

Contents

Workshop Theme 8: Urban Governance.....	123
Examination of effects of Direct Election of Mayors in Improving Iran’s Urban Governance Indicators	125
Dr Abbas Ahmad Akhondi.....	125
From “Local Environment” to “Sustainable Urban Development”: the Entrepreneurial Turn of the Management of a Public Issue	126
Vincent Beal.....	126
Fit for Purpose? Multi-Level Governance in the Thames Gateway.....	127
Dr Juliet Carpenter.....	127
Globalization from below Through Entrepreneurial Governance.....	128
Tove Dannestam	128
Against ‘Partnership’: Toward a Local Challenge to Global Neoliberalism.....	129
Dr Jonathan S Davies.....	129
“To know the Path is to Rule the System”: Case Study – New Town Almere (NL)	130
Ir. Peter de Bois.....	130
The Spatial Governance of the Lisbon’s Metropolitan Region.....	132
Rui Florentino	132
The Coordination Game Mechanism in Urban Governance.....	133
Mr Chen Fujun.....	133
The New City Management.....	134
Professor Robin Hambleton	134
Political Action in Urban Space: Public Spaces in the City as Frame and Stage for Political Action	135
Dr Sandra Huning	135
Successfulness of Urban Development and Management: Applicability of Governance Indicators	137
Dr Dubravka Jurlina Alibegović.....	137
Urban Governance for Innovative Practices: the Theoretical Case of Amsterdam and Antwerp.....	138
Koenraad Keignaert	138
Urban Governance in Dublin: New ‘Departures’ in Housing Provision.....	139
Sinéad Kelly.....	139
The Europeanization of Cities in the EU Multi-level System.....	140
Dr Kristine Kern.....	140
Aggregative or Deliberative Urban Democracy?.....	141
Dr Jan Erling Klausen	141
Trial and Error in Urban Restructuring: Successes and Failures in Organisation, the Netherlands.....	142
Drs Anita Kokx	142
Urban Planning as Architecturing Urban Diversity	143
Valeria Monno	143
From Participation as a Plus Factor in Government to Participation as a Strategy in Governance – Empowering or Weakening Civil Society Actors in Urban Development?.....	144
Inger-Lise Saglie.....	144
The Urban Dimension in Territorial Governance Processes.....	145
Dr Marco Santangelo	145
The Impact of the Partnership Principle on the Mobilization Among Local Actors: a Comparative Analysis of Glasgow and Krakow.....	146
Anna Sobczak	146
Community Leadership in the New Governance	147
Professor Helen Sullivan (i).....	147
Governing Polish Cities: Changes in Local Leaders Attitudes	148
Pawel Swianiewicz (ii).....	148

Workshop Theme 8: Urban Governance

Examination of effects of Direct Election of Mayors in Improving Iran's Urban Governance Indicators

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ABSTRACT

In Iran's urban management, the mayor or city manager is appointed by members of city council. Although it is not specified anywhere; this model is very similar to the general Council-City manager model. Due to problems in application of this model in Iran, the Iran urban management system faces problems such as instability of city-manager position, inseparability of political leadership from expertise-based and executive management, weak political leadership, and insufficient attention to sectoral check and balance in council/manager relations which in turn gives rise to consequences such as lack of efficiency, transparency, responsibility and accountability. The present paper seeks to explore and review deficiencies and problems in the dominant urban management model (council/manager form) and tries to find out whether it is possible to improve it through direct election of mayors. To enhance mayors' authority, reinforce political leadership, increase responsibility and accountability of city managers, and boost public participation, an increasing number of countries are substituting indirect selection of mayors with direct elections. The evaluation in the research, which forms the basis of the present paper, suggests that direct election of mayors in Iran improves urban governance indicators.

Key Words: mayor, council, direct election

From “Local Environment” to “Sustainable Urban Development”: the Entrepreneurial Turn of the Management of a Public Issue

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ABSTRACT

Over the last two decades, numerous authors have attempted to interpret the issue of sustainable urban development (SUD). During the nineties these works were mainly focused on the technical aspect of the problem. Current approaches are dramatically different. These approaches, which are not unified, have offered some particularly important insights into the complex issue of SUD. For these urban geographers, SUD cannot be analysed without an understanding of the wider economical, social and political context (Gibbs, 2002, While et al., 2004, Keil and Desford, 2003, Whitehead, 2003). Influenced by the work of David Harvey and the Regulation approach, these scholars tend to consider SUD as a “space of conflicts” which have to be regulated.

Drawing upon the work of these authors we will argue in this paper that the shift from “local environment” to “SUD” is not only a rhetorical one. While “local environment” policies have tried to tackle some ecological problems, “SUD” policies seem to be rather focused on the management of risks which frighten the accumulation of capital. The paper will focus on the examples of two cities – Saint-Etienne (France) and Manchester (UK) – which are not renowned for their SUD policies. Yet, these cities both used SUD as a way to communicate, to improve their image and their competitiveness. However, we think that SUD should not be interpreted as an “avoiding blame policy” only (Weaver, 1986).

The paper will discuss the SUD policies in relation to the evolution of local government in Europe (Le Galès, 2003), i.e. the increase of public/private partnership, the rise of a private ethos in the way of governing cities and the necessity to build a capacity to govern (Stone, 1993). We will particularly focus on the evolution of government/governance logics in the pursuit of SUD. One of the hypothesis which will be tested is that by trying to conciliate environment and economy, SUD should be interpreted as a way to control and to limit the strength of the environmental policies and the protest which are likely to occur in the urban society.

Key Words: environment, governance, sustainability

Fit for Purpose? Multi-Level Governance in the Thames Gateway

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ABSTRACT

There is increasing debate about the role of governance within sustainable communities. Policy and academic literature present a number of different narratives around whether networked governance is 'fit for purpose' in their realisation. Drawing on a review of governance in the Thames Gateway and research into governance of brownfield sites from the developers' perspective, this article reveals the gap that exists between this policy rhetoric and the reality on the ground. The analysis points to the tensions and contradictions in facilitating sustainable communities including those between the conflicting goals of economic competitiveness and social and environmental sustainability which lie behind the sustainable communities agenda; between overall strategies and local conditions; and those that arise in attempts to 'join-up' agencies and strategies. We conclude that these tensions and contradictions and the resulting hybridity and complexity in governance forms and processes need to be the focus of enquiry as opposed to simple contrasts between networks and top-down governance.

Key Words: sustainable communities, brownfield, Thames Gateway

Globalization from below Through Entrepreneurial Governance

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ABSTRACT

The territorial dimensions of the state are undergoing changes, due to the processes associated with globalization. In processes of governance, cities are (re)constructed as key sites where “the work of globalization gets done”. Are city governments the entrepreneurial architects of globalization in this “new territorial politics of Europe”? Entrepreneurial governance includes a reinforced emphasis on both the content and the organization of local politics, highlighting how public officials adopt growth oriented policies and form partnerships with private (business) actors to implement them. With the shift towards entrepreneurial governance, we might be witnessing a fundamental challenge to the traditional conceptualization of local politics as well as to globalization as a top-down process disconnected from the political realm.

The aim of my paper is to argue that applying the perspective of entrepreneurial governance – occupying a rather marginal position within political science – is necessary if we are to understand certain contemporary trends in the politics of Western cities. This theoretical ambition will be illuminated through an analysis of the political strategies used in a specific city – the city of Malmö in south Sweden. The question guiding the analysis is whether entrepreneurial governance challenges the traditional notion of the local welfare state and the idea of a municipality as a political unit with clear demarcations in space. Towards the end of the paper I will open up for a critical discussion on the implications of entrepreneurial governance. Central for my discussion is that this kind of governance must be conceptualized not as something apolitical, but as policy prioritizing specific ideas about the political regulation of the economy.

Key Words: globalization, entrepreneurial governance, the local welfare state

Against ‘Partnership’: Toward a Local Challenge to Global Neoliberalism

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ABSTRACT

This paper presents a critique of the global fashion for partnership. Drawing on research undertaken in the Scottish city of Dundee and the English City of Hull, it is argued that collaborative structures are becoming increasingly exclusionary and managerialist in orientation.

Drawing on Pierre Bourdieu’s critical sociology, it is also argued that even in more favourable deliberative environments than those in Dundee and Hull subtle manifestations of power in culture discourse and bearing would undermine the potential for a Habermasian consensus between radically unequal actors. In a radical departure from the network governance paradigm, it is argued that empowerment may depend less on enhanced network democracy than on strong independent community organisation capable of acting separately and coercively against governing institutions and elites “an exit-action strategy”.

Key Words: partnership, neo-liberalism, exit

“To know the Path is to Rule the System”: Case Study – New Town Almere (NL)

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ABSTRACT

The discrepancy between serial planning and vital city

The Dutch New Town of Almere does not exist in the capacity of “city”. It is a collection of mono-functional, introverted elements with little interaction or coherence and few distinguishing qualities as to their internal organisation. Almere is the result of a singularly efficient house-construction engine. However, the existing structure, the urban “frame”, lacks an integrating “intranet” of paths and places that facilitates an optimum implementation of both public and private investments.

Throughout different levels of scale little exchange occurs, there is no overlap and flows of people and goods rarely coincide which prevents socio-economical spin-off from taking its natural and self-evident course.

Even though sometimes – and in case of New Town Almere, literally been built on New Land, inevitably – the situation underlying large scale urban developments appears “tabula rasa”, there never truly is a question of a contextual vacuum. Plans and designs are always, irrevocably, the result of (con)temporary social considerations, ideology, on the one hand and economical production motives on the other.

New Towns are a special category in the field of spatial planning and design. They are bound by a number of very specific characteristics that are determining for their genesis, design and functioning, both short and long term. Planners and designers naturally gravitate towards a spatial concept that aims at facilitating similarities, consensus and the social average instead of distinction and potential conflict.

In the case of Almere, the notions of that time concerning green, space, social coherence and traffic safety were vital to the town’s lay-out. Predominating motivation for choices made sprang from an enforced to extremes spatial-programmatic compartmentalisation, a progressive division of territory into ever smaller units, from the highest to the lowest level of scale. Infill of these “bite-size chunks” consisted of primarily architectural quirks.

The lack of really distinguishing factors causes both public and private investments to scatter incoherently if they even occur at all. For, where do opportunities lie when every district, neighbourhood, street in essence is the same, clear and without conflict? But therefore also static, singular and confined within the original design parameters? Where can be found the exception,

coincidence, encounter that distinguishes places, charges them with potential? In this respect, the town is not legible for its inhabitants, users and potential investors. The assignment that follows upon realisation of the original plans therefore concerns the following questions: how does the existing “Frame” of the city (the system of public spaces such as streets, squares, parks etc.) facilitate the necessary socio-economic dynamics of its use and users? And what interventions should be implemented in order to initiate corresponding self-generating processes that are so specific to the notion of “urbanity”, vital city?

Key Words: planning, transformation, intranet

The Spatial Governance of the Lisbon's Metropolitan Region

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ABSTRACT

The present discussion about the models of spatial governance in metropolitan areas, taken place in different cities all over Europe, is also a matter that concerns the Lisbon region.

The presentation aims to focus on the different elements of spatial governance in the Lisbon case study: fragmentation of sectors and policies

- fragmentation of sectors and policies;
- resources;
- democratic leadership;
- citizens participation;
- institutional relations; and
- private-public cooperation in strategic projects.

In the conclusions, the paper pretends to show the possible innovation of the spatial governance in Lisbon region, in a comparative analysis with the cases of Madrid and Barcelona.

Key Words: spatial governance, Lisbon region, comparative analysis

The Coordination Game Mechanism in Urban Governance

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ABSTRACT

This paper reviews current research focusing on the coordination on governance involving public-private partnerships and other kinds of strategies alliances. Focusing on the five key factors driving productivity growth in UK regions and localities — Skills, Enterprise, Innovation, Competition and Investment—the paper highlights that the urban and regional governance structure should be consisted of their representatives who are the citizens, entrepreneurs, central government, local government and investors. The relationships among them are discussed in terms of a coordination game in order to analyse the coordination mechanism in the process of urban governance. The results show that there is loop chain reaction among these actors which indicates that positive strategy of each actor could be multiplied assuming that the other actors also enact positive strategies. This result demonstrates the importance of negotiations among the five key participants in local development in order to create inter-subjective meanings as a basis

for policy development and action.

Key Words: urban governance structure, coordination game, negotiations in Multiway

The New City Management

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ABSTRACT

This cross-national comparative paper examines recent thinking relating to city leadership and urban management. By drawing on evidence presented in a new book – ‘Governing Cities in a Global Era’ edited by Robin Hambleton and Jill Gross (Palgrave, 2007) – the paper will suggest that new challenges now arise for urban leaders. As well as developing innovative and more inclusive styles of leadership it will be suggested that city governments – and specifically the officials working in city governments - should question the value of ‘new public management’

approaches that attempt to redefine the ‘citizen’ as a ‘customer’. An alternative approach – ‘new city management’ – will be presented.

In this model, which is gaining credibility in US city government, officials strive to enhance the quality of government as well as the quality of public services. As part of this new strategy it will be suggested that city leaders and managers need to develop far more sophisticated approaches to public involvement if decisions are to respond sensitively to the ‘dynamic diversity’ of the modern, multi-cultural city.

Key Words: leadership, governance, participation

Political Action in Urban Space: Public Spaces in the City as Frame and Stage for Political Action

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ABSTRACT

Ever since the times of the Greek agora, the imagination of cities has been closely linked to the idea of political self-determination, public deliberation and decision-making of responsible (male) citizens. In the course of centuries, the actual political use of urban spaces changed considerably. In France of the absolutist era, for example, public spaces were used for royal representation, and the people were mainly addressed as audience for royal spectacles and ceremonies. During the French revolution, people re-conquered public spaces and used concerted mass action for expressing their will. While Bourgeois politics were based on discussion and deliberation in place, the workers' movements grounded on common mass action in streets and city squares.

In Germany, the workers' tradition was finally taken up and abused by the Nazi regime in the 20th century. As various as the political use of public spaces in cities have been the approaches of urban planning to take into account (or not) the usability of public spaces for political action throughout the centuries and in different political systems (compare e.g. FRG and GDR during the cold war). Especially in the West German modern city of the post-war period, the meaning attributed to political action of citizens in public spaces for city planning decreased. It were consumer and not political functions which were able to assemble people in public spaces.

Today, we can observe that the global justice movement – represented by, e.g., attac and other associations and institutions from all over the world – reintroduces elements of the agora into its strategy to protest against current globalisation politics and to fight for justice and sustainability. Even though the political had never totally left public spaces (think of the peace movement and its Easter marches), and in a way played a considerable role in many countries to replace dictatorship by a democratic system (e.g. in South America), this new type of movement has contributed in many countries to the re-appropriation of public spaces in cities for political purposes in its original sense: not only as symbolic mass action for one clearly defined goal but as a deliberative, open process. One could even argue that the “modern” type of mass demonstrations is partly replaced, or at least complemented by new “post-modern” forms of political self-expression.

My paper, based on my PhD thesis “Political Action in Urban Public Spaces”, aims to capture different qualities of urban public spaces for citizen's political action, namely as places for communication, representation and perception, competition of opinions, and tradition and continuity. These qualities are illustrated by the G8 counter summit of the global justice movement in Genoa in July 2001, where they were taken up in order to combine discursive and representative elements of political action. I argue that the rise of this type of action is closely linked to a general “rediscovery” and re-appreciation of public spaces since the 1980s, and that its contribution to the vitality of cities can be significant, if its potential is used.

Key Words: public space, political action, quality of place

Successfulness of Urban Development and Management: Applicability of Governance Indicators

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ABSTRACT

Planning urban development can be viewed as a cycle including phases of identification of a current situation, formulation of a future (vision), elaboration of financial framework for development projects, implementation phase, monitoring phase and evaluation of successful implementation. How successful the implementation is, will be the main focus of this paper and this question will be answered using governance indicators as a tool for measuring successful urban development and management in the local self-government units. Attempts to develop governance indicators to improve decision-making are long-standing in areas such as economic development, social progress, quality of life, environment and natural resources, healthy communities and sustainability (Hodge, 1997 and Seasons, 2003).

In the last 10 years, elaboration of strategic documents at the local and regional level has taken place in Croatia, introducing participative approach in planning development practice. Evaluation of implementation of such programmes is still lacking and the system of governance indicators should be introduced. Given the data availability, it is necessary to define governance indicators at the local and county level that will measure successfulness of implementation of strategic documents.

For the purpose of this research, three different towns (Samobor, Benkovac, Virovitica) and belonging counties (Zagreb County, Zadar County and Virovitica-Podravina County) will be a subject of analysis and afterwards compared. As cities are vital to the future of our societies and engines of local, regional and national development, duly evaluated development policy helps to secure urban vitality in a long-term and improve future urban development and management of the local self-government units. Therefore, it is necessary to assess implementation of local programmes within county ones and their correlation in reality.

As a result of a research, the paper gives policy recommendations for decision-makers and enhances their capacities in urban development and management in the local self-government units.

Key Words: governance indicators, urban development and management, Croatia

Urban Governance for Innovative Practices: the Theoretical Case of Amsterdam and Antwerp

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ABSTRACT

Florida's *Rise of the Creative Class* (2002) seemingly offers city officials a formula to assure their city's economic prosperity. Some strong correlations between several, at first sight, unrelated phenomena – technology, talent and tolerance – have inspired him to declare that we are witnesses to the dawn of the creative society. The *Creative Class* is apparently particularly demanding of 'over-all urban quality of life' when choosing a place to live and work. His suggestion that a city is a social engineering problem requiring some fine-tuning by enlightened spirits wholly disregards its path dependent nature.

We start from extelligence, which is both the sum of all the forms of human capital – present and past – and the capability to presently or in the future add to it or change it. We define emergence as the phenomenon whereby a system apparently transcends anything that can be offered by its components. A city is a system wherefrom recombinations of meta-capitals (specifically relational, intelligence and identity capitals which are mostly of a tacit nature) and productive capitals (e.g. natural resources, finance, labour, and knowledge capital) emerge. We envisage these recombinations as either tangible (saleable) outcomes or intangible (untraded) interdependencies – i.e. potentially advantageous outcomes from tacit meta-capitals and face-to-face contacts. In his seminal work, *Cities in Civilization*, Sir P Hall illustrates how certain cities through specific socio-cultural structures –resulting mostly from untraded interdependencies– were apt at reaping the benefits of an era.

Urban governance needs to manage demands for sustainable development, social equity and economic prosperity and is a balancing act between homo- and heterogenization. All of this under the limiting condition that innovative practices – resulting in saleable goods and services or in untraded interdependencies – should not be constrained but rather enabled. This paper aims to offer a theoretical framework from which urban governance can be studied.

Between 1480 and 1585 Antwerp was Europe's premier merchant city. Its economy went into decline throughout the war between the Dutch Republic and the Kingdom of Spain. Amsterdam recuperated this role for Northern Europe – and along the way a large part of Antwerp's merchant class – until London became predominant in the 1660's. The methodology aims to research recent history and collect secondary and primary data (planned for April-august 2007) on questions of governance and innovation. This should contribute to a better understanding of the relationship between historically inherited social structures, innovative agential practices and demands on urban governance.

Key Words: governance, creative society, untraded interdependencies

Urban Governance in Dublin: New ‘Departures’ in Housing Provision

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ABSTRACT

This paper examines recent reorientations by Dublin City Council in its development and implementation of housing and planning policies. The local state has played a major role in the recent transformation of inner Dublin whereby, building on central-government-initiated urban renewal programmes of the mid-1980s, it has introduced its own brand of entrepreneurial structures and approaches to reshape the city. The transformation of the inner city has been marked by the large-scale construction of private apartments and gated enclaves for middle/upper income groups, a population influx of about 30,000, a deepening affordability crisis for indigenous populations and a local state that is increasingly involved in preparing and ‘selling’ the city for capital. Dublin City Council has increasingly infused its housing policies with an entrepreneurial ethos, in for example, extending the ‘right to buy’ policy to its flats complexes, in its active role in repackaging social-housing estates for real estate development through the use of public-private partnerships and in its general commitment to increasing social mix in inner-city areas. This paper draws on the experiences of particular inner-city locales with a long industrial tradition that are now acting as ‘test sites’ for these new housing policies and highlights some grassroots resistances that have emerged in response. Finally, this paper concludes with a brief discussion of how the local state, once confronted with criticism or resistance has been able to innovate and adopt new administrative and governance structures.

Key Words: entrepreneurial governance, housing policy, gentrification

The Europeanization of Cities in the EU Multi-level System

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ABSTRACT

This paper focuses on the relationship between cities and the European Union. Three dimensions of the Europeanization of local authorities can be distinguished here: First, top-down (vertical) Europeanization which is the most obvious form. Cities are increasingly affected by European integration because most EU legislation is implemented at the local level. The analysis of this form of Europeanization has started only recently although local politics is increasingly shaped by EU decisions. Second, bottom-up (vertical) Europeanization has developed in response to this. European cities have developed from policy-takers to active players in the EU's multi-level system.

They have started to by-pass nation-states and influence EU institutions directly. Recent research shows that hierarchical structures wherein local authorities which are located in specific nation-states interact directly only with these, are supplemented by direct relations between local authorities and European institutions, especially the Commission.

Traditional forms of representation through national associations and formal channels (such as the Committee of the Regions) have been complemented by new transnational forms of representation. Cities have opened own offices in Brussels and have established transnational municipal networks, which represent their member cities in Brussels.

Third, horizontal Europeanization has become a common feature of local authorities' interaction in the European multi-level system. EU funding of cooperative projects involving cities from different countries have created transnational spaces independent from nation-states.

Cities learn from one another; this learning can take different forms, including both the transfer of best practice and the joint development of solutions for shared problems. This paper will focus on all three dimensions of Europeanization and how they are related to one another.

Key Words: Europeanization, multi-level governance, transnational municipal networks

Aggregative or Deliberative Urban Democracy?

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ABSTRACT

A basic task of democratic institutions is to achieve collective action in the face of disagreement. Democratic theory offers two general solutions to this problem. One solution is to establish fair procedures to arbitrate between conflicting interests through voting or negotiations. The other solution is to pursue consensus by the use of public reason.

These alternatives are at the heart of the distinction between liberal/aggregative and deliberative conceptions of democracy. Cohen and Sabel have explicated these conceptions as distinct approaches to the principle of democratic equality (Cohen and Sabel 1997). Whereas procedures for aggregative decision-making are set up to ensure that all interests are given equal weight, for instance through voting arrangements, deliberative equality implies that decisions proceed “on the basis of free public reason among equals” (*Ibid*, 320). Aggregative institutions are set up to arbitrate between basically irreconcilable opinions and interests, deliberative institutions on the other hand are designed to accommodate the search for the common good.

The aim of this paper is to analyse developments in political participation in Norwegian urban politics as well as institutional changes introduced or debated in later years, with reference to this duality. Is the “deliberative turn” in democratic theory (Dryzek 2000) reflected in local politics, or is it really the other way around? My basic assumption is that recent developments seem to indicate a trend towards an increasing interest in liberal and adversarial institutions. This trend is especially noteworthy in urban politics – several indicators seem to suggest that increasing use of adversarial institutions in cities is increasing the difference between democratic politics in cities and in rural communes. I will try to substantiate these claims by examining a number of changes observable in the Norwegian local government – institutional change as well as changes in democratic practice. I am furthermore concerned with the implications of these developments. In the concluding discussion I will return to the basic points of divergence between the liberal and deliberative perspectives, and develop a few arguments concerning the effects of institutional change on the workings of local democratic self-rule.

Key Words: democracy, participation, local government

Trial and Error in Urban Restructuring: Successes and Failures in Organisation, the Netherlands

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ABSTRACT

Nowadays, in The Netherlands various partners are involved in the process of urban renewal. These partners have to cooperate in order to deal with particular issues in particular urban neighbourhoods, such as post WWII estates. However, in practice cooperation between partners not always works the way it is expected. Sectors of local government, housing associations, private parties and residents' organisations can have very different visions about what has to be done in these areas. Besides, differences in work-culture and time-horizons between the partners involved can complicate the process of cooperation. Although processes of urban restructuring can be very dynamic, it is extremely important that partners agree what must be done, when and by whom. In order to create long-term commitment and added value for all partners involved, many specific management competences are needed. Only then, differences in perceptions, cultures and power positions can be overcome. In this paper we investigate which factors contribute to the success or failure of urban restructuring processes and what lessons can be learned. Local stakeholders were asked for their perception about the process of urban restructuring in five estates in The Netherlands. In the interviews, focus was on the organisation of the process and the underlying policy, including the cooperation between the partners involved and the participation of residents. The findings indicate that each process of urban restructuring has its own dynamic, due to differences in relational capacity in place and time. But, cooperation is always featured by a process of trial and error, embedded in his own dynamic context of relations and urban management. Consequently, policies for these estates are affected.

Keywords: urban governance, urban restructuring, The Netherlands

Urban Planning as Architecturing Urban Diversity

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ABSTRACT

It is widely accepted that planning in order to make cities competitive and cohesive in the global economy has to capture the multiplicity and diversity of all urban vital forces and fix them in a strategy able to steer the urban future development. In the dominant governance way of producing competitive cities, community participation, partnerships, negotiations are widely considered efficient tools for capturing such vital forces.

It is our conviction that this approach utilizes vital forces eventually made available by not large diversities, thus enhancing the risk that diversity merely represents segregation and marginalization of other relevant sources of urban life. In fact, it mainly privileges knowledge bases which are “shared” thus excluding emergent, latent knowledge bases, knowledge bases of not-large diversities, which can rather represent the germ for innovation eventually overcoming the monologic competitive urban model.

Some questions arise: what are the vital forces shaping our cities in individualised societies? Do we have different modes to recognize them? Are such vital forces traceable back to the so called urban stakeholders?

In this paper we challenge the conception of planning as tool for breaching knowledges, specifically knowledges of few individuals, and explore how to rethink planning in order to capture latent, or emergent, forces which are hardly included in structured planning processes. We think to such forces as distributed, dispersed knowledges. We look for a new conception of planning starting discussing what should be considered knowledge in planning, what “knowledge for planning” to look for and what chance we have to manage it.

Finally, the contribution introduces the concept of urban planning as architecturing the urban social diversity which does not pretend to steer the future through a static although flexible representation and reflects on the crucial relevance of such conception as a phenomena able to empower the interaction of individual energies which would differently stay latent. Architecturing means discovering and giving a chance to orchestrate virtual spaces where the connection of individuals and communities, singular and collective cognitive energies can give rise to the immaterial infrastructure for urban cohesion.

Key Words: urban planning, architecturing urban diversity

From Participation as a Plus Factor in Government to Participation as a Strategy in Governance – Empowering or Weakening Civil Society Actors in Urban Development?

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ABSTRACT

The conditions for participation in Norwegian urban planning processes are changing due to the more prominent role of market actors in urban development. New forms of network governance are emerging. The major focus of this paper is the consequences for civil society arising from new forms of governance in urban planning. Although formal procedures of representative government certainly structure such processes, important decisions are in many ways made in the informal stage of the planning process, in negotiations between planning authorities and developers before the planning turns into the stages with formal procedures for participation and political decision-making. Both the outcomes as well as the procedures are increasingly met with local opposition. The discussions of legitimate planning decision-making procedures and the role of participation in planning have been conducted within normative planning theories, but not within a more general discussion on democracy.

The aim of this paper is to bring these traditions together in a discussion on the changing conditions for participation in urban planning. First, we will present a theoretical discussion about the tentative implications of the new forms of network governance for the legitimacy of urban planning. A second question is how public planning processes can be designed to secure essential democratic norms related to participation rights based on deliberative democratic norms.

Key Words: network governance, participation, democratic legitimacy

The Urban Dimension in Territorial Governance Processes

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ABSTRACT

In the framework of the ESPON 2.3.2 project (“Governance of territorial and urban policies from EU to local level”) a model of territorial governance has been proposed, seen as a process of actors’ organization and co-ordination aiming at developing territorial capital in a non destructive way in order to improve territorial cohesion at different levels.

In this paper, taking into account the results of the ESPON 2.3.2 experience, there will be a specific focus on five interrelated issues – vertical coordination, horizontal coordination, involvement, participation, and place-specific actions – paying attention to the city-wide and metropolitan level. The first issue, vertical coordination, directly regards the process of multi-level governance and the involvement of public actors in the interaction with the current devolution processes in most European countries, the changing role of the State and the proper application of the vertical subsidiarity as promoted by the EU. The second issue regards horizontal subsidiarity processes that help to coordinate policies and strategies at the same territorial level.

City-wide and metropolitan dimension though need also to refer to non-strictly organizational dynamics that deeply influence territorial governance processes. This is the case of the other three issues analyzed:

- the involvement of public and private actors representing organised interests (stakeholders or actors that can make their voices heard);
- the widespread participation of “common” citizens, whatever their role and typology; the processes;
- and the definition of place-specific actions as results of governance processes.

Different case studies analyzed during the ESPON 2.3.2 experience will be reconsidered according to the above mentioned issues to highlight methods, models and practices of territorial governance in some European cities.

Key Words: place/territory, governance, multi-level

The Impact of the Partnership Principle on the Mobilization Among Local Actors: a Comparative Analysis of Glasgow and Krakow

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ABSTRACT

The literature on local politics points out to various patterns of governance and decision making processes in cities. With the introduction of the EU Structural Funds regulations and their emphasis on the partnership principle, one would assume that the decision making process in European cities would become more harmonized resembling the governing of the Europeanized elite. However, the Structural Funds regulations tend to be interpreted differently in each national setting and thus local authorities get involved in different horizontal and vertical interactions with local actors. This paper aims to analyse how, as a result of the European Structural Funds regulations, local actors mobilize themselves and interact on the horizontal and vertical levels by cooperating and competing in order to benefit from the opportunities emerging from the European integration. The main question of the paper is the following: how do Structural Funds regulations influence the power structure in European cities?

The paper emphasises the role of local authorities in the horizontal and vertical interactions (cooperation and competition) with various actors. Special attention is dedicated to the partnership principle that encourages participation from various groups in management of the Structural Funds. Specifically, this paper will consider the aforementioned question by contrasting two EU cities: Krakow (from a new member state) and Glasgow (from an old member state) with a focus on European Structural Funds regulations.

Key Words: partnership, Glasgow, Krakow

Community Leadership in the New Governance

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ABSTRACT

In many democratic countries local government leadership is subject to challenge from the ‘new governance’. The impact of globalisation, Europeanisation and urbanisation, combined with the emergence of a diverse and sophisticated citizenry poses important questions about local government’s role, purpose and capacity.

Classically leadership is about ‘leaders’ asking, persuading and influencing ‘followers’. However, in the current environment this leader/follower dynamic is reversed. Now there is a need to begin with the identification of community needs and wants, to broker agreement where there is conflict and to facilitate collaboration with partners in achieving goals (Hambleton and Sweeting, 2004). Typically, the development of new forms of local leadership is associated with the introduction or refinement of a strengthened political executive leadership, most notably the directly elected mayor. However, in England ‘community leadership’ is much more than a motivation to streamline political decision making, though it does incorporate that.

‘Community leadership’ has been a feature of English local government since the mid 19th century, though its significance has varied in parallel to changes in central-local government relations. With the election of ‘New Labour’ in 1997 community leadership was rediscovered and became a key element of the ‘local government modernisation agenda’ (LGMA), symbolising the change from ‘old’ to ‘new’ local government and prescribing a new role for it (Sullivan, 2007).

This paper traces the evolution of New Labour’s policy for community leadership and examines the policy’s impact on local government, its key partners and communities. Drawing on empirical data collected as part of the LGMA meta-evaluation commissioned by the Department for Communities and Local Government (DCLG), the paper explores: the extent to which there is shared understanding of the term community leadership; stakeholders’ perceptions of local government’s legitimacy and capacity to act as community leader; local government strategies for exercising community leadership; and evidence of the impact of community leadership.

The paper focuses on the ways in which community leadership is interpreted and enacted in different localities, paying particular attention to who performs (and is perceived to perform) the role of community leader within local government. The paper will argue that the emergence of the ‘new governance’ has offered public managers greater discretion to act as community leaders and that this has important implications for how we understand the role of local government and in particular the role of elected members in the new governance environment.

Key Words: community leadership, public managers/politicians, collaboration

Governing Polish Cities: Changes in Local Leaders Attitudes

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ABSTRACT

Recent years has brought many changes in governance styles of several European cities in many countries. Depending on which dimension of changes is considered these process is identified as shift from local government to local governance, as developing new management techniques identified with the New Public Management or focus on new economic development policies focusing on quality, environment and amenities instead of costs and physical infrastructure.

To what extent these trends are noticeable also in Central-East European countries, and especially in Poland? Do Polish mayors' attitudes towards management of their municipalities absorb tendencies observed in Western part of the continent? There are reasons to expect high level of convergence. The conduct of council business in 1990s was highly influenced by Western consultants working within the frame of EU, USAID, World Bank of British KHF donor programmes and their advices filled the vacuum of own experience in management of local issues in market economy environment. The increasing number of direct contacts with local governments in other countries (related to the process of EU integration) also supports the trends toward convergence. But at the same time there are several factors which may slow down this process. The low level of social trust and weakness of civic society is a barrier for voluntary, horizontal governance coalitions. The same applies to the weakness of local private sector, which has often insufficient resources to become a strong member of local urban regimes.

The paper tries to draw conclusions on the outcome of these contradictory factors, basing on empirical results of the survey of over 120 mayors of Polish municipalities. However, the picture is far from being clear. On the one hand several NPM and other ideas are widely present in the consciousness of local leaders. But on the other hand their verbal declarations are much more rarely supported with actual implementation of these ideas. There is also a strong variation among local governments (with a relatively small group of "innovators" and a larger group of traditional local governments) and the paper tries to investigate factors explaining this variation.

Key Words: new public management, location factors, convergence, Polish mayors