

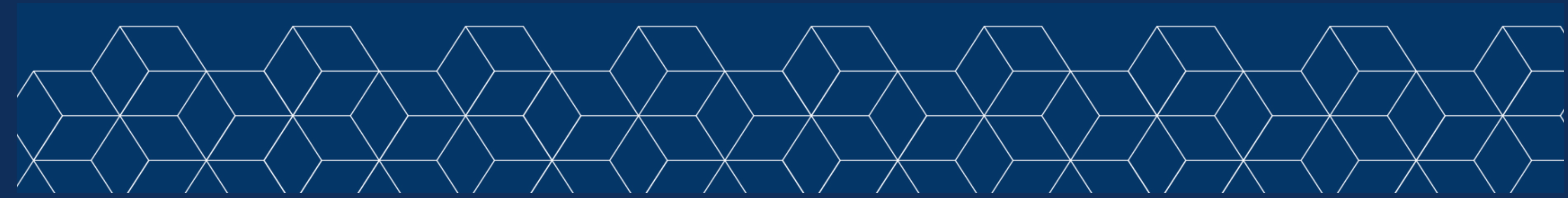
Antonello Scialdone

SOME REMARKS ABOUT COLLABORATIVE GOVERNANCE AND CO-CREATION OF 'SHARED ADMINISTRATION'

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Relations between P.A. and third sector organizations are changing: a long-emerging phenomenon with some degree of institutionalization (not necessarily corresponding to codified forms of legal regulation). During last decades there have been new ways of collaboration and contamination, which redefine the boundaries between systems and result in differentiated outcomes, such as:

- *Organizational hybridation* (Molina 2010);
- *Co-production of services* (Verschuere et al. 2012; Cataldi 2015);
- *Impact investing*

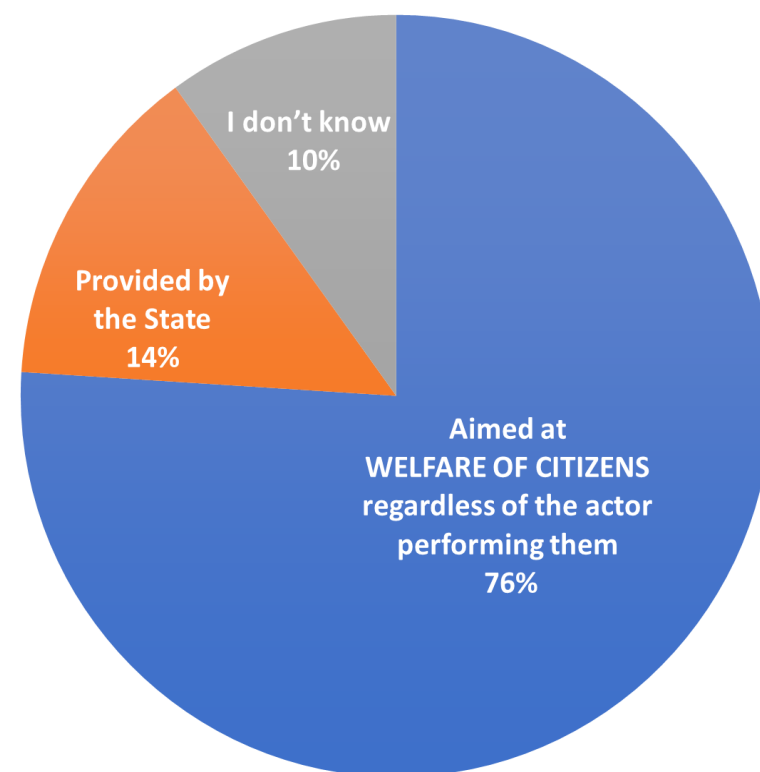
Here we are dealing with forms of strategic partnerships, that is a broad spectrum of intersectoral and interorganizational mechanisms and devices.



Changing boundaries of the administrative field: retreat or rearticulation?

Classical approaches of decision-making lose their grip and make way for 'pragmatically orientated temporary arenas' and centered on the co-production of knowledge & services (Benn 2010). Creation of hybrid and unstable areas. Ridefinition of the boundaries between spheres of publicization of the private and privatization of the public.

Public benefit mainly includes activities:



In (collaborative) governance model, the public institution/political authority seems to yield stability: but citizens don't really care about providers' nature.

Source: Symbola/Ipsos 2018

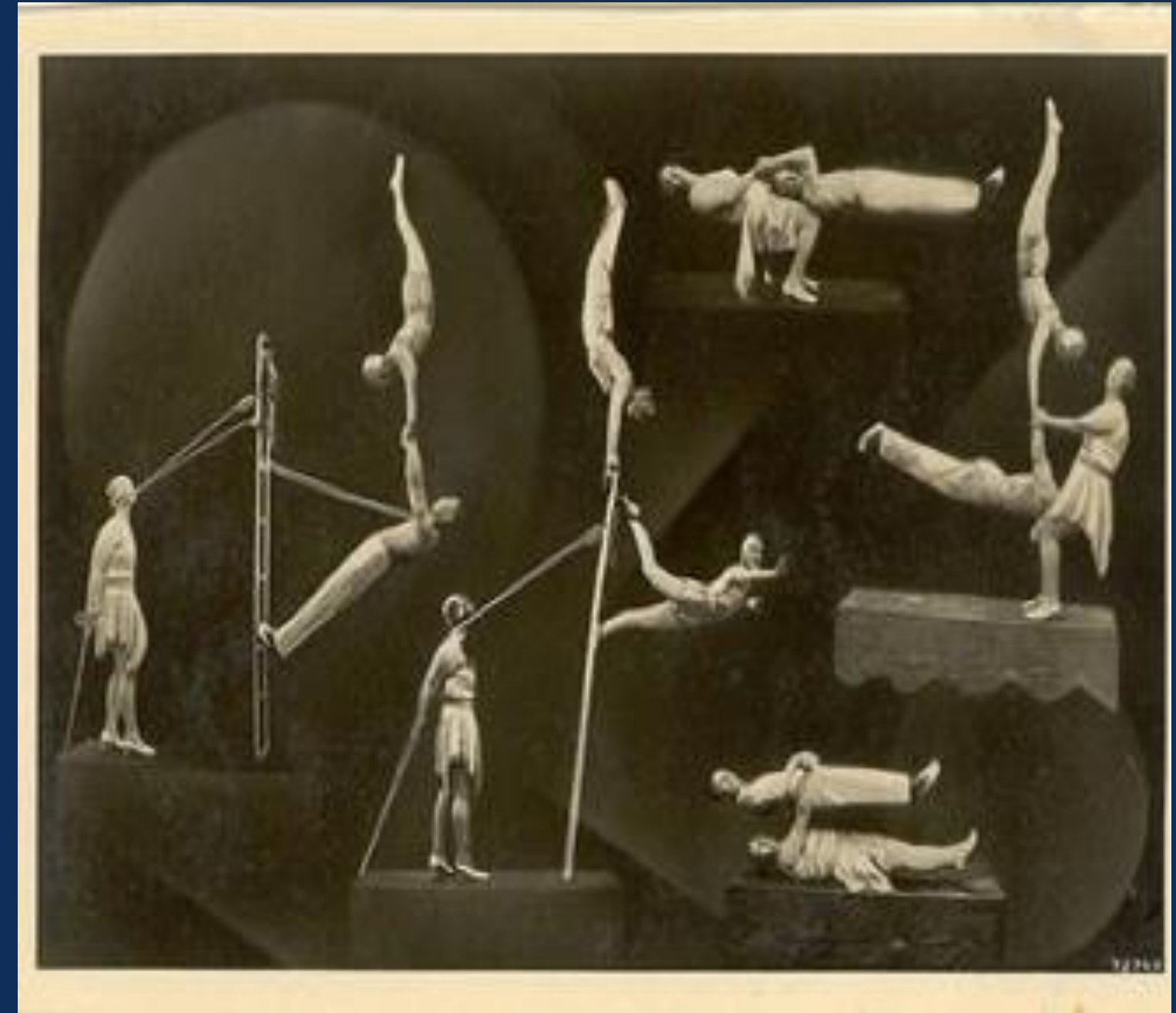


An emerging paradigm

Public is less and less the requirement of a subject, and more and more the character of an action, which is such when:

1. - is transparent and seen by all;
2. - is informed by common pathways;
3. - produces public goods;
4. - becomes the object of coordinated action.

Emerging relevance of organizational formulas hinged on the principle of connecting (reciprocity, communication, widespread responsibilities).



Two dangers and a complex challenge

The activity of solidaristic organizations possesses requirements of **correspondence with the purpose of public action**. Especially in backward territories, these realities can express in playing a **function of social protagonism**, if capable of **countering the risk of involution and measuring themselves with the promotion of community development**, or they can make up for the shortcomings of public hand and settle for a **condition of subordinate adaptability**, in the wake of a misunderstood interpretation of the reasons for subsidiarity.

Today, social economy organizations seem constrained between two deadly risks (on one hand, dangers of **colonization** by territorial administrations; on the other, pushes toward **commodification** related to the emulation of for-profit contexts): risks that it can counter by witnessing its own culture of **civiness** in an original way.



Four Sources to consider

- EU Social Investment Package
- Third Sector Code
- Constitutional Court no 131/2000
- NRRP



Take into account *plural contexts and different actors*

The European Commission's 2013 Communication "*Towards Social Investment for Growth and Cohesion*" focuses on a strategy based not exclusively on the scope of social protection and economic stabilization instruments, but also on the dimension of **social investment**. Corresponding to this logic are goals of strengthening the capabilities (current and future) of people and the **potential of territorial systems**.

Essential element of a strategy oriented in this direction is innovation, since social policies require "*constant adaptation to new challenges*". Due consideration must be given to **plural contexts** and **relationships between different actors**. So the Social Investment Package emphasizes substantial supports guaranteed in various fields by not-public organization guarantee. The possibility of virtuous partnership circuit between the **public, private and nonprofit sectors** is highlighted.



ITALY: Third Sector Code and Constitutional Court

- Art. 55 Legislative Decree. n.117/2017: In the implementation of the **principles of subsidiarity, cooperation, effectiveness, efficiency and economy**, public administrations in the exercise of their functions of planning and organization at the territorial level of interventions and services (...) ensure the **active involvement of Third Sector Organizations**, through forms of co-programming and co-planning. **Co-programming** is aimed at the identification, by the proceeding public administration, of the needs to be met, the interventions necessary for this purpose, the methods of their implementation and the available resources. **Co-planning** is aimed at defining and possibly implementing specific service or intervention projects designed to meet defined needs.
- Const. Court no. 131/2020: TS Organizations able to *"make available to the public body valuable information data and an important organizational and intervention capacity"*. **Specific aptitude to participate in realizing the general interest.**



NRRP

Appreciable prominence in Italian NRRP given to the “co-shared administration” model: in all measures of Mission 5 Inclusion and Cohesion there are transversal references for a *“co-design planning of services”* aimed at a more penetrating reading of social needs and useful for a **“mutual exchange of skills and experiences that will enrich both the PA and the Third Sector”** (p. 203), but co-programming practices are also mentioned with reference to the preparation of participatory urban regeneration programs, which will transform *“vulnerable metropolitan territories into efficient, sustainable and productive areas”* with the involvement of voluntary and social economy organizations

A new scenario for public policy:
**Shared Administration as
an ordinary relational module?**

Differentiating factors:
regional laws + function of territories



Mosaic fallacy and the conditions of effectiveness of partnerships

Mosaic fallacy: incorrect assumption that a system is simply sum of the parts.

Effective partnerships rest on:

- mutual trust;
- different but complementary needs/asset (Wohlstetter et al. 2005);
- compatible goals (not attainable otherwise);
- clear governance structures;
- efficient level of communications;
- attention to impacts
....maybe leadership of a new sign?



Which infrastructure do we need?

Intangible infrastructures, eminently founded on the dimension of interaction.

Three profiles:

- **Variety of cultures**, implying a collective orientation toward inclusiveness. Communities/coalitions are driven to engage in constructive disputes (Butler Flora & Flora 1993) and then in concrete collective decisions. Acceptance of diversity of opinion (debate has to be understood as the opposite of conflict, and not the absence of agreement); focus on process and not on 'final victory'; putting particularistic interests on the back burner.
- **Quality of connections**: both formal and informal: the goal is the expansion of 'we' boundaries.
- **Resource mobilization**: it is important to solicit hidden/underutilized local forces and take collective risks.



Learning actors

Encouraging citizen involvement is difficult for a number of reasons, related to trust: to show that their role is relevant, one must include them from the very beginning of the partnership process (Franz, Tausz & Thiel 2015). It is necessary to clarify first the meaning of the partnership; make it clear that it is a means and not an end (*'a journey, not a destination,'* Gajda 2004); emphasize the process dimension and the human relations aspect....

Networking has basically to do with **access to collective learning and change opportunities**. Importance of generators of new ideas but also of boundary spanners and gatekeepers. The various actors are required to invest in generation and transmission of new knowledge, and together to invest in interorganizational learning.

Subjects who animate and sustain these coalitions, who invest high-interest cognitive and motivational resources (needed to compensate often for the tendency to lack material incentives), see **opportunities** where others simply read the existence of **problems**.



Three turning points to consider

- Trade-off between the breadth of the arena and the relevance of deliberation.
- Realistic approaches: are they compatible with the short-terms of electoral cycles and political evaluation?
- Finally, **partnerships can fail and consume -or even destroy- resources** (Longoria 2005), rather than save them and produce added value.



Critical remarks

Celebratory and idealized rhetorics: seem to produce organic coordination of objectives but hide instrumentality and exercises of power?



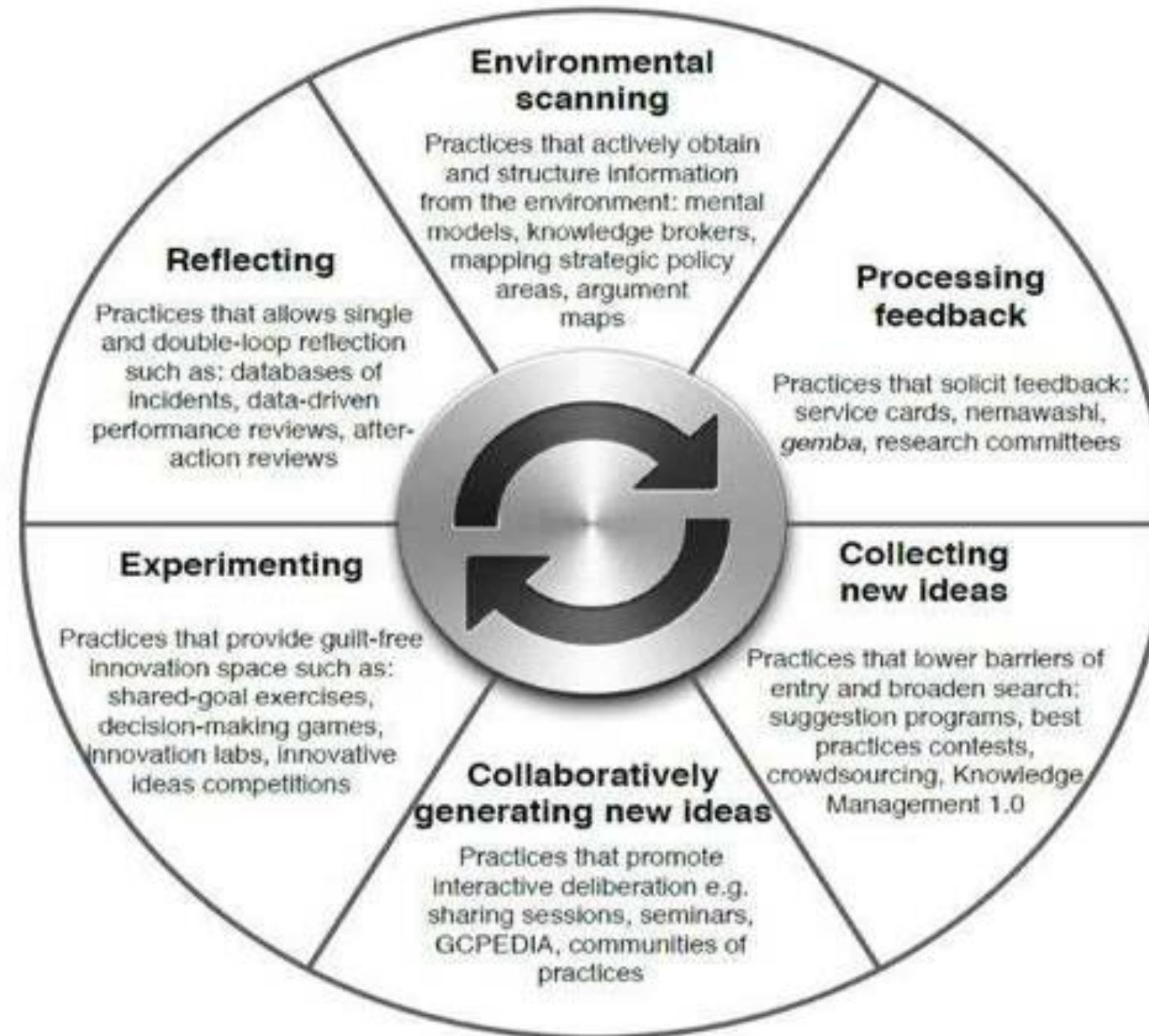
Partnering opens up participation but does not necessarily induce widespread capacity to influence decisions (Dahlstedt 2009). All participating actors seem equal, but aren't always equal in practice. Role specialization problem: **'The larger the networks, the more difficult it is to delineate tasks'** (McGuire 2006).

Organizations that collaborate emerge, hardly those that protest. Social capital becomes synonymous of positive consensus and expunges conflict...?



Promising practices

K.Newcomer, K.Olejniczak (2013) *Accountability for Learning: Promising Practices from Ten Countries*



Are there devices that facilitate exchanges and collective decision making?

International experience in recent years has highlighted the effectiveness of various tools: e.g., Change Labs studied by F. Westley in Canada; Knowledge Management 2.0 platform of EMPRENDE Agency in Andalusia; the Inaction Cost Calculator implemented in Poland (Kucharska & Sempruch 2014); Living Labs experiences in Trento RISE Association....

There are also physical devices at the service of **urban policy innovation**: creativity yards, community hubs, social spaces etc. function as places of exchange and elaboration of "vernacular tactics," of **mutual contamination and fertilization** and help the **growth of a collaborative atmosphere**. Relevance of face-to-face relationships and buzz (Storper & Venables 2004, Montanari 2014).

But beware: there are
no predetermined formulas for success.



Visions of the Future (and deferred impacts)

We all must be careful not to size up in the short term: these are **processes that take time and do not necessarily produce immediate and directly perceptible effects for individual actors.**

Co-planning partnerships, like social investments, bet on **deferred impacts over time** (as well as expanded context). The ambitious perspective on which they rest -founded ontologically on a vision of the future- disincentivizes expenditures that are all consumed in the present, and generates **expectations of dividends to come.**

This **intertemporal component** is a peculiar element of the paradigm: and it is the same factor that raises more uncertainties and perplexities in those who are accustomed to thinking rather of systems/measures that guarantee immediate responses to indifferent needs. Nolan (2013) argues that the "promise" of deferred profitability over time will be all the more credible the more empirical studies are available to give evidence to the results of the investment in the micro level.







THANKS
FOR YOUR ATTENTION

a.scialdone@inapp.gov.it

