

Integrated Collaborative Governance Approaches - A brief by Mahmoud, Bradley and Arlati based on (Bradley et al., 2022)

As coping with urban transformations has become always more complex, the move towards more collaborative forms of governance brings with it several essential changes. These changes not only better prepare the actors for needed urban transformations but also support higher levels of participation (FOSTER & IAIONE, 2022) by creating the trust and the conditions for cross boundary engagement and dialogue. Taking inspiration from Emerson and Nabatchi (2015), changes and adaptations might include:

- The creation of the context for **transformational learning** of urban actors.
- Involving agents to utilize and reach new levels of **relational or systems thinking**.
- Changes in responsibilities for the day-to-day management.
- Changes in the degree of collaboration in the decision-making process.
- Adaptations in networks, network roles and intra network relationships that alter locus and distribution of decision-making power.
- **Differences in the flow of information**, including how it is filtered, weighed, validated, and approved.
- Building of trust through **principled engagement** and increased transparency

In general, a move towards more collaborative governance will often involve a move from a top-down starting point to a network typology that is more horizontally organized (*see range of governance network models in Appendix*). This will help to include more community knowledge, new perspectives, and added motivation to the decision-making process without losing a level of clear responsibility for day-to-day management activities. It has been observed that most large-scale urban regeneration projects involved with nature-based solutions follow some variation of this (Frantzeskaki, 2019; Frantzeskaki et al., 2022; Hölscher et al., 2019; Kabisch et al., 2022). As a project funded by the EC, the CLEVER Cities urban living labs all had some component of migration from a system that had top-down characteristics to something that was less structured.

Hereafter we show the co-governance models that the three frontrunner cities of the CLEVER Cities project featured along the project timeline from 2018 to 2023. Table 1 presents the key information across their co-governance schemes, leadership, key starting approach and principal pathway. The following Figures 1, 2, and 3 depict the networks that were created during the process in the different local Urban Living Labs (ULL) in the three main cities London, Milan, and Hamburg. It is important to note that are not network maps but typologies which are positioned in relative functional relationship to one another. These figures therefore do not show the exact number of stakeholders that participated but rather the types of relationships that developed in each city's living labs.

Table 1. Comparative analysis of the three cities structures across their co-governance schemes.

Leadership	Key starting approach	Core typology Scheme	Polycentric characteristic	Principal pathway
London UIP (Lead: Peabody housing association with GLA CLEVER Cities lead)	Community building/ trust building	Lead + enabler + appointed partnership + network	Yes, central partnership with three satellite networks.	Designed + strengthening intra-network connections.
Milan UIP (Lead: Directorate of urban planning, Municipality of Milan)	Municipality appointed stakeholders + manifestation of interest from local community and experts	Lead + enabler + appointed partnership + network	Yes, central partnership with three satellite networks.	Designed + strengthening intra-network connections.
Hamburg UIP (Lead: Department for the economy, construction, and environment)	Institutional stakeholder mapping	Lead + mediator + Appointed partnership + network	Yes, central partnership with four satellite networks.	Creating/ strengthening internode connections.

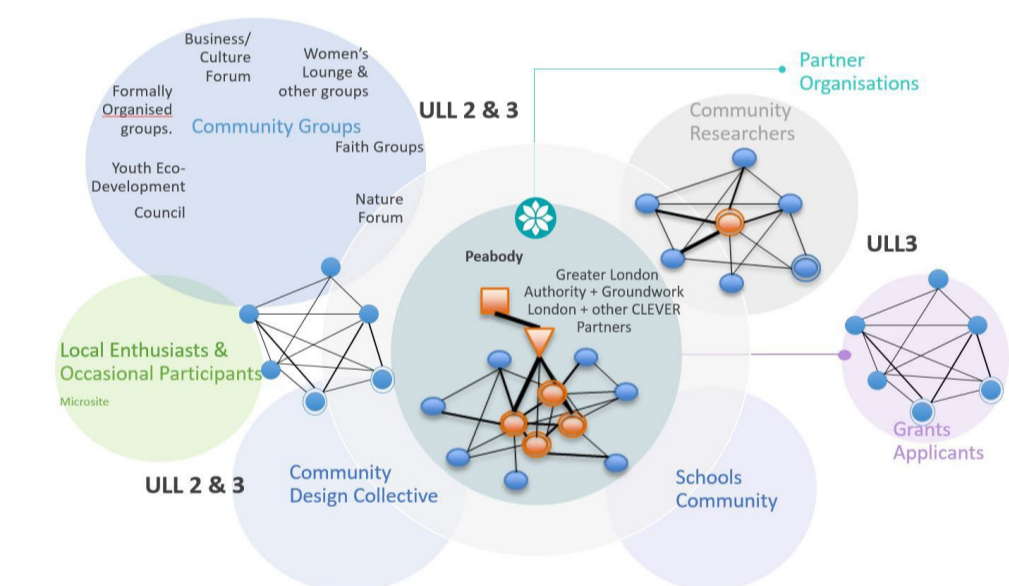


Figure 1 Integrated collaborative governance models depicted in London*. Source: Bradley.

London's core partnership had an initial top-down component in that Peabody Senior Management first approves a contract which is then taken on (delegated responsibility) by the Landscape & Placemaking Team. The Team was open to creating a relatively horizontal governance structure together with the other partners in CLEVER Cities including the Greater London Authority (GLA) and Groundwork London. From that point on, Peabody's Senior Management Team were made aware of key milestones, but the decision-making processes progressed in a way that explored significant levels of community participation. Thus, the project moved from what would typically be top-down, technically based decision-making structure to one with community members as co-clients. This typology shown (in the consolidation phase) in Figure 2 describes the partnership formed between Peabody, the CLEVER Cities organizations, and the Community Design Collective (CDC), the latter of which was comprised of a diverse range of community members. Groundwork London eventually occupied the role as an enabler working directly with the CDC to facilitate the engagement process and interface with the design team.

In Milan, a polycentric structure was identified in the UIP establishment process right from November 2018. An appointed project manager within the directorate of urban planning of the Municipality of Milan (CDM) led the project activities. The central role of the municipality directorate in this core network is related to the top-down governance structure that comes from the financial resources to be deployed in the implementation of the NBS in the three ULLs. Afterwards, each ULL brought together other actors that took on the role of enablers in the process within the local stakeholders' groups, see (Mahmoud et al., 2021).

Based on each ULL's NBS types, responsibilities and management processes, a new substructure of collaborative governance models that strengthen intra-networks connections, emerged as seen in Figure 2. In the ULL1 of the green roofs and walls, a main gatekeeper partner is leading the decision-making, especially related to the technical competences of the co-design phase. Here, the CDM, was responsible for the legislative procedures within the public call for building owners to be involved and in verifying the building's construction status with respect to the added loads. In ULL2, two appointed actors adopted the role of enablers within the process. The facilitation partner and the local neighborhood association worked together to represent the local community from a bottom-up perspective. In ULL3, an enabler led a partnership in this model, governing the construction management of the NBS projects through two private partners. In all of the three ULLs of Milan, citizen participation was represented through neighborhood associations and local stakeholders that joined the UIP inter-networks which reinforced the satellite constellation of the polycentric model initially developed from the start of the project in June 2018.

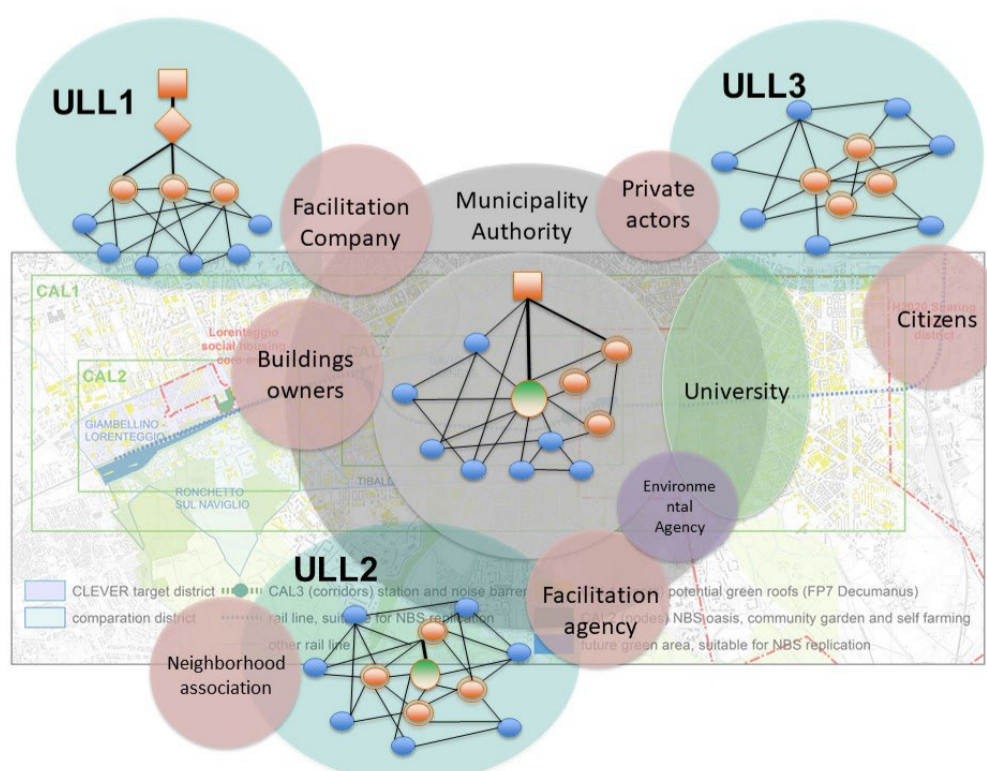


Figure 2: Integrated collaborative governance models depicted in Milan*. Source: Mahmoud.

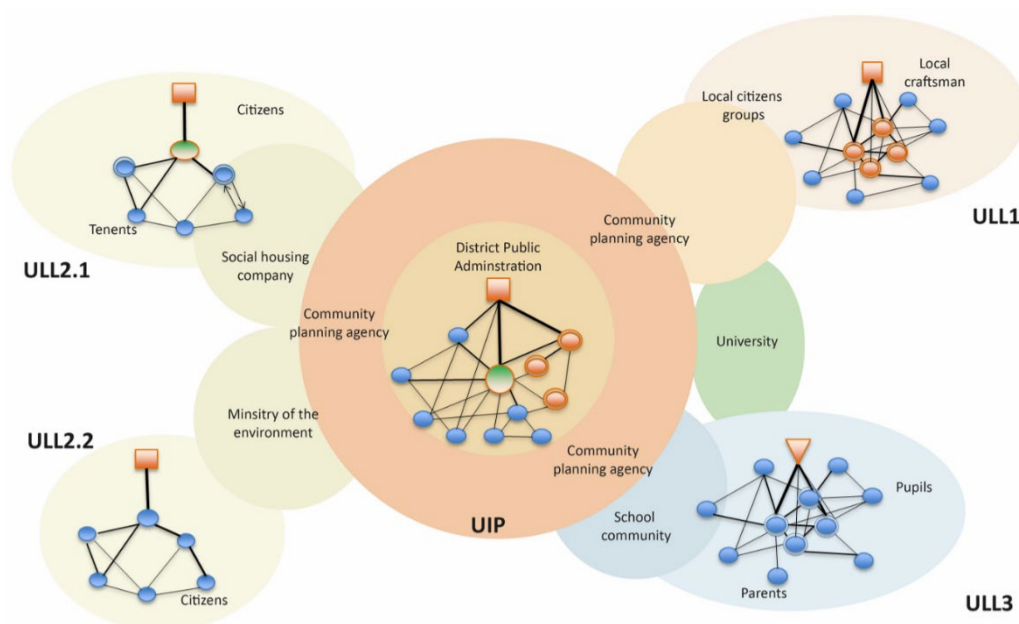


Figure 3: Integrated collaborative governance structure depicted in Hamburg*. Source: Arlati.

Conclusions

Co-creation processes can act as catalysts to the formation of new collaborative governance structures which can lead to a transformation for the organizations involved in the process. Contrary to the commonly advocated path of moving decision-making processes to the most horizontal state possible, it is in the middle ground of shared governance typologies that it is offered the best balance for collaboration and shared responsibilities with clear roles.

The CLEVER Cities project provided the opportunity to observe how people and organizations can change as co-creative urban regeneration occurs. It also demonstrated that roles, relationships, information flows and decision-making processes continuously and dynamically adapt at each stage of the co-creation process. Furthermore, such adaptations do not tend to lead to a singular governance network form, but rather they feature parallel developments that include role changes in network nodes, the rewiring of whole sections of a network relationship and, most interestingly, the evolution into generation of polycentric networks. The latter is a solution that helps preserve certain network characteristics and power dynamics while adding new capabilities. In all three cities, a core network was connected to satellite networks, reflecting a tendency for this type of projects with a funding from a centralized source such as in CLEVER Cities.

All three Urban Innovation Partnership interventions indicate that collaborative governance cannot be simply designed at this scale. Rather, it is necessary to accept that community, private sector and government actors will come together through a range of processes creating a complex constellation of stakeholders that will allow for the full range of participative roles. This requires a paradigm shift from purely technical and solution-oriented thinking towards finding common ground for collaboration. Both individual actors and stakeholder groups form the connective links between networks, where community knowledge is collected and shared. Governance structures that are solely top-down and supported by control-based strategies lose their adaptative capacity, although not all decision-making is necessarily collective and non-hierarchical.

This paper argues that there are concurrently top-down, designed network formation processes and bottom-up organic social networking process that led to the hybrid complex networks found in the CLEVER Cities ULLs. Furthermore, there are many pathways towards more collaborative forms of shared governance, which will arise from the place-based context. As long as the process allows for change and adaptation and there is a move from the more extreme top-down or bottom-up typologies, positive transformational change will occur and richer and more widely validated decision-making processes will start to take hold.

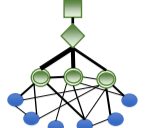
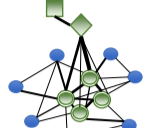





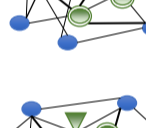

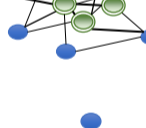
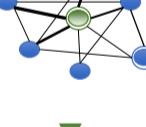


Finally, it is important to reinforce the importance of ULLs and to create the mechanisms by which the learnings from these contexts can be expanded, diffused and upscaled. Co-creation and collaborative governance are intimately intertwined and both are core aspects to creating the transformations needed for more sustainable, inclusive, and resilient cities.

References

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RANGE OF GOVERNANCE NETWORK STRUCTURES

Attributes

	<p>Top down</p> <p>Lead + limiting node + appointed nodes + network</p> <p>Hierarchical</p> <p>Command and control appointed management</p> <p>Top down + structured horizontal</p> <p>Decisions pass through limiting nodes</p> <p>Lead + limiting node + appointed partnership + network</p> <p>Information is controlled, weighted & filtered.</p> <p>Hierarchical + structured horizontal (partnership)</p>
	<p>Appointed network management</p> <p>Top down + structured horizontal</p> <p>Decisions pass through limiting nodes</p> <p>Lead + enabler + appointed partnership + network</p> <p>Information is shared, weighted & filtered.</p> <p>Hierarchical + structured horizontal (partnership)</p>
	<p>Appointed network management</p> <p>Top down + structured horizontal</p> <p>Enabling node facilitate decision making</p> <p>Lead + mediator + appointed partnership + networks</p> <p>Information is shared, weighted & indicated.</p> <p>Hierarchical + structured horizontal (partnership)</p>
	<p>Lead + mediator + appointed shared management</p> <p>Top down + structured horizontal</p> <p>Mediator facilitates decision process</p> <p>Lead + appointed partnership + network</p> <p>Information is shared, weighted & indicated.</p> <p>Hierarchical + structured horizontal (partnership)</p>
	<p>Appointed network management</p> <p>Top down + structured horizontal</p> <p>Decisions confirmed by lead</p> <p>Lead + lead node + network</p> <p>Information is shared, weighted, indicated & approved</p> <p>Hierarchical + structured horizontal</p>
	<p>Delegated & recognised or appointed lead management</p> <p>Structured horizontal</p> <p>Decisions shared, weighted & confirmed by lead</p> <p>Mediated lead partnership + network</p> <p>Information is shared, weighted, indicated & approved</p> <p>Delegated & recognised or appointed partnership</p>
	<p>Partially distributed + mediated network management</p> <p>Structured horizontal</p> <p>Decisions shared, weighted, validated & filtered</p> <p>Enabled lead partnership + network</p> <p>Information is shared & key weighted collectively</p> <p>Delegated & recognised or appointed partnership</p>
	<p>Partially distributed + facilitated network management</p> <p>Structured horizontal</p> <p>Decisions shared, weighted, validated & filtered</p> <p>Lead partnership + network</p> <p>Information is shared & key weighted collectively</p> <p>Delegated & recognised or appointed partnership</p>
	<p>Partially distributed + guided network management</p> <p>Structured horizontal</p> <p>Decisions shared, weighted, validated & filtered</p> <p>Lead + network</p> <p>Information is shared & key weighted collectively</p> <p>Delegated & recognised or appointed lead</p>
	<p>Mostly distributed + guided network management</p> <p>Bottom up + delegated horizontal</p> <p>Decisions shared, weighted, validated & filtered</p> <p>Enabled network + emergent or delegated core</p> <p>Information is shared & key weighted collectively</p> <p>Self generated + delegated & facilitated horizontal</p>
	<p>Distributed + facilitate + delegated network management</p> <p>Bottom up + delegated horizontal</p> <p>Decisions shared, weighted & validated</p> <p>Network + emergent or delegated core</p> <p>Information is shared and weighted collectively</p> <p>Self generated + delegated horizontal</p>
	<p>Distributed + delegated network management</p> <p>Bottom up</p> <p>Decisions shared, weighted & validated</p> <p>Network</p> <p>Information is shared and weighted collectively</p> <p>Self generated horizontal + emergent leads</p>
	<p>Distributed network management</p> <p>Decisions taken and validated by network</p> <p>Information is shared and weighted collectively</p>

Narrative

Hierarchical top-down organisations may be needed to make quick decisions in emergency situations. Moves from this towards hybrid network structures is needed for some transformative learning, initial relational thinking and the first steps towards shared governance models.

Top-down organisations with actors appointed to lead partnerships can provide guidance and structure to decision making processes and provide clear responsibility for management activities. Gatekeepers weigh and filter information involving lead organisations only in key decisions and approvals. Moves to more shared governance involves reducing filtering and approvals.

Top-down systems with appointed lead partnerships can provide guidance and structure to decision making and provide clear responsibility for management activities. Enablers help initiate, motivate, and organise collective activities. Decisions are weighed and filtered before lead organisations are involved for approvals. Moves to more shared governance involves reducing filtering and approvals.

Top-down systems with appointed lead partnerships can provide guidance and structure to decision making and provide clear responsibility for management activities. Mediators help connect and broker relationships between grassroots and appointed nodes. Decisions are weighed and filtered before lead organisations are involved for approvals. Move to more shared governance by creating more balance between all nodes.

Top-down systems with appointed lead partnerships can provide guidance and structure to decision making and provide clear responsibility for management activities. Lead organisations can be brought into the network of discussions and increasing collective weighting and decisions. Move to more shared governance by creating more balance between all nodes and eliminating the role of a single lead organisation.

Top-down systems with an organisation either delegated by peers and recognised as a lead node or appointed as lead are useful to provide clear responsibility for day-to-day management activities. The lead organisation can be brought into the network of discussions with most weighting and decision making done collectively. Move to more shared governance eliminating the role of a single lead organisation.

Structured horizontal systems with an organisational partnership either delegated by peers and recognised as leads or appointed as leads are useful to provide some guidance and responsibility for day-to-day management activities. A mediator group helps initiate, motivate and organise collective activities. Most weighting and decision making are done collectively.

Structured horizontal systems with an organisational partnership either delegated by peers and recognised as leads or appointed as leads are useful to provide some guidance and responsibility for day-to-day management activities. An enabling organisation ensures that weighting and decision making are done collectively.

Structured horizontal systems with an organisational partnership either delegated by peers and recognised as leads or appointed as leads are useful to provide some guidance and responsibility for day-to-day management activities. Most weighting and decision making are done collectively.

A structured horizontal system with an organisation either delegated by peers and recognised as a lead node or appointed as lead can work to provide some guidance and responsibility for day-to-day management activities. Organisations with more experience can emerge as leads or a professional organisation can be delegated. Weighting and decision making are done collectively.

An emergent horizontal system can have a network elected or delegated by peers to take a lead role and take more responsibility for day-to-day management activities. Organisations with more experience often emerge as leads. A professional organisation can be brought as an enabler to motivate and organise activities. Weighting and decision making are done collectively.

An emergent horizontal system with all groups contributing significantly. A network, elected or delegated by peers, may take a lead role and take more responsibility for day-to-day management activities. Organisations with more experience often emerge as leads. Weighting and decision making are done collectively.

An emergent network of groups comes together, and all are expected to produce significantly. Some groups may naturally assume a slightly more active lead role than others especially with respect to day-to-day management activities. Weighting and decision making are done collectively.