

# Book of Abstracts

Symposium Delivering Urban Transformation through  
Co-production

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**MONDAY 16:15-17:45**

## **Session A: Public Spaces I**

### **Research framework with user-centered approach for urban public spaces in Tokyo**

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#### **Abstract**

The concern about good urban public space (UPS) of the 20th-century is back to recent focus due to climate uncertainty effects and the efforts to reach Sustainable Development Goals (SDGs) of compact cities. While the trend worldwide tackles the quality of public space through a generalist approach concerning attributes toward human-centered, Japan, especially Tokyo, focuses more on user experience related to the built environment. Besides, a literature review on Tokyo green space confirms the idea that the social practice of general users still follows the traditional way of experiencing the spatial deepness and envisioning opportunities for informal appropriation. These practices are emphasized by the spatial affordances in public space, despite the homogenous production of urban infrastructures with more mobility, connectivity, giant green space, and interactive usage. Hence, this study purposes to insist on a user-centered approach to investigate the UPS in Tokyo.

This study builds on two previous research papers on the investigation of Spatial Quality experienced by the users in two typologies of UPS in Tokyo. These UPS are identified as the open space with urban farming and the rooftop garden of a mix-used building. The precedent studies combined different data collection methods to gather information from users on-site. Then, the analysis defined the quality of UPS by proposing a framework with a user-centered approach. Based on these previous studies, this study aims to verify the suitability of this interdisciplinary framework by clarifying the characteristics of UPS in Tokyo. In this study, firstly, the study revises the generalist approach on public space toward a practical framework bases on Spatial Quality as the combination of Setting and Experience. Secondly, through literature review, the study rethinks the user param-

ters and the appropriate method to collect people attributes through two approaches, as Settings provide Experience or as Experience indulged by Settings. Thirdly, by examining the adaptability of this framework based on significant typologies of UPS in Tokyo from the previous studies, this study intends to define the user parameters as an essential factor in the mechanism of public space co-production. This mechanism aims to enhance the evaluation method of urban restructuring and further ensure the feasibility of the UPS investigation that uses this method in future research. Finally, this research framework expects to shed light on the relationship between people-space-environment and focus on the finding strategies for UPS of compact cities like Tokyo facing the uncertain effect of climate change.

On a holistic scale, regarding the design of public space integrated green space, the framework with a user-centered approach could contribute to the transformations of urban structures and facilitate the conversation between different professionals during the discussion on sustainable development. It also shows the tendency to enhance inhabitants' well-being by rooting for the importance of green space regarding the current situation of pandemics and the implementation of SDGs. This ongoing research will promote the relationship between users and the natural environment in compact urban structures. As our lifestyles in the cities are changing toward a new normal, and urban regeneration is gradually transforming to be more flexible, mobile, and sustainable, the design of spatial affordance in contemporary public space in Tokyo needs new attention toward the user. This initiative will allow urban dwellers to engage in social practice while preserving community identity and adopting the global vision of sustainable development.



## **The aftermath: co-production of social life in post-pandemic public space**

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### **Abstract**

With the management of the COVID crisis, the world population has become familiar with social distancing. Even though the expression has experienced a global reach for the committed behaviour of millions of citizens in response to the pandemic, it is perhaps not by chance that it underlies hideous implications: of increased control (from the part of institutions) and of isolation (with respect to others).

Such implications have, in turn, exasperated an already existing crisis, concerning the production of public space in urban contexts. In spite of the growing interest of local administrations in co-production, the term has become more of a buzzword than an actual strategy by which citizens achieve the means to materially produce the spaces that they use, and to which they attribute meanings and functions. Instead, public space is crossed by a variety of control mechanisms: privatization and commercialization of spaces which gather together only “those who can afford to consume” (Carmona, 2010); surveillance through artificial intelligence for the purposes of data gathering (Zuboff, 2019); ultimately, with the pandemic, the variable of social control was overimposed and expressed with the explicit trenching of public squares and the transformation of space into a predetermined itinerary for controlling human flows.

In such a saturated space of conflict, therefore, space is never really co-produced by citizens with their behaviours and their social relations, it is rather re-produced. As space is denied, controlled, distorted by preventive protocols, dwellers produce alternatives that are either grafted onto existing space, or parallel to it.

This mechanism of reproduction of public space entails conflict in unexpected ways, it shifts power balances and opposes urban stakeholders with contrasting needs. In Bologna, these unresolved conflicts are repeated like an historical ritual that has been reinforced in recent times: ranging from the homeless, increased in numbers by the dramatic economic crisis triggered by the pandemic (and who have been pushed afar in an attempt to “make room” for more productive social

actors); to restaurateurs, who have claimed for themselves the streets and the squares of the city in an attempt to make up for their recent commercial losses.

Interpreting the way people use (and struggle for) space in the city unravels interconnected needs, unexpected relationships, magmatic interactions between the built environment and the way people inhabit it, and eventually contributes to both theory and practice of co-producing cities. It is not, therefore, an exercise of style: it is an interpretive science with which to generate preparedness for future challenges (Lakoff, 2017). Preparedness is the adaptation and resistance to shocks, crises, risk, where "risk" deserves to become a piece of the city's overall planning that incorporates the concept of resilience and widespread adaptability.

The present contribution aims to produce a photographic inquiry of the signals (Keck 2020) of space reproduction by unusual actors of the urban domain. The city of Bologna is the observatory where to recognise attitudes, traces, but also identify alternatives and even policy inspiration that could ultimately inspire a broader political change, especially in the delicate management of risks: from an attitude of control towards an approach centered on institutional adaptation, co-existence and governability for the future of post-pandemic cities.

**Keywords:** public space, co-production, risk management, preparedness, urban conflict

## **Co-design as a creative way of improving the quality of public spaces**

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### **Abstract**

Public spaces are one of the critical urban settings for the collective reproduction of democratic and livable cities where people want to live, feel safe and belonging. The existence of competing interest groups and urban rights defenders in the cities brought about a rethinking of the roles in the production and design of public spaces. In addition, the difficulties experienced in ensuring a democratic and transparent way of communication between these groups cause uncertainties in the production and design process of the public spaces. Since public spaces are at the center of different demands and unequal power relations, it is necessary to build bridges between stakeholders that will consider all these claims in the design, production and management processes of public spaces. This has led to greater interest in co-design approaches as a participatory design process that allows public spaces to be produced and reproduced in a more inclusive and democratic way, empowering the citizen by restructuring existing power relations.

This paper discusses the role of co-design approaches regarding improving the quality of public spaces affected by neoliberal urbanism. Several selected cases from Istanbul will be presented to discuss how co-design practices are effective in improving the quality of public spaces. In addition, the production, management, and usage of these public spaces will be discussed in a critical view, as they reflect various representations in cities as well as the forms of community actions that can take civic initiatives, beyond the tensions and conflicts caused by the unequal distribution of power and resources and the changing nature of the cities.

**Keywords:** co-design, participation, quality of public spaces, production of public spaces, İstanbul

## **How co-design improves public space resilience: Lessons from two urban parks in the Atacama Desert**

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### **Abstract**

With the urgency to adapt cities to climate change impacts, and the public sector being unable to successfully provide such answers alone, co-production has become of growing concern for urban transformations. In these paradigm shift times; co-design can play a crucial role in climate change adaptation towards resilient cities and public spaces. We understand co-design as a phase of co-production processes in which institutional networks of public, private, citizens, non-public organizations and partnerships collaborate in different levels within design steps. We understand public spaces as socio-ecological systems that unfold spatially and functionally according to their institutional settings. The study posits that co-design can improve the suitability, context-specificity, legitimacy and co-operation of the public space projects when the involved institutional networks bring socio-ecological knowledge and values to such processes of design. The question remains how does co-design influence the socio-ecological resilience of public spaces both spatially and functionally? And how to analyze such co-designed outcomes? This article proposes a framework to analyze the resilience of co-designed public spaces, and studies two urban parks in the Atacama Desert. The study suggests that a socio-ecological resilience approach to such co-design processes improves the local context-specificity and suitability of the designs. And while doing so, it may improve their legitimacy and set the basis for the co-operation of such projects. The framework may be useful for future conceptualizations of urban co-design, as well as for the design of such collaborative urban processes. Although the cases are framed in Latin America; the findings may be useful elsewhere.

**Keywords:** co-production, co-design, urban transformation, public space, resilience

## **Session B: Digitalisation**

### **A Room of our Own - - How does the 'digital twin' produce a co-production space?**

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#### **Abstract**

Virginia Woolf (1929), in her book, A Room of one's own argues why women need a room of ones' own. In this symposium we will ask and answer the question why neighborhood stakeholders require a 'digital twin' in an immersive room of our own.

In this symposium we will present our applied research '3S- Smart.Social.Strategy' which is located in the Hadar neighborhood of Haifa, Is-rael. Our research promotes a co-production model, in partnership with the Hai-fa-local municipality, Shahaf Foundation- a philanthropic partnership for local communities and Technion- Israel Institute of technology. The goal of our re-search is to contribute to urban resilience and ensure sustainable urban devel-opment in the social, economic, and environmental fields.

At the center of the research is the innovative environment developed with physical and digital elements complementing each other. The digital environment is based on a Digital Twin platform which demonstrates real-word complexity via a 3D virtual model. The physical environment facilitates immersive interaction with the Digital Twin in order to enable data driven decision making. Utilizing mixed methods of immersive and interactive technologies, we develop new methods of gathering and displaying data which shed light on socio-economic issues.

This interactive platform pioneers a new urban management and planning system based on a co-production model and encourages civic participation between participants with different backgrounds and skills.

We live in a world where urban development is extensive and primarily driven by economic interests often ignoring today's reality of severe environmental crises. The Smart Social Strategy seeks to utilise advanced technologies to ensure that policy making processes emphasise social issues and produce more sustainable cities.

Moreover, most people in society rely on visual and tactile literacy, this means that most of us work best when we see the information and knowledge that is provided to us. Usually, decision making processes rely on reading documents and discussions centred around presentations and programs. These practices rely on auditory literacy which only 15% of the population prefer, this is further complicated when the decision-making partners include participants from different background and knowledge. The Smart Social Strategy seeks to democratize decision making processes by collecting and making data more informative and accessible by utilizing both visual and tactile literacy.

In our lecture we will present some of our projects including: social urban texture and age-friendly city that we facilitate using a co-production models of '3S-Smart.Social.Strategy'.

## **Digital platforms as (dis)enablers of urban co-production – Evidence from Bengaluru, India**

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### **Abstract**

Platform paradigm is a governance framework that manages the relationship between citizens and urban local governments through the interface of a socio-technical system that brings data, technology, services and stakeholders together. The Covid-19 pandemic created a compelling possibility for increasingly adopting platformized alternatives to traditional urban service delivery involving varying scope of citizen engagement from mere usage to real co-production. In this context, this paper examines how digital platforms focused on citizen engagement effect urban transformation based on multiple case studies from Bengaluru, India. The study is interested in examining three sets of questions. How do digital platforms focused on citizen engagement interact with citizens and what type of urban transformation do they effect? Second, do digital citizen platforms enable co-production and what type of initiatives and design enable digital co-production? Finally, who gets to participate in digital co-production and how are the interests of various groups served? In order to answer the research questions, the study used qualitative and quantitative approaches. First, seven urban digital platforms that worked on citizen engagement on diverse issues in Bengaluru, India were selected. Using the STOPE framework involving strategy, technology, organization, people and environment, descriptive indicators of the platforms that contextualized its stated aims, vision and mission, strategy of partnership with stakeholders, technology of operation, and built environment were charted out. In the next step, the empirical framework used by Lieke Muusse (2018) was adapted to design an evaluative metrics of citizen engagement in digital platforms at two levels - platform metrics and initiative metrics. Using this metrics framework, each platform was evaluated under several variables that indicated type of ownership, period of operation, aims and types of initiatives, and impact and levels of engagement. Then, the digital platforms were mapped for the extent of digital co-production using the theoretical framework of Dennis Linders (2012) that matched the type of digital interaction with a form of citizen-government relationship. Preliminary analysis of the results indicates that the digital platforms under

study primarily views citizens as users rather than collaborators, limiting the scope of digital co-production. Furthermore, the orientation of digital co-production, where it exists, seems to be around the dimensions of co-testing and co-evaluation rather than co-design and co-financing. The involvement of urban local governments and private partners in a single platform strengthen the degree of citizen engagement including the scope for co-production. Finally, there is a strong offline counterpart to citizen engagement through digital platforms where true co-production exists.

**Keywords:** urban co-production, digital platforms, citizenship, Bengaluru, India



# **Artificial-Human Knowledge Co-Production: Assumptions of AI Urbanism.**

## **Understanding urban planning in a mediatized world**

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### **Abstract**

In the current digital and information age, there are many rising assumptions that planning will change dramatically, for example democratic and communicative planning practices. At the same time, there is an increased association with the potential role of media in urban research and practice. In this viewpoint, we argue that as a result of the emergence of digital media and software-based technologies that are automated by algorithms, different experiences and forms of knowledge are co-produced. We view Artificial Intelligence (AI) as a rapidly evolving field that is altering the way information and knowledge systems are designed and knowledge is produced.

Throwing light on the increasingly significant role that media play in the processes of generating, transferring, and passing knowledge, this paper aims to compare both mediatized and urban knowledge production and identify how these processes are connected in order to investigate human-artificial knowledge co-production.

This conceptual article is driven from the description of the current age as the time of "post-normal science" (Funtowicz and Ravetz, 1994) that is highly mediatized (Hjarvard, 2008; Krotz, 2007) referring to an advanced stage of the use of media in societies. According to Andreas Hepp, the concept of mediatized worlds "points to the fact that the articulation of meaning in an everyday life-world is unquestionably interwoven with the processes of media communication.

In relation to the questions that arise around the position of media in constructing urban futures, it is also questioned how AI and urban planning structure one another. In particular, this article addresses the human-artificial knowledge co-production in the urban planning process. By defining and making visible the assumptions, we will be able to understand how narratives are constructed, interpreted and shared and how do these narratives feed the very algorithms that bring them into existence?

More precisely, we recognize knowledge through media as a mediated form of the organization of knowledge processes and media as tools of the construction of different forms and types of knowledge. Moreover, the paper discusses which urban aspects have become more important and less demanding to study with the use of digital tools (benefits of mediatization of knowledge) and how mediatization can be successfully applied to the development of urban knowledge (reducing mediatization of knowledge challenges).

**Keywords:** knowledge co-production, mediatization, AI urbanism

## **The use of ICTs in the planning and design process of public spaces, a co-creation analysis**

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### **Abstract**

In Latin American countries such as Mexico, society is not used to be engaged with government institutions for collecting their needs and aspirations (Swapan, 2016). In this regard, the planning and design process of public spaces gets affected, which brings social discontent, causing social initiatives to try to generate co-creation processes from a bottom-up perspective.(Alawadi & Dooling, 2016; Boll-Bosse & Hankins, 2018). Actually, in the last years, citizens have become more aware of their urban surroundings and want to be more involved in the activities of their community and are also willing to participate using different Information and Communication Technologies (ICTs). This situation has been strengthened by the recent COVID-19 pandemic which has brought several changes on how people interact using diverse ICTs in co-creation processes.

ICTs have contributed to the development of cities worldwide and can be focused on the social dimension of planning. Some authors define the 21st century as the period of the Neo-Planning Paradigm, where new technological tools and services allow non-geographers and planners to use geographic information systems easily or visualize projects using virtual representations of a proposal through 3D applications (Foth, Choi, & Satchell, 2011). With the use of ICTs, it is possible to store, manage, share, and use data collected to co-create solutions in the cities.

Yet, citizens are not used to engage with governmental actors for collecting their needs and aspirations (Swapan, 2016). Moreover, the use of ICTs has not been appropriately explored in Mexico and Latin America for several reasons related to the lack of knowledge on how to use them or even by the expensive cost of acquiring technological equipment for their (Breen, Dosemagen, Warren, & Lippincott, 2015; McBride et al., 2017).

In this research we focus in the case of Mexico as in 2016 the country brought a new federal ministry that is focusing in all urban and territorial order issues and

the same year was published the first federal regulation that defines and considers the development of public spaces as a priority for the country, the importance of participatory processes for their development and the search for innovative and technological solutions to achieve it.

Against this background and considering that the potential of ICT technologies to involve citizens in co-creation processes, this exploratory research has the objective of identifying what are the ICTs used in the co-creation of public spaces in Mexico.. Our case of study will be the two largest cities that compose the Mexican megalopolis (Mexico city and Puebla city). By conducting this research we will provide insights on the ICT tools that enable the engagement of citizens in the planning and design of public spaces in Mexico from a co-creation perspective.

## Developing 4D Musrenbang to support co-planning process through citizen participation in Indonesia

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### Abstract

In Indonesia, the so-called *Musyawarah perencanaan pembangunan* (Musrenbang) is used as the traditional tool to involve the community in participatory planning during the plan-making process. This paper reflects on a process of technology development to build a 4D web-based GIS prototype named 4D Musrenbang to facilitate the co-production of spatial information and co-planning in Indonesia. This model is based on the 4D Open Spatial Information Infrastructure (4D PUPM), which has been developed to monitor the implementation of land use plans in Indonesia. The exploration of both traditional and modern tools is done to get valuable information about what needs to be added for building the prototype.

Background to the development of 4D Musrenbang is the idea that the co-production of spatial information is beneficial for governments to understand citizens' opinions better and enhance the placemaking process during the spatial planning process. Due to the increase of Internet of Thing (IoT) devices, the concept of Public Participation Geographical Information Systems (PPGIS) has emerged in the spatial planning domain as the collaborative approach to link participation and spatial information by involving citizens as the non-expert stakeholders in the decision-making process leading to the co-planning of land use plan. Furthermore, the co-planning process can increase the legitimacy of land use decisions among the participants. More recently, a web-based GIS application, known as geo-web, is often used to facilitate this participation, making it possible to connect multiple users to virtually share their opinions in 3D and 4D maps. These advances in GIS technologies have fundamentally transformed how the co-planning process is performed in modern-day spatial planning. Regardless of the potential of GIS for leveraging ideas, research shows that many users cannot handle the mass functionalities provided by geo-web applications. It can be observed, while geo-web technologies are emerging trends, there is still a lack of user consideration during the design process. Consequently, GIS technology ends up running into an un-navigable ocean of buttons and 3D maps, resulting in users that can easily get

lost and become frustrated. User Experience (UX), the process of enhancing user satisfaction by improving the overall experience provided by the interaction between the user and the product, is, therefore, crucial to engage users with spatial planning products and effectively meeting their aspirations. However, designing User Experience (UX) is a very long and iterative process. Thus, guidance, or in the context of this research is called as a toolkit, is created consisting of four phases design methods to maintain the enable interactive web-based GIS as a multi-users co-planning platform using 4D (3D plus time) city model.

This paper describes the development of the User Experience (UX) design guideline named '4PHASE toolkit' to create 4D Musrenbang as a web-based GIS prototype and applied it to the spatial planning practice. The results are evaluated based on the experience of users of different backgrounds of the prototype.

**Keywords:** spatial planning, GIS, user experience

## **Session C: Governance I**

### **Overcoming the limits of co-production in shrinking cities: the role of the 'brokers', NGOs and cultural tools**

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#### **Abstract**

After the global recession in 2007-2009, 'co-production' has gained an increasing interest among scholars, policy makers and local authorities all over the world. Its usage has proliferated to such an extent that it often appears as a 'magic concept' that brings exclusively positive outcomes. To name just a few, the outcomes include reduced costs and increased quality of public services, growing residents' satisfaction with them, and improved social capital. However, while a large number of studies report positive effects of co-production, the limitations of this concept have not been addressed sufficiently. In fact, for practitioners, the co-production approach can be challenging to implement, especially for cities in crisis – such as shrinking cities.

The prevalence of shrinking cities – cities with population decline – has become one of the main concerning trends of urban development of the 21st century. The pessimistic demographic projections in Europe make it fair to assume that urban shrinkage can become a potentially permanent model of urban development. Shrinking cities often experience decline in tax base and investments, vacancies, deteriorating housing stock and infrastructure, as well as the lack of collaboration between residents and public authorities. Some authors say that the support and involvement of civil society is crucial for shrinking areas because it is a way to access new resources at a lower expense (Hospers, 2014; Strykiewicz & Jaroszewska, 2016).

On top of that, one of the biggest challenges for local authorities in shrinking cities is their limited ability to experiment and design innovative planning tools that would be effective under the restricted conditions. Schlappa (2016) has argued

that co-production could help implement the changes in the city governance required to respond to urban shrinkage. In addition, co-production would allow the creation of innovative policies relying on local assets and capabilities, thus leading to alternative paths of development and improvement (Schlappa, 2017).

Even though co-production appears as a promising approach for shrinking cities, so far, it has not been sufficiently applied to the shrinking context. Our contribution thus aims to contextualise the concept of co-production within the context of shrinking cities. We diverge from the dominant 'public management' understanding, but take a governance lens to study co-production. We follow Pestoff's (2012) definition of co-governance as one of the manifestations of co-production, which he defines as "an arrangement, in which the third sector participates in the planning and delivery of public services".

Empirically, this contribution aims to explore the limits of co-production in shrinking cities, and to analyse the existing co-production tools that help to overcome these limits. We are interested not only in the resulted tools, but also in the process of their development and implementation in the diverse contexts of shrinking cities. To achieve the aim, the study follows a qualitative case study methodology. The results are based on a comparative analysis of three European shrinking cities: Nevers (FR), Heerlen (NL), and Riga (LV). The data is collected through document analysis and semi-structured interviews with diverse actors involved in co-production, such as residents, community leaders, NGOs, socio-cultural institutions, and local authorities.

The case of Nevers presents the limits of co-production in a medium-sized shrinking cities, where local authorities struggle to overcome the lack of civic involvement. The case of Heerlen describes how the installation of an independent 'broker' as an intermediary between citizens and the municipality, paired with restructuring of the bureaucracy in the administration were crucial incentives to the co-production process for re-using abandoned empty areas. The case of Riga illustrates how the process of co-production was stimulated with cultural and artistic tools, and how the neighbourhood-based NGOs performed as facilitators of collaboration between residents and authorities.

**Keywords:** shrinking cities, governance, co-production



## **Urban Living Labs as an instrument for co-creating sustainable cities? – Reflections on Hamburg and Milan in the CLEVER Cities project**

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### **Abstract**

This research focuses on the role that Urban Living Labs can play in facilitating urban transformation through co-production, and asks how far these ULLs can deliver policy changes and transition of the urban governance setting. As a basis for this research, the authors analyse co-creative transdisciplinary research processes in the CLEVER Cities project (Horizon 2020).

Co-production and co-creation are terms that are lately populating the academia with the intent to define the active engagement of citizens in shaping public services (Brandsen & Honingh 2018). Beyond the discussion on the actual significance of the two terms, such engagement approaches have been extensively deployed for implementing urban transformations in spatial planning (Davis & Andrew 2017; Puerari et al. 2018; Loorbach et al. (eds.) 2016). On this theme, engagement can occur through different formats and scales, of which the most common are Urban Living Labs (ULL). The ULL concept is currently reaching its peak of glory as a tool for commonly advancing urban regeneration projects (Frantzeskaki & Kabisch 2016; Chronéer et al. 2021). ULLs are often used for fostering participation of various stakeholders in a complete co-creation process towards the achievement of a shared consensus and a more open transparent decision-making, thus advancing urban resilience wherein an important role is reserved to citizens and local groups of interest. The plethora of interests and expertise summoned in ULLs is expected to bring to the fore high levels of social innovation, while generating a sense of belonging and empowerment among the participants (Rizzo et al. 2021; AMS 2021).

Given the specificity of such an environment, the complexity of governing the process of a ULL is enormous and steering its' development requires mostly a relevant effort. Furthermore, the challenges addressed within ULLs are often related to localised conditions and are therefore directed to generate extremely place-based social and/or physical transformations. However, it can be argued that this specificity could limit the transposition of lessons learned of the urban governance process and its outcomes towards the up-take of such practices

(Bisschops & Beunen 2019; cf. Arlati et al. 2021). In fact, scholars are still investigating the pros and cons of conducting co-creation in ULLs versus a more classic participation process (Arnstein 1969). On one hand, resources and time horizons dedicated to the ULLs often limit the effectiveness of the same, restricting 'de facto' their impacts on a localised specific context. On the other hand, it is still not clear how far ULLs could be adopted as a common practice within the local urban governance settings (Veeckman & Temmerman 2021). Further, the translation of such lessons are dependent on the degree of openness and resilience of the governance structure to accept modifications and adapt to new structural changes demanded from an ULL (Frantzeskaki & Rok 2018).

In this article we consider ULL as a container of change, wherein different stakeholders actively engaged themselves with the common objective of reaching a just sustainable urban regeneration. This research article aims to focus on these urban transformation dynamics, in particular to which extent the results from ULLs can deliver policy changes, which implies systematic governance structure changes as well. The analysis is to be done through an ex-post evaluation for the co-creation processes within the ULLs formats that occurred within the Horizon 2020 project CLEVER Cities. Within the project framework, a co-creation pathway tailored-made for integrating Nature-based Solutions in urban regeneration processes was implemented and is used for improving inclusivity (Mahmoud & Morello 2021; Arlati et al. 2021). Through a comparative case study, the evaluation will include: 1) the analysis of stakeholders engaged in the co-creation process and their relationships based on the stakeholder network theory; 2) the shared governance model and degree of co-creation openness and flexibility; and 3) the co-benefits expected to be generated from the collaborative process with regard to social impact (e.g. emerging social bonds and cohesion, and placemaking). Against this background, results will reflect in how far ULLs offer a well-grounded instrument for urban transition processes, and which restrictions and limitations have to be considered under the lenses of a social justice discourse (Curran and Hamilton 2012). Finally, conclusions will be drawn from the CLEVER Cities ULLs experience with respect to urban governance settings, introducing e.g. newly originated policies and procedures, and facilitation structures.

**Keywords:** co-production; co-creation; urban living labs; inclusive urban regeneration; governance impacts

## **Reflections on co-creating design-led innovations for London's Recovery Programme**

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### **Abstract**

Within this paper, we share our experiences in delivering a collaborative approach to creating design-led solutions to support London's recovery from the impacts of the COVID-19 pandemic.

The key aim of the 'Designing London's Recovery Programme' is 'to pioneer a new way of working with organisations to solve the city's most pressing challenges, using a method that ensures solutions are designed with Londoners' needs at the heart, especially those most vulnerable and hardest hit by COVID-19' (GLA, 2021). The programme, being driven by the Greater London Authority (GLA), is attempting an approach to innovation by providing and integrating competences for unleashing the sustainable potential of ideas and solutions from the bottom-up. The 'delivery team' is a partnership between the GLA, UCL and the Design Council, bringing together diverse perspectives, experiences and expertise. There are common principles that underpin the programme, and the approach taken: 1. the importance of participatory approaches in urban transformation; 2. achieving change via a missions-led approach; and 3. the added value of using systems thinking. Through a design process a number of 'innovation teams', which includes community organisations, local authorities, residents and others stakeholders, are supported to co-create a solution and build common knowledge, underpinned by these principles.

The focus of this paper is to discuss our experiences in catalyzing and co-producing change, in order to contribute to positive impact for the urban system, especially related to health and sustainability, as informed by the programme.

In order to help understand if the London's Recovery Programme achieves the intended ambition of urban transformation through design-led innovation, a theory of change was developed collaboratively by the 'delivery team' via a series of workshops. The theory of change represents the dynamics of change, perceived

as complex and adaptive. It acknowledges 'change' as something that isn't implemented or controlled but requires the development of conditions that allow for the change to unfold in the desired direction (i.e. towards the missions). This involved the identification and monitoring of 'transformative outcomes'. They include outcomes which cover ways of working (building capacity, sharing and shifting power); the building of alternative practice; their effects (in terms of adoption and adaptation); and the learning that takes place. In this paper we reflect, through our formative evaluation process, on the programme in terms of achievements and challenges. We present our emerging insights elaborating also on activities occurring over the programme's delivery period (August –November 2021). Our findings will address the value of the integration of expertise, underpinned by common principles, and how it fosters innovation.

## Session D: Informality I

### **Gradients in participation: When can poor urban communities co-produce more effective sanitation solutions?**

Ella Foggitt

Lancaster University

#### **Abstract**

More than one billion people live in informal settlements and slums around the world, with this number projected to double by 2030. This brings to the fore the question of how best to provide safe sanitation services for the urban poor. To date, while a handful of small-scale co-production efforts have looked promising, neither co-production nor collective action have been successful in resolving the sanitation challenge at scale. As concepts, collective action and co-production are hard to argue against so there must be other factors responsible for their undoing that explain their limited effectiveness in the context of sanitation provision. This paper examines what those factors are, evidencing that a particular combination leads to a specific outcome. These outcomes lie on a spectrum ranging from poor to optimal.

The paper presents the results of a mixed-methods study involving semi-structured interviews, household questionnaires and community mapping. The study involved three stages of data collection using a combination of face-to-face and remote methods. It was conducted in two communities in Accra, Ghana's capital city. Many of the demographic characteristics of the study sites differed, but they were both low-income, high density communities with poor access to safe sanitation and a youthful population. Study site 1 was inland and had a diverse migrant population, while study site 2 was coastal with a largely homogenous, indigenous population. The majority of the population in study site 1 were Muslims, as compared to a majority Christian population in study site 2. The differences in the study sites allowed for insights into whether the demographics of the communities impacted their co-production efforts.

The paper unpacks the processes of citizen participation and explores which types of participation are best placed to translate into sustainable positive urban change. It identifies a host of challenges limiting the potential effectiveness of

co-production and teases out some conditions required for successfully co-produced services. The findings point to the talk of co-production in conceptual terms as being problematic. The paper argues that co-production's "black box" must be broken down and a solution space of multiple possibilities needs to be created. Specific actors and external factors that hold hope in the context of co-production in Accra's low-income communities are discussed. The paper identifies some possible ways forward for practice, policy and research. However, it urges caution against generalising these findings to other contexts, as the solutions posed are unique for the specific context explored in this study.

**Keywords: low-income population; urban sanitation; community participation; water and sanitation services; co-produced solutions**

# **Urban Change at the Margins of Society: Transformation of Deprived Neighbourhoods through Co-production of Communal Services – A Case of Seoul.**

Kon Kim

University of Seoul

## **Abstract**

Since the 2010s, South Korea has experienced a paradigm shift in planning and managing its urban spaces from wholesale redevelopment towards community-based regeneration. In the paradigm shift, the Korean government has tried to institutionalise community participation in its planning system by devising new partnerships between the state, citizens, and intermediary organisations. However, deprived urban population such as those with low incomes and elderly or disabled people could hardly afford to participate in the institutionalisation process. The non-participation has caused the exclusion of the deprived people from the new institutionalised partnerships. Alternatively, they have been often led to create their own local alliance by co-producing communal services together with radical civil society organisations to improve their deprived neighbourhoods. This study focuses on the dynamics of coproduction and examines how the co-production has contributed to transformation of deprived urban neighbourhoods in Seoul. It explores the experience of co-planning, co-financing, and co-managing of communal services in Dongja-dong area where the most vulnerable people in Seoul can afford to live. Author conducted a series of semi-structured interviews with major stakeholders, involved in the co-production process, and reviewed relevant policies and legislations. The study outcome shows that co-production of communal services such as local banking and a local kitchen helped the deprived people to maintain flexibility and improve autonomy in their community activities while being free from the government rules. This suggests that the co-production served as a local platform enabling them to generate a stronger sense of confidence, empowerment, and belonging in their community life. However, it also shows that in return for this freedom, the co-production outcomes were hardly supported or protected by the government. Rather, they were easily challenged and threatened by waves of speculative development movements. Ultimately, the speculative property forces could possibly lead to the diminution or extinction of the established communal life and culture by lawfully encroaching on where the deprived people have lived, gathered, and interacted. This study understands such a critical point as an invisible struggle of co-production led by deprived urban population whose communal sustainability continues to be challenged by the speculative but legitimate market forces, which extend their interest to the new communal spaces and services that have been created at the margins of society.

**Keywords:** co-production, urban transformation, deprived urban neighbourhood, communal service, communal autonomy



# **Social Enterprises and Collaborative Local Participation for the Development of Marginalized Communities in Egypt**

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## **Abstract**

Marginalized communities in Egypt suffer from lack of basic social services and lack of access to different forms of capital. With the growing stress on public resources, community-based actors play an important role in socio-economic development of such marginalized communities through developing grass-root endeavors. One of the formats of community based actors are social enterprises that aim to use their profitability to create and sustain social and environmental impact. Operating in marginalized communities, social enterprises need to develop a certain degree of structural integration within the marginalized community to ensure proper understanding of the target community and their needs and to overcome any coupling constraints such as cultural differences, power structures, lack of trust, access to local assets amongst others. Other than being initiated by local actors, this integration could be possible for external actors through establishing collaboration and increased levels of ownership of the locals of marginalized communities in the enterprises. Creating an equal and reciprocal interdependent relationship between the social enterprises and the local community transforms the role of the locals from being supplementary to being productive. The levels of engagement of the participants in the social enterprises' value chain vary from being consumers to having ongoing dialogue and participation to developing partnerships as employees or suppliers to co-production through increased collaborative management and decision making and finally ownership or co-creation of the social enterprise itself. It could be assumed that the increased collaboration and co-production would generate mutual benefits for the social enterprises and the local community as the co-productive process broadens and diversifies the assets and opportunities of the co-producers through bridging the capital of both ends.

If theoretically participation and collaboration leads to sustainable socio-economic development, then would the impact of co-production be effective and sustainable for the social enterprise as an organization and its social entrepreneurs and on the marginalized locals as individuals, households and as a community?

This question was inspired by personal experience working in the community development field in Egypt and the personal motivation to combine between having a sustainable business model and sustainable social development through the effective participation of the locals. Thus, this research topic was studied as part of the Master Thesis for the Urban Development program in TU Berlin Campus El Gouna.

The first objective of the research is to study what constitutes a co-production model between social enterprises and locals of marginalized communities in Egypt. This includes the understanding of the process of co-production and 'how to' create tangible incentives for the social enterprises to engage in such partnerships with the local communities and vice versa, if they exist. The second objective is to share the findings in a practical format to be adapted, tested and iterated by the social enterprises as direct beneficiaries. Hence, the target outcome of the research is to propose an iterative toolkit that enables the social enterprises to plan, design, implement and assess their own adapted co-production activities.

For the findings to be relevant to the local context of marginalized communities in Egypt, the research methodology combined theoretical and practical research. Literature review covering topics related to social enterprises, co-production and impact assessment were studied. Moreover, local expert interviews including legal experts, enabling organizations, investors and social enterprises were conducted to localize the findings. Finally, four case studies were studied in-depth covering diverse productive social enterprises in Egypt operating in different fields and scales. The case studies were used to investigate the practicality of co-production, its on-ground impact and to develop and iterate the proposed Co-production Toolkit.

**Keywords: co-production, social Enterprises, marginalized communities in Egypt, toolkit, collaboration**

## **Coproducing infrastructure and citizenship: Stories from Delhi**

Nooreen Fatima

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### **Abstract**

This research is based on the premise that in cities of the Global South services are not delivered within the framework of a uniform and integrated system (Jaglin, 2014), but in different ways and through a range of provisions that can be easily applicable in the case of Indian cities. The same can be observed for resettlement colonies in Delhi, and in addition, these housing colonies are primarily based on template designs with little or no response to the socio-economic context of the 'displaced' population. This non-contextual displacement, outside the city limits, leaves the urban residents in state-provided 'legal' resettlement colonies back into informality in order to meet their basic needs. However, resettlement by the neo-liberal state is more precarious and insecure than it was ever before. Half of Delhi's resettlement colony residents do not have individual water connections, there are few individual toilets and community toilet facilities that are far from adequate, garbage is rarely collected by the municipality, roads are in severe disrepair, street lights do not work, and education and health facilities are grossly inadequate (Bhan 2013, Datta 2012, Sheikh, Banda and Mandelkern, 2014). Additionally, the housing units are significantly smaller in size than their previous self-built houses. This research proposes to document and analyze how the onus for bridging gaps in the service provision lies on the residents which are then filled by a myriad of informal actors through multiple collaboration, co-production, and consolidation in the form of socio-technical responses, helping the displaced urban residents access critical infrastructure and make claims to citizenship through everyday material realities of infrastructure and its embodiment of state-citizen interaction. This research primarily focuses on socio-technical response, everyday negotiation, and the subsequent make-shift spatial arrangements by the 'displaced' to create 'home', access infrastructure, and make claims to citizenship in Delhi's resettlement colonies through a visual representation of ethnographic accounts and spatial stories. It looks at everyday histories as pointers to how we can rethink the fixity of infrastructure and citizenship – a concept that lies at the core of these issues. This paper intends to contribute to the existing scholarship on socio-technical infrastructure by exploring the spatiality, tacitness, everyday-

ness, and experience of co-producing such infrastructure through visual ethnographic accounts of everyday practices, carefully examining how these “(un)planned informalities” are lived and experienced.

**Keywords:** socio-technical Infrastructure, infrastructural citizenship, make-shift infrastructure, Global South, visual ethnography

# **Water co-production and peri-urban transition: the evolution of infrastructure and management systems. Comparative views from four case studies in Addis Ababa, Cochabamba, Dar Es Salaam and Hanoi**

Giuseppe Faldi\*, Federica Natalia Rosati\*/\*\*, Luisa Moretto\*, Jacques Teller\*\*

\*Université libre de Bruxelles

\*\*University of Liège

## **Abstract**

The study questions the role played by the co-production of water services on processes of urban and infrastructure development in the peri-urban fringes of four cities in the global South. Existing literature addresses the compensatory role that water services co-production plays in peri-urban areas, where access to centralized and reliable water resources is often lacking. However, little research focuses on the evolution of co-produced practices in relation to wider transitions of urban spaces, water resources, infrastructures and service delivery strategies.

This study considers four cities, Hanoi (Vietnam), Dar es Salaam (Tanzania), Cochabamba (Bolivia) and Addis Ababa (Ethiopia). In all our case studies, rapid land-use changes are leading to a juxtaposition of rural and urban activities, varying urban typologies, and often come to terms with increasing poverty, socio-spatial inequality and exclusionary service provision.

Peri-urbanisation constitutes a major challenge in terms of accessibility to conventional water networks. First because the growth of peri-urban areas is not corresponded with an equivalent development of the public networks. Second because this growth is associated with significant pressures on the environment, amongst which underground and surface water resources as well as water channels. Besides this, peri-urban areas are usually located at the interface between rural and urban systems, both spatially and temporally. They hence constitute an interesting place where to monitor the role and extension of coproduction of water services.

In such a rapidly evolving context, co-production is a non-marginal phenomenon that plays a relevant role in sustaining access to water at a community level. We explore the evolution of water co-production in different urban typologies found at the urban fringes: ancient villages located in the downstream of Hanoi; peripheral settlements being enclosed in the urban agglomeration in Dar es Salaam;

informal settlements in the south of Cochabamba; private gated settlements in Addis Ababa. We draw on data collected from field surveys and participatory workshops with inhabitants and institutional actors performed between 2017 and 2020 as part of an ongoing research project.

Results show that water co-production may have different evolutions in the peri-urban interfaces. It can be the enabling component of a process of commodification and privatization of water services, in terms infrastructure provision or management. Either, it can be institutionalised and lately appropriated by the public centralized system. Alternatively, it can allow processes of consolidation of the built environment as part of an alternative decentralized spatial and political process.

The cases analysed in the research highlight that the time- and social-development of water coproduction does not follow a linear pathway. It is rather characterized by cycles of emergence, maturation and decline. It may build upon pre-existing forms of community-based water management that were established in rural areas (for irrigation or water harvesting for instance). The cases further highlight that coproduction may efficiently coexist with access to public services, and that different forms of water coproduction can develop in a given area at the same time.

# **MONDAY 18:00-19:30**

## **Session A: Green Space**

### **Co-designing Local Monitoring Plans in the CLEVER Cities Project: Nature-based Solutions for urban transformation in Hamburg, London and Milan**

Julita Skodra

University of Duisburg-Essen

#### **Abstract**

The EU-funded CLEVER Cities Project (2018-2023) focuses on the development of nature-based solutions (NbS) in deprived areas to address health, socio-economic and ecological challenges in a transdisciplinary co-creation approach. The impact of nature-based solutions that increase the amount and quality of urban green go beyond environmental aspects (noise/air pollution

mitigation) and have positive impact on mental health, active lifestyles and social cohesion. However, there is a need for the co-creation processes to ensure that different population groups use nature-based solutions and that health, social and environmental benefits are maximised. To achieve that, local monitoring plans should be co-produced in collaborative actions that will enable good balance between local needs and values, and scientific interdisciplinary knowledge and requirements.

The CLEVER Cities Project has established a robust, locally tailored framework for co-monitoring and impact assessment measurement. The three pilot cities, Hamburg, London and Milan, have formed Urban Innovation Partnerships (UIP) based on the stakeholder mapping. Each UIP involves citizens, companies, universities and local authorities to support CLEVER Action Labs (CAL) as alliances of local actors involved in the co-creation and assessment of place-based NbS interventions. The Theory of Change method (ToC) was used to structure the co-design process, by initially determining the desired long-term outcomes related to the pre-defined challenges. ToC has been used to define key performance indicators (KPIs) and local monitoring plans (LMPs) creating an outcome-based framework that helps to identify what type of intervention or activities are suitable to achieve the long-term goals or impacts. Preliminary results show that Theory

of Change provides a good structure for transdisciplinary discussions as well as an overview of a complex transformative change, underlying assumptions and unintended negative effects. Main lessons learned are that the process may have several iterations, which prolongs the overall codesign process and should engage local residents early on although there are still many open questions.



## **Co-producing Green Infrastructure**

Axel Timpe, Katharina Christenn

RWTH Aachen University

### **Abstract**

Green Infrastructure (GI) and the ecosystem services it provides are characterised by a complex interplay of private, common and public goods. While its benefits in principle are a public good accessible to all, in a different degree however based on the local availability of GI, the building blocks of GI include public goods like urban parks, common goods like publicly accessible forests or waterbodies and private areas like gardens or agricultural land. The same applies for the management of GI: public authorities manage GI as a public good for improving ecosystem and other services while other land users like agriculture produce them as an externality of their main production activity.

In the Ruhr metropolis the idea of a regional GI emerged as early as the 1920ies with the first attempts to create regional greenways which have been legally protected in planning documents since the 1960ies. Today, although the necessity of climate change mitigation and adaption makes this natural capital increasingly important, the greenways are constantly losing green areas and the traditional habits of protecting and managing them through planning documents and under the sole responsibility of public authorities (regional federation, municipalities) is challenged.

The proposed contribution will present the results of CoProGrün, a three years action research project within the national “innovative municipalities” research framework. CoProGrün as a transdisciplinary partnership of research and practise partners as well as a broad selection of stakeholders from different backgrounds has initiated a co-production process for the regional greenway Eastern Emscher Valley (also known as Greenway F) of the Emscher landscape park. In the municipalities of Dortmund, Castrop-Rauxel, Lünen and Waltrop this led to eleven pilot projects for the co-production of GI with different actors of the urban society. Special attention was given to the potential of Urban Agriculture in GI co-production which involved professional urban farmers, urban gardening initiatives from civil society and social initiatives or local food marketing initiatives.

The transdisciplinary consortium of landscape architects and agricultural economists from research, the Ruhr Regional Association and the local association "die

Urbanisten e.V." reached out to and cross-linked diverse groups of stakeholders. The CoProGrün team bundled these actors' interests into option paths and pilot projects to demonstrate how co-production can be initiated, which parties can benefit from emerging synergies and which support is needed in order to initiate successful and longlasting projects and partnerships. In the process, different degrees of involvement of stakeholders were triggered, supported and examined. A variety of interaction formats ranging from personal interviews and meetings to thematic workshops and open idea and project fairs has been tested in order to find out which of them are best adapted to successfully activate the different actors. With the help of co-production coaching from the project partners the project teams composed by local actors have been supported in finding business partners, setting up business models or designing of green spaces to their needs.

The research has identified four levels of co-production ranging from joint production to co-design, true co-production and finally community co-production and can be differentiated into two types of co-production with urban agriculture: the co-production of local food as a private or common good IN greenways and the co-production OF greenways as a common or public good through the involvement of partners from civil society and local economy.

This contribution aims to deliver a theoretical base on the identified forms of co-production and further invites to discuss the question, how municipalities can integrate support for emerging co-production projects with business and civil society into their everyday planning practice.

**Keywords: green infrastructure, urban agriculture, Emscher Landschaftspark, degrees of co-production**

## **Co-design and Co-creation process in Piraeus for Natural Based Solutions, within the framework of the Horizon 2020 project: ProGlgreg**

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\*Politecnico di Milano

\*\*KEAN - Cell of Alternative Youth Activities

\*\*\*Municipality of Piraeus

### **Abstract**

The Municipality of Piraeus, together with the NGO KEAN – Cell of Alternative Youth Activities, is currently undergoing a Co-design and Co-creation process in two districts of Piraeus, within the framework of the Horizon 2020 project: ProGlgreg.

The main objective of this project is to use Nature-Based Solutions (NBS) as a tool to promote urban regeneration processes in deindustrialized or densely urbanized areas.

In order to integrate the regeneration process in the local context and make it more efficient and successful within the local community, the project is based on a new co-creation strategy model, developed during the first two years of the ProGlgreg project with the collaboration of all the cities participating in the research, and especially the Front Runner Cities that act as examples for the project implementation.

As a Follower City, Piraeus Municipality's aim is to apply and follow all the Roadmap steps, identified for the co-creation and co-design process, at the local level and verify the feasibility and adaptability of such model in the urban context of the Greek city of Piraeus and in the chosen districts.

The co-creation process defined in the Roadmap is composed of three main consequent phases to be achieved: 1) Preparatory Work, 2) Planning the Urban Regeneration Area Transformation; 3) From Co-design to Co-implementation. The process in Piraeus began in the first months of 2021, and since then the Municipality of Piraeus, together with KEAN, managed to achieve the first block of the first phase (Preparatory Work) of the Roadmap: this process involved the engagement of a first group of stakeholders from the public and private sectors, with

a particular focus on the education field, by involving school teachers and managers, in order to plan future activities.

The difficulties related to the pandemic crisis required an effort to adapt to the new situation and to find a new set of digital tools and approaches, in order to engage with the stakeholders and start the co-creation and co-design process from a distance: a series of online meeting and seminars was held, and new strategies are going to be applied and tested in the next steps of the process.

**Keywords: natural based solutions, green infrastructures, pandemic crisis**

## **Co-creation of green infrastructure in degraded urban areas: dimensions of Multidisciplinary collaboration**

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\*City of Dortmund

\*\*South Westphalia University of Applied Science

\*\*\*RWTH Aachen University

### **Abstract**

While the term "co-production" is influenced by Lefebvre's theoretical concept of "production of space" and suggests a participatory approach, the term "co-creation" has been widely applied in urban greening projects, especially in the European context, as the European Commission allocates significant funding under the Horizon 2020 program for Nature-Based Solutions (NBS) (European Commission 2015). Existing literature advocates the use of co-creation as a social innovation framework in urban planning policy. Yet, firsthand experience and evidence-based effects from cities are needed to bridge the gap between theoretical models of co-creation and real-life experiences in applying co-creation or co-production as a nonlinear process of engaging citizens and diverse stakeholders in the co-design, co-implementation, and co-management of green infrastructure projects. The EU Horizon project "productive Green Infrastructure for post-industrial urban regeneration - proGInreg" applies co-creation in eight NBSs in four Front Runner Cities (FRC) and four Follower Cities (FC) in Europe and China. In this contribution, we present the case of Dortmund FRC and the dimensions of inter- and transdisciplinary collaboration in the implementation of five NBSs. Our research will focus on the implementation process and, departing from the notion that co-design is the very first phase of an overall co-creation pathway, will emphasize on the variation of the degree of citizen participation in the co-design of NBS, as this is highly influenced by the type of NBS and the formal planning process of (co-) producing specific spaces, as well as by the actors involved in the project. Political support and legislation are other crucial factors in the process by which co-creation can be carried out. The concept of co-creation follows informal planning and becomes difficult to apply if it is not supported by planning legislation. Our work will present the co-creation of five NBSs in Dortmund in a comparative framework. The main characteristics of these NBS, the actors involved

and the implementation process will be all identified, as well as the specific environmental and social potentials and gaps and governance aspects.

**Keywords:** co-creation, nature-based solutions, green infrastructure, social innovation, citizen participation

## **Session B: Citizen-led Co-production**

### **What makes a citizen's park? A critical view on current participatory planning practices**

Flavia Alice Mameli

University of Kassel

#### **Abstract**

Looking for co-production in urban design means finding a paradoxal situation, when it comes to current participatory planning practices. This abstract addresses landscape architecture in urban areas of contemporary Germany, discussing institutionalized modes of participation as inadequate to guarantee a productive cooperation between planning professionals and civil society. Looking at the evolution of one specific territory in the inner-city of Germany's capital Berlin, the Park am Gleisdreieck, I point out why even projects with a supposedly successful integration of civil society might lack truly cooperative decision making.

Today citizen participation is firmly enshrined in the German Federal Building Code (Baugesetzbuch, BauGB) and especially the planning of larger open space projects is well observed and widely discussed in public. Nonetheless the situation designers, planners but also civil society face is paradoxal: Those willing to participate often get the stamp of 'Wutbürger', so called angry citizens (Rucht et al., 2010). Conversely planning professionals, administrations and institutions, who are traditionally endowed with the insignia of decision-making power are often perceived as deaf apparatus that has little interest in 'real' participation.

The realization of the project 'Park am Gleisdreieck' in Berlin serves as an ideal example to investigate these paradoxal interrelations, as it is a special place in many ways. The debate about the design and planning of the park serves as a case study for the analysis of the balance of power between civil society, landscape architecture and administration. A derelict railway area in the heart of Berlin, the site was redeveloped into a public park in early 2000's. Within today's architectural discourse the Park am Gleisdreieck is often referred to as the 'citizens' park of the 21st century' (Grosch & Petrow, 2018). Being caught in a territorial stalemate between West Berlin and East Berlin (the railway was still property of the East German 'Reichsbahn'), the site transformed into 60 hectares of urban industrial wasteland in the decades following World War II. Because of its

seclusion from the public, a manifold and special ruderal vegetation was able to reappropriate the site, attracting only researchers, eco activists and a handful of local residents, who saw the 'Gleisdreieck wilderness' as urban and ecological treasure. Owing to the four-decades long resistance of local citizens, the site was not transformed into a city highway in the course of West Berlin's car-friendly infrastructural programm in the 1970's and 1980's. Today, 32 hectares of the Gleisdreieck area serve as highly frequented and well-needed park to the public. Although this green open space would not exist without civil activism and although the planning and realization of the park was framed by a multilayered and lengthy civil participation process, the question of succeeded cooperation cannot be answered easily, when taking a closer look at the planning debate.

Within a detailed analysis of the events inspired by the discourse analysis toolbox (Foucault, 1966; Keller, 2011) and additional interviews (Schütze, 1977) with relevant stakeholders, I analyze how those involved negotiated this central new open space for Berlin, whose voices were heard and how specific claims materialized in space.

**Keywords: right to the city, urban commons, citizen participation, urban planning in Berlin, open space planning**

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## **Who are the 'citizens' in co-producing smart sustainable cities? An intersectional analysis of the Borgerkraft citizens' jury in Trondheim, Norway**

Leika Aruga, Hilde Refstie, Hilde Nymoen Rørtveit

Norwegian University of Science and Technology

### **Abstract**

The importance and benefits of engaging citizens as co-producers is increasingly emphasized in processes of urban transformations. At the same time, collaborations between local governments and citizens do not necessarily lead to more legitimate and effective policy decisions and outcomes as power inequalities that shape local decision making are often unchallenged by the practice. Through a case study on the use of a citizens' jury in the implementation of smart sustainable city work in Trondheim, Norway, this article employs an intersectional lens to analyze the function of citizen co-production in urban transformation processes. In the article we first explore citizen juries as a democratic innovation that has been promoted as a tool to overcome unequal participation and reach a considered judgement through deliberation on controversial or politically sensitive issues. We then analyse how this practice took place in Trondheim through the framing and implementation of the project 'Borgerkraft'. We show how the citizen jury was able to create a 'different' participatory space where citizens with diverse backgrounds came together, including those who were not normally active in public. Nevertheless, when examined through a relational understanding of power and identities, the democratic values promoted through the jury was found to be overshadowed by underlying assumptions that shaped the participatory space. This included 1) the ad-hoc use of citizen engagement on an individual basis that was detached from collective spaces where political agencies are formed, 2) how citizens' standpoints were viewed as ill-informed preferences that could be transformed through professional guidance and 3) the closedness of the initiative that included making citizens anonymous 'representatives' which made it particularly problematic to challenge power asymmetries present in the citizen co-production practice from the outside. As a result, citizens' abilities to challenge fundamental premises in the project embedded in a neoliberal discourse of smart sustainable cities was compromised. The article concludes with a call for deeply analyzing citizen co-production practices by not only questioning 'who' participates, but also how citizen participation is conceptualized and mobilized, how citizen's interests

and knowledge are taken into account, and the political significance of their participation. In this, we argue that an intersectional lens provides a way to approach complex power relations present in citizen co-production practices.

**Keywords:** citizen co-production, democratic innovations, smart sustainable cities, intersectionality

## **Learning to Participate as a Citizen in Smart City Vienna**

Pouya Sepehr, Ulrike Felt

University of Vienna

### **Abstract**

Since their emergence, the conceptualisation of cities as ‘smart city’ became a powerful tool to reappropriate cities in the course of 21st century urban transformation. The smart city notion has managed to stabilise its presence in urban visions, politics, policies, standards, strategic planning and infrastructural collaboration within and among different cities. The smart urban reconfiguration has been supported by and helped to drive a technology-centred neoliberal agenda. Along with technological solutionism for all sorts of urban problems, the smart city imaginaries underline the new capacities made possible for imagining environmentally sound futures with more people-centred approaches becoming a reality (Schuilenburg and Pali 2021, 237). Labelled as smart citizens, the inhabitants are imagined to be at the core of smartification. Several studies have focused on the lack of meaningful participation and the ethical issues inherent in the current vision of smart cities that leads to a benign citizenry they produce (Datta and Odenaal 2019; Cardullo and Kitchin 2019). This is usually due to lack of conceptual understanding of citizenship where, the citizens of the smart city become subjected to feeding the data-hungry urban apparatus rather than an active agent in reshaping the city (Marvin, Luque-Ayala, and McFarlane 2015; Klauser, Paasche, and Söderström 2014; Gabrys, Pritchard, and Barratt 2016; Cowley, Joss, and Dayot 2018). At this pressing moment of urban reconfiguration where the smart citizen becomes an empty signifier (Coletta et al. 2018, 12), it is necessary to be prudent against the changing relations and the imagined citizens of the smart city.

With the analysis of the current participation assemblages led by the Smart City Vienna administration experts, we scrutinise the current infrastructures of participation, and the experts’ problematic understanding of publics and participation particularly at the intersection of digitization and smartification. In doing so, we develop an analytical framework, which informs our inquiry to seek to find out how the Smart City Vienna sees the roles of technical experts, decision-makers, and citizens with respect to co-production and co-design in the process of the smart city development. To address some of the short-comings observed in this study, we advocate for a response-able smartification approach. The notion of response-ability invites policymakers and the experts of participation to comprise

the experimental nature of participation while embedding learning in the process of framing public engagement practices. In

conceptualising response-able smartification, we draw from Jasanoff's (2003) work, where she identifies the core concern—in any public engagement in innovation—to be the matter of inquiring into the purpose (issues to tackle with solutions that have been offered), while being attentive to questions of who will be hurt (vulnerabilities); who benefits (distribution); and how can we know that? The end goal is to pursue a process that has learning (what is to be learned?) embedded in it, where 'societies can collectively reflect on the ambiguity of their experiences [of participating in innovation related decision making], and to assess the strengths and weaknesses of alternative explanations' (242).

**Keywords: smart City Vienna, response-ability, participation, public engagement, smartification**

## Session C: Knowledge Co-production I

### **“Art as a common resource?!” The Festival 7hoch2 as experimental platform for renegotiating urban life & civic engagement<sup>1</sup>**

Siglinde Lang

University Linz

#### **Abstract**

How can people articulate their desire to actively shape their immediate, everyday surroundings? How can such civic potential be transformed into impulse(s) for urban development? To what extent can artistic processes contribute to converting urban spaces into arenas of cultural negotiation and civic action? These and similar questions were the starting points for 7hoch2 – Festival für zivile Auftragskunst (Salzburg, A), which explored new types of intersections and relationships among citizens(hip), artistic practices, and civic engagement. By creating a discursive, hands-on platform where concrete civic concerns and artistic practices meet in shared and dialogic processes, the initiative aimed at generating impulses for location-specific transformations and activating the city space as a living environment.

The project considers citizens experts who can contribute specific knowledge to shaping their urban environments. Often, they know exactly where change is necessary but commonly encounter a lack of incentives to become active and the necessary tools to intervene in their immediate environments. The intention of the (prize-winning) 7hoch2 festival was to provide a public platform for exploring civic potential in urban transformation processes. We designed a process in which people living in Salzburg (Austria) submitted photographs of sites exhibiting a potential for change. Seven sites were selected for temporary transformation through artistic interventions and contemporary artistic practices. In collaborative constellations including an artist and engaged citizens, and in dialogue with the submitter, impulses for change were developed and realized. The talk will present

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<sup>1</sup> The talk is based on the following article: Lang, Siglinde/Chatterjee, Sandra: Renegotiating Art and Civic Engagement: The Festival 7hoch2 as a Hands-On Platform for Co-Creating Urban Life, in: Ziemer, Gesa/Berger, Hilke: New Stakeholders of Urban Change: A Question of Culture and Attitude? Berlin. Jovis 2017.

the conceptual starting points, in particular, the concepts of urban, cultural and artistic citizenship, the festival concept and its activities. Based on experiences and a scientific analysis,<sup>2</sup> I will then outline our approach for rethinking the relationship between artists and publics by re-negotiating the term “citizenship” as the “right to a say” (cultural citizenship) as well as an “ethical responsibility” (artistic citizenship), which must be worked out and negotiated. Thereby, I will open (up) a discussion on “art as a common resource” by framing/questioning the political as aesthetic potential as well as limitations of this participatory project.

**Keywords: civic, artistic & urban citizenship, cultural production, public art, participatory urban development, potential & limits of participation**

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<sup>2</sup> The analysis was carried out as part of a research project on “Participatory Spaces and Collaborative Knowledge Production” in cooperation with the University Salzburg/Mozarteum Salzburg (A)

## **Co-producing climate adaptation: developing a tool and process for integrating local knowledge into climate planning**

Katherine Lieberknecht

University of Texas at Austin

### **Abstract**

This research asks: how can municipal agencies, residents, university researchers, and a non-governmental organization co-produce a technological system and planning process to better incorporate local knowledge and experience into climate adaptation planning?

Local communities, and the people who live within them, experience firsthand the impacts of climate events, such as extreme heat, flooding, and wildfire. Marginalized populations see these impacts further magnified by chronic stressors such as racism, poverty, and poor health. At the same time, residents on the frontline of climate events and chronic stress often have critical knowledge about the characteristics of these challenges, the harms they cause, and potential solutions. This valuable local knowledge has at times been difficult to integrate into climate planning and decision-making. In response, local agencies, nongovernmental organizations, researchers, and communities have identified the urgent need to better link everyday knowledge about people's experiences of and responses to climate events to the larger-scale planning and adaptation work conducted by local governments and their partners.

In this article, we present findings from a research project that uses a community-based participatory approach to co-produce a data portal and planning process focused on incorporating local knowledge into climate planning. The neighborhood of Dove Springs (Austin, Texas, United States) is a diverse, socially vibrant, and economically challenged neighborhood experiencing repeated and severe flooding and increasing urban heat. After a severe flood that resulted in loss of life and extensive property loss, residents and a non-governmental organization, Go Austin!, Vamos Austin! (GAVA) identified the need for a safe and secure online portal where residents can both share knowledge about their community, climate events, and other chronic stressors as well as find information needed to prepare for and respond to climate events as they occur. University researchers partnered with residents, GAVA, and the City of Austin to secure a three-year

National Science Foundation grant to support the development of a portal and planning process to meet this community-identified need.

Our community-based participatory approach centers around the Dove Springs Climate Navigators program, co-developed by neighborhood residents, the City of Austin, GAVA, and the university. The Climate Navigators program uses a “train the trainer” approach adapted from public health to build a network of community members who gather and disseminate climate-related local knowledge. Neighborhood-based Climate Navigators, who receive payment for their participation, use cell phones and program-distributed tablets to upload climate-related local knowledge into a secure online data portal. Researchers, city staff, and community-serving organizations then analyze these data, link them to existing information about climate and social risk, and use them to develop local and regional climate planning and implementation.

This article describes the community-based participatory approach used for portal and program development, shares findings from an interviews and focus groups that delineate the opportunities and barriers of this co-produced climate planning, and outlines next steps for community-driven ideas about how to most effectively link information from the data portal to concrete climate adaptation strategies. Our findings are relevant for planning scholars and practitioners considering how to co-produce climate adaptation tools and processes and integrate local knowledge into climate planning.

**Keywords: co-production, climate adaptation, community-based climate planning, climate planning, local knowledge**

Reference:

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## **"Co-production Expertise" in World Heritage Cities: the Experience of Bamberg**

Iuliia Eremenko

University of Bamberg

### **Abstract**

Cities are living organisms in which space and people mutually create one another. As cities grow and develop, they confront complex choices, including protecting their cultural heritage or letting new development take its place. In cities whose historic centre has World Cultural Heritage status, this issue is the most pressing. Construction and restoration work in such cities is an ongoing process of coordinating the interests of multiple actors. Therefore, it is no longer possible for the government to decide alone on every change within each building, such as painting a building or replacing windows. In addition, because of the multiplicity of these cases, the government has to find ways to involve additional experts, for example, from non-governmental organisations (NGOs) or involve city activists.

The study focused on the role of expertise and the expert community co-production through the local politics and decision-making of a World Heritage City. The expert public community and its inclusion in decision-making are important factors that increase contextspecific and effective solutions. The author demonstrates how the developing forms of public governance change the local expert community and transform its structure and core principles, leading to more open forms of expertise.

The research is based on data from semi-structured expert interviews with representatives of the city administration, local activists, citizens, members of non-public organisations, NGOs and local business representatives. Using the case study of local urban politics, the author illustrates that collaboration between professionals and influence on decision-making is increasingly dependent on public opinion and the diversification of the structures of expert communities. The latter implies, in particular, the inclusion of citizens who do not have formal expert status but who have sufficient experience and authority to influence urban policy. The author uses the example of the World Heritage City, Bamberg, as a relevant example of a local community with polycentric, multi-level governance, constantly needing to coordinate the interests of residents, the city administration, businesses, professional groups and UNESCO as an international organisation.

The author considers the mechanisms when a government finds itself in need of additional cultural heritage experts, taking into account its obligation to follow formal procedures and regulations and its need to ensure greater involvement of citizens in the decision-making process.

In this work, the term "co-production expertise" is used to describe cases when different forms and levels of expertise overlap within the framework of collaborative governance to solve conflicts.

This study shows how the mechanisms of "co-production expertise" are formed in a World Heritage City. In some situations, NGOs and individual citizens whom the government engages in providing expertise in some cases have great credibility among residents than members of the administration with formal expert status. This helps to resolve conflicts peacefully and reduces the cost to the local administration. This trend is in line with larger changes in public administration, which is becoming more adaptive, complex, polycentric, and oriented towards productive cooperation. Expert communities are becoming more fragmentary due to the active involvement of actors who, by their socio-professional status, are not formal experts but have significant experience and social influence, especially in the local community.

**Keywords:** co-production expertise, expert community, World Cultural Heritage, urban conflicts, local communities

## **“They seem more make sense”: how documents and meetings shape the Integrated Tourism Master Plan of Lombok**

Indrawan Prabaharyaka\*, Dian Hasanuddin\*\*

\*Humboldt Universität zu Berlin

\*\*Indonesian Association of Urban & Regional Planner

### **Abstract**

In this paper, we investigate what makes co-production possible, that is, the co-constitution of the scientific and the social. We do so through an ethnography of the Integrated Tourism Master Plan of Lombok, an island with pretty landscape and laden with poverty. During the Master Plan formulation, different actors inscribe their interests in the Master Plan to transform the island into a tourism magnet and an economic growth pole. The key actors are expert subjects from four organizations: the Ministries represents the central government, the Bank the multilateral institution, the Local Government the local citizens, and the Consultant. How do these actors actually co-plan the tourism area? How do their actions reflect their cosmologies? How do their interactions affect the knowledge creation and the policy formulated in the Master Plan? To answer these questions, we follow a series of abstract ideas, how they transform into a solid shape within the course of the project, and how these actors negotiate and influence the transformation using two devices, documents and meetings. Indeed, there are moments when one actor's ideas seem more make sense—and feel more scientific—than other actors. However, it does not simply mean that other actors are less scientific. Instead, the ideas seem more—or less—make sense after they transform into documents. Therefore, we want to make the invisible visible, namely, the stabilization of social order within the Master Plan formulation. Accordingly, after we reflect upon the importance of documents, we can see the significance of meetings as directive moments in which multiple experts propose their interpretation of documents in a seemingly urbane manner. Both documents and meetings are things which hold the scientific (planning) and the social (order) together in the co-production of tourism areas.

**Keywords:** tourism, master plan, documents, meetings

## **TUESDAY 15:00-16:30**

### **Session A: Public Space II**

#### **Co-production as an experimental and experiential process**

Ohoud Kamal\*, Zina Khoury\*\*, Laila Abdul Majeed\*\*

\*Birzeit University

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#### **Abstract**

Co-production has various understanding in practice and within different disciplines and has been mostly related to Development Studies and Public Administration. Moreover, it has been framed by the boundedness of these disciplines. While their contribution is indisputable, it is only in the past decade or so that these investigations have taken place to study and understand co-production from an urban point of view and have majorly focused on certain geographies and experiences. This article is a response to various calls to narrate from multi-disciplinary positions, contexts and practices.

This article explores the co-production process of a local community park located in Amman, Jordan that is being co-produced through a multi-disciplinary team and an engagement form that consists of an educational institution, the municipality, the local neighborhood community and volunteers. Co-production is viewed and processed through multiple overarching and overlapping lenses including reciprocity (non-hierarchical collaboration), participatory action research and socio-spatial urban transformation.

The case contributes to diversifying how to think about co-production that is shaped by the complexities of its global South context. This would broaden and contribute to the range of understandings and contexts from which co-production has been produced. It is a call to think through difference and different ways of knowing and being and hence proposes to think about co-production with an experimental and experiential methodology. This aims to allow for an inductive and incremental process of socio-spatial urban transformation and community activation.

The experimental and experiential methodology has been based on exploration through play, spatial imaginaries, brainstorming gatherings and community storytelling sessions. These catered for always the need to re-align and reconfigure the vision for the garden and establish for social justice as the core value of the project. These sessions included different collaborators such as the neighborhood residents (both local and immigrants), school children, civil society organizations, the nearby schools and urban planners, designers and architects. The spatial imaginaries brainstorming sessions also included the nearby school that institutionalized these exercises in their curriculum and was thereafter tested by the students who proposed various imaginations of the urban transformation of the park.

The experimental and experiential methodology also induced integrating our positionalities into the research process. This meant that through understanding and reflecting on the successes as well as failures and challenges of our co-production ideas and processes, we bring in new understandings and insights to co-production concepts, mechanisms and approaches. Furthermore, we question and explore the management of power dynamics, the tangible and intangible dimensions of the transformation, the non-linear and iterative planning processes and the incremental programming and implementation of urban transformation.

The article ends by identifying an alternative form of space activation through community collaboration. This alternative form uses an experimental and experiential methodology that challenges the conventional linear process of planning and proposes an iterative process, one that is based on getting citizens and state together and drives for an ideology and policy shift that reconfigures essential power relations and their socio-spatial implications as well as their urban transformation capacities.

**Keywords:** Global South, co-production, temporary programming, urban space, social justice, participatory action research, community engagement and participation

## **Blurred boundaries: Quality of life impacts of organically co produced urban public space in local neighbourhoods in Bengaluru, India**

Shubhi Sonal

REVA University

### **Abstract**

The paper looks at co production of effective public space in 4 high density urban neighbourhoods in the intermediate city areas of Bengaluru, India. In a unique pattern of densification observed here, the existing neighbourhoods are gradually transforming from low rise-medium density to mid rise-high density residential zones with unplanned incremental transformations in urban form.

One of the first fatalities of such unplanned densification in an existing urban neighbourhood is the amount of private space available per capita. Conversely, it is also observed in traditional Indian neighbourhoods that the dissatisfaction generated due to crunch in private space is often compensated for as people begin to draw more satisfaction from their experience of the organically produced vibrant public realm. Further evidence towards this hypothesis is found in the theory of Proxemics (Hall E.T., 1966), which proposed that predominantly contact cultures such as the ones seen in Asia, would have a higher degree of tolerance for tolerant of crowding than noncontact cultures. On similar lines the collectivist theory (Evans et al 2000) accounts for frequent and close social interaction in collectivist cultures as seen in Asian cities.

It is observed that under stressed conditions characterised by little or no provision of public space by civic authorities, spaces such as local roads, footpaths, temples, school grounds, retail spaces etc organically begin to operate as public spaces. Effective public space is introduced as a novel concept in this study. All publicly accessible spaces in a neighbourhood irrespective of ownership are included within effective public space. In a broader sense, this concept denotes the entire public realm of informal public spaces which is available to a resident of the neighbourhood. In the absence of formally public space provision from the resource starved municipal bodies, the co produced effective public spaces provide much needed relief, recreation and social interaction opportunities to the residents.

A study of the organically co produced effective public spaces in these neighbourhoods reveals that these spaces are significant catalysts that enhance the overall quality of life experienced by the residents. Analysis based on typologies, accessibility and level of control was carried out using physical mapping, surveys and statistical methods. The study finds that threat to quality of life posed by high density urban living can be mitigated by leveraging the organically co produced effective public space in the neighbourhoods.

**Keywords:** public space, high-density neighbourhoods, quality of life



# **Urban Transformation in Johannesburg: Co-production of Public Space**

Zubeida Lowton

University of Glasgow

## **Abstract**

Urban transformation, the process of transforming spaces into more equitable and accessible spaces in Johannesburg has often been contested. The transformation of spaces in Johannesburg has been influenced by race, class and the apartheid legacy. Some scholars argue that the process of desegregation has been slow as historically segregated groups remain economically divided. While others have acknowledged that societal reintegration and urban transformation has been achieved. Transforming historically segregated spaces into inclusive spaces can be achieved by encouraging the co-production of public spaces. This entails shared responsibilities of everyday spaces and can be implemented in the form of City Improvement Districts or Business Improvement Districts. The co-production of public space at the street level is often reflected in the spatial and policy plans developed at a city level. These plans include spatial development frameworks, integrated development plans and the city development strategy. While these plans guide the development and intended use of shared public spaces, the actual use may differ. Therefore, an understanding of the intended use and the actual use is needed to understand the spatial implications of existing co-produced spaces. However, little is known about the experiences and attitudes of everyday public space users towards existing co-produced public spaces at a street level. Using three public spaces in Fox Street, Johannesburg, this paper investigates the role of delivering urban transformation through co-production in Johannesburg public spaces. This paper also assesses the spatial implications in this context. Semi-structured interviews, observation and multisensory walking qualitative research methods are used to guide the research. This study revealed that the spatial implications are based on the perception of public space users and urban form. Most participants in the public spaces are comfortable in public spaces however they indicate that they would not venture out to surrounding spaces. In terms of urban form, public spaces are disjointed with clear differences in the intentionally and unintentionally co-produced public spaces. The study also revealed that there are social implications of the co-produced public spaces that impact on the social interactions of everyday public space users. In a country where the state historically dictated the spatial and social use of public space,

delivering urban transformation through co-production is an opportunity to change the power dynamics. Sharing the responsibilities with the everyday users can positively impact on the spatial form and use of public space. Overall, this study contributes to the gap in understanding the everyday user experiences and attitudes towards delivering urban transformation through co-production.

**Keywords:** urban transformation, co-production, public space, Johannesburg, spatial implications

# **Planning practice for privately owned public spaces: actor, instrument, motivation, challenge and desire. The case of Germany**

Dahae Lee, Nele Scholten

Technical University of Dortmund

## **Abstract**

New types of public spaces keep emerging due to societal changes, including the retreat of the state and a trend toward the co-production of public services. Privately owned public space/s (POPS) is a type of co-produced public space that was first introduced in New York City in the 1960s. Since their initial introduction, POPS have become a popular mechanism to increase public space, particularly in highly populated and densely built cities. While POPS have been largely studied, especially in the Anglo-American world, there is a lack of knowledge on the subject in Germany. Instead, there is a common understanding that public spaces in Germany are solely or primarily publicly provided. In our previous research, we challenged this commonly held perception and demonstrated that private stakeholders are important partners in providing public spaces. This research builds on the previous research, and thereby, illustrates the German planning practice in relation to POPS.

This paper presents empirical results drawn from a survey, document analysis, and expert interviews. The survey responses from the local planning officers from the ten largest cities in Germany indicate that a wide range of planning instruments are used to provide and manage POPS. The results of the survey also reveal the local planning officers' motivation to cooperate with private actors in providing and managing public space. Moreover, respondents reported challenges they have in working with private actors as well as their desire to improve the practice. A number of POPS in HafenCity in Hamburg were selected for a detailed study, including document analysis and expert interviews. Being the largest inner-city urban development project in Europe, the HafenCity development provides ample opportunity for POPS study. 37% of the area are to be developed as public spaces, from which one third are POPS. Based on findings, the paper demonstrates the planning practice of providing and managing POPS in Germany and presents a number of policy recommendations.

## **Session B: Community Scale Co-production**

### **Is the future of the city the co-city? Insights from the Italian context**

Francesca Bragaglia

Politecnico di Torino

#### **Abstract**

Within the complexity of the current socio-economic scenario, it is increasingly evident that there is a need to rethinking the relations between urban actors, especially those between governments and civil society. In particular, drawing from previous work, governments are increasingly looking for their civil society (Bragaglia, 2020) to build new shared ways 'of doing things'. In the last decade, social innovation and commons are two concepts increasingly used to convey these new paradigms of urban governance based on co-production. The 'co' paradigm implies, on the one hand, that there are active local communities capable and willing to spend time and resources to improve their local areas. On the other, it implies that governments rethink their policies and open up new institutional spaces to allow new partnerships with civil society to become operational and robust. In Italy, some cities are experimenting with the new paradigm of the 'co-city'. This new model of urban governance attempts to overcome traditional urban planning and welfare models with a view to co-production. Small community services and reclaimed and transformed urban spaces sprout thanks to the socially innovative forces of civil society and public institutions that enable these processes within new institutional frameworks. However, this new model is not immune from pending issues and possible downsides. On the one hand, the 'co-city model' can indeed be a driver for a more open and inclusive city. On the other, in times of scarce public resources, it could also be a Trojan horse where co-production is just urban management with a 'community face'. Thus, there is a tension between the actual empowerment of civil society and the mere devolution of managerial responsibilities to the latter. Moreover, the 'co-city' paradigm also has several ethical implications related to the use of civil society's voluntary time. Therefore, this contribution investigates the potentials and threats of this new model of urban governance, the new challenges it brings, and its long-term sustainability. In order to do so, two case studies are investigated. The Collaborare è Bologna project, promoted since 2016 by the Municipality of Bologna to activate new forms of collaboration between administration and citizens and the

Co-City urban development project launched in 2017 by the Municipality of Turin through the European Programme UIA. Both experiences are based on activating the co-production of services and the collective regeneration of urban spaces, leveraging on grassroots practices of social innovation and networks of civic actors already rooted within the local areas. Is the future of the city in the 'co-city'?

**Keywords:** co-production, urban governance, social innovation, commons

Reference:

Bragaglia, F. (2021). Social innovation as a 'magic concept' for policy-makers and its implications for urban governance. *Planning Theory*, 20(2), 102-120.

## **The Riccio: a book-sharing pavilion realized in a context of collaborative governance**

Giuseppe Resta

Yeditepe University

### **Abstract**

The Riccio (Hedgehog) project is an action of community empowerment realized with a small book-sharing pavilion. The pavilion was installed in 2019 following an extended negotiation process between the municipality, the local entrepreneurs who funded the structure, and an informal group of citizens who demanded a new cultural landmark. The architecture think tank PROFFERLO facilitated the process in a context that is new to collaborative governance. Ad hoc forms of partnership agreements like this disclose new possibilities of enhancing collaborative governance of the urban commons for students and young design practices. It is generally known in Italy as Regolamento sulla collaborazione tra cittadini e amministrazione per la cura, la rigenerazione e la gestione in forma condivisa dei beni comuni urbani. In brief, a set of regulations to enhance collaborative governance of the urban commons that was approved in 2014 in many Italian Municipalities and consistently experimented with in Bologna.

It should be noted that the Regolamento is a two-way collaboration that overcomes the usual dualism between agent and recipient of the action. Considering the number of public gardens, squares, courtyards, and urbanized countryside spots that government institutions cannot care for on a regular base, an agreement with local communities would facilitate the maintenance of and re-activate places that are usually neglected.

This project, we suggest, can be considered as a case study for early career practitioners to design small-scale interventions within a complex social milieu, thereby approaching the profession with a politically active role in society. The Riccio is a piece of micro architecture as well as a testing ground for a new form of agreement for the reuse or enhancement of urban commons, implemented with a simplified bureaucracy that favours participation. The horizon of co-production for urban transformation that is set in the call is here discussed in terms of both methodology and analysis of the drawbacks and complications that fol-

lowed the construction in order to improve any new application of the policy. Notwithstanding its size, all the activities that engage the book-sharing facility are potentially relevant to the extended community.

The uncertain status of a book-sharing pavilion, in relation to its potential users, the entrepreneurs, and the designers (in the broader sense), is due to the blurry definition of its ownership in the public realm. Ownership is not limited to those who actually own the space and entails rules of access and usability that usually cannot be overlapped with the former.

We have always lived between the private and the public realm, though the privatization system has rendered the two a contrasting dichotomy in which the family setting has replaced public life in society. This change of scale, in which the meaning of “we” is downscaled, has built mistrust in strangers. It would be difficult to argue that the Riccio is against the wellbeing of any group of people living in a small town in southern Italy, but at the same time obstacles and problems arose. The Riccio is now a self-regulated facility that occupies a few square metres of public garden, although its activity potentially involves the whole community and more.

**Keywords:** partnership agreement, book sharing, collaborative governance, publicness, Italy

## **Suggestions for co-producing urban resilience – insights from the Gängeviertel redevelopment process**

Michael Ziehl

HafenCity University

### **Abstract**

The presentation introduces 14 suggestions in depth for co-producing urban resilience by developing urban spaces in collaboration of urban administrations and self-organized communities (Ziehl 2020). These are in very short:

1. establish and maintain a trustful work relation
2. distribute decision-making power and agency in a balanced way
3. regulate property rights in the long term (e.g. with lease-hold contracts)
4. create superordinate coordination bodies that involve high-ranking administration
5. mandate leaders for negotiation, that are able to push through compromises in their organizations
6. involve intermediaries and experts for moderation and external knowledge
7. mutually adjust organizational structures to the needs of your opposite
8. counteract conflicts with realistic planning of timeframes and budgets
9. use public funding flexibly
10. support volunteers financially
11. democratically legitimize privileges of citizen organizations
12. use local networks and involve the public as additional resources
13. define overarching common goals of the cooperation partners
14. initiate further real-world labs and develop transferable cooperation models out of them

The suggestions are the key outcomes of my transformative research (doctoral dissertation) about the conflictual Gängeviertel redevelopment in Hamburg, Germany. The Gängeviertel is an ensemble of thirteen historic buildings in the city center that were vacant mostly for approximately 10 years. After its peaceful appropriation in 2009 and an intense public debate about its future the Hamburg senate decided to develop the quarter in cooperation with the activists. The resulting concept provides funds for its renovation and calls for publicly-subsidised apartments, studios and workshops as well as a sociocultural centre. Today, the Gängeviertel is a vibrant place. Diverse activities are open to the public, while the emphasis on affordability ensures access for many. This is made possible on the



one hand by the voluntary work and self-organization of the activists, as the Gängeviertel is collectively run on the basis of a grassroots democratic structure with an association and a cooperative as legal organizations. On the other hand, the city administration supports these activities by giving use permits and waiving rents for the buildings that have not yet been renovated. After long negotiations the cooperations partners even agreed on a lease-hold contract, that ensures the self-organisation for 75 years.

I understand this cooperation as a successful spatial co-production to the benefit of urban resilience in Hamburg. Therefore, I used it as a real-world laboratory to derive transformation knowledge that can foster further cooperations between citizens and city administrations as well as support the Gängeviertel redevelopment itself. Besides a brief summary of this research process the presentation focuses mainly on the underlying concepts of co-production and urban resilience from an urban planning perspective. Hence, the resilience of a city correlates to the specific qualities of its subsystems such as diversity, modularity, redundancy, multi-functionality, (social) innovation and selforganization (Sharifi et al, 2017 p. 17). In order to utilize these qualities, alternatives to the existing range of municipal and private-sector services must be developed, in accordance with site-specific urban environs and infrastructure. Urban resilience means cooperatively developing the ability of cities to systematically adapt and transform in light of the challenges they face. In order to achieve this aim, the relationships between politics, municipal administrations, economics and civil society must be recalibrated. This is especially true for the cooperation between planners and citizens. In recent years, many European cities have witnessed the growth of numerous formal and informal organizations actively contributing to resilient urban development and planning. These include smallscale housing and energy cooperatives, cultural and urban gardening projects as well as neighbourhood regeneration initiatives. However, the contributions and potential of these groups for urban development are not yet sufficiently integrated into an urban development policy and administrative praxis that seeks to foster a future-oriented transformation of urban systems (Frantzeskaki et al, 2016, 41ff.). To adress this gap and to support the actors involved with practical knowledge I developed the aforementioned suggestions to co-produce urban resilience by developing urban spaces in collaboration of urban administrations and self-organized communities.

**Keywords: co-production, urban resilience, cooperation, real-world laboratory, transformation knowledge**

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## **Social co-production of urban regeneration in France. A framework for activist research with residents and facilitators.**

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### **Abstract**

In France as in many other countries across the globe, academic institutions and academics themselves participate alongside community-based and civil society organisations (CBOs and CSOs respectively) in collaborative urban actions striving for social and spatial justice. We will argue in our presentation that these collaborations constitute a social co-production of the city, a specific type of co-production with particular outcomes in terms of urban transformations and citizen empowerment, different and sometimes explicitly opposite to official co-production initiatives.

Mainstream taxonomies of co-production are based on the activities of service provision which are coproduced and/or on the individual or collective dimension of collaboration between clients and public authorities. By contrast, our definition of social co-production distinguishes itself from other collaborative forms by the stakeholders it engages (academics, CBOs and CSOs) and the objectives it pursues.

This presentation argues that social co-production is both efficient and inclusive when following a rather long history of partnerships, influenced by residents' demands and needs. It is not a technical process neither a one-shot initiative. These characteristics make social co-production a promising alternative for more just urban transformations. All over the world, citizens and local communities are facing adaptation to large-scale urban transformations (technological disruptions, urban regeneration, circular business models, anthropogenic changes), whereas new public policies focusing on urban transformation do eventually create risks for underprivileged urban sectors. Urban transformation is thus both a factor of tension and of social innovation. Our presentation emphasizes how social coproduction is thought, designed and operated within already existing initiatives in France in deprived communities or in working-class neighbourhoods targeted by urban renewal projects.

In particular, we will unpack social co-production by addressing three major questions through examples of our own and CoPolis<sup>3</sup> partner institutions. Firstly, by dissecting the organisational configuration of long-standing urban collaborative partnerships, their major social and political components, origins, contradictions and institutional or larger movements supports. They typically include civil-society grassroots initiatives (tenants' associations, women's self-help groups, local third sector organisations...), academics and/or architects or urban activists, and intermediary actors engaged in advocacy, technical and legal support.

Secondly, we will discuss the links between social co-production and alternatives to planned urban transformation models, especially urban regeneration ones. Our team's experiences in contexts of urban renewal programs are specifically aimed at changing the frames of reference and targets of large urban development projects. It does so by bringing counter-discourses and forces to the fore, emphasising local ties versus displacement, rehabilitation versus rehousing and preserving the commons versus the privatisation of public spaces in housing estates.

Thirdly, activist research begs the question of social outcomes in terms of knowledge co-production in non-hierarchical settings which enable personal empowerment. As academics, it engages us in discussions of knowledge sharing and about the recognition of different forms of knowledge. Postwestern epistemologies are thus an important set of references for conceptualizing the social coproduction of the city through (or rather, with) activist research.

**Keywords: social co-production, community based initiatives, urban renewal, spatial justice, knowledge co-production**

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# **The Urban Trialogue for the Co-production of the Social Infrastructure of Hope**

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## **Abstract**

For almost half a century, the uneven and unequal development thread of cities has expedited the discord over income and accessibility to urban facilities and ultimately reinforced the polarization of wealth and poverty. As a response to such polarized urbanization which has also triggered political, social and spatial challenges, various initiatives and communities from different parts of the world have engaged their agenda with more emancipatory and inclusive practices. Calling for another possible way of urbanism, these practices focus on some key concepts such as commoning, local empowerment, local knowledge and co-production.

This paper is built around the concept of co-production in a context of an unprivileged self-provided neighbourhood in Belgrade, called Ledine. Understood as a leverage process of power, this concept of co-production recognises power discrepancies among differentiated participants of these processes while widening up the scope and strengthening the position of culturally marginalised, economically dependent and politically oppressed categories across our contemporary urban society. By engaging beyond different disciplines and geographies, this contribution aims at illuminating the capacity of Hope—conceived as a decisive element in any attempt to bring about social change in the direction of greater aliveness, awareness, and reason—that emerges among the people when engaging with the structural reproduction of their underprivileged social arrangement in a given society.

Empirically, the arguments brought up in this paper are based on the research about the social infrastructure of hope which embodies itself through co-production activities in the everyday life experiences of the marginalised children in the Ledine neighbourhood. In this regard, the paper offers critical insights based on one of the researchers' (Predrag Milić) embodied experiences in the context of

Ledine, searching for the capacity of Hope through co-production at a site of marginality and underrepresentation. In the past five years of a fieldwork with children in the Ledine neighbourhood, it has been discovered that this capacity in the here and now, which transcend, in Lefebvrian sense of the word, a given unfavourable historic and social situation. The discovery of this possibility of change through co-production is what this research is about. If destructiveness is the response to or the alternative to hope, then Social Infrastructure of Hope is a working concept introduced into this research to unravel the altering potential of everyday life spatial practices, or, on a more metaphorical level, researcher's position to capture the realisation of the children's urban dream yet to come.

The paper further aims at representing a cross-cutting multifaceted positionalities to the research with children in the Ledine. As the main researcher, Milić' holds various positionings in the field, which cherishes the changing in-between positionalities: being a part of the community as an inhabitant, being an activist, and being a researcher. Beyond such interwoven positionalities, the research also welcomes two external positionings by Ateş and Sobral, through which the research is discussed in a triologue fashion. By doing so, the paper also aims at weaving together three traditionally separated dimensions in city-making: practices of local communities, pedagogies of urban professionals and policies of decision makers, framed as an "Urban Triologue". The external positionings thereby reflect upon the case of Ledine through lenses of pedagogies and policies within the scope of co-production.

Through such a triologue, the paper most notably discusses and reflects upon: the power relation between stakeholders; the dialectic nature between responsibility and power; the communication channels and their relevance; the idea of authorship and its flexibility; and the enthusiasm of those taking part in processes of co-production in urban development. The paper finally brings some practical experiences of how being hopeful is a distinctive quality of actions that bring change.

The findings of this paper will be of use most of all to the practitioners who are usually the initiators and the moderators of the process of co-production in urban development, particularly at the sites of marginality and underrepresentation. They will provide them with researchers' situated reflections from the 'field', particularly in dealing with the changing interwoven positionings, about how it is possible to actualize and make use of the co-produced knowledge in urban development in unfavourable political contexts.

**Keywords:** co-production, social infrastructure, hope, urban trialogue, marginalised children

## **Session C: Governance II**

### **From car-centred to soft road user-centred urban planning: traffic planning in Norwegian cities and landscape architects' role in co-production**

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#### **Abstract**

This paper asks how landscape architects can contribute to the co-production of traffic planning and design that prioritized for walking, bicycling and public transportation in urban areas of Norway.

Roads and streets are mainly planned and designed by road engineers, planners and landscape architects. Road engineers design roads for cars travelling swiftly and safely, while landscape architects involved in road design focus more on spatial quality and experiences of soft road users (that is, pedestrians and cyclists). For almost a century the car has been the prime driver for the design solutions in road planning in Norway. According to UN Sustainable Development Goal 11, a paradigm shift towards more walking, bicycling and public transportation is needed to mitigate climate change and improve health. Along with the changing drivers/goals, the roles of landscape architects, planners and engineers in road design are also changing. A new way of co-production across disciplines therefore needs to be explored.

To seek landscape architects' role in this new paradigm shift, we first conduct a historical study of urban planning in Norway, with the focus on traffic planning between 1910s and 2010s. Questions to be explored include: What are the urban planning approaches in different periods of Norway and how traffic planning has been positioned? What are the changes and the driving forces of such changes? How have cars achieved the dominance in urban traffic planning? What are the consequences and people's reactions?

Followingly, we use the city of Bodø as a case study to exemplify current planning conditions and landscape architects' involvement in traffic planning. Planners and landscape architects are interviewed to understand the mechanics of urban planning today and the obstacles that hindered landscape architects playing a greater role.



This is an on-going research and our pre-liminary findings are: as early as 1920s, the conflicts between cars and soft road users have already emerge in Norwegian cities. Car is “the designer for urban planning and city planning” in Norway from 1930s (Eriksen, 2020: 44). Urban development has changed since then to fit in car uses. Meanwhile, discussions about “traffic culture” also happened in media, attempting to solve conflicts in the streets. In 1930s, in his general plan of Oslo, city planner Harald Hals proposed to have a more open and greener city of Oslo through setting up traffic infrastructure in the peripheral belts around the city. However, such idea was not recognised until 1980s, when landscape architects presented similar ideas and won the competition of the new plan for Aker Brygge in central Oslo, using tunnel under Rådhusplassen to direct car traffic and leave the ground surface for pedestrians and other soft road users.

Regardless small progress such as the example mentioned above, landscape architects in general encounter great difficulties to shake the car-dominant planning approach in Norway. One of the obstacles is the “Håndbok N100” (Handbook N100 Road and street design) written from engineers’ perspective with a focus on safety and efficiency of car users. This handbook is obligatory for all public roads and streets in Norway. The flexibility for landscape architects in traffic design are therefore limited. Besides, electric cars have been growing quickly in numbers and are generally seen as a sustainable way of transportation. This also makes it difficult to challenge the car-centred planning approach.

Both historical studies and interviews with experienced landscape architects and planners have shown that history and experience-based knowledge play a significant role in balancing a traffic planning approach based on engineers’ perspective. In order to create a soft road user-friendly environment and modify the car-centred traffic planning approach, a paradigm shift is needed in urban planning in Norway, in which landscape architects should be placed in a more central position, and lessons and experiences from history should be revisited to reveal their contemporary values.

**Keywords: Bodø, landscape architect, sustainability, traffic planning, urban planning**

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## **Spatial practices from the periphery**

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### **Abstract**

Just urban transformation needs the inclusion of the interest of all actors – especially those standing on the margin – in the co-production of our shared environment. This contribution presents contemporary spatial practices in Slovakia and Czechia that bring various marginalized perspectives and thus demand a space in the co-production of their neighbourhoods, cities, villages or larger regions. The core of this contribution is to present who and how brings these perspectives and also what are the potentials and challenges identified by the spatial practitioners for such co-productions to enter the mainstream planning practice in the region marked by the post-socialist context.

Compared to the West or the Global North that followed a different historical experience, post-socialist countries in the Central and East Europe (CEE) largely lack spatial practitioners that would drive urban change towards more just alternatives beyond the status quo. The legacy of the past of the CEE region shaped by decades of arrests by the totalitarian regime or the threat of its return paved the way for a rather less active and alternative seeking society. Even as strategies of co-production are slowly being integrated in the planning processes, the question of who and how will participate remains tight to the dominant neoliberal political power and so many human and non-human voices stay invisible. Yet, there are a number of spatial practices that bring these marginalized voices to the fore. They are architects and planners, but also artists, ecologists, anthropologists and activists, employing a wide range of spatial practices and tactics focused on co-production towards more just urban transformation. This contribution, just as our research, draws on the perspectives of feminism of the 99% (F99), joins scholars such as Krasny and Fritz, Chelcea and Druță and by making visible marginalised spatial practices, aims to point to viable, already existing ways of spatial co-production with, for and in post-socialist context towards better futures for all – humans and non-humans.

In our contribution we will present findings from 20 interviews with contemporary spatial practitioners (organisations/companies) in Slovakia and Czechia that are bringing marginalised perspectives usually omitted in mainstream planning.

These are for example needs of socially excluded people, like Roma communities or people without shelter, needs of animals and plants, opinions of the lay public or care of abandoned buildings, landscapes and regions. We will answer the following questions: What principles and values do these practitioners have and how are these manifested in the concrete spatial practices/activities they do and in the spaces they co-create? What marginalised perspectives do they bring to mainstream planning and what is it telling us about the specific post-socialist context of the two countries? What kind of urban transformations do they cause and with what impact? And what are the potentials and barriers of including marginalized perspectives in urban co-production?

Similarly, as are marginalized perspectives often excluded from urban co-production in the CEE region, so are the experiences of this region so far largely invisible in the mainstream planning discourse. Yet, these experiences can be extremely valuable in bringing new ways of co-production for more just urban transformations in the context of the multiple crises caused by the neoliberal system across the planet – whether migration, housing, pandemic or climate.. In the same way as the CEE region is exemplary for developing features of neoliberalism in the purest form, it could be, this time, exemplary in providing valuable lessons for stimulating urban change towards more just cities.

**Keywords: co-production, spatial planning, CEE context, marginalized perspectives, urban transformation**

# **From Municipal to Municipalist Co-production: Rethinking the Role of the Local State in Greater Manchester**

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## **Abstract**

Urban studies has long been concerned with the municipal scale of action (Leitner et al, 2008) and new forms of collaborative governance at the local level to address intractable urban inequalities (Purcell, 2009; Prosser et al, 2017). The discourse of co-production has gained traction as a means to address urban governance concerns, positioned on the highest 'rung' of the ladder of participation between citizens and the state (Rosen and Painter, 2019). Emphasising principles of equality, reciprocity and 'synergies of expertise' (Ostrom, 1996), research has emphasised the potential of co-production to open policy processes, seed new ideas and contribute to fairer outcomes (Perry et al, 2019). In an international policy context, the New Urban Agenda now makes explicit reference to the need for 'enhanced civil engagement and co-provision and co-production' by local authorities (United Nations, 2017) in the wider context of the sustainable development goals. Yet there are three key challenges in putting these aspirations into practice.

First, despite its radical potential (Chatterton et al, 2017), the literature on co-production has been monopolised by public administration or health sector scholars (Brandsen and Pestoff, 2006; Bovaird, 2007; Durose and Richardson, 2015), with less focus on what co-production means for territorial governance. Second, existing debates are state-centric and studies draw attention to the 'dark side' of co-production (Oliver et al, 2019) which can co-opt citizens without delivering meaningful participation (Fotaki, 2015; Kleinhans, 2017). In the UK, decades of austerity policies, Brexit and COVID-19 combine to make the need for new forms of governance and co-ordination at the local level all the more necessary (Rogers, 2020). There is widespread concern that the co-production of services, under conditions of 'austerity urbanism' (Peck, 2012), may lead to citizens and community associations delivering functions previously delivered by the local state, without any resources to do so (Watson, 2014; Pill and Guarneros-Meza, 2018, 2019; Habermehl and Perry, 2021). Third, although there is increasing appetite for co-

production, for instance as championed by Greater Manchester mayor Andy Burnham (Burnham interview, Taylor, 2017: 23), there is limited political literacy around co-production at the local level leading to over-hyped and under-evidenced claims being made.

In this paper we contribute an original analytical framework that seeks to address these challenges. First, we theorise the role of the state in co-production at the local level, through differentiating between municipal and municipalist co-production. Municipal co-production, we argue, is underpinned by a liberal, rational and ameliorative orientation centred on retaining the primacy of the local state. Municipalist co-production is informed by new forms of municipalism and autonomous organising reshaping state-society relations from below (Ayres et al, 2018; Russell, 2019), which gives rise to a radical, transformative orientation to co-production which fundamentally de-centres (but does not erase) the state. Second, we draw on a case study of the evolution of the co-production discourse in Greater Manchester, UK, and specifically a set of interviews with elite decision-makers conducted between 2019-2020 (pre-COVID). We analyse these interviews to identify dominant and marginal narratives of co-production, and to further develop our analytical framework. Third, we conclude by discussing the desirability and feasibility of moving from municipal to municipalist co-production for English city-regions such as Greater Manchester. Moving 'beyond critique' (Perry and Atherton, 2017) requires more than developing 'how to' guides or mobilising specific technologies of participation (McQuarrie, 2013) to 'fix' state-citizen relations at the local level. Addressing the question of 'how' means institutional unlearning, and understanding and enabling the processes through which groups can initiate co-production on their own terms and for other purposes beyond those designated by the local state (Mitlin, 2008; CLES, 2019).

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## **Session D: Urban Renewal**

### **The role of co-production in spatial justice and urban transformation in Budapest: The case of Magdolna Neighbourhood Programme in Józsefváros, the 8th district**

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#### **Abstract**

Innovative participatory processes, such as co-production is based on the creativity and the inclusion of participants. It is able to transform social relations, and can have significant positive impacts on urban transformations, therefore it is supported by local governments. Although through co-production citizens can have significant impact on decision-making and transformation, on the other hand, scholars argue that state-initiated processes can be the motors of institutionalization of inequalities.

The organization and the structure of the space have a crucial dimension on human societies and social relations. Therefore, the interactions between space and society have to be analysed to understand the drivers of social justice and to be able to formulate them into a territorial perspective to tackle them. Taking spatial justice and its theoretical background, the paper offers a critical perspective toward co-production, as deployed in urban planning and policies, by focusing on a case of Budapest. As well known, spatial justice is not only concerned with the localization of injustices, it draws on a stream of thinking that focuses on the dynamics of production of space (Harvey, 1973; Lefebvre, 1991) and the constitutive movement of spatialization of injustices underlying policy-making itself. With its focus on geographical, distributive and procedural aspects, spatial justice can help enriches the analysis and debate on the transformative potential of co-production and hopefully to orient it for the better.

Within the case of Budapest an urban regeneration programme is introduced in the most deprived neighbourhood of the city. Co-production has played an important role of the programme as a proposed way of social inclusion. However, the interviews which were carried out as part of the case study confirms the chal-

lenges, as well as the limits that co-production faces when coping with inequalities. At the same time, the interviews highlight how the reinterpretation of co-production is necessary, and how it can contribute to innovative forms of interactions inside of the society and also when dealing with public institutions. The risen awareness concludes in empowerment and more just urban transformations.

The paper answers how/if co-production can contribute to spatial justice, to the fair distribution of socially valued resources in different places. Moreover, it makes emphasize on the challenges came up introducing th urban regeneration programme.

**Keywords:** spatial justice; governance; co-production; transformative change, regeneration

## **Democratic innovation: co-governance experience within urban regeneration project**

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### **Abstract**

Much has been said about democratic innovations as a means of rethinking cities. It is understood as being processes or institutions that are new to a political issue or role or to a level of governance. Democratic innovations are developed to reimagine and deepen the role of citizens in governance by expanding opportunities for participation, deliberation and influence (Elstub & Escobar, 2019). Additionally, as criteria for innovation in governance (Smith 2019), it is also considered the need for cooperation and coproduction between citizens, public authorities and stakeholders; diversity of participants; and opportunities for discursive interaction and consensus building. Under implementation since 2018, the European project financed by the Horizon 2020 Program, URBINAT, assumes participatory processes as one of its pillars, the sphere of municipal governance, in the context of implementing healthy corridors in three front-runner European cities - Porto, Nantes and Sofia.

In the context of URBINAT, although participation initiated by citizens is welcome, it is predominantly participation initiated by municipalities that is taking the lead. The EC report dedicated to review projects similar to URBINAT, led by Harriet Bulkeley (2020), alerts to four dangers: 1) of reducing it to consensus and minimizing conflict; 2) that the participatory methods are themselves exploitative by just legitimizing solutions that provide little contribution to the needs and ambitions of the communities, 3) entrench or widen social inequality and 4) that crystallized institutional practices limit the envisioned social cohesion effects of nature-based solutions.

Introducing innovation in the governance framework of each URBINAT's front-runner cities, occurs through the activation of a municipal roadmap, developed as a result of the preliminary analysis on the local participatory culture. The municipal roadmap supports the proposals created by and with citizens in order to reveal the complexity of a decision-making process. Furthermore, it also encourages formal commitments from participating citizens, elected politicians, municipal staff and researchers to take part in the four stages of the co-creation process

- co-diagnostic, co-design, co-implementation and comonitoring - of the healthy corridor's urban plan. These strategies were operationalized by the constitution of Local Advisory Boards and Committees, as new governance structures for urban regeneration processes that engage citizens in the co-creation of solutions.

This paper explores the co-production between scientific and political perspectives by reflecting on the opportunities of institutionalizing participatory processes. Differences of each city in adapting the guidelines for a municipal roadmap to the local context are the research main focus, as well as the effects generated by the creation of committees under the governance of local projects. A transversal commission and thematic working groups were created in Porto, whereas the city of Sofia designed a single multistakeholder commission, and Nantes decided to strengthen an existing citizens commission that incorporated the discussion and planning of the Healthy Corridor. The analysis of the three commissions will emphasize the goals, balance between different stakeholders, roles, decision-making process and planning strategy, namely the articulation with the co-creation activities. It will also demonstrate the various expected benefits, such as: helping to correct the deviations identified in the several phases of the project, the establishment of a dynamic of participation that influences both the community and the local public government, and the promotion of a level of proximity and involvement with the urban regeneration project in terms of design and implementation.

**Keywords:** co-governance, multi stakeholder local committee, urban regeneration, institutionalization

## **Institutional co-production within urban renewal projects at a community scale: The case of Shanghai**

Fengqing Li\*, Huang Huang\*\*, Ava Lynam\*\*\*, Yue Gao\*\*\*\*

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\*\*Tongji University Shanghai

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\*\*\*\*Urban Renewal Division, Planning and Land Resources Municipal Bureau Shanghai

### **Abstract**

Urban renewal has been considered both a sustainable approach for stimulating economic development and revitalising the urban environment, as well as presenting risks for driving gentrification and socio-economic inequality. In more recent years, these projects have become increasingly oriented towards small-scale neighbourhood regeneration, while their driving forces are also shifting from wider inner-city revitalisation towards more specific needs, particularly those of ageing societies. In China, urban renewal has followed a similar trajectory, in which the predominant approach of destruction and reconstruction of historical districts, industrial sites, and urban villages has sparked profound debate around social justice and economic efficiency, and has led to the emergence of more exploratory approaches to urban regeneration. Community renewal projects involving the addition of lifts to multi-storey residential buildings have become prevalent in many regions, as these structures, constructed between the 1950s and 1990s, are increasingly considered inappropriate for the everyday needs of the country's growing elderly population. While these projects have been promoted from the top-down through grants, they have simultaneously been challenged by residents through the 'one household one vote' regulation. This bargaining process represents a trend of state-led or institutional co-production which has been observed in China, fitting with the national agenda to actively promote good governance and citizen engagement at the community level, as well as trust and compliance with the state. Learning from two representative cases in Shanghai, institutionalised co-production between departments, policy implementors and residents within community renewal projects has produced varying results. Tak-

ing co-production theory and actor-network theory as a scientific lens, this empirical comparative case study employed qualitative methods, including in-depth interviews, group discussions and participatory observations, in order to map and analyse the formal and informal negotiations and relationships between various actors to reveal the ways in which they supported, affected and constrained one another within such processes. As well as the contrasting approaches in state-promoted co-productive activities, the study shows how information assemblage from top-down and bottom-up considerably improved the efficiency of co-productive activities and encouraged new initiatives. However, it has also called attention to the power structures at play in the process, particularly the risk of over-representation among actors, which may cause shifts in empowerment and frustrate the co-productive process. Finally, the study also empirically contributes to co-production theory, especially for other contexts facing similar issues of passive civil society and more authoritarian hierarchies, by showing the potential for institutional co-production to mediate entangled relationships between state and society, activating and sustaining the co-productive process, and creating new opportunities for collaboration and producing mutual benefits. The study therefore shows that while these co-productive processes currently remain embedded in institutional hierarchies, they represent an important potential to catalyse administrative restructuring processes towards more sustainable community urban renewal projects.

**Keywords: community renewal, institutional co-production, information assembly, over-representation, administrative restructure**

# **Contrasting the influence of success perception in meanwhile use employment within urban regeneration processes: A comparison between a German and a Spanish case study**

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## **Abstract**

Meanwhile uses contribute to urban regeneration strategies utilized in the revitalization of cities, particularly those with great post-industrial heritage. The employment of meanwhile uses across the last decades have generated valuable knowledge and lessons learned, paving the way for more cities to use this tool in their strategies. Nonetheless, the temporary quality of a meanwhile use, allegedly a fundamental part of its constitution, is understood in different ways across contexts, which might muddy the knowledge-transfer processes that are necessary to tap into this potential. The understanding of temporariness, along with other elements of a meanwhile use, influence what stakeholders expect out of its implementation. This, in turn, influences the perception of success.

The perceived success of meanwhile uses allocated by stakeholders can play an important role in how the performance and impact of these urban interventions are communicated. These perceptions are relevant because they can shape preconceptions about meanwhile uses. They can hinder or potentiate their momentum towards evolution, consolidation, or replication. Simultaneously, the perception of success of a meanwhile use is dependent on what is understood by it. Depending on the stakeholder, this understanding is informed to various degrees by the spatial context, policy, academic literature, previous experience, and expected outcomes, among others. It is important to recognize how these understandings are shaped and how they influence the perception of success of meanwhile uses, given the great potential they have demonstrated as a tool for urban regeneration and co-production. What is more, learning and replicability outside of the original context where the meanwhile use was implemented is reliant on whether these differences in understanding are acknowledged and clarified.

This contribution identifies and contrasts some elements that influence the understanding of meanwhile uses and success perception in stakeholders from a

German and a Spanish case of urban regeneration: Rheinische Strasse in Dortmund (DE), and 22@ in Barcelona (ES). These cases are analyzed in terms of 1) how their policy defines and operationalizes meanwhile uses, 2) whether these definitions are informed by academic literature to any extent, and finally, 3) whether these definitions are understood as such by the stakeholders that were involved in these urban regeneration processes. Both cities belong to the consortium of the Horizon 2020 project “T-Factor,” which seeks to enable a group of pilot cities to implement meanwhile uses in urban regeneration plans that are either currently in development or underway. Elucidating on how concept understandings influence success perception can provide a clearer picture on how to best harmonize these differences across contexts for better implementation and evaluation, not only in the context of T-Factor, but also in the context of the employment of meanwhile uses as a tool for urban regeneration.

**Keywords:** urban regeneration, meanwhile uses, temporary urbanism, success perception



## **The Co-production and the urban renewal: The case study of Märkisches Museum quarter in Berlin**

Hellen Aziz, Salma El Lakany, Maher Yousef, Ahmed Gaballah, Omar Ossman

Technical University of Berlin

### **Abstract**

The Berlin wall built in 1961 led to the segregation between different neighborhoods and the change of some quarters from being central to peripheral. This occurred to the Märkisches Museum quarter, which was located in East Berlin in proximity to the wall until 1989. Before becoming a peripheral area, the museum was built in a central location through a citizens' initiative as a "Bürgermuseum"; to and for the citizens. Thus, the museum had a unique co-production approach at its core: involving different actors and the public agencies in the design and delivery of public goods and services. As part of the workshop "Ideenwerkstatt vision Museumquarter" hosted by the association of friends and sponsors of Stadtmuseum Berlin, research was conducted to understand the existing challenges and opportunities and to propose strategies for the urban renewal of the Märkisches Museum and its surroundings. Accordingly, this paper is based on a proposal's report for the urban renewal of the museum and its surroundings in the second semester of the urban development master program in TU Berlin, campus El Gouna. Inspired by the history of the museum, the research attempted to answer how co-production could be utilized to lead to the effective urban renewal of Märkisches Museum quarter. The research aimed to reflect co-production in the process of analysis, the proposed interventions and the governance of the proposed projects. To address the main research problem, the paper starts with identifying the different concepts related to co-production and urban renewal. Then, the context of Märkisches museum quarter is analyzed as the main case study where the study area was defined and limited to 20 min walk buffer from the Märkisches museum. The methodology used for the analysis was an asset mapping approach, focusing on the potentials of the study area, in addition to identifying the interests of the user groups' profiles. Moreover, QGIS software was used for quantitative data collection and mapping, as well as FIS Broker and Desktop research. Furthermore, to verify the outcomes of the analysis and ensure participation, an online questionnaire was implemented, interviews with stakeholders were conducted with "stadtmuseum", residents, and the Kreativehaus, as well as stakeholder participation at the "Colloquium" event which effectively

helped in achieving the co-production concept in the phase of planning. Based on the urban analysis, the vision and the goals for the renewal of Märkisches museum and its surroundings were set. The proposed interventions aimed to create a platform for co-production where tourism, local initiatives, heritage and history interact. Whereas the interventions are integrated projects including co-living and co-working projects which were proposed based on existing benchmarks in the study area that showed potentials for expansion. For the proposed projects, the paper describes the studied benchmark, the land-use proposal, the target

users, the legal considerations, the economic model and the financial feasibility as well as the governance model and the project phasing. In fact, the governance model of these projects was inspired by the participatory model of Amsterdam East. This model was studied through a site visit as well as an interview conducted with their coordinator and participatory agent.

**Keywords: Co-production, Urban Renewal, participation**

## **TUESDAY 16:45-18:15**

### **Session A: Governance III**

**Public control over urban transformation at stake. Regulating coproduction public/private urban development projects in France.**

Antoine Pauchon

Université Gustave Eiffel

#### **Abstract**

This paper proposes to unpack some recent transformations in the coproduction of residential urban development projects (UDP) between local public actors and real estate developers in France. By coproduction of projects, it is meant the collective activity of transforming space through the production of urban development projects. Should coproduction of UDPs be an ordinary way of delivering urban transformation, it has never been a given: it is a process that is constructed by the actors involved to overcome the obstacles bothering their cooperation. For the past ten to fifteen years, the urban production conditions have changed: austerity policies, constant growth of land cost in metropolitan areas, growing importance of real estate developers and investors, to name a few. These changes have direct impacts on coproduction, as the process of delivering UDPs and its organization. The implication of real estate developers and investors in UDPs has been scrutinized for the last ten years. Yet, in France, the main residential UDPs (i.e. several hundreds of housing units) remain public driven, sometimes through State instruments, but most of the time by public local actors (such as municipalities or inter-municipal entities) whereas their role in the coproduction of UDPs remains underinvestigated. This paper aims at showing how public actors act to maintain a public control over the process of urban transformation, despite the growing power of private profit-driven actors during the coproduction of UDPs. The paper is based on a confrontation between three UDPs with contrasting characteristics (Bassins à flot in Bordeaux, Quartier Camille Claudel in Palaiseau & Le Grand Parc in Bondoufle) and the analysis of three main activities of urban coproduction: land ownership and development, housing supply planning, and urban and architectural design. It unfolds three results that show how public local

actors maintain a public control over the process of coproduction of urban transformation through UDPs. (1) Instead of relying on ready-to-use tools to organize coproduction, public local actors design context specific rules to regulate the negotiation with real estate developers involved. In some cases, these specific set of rules are designed by both the public actors and the private actors and do not necessarily rely on law or coercion. (2) Public local actors use the assistance of some intermediary actors during the process of coproduction to frame the negotiations with a specific expertise. The main intermediary actor is the architect in charge of urban design. According to context related stakes or problems, thematic experts are also involved on behalf of local public actors. The area of expertise are broad and varied: environmental issues and sustainable development, funding and law experts, housing supply and pricing experts, etc. (3) Finally, the support of political actors to technical actors driving the coproduction is a key element in order to make sure that the rules are respected and that UDPs are delivered according to the public goals.

**Keywords: regulation, urban development projects, public local actors, real estate developers**

# **Infrastructures for the common: How housing corporations finance and govern spaces for co-producing sustainable and resilient neighborhoods**

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## **Abstract**

New housing quarters increasingly aim to provide more than housing. Responding to new demands and requirements, innovative housing companies and developers create spatial, technical and personnel structures that facilitate social interactions of residents and wider public. Such “infrastructures for the common” include common rooms, workshops, coworking spaces, guest rooms, gardens, as well as mobility services and staff to facilitate processes of participation and self-organization. Enhancing existing and providing new services and opportunities, this new type of urban infrastructure explicitly seeks to stimulate, enable and sustain practices of encounter, collaboration, sharing and coproduction that are recognized as the basis and driving force for sustainable and resilient neighborhoods. Aiming at active collective use, these infrastructures are to different degrees co-produced by the users. Combining use of services and generating of social interaction they provide added value and win-win solutions for residents, corporate actors, and the public: this includes higher satisfaction and identification of residents, activating sense of collective responsibility and social cohesion, harnessing potentials of resource- and costefficient sharing, creating new sources of revenue, and enabling social innovation for userdriven urban transformation.

The potential of these added values for neighborhood development is, however, realized unevenly. Complex actor constellations and, more precisely, the diffuse costs and benefits of such infrastructure are the main obstacles especially for all corporate actors which struggle to prove the economic feasibility. Our research examines how infrastructures for the common are actually implemented by non-profit as well as profit-oriented housing companies and developers. We explain how values of co-production and goals for public welfare and the common good

actually become relevant for corporate actors, i.e. under which conditions and economic rationales they can afford to create and provide such infrastructures.

Unpacking the processes of financing and governing of such infrastructures for the common, we compare corporate strategies of housing cooperatives, municipal and private housing companies. Drawing on studies of planning and organizing urban commons, collective goods, and collaborative housing with real estate economics, we develop a conceptual framework to explain corporate provision of infrastructures for the common. For the symposium, our contribution highlights how financing and governing involves various forms of co-production. This ranges from (a) the identification of benefits through processes of participatory coplanning or strategic company goals which may include long-term maintenance but also gaining access to land or additional planning rights for creating common good resources, to (b) the realization of benefits through co-production as active use and co-making of rules for use, to (c) the distribution of costs which are co-financed by voluntary self-organization or split either across all tenants, by charging specific user fees, or by collaborating in networks with public or private partners. Co-production, however, not only mobilizes resources and produces added values, but also generates conflicts and risks, e.g. ensuring active use, reducing conflicts, or avoiding free rider problems.

Based on eight case studies of urban quarters across Germany, the research explores which components contribute to viable business models for such infrastructure provision. Methodologically, we use a comparative case study design to identify structural characteristics as well as success factors for the provision of infrastructures of the common in different spatial settings made up by urban quarters. Empirically, we focus on actors from corporate actors of the housing economy, but also take into account the perspectives of the users as well as other stakeholders and interest groups working together in the provision of infrastructures for the common. At the symposium we will present preliminary findings from the field research in eight case studies to show how corporate actors govern processes of coproduction to enable infrastructures for the common.

**Keywords:** new urban quarters, housing corporations, infrastructures for the common, cost-benefit analysis.

# **Co-Design between Municipalities and Housing Developers in Swedish Sustainability-Profiled District Developments**

Melissa Candel

KTH Royal Institute of Technology

## **Abstract**

There is a growing need for co-designing urban development to facilitate innovation and sustainable transitions (Webb, et al., 2018). A suitable case for studying co-design for sustainable transitions is sustainability-profiled district developments (also referred to as sustainable neighbourhoods), which have been growing in popularity among Swedish municipalities over the last two decades. The municipalities who initiate these developments, often by using municipally owned land, specifically intend for them to act as testbeds for innovation and models for sustainable urban development. This is largely achieved through co-production with a variety of different stakeholders. For instance, some municipalities choose to involve citizens more in these projects to co-design aspects of the overall visions, plans and sustainability programs, previously explored in relation to participatory urban planning (e.g. Palmås, 2015).

Another major actor involved in co-designing these districts is housing developers. It is a common practice in Sweden to overlap the early phase of housing development projects with the municipalities' detailed planning process to improve coordination between them and allow housing developers to influence planning decisions. As housing developers design and plan their individual projects and their knowledge of the building conditions increase it is common for negotiations to take place before final development agreements are produced. This suggests that housing developers are not only responsible for designing and implementing their own individual building development projects, but are also involved in co-designing the districts to some degree during the land-use planning process.

This study provides an investigation of municipalities' co-design processes with housing developers during planning in sustainability-profiled district developments. This entails an exploration of how and when housing developers are involved, and what they are contributing to the planning process. The focus is specifically on how they co-design aspects related to sustainable development and

innovation. The study consists of five case studies in different Swedish municipalities. The empirical material from these cases mainly consists of semi-structured interviews with municipal project managers responsible for carrying out the land-use planning process, as well as other municipal representatives that are involved. This is supplemented with documents (e.g. sustainability programs and development agreements between municipalities and developers). In the first case study, interviews were also conducted with property developers to gain their perspective of the planning process.

In Swedish sustainability-profiled district developments there are two or three distinguishable levels, depending on the size of the district, where different actors are involved during different parts of the process. These are the district level, which is broken down into smaller development stages in larger districts (smaller districts may only consist of one stage), and the building development project level. The analysis here is focused on the smaller development stages as well as their intersection with the building development projects. Tentative findings indicate that municipalities and housing developers do co-design detailed development plans for different development stages, as well as the individual building development projects. These co-design processes with housing developers differ significantly between sustainability-profiled district developments depending on when during the planning process they are brought in and why.

**Keywords: co-design, sustainable urban development, housing developers, land-use planning**

Reference:

Palmås, K. and von Busch, O. (2015) Quasi-Quisling: co-design and the assembly of collaborators, *International Journal of CoCreation in Design and the Arts*, 11(3-4: Designing Things Together: Intersections of Co-Design and Actor-Network Theory), 236-249.

Webb, R., Bai, X., Smith, M.S. et al. (2018) Sustainable urban systems: Co-design and framing for transformation, *Ambio*, 47, 57–77.



## **Co-production and the passive transformation of art and cultural affairs**

Louise Rollman

Queensland University of Technology

### **Abstract**

As collaborative forms of public service delivery, such as co-production and public-private-partnerships, gain significance, decision-making is also increasingly deflected to the private sector, specifically private property developers. For the arts sector, such seemingly subtle shifts can precipitate a range of repercussions. Especially in the context of an increasingly tumultuous arts funding environment, such shifts tend to be characterized as developing private sector support or philanthropic activity that will likely benefit the public by assisting in reducing the need for government spending on the arts. By drawing on examples of collaboration between the arts sector and urban development, this paper examines the complexity of these subtle collaborative shifts and their impact upon the arts sector. Although arts and cultural affairs are not often considered the primary purview of urban planning, examining the intricacies of these passive collaborative relationships reveals the ways that the private sector is enabled to exert tremendous influence upon the arts and cultural sector — what, where and how art is commissioned and displayed, and ultimately, what is publicly funded.

Whilst this study refers to multiple examples, it primarily focuses upon Brisbane and the sale of the Metro Arts building in early 2020. This was particularly troubling because, in a city that aims to promote its creative city credentials, the city location of this multi-arts institution was an incredibly valuable asset. Yet, despite the substantial public investment in this important cultural place, there was a lack of public scrutiny considering the matter. The sale of Metro Arts' building is a good example of the often vexed relationship between the cultural sector and urban renewal that defers to private property developers. The public and spatial implications of these tendencies are significant, albeit often obscured from public view. Ostensively, as a consequence of selling Metro Arts' building, and its associative dry, inaccessible and even intimidating processes, the institutional status of the organization was transformed, which has exacted an unrecognized public cost. In the wake of boundless urban renewal, this analysis unravels the allusions of co-production, pointing to a need for the arts and cultural sector to play a more attentive role in the delivery of cultural affairs in co-produced public spaces.

**Keywords:** art and urban gentrification, public and private funding, management of arts and cultural organizations, Brisbane, creative city policies

# **A Social Ministry: The Politics of Co-Production in FBO-led Housing Interventions in Kerala, India**

Pauline Mathew

Indian Institute of Technology Madras

## **Abstract**

Co-production has long been suggested as a strategy to not only access resources and services, but also one that is instrumental in securing political influence<sup>4</sup>. However, this relationship is often posited as one that revolves around the State vis-a-vis the non-state actor(s), thereby privileging the specific interface of citizen-state interactions. This paper draws from the empirical context of a faith-based organization engaged in the co-production of housing, to illustrate how political and social agendas both influence and are articulated in the implementation of such avenues of co-production, and forms grounds for politically charged conversations with other non-State stakeholders.

Specifically, these arguments are grounded in “Snehapoorvam Oru Veedu” (translated as A House, with Love) – a contributory housing redevelopment scheme in Kerala, India helmed by an Eastern Catholic Church native to the region. The project has supported the construction and renovation of almost two thousand houses so far, through a model of augmenting housing welfare provided by the State. Using unstructured interviews and archival research over a six-month period, I examine how the project is organized and implemented, including the application and selection process, mobilization of funds, and monitoring of progress. Building on these insights, I bring out the nuances of how the housing scheme is positioned differently in different contexts, relative to a range of other non-State actors such as the Church community itself, the donor group and the targeted beneficiaries. Further, I show that while the Church’s approach of “doing” housing through co-production creates a space for it to build connections with the State, it also becomes a platform for subverting State policies.

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<sup>4</sup> Mitlin, D. (2008). With and beyond the state — co-production as a route to political influence, power and transformation for grassroots organizations. *Environment and Urbanization*, 20(2), 339–360. <https://doi.org/10.1177/0956247808096117>

The paper thus aims to bring out that co-production is both implicitly politicized and inherently political, lending a platform to mobilize numerous interests that diverge from those of the State, even as it takes on a seemingly homogenous form of mutually advantageous state-citizen arrangements to access basic services.

## **Session B: Knowledge Co-production II**

### **The co-production controversies over urban regeneration interventions through nature-based solutions (NBS)**

Beatriz Caitana, Isabel Ferreira

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#### **Abstract**

Co-production, from the collaborative management and collective action perspective of Elinor Ostrom (1990), has demonstrated its innovative and revolutionary character within participatory processes. However, there is little empirical evidence that scrutinizes what really happens in these contexts of interaction. Equality of partnership in many cases is used as a discursive rhetoric that seeks to prescribe co-production above any difficulty, uncertainty, conflict or unwanted situation. And in other cases, such issues are hidden in favor of customizing results for wide dissemination. The main consequence is to move away from the opportunity to expand the co-produced reality and, thereafter, to deeper levels of collaboration, partnership and engagement. Our proposal takes as a starting point the co-production as a practice and as a concept, composed of multiple layers and different ways of performing it. Based on a sociomaterial approach, it draws upon the results of monitoring and evaluation of the European project URBiNAT focused on inclusive urban regeneration through nature-based solutions, funded under the H2020 program.

Environmental, social, cultural and economic challenges are intertwined under the inclusive urban regeneration approach. Nevertheless, according to Dumitru et al. (2020), there is still a lack of explicit consideration of urban regeneration pathways through which NBS influence impacts, especially those related to social fabric. The ongoing assessment using semi-structured interviews and participatory and non-participatory observations of co-creation activities in the city of Porto-Portugal, provides evidence on how the various actors involved - elected politicians, citizens, technicians and researchers, - participate in the relational dynamic established by the project flow. Within this interaction, with the ultimate goal of implementing Healthy Corridors in peripheral neighborhoods, the controversies of a dynamic and multi-relational process are revealed.

The intended sociological analysis rests on three dimensions. The first dimension is the co-production of knowledge, which is no longer based on the hegemonic autonomy of the academy, but emerges from a context of an increasingly diverse and heterogeneous number of actors and knowledge. This stimulates a re-articulation between knowledges, configuring new redistributive forms of recognition and participation. As a result, dynamics of knowledges' overlaps are generated and different types of support and communications among participant actors arise, such as political, scientific and economic exchanges. Nevertheless, this exposes more explicitly the pre-existing inequalities, and defines the legitimacy of those involved.

The second dimension highlighted is about the roles assumed in the context of the participatory process. Actors can assume the role as municipal technicians, organized or non-organized citizens, elected politicians and academic scientists. Sometimes these roles can overlap or actors might exchange or coopt the roles of other participants. The third dimension is focused on relational dynamics. It relates to strategies used by actors to achieve a certain objective, defined by the degree and quality of interaction between actors. This interaction can occur at different levels, from more consultative and informative forms to levels of co-decision and empowerment. The argument resulting from this reflection on the three dimensions is based on the adoption of co-production as a discourse and as a practice, and its implications in the relations of epistemic power, legitimacy and interaction.

**Keywords: co-creation, nature-based solutions, peripheral neighborhoods, legitimacy and knowledges.**

## **Co-production at the periphery of the urban and academia: lessons from the metropolitan area of Acapulco**

Hector Becerril

Autonomous University of Guerrero

### **Abstract**

Drawing and contributing to the existing literature on co-production, this paper explores scientific communities' engagement in co-production processes in the context of educational inequality and uneven development of scientific knowledge production, particularity salient outside major cities in the global north and south; and considers the pertinence of co-production processes at the periphery of the urban and academia for paving the way toward alternative planning practices, and ultimately, urban justice. The paper is based on the implementation of a long-term research programme (2015-2025) on urban development, disaster risk reduction and governance, under which several collaboration between academics and non-academics have been conducted, such as the project Climate-Resilient Coyuca in the metropolitan area of Acapulco, a secondary urban centre (vis-à-vis Mexico City and other larger cities in the country), vulnerable to disaster risks, and marked by socio-economic, environmental and educational inequality. Underpinned by the notion of co-production, the project focused on the development of a participatory and gender-sensible climate adaptation strategy, in alliance with grassroots movements, state actors, and members of the local scientific community. The project sought to build more inclusive urban governance patterns that could support a transition towards a more climate resilient territory.

Conceptually, the paper builds on the notion of co-production from public administration, development studies and planning on the one hand (Mitlin & Bartlett, 2018; Ostrom, 1996; Watson, 2014), and on the other, on science and technology studies (Jasonoff, 2004), reclaiming co-production as a process through which not only state and society but also science and society are entangled. It also builds on the debates about how scientific practices can be rethought and enacted (Latour, 2012; Stengers, 2018), seeking to avoid the modernist view on the authority of science over other knowledges and practices. The paper reveals educational inequality and limited scientific capacities in the metropolitan area of Acapulco, highlighting the importance of considering the geographies and conditions in which co-production processes are implemented, in particular, at the periphery of the urban and academia. The paper also highlights the pertinence of

co-production processes for making visible, and working on, state-society and science-society entanglements through which alternative planning practices could be crafted and ultimately just territories could be composed.

The paper seeks to contribute to reflect on conditions and barriers for co-production by highlighting through the unpacking of coproduction processes, the specific challenges for such “mode” at the periphery of the urban and academia.

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## **Knowledge exchange and enhancing capacities for Urban Sustainability Transformations through co-production**

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### **Abstract**

Cities are places with both high needs and potential for the necessary transformations towards sustainability, at the local level but also as important arenas to support sustainability at the global level. The main challenge to urban sustainability transformations is the high complexity in and of cities, in terms of interrelating processes, available knowledge and actors. This means that it is not one specific clearly identifiable urban problem that needs to be solved but the process of urban transformations to sustainability as a whole which needs to be addressed by bringing different actors together.

Enlightened by both, our own research (Krellenberg & Koch, 2021; Koch et al., 2019; Krellenberg et al., 2019) and university teaching experiences on co-production, we see a strong potential for actively shaping urban sustainability transformations through co-design, co-creation, co-production, and co-evaluation with non-academic urban actors. We argue that only this way can real-world societal challenges be sufficiently addressed, integrative knowledges produced, and transformative change towards sustainability triggered.

It is particularly the understanding of the different actors' needs, types of knowledge, experiences and perceptions as well as the possibility to openly exchange these, what bears the potential to stimulate urban change towards more sustainable forms of urban development. Therefore, we argue that the process of co-production of knowledge is key in this regard. Co-production calls for a strong openness of all actors and for the necessary capacities and skills of those actors steering the processes.

Our contribution presents findings from a research process we run over a period of two years in order to bring knowledge together on implementing the SDGs as an important step towards urban sustainability transformations. During the process, which was part of the Future Earth network, we found out that urban stakeholders believe that scientific knowledge can support them in implementing the

SDGs. It is the exchange and the joint work between scientists and urban actors as an outcome from co-production that is mostly needed. From university teaching, where students design, plan, and execute their own real-world urban laboratories on complex real-world urban issues and co-produce viable ideas and solutions to them, further learnings will be presented with a specific focus on capacities.

In this vein we argue that in order to better prepare all actors and to achieve better outcomes, co-production as an instrument for urban sustainability transformations needs a sound standing, which particularly holds true for methodologies and methods. Those already need a prominent place in university teaching to train future generations of all kinds of urban actors in different types of knowledge production, transboundary and systemic thinking and to foster student's strategic, interpersonal, and normative competencies.

Looking at both, concrete lessons learnt from running a Future Earth co-design process and establishing transdisciplinary learning spaces in a university context, the mutual learning effects are the most valuable outcomes of co-production for urban sustainability transformations.

**Keywords:** urban sustainability transformations, cities' complexity, mutual learning, co-production

## **Session C: Informality II**

### **Understanding Coproduction: Framework analysis of CLHI and Jaga Mission, India**

Tathabrata Bhattacharya

Government of Odisha

#### **Abstract**

Simply put, coproduction means shared decision-making between service provider and user, whereby both assume a central role. Centring around joint delivery of services, the state engages with the community to various degrees to understand the local needs and harness local knowledge and capabilities.

Departing from the conventional top-down approach to basic service delivery, coproduction creates an avenue for greater involvement of stakeholders and enables them to dictate the outcomes. Formally, through poverty-reduction programmes or informally, through community-level initiatives for slum-upgrading, coproduction drives communities and local governments to reinvent and negotiate their roles. This makes coproduction a political process where citizens actively modify their relationship with the state.

In urban India, tenure security dictates access to basic services. People without land tenure are forced to adopt extra-legal means or negotiate with local power structures (including local governments) to access basic services. Convoluting procedures and limited finances of local governments also hamper redevelopment of underserved neighbourhoods.

To improve access to basic services in slums and other underserved areas, India have initiated various programmes since the country's independence. However, in the last two decades, the idea of engaging communities has become a cornerstone in slum redevelopment. The national and provincial governments have taken steps to integrate peoples' opinions and aspirations through direct participation of members of the community. The initiatives met different levels of successes. These largely depended on the extent of communities' involvement, readiness of local administration to on-board local communities, presence (or absence) of a framework for participation, clarity of objectives of engagement,

availability and capability of local community leaders to negotiate with the governments, to name a few.

The paper explores (a) How coproduction leads to spatial transformation of slum settlements and their communities and (b) What makes and prevents people's engagement with local authorities. For these, it focuses on two programmes- the Community-Led Health Initiative (in West Bengal) and the Jaga Mission (in Odisha).

Both the programmes exhibit an evolved level of coproduction between slum-dwellers and the local government. They are similar in the way that CLHI and Jaga Mission were initiated by government agencies and encouraged people to engage in regular dialogue with their local governments. A network of community leaders was crucial to both the programmes, to understand the issues of access to basic needs. In addition, both the programmes have substantially improved livability of the settlements by imparting confidence in collective action and strengthening the sense of land tenure security.

Despite their similarities, the two programmes had some marked differences. While CLHI was initiated by the municipality at the town-level, the Jaga Mission was unrolled across the state by involving the entire state machinery. Jaga Mission revolved around providing tenure security to slumdwellers but CLHI primarily targeted health improvement. However, research suggests that success from CLHI encouraged communities to negotiate tenure rights with the local government. In addition, while CLHI gave a greater degree of freedom to the community to take initiatives to stop open defecation in the settlements, the community and the municipality remained separate entities, only interacting for the project. On the contrary, Jaga Mission adopts a mix of top-down and bottom-up approach and envisages empowering the community in a manner to eventually become the fourth wheel of urban governance in Odisha.

These similarities and dissimilarities between the two programmes have been explored to respond to the objectives of this study. As is evident, the study would analyze the two programmes from the view of the community as well as the local government to extract what works, what does not and how it works for coproduction in slums.

**Keywords:** coproduction, slums, spatial, covert planning, Jaga mission

## **Co-Production of Services in informal neighborhoods**

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### **Abstract**

This paper investigates the issue of co-production; that is, the joint provision of services involving residents, the local government and private providers. Co-production is a commonly used approach to facilitate access to basic services in informal settlements in the developing world. But rigorous micro-econometric evaluation of its causal effects is rare. This study uses a 'natural experiment', possible due to strict technical reasons involved in the provision of gas energy to informal neighborhoods in the Buenos Aires Metropolitan Area, to estimate the effects on the social and physical dimension of residents' investments. Estimates are created at three co-production stages: an initial social interaction stage to introduce the service; the connection stage, and an impact stage several years after program completion. The research measures effect on housing improvements and participatory involvement associated with the internalization of benefits and the building of collective capacity.

There are two more detailed and important observations that can also be drawn out from this discussion. First, and a relatively new dimension to understanding household decisions that emerges from this study, is that it extends knowledge of the internalization of benefits, explaining residents' participation, enrolment in the service program and housing investments.

Second, the study tackles the issue of voluntary participation in informal settlements, a long-standing subject in Latin American informality research. Indeed, as Gilbert and Ward (1984b), and Portes and Walton (1976) suggest, the average level of participatory involvement in neighborhood voluntary activities has always been very low. The opening of spaces for interaction "through invitation" are not usually enough to ensure effective and sustained participatory efforts (Cornwall, 2008). Here is where the internalization of benefits and the costs and benefits notion becomes relevant. The key issues that emerge from the empirical research, and a relatively new dimension to understanding household decisions, is that it extends knowledge of the internalization of benefits, explaining residents' participation, enrolment in the service program and housing investments.

First, the data give strong support to the hitherto widely observed trend in Latin America that participatory involvement is a means to an end, increased when involvement is needed and ending once services are obtained. Residents increase their participation when it is required and when benefits are internalized and reduce it when such motivations cease.

More specifically, longer permanence of residence is highly correlated to participatory involvement. It indicates that stability has a powerful significant impact on increasing participation in voluntary neighborhood activities despite the tenure condition of these groups.

The second point concerns people's willingness to collaborate. The co-produced program induces an increase in the willingness to collaborate: an increase by 21.1 to 24.4 percent in the proportion of residents that report such disposition attributable to the co-produced program. Moreover, the study suggests the presence of collective capacity for furthering collaborative efforts. The latter can be associated with the significant improvement in the residents' reported trust in neighborhood organizations at the different implementation stages. Importantly, the research measures residual effects by legal tenure conditions. Co-production has contributed to an incremental effect only for informal residents' reported level of trust in the local public sector. Trust in the family, rather than generalized trust, appears as a significant residual effect of the intervention that is positively correlated with the undertaking of housing improvements.

The last contribution of the research is to examine and measure whether the effect of the intervention on investment in the dwelling might be affected by the generation of trust. The findings indicate that the links of balanced reciprocity have contributed to levelling investments in the dwelling. The effects can be related to the social capital and transaction cost literature (Zak and Knack, 2001; Arrow, 1972, respectively) that emphasises the economic impact of trust on the residents' incentives to invest when uncertainties are reduced in exchanges. What I have called the "complete experience" is shown to have had positive effects on several dimensions of residents' trust. Therefore, the evidence can be taken to indicate that informal institutions are complementary to formal ones, at the time of forging the configuration of incentives for investment.

## **The barriadas of Lima: Co-Production and Housing-Production**

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### **Abstract**

“Barriadas”, “pueblos jóvenes” and “asentamientos humanos”, this are just some of the names used to refer to marginalised neighbourhoods in the Latin American country of Peru. In Peru every two out of three new homes built are constructed through incremental housing schemes, while the country has one of the largest housing deficits on the continent.

Barriadas make up a large part of the country’s capital city of Lima. Lima is a global megacity, that has been struggling with the consequences of decades long rural-urban migration. Over the course of years, the Peruvian government has launched various interventions in an attempt to provide affordable housing for its citizens. One can ask the question if these interventions did just not work, if the state was not able or maybe not willing to provide sufficient housing?

One of such interventions was introduced indirectly by John Turner in 1972. His publication titled “Freedom to build”, had an immense effect on the international housing debate. The British architect, who had worked for eight years in the barriadas of Lima, questioned “[...] whether the government should, or even can, supply a basic necessity like housing through centrally administered systems; or whether it should support locally self-governing production and use by guaranteeing equitable access to basic resources and supra-local infrastructures.” Although slightly modified during the 1970s and 1980s, Turner’s ideas were largely adopted and had a lasting effect on Peruvian housing policies.

The next decade was shaped by Hernando de Soto, a Peruvian economist and politician. He promoted the free market and “was mainly responsible for some four hundred initiatives, laws, and regulations that led to significant changes in Peru’s economic system” (Brooke, 1990). De Soto proposed that the barriada dwellers should be given security of tenure by land titling. This would enable them to participate in the formal property market as well as motivate them to improve their property incrementally. Therefore, the barriada dwellers, becoming formal, would not only improve their own living conditions, but also contribute to the country’s economy (De Soto, 2000). The theory is largely disputed today as not being best practice. As is exemplified in the case of Lima where the implementation of

this theory led to a rapid increase of *barriada* residents of up to 64% of the city's population in 1998 (Calderón, 2019).

However, since then Peru bets on a different strategy, relying upon a mixture of various housing programmes, which formalise the *barriadas*, provide subsidies for incremental housing production and improve existing housing and infrastructure. This means that the Peruvian government depends on the cooperation of its citizens. The state needs to engage in co-production to be able to provide its citizens with a basic need and in the case of Peru, a fundamental civil right, as the right to housing is just being reintroduced (El Peruano, 2021). Without co-production there is little chance that the state can fulfil the need for affordable housing. Hence, how does the co-production work in the case of Peru? Who are the actors and how are they involved in the co-production of incremental housing? This contribution will hopefully shed some light on the processes around housing production and the matter of co-production in the *barriadas* of Lima.

**Keywords:** Peru, *barriada*, incremental housing, co-production

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## **Coproducing Tenure Security in Urban Informal Settlements: A Case of Slum Formalisation in Odisha, India**

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### **Abstract**

Tenure security is most often perceived as a legal consequence: property rights that are formalised, i.e. identified and registered in public land registers and land information systems, are ones that can be legally defended. Increasingly, tenure security is also linked to professional capacity in land (also known as cadastral) surveying, especially around the use of digital and geospatial technologies in many developing countries to ensure accurate and up-to-date registries and systems. This not only supports tenure security for citizens, but also enables the operation of land markets. Consequently, a raft of innovations has been emerging that bypasses traditional surveying methodologies and adds a growing set of new stakeholders to improve weak state capacities, including citizens themselves, to jointly co-produce formal tenure security.

Co-production can be defined as a synthesis and collaboration between different stakeholders and networks involving public, private, civil society organizations and citizens that aim to cocreate public value through better use of each other's capabilities, assets and resources. However, the process of co-production has its own limitations when it comes to addressing the differential interests and expectations of stakeholders involved in the process, and likely coordination challenges that could derail implementation and intended policy outcomes.

One of the most significant and extensive projects attempting to co-produce tenure security through land formalisation is the Odisha Land Rights to Slum Dwellers Act (OLRSD) project, currently underway in Odisha, India. Often referred to as “the world's largest slum formalisation project”, the OLRSD project seeks to produce formalised land rights for 200,000 slum households – recognised as prerequisite for subsequent slum upgrading activities to improve liveability and build slum-free cities. Although primarily a state-led initiative, OLRSD is predicated on a multitude of actors in its implementation process including Tata Trusts (project

management agency), Non-Governmental Organizations/Community based organizations (CBOs), international NGOs (Omidyar Network, Norman Foster Foundation and Cadasta Foundation), technical agencies (Drone operators) and communities themselves who are involved in the entire land information production value chain including drone surveys to map and identify eligible slums; door-to-door household survey (USHA survey) to determine eligible households and land tenability; and the formation of new Slum Dwellers Association within slums as a formal mode of community participation.

This paper aims to investigate the processes and implications of this co-production model – increasingly a global model – in facilitating formal tenure security. It draws on a study conducted in 8 slum communities across 4 districts in Odisha. The study assessed the coproduction model of OLRSD processes in terms of enhancing inclusion, participation and transparency, and how it built consensus and ensured democratization. The findings highlight emerging challenges as diverse actors coordinate across multiple scales to ensure a transparent and just process of community involvement. It also reveals the role of technology in the coproduction process, assumed to enhance transparency and efficiency but appears subject to and elite capture and perpetuating the gender divide within the slum communities.

## **Bridging the gap between city planning & the working poor: Reflections from a people's campaign in Delhi**

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### **Abstract**

Informal workers make up the majority of the workforce in Delhi – however, the current Delhi Master Plan makes no mention of or provisions for any informal worker groups, except for some limited reference to street vendors. Despite the fact that self-built housing is the norm in Delhi, the current master plan effectively erases these settlements - providing a legal tool for evictions and displacements. In 2018, a coalition of civil society organizations involved in housing, labor, gender, environmental justice and other social causes came together to collectively analyze the ways in which the current master plan formed a blueprint for exclusion, and to map direct lines from the plan to forms of harm and displacement inflicted on working poor communities through the instrument of planning.

What has evolved since then, is a three-year long process of knowledge co-production - within the coalition, which branded itself as the MBD (Main Bhi Dilli - “I too am Delhi”) campaign - and between the coalition and its affiliated members and community groups. This involved careful, slow “translation work” during which members of the campaign worked with community groups to help understand the ways in which the plan intersected with and impacted on individual lives and livelihoods. Based on this understanding, the campaign facilitated a process of defining with communities how the plan would need to change to provide support for more secure forms of working and living in the city, rather than inflicting harm.

This paper will explore the potential of processes of co-production to transform master planning from a process of exclusion to a process of inclusive urban transformation. We will describe the spatial implications of co-production - of taking a technical planning instrument to the neighborhood scale to define with communities how allocations of space can make visible, and can make possible, improved ways of living and earning a livelihood in the city. A key conceptual innovation we would highlight in the paper is the proposal for ‘multi-purpose community centers’, a multi-tiered social infrastructure provision that would bring a basket of social services within close reach of communities.

We will also explore how this rich co-produced 'people's plan' encountered challenges once it entered the realm of the city-run formal process for citizen input. Based on this experience, we will offer recommendations for how cities can remove barriers to truly generative processes of co-production around master planning and other planning processes to strengthen democratic participation and transformation of urban space towards greater inclusion.

**Keywords:** co-production, master planning, Delhi, informal livelihoods, informal economy