

Co-production, co-creation and participation

Bram Verschuere

Queen's University Belfast, 19 January 2024

Let me introduce myself ...

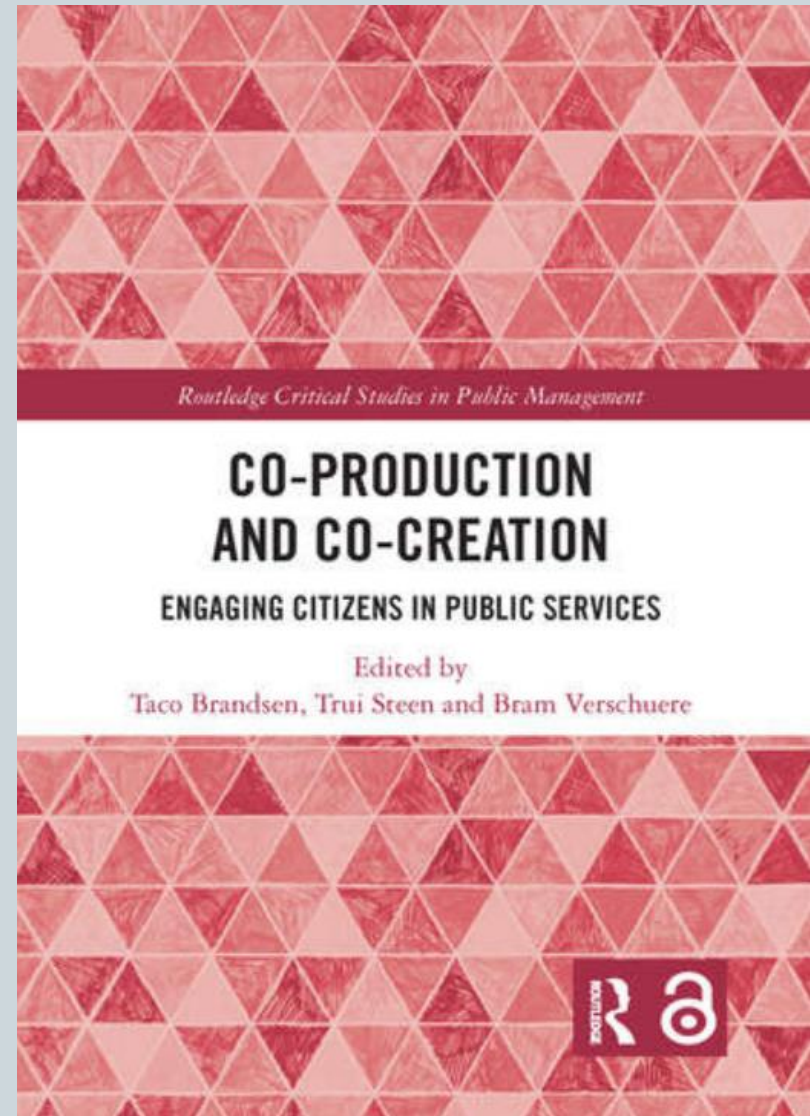
- Professor in Public Administration Ghent University (Belgium)
- Teaching in (under)graduate programme Public Administration and Management (Ghent University)
- Research on citizen participation, co-production, and government – civil society relations
- Head of Department of Public Governance and Management (Ghent University)
- Council Member Social Welfare Centre at my hometown (Kortrijk)

Prof. dr. Bram Verschuere — Department of Public Governance and Management — Ghent University (ugent.be)

Readings

Open access via
link below!
Selected chapters
for this session
distributed

[Co-Production and Co-Creation |
Engaging Citizens in Public
Services | \(taylorfrancis.com\)](#)



The Bigger Picture

Pestoff, 2018

QUESTION: ZOOMING OUT A BIT

THINKING OF YOUR ORGANISATION, HOW WOULD YOU CONCEPTUALIZE THE CITIZEN YOU SERVE OR ARE RESPONSIBLE FOR?

- BENEFICIARY
- CONSUMER
- CO-PRODUCER
- SELF-SERVICE PROVIDER

AND IN LIGHT OF THAT, WHAT ROLES SHOULD YOUR ORGANISATION (AS PART OF THE CIVIL SERVICE) TAKE UP, AND WHY?

- COMMANDER/CONTROLLER
- MARKET STEWARD (COMPETITION)
- COLLABORATOR
- BACK-UP AGENT

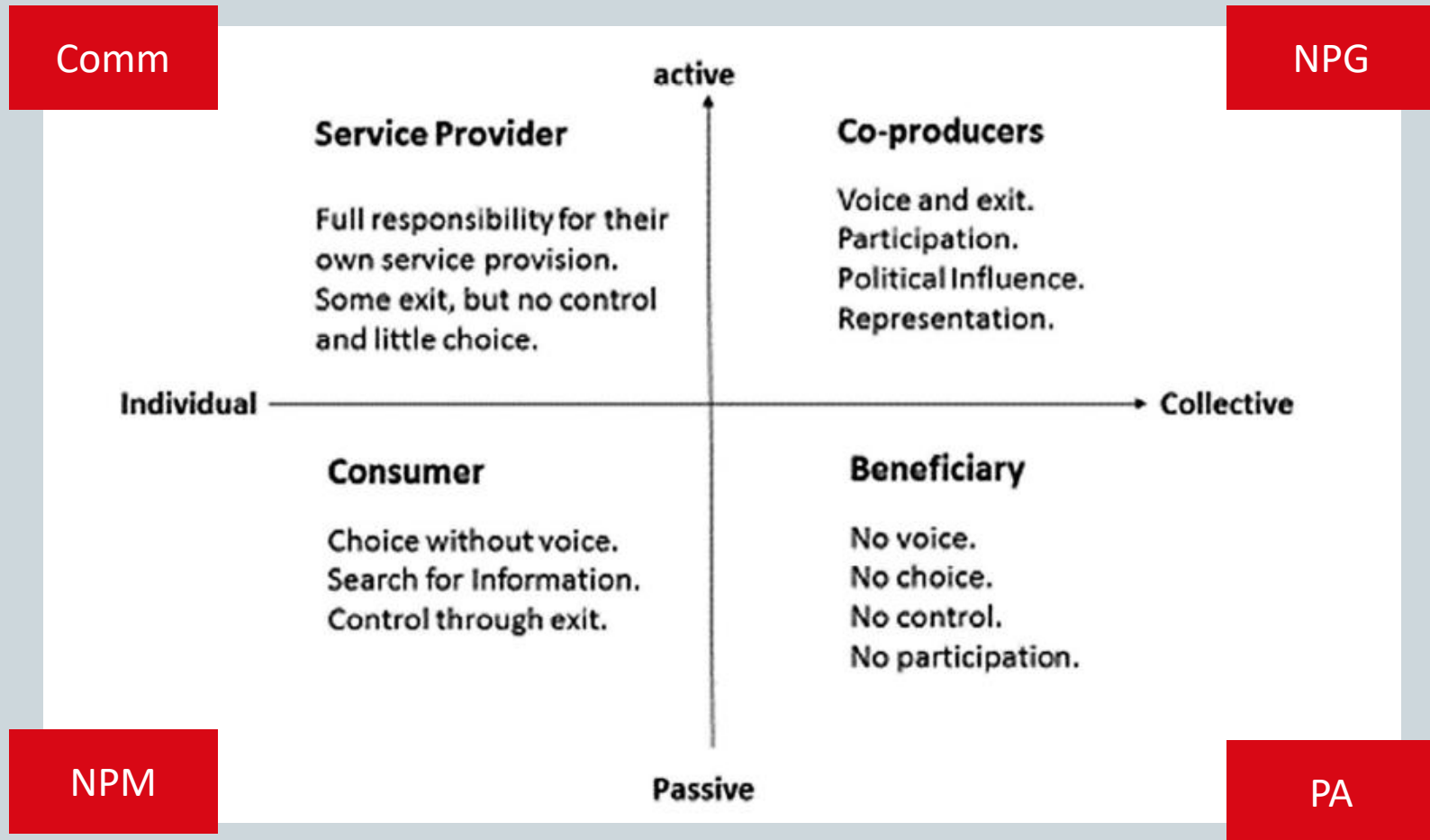
A quick remark on administrative history

How should the public sector be organized to address societal challenges effectively? 4 paradigms, gaining prominence in certain periods, but 'layered realities'.

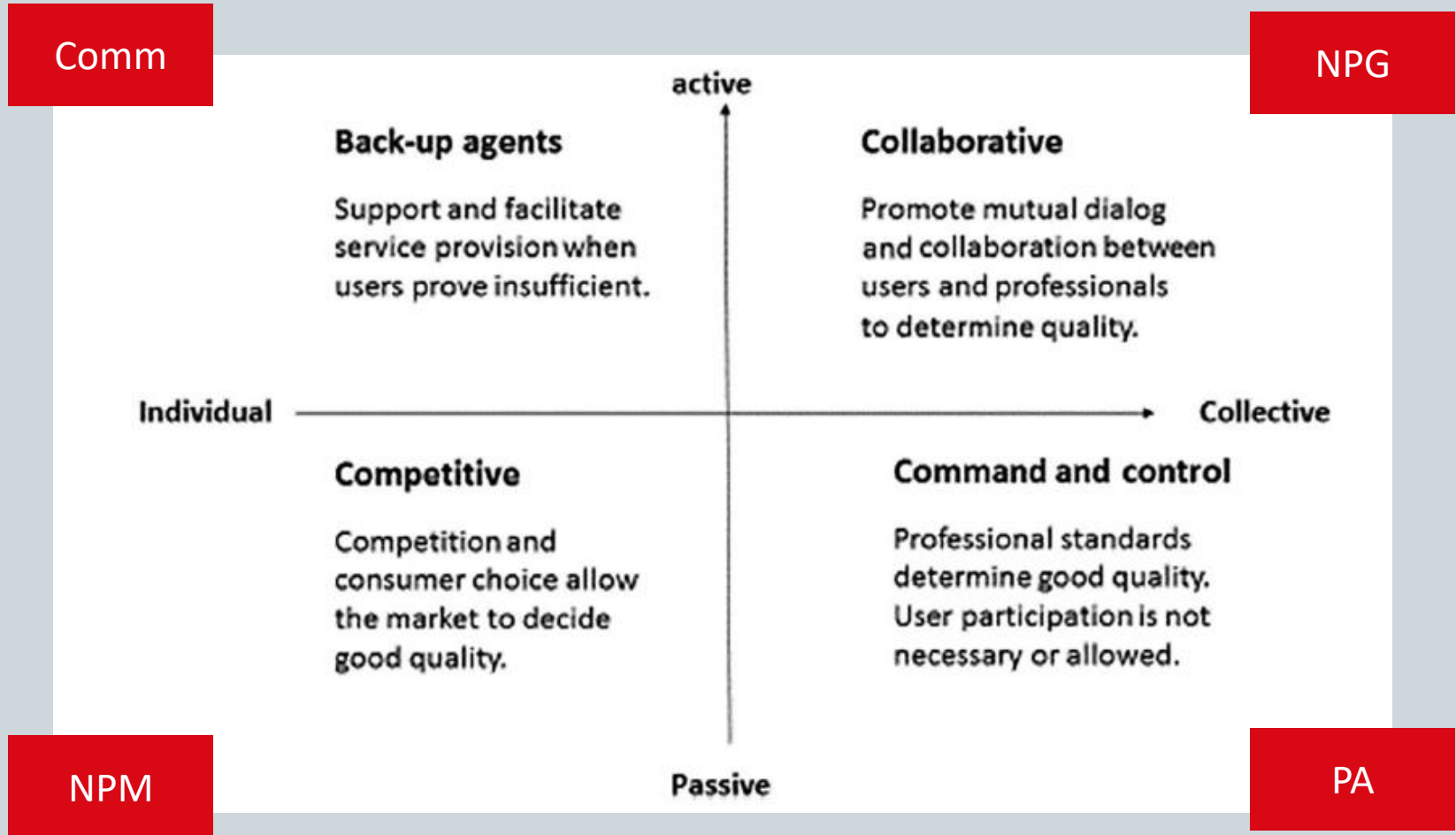
- Traditional Public Administration (1945-1980)
 - New Public Management (1980-2000)
 - New Public Governance (2000-...)
 - Communitarianism (2000-...)

PARADIGM	SOCIETAL CONTEXT	PUBLIC SECTOR	THINKING ABOUT PA
PA	Economic growth, increasing welfare, citizen demand public services	Growth of the organisation	Bureaucracy, planning, centralization
NPM	Economic crisis, end of growth, increasing unrest	Organisation under pressure: reforms	Reinventing: the 'entrepreneurial' state
NPG	Globalisation, informatisation, informalisation, diversification	From government to governance: regulation, steering for public value	Networks and participation
Commun	Localisation, customization	Shift responsibility for public value to society	Government being 'challenged'

Paradigms and roles: the citizen



Paradigms and roles: the government



“Paradigmatic” examples: welfare, education, safety

But before I get into the details, let me briefly explain what the Big Society is and why it is such a powerful idea.

You can call it liberalism. You can call it empowerment. You can call it freedom. You can call it responsibility. I call it the Big Society.

In the fight against poverty, inequality, social breakdown and injustice I want to move from state action to social action. But I see a powerful role for government in helping to engineer that shift.

Find and compare schools in England

Neighbourhood Watch is about people getting together with their neighbours to take action to reduce crime.

They're community initiatives owned and run by their members which are supported by the police but not owned by them, although we sometimes run them.


They work by developing a close relationship between community members and the local police.

Co-production: designing and producing public services with a more central role for non-governmental actors

A Human Centered Design of Public Services

Public goods/services/value (e.g. welfare, education, safety) can be achieved in different ways, with different roles for government and citizens/society.

Safe to say that if we have to link HCD with these paradigms, it comes closest to NPG:

- Human perspective in problem solving 
- Interaction, engagement of actors/stakeholders
- Collaboration
- Contextual understanding
- Make systems useful and useable
- Focusing on stakeholders and their needs
- Better solutions (effectiveness)
- More efficient solutions
- More stakeholder satisfaction
- ...

- Networks to address societal problems 
- From government to governance
- Participation of stakeholders throughout the policy cycle
- Government tanks all resources and capacities in society available
- Cooperation and collaboration between actors necessary to reach effective solutions for wicked problems

NPG in action: COVID-crisis

- Wicked issue: sudden major health crisis with high impact on health, economy, welfare, 'life' in general

Prime Minister announces national lockdown

PUBLIC SECTOR

Covid-19 Economic Relief

FM4 Paso Libre

FM4 Paso Libre provided critical COVID-19 support to refugees and migrants in their transit or stay in Mexico by carrying out health protocols to keep them safe. The area of shelter is regularly sanitized, COVID tests provided and recommended distance kept.

CIVIL SOCIETY



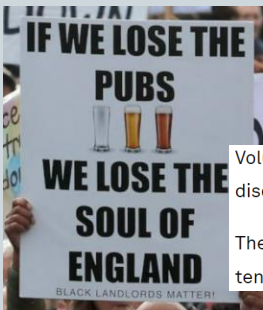
Covid-19 vaccines: the contracts, prices and profits

Volunteers can get on with their everyday activities while their computers help find cures for diseases like cancer, Parkinson's and influenza.

The COVID-19 project has crowdsourced more than 1 million devices to help sort through tens of thousands of molecules.

CITIZENS

MARKET/BUSINESS



NPG in action: war in Ukraine

- Wicked issue: aggression towards sovereign country, worldwide conflict between 'democracy' and 'autocracy', with high impact on safety, economy, welfare and 'life' in general



PUBLIC SECTOR



CIVIL SOCIETY

G7 looking at measures to halt gas price surge

Vigilante group Anonymous hacks Russian state TV with banned Ukraine footage

Over 400 Companies Have Withdrawn from Russia—But Some Remain

Go to Google Maps. Go to Russia. Find a restaurant or business and write a review. When you write the review explain what is happening in Ukraine.

CITIZENS

MARKET/BUSINESS

Thousands open their homes to Ukrainian refugees

Examples of co-production: role of citizen in NPG

The Lambeth Living Well Collaborative was established in 2010 and is a platform of partners aiming to radically improve the outcomes experienced by people with severe and enduring mental health problems. It involves citizens, mental health service users, peer supporters, commissioners, the voluntary sector, and health and social care staff.

[Case study: Lambeth Living Well | Local Government Association](#)

In 2012 South Ayrshire Council made a commitment to work together with local people and third sector organisations to co-design local services in Lochside – a small area in South Ayrshire with a population of around 4,300 people. Three local residents joined up with the Council's Head of Service and community engagement staff to set up a community-led forum with a mandate to use co-design to improve the local area.

[Case study: Lochside Neighbourhood Group | Local Government Association](#)

Civic Hackathons: New Terrain for Local Government-Citizen Interaction?

Abstract: As more and more governments share open data, tech developers respond by creating apps using these data to generate content or provide services that citizens may find useful. More recently, there is an increase in popularity of the civic hackathon. These time-limited events gather tech enthusiasts, government workers and interested citizens, in a collaborative environment to apply government open data in developing software applications that address issues of shared civic importance. Building on the Johnson and Robinson (2014) framework for

[Civic Hackathons: New Terrain for Local Government-Citizen Interaction? | Article | Urban Planning \(cogitatiopress.com\)](#)

QUESTION

3 CASES

- WHO'S THE PUBLIC ACTOR?
- WHO'S THE PRIVATE ACTOR?
- WHAT'S THE GOAL?

Co-Production: a definition

CASE	PUBLIC ACTOR	PRIVATE ACTOR	GOAL
LAMBETH (Mental Health Care)	Health and Social Care Services and staff	Citizens, peer supporters, voluntary sector	Prevention & intervention instead of crisis dominated service
LOCHSIDE (Improving local area)	Local council and staff	Local citizens and third sector organization	Improving living conditions in the local area
Civic Hackatons	(Local) government and staff	Tech enthusiasts and interested citizens	Turning open data into

WHAT? The mix of activities of both public service **agents** and **citizens**

WHO? Public service agents are involved as professionals or regular producers, while “citizen production” is based on voluntary efforts by individuals or groups

WHY? To enhance the quality and/or quantity of services and goods they use (‘public value’)

The assumptions

Loeffler & Bovaird, 2018

QUESTION

WHY WOULD YOU (AS A CIVIL SERVICE ORGANISATION RESPONSIBLE FOR THE PUBLIC DOMAIN AND FOR SOLVING SOCIETAL ISSUES) ENGAGE WITH CITIZENS AND OTHER NON-GOVERNMENTAL ACTORS IN THE DESIGN AND PRODUCTION OF PUBLIC GOODS AND SERVICES?

WHAT BENEFITS DO YOU EXPECT? OR WHAT BENEFITS CAN BE EXPECTED? AND FOR WHOM?

Why would co-produced public services be better ...

compared to public services that are produced by public agencies alone?

What are the expected benefits of engaging citizens, rather than approaching them as mere clients/consumers?

CAVEAT! What is seen as a benefit/cost may differ between stakeholders...

Nonprofits Replacing Staff With Volunteers

The pros and cons of cutting paid staff positions

BY [JOANNE FRITZ](#) | Updated on October 03, 2019

It is very tempting in tough times to cut paid staff positions and turn those positions into volunteer ones. Using volunteers to perform tasks or jobs that might otherwise be done by paid staff—often called job substitution—should only be part of an overall strategy for reducing costs during hard times.

- Council: reduce the budget
- Care givers: more stretch, job cuts
- Clients: quantity and quality of cares

Better outcomes

- Impact on well being of individuals or groups
 - Impact on the 'collectivity'
- } Not always compatible

Petrol prices have been at a record high since April, when they hit £1.20 a litre for the first time. Last week's national average was £1.17, according to the website petrolprices.com. High petrol prices are bad news for drivers, which means almost all of us, but those who care about carbon emissions may see some good in all this.

- How to measure? Monetary value vs less tangible outcomes



Can be compatible, see next slide

Better outcomes: case

The Transformation of Services for Young People in Surrey County Council

highlighted that while the majority of the 100,000 13-19 year olds in Surrey make a successful transition to adulthood, around 10,000 (or 'One in Ten', the title of the published needs assessment report) faced additional, often multiple, barriers to making this transition. Designing a system that better targeted this group, who were more at risk of poorer outcomes than their peers, quickly emerged as a focus of the transformation.

the service needed to reduce its budget by 25% over three years.

NEET: not in education, employment, training

Building on this needs assessment, the project team undertook an extensive consultation with young people, partners and stakeholders to co-design a young people's outcomes framework. The framework that emerged had a clear focus around developing young people's economic wellbeing, the key performance measure being young people's participation in education, training and employment (PETE) from the ages of 16 to 19.

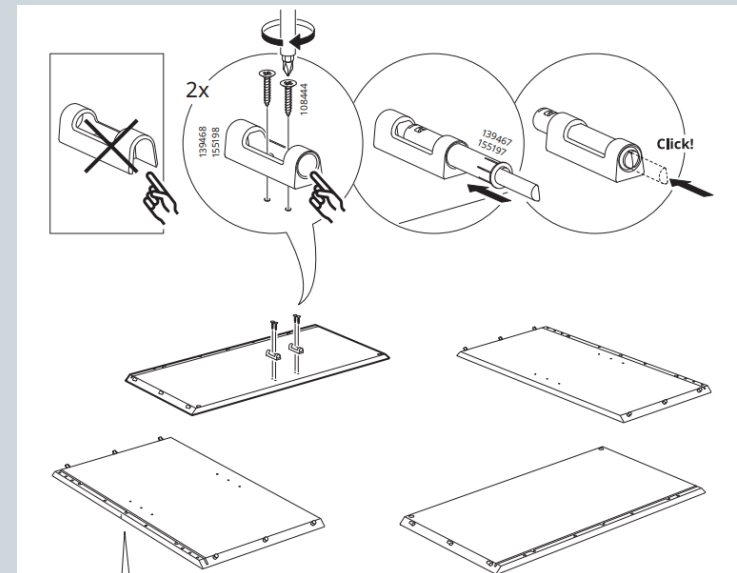
homelessness. Between January 2012 and January 2014 the number of young people who were NEET in Surrey has reduced by 60%, with national data showing how Surrey had the joint-lowest proportion of young people who were NEET of all local authorities in England in 2013/14. Between 2009 and 2013, Surrey achieved a 90% reduction in the number of young people who were first-time entrants to the criminal justice system. Since November 2012, the Youth Support Service has

Increased service quality

- Some services may benefit from citizen's resources (info, expertise) not available from professionals
- Active involvement may change their subjective perceptions of quality/satisfaction
- But ...
 - Beware of self-serving bias
 - Differences between forced versus voluntary participation
 - Expertise of co-producer to contribute

Why some people hate IKEA stuff:

- If it does not work, it's the fault of ill designs or poor manuals
- Still one is forced to assemble it oneself
- Also when you really do not have the talent



Increased efficiency

Many governmental policies: austerity/reduction agency input → can we 'replace' that with input from citizens/ civil society?

Stockport Council's new adult social care website 'My Care, My Choice': A business case for service co-design

We partnered with CSED (Care Services Efficiencies Delivery) and Quickheart, a specialist website design company, to rebuild our site, working together with service users. This involved using ethnographic methodology to understand how our customers wanted to see information, what language was important to them, their perception of social care as a 'place of last resort' and the importance of clear and easy navigation tools on the site.

We estimate that the introduction of the website has saved the department about £300,000 per annum. The cost of building the site was about 75k, which included building an online calculator, providing search functionality for services, undertaking the research with customers, and the staff time we put in. The site was built and is

FINNISH LIBRARY USES GAMES TO CROWDSOURCE INDEXING

old radio shows. Operating on a similar principle, Finnish indexing effort [Digitalkoot](#) now offers a series of games by which players can help fix mistakes in the indexing of old Finnish newspapers. Digitalkoot is a joint project run by the National Library of Finland and distributed work platform [Microtask](#) that aims to index the library's enormous archives so that they are searchable on the Internet. As

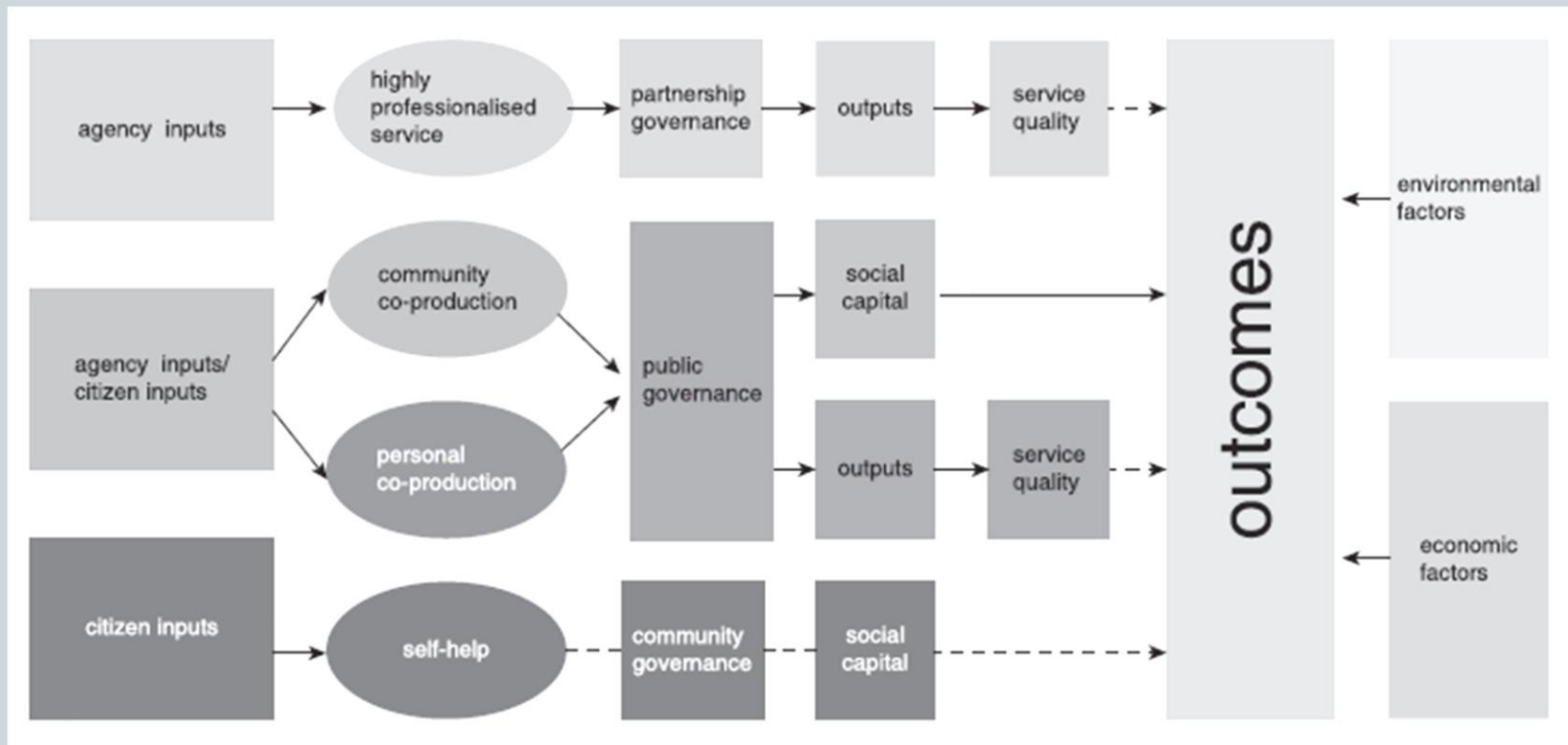
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Improved overall governance principles + social capital

'Transparency', 'partnership working', 'sustainability', 'honest' and 'fair' behavior, ...

In a democracy, the 'ends' (outcomes) and the 'means' are important, but also the 'democratic culture' in which goods and services are provided ...

Social capital: both preriquisite and outcome of co-production



The incentives

Van Eijk & Gascó, 2018

QUESTION

OK, BUT WHY WOULD CITIZENS OR OTHER NON-GOVERNMENTAL ACTORS BE WILLING TO BE ENGAGED IN THE DESIGN AND PRODUCTION OF PUBLIC SERVICE?

AFTER ALL, THIS REQUIRES ENGAGEMENT: TIME AND OTHER RESOURCES.

Co-producers: who are they, and what are their motivations?

Important to know! We need understanding of barriers and opportunities for co-producers to engage ... if we assume that co-production is 'good', if we want to aim for 'human centered' public goods and services.

We need to conceptually disentangle:

- Different perspectives on the roles of co-producers
- Different levels of co-production
- The wide range of co-production activities

Co-producers' roles

Co-initiate

Co-design

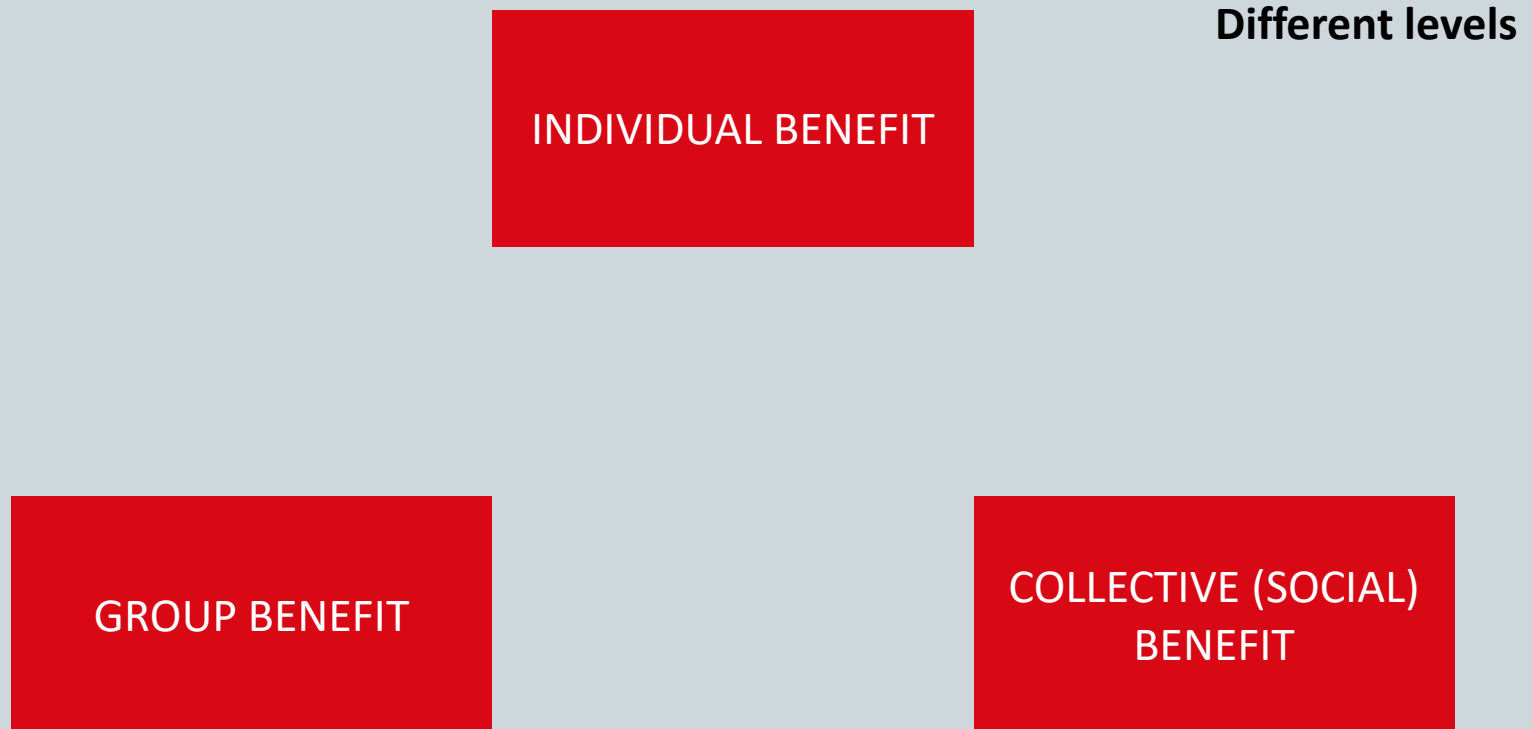


Co-implementation

Position of the co-producer in the policy cycle

Level of co-production

The type of co-production and the level at which it is performed also determines *cui bono*



Activities

- Complementary versus non-complementary tasks

Wide range activities



The United States Attorney's Office for the Central District of California is committed to ensuring that federal crime victims are afforded all rights to which they are entitled by law. The role of the Victim Witness Assistance Program is to ensure that victims and witnesses of Federal crime, who have suffered physical, financial, or emotional trauma, are informed of their rights, receive the assistance and protection to which they are entitled under the law.

Direct input in the organizational core process?
Or indirect impact on the effectiveness of the organizational process?

- Level of input needed from the regular producing organization

GUERRILLA GARDENING.ORG

This blog began in October 2004 as a record of my illicit cultivation around London. It is now also a growing arsenal for anyone interested in the war against neglect and scarcity of public space as a place to grow things, be they beautiful, tasty (or both!) Join in, sign up and visit the live *Community* forum pages to share your news from the horticultural front line in your part of the world.

What can citizens do themselves? Is there a legitimacy need via RP providing resources/support?

Motivations

Recent empirical research take aways:

- Motivations are nuanced, complex, sometimes inconsistent: impossible to come with one theory
- Partly individual factors, partly contextualized (task, sector, ease & salience)
- Do not underestimate socio-demographic factors (social capital, environment)

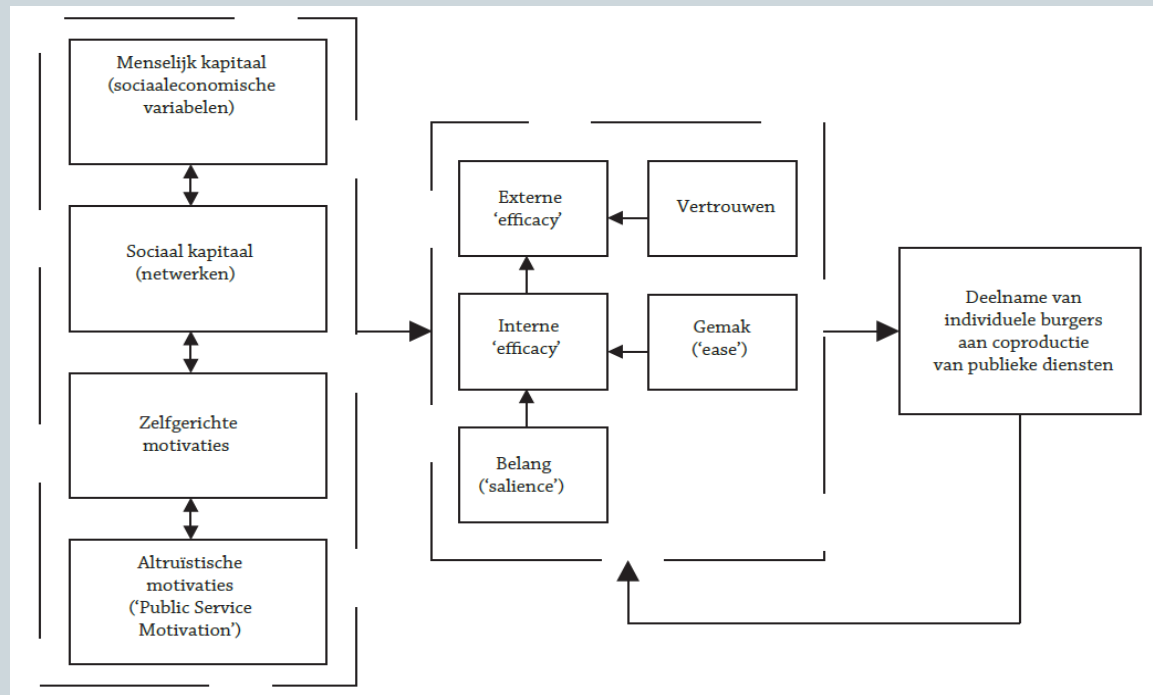
Beledig de mantelzorger niet

BRAM VERSCHUERE 3 SEPTEMBER 2013



De Goudse zorginstelling Vierstroom wil familieleden van inwoners 'moreel verplichten' om minstens 4 uur per maand mantelzorg te verlenen. Op het eerste gezicht lijkt dat een logische beleidskeuze. Maar pas op, gemotiveerde mantelzorgers kunnen zich licht beledigd voelen.

Selective
incentivation!



The relations

Steen & Tuurnas, 2018

The 'professional' side of co-production

The regular producers hold specific knowledge, expertise, and have a degree of autonomy in designing and producing public goods and services: doctors, teachers, urban planners, police officers, ...

But: these have to engage in relations with citizens, groups of citizens, civil society, ... to 'co'-design and 'co'-produce these services, ASSUMED this is beneficial.

This determines their roles: coordination, enabling, facilitating, ...

This determines skills required

QUESTION

AND HOW SHOULD CIVIL SERVICE PROFESSIONALS 'BEHAVE'?

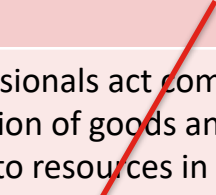
(AFTER ALL, WHEN OTHER ACTORS ARE INVOLVED, THEY ENTER A DOMAIN THAT WAS PREVIOUSLY, OR IS STILL, CONSIDERED AS THE EXCLUSIVE DOMAIN OF THE PROFESSIONAL CIVIL SERVICE)

WHAT DOES ENGAGING WITH CITIZENS AND OTHER NON-GOVERNMENTAL ACTORS IMPLY?

- CHANGING ROLES?
- CHANGING RELATIONS WITH CITIZENS?

Changing roles of professionals in guaranteeing service quality

PARADIGM	PROFESSIONAL	CITIZENS
PA	Professional knowledge, experience and insights: they define the needs	No input or collaboration, citizens as passive consumers: they are 'grateful' recipients
NPM	Managerial control over output and clients' wishes in a more competitive environment	The citizen as a customer in a market for public goods and services
NPG		Citizen as part of the service process in interaction with professionals
COMM	Professionals act complementary to informal provision of goods and services, steering users to resources in the community	Responsibility for own provisions of goods and services increases



Professional basis of legitimacy: professional standards + output + collaboration skills
Relation with citizen : from top down and 1 direction to collaboration and interdependence

HENCE: professionals are key for effective co-production, and we need to ASK what is required from them ...

Research into the roles of professionals

The Co-production of a Community: Engaging Citizens in Derelict Neighbourhoods

Needham in Personal co-production, 2009). In this article, we examine to what extent citizens are actually involved in local co-productive community development projects (in the city of Ghent, Belgium), and how professional field workers influence this engagement. We focus on three different potential effects of co-productive community development (inclusion and empowerment of citizen co-producers and the equity in the benefits they receive), and whether professional support can influence these effects. We find that co-production in community development projects may lead to more inclusion, empowerment and equity. Moreover, it is posited that the presence of professionals in their different roles does have a positive impact on co-productive community development.

This research focuses on two research questions: (1) Is co-productive community development inclusive, empowering and equitable? (2) Do professionals influence the levels of inclusion, empowerment and equity in co-productive community development, and if yes, how?

The co-production case

	The Site	The Farmstead
Start date	2007	2013
Originators	A group of local non-profits	A group of neighbours
Key actors	City of Ghent Community development Ghent Residents Non-resident vulnerable groups	City of Ghent Community development Ghent Residents
Number of participants	300–350	40–70
Funding	By way of a covenant between Ghent and Community development Ghent	By way of a covenant between Ghent and Community development Ghent
Budget	€ 100.000 yearly for staff and operation	€ 50.000 (first year investment) and ±€ 15.000 for staff
Complementary currency	Since 2011	Since 2016
Mission	To increase new residents' integration and break through the social isolation, as well as promote the empowerment of vulnerable groups	To create a green recreational space, counteracting individualisation and strengthen a sense of community

The value added

	The Site	The Farmstead
Inclusion	High: experts attest that the project has reached its target audience	Low: there is no distinct aim towards inclusion. It could be perceived as difficult for outsiders to join
Empowerment	Moderate: according to experts, opportunities for citizens to present ideas. Yet, according to (some) citizens, little option for autonomy	Low: citizens attest that they do not feel heard, and are frustrated that they cannot make more decisions on their own
Equity	Moderate: the neighbourhood has shown signs of improvement (in appearance as well as socially). Moreover, the complementary currency leads to equal benefits for all participants, although the low threshold to these benefits may lead to free riders	High: the focus group experiences equity. Everyone can enjoy the pleasures of the green space. The look from their backyard has improved, as well as the social connections amongst neighbours

The contribution of the professionals

	The Site	The Farmstead
Friend	The enduring presence of professionals could be the reason for higher levels of inclusion	<p>The young (and still mistrustful) relationship between citizens and professionals could be the reason for lower levels inclusion</p> <p>The reduced sense of empowerment could also be linked to this budding relationship</p>
Leader	<p>The professionals who encourage and convince reluctant citizens to participate, could be a second reason behind the higher levels of inclusion</p> <p>The professionals who take charge of everything, could be a reason behind the lower levels of empowerment</p>	The leader seems to be a hindrance for these citizen co-producers' sense of empowerment
Mediator	The presence of professionals who are responsible for the community currency, could be a reason for the lower sense of equity	The presence of professionals who mediate discussions between neighbours could be a reason for the higher levels of equity in this project
Representative	Professionals who fight for and represent projects by knowing and focusing on the salience of the project, can achieve higher levels of inclusion and equity	Professionals who fight and create for a neighbourhood show what can be achieved, thus influencing the citizens' empowerment

Shaping the context + Attitudes

Lots of services are characterized by so-called info-asymmetries, hence

- Enabling skills needed: advice, communication, ...
- Making co-production 'easy'
- Having knowledge of incentives and motivations
- Coordinating potentially diverging interests: support and orchestrate the collaboration

In order to keep citizens motivated:

- Open attitude: listening to citizens, being involved
- Credible leadership
- Finding a balance between professional expertise and democratic governance
- Trust in the co-producers, willingness to cede responsibilities and 'power'

The management of the public agencies involved: institutional structures and cultures!

A 'dark side'?

Steen, Brandsen & Verschuere, 2018

QUESTION

IS CO-PRODUCTION ALWAYS A GOOD IDEA? WHY (NOT)?

SHOULD CIVIL SERVICE PROFESSIONALS ALSO THINK OF ***NOT*** ENGAGING WITH OTHER ACTORS? IN WHAT CASES OR CONTEXTS?

Co-production could go (terribly) wrong ...

Killing of Trayvon Martin

From Wikipedia, the free encyclopedia

On the night of February 26, 2012, in [Sanford, Florida](#), United States, [George Zimmerman](#) fatally shot [Trayvon Martin](#), a 17-year-old [African-American](#) high school student. Zimmerman, a 28-year-old man of mixed race,^{[[Note 1](#)]} was the [neighborhood watch](#) coordinator for his [gated community](#) where Martin was visiting his relatives at the time of the shooting.^{[[3](#)][[4](#)][[5](#)]} Zimmerman shot Martin, who was unarmed, during a physical altercation between the two. Zimmerman, injured during the encounter, claimed self-defense at his trial.

February 26, 2012 - [George Zimmerman](#), a neighborhood watch captain in Sanford, Florida, calls 911 to report "a suspicious person" in the neighborhood. He is instructed not to get out of his SUV or approach the person. Zimmerman disregards the instructions. Moments later, neighbors report hearing gunfire. Zimmerman acknowledges that he shot Martin, claiming it was in self-defense. In a police report, Officer Timothy Smith writes that Zimmerman was bleeding from the nose and back of the head.

The participation gap: Is citizen participation actually good for democracy?



*The more people who participate in a democracy, the more democratic it becomes – or so de Tocqueville believed. But sceptics have challenged that assumption on the basis that not everyone has the skills to make informed political decisions. In his new book, **Russell J Dalton** argues that the problem lies with the participation gap: the better-off are more engaged in policy, while the poorest vote less and lack the resources to lobby for change.*

Seven 'evils'

There is a (normative) positive stance towards participation and co-production, but we should also be aware of the potential pitfalls ...

Pitfall	Risk
Rejection of responsibility (citizenship: 'ask not what your country can do for you ...')	Government retreat in times of scarcity, appeal of big society and right to challenge initiatives
Failing accountability (making citizens responsible is something good, they wish for)	Blurred responsibilities between public, private and voluntary sectors: who is accountable? Can a local sports club manage the public swimming pool?
Rising transactions costs (citizen input leads to savings)	Information asymmetries, implementation issues, participant behavior: resources needed
Loss of democracy (inclusiveness, representativeness, impartiality, empowerment, ...) (stronger democratic culture, input legitimacy)	Not all democratic ideals are simultaneously achieved
Reinforced inequalities (More balanced power distribution)	But unequal power positions exist, and pose barriers that affect collaboration. See also the point of Dalton
Implicit demands (Citizens will always be prepared)	Need for understanding why (certain) people want to participate in (certain) case – incentives (foodbank vs social grocery)
Destruction of public value (creation of public value)	Data protection (digital co-production), unclear roles, low trust, unequal partnerships, ... may lead to decreased public value

Look the 'evils' in the eye

We need to be critical when looking at co-creation and co-production practices, when developing them, by posing the questions:

- Who is in, and who is out?
- Who benefits, and who loses?
- How is power (re)distributed?
- What are the stakeholders goals? Is there consensus? Have goals been met, and whose goals?
- Which services are scaled up? Which services are slimmed down?
- Whom can be held accountable, and how, when something goes wrong?

Cases of co-production

[Governance International - Homepage \(govint.org\)](http://govint.org)

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- Governance International - How Citizen Partnerships co-produce projects with Yamato City in Japan (govint.org)
 - Governance International - Ages et Vie: Personalised care and a richer social life for the elderly in rural France (govint.org)
 - Governance International - The peer-employment-training approach of Recovery Innovations in Arizona (govint.org)
 - Governance International - When the voluntary sector meets business: the Stuttgart Market Place (govint.org)
 - Governance International - Reducing youth unemployment: innovative mentoring from Switzerland (govint.org)
 - Governance International - Co-production with experts by experience in poverty and social exclusion in Belgium (govint.org)

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