conditions, needs and places of increased recurrence was one of the ways in which senior citizens transformed from passive users into an active community in defining their difficulties and creating solutions. Another part of the challenge was coordinating

communities from both the public and private sectors into co-creating along with the users, enabling more friendly transportation throughout the city (Pontificia Universidad Católica de Chile, 2018).

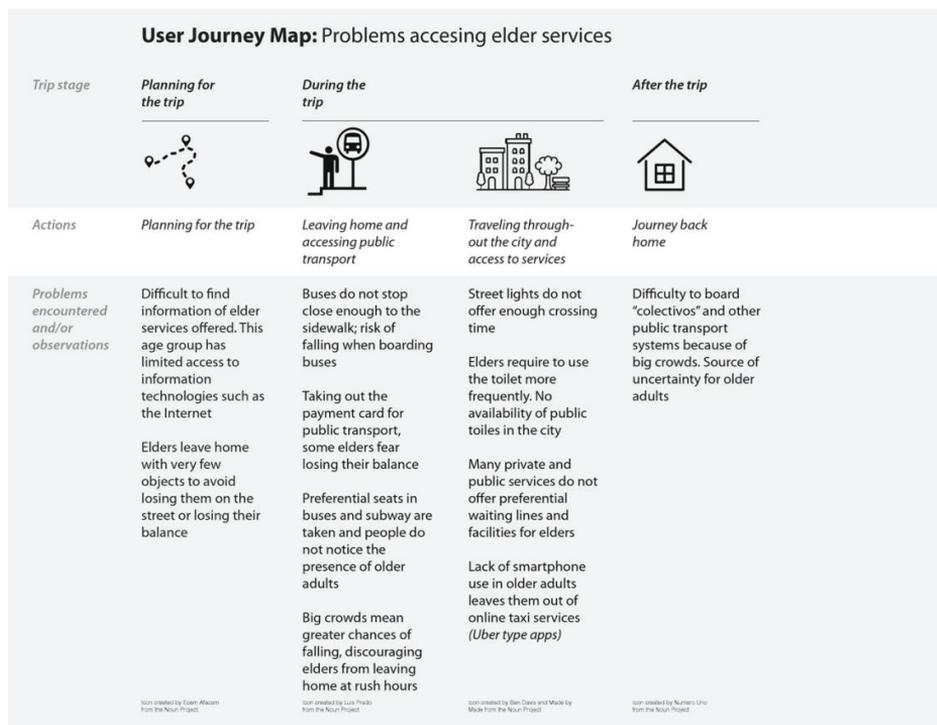


Figure 4. User journey map of the travel experience of the elderly in the city and the problems they encounter in the process. The observations exposed here are the result of an ethnographic study developed in Santiago in 2016 (copyright Tello, C., Zurob, C., Pacheco, S. and Negrete, S, 2017).

Following the problem definition phase (Fig. 4), four workshops were organised with two Metropolitan region municipalities, where different kinds of devices were developed, such as keyrings, cards and neck straps, among others. In this co-creative process, the work was based on the fact that a bracelet or wrist strap was the most appropriate solution according to information provided by the senior citizen assistants.

The final decision was to design BandaActiva, a water-resistant bracelet that can be worn in the shower, so there is no need to take the strap off, circumventing forgetfulness or loss of the device. The main characteristics of the bracelet (Fig. 5) are its flexible one-piece design, no need for charging and low cost (Pontificia Universidad Católica de Chile, 2018). These characteristics were defined based on feedback from different tests which considered the normal motor conditions of senior citizens.

BandaActiva is the main component of an integrated system of devices that all connect with each other. This communication succeeds because BandaActiva ‘contains

a low-cost technological device with the capacity to save and transmit data using RFID (radio frequency identification) technology and incorporating a MIFARE Classic 1k chip (or similar) in its interior' (Pontificia Universidad Católica de Chile, 2018). This communication system between BandaActiva and the various devices that read or receive information gives rise to RedActiva as a unifier of diverse services that facilitate the movement of senior citizens. The installation of reading devices in bus stops and the interior of urban buses, as well as in traffic lights and public bathrooms, as means of payment in the public transport system and in taxis, and preferential attention in businesses and services, allows senior citizens to move through the city with greater comfort (Pontificia Universidad Católica de Chile, 2018).



Figure 5. BandaActiva (copyright Laboratorio de Innovación Pública UC).

In RedActiva, LIP's triple diamond methodology reaches the fifth phase, called the pilot phase. Presently, the project has been implemented as a pilot in the Puente Alto neighbourhood which – according to the 2017 census – is the most populated in the metropolitan region. The pilot will facilitate identification of the strengths and weaknesses of the device system, subsequently allowing evaluation of the feasibility of implementing it in other neighbourhoods of Santiago, passing to the sixth phase – redesign – where the implementation becomes a part of a public policy towards senior citizens.



Figure 6. RedActiva project workshop (copyright Laboratorio de Innovación Pública UC).

RedActiva is also an example of how a community can be empowered through a co-creative process and the result of this process (Fig. 6). In other words, the needs of a sector of the population, in this case senior citizens, are resolved through a product that considers them as a community with specific and special characteristics. At the same time, the action that the solution allows them to make responds to their condition and incorporates them as an active senior citizen community which is empowered from their condition.

The aim of the project is to unite stakeholders to improve the mobility of older adults. According to Tello et al. (2017), RedActiva ‘includes potential future functionalities such as serving as a payment method for public transport, providing preferential access to public and private services, and signalling the presence of the older adults in buses and the subway to make preferential seats available to them, etc.’ (Fig. 7).

This project is an example of the complexity found between the requirements of an important – and ever growing – group of citizens, the constraints of the environment that delimit and define the actions, and testing, analysing, improving and installing the solution in the everyday life of a segment of the population.

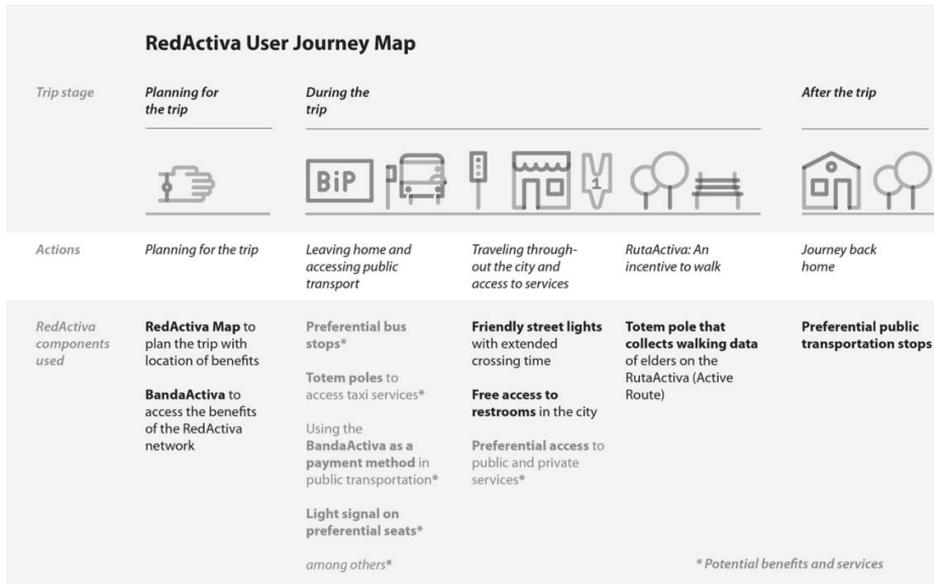


Figure 7. User journey map highlighting RedActiva’s components (copyright, Tello, C., Zurob, C., Pacheco, S. and Negrete, S., 2017).

Conclusions

The complexity applied to design in this chapter is linked to a progressive modernisation of public services driven by Chile’s political history, which by being inserted in a general scene of citizen discontent, requires a greater sensibility and precision. Accordingly, it is vital to develop a vision that centres not only on knowing the users but on understanding them as an interaction community. Every one of the participants of the service holds a specific role and is decisive in its operation, and by observing and co-creating together, the decisions will be based on the interaction system that identifies and constitutes them as a community. This transformation process through co-creation allows the community to address and take charge of the complexity.

The two cases presented in this chapter describe the typical approach and methodology developed by LIP in every one of its projects. In the case of FONDART, it uses the methodology to propose an improvement of a process that is carried out annually by thousands of Chileans seeking a funding source to develop cultural projects. In the case of RedActiva – and specifically BandaActiva – the focus is on the process of co-creating a solution for the mobility of older people and on the results that benefit a growing segment of the population. This last case has the particularity of being a project that is currently in the process of implementation in one of the most populated neighbourhoods of the capital in order to detect new improvement opportunities.

Considering the abovementioned experiences and other references used in this chapter, it can be concluded that a user that interacts with a public service – a citizen – with its particular characteristics, is part of a community. In consequence, the user generates an interaction system, establishing relationships of exchange which are intrinsic to each institution. Therefore, just as the focus is centred on the individual, as users of a certain service, the way to execute and follow its interactions are reflected by the communities in which the user has participated throughout his or her life. Furthermore, the development of projects that are centred in communities of citizens emphasise co-creation as a tool for the transformation process and the deep understanding of specific contexts.

Acknowledgements

We thank the Public Innovation Laboratory, especially Cristóbal Tello and Sol Pacheco, who shared materials from the projects developed, which are an excellent example of our vision of complexity applied to design. We thank Pontificia Universidad Católica de Chile's Design School, which motivates and supports the realisation of user-centred design practices.

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