



# D1.4 – Governance framework for street transformations

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## Executive summary

This research project introduces a comprehensive governance framework for the transformation of streets into inclusive public spaces, aligning with community needs and promoting sustainable urban accessibility. The proposed consensus-oriented governance framework, drawing from both Zamanifard et al. (2018) public space governance model and the transition management framework (Loorbach, 2010), consists of four key stages that sometimes may overlap:

1. The strategic stage focuses on defining a shared vision through collaborative planning, engaging diverse stakeholders, and establishing long-term objectives. The open governance structure encourages inclusive participation, deploying tools like “storytelling”, “scenario planning”, and “rich pictures” to collect ideas and create a common vision.
2. The tactical stage translates the vision into tangible pathways, involving key actors, and forming governance structures with established rules. “SWOT analysis”, “co-creation workshops” and “co-design games” are used as governing tools to draw an implementation plan.
3. The operational stage centres on executing short-term, innovative actions aligned with the plan. The governance structure remains open, ensuring diverse participation, while tools like “street events” and “temporary interventions” facilitate the deployment of actions and experiments.
4. The reflexive stage involves monitoring, evaluating, and reflecting on the entire process as well as making decisions for the future transformation of a street. Although the community is involved in this stage, a core group safeguards the initial vision. Tools such as “participatory evaluation”, “(impact) assessment methods” and “decision-making frameworks” facilitate the evaluation of the process.

The consensus-oriented governance framework emphasizes collaboration, transparency, and inclusivity throughout the transformation process. To achieve consensus, the framework incorporates elements such as representative inclusion, self-organization, challenge encouragement, and a commitment to seeking consensus only after a thorough exploration of issues. The integration of these principles ensures effective governance, fostering successful street transformations that reflect the values and aspirations of diverse stakeholders.

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# 1. Introduction

This deliverable aims to provide a practical governance framework for street transformation processes. This framework is relevant for decision-makers, grassroots organisations, local communities and individuals who want to achieve a street transformation but need support in defining the different elements and steps to consider. This framework is especially relevant for individuals or organisations that aim at achieving street transformation through consensus among the different stakeholders.

This deliverable is related to the StreetForum Deliverables D1.2 – Development of digital tools for co-creation and consensus making and D1.3 – Development of analogue tools for consensus making, which can support the governance of street transformations. This deliverable is also related to D2.1 – Living lab framework because the living labs of the StreetForum project are street transformation processes. Moreover, the deliverable is also relevant for the D3.1 – Evaluation framework, as evaluations are conducted in the fourth stage of the governance process (section 3). This deliverable is structured in four main sections. Section 2 introduced the main elements of the governance of public space, Section 3 described four stages of the governance process. Section 4 explains how consensus can be facilitated throughout the process and Section 5 offers additional insights into how this framework will be applied in the StreetForum project.



## 2. The governance of public space

Contemporary streets are typically designed with a primary focus on facilitating mobility for pedestrians and vehicles, including cars, trucks, and bicycles. However, there is a growing acknowledgement that urban streets are also dynamic and multifunctional spaces that contribute to the vibrancy and character of urban life (van Schönfeld & Bertolini, 2017). In this regard, governance is central to facilitating the transformation processes of streets as public spaces.

Governance, as defined by Zamanifard et al. (2018) and Graham et al. (2003), involves the intricate processes, institutions, and structures guiding decision-making, resource allocation, and policy implementation across diverse domains, including public space management. Deviating from conventional hierarchical governmental models, these definitions stress collaboration, participation, and the active engagement of multiple entities, encompassing citizens, government bodies, businesses, and non-profit organisations (Bennett & Satterfield, 2018). In addition, urban governance is the comprehensive process of decision-making and subsequent implementation within urban settings, engaging diverse actors and institutions (Pierre, 1999; Rhodes, 2010). This perspective highlights the complex and multi-level nature of urban governance, which requires effective and inclusive governance structures that facilitate collaboration and coordination among stakeholders.

In this regard, multi-level governance refers to the dispersion of authority to various jurisdictions (Homsy, 2020). In the context of urban sustainability and climate protection plans, multi-level governance is essential for managing interdependence and negotiating with other local governments, community organisations, as well as national and international agencies (Zeemering, 2012). Within multi-level governance, two approaches are often distinguished: Top-down urban governance refers to the traditional approach where decisions are made by government authorities and then implemented by local communities (Pissourios 2014). In contrast, bottom-up urban governance involves the active participation of local communities in decision-making processes, with their needs and perspectives being taken into account. In the context of street transformation processes, bottom-up governance mostly refers to small-scale urban interventions, including tactical, pop-up, or guerilla urbanism (Danenbergh & Haas, 2019).

Zamanifard et al. (2018) developed a framework for public space governance, identifying four key elements: actors and stakeholders, governance structure, governing tools, and governing tasks.



## 2.1 Actors and stakeholders

The transformation of streets requires the collaboration and engagement of various actors, each with their unique perspectives and interests. By working together, these actors can create more inclusive, vibrant, and functional public spaces that serve the needs of the community. Stakeholders can be grouped in different ways depending on the aim of the categorisation. The StreetForum Deliverable D1.1 describes a stakeholder categorisation specific to the street transformation processes. In the context of urban governance, Zamanifard et al. (2018) identified three main groups:

- Inhabitants/citizens (e.g., individuals, nonprofit organisations): They are the primary users of public spaces and have a direct stake in their quality and character. They are often involved in shaping public space through participation in planning processes, feedback on design proposals, and active use of the space.
- Public sector (e.g. local government, police): They have the responsibility for managing and maintaining public spaces, often acting as the custodians and guardians of these spaces. They develop and implement policies related to public space, allocate resources for their maintenance, and oversee the implementation of street transformation projects.
- Private sector (e.g. retailers, businesses, practitioners): They may play a role in shaping public spaces through their commercial activities, property development, and investment in the public space. They may also have specific interests or concerns related to the use of public spaces in their zone of influence.



## 2.2 Governance structure

The arrangement of power and authority among stakeholders is the cornerstone of effective public space governance, influencing the entire governance framework, both directly and indirectly. Four main types of governance structures exist (Zamanifard et al., 2018):

- Traditional governance: Power is concentrated in the public sector, with governmental departments responsible for developing, financing, and managing public spaces. Citizens may or may not be involved in decision-making.

- Managerial governance: Responsibilities are delegated to management agencies, such as public organisations or semi-private entities. This approach aims to improve efficiency and cost-effectiveness by introducing private sector expertise.
- Market-based governance: Public services are treated as tradeable goods, and the private sector is involved in their provision and management. Competition between service providers is encouraged.
- Governance through networks: Stakeholders from the public, private, and community sectors collaborate to deliver quality public services. Decision-making is collective, and authority is shared among stakeholders.



## 2.3 Governing tools

Effective governance requires a combination of methods, rules, laws, and enforcement mechanisms to guide decision-making and ensure the fulfilment of governance objectives. The specific governing tools employed vary depending on the prevailing governance structure, the level of involvement and trust among stakeholders, and the extent to which the concerns of local communities are addressed. These tools can be broadly categorised into formal and informal approaches (Zamanifard et al., 2018).

- Formal governing tools, such as incentives, guidance, and control, are typically established by the governing authority and may be implemented through legal frameworks, masterplans, or organisational structures. These tools provide a degree of structure and consistency in governing public spaces.
- Informal governing tools, on the other hand, emerge from the collective practices, values, and norms of the community. These tools encompass cultural norms, community aspirations, and the collective images people hold of a space. They often operate at a grassroots level, shaping public behaviour and influencing the overall character of public spaces.

The choice of governing tools depends on the specific context and the desired outcome. In some cases, a combination of formal and informal tools may be employed to achieve a balance between structured management and community-driven engagement.

To support the different stages of the governance of street transformation processes, the StreetForum project has developed different, mutually complementary tools. Various tools are recommended for each of the stages indicated in Section 3. Detailed information and manuals about the tools can be found in the StreetForum Deliverables D1.2 and D1.3



## 2.4 Governing tasks

Effective public space governance requires a well-structured system for steering and coordinating interventions, shaping places, and providing financial resources for these activities (Zamanifard et al., 2018). Transforming the public space encompasses a comprehensive range of activities, from initial visioning and planning to design, development, management, and ongoing maintenance (Carmona, 2014). Understanding how these stages intertwine and how ideas are transformed into tangible outcomes is essential for successful public space governance. A key aspect of this understanding lies in comprehending the available and necessary resources to achieve to implement the transformation process. Additionally, the ability of governance structures to adapt to shifting political and economic conditions is crucial for ensuring the long-term sustainability of the transformation.



## 3. A framework for the governance of street transformations

The framework developed by Zamanifard et al. (2018) outlined above is useful to understand the different components of the governance framework. However, it does not encompass the temporality of the transformation process. In this regard, the transition management framework (Loorbach, 2010), brings relevant insights by identifying four main stages of a transition process. Merging both frameworks, we propose a novel framework for the governance of street transformations. Furthermore, from the four types of governance indicated by Zamanifard et al. (2018), governance through the network is the one considered most adequate to achieve consensus, and thus, it is the one recommended for street transformation processes.



### 3.1 Stage 1 – Strategic

In the initial phase of street transformation, emphasis is placed on core activities such as identifying stakeholders, defining a shared vision, engaging in collaborative planning exercises, and establishing long-term objectives and norms. Through open discussions, the local context is incorporated into the process, understanding the values of the local communities, identities, and sustainability perspectives. These open discussions encourage community members to engage with the process while facilitating the emergence of new ideas and alternatives. Although discussions about plans and visions are not always structured, it is crucial to keep in mind the long-term perspective.

- Actors and stakeholders

The strategic stage involves key actors and stakeholders with diverse roles and backgrounds in shaping the direction of the transformation. The stage must include several participants with different needs and perspectives being concerned with and/or affected by a future street transformation and therefore interested in the outcome. - participants representing relevant stakeholders like the local government, inhabitants, businesses, and nonprofit organisations among others.

- Governance structure

At this stage, the governance structure of the entity that pursues the transformation remains open facilitating the involvement of all stakeholders, who can bring their diverse perspectives

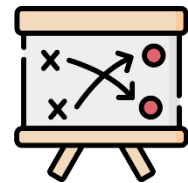
and enable the understanding of complex situations. It is important to note that the structure is not necessarily a traditional administrative body but a dynamic societal network of actors who actively seek solutions for their community.

- Governing tools

The governing tools must enable participation to collectively address complex issues as well as to envision the future of the public space being considered for transformation. Relevant tools to raise awareness for the cause and facilitate the creation of a common vision are “storytelling”, “scenario planning”, and “rich pictures” to collect ideas and create a common vision.

- Governing tasks

The output of this stage is to create a common vision, which will be used to guide the planning of the transformation process and agenda. The resulting agenda must outline shared goals, and objectives for each goal while assigning responsibilities to the actors involved.



## 3.2 Stage 2 – Tactical

During the second phase of street transformation, attention is directed to tactical activities: actions driven by the visions and objectives identified in the previous stage. The latter must be aligned with the local context, taking into account the existing rules, organizational structures, and sociocultural dynamics. The focus shifts to specific tasks allocated to individuals such as obtaining relevant information, organizing meetings, raising awareness for particular challenges and chances, managing financial resources, drafting documents, and representing interests in specific domains. These tasks seek to produce a plan for the transformation process.

- Actors and stakeholders

Crucial actors such as the government, nonprofit organisations, inhabitants as well as local public and private organisations are involved at this stage. They will contribute to the development of a governance structure that is adequate to the context and the future vision. These actors must possess authority and the capacity to translate the vision into their organisations' agendas.

- Governance structure

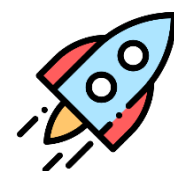
The governance structure is formed by a coalition of actors who share the future vision and are enthusiastic about the transformation. At this stage, the structure adopts a clear form and some rules are established to ensure efficient development while remaining flexible to future changes and diverging perspectives.

- Governing tools

The tools used in this phase must facilitate the translation of the desired vision and scenarios into tangible pathways. At this stage, tensions may arise due to a possible mismatch of future visions and diverging perspectives of the different stakeholders. The governance tools must be capable of alleviating these tensions while ensuring they are constructive and useful to the process. Relevant tools at this stage are “SWOT analysis”, “co-creation workshops” and “co-design games” are used as governing tools to draw an implementation plan.

- Governing tasks

The main task at this stage is to draw a plan that can be put into practice as a means to achieve the desired transformations(s). The governing tasks also involve addressing structural barriers like regulatory, institutional, and economic conditions as well as negotiating partnerships and investments.



### 3.3 Stage 3 – Operational

The third phase of street transformation focuses on operational activities in line with the plan produced in the previous stage. Such activities can be very diverse, entailing large-scale experiments, as well as smaller actions. The interventions can be temporal, targeting short-term objectives and/or innovative experiments, trials for long-term change, or permanent solutions. In the context of street transformation, innovation transcends technological advancements, encompassing novel ideas and methodologies of socioeconomic relevance. Individuals often embark on these activities driven by personal aspirations, entrepreneurial skills, or groundbreaking concepts. Under favourable circumstances, these temporary or tactical actions can gain widespread acceptance and accelerate the transformation process.

- Actors and stakeholders

At the operational stage, a broad range of actors and stakeholders are involved in executing experiments and actions. Thus, the diversity of actors is crucial, as well as the engagement of the community in the transformation process.

- Governance structure

The previously established structure increasingly opens up providing a space for everyone to contribute to the transformation process. This structure also monitors the feasibility of the different actions, contributing to the creation of a measurable portfolio of experiments.

- Governing tools

The governing tools must facilitate the deployment of actions and experiments aligned with the vision and plans developed in the previous stages. These tools must also enable the consolidation of the interventions as a means to achieve the transformation which is more aligned with the vision produced in the first stage. Relevant tools at this stage are “street events” and “temporary interventions” to empower stakeholders and facilitate the deployment of actions and experiments.

- Governing tasks

The main governing tasks are the deployment of actions and experiments to empower stakeholders, as well as fostering innovation relevant to the street transformation process. Such tasks must enable the adoption of the future vision and the support of the transformation by the local community. As the interventions are implemented in the public space, opposing reactions may arise. Thus, it is important to gather trustful information about the effectiveness and acceptance of the different actions.



## 3.4 Stage 4 – Reflexive

In this stage of transforming a street, the focus is put on reflecting on what has happened throughout the process. The latter involves checking how well the plans were put into practice, the effectiveness and acceptance of the experiments and the impact of the different actions. The overall process is assessed for progress, barriers, and improvements, promoting social learning through collective reflection and cooperation among diverse actors. At this

stage, it is crucial to identify the perceptions and opinions of the different stakeholder groups. The latter can be done by taking measurements (e.g., traffic counts, noise and air pollution) checking the media, asking individuals and attending relevant debates as well as participant observation - regarding the behaviour of street users in the public space. The findings obtained are relevant to rethink the previous plan, if necessary, as well as to make decisions about the transformation, remaining flexible to the context and emerging needs. The results may support the continuation of the experiments or the implementation of a permanent solution.

- Actors and stakeholders

Selected actors involved in the process play a vivid role in monitoring and evaluating as well as in enabling social learning. To ensure this, certain actors should adopt the role of monitoring right from the beginning to ensure the collection of relevant information and to assess every stage of the process. At the last stage, a collective reflection and decisions about future actions should take place.

- Governance structure

At this stage, the local community should be more broadly involved as a result of the different actions. Nonetheless, the core group of individuals that were involved in the strategic stage are central to reminding the vision and its evolution throughout the different stages. For this, clear roles and responsibilities should be established, enabling effective collaboration, knowledge sharing, and informed decision-making.

- Governing tools

The governing tools provide mechanisms for monitoring and evaluating the transformation as well as adapting to the changing dynamics and newly emerged needs. Tools like “participatory evaluation”, “(impact) assessment methods” and “decision-making frameworks” facilitate the evaluation of the process.

- Governing tasks

The main task at this stage is to produce an assessment of the entire process, the different actions and experiments, as well as recommendations for future steps. For this, continuous monitoring and observation of behavioural, social, economic, environmental and physical change is central. Monitoring focuses also on the actors involved, networking, alliance formation, responsibilities, activities, and the instruments used. Furthermore, as the initiative may be contested by opposing groups, the results of the assessment are crucial to defend the intervention and gain support from stakeholders.

## 4. A consensus-oriented governance framework

Collaborative planning and public engagement are crucial to fostering consensus in street transformation processes (Cheng, 2013; Healey, 2003; Bartoletti & Faccioli, 2016). These approaches highlight the significance of dialogue and communication among local actors during decision-making. Additionally, leveraging communication and digital media fosters public participation, facilitating consensus-building (Bartoletti & Faccioli, 2016). Network governance, involving diverse stakeholders such as government entities, private organisations, and citizens, is crucial for achieving consensus in urban governance (Bortel, 2009; Nyseth, 2008). Connecting with relevant stakeholders and considering their perspectives enables the governance framework to drive inclusive decision-making and improve actor involvement, ultimately contributing to consensus-building.

A governance framework for street transformations tailored for consensus should encompass general elements of effective governance and specific strategies for consensus achievement in participatory planning. This involves establishing structures, processes, and communication channels that promote collaboration, transparency, and responsiveness. Recognising the importance of inclusivity, empowerment, and dialogue is key. Therefore, the governance process should adhere to principles outlined by Innes & Booher (1999):

- Including representatives of all relevant and significantly different interests.
- Being driven by a purpose and task that are real, practical, and shared by the group.
- Being self-organising, allowing participants to decide on ground rules, objectives, tasks, working groups, and discussion topics.
- Engaging participants, keeping them at the table, interested, and learning through in-depth discussion, drama, humour, and informal interaction.
- Encouraging challenges to the status quo and fostering creative thinking.
- Incorporating high-quality information of many types and assuring agreement on its meaning.
- Seeking consensus only after discussions have fully explored the issues and interests and significant effort has been made to find creative responses to differences.

## 5. Governance framework for the StreetForum living labs

While the consensus-building tools in StreetForum serve specific concrete conditions of consensus-making (raise awareness of issues, build common understanding of issues; build trust; empower people), governance strategies should act as enablers of the consensus-making process by creating the necessary framework conditions for negotiations, the generation and exchange of new knowledge, the involvement of all key stakeholders and to ensure that the proposed transformations are implemented and maintained.

Therefore the governance framework outlined above will be implemented in the StreetForum living labs at multiple levels:

1. By identifying and involving key governmental and civil society stakeholders with governance responsibilities and identifying their needs in the planning, implementation and monitoring of the transformations (see Deliverable D1.1 Report on stakeholder needs, personas and narratives).
2. By setting up the governance of the living labs in a way that the above-identified stakeholders are involved in all stages of the transition process (see Section 3 above and Deliverable D2.1 Guidelines for living labs).
3. By incorporating the key requirements of a consensus-based governance approach (see Section 4 above) in the evaluation framework of the StreetForum living labs (Deliverable D3.1 Evaluation framework and guidelines).

These elements of the research process will make it possible to identify the responsibilities of different governance actors at the multiple governance levels; the barriers and drivers of successful consensus building from the governance perspective; the governance structures that can best support the different stages of the transformation; the resources that are necessary for the governance actors to support consensus building (e.g. knowledge, time, financial and human resources); as well as regulation and guidelines that can ensure an inclusive consensus making process where everyone's voice is heard.

The evaluation of the four StreetForum living labs will observe how governance actors interact in the consensus-making process, what barriers and drivers they face and how they benefit from the StreetForum tools. Then, guidelines will be developed for civil and government actors as part of Deliverable D4.1 Guide to successful street transformations to support consensus-making processes.

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