THE GOVERNANCE OF URBAN GREEN SPACES IN SELECTED EU-CITIES

Policies, Practices, Actors, Topics

Deliverable 6.1:

Work package 6: GOVERNANCE

Partners involved: WUR, FCRA , TUM, FFCUL, MRI, SRC, UCPH, UH

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Description:

The contents of this report outline the results of the first phase of research into innovative forms of participatory governance in Europe as part of the EU FP7 project GREEN SURGE (ENV.2013.6.2-5-603567; 2013-2017)

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January 2015

SEVENTH FRAMEWORK PROGRAMME

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ABSTRACT

In this report, we discuss the findings of the GREEN SURGE Work Package 6 Tier 1 research on identifying and conceptualising innovative participatory governance arrangements in regards to the management of urban green infrastructure. At the basis of this research is the policy arrangement approach, which implies that, although governance arrangements are driven by agents, they operate within a structural context. Four main research questions are addressed: 1) Which trends affect the governance of urban green spaces? 2) How do governments deal with questions surrounding participation in their green space policies and related practices? 3) Who are involved with green space policies and who initiates what projects? And 4) what are the intended outcomes of initiatives?

A total of 20 EU-cities has been investigated as part of our Tier 1 research. Information on governance arrangements was acquired by the following means: a) A semi-structured interview with a municipality official with expertise on urban green space, b) a desk study, and c) analysis of two central planning documents per city.

Analysis of the materials revealed a total of six EU-wide trends in regard to participatory governance arrangements. Findings on policies, actors and initiatives have been linked to these trends where relevant. Policies and practices of participation could be grouped into five clusters. A distinction was made between two types of governance arrangements in which the government has the greatest impact on decision-making, co-governance and two categories of informal spontaneous activities occurring independently of government influence. Our findings on actors indicated involvement of a range of non-governmental actors in green space decision-making and very few calls for decreased involvement of any particular actor by city officials. Green space projects involving non-governmental actors tended to be initiated and led by government actors. In most cases, the intended outcomes of initiatives were either environmental or social in nature with many projects combining these types of objectives. Intended outcomes were delivered either through changing the physical environment or organising activities.

Future research in WP 6 will investigate a number of innovative and/or successful initiatives in more detail to identify underlying factors contributing to success that are linked to actors involved, rules of the game, discourses and available resources. It is concluded that there is a shift from government to governance with the government retaining a strong steer on green space management. As a result, many governance arrangements are hybrids involving both governmental and non-governmental actors.

1 INTRODUCTION

1.1 GREEN SURGE

In a time of continuing urbanization, there is an increasing focus on developing attractive and healthy urban environments. Green spaces, ranging from woodlands and parks to allotment gardens and green roofs, provide a range of ecosystem services that contribute to better cities (Lovell and Taylor, 2013).

The Green Infrastructure and Urban Biodiversity for Sustainable Urban Development and the Green Economy project (GREEN SURGE in brief), funded under the EU's 7th Framework Programme for research, will identify, develop and test ways of linking green spaces, biodiversity, people and the green economy in order to meet the major urban challenges related to land use conflicts, climate change adaptation, demographic changes and human health and wellbeing. It will provide a sound evidence base for urban green infrastructure planning and implementation, exploring the potential for innovation in better linking environmental, social and ecosystem services with local communities[1].

The GREEN SURGE project aims to:

- ***Develop urban green infrastructure2 as planning concept for both integration and promotion of biodiversity and ecosystem services, and adapt it to local contexts.***
- ***Apply an innovative biocultural diversity perspective to develop successful governance arrangements facilitating socio-ecological integration and local engagement in planning of urban green spaces.***
- ***Explore how valuation and real market integration of biodiversity and ecosystem services can facilitate choices in favour of the development of multifunctional green spaces in urban areas.***

Approaches and tools under these three interlinked objectives will be developed and implemented through an integrative, iterative and transdisciplinary process organised into 8 Work Packages (WPs). GREEN SURGE will embrace a three-tiered approach of comparative European cases, synthesis of good practices, and establishment of five Urban Learning Labs, strategically selected to represent different urban situations in Europe. GREEN SURGE will work with cooperative Learning Alliances, a specific type of multi-stakeholder involvement designed to enhance a process of shared learning and understanding in situations with a high degree of complexity and unpredictability. GREEN SURGE will thus combine a project-wide, science-driven approach based on a common framework methodology with a bottom-up knowledge or experience-based approach at the local level.

[1] http://greensurge.eu/

[2] Urban Green Infrastructure (UGI) planning is a strategic planning approach that aims at developing networks of green and blue spaces in urban areas designed and managed to deliver a wide range of ecosystem services (Hansen and Rall, 2014).

1.2 GREEN SURGE Work Package 6: the governance of urban green spaces

The contents of this report are based on work conducted in Work Package 6, one of the eight Work Packages of GREEN SURGE. Work Package 6 focuses on governance arrangements for urban green spaces. Traditionally, local authorities have been primarily responsible for urban green space planning and management. However, it is now widely recognised that while local authorities retain a role, local communities, enterprises and other non-governmental stakeholders also need to be involved in green space decision-making processes. This change in thinking about the role of various actors in society is often described as a shift from 'government' to 'governance'. Governance embodies the formal and informal institutions, rules, mechanisms and processes of collective decision-making that enable stakeholders to influence and coordinate their interdependent needs and interests and their interactions with the environment at different scales (Taconi, 2011).

This shift towards governance has resulted in new forms of interaction between government bodies, citizens and other non-state actors. It includes arrangements in which non-state actors are consulted in green space decision-making processes, or in which there is a form of cooperation between government actors and non-government actors. The concept of stakeholder involvement has been broadened in recent years, and nowadays also includes forms of self-governance where self-organizing non-state actor groups play a major role in green space decision-making or management and authorities have a distant, facilitating or absent role (Arnouts et al., 2012). It has been suggested that self-governance increasingly contributes to the delivery of Urban Green Infrastructure (UGI). Examples of non-state stakeholders playing a role in delivering UGI can be found at all scales, and include a range of management approaches and foci, from urban agriculture to grassroots' guerrilla gardening initiatives, and from businesses adopting botanic gardens to the integration of brownfields into the UGI.

Work Package 6 of the GREEN SURGE project focuses on governance arrangements for urban green spaces. Whenever the term 'governance' is used for research purposes, it requires a careful operationalization. WP6 focuses on *participatory governance (of urban green spaces)*, defined here as *arrangements in which citizens, entrepreneurs, NGOs and other non-governmental parties develop and manage networks of urban green spaces at different levels, with or without the involvement of formal authorities*. These arrangements might contribute to the Urban Green Infrastructure (UGI), but do not necessarily. UGI can generally be considered as the product of the hierarchical view on planning typical of the government-dominated paradigm. For that reason, UGI is at the core of attention of WP5.

In contrast and complementary to WP5, in WP6 we[3] also highlight the often spontaneous, local and multi-actor initiatives apart from formal participation policies. These initiatives may perhaps not be as 'spatially structured' as UGI, but are still highly influential in determining the quality and quantity of green spaces in a city. The initiatives that we focus on in WP6 each involve different actors, apply different rules of the game and mobilise different resources. When we discuss '*initiatives*', we are referring to *activities undertaken by coalitions of actors in relation to urban green spaces which may be intended to make changes to these spaces or to use them for specific purposes.*

WP6 is looking for arrangements going beyond the traditional, government-dominated paradigm, with a particular focus on socially-inclusive decision-making. It aims to identify the broad spectrum of governance arrangements in which citizens, entrepreneurs, NGOs and other non-governmental parties develop and manage networks of urban green spaces[4] at different spatial and administrative levels, with or without the involvement of formal authorities. It will investigate which governance arrangements have been successful, for whom and what, and in which particular contexts.

WP6 has the following objectives:

- ***To identify and conceptualise innovative participatory governance arrangements in which a variety of stakeholders engage in the governance of UGI and biocultural diversity decision-making.***
- ***To investigate which governance arrangements are most successful in terms of delivering: biodiversity conservation, Ecosystem services, community empowerment, connecting people to urban green spaces as well as contributing to the green economy and promoting climate change adaptation.***
- ***To develop guidelines on effective participatory governance arrangements for UGI planning and management in different contexts and for different purposes.***

Tier 1 studies (this report) focuses on objective 1, tier 2 studies on objective 2 and tier 3 studies on objective 3. As WP6 does not want to limit itself to UGI-related governance arrangements exclusively, we extent objective 1 to incorporate urban green spaces in general for the purpose of this report.

1.3 A layered approach to researching participatory governance

WP6 distinguishes four layers of research as part of a layered approach to governance (Buizer et al., 2014). These different layers function to iteratively scrutinise participatory governance in relation to

[3] A core group of partners, consisting of WU (WP leader), FCRA (assistant to the WP leader) and MRI, will contribute to the main work in Tasks 6.1, 6.2 and 6.3. Some partners are responsible for one of the 20 case study areas and will in this respect contribute to the comparative analysis of them (UCPH, TUM, ICLEI, UL, UNIBA, UH, SRC, TE, FFCUL). Partners linked to the ULLs (SLU, UNIBA (with FFCUL), FRCA, UL, TUB) are involved in Task 6.3. See appendix 1 for an overview of all partner abbreviations

[4] Focus is on publicly available green spaces, however it is acknowledged that green space on privately owned land performs an important role in the overall green space networks and may also be publicly available.

UGI. Each layer builds upon the work conducted in the previous layers and helps to further examine participatory governance related to UGI. The first two layers of this WP are the most broadly oriented and provide an overview of the planning and governance situation in a total of 20 selected cities (see section 3.1.). The third layer of WP6, which corresponds with the second layer of the layered approach, will involve carrying out in-depth studies to provide insight into the dynamics of green space initiatives given their specific context. The fourth layer broadens the focus again by sharing insights, critical analyses and lessons learnt in the Urban Learning Labs (ULLs) that are part of the GREEN SURGE project. In these ULLs, collaborative learning and knowledge production take place between practitioners, policy makers, researcher and other stakeholders through a series of workshops. Apart from the ULLs, other exchanges with non-ULL interested stakeholders are also part of this fourth layer.

The green shading at the bottom of Figure 1.1 represents the process of moving from a broad (rather shallow) EU-wide orientation to a more in-depth focus in a selected number of cases, to again a broader EU-wide orientation through the ULLs. The majority of the questions of relevance for the first two layers will be dealt with in the Tier 1 questionnaire and desk study, although part of the data required for the second layer of research will be acquired from conducting the in-depth case studies.

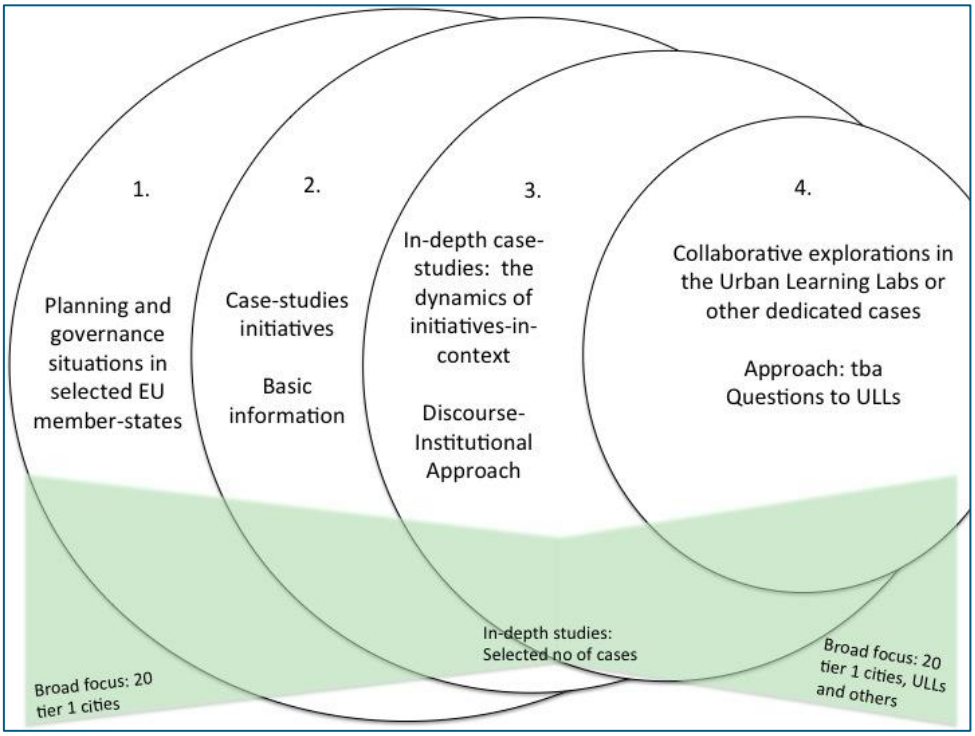

Figure 1.1 A layered approach to researching participatory governance

This report provides insights into the first two layers. It details participatory governance situations in relation to green space in selected EU Member States by giving an overview of the actors involved, the most relevant policies and the physical orientations of initiatives in the selected cities.

1.4 This report

The contents of this report outline the outcomes of the first phase of research on innovative forms of participatory governance in Europe as part of the EU FP7 GREEN SURGE project (ENV.2013.6.2-5-603567; 2013-2017). This report documents the first phase of our WP6 research. It is aimed at identifying, mapping and conceptualizing participatory governance arrangements in relation to urban green space in European countries.

This report is divided into eight chapters. Chapter 2 presents some theoretical background on 'governance', with particular attention to participatory governance and innovations. In Chapter 3 we will highlight the methodology used for the Tier 1 studies. Chapters 4 to 7 provide the empirical core of this report. Chapter 4 presents trends considered of relevance for urban green space governance. Chapter 5 presents the participation-focused policies and related practices; it predominantly focuses on rules. Chapter 6 focuses on actors: who are involved with green space policies and who initiates what projects? This is preparing the way for further in-depth work on the dynamics of actor involvement in the next phase of research. Chapter 7 is aimed at presenting the intended outcomes or objectives of initiatives, laying the groundwork for further studies on the themes and local discourse in the next phase of research. Finally, Chapter 8 synthesises all insights and will draw out the main conclusions from the data.

2 GOVERNANCE

2.1 The concept of governance

Governance has become a mainstream concept, moving out of the realm of political science into other disciplines and into practical policy and delivery arenas (Bryant and Wilson, 1998; Kooiman, 1993; World Bank, 1991). It is often used as a term to refer to the involvement of a range of actors in the process of governing, in a decentralised, networked and participatory manner.

Compared to the past situation where land use planning and management were mainly considered to be governmental tasks, local communities, private enterprises and non-governmental organizations are more often expected to get involved in land use decision-making processes in present times (Cowell and Murdoch, 1999). This has brought about two trends across Europe: 1) the development of the concept of governance and 2) higher prevalence of stakeholder inclusion, specifically of civil society organisations and citizens, to become more prevalent (Rosol, 2010). Notwithstanding these trends, in practice governments still play an important role in the management and planning of (large) green spaces (Mattijssen et al., 2014; Hysing, 2009).

The central question addressed by any investigation of governance is about how decisions are made and implemented (Jouve, 2005). This involves consideration of a range of issues including: politics and the role of government; citizenship and the role of civic society and civil organisations; rights and responsibilities; accountability; legitimacy and partnership working (Durose and Rummery, 2006).

Over time, and perhaps because of its inclination to become an empty signifier, the concept of governance has become paired with a range of adjectives to accentuate specific characteristics, such as: participatory (Fung and Wright, 2001), multi-level (Hooghe, 2003), landscape (Buizer et al., in press; Görg, 2007), experimentalist (Sabel and Zeitlin, 2008) and recently, evolutionary (Assche et al., 2014). The term has also been interpreted in a normative way, as in 'Good Governance', to denote a development that is inherently desirable (see for example Stoker, 1998; Agere, 2000).

However, despite a recognition that within the sphere of natural resources management the era of government is moving to an era of governance, 'governance' is a concept that remains contested. The degree to which government and non-government actors and institutions are involved in environmental decision making can differ between various practices (see for example Bell and Hindmoor, 2012; Rosenau and Czempiel, 1992) and can lead to different results in different contexts. In some examples, we observe a process that has been called 'jumping scales' (Smith, 1984 in Swyngedouw, 2005), where local or issue-based groups realise changes by accessing or applying transnational (e.g., European) resources or rules (Buizer and Turnhout, 2011). Furthermore, there is a debate about formal and informal forms of decision making within governance frameworks (see for example Fung and Wright, 2001) and about clashes between formal mechanisms and informal rules (Van Dam et al., 2010).

Power and the legitimacy of representation are also important topics related to governance: which actors are empowered and which not? Who are represented in governance arrangements, and who are not? (see for example Connelly et al. 2006; Leino and Peltomaa, 2012; Smith, 2009). Critics have pointed out that there are potential pitfalls associated with new forms of governance such as the risk of initiatives to become institutionalised in such a way that some stakeholders are empowered whilst

others are disempowered (Cooke and Kothari, 2001). Governance can also bring about the risk of a democratic deficit when a local decision-making process is not well connected with formal democratic decision-making institutions, or the imposition of market rules when forms of governance are applied that rely heavily on financial mechanisms (Bond and Thompson-Fawcett, 2007; Swyngedouw, 2005).

2.2 Analysing governance arrangements

In the different GREEN SURGE countries, there are different degrees to which non-government actors get a say in decision-making about the planning, design and management of urban green spaces. In order to gain insight into forms of governance related to urban green space (objective 1) and measures of success (objective 2), we need an analytical approach which allows to gain insight into arrangements of governance. An analytical lens to study the different forms of 'working together' of both governments and non-governmental actors to fulfil tasks in relation to urban green spaces is provided by the policy arrangement approach (Arts et al., 2006). A policy arrangement can be seen as 'the temporary stabilisation of the organisation and substance of a policy domain at a specific level of policy making' (Van Tatenhove et al., 2000, p. 54). A policy arrangement is visualized as a tetrahedron in which each of the four corners represents one of the dimensions. A change in one of the dimensions will affect the other dimensions and change the shape of the entire figure (Figure 2.1).

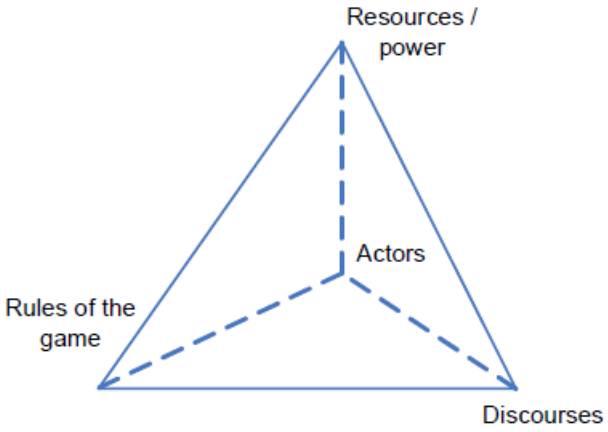

Figure 2.1 A policy arrangement visualized as tetrahedron (Liefferink, 2006)

In WP6, we prefer to speak of 'governance arrangements' rather than policy arrangements (see also Arnouts et al., 2012), because not all initiatives have translated ('stabilized') into formal policies, yet they can be understood and described in terms of the four dimensions distinguished by Arts et al. (2006): discourse, actors, resources and rules of the game.

Discourse can be understood as 'a specific ensemble of ideas, concepts, and categorizations that are produced, reproduced and transformed in a particular set of practices and through which meaning is given to physical and social realities' (Hajer, 1995: 44). The analysis of a discourse is concerned with the storylines and visions of those involved. Attention needs to be paid to how these visions are perceived and socially constructed and to how they are embedded in social and institutional practices (Buizer, 2008). *Actors* are individuals or organizations involved in a specific area (Buizer, 2008). Actors can be a part of a certain governance arrangement and can exercise influence within the structural

context provided by the other dimensions of such an arrangement. A coalition can be seen as a cooperation of actors to achieve (more or less) shared objectives. *Resources* can be mobilized to achieve certain outcomes, and can be found in different types: financial resources may be the first to come to mind, but knowledge, skills, land or legitimacy (for instance the membership size of an organization) are also sources of power (Van Tatenhove et al., 2000). The *Rules of the game* determine opportunities and barriers for actors to act. These may be formal or informal. Formal rules are fixed in legal texts and documents; informal rules represent the do's and don'ts of a political culture. Rules can be both constraining and enabling (Van Tatenhove et al., 2000).

Based upon the above four dimension of the policy arrangement approach, Arnouts et al. (2012) have elaborated five ideal-types of governance (Table 2.1).

Table 2.1 An overview of five ideal types of governance, after Arnouts et al. (2012)

Type of governance	Description
Governmental regulation	Hierarchical steering, instrumental vision on policy, dominant government
Closed co-governance	Network with limited access and clear borders, authorities in a role of partner
Open co-governance	Large group of involved actors, mutual learning processes, authorities in a supporting role
Market governance	Steering by market parties, regulation on basis of supply and demand
Self-governance	Self-regulation, bottom-up decision making, authorities in a distant or absent role

When looking at these five ideal-types, a spectrum from government having a leading role (i.e., *governmental regulation*) to having a (near) absent role (i.e., *self-governance*). In the context of this model, even examples where governments have a leading role can be seen in the light of governance, namely as 'governance by government'. In the above described ideal-types of *market governance* and *self-governance*, authorities do not necessarily have to be involved.

2.3 A dual focus on participatory governance

Discussion in sociology and in the social sciences of governance often centres on the relative role of actors versus structures, or agency versus structure. In congruence with a perspective on the 'duality of agency and structure' (Giddens 1984, Archer 2010), our focus in the GREEN SURGE project is on their interrelationship. This is to avoid either an overly voluntaristic or structuralist perspective on innovative governance. The four themes of discourse, rules, actors and resources articulate that actors are capable of change but also operate within a structural context. At the same time, through the combination of these four themes or dimensions we acknowledge that structural forces are not overly dominant either, and can be seen to either enable actors to exert influence on a situation, or to provide obstacles. In practical terms, the research carried out as part of this WP will look into the question of how local actors take the initiative to change their environments and how they are enabled or hindered by their institutional environments in doing so. We do not necessarily need to start with green space-related local initiatives (as the main agents of change); government policies or instruments impacting on green space governance may also be the starting point of analysis, because government policies may either facilitate or act as a barrier to non-governmental actor engagement with urban green spaces.

In our work in WP6, we apply this dual focus: on the one hand, we pay attention to 'top-down' governance processes of formalised stakeholder inclusion. This recognises the important role which governments play in many arrangements of governance and specifically focuses on policies related to participatory governance. On the other hand, we also pay attention to 'bottom-up' initiatives arising from non-governmental actors. In our dual focus, we address forms of 'co-governance' and even forms of consultation in which governments have a leading role, as well as examples of self-governance in which governments have a facilitating of near-absent role. We reemphasise here that the distinction between 'bottom-up' and 'top-down' is not always clear in practice, and that many hybrids between the two approaches exist (Hysing, 2009; Mattijsen et al., 2014).

Rather than classifying governance in ideal-types (table 2.1), we would like to express the varying ways in which both governmental and non-governmental actors work together as a continuum in this report. However, for analytical purposes, we make a distinction between arrangements of governance in which governments have a leading role; arrangements in which non-governmental actors have a leading role; and in collaborative forms of governance in which both governmental and non-governmental actors play an important role (Figure 2.2). In this report, this distinction is mainly based on the actors involved and the relative influence exercised by these actors (Chapter 6).

Figure 2.2 A continuum of governance based on the involved actors and their relative influence as well as their interplay with discourses, rules and resources

2.4 Contextual factors

The focus of this report is on obtaining a broad overview of local initiatives and on the policy contexts in which these initiatives can be seen. However, we should be aware that the initiatives and policies emerging from our research do not operate in a vacuum and are influenced by contextual factors outside of the individual examples and cities. Although a policy arrangement is described as being 'temporary stabilised' (Van Tatenhove et al., 2000), it is recognized that in practice such arrangements are often subject to dynamics and develop over time (Liefferink, 2006).

The first research question of this report focuses explicitly on trends beyond the local scale. This is important because these trends serve as illustrations of the wider context and as a background in which examples of participatory governance are situated. Trends do not always have to be seen as 'external' to participatory governance: the rise of participatory governance can be seen as a trend in itself, and other trends can manifest themselves through examples of participatory governance. Since the term trends indicates a tendency or course of events, it is inherently dynamic. However, when exactly something is a 'trend' or 'tendency' (and when it stops being a trend) is debatable.

In this light, it is also debatable what 'innovative' means, as this is highly context-dependent in terms of time and place. What is common practice in one location may be totally new in another. What is

innovative thus also depends on the context in which it is observed. In many cases, there are elements of both 'old' and 'new' in emerging initiatives (Mattijssen et al., in prep. B). Based on the above, it can thus be concluded that innovative governance is also a relative, contextual concept. The innovativeness of a governance arrangement may stem from the kinds of actors involved, ideas promoted, types of resources utilised, rules agreed, or a combination of those.

Rather than addressing the innovative character of an initiative, we propose that more fruitful questions to ask include: How can governments effectively support stakeholders in their ambitions without contributing to inequalities? How may existing initiatives have prioritised some lines of thinking at the expense of others? How have governments responded to these imbalances? What do the new requirements of 'balancing between different stakeholder priorities' (as opposed to the hierarchical paradigm of a central steering government as the key stakeholder engaging in rational planning) mean for government professionals and their practices? And how do all of the above influence perspectives on citizenship?

2.5 Analytical framework for this report

The main objective of this WP6 GREEN SURGE report is to identify and conceptualise participatory governance arrangements in which a variety of stakeholders engage in the governance of UGI and biocultural diversity decision-making. We defined 'participatory governance' as *arrangements in which citizens, entrepreneurs, NGOs and other non-governmental parties develop and manage networks of urban green spaces at different levels, with or without the involvement of formal authorities*. Participatory governance is often initiated by governments and this has influenced usage of the term in a restricted manner to refer to 'government-initiated participation'. However, in many cases non-state actors have become more vocal and now initiate urban green space-related activities themselves. We intend to include those activities in our WP6 research as well. Our research questions for the first deliverable, therefore, are directed towards 'participation policies', 'initiatives', and their interaction. We acknowledge the context dependency of participatory governance, which means that we highlight local trends as well innovative forms of governance from a local perspective. We have formulated four main research questions which are respectively addressed in the chapters 4-7.

- ***Which trends are of importance for the governance of urban green spaces? (Chapter 4)***
- ***How do governments deal with questions surrounding participation in their green space policies and related practices? (Chapter 5)***
- ***Who are involved with green space policies and who initiates what projects? (Chapter 6)***
- ***What are the intended outcomes of initiatives? (Chapter 7)***

Figure 2.4 provides an overview of the analytical framework for this report. As an important context, we will look at trends relevant for participatory governance (chapter 4). The four dimensions of the policy arrangement approach provide a lens for exploring different characteristics of participatory governance practices and policies. Rules (and resources) form a basis for chapter 5, actors for chapter 6 and discourses for chapter 7.

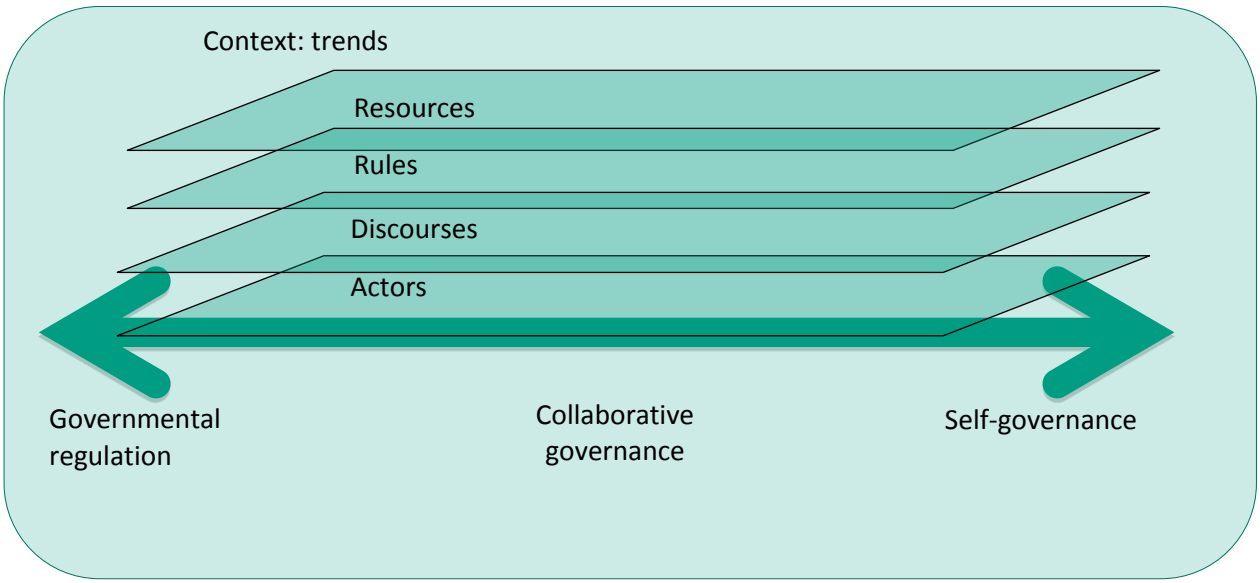

Figure 2.4 Spectrum of participatory governance arrangements

The analytical framework as used in this report is loosely based on the four dimensions provided by the governance arrangement approach. However, this approach does not serve to extensively describe and scrutinize arrangements of governance in this report. Rather, we use the governance arrangement approach as a lens through which to explore and understand characteristics of participatory governance across 20 European cities. Due to its explorative nature, this report does not focus on describing different arrangements of governance individually and extensively (although it does provide a lot of individual examples), but rather on providing a broad overview on several aspects which are of importance in relation to the four dimensions of governance arrangements. In Tier 2, the next phase of research, the governance arrangement approach will be used to extensively describe different examples of participatory governance as well as their innovativeness or successfulness.

3 METHODOLOGY

The methodology of WP6 has been developed in cooperation with WPs 2 and 5. In this section, we will describe the methodology of WP6 Tier 1, including the selection of cases, data collection and data analysis. The methods have been described in detail in GREENSURGE milestone report 34 "Analytical Framework" (Hansen and Rall, 2014).

3.1 Selection of cases

The selection of cities for the explorative survey was based on three main considerations. In the first place, cities had to be included in the European Urban Atlas and Urban Audit datasets[5] in order to have access to comparable data on land use, socio-demographics and economic development. Secondly, the cities should reflect the diversity between European cities for as much as possible. As planning of UGI is a main focus of GREEN SURGE, this variable was operationalised by considering the differences in planning traditions throughout Europe (Hansen et al., 2014). Based on Nadin and Stead (2008), who developed a classification of planning based upon spatial, legal and social aspects and applied it within several European projects, Hansen and Rall (2014) distinguished five classes: a Nordic, a British, a Mediterranean, a Central European and a New Member States planning context. Cities in Tier 1 were selected to represent these various planning traditions. The selection was further detailed on the basis of population size and dynamics as well as the amount of green space per capita. Thirdly, the selection included the cities in which the five ULLs are situated: Bari (Italy), Berlin (Germany), Edinburgh (UK), Malmö (Sweden) and Ljubljana (Slovenia). Fourth, the selection was also based on the availability of national Green Surge partners for conducting field work, since knowledge of the particular language and planning context in each case was required. For Tier 1, a total of 20 cities were selected across different EU-member states. Table 3.1 presents these selected cities with their key characteristics. Figure 3.2 locates the 20 cities within Europe and within the different families.

[5] Urban Atlas, http://www.eea.europa.eu/data-and-maps/data/urban-atlas#tab-methodology
Urban Audit Data Collections,
http://epp.eurostat.ec.europa.eu/portal/page/portal/region_cities/city_urban/urban_audit_data_collections

Table 3.1. Selected European cities (Tier 1)

City	Country	Core city area (ha)	Larger urban zone (ha)	Per capita public recreational green space (m^2/inhabitant) 2006*	Population core city 2012	Population larger urban zone 2012	Annual population change rate core city 1990-2012
Nordic planning family							
Århus	Denmark	47,035	452,271	31.34	319,094	485,672	0.01
Helsinki***	Finland	17,672	304,790	25.51	595,384	1,366,241	0.93
Malmö	Sweden	15,368	184,675	35.01	307758	615,721**	1.36
British planning family: land use management							
Bristol	United Kingdom	11,153	133,652	27.30	432451	893,567**	0.46
Edinburgh	United Kingdom	26,236	172,596	32.69	482640	840,200	0.50
New member states planning family: post-socialist							
Ljubljana***	Slovenia	27,563	255,476	9.29	280,607	536,484	0.14
Lódz	Poland	29,428	285,834	11.81	718,960	935,124	-0.75
Oradea	Romania	11,598	20,396	4.46	196,367	210,851	-0.56
Poznan	Poland	26,260	371,790	36.39	550,742	963,332	-0.30
Szeged	Hungary	28,731	75,575	33.38	162,183	162,183	-0,39
Central planning family: regional economic planning							
Amsterdam	Netherlands	21,872	117,255	17.62	790,110	2,485,103	0.62
Utrecht	Netherlands	10,000	38,848	21.04	316,275	730,369	1.70
Berlin	Germany	88,966	174,6975	16.82	3,501,872	5,097,712	0.05
Halle an der Saale	Germany	13,686	157,326	25.16	233,705	428,838	-1.10
Linz	Austria	9650	174,642	27.14	189,889		-0.38
Mediterranean planning family: urbanism							
Bari	Italy	11,471	89,763	5.57	313,213	577,283	-0.40
Barcelona	Spain	9458	179,405	2.96	1,620,943	4,917,162	-0.23
Lisboa***	Portugal	8545	143,669	23.36	696,488	2,817,901	-0.90
Almada***	Portugal	n.d.	n.d.	n.d.			
Milano	Italy	18,079	134504	8.98	1,262,101	4,135,172	-0.37

Notes:

* Urban Atlas defines urban green space as "public green areas for predominantly recreational use". Peri-urban natural areas, such as forests and agricultural land, are mapped as green urban areas only in certain cases. In general, peri-urban green areas are not counted. Private green and blue areas are also not included. Further, green spaces with less than 250 m^2 are not mapped as well. This leads to deviation with per capita green space values used by city officials. Deviances have been noted for Helsinki and Ljubljana.

** population in 2011

*** Specific information about some cities:

Helsinki has about 95 m^2/inhabitant other green areas of which 80 m^2 forest area per inhabitant.

Lisbon: the figures include Almada as well.

Almada has 174,030 inhabitants (2012) and an annual population change rate 2001-2012 from 0.66%

Ljubljana has about 560 m^2 green area per inhabitant of which 542 m^2 public green space; in the compact city 106 m^2 green area per inhabitant of which 66 m^2 public green space.

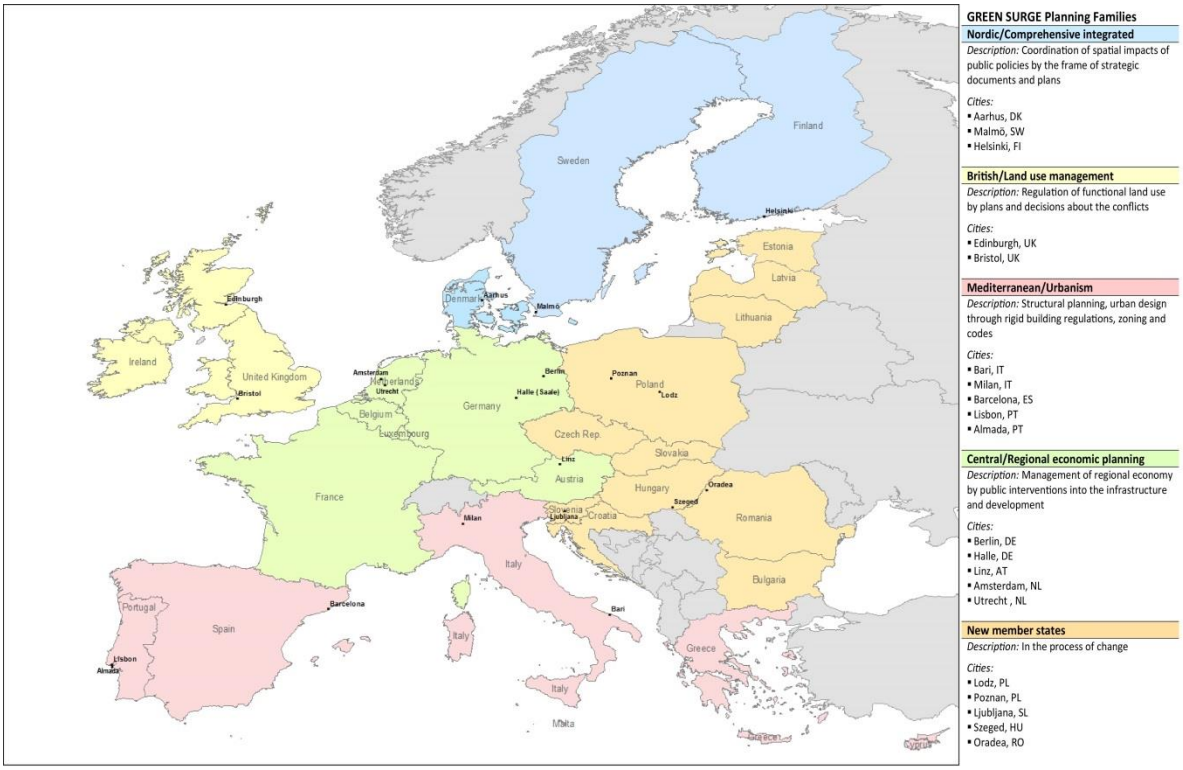

Figure 3.2 Location of the twenty Tier 1 cities

3.2 Data collection

As indicated in the earlier chapters, in WP6 we apply a dual focus by focusing both on 'top-down' governance processes of formalised stakeholder inclusion or 'government-initiated participation' as well as on 'bottom-up' initiatives arising from non-governmental actors. We acknowledge that the distinction between 'bottom-up' and 'top-down' is not always clear in practice, and that many hybrids between the two approaches exist. In our dual focus, we also address 'co-governance' forms in which governmental actors and non-governmental actors have varying roles.

In each of the 20 cities, local researchers employed a similar approach to data collection. Their personal experience and knowledge of the local situation has proven to be of added value, mainly in selecting the interviewees and desk study materials. The material providing the background to our findings consisted of:

- A semi-structured interview with municipality officials (see Appendix 2).
- A desk study (see Appendix 3).
- The analysis of two central planning documents per city (see Appendix 4).

The interview was the most relevant tool for data collection and included the information needs of WPs 2, 5 and 6. An interview with closed and open questions was constructed. The interview included specific questions on green space planning and governance (sections II.A to II.F):

A. Development of urban green space in your city/urban region (quality, quantity of green space, objectives).
B. Participation in the governance of green space (type of actors, level of involvement, supporting/hindering factors for involvement).

C. Initiatives of non-governmental actors in urban green space planning, design, management and/or maintenance (type of green, type and role of actors, objectives).
D. Implementation of plans and policies related to urban green space (aspect of implementation, supporting/hindering factors for implementation.
E. Green space planning processes and principles.
F. Green space planning responsibilities and cooperation among different administrative levels.

The desk study was conducted to verify and complement results from the questionnaire. It also served to collect additional information beyond the scope of the interview. The desk study further enabled the scientists to critically reflect upon the results from the interviews. Finally, an analysis of two planning documents selected in consultation with the interviewee was conducted. The selected documents were plans or policies related to urban green space planning and governance.

Table 3.2 depicts the items being addressed in each of the three data sources, with respect to government-initiated participation and local initiatives and also with respect to trends. For more detailed information on the collecting of data, we refer to Appendices 2-4.

Table 3.2 An overview of data collection methods and the nature of collected data

Method	Topic		
	Government-initiated participation		**Local initiatives**
Interview	Participation in the governance of green space: - type of actors - (increasing/decreasing) level of involvement - supporting/hindering factors for involvement	↔	Initiatives of non-governmental actors in urban green space planning, design, management and/or maintenance - type of green - type and role of actors - objectives
Desk study	The use of the concept of governance The level of involvement and role of non-governmental actors: the reference to arrangements 'initiated and led by government actors' Measures of success from a government perspective	↔	The reference to arrangements 'initiated and led by non-government actors'
Planning documents	Non-governmental actors participation in plan development (special focus on citizens) Level of participation/involvement	↔	Not applicable
	Trends		
Interview/Desk study/documents	Themes related to urban green space Perceived problems and opportunities		

3.3 Data analysis

All the collected data has been translated into English by the local researchers. The data was analysed in two ways: by means of an analysis of portraits of the different cities, made by local researchers, and by means of an analysis of the raw data.

For each city, local researchers compiled main findings of all the collected data into a narrative portrait (for a format of the portrait see Appendix 5). This included data collected for WP2, WP5 and WP6. The portraits for example described the local policies regarding participatory governance in the cities, a number of local green space initiatives and the different actors involved in participatory governance in the cities. After preparation of the draft case study portraits by local researchers, they were reviewed by the interviewed city officials to improve the validity of data. Next, GREEN SURGE researchers involved in WP2, WP5 and WP6 reviewed the portraits to ensure consistency in terms of content and style across the individual portraits.

Secondly, all the collected data was imported into datasheets which could be used for further analysis. The data for the different empirical chapters of this report (Chapters 4-7) was analysed both quantitatively and qualitatively. Quantitatively, frequencies and percentages were used to score certain aspects on certain categories. In doing so, a look could for example be taken at the type of non-governmental stakeholders involved in participatory governance in the different cities (Chapter 6), based on a number of predefined categories. Qualitatively, a look was taken at different narratives describing for example different approaches to participatory governance by municipality officials (Chapter 5), or the objectives of green space initiatives (Chapter 7). Both methods were used interchangeably.

In addition to the written materials, WP6 researchers also shared their insights through short presentations at workshops held in Wageningen (September 2014) and Edinburgh (November 2014). These oral presentations and discussions have been used as additional materials for our analysis.

3.4 Limitations

We would like to emphasise that the evidence used in our analyses is limited to the data returned through the interviews held with one or more single city official(s) in each case study city, and through summaries of a limited number of green infrastructure and related planning documents. This provides only a partial view of the activity that may be occurring in a city, a city region, or the wider region that cities are situated in. To some extent we may also judge the view of city officials and the planning to represent the current discourse or “official” view supported by government institutions.

The results presented in this report are not intended to be the outcomes of a comparative study in a strict sense. The main reason for this is that the research techniques applied did not focus on delivering the qualitative or quantitative data suited for comparison. The research questions were too open and multi-interpretable to achieve such rigor. Even while some of the questions where of a ‘closed’ nature and, for example, answers were measured on a Likert scale, this did not render data suitable for comparison between cases. This is due to the fact that the respondents (rightly so) interpreted the question with a particular context in mind, or with a specific, locally dependent interpretation of a term used. Moreover, in order to achieve an acceptable validity for quantitative comparison, the number of respondents should have been much higher and the types of respondents more varied.

The data gathered should thus be seen as a first, important step towards obtaining an overview of how different types of actors work towards the green spaces that they appreciate as desirable, and as providing propositions towards further research. This step is important: it has directed the GREEN SURGE research group to the most relevant questions for further research, and it has provided an opportunity for building relationships with municipal actors.

4 TRENDS INFLUENCING GREEN SPACE PARTICIPATORY GOVERNANCE

4.1 Introduction

The initiatives and policies in our research do not operate in a vacuum. Unsurprisingly, they are first and foremost manifestations of a participatory governance trend, a process that we have introduced in the first chapters of this report. However, there are several other relevant trends according to our interviewees. Partly because they illustrate the wider context into which to place the observations reported in later chapters, but also because they are considered to be relevant for future research on urban green space governance. The discussed trends may not manifest themselves in a similar ways across Europe. Contextual conditions in European cities are likely to be quite different.

This chapter intends to find answers to the following research question:

- ***Which trends are of importance for the governance of urban green spaces?***

We have come to the list of trends by first generating rough propositions on basis of the desk studies, document analyses and interviews carried out for each of the selected Tier 1 cities. In a next step, we have corroborated the identified trends by going through the 20 city 'portraits'. Each trend was marked in a different colour. This resulted in a colour-coded matrix of cities and trends (Figure 4.1).

GREEN SURGE WP 6 Chap.2	**TRENDS** **This column lists what can be observed in the cities that is potentially referring to broader trends) It is a 'reality check' of the broader identification of governance-related trends.**	**DESCRIPTION** **This is a selective description of parts of the material that we have interpreted as highly relevant to participatory governance. The descriptions are not exhaustive.**	**KEYWORDS**	**OTHER COMMENTS**
Malmoe	1. Urban farming. Bottom up turning into PPP 2. Handing over (part of) the planning responsibility to young stakeholders	1. The Streets and Parks Department gave the group access to the site and they began to construct the garden. Gradually the department got more involved and did important investments. Interesting: the process: governance, planning, execution, maintenance, collaboration btw. Parties. 2. The planning of a new square which was facilitated by a group of teenage girls who got commissioned to lead the dialogue with the residents in the area. Handing over responsibility.	Urban farming Formal collaboration between citizen groups and government Participatory process Social integration perspective Derelict- and temporary land use Conflicts in participation processes	Hindering factors were that it can sometimes be hard to reach consensus, that participation can be in conflict with existing detailed plans and that budget is often limited. City officials do not always have the means to give citizens what they demand.
Helsinki	1. social integration via green space 2.Internet based surveys 3.Use of soft-GIS method as a key participatory tool. 4.Urban food production 5.Through the Good things grow in Helsinki movement citizens take care of their local green spaces.	1.'Your Neighbourhood Path', Kotikaupunkipolut, is a project organized by local citizen organizations. The key idea is support new residents and immigrants to attach to the area. Internet based surveys have been developed. Use of soft-GIS method as a key participatory tool. Urban food production "The harvest map", updated internet map of Helsinki's publicly accessible edible trees and shrubs. open edible garden that support multicultural use and welcome all citizens to try food production. The open edible garden will be open to the public in 2015. Through the Good things grow in Helsinki movement citizens take care of their local green spaces.	Social integration perspective internet tools participatory process Urban farming Formal collaboration between citizen groups and government Conflicts in participation processes	mentioned few bottom-up initiatives, and felt that they are not necessarily supporting the city's official policies. Important determinant for public participation is active and continuous collection of opinions by authorities through modern, internet based methods of data collection such as online questionnaires.
Amsterdam	1. Participatory decision-making about the types of plants to be planted in particular green spaces. 2.Citizens' maintenance of parks and design pocket parks and roofs 3. Neighborhood networkers 4.´Platforms´ entrepreneurs and artists	1. Amsterdam facilitates local decision-making about types of plant species to be used in particular green spaces 2. Citizens assist in the maintenance of some parks and design pocket parks or roof doctors 3. Neighborhood networkers are employed to engage with citizens and with representatives of housing corporations in order to solve local problems. Some neighborhood networkers encourage people to take initiatives to improve	participatory planning process Formal collaboration between citizen groups and government Social integration perspective internet tools	There are no approved protocols for how to achieve broad engagement, so that much depends on the will and capacity of the government officials. Government officials are requested to do this. Local initiatives concentrate on the

Figure 4.1 Screenshot from the colour-coded matrix as used by the researchers

The colour coding provided a fast overview of which trends appear in the case cities. Our overview of trends is by no means complete or finished. First of all, the matrix does not reveal the intensity or

frequency by which we observed manifestations of a trend – for example if derelict land-use for urban greening is a common practice as in Berlin, or if it is only mentioned in one single example like in Aarhus. Secondly, our research exercise has focused on only 20 cities and even within this sample there are already major differences between cities. Extending the list of case study cities could possibly reveal additional trends. Thirdly, there is a risk to applying single labels to 'trends'. That is, this practice might result in loss of nuance where connections between trends become less visible. A fourth point is that the categorisation in the matrix does not say anything about the time frame – which is of importance when characterising a trend. And fifth, it would be possible to conceptualise our list of trends at higher levels of abstraction, perhaps on a more macro level. This includes trends such as individualisation, neo-liberalisation, Europeanisation, fashions of 'eco'-mindedness and macro-economic and social developments. Some of the trends that we have distinguished in this chapter are related to these more general trends. For example, we have distinguished 'outsourcing' as a trend. This can be considered as a manifestation of neo-liberalisation if happening with as primary purpose the reduction of the state actor influence. Although we consider these broader developments to be beyond the scope of this report, it is worthwhile to consider the role played by overarching trends. Where relevant, we will refer to these.

Nevertheless, we are reasonably confident that the trends we identify in this chapter concerning participatory governance of green spaces are valid. Consequently, they are relevant to consider as part of the backdrop of observations about policies, actors and initiatives in the next chapters.

Our analysis reveals six major trends to be particularly relevant for green space governance[6]:

- ***The emergence of new instruments for co-governance***
  The changing role of governments in relation to green space governance has led to the introduction of new instruments to enhance the involvement of non-government actors, in areas such as planning and monitoring (e.g., neighbourhood planning, participatory budgeting, E-tools).
- ***Linking green space and social-cultural objectives***
  Linking green space and green infrastructure objectives to social objectives, particularly social cohesion.
- ***Participation through activism***
  Changing the status quo through protest and/or resistance.
- ***Outsourcing***
  Outsourcing of maintenance and management of green space to private enterprises.
- ***Use of derelict land for green space development***
  Relying on derelict land for the purpose of green space development.
- ***Urban agriculture and food production***
  Urban agriculture as a key focus and practice contributing to urban green space.

The trends that we identified impact on policies, on the actors involved with green space planning and governance, and on the objectives and activities of green space initiatives.

[6] Note that some of the trends are not exactly equal to those mentioned in the first matrix. Some have been modified or combined.

4.2 New instruments for co-governance

Regarding this trend, the question of what instruments might be regarded as 'new' is open to debate. Some instruments that have been newly introduced in one place may already be in use in another. Nevertheless, we can argue with reasonable confidence that instruments like participatory budgeting, the use of E-tools for facilitating citizen involvement and the neighbourhood planning approach that invites neighbourhood groups to develop plans for their local green spaces are all relatively modern-day governance tools. The implementation of these tools in recent times demonstrates that collaborative forms of governance, where there is a continued interaction between government- and non-government actors operating across administrative and spatial scale levels, could be an important aspect of the 'shift from government to governance' (Arts et al. 2009, Buizer et al. 2011).

Some cities, such as Szeged (being located in a relatively new member state of the EU), have started to more frequently implement tools for participatory governance relatively recently (e.g. local public hearings are now much more common in Szeged). EU-triggered laws and regulations, such as the White Paper on Governance (Commission of the European Communities, 2001) now impose a duty upon Szeged to enhance the transparency of decision-making processes. These laws and regulations have also increased the influence of NGOs, which are increasingly represented. This greater collaboration goes hand in hand with questions of accountability: who can be held accountable for green space maintenance and management in situations of collaboration? This is a question that is of relevance for all new forms of collaboration.

Bristol and Utrecht are examples of cities in which neighbourhood green space planning processes have been put in place to facilitate community involvement in planning. In Helsinki, a GIS-tool has been used to involve citizens in the mapping green spaces that are of importance to them. This tool has reached out to a large and broad group of residents (N=4700). E-governance also shows up as bottom-up initiatives elsewhere to create accessibility to knowledge and raise awareness amongst citizens, such as the urban food collection apps and the social media awareness of the beach project in Linz. E-tools in the form of an interactive map are also used by both Amsterdam and Utrecht in order to share information about urban derelict spaces with the public, who are given the opportunity to contact regional coordinators to develop temporary solutions for these spaces. Lisbon uses participatory budgeting processes (with an intense use of IT tools as well) to allocate resources to the ideas obtaining the most votes to be implemented. Green space proposals made up a large part (30%) of all proposals in 2012. While these examples show the potential of e-based instruments to enhance citizen participation, in the Tier 1 cities it was pointed out several times, e.g. in Aarhus, that applying participatory techniques may become expensive especially when they take a long time before agreement can be reached.

4.3 Linking green space with social-cultural objectives

The inclusion of 'social cohesion' objectives in green space governance is not new in the sense that green open spaces can hardly be imagined *without* fulfilling social and/or cultural roles: parks, for example, historically provide a meeting place for local people or visitors, they provide a platform for the performance of a range of cultural and social activities and they are often a site for cultural artefacts. WP2 of GREEN SURGE focuses on 'urban biocultural diversity', which refers to the variety of the linkages between biological and cultural diversity in cities. Participatory governance in relation to green spaces and structures is closely connected to biocultural diversity because the latter can only

be fully acknowledged and developed when multiple, including local, stakeholders participate in decision-making about green spaces. Biocultural diversity is an emerging theme, particularly because of the growth of (more varied) urban populations with diverse expectations as to what urban green spaces should offer (Elands et al., submitted). This has led (local) governments to formulate objectives in relation to catering to the wishes of a range of people and a renewed interest in the role of green spaces in providing social cohesion.

The trend to link green space governance to social and cultural objectives can be illustrated by an example from Malmö, where the debate on sustainable urban development has inspired politicians and officials to find solutions to environmental problems while involving citizens and NGOs. The final report from the Commission for a Social and Sustainable Malmö points out that citizen participation in everyday issues is a major challenge for the future. Nevertheless, this is not the only initiative in Malmö focused at involving citizens in green space activities aimed at improving social cohesion. One example involves the design of an invitation customised to appeal to teenage girls aimed at involving more members of this user group in the planning of a new square 'Rosens Röda Matta' (Rosen's Red Carpet, with 'Rosen's' referring to the Rosengård district). However, similar to several other cities, the municipality of Malmö has raised questions about how to sustain broad social inclusion in its participatory projects.

4.4 Participation through activism

'Participatory governance' is often considered as the contrasting counterpart of activism. Activism or protest groups might be expected to be more prevalent in hierarchical or exclusive forms of government, when opportunities for non-governmental actors to participate in collaborative ways are largely absent (Dryzek et al., 2002). However, the emergence of participatory forms of governance has not led to the disappearance of activism. Berlin has a fairly established culture of activism/protest groups in favour of green space conservation – mainly on vacant land use issues. In Poznan, the 'My Poznaniacy' group protests to promote more sustainable solutions for several policy topics.

Particularly on the basis of examples from the new EU Member States, we propose that continuing resistance against development plans, particularly when they occur in highly valued green areas, goes hand in hand with increased citizen involvement. After all, protest can also be seen as a form of involvement with green space: if people are not involved with a certain area, they are less likely to protest against developments. Thus, citizen involvement in more or less 'regulated' ways has not come in place of all forms of activism and protests. The extent and dynamics of this trend warrants further research.

4.5 Outsourcing

The term outsourcing is mostly used in relation to business, when parts of a production process are carried over to other businesses, mostly for reasons of efficiency or specialization. Most, but not all local governments in our cities have some experience with outsourcing as a result of monetary or human resources constraints. Our data revealed that green space management and maintenance are generally under pressure from budgetary constraints and that it is often expected that management and maintenance tasks can be carried out at lower cost when private enterprises have to compete to obtain the task. One of our case studies in which outsourcing can be observed is Oradea, where pri-

vate businesses, through public procurement processes, implement the municipal green space policy. Outsourcing adds private business actors to the mix of actors involved in green space planning and management. However although we did not investigate this, it may also form an impediment to participation by citizens, for example when there are strict agreements about the kinds of green spaces realised and when it is considered as a risk for implementation if others than the contracted enterprise undertake measures. Another possibility is when businesses work together with the government to improve green spaces (e.g., sponsorships, revamping), which can be on their own initiative.

Another, upcoming form of outsourcing that we have seen is through the 'adoption' of (part of) a green space for amenity and non-timber, non-food purposes (e.g., friends of parks groups, community woodland groups). This typically involves citizens and municipal governments signing a mutual agreement allocating use and/or management rights regarding green spaces to a community group. We consider these agreements to be a government instrument used to formalise citizen involvement and as such these activities are covered under the first trend listed above.

4.6 Use of derelict land and new spaces for green space development

The portraits present various examples of initiatives aimed at (temporary) greening of derelict land by municipalities or citizen groups. How do the different involved actors deal with that temporality and do they accept the temporary nature of their green space? We have seen green space initiatives regarding derelict land in Berlin, Malmö, Utrecht, Linz, Ljubljana and Edinburgh. In some cases, the local community was actively involved by the local government, which considered these derelict lands as unwanted. Ljubljana provided an example of how the municipal government, local groups, business enterprise and an EU support programme joined forces to transform a dormant, overgrown construction pit into a community based garden. To what extent this trend of growing involvement by non-government actors in temporary greening arrangements such as these will remain, and whether investments in such short-term projects can be justified given increasing green space budget constraints, are questions that need to be addressed.

A different type of 'new' land use that we have allocated to the same category is greening rooftops and facades of buildings. This can be a clever way of combining development with increasing urban green space. In terms of participatory governance 'The Rooftop Doctors' in Amsterdam is a relevant example. The cities of Utrecht and Malmö also host encouraging experiments with different types of rooftops, e.g. through subsidies (Utrecht) or demonstration sites (Malmö). How best to motivate property owners and develop policy in this regard are questions that would be relevant to ask in relation to this theme.

4.7 Urban agriculture

A trend that is partially related to the increased focus on, and use of, derelict land for green space development in cities, is the emergence of urban agriculture (McClintock 2010). Urban agriculture is often performed on derelict land, for example by using raised beds. There is debate on the term 'urban agriculture' with some preferring the term 'urban farming'. Urban agriculture encompasses a range of activities, including but not limited to allotment gardening (a more established type of urban agriculture), urban orchards and urban vineyards. These different types of greening in cities share the production of food as an objective. Almost all cities that have participated in the Tier 1 research har-

bour examples of food-oriented greening. While the activity can have a temporary character, it can also be part of centrally planned 'green infrastructure' that is at the heart of the research carried out as part of WP 5. This trend can be viewed in relation to long traditions of urban gardening that many cities have. A question is whether urban agriculture takes the place of urban gardening as a community activity, with new rules of the game and new resources.

4.8 Synthesis

The six major trends demonstrate that there are widely different approaches to green space governance among the case cities. Examples of green space governance appear of varying character, intensiveness, extension and constellation depending on the situation in which they are happening.

The fact that cities are being inhabited by many different people with different cultural backgrounds leads to an increased focus on the potential of urban green spaces as places for social cohesion and of mixed use potentials. Governance trends regarding urban green spaces are also focused on social aspects, food production and the mutual benefits of outsourcing responsibility for development, management and maintenance to new kinds of users. The emerging concept of biocultural diversity considers the multiple, including local, stakeholder participation in decision-making regarding urban green spaces and aims at sustaining broad social inclusion and as such the concept is an important asset to support cities' increasing attention to this.

New instruments are appearing to support urban green space governance initiatives. These instruments are i.e. laws and regulations but also internet based tools, both structured (top-down) and user defined (bottom up) are emerging rapidly. The internet is a direct and accessible way (for most citizens) to communicate, suggest or even protest for green space issues. The power of the social media and of the fast communication techniques is exemplified in quite a few of the case cities, showing great potentials for communication, data collection and decision making and therefore relevant for new governance trends in general.

In general, the trends show that the paradigm shift from government to governance is truly being manifested in many cities and that non-governmental actors to an increasing extend are involved in the processes regarding development, maintenance and management of urban green spaces. Some cities examplify various approaches at the same time, other few, but some issues appear in most of the cities independent of case/situation, for example both the great interest, public and political, in green space governance approaches, but also the structural difficulties that many governance situations face such as lack of budgets and structural tools and the vulnerability of placing responsibility of management and maintenance with others than the government. This is consequently leading to formalization of citizen involvement.

The following chapter will shed further light on how the trends appear on the urban greenspace scene and also the challenging aspects that some of the trends exemplifies will be further explained.

5 PARTICIPATION POLICIES AND PRACTICES

5.1 Introduction

This chapter concentrates on the analysis of participation policies and practices. 'Policy' in this respect refers to formally documented policies (e.g. as part of a strategy, a planning process or a management plan). 'Practice' is what is actually done, not necessarily in relation to the policies but because participation related practices reflect attitudes towards the involvement of a broad range of actors in policy decision-making and implementation. Initiatives coming largely from non-government actors are not considered to be part of the formal policy category, although they have got their own 'policy' and governments respond to these initiatives. However, we consider them part of participatory governance schemes as decision-making power is delegated to (or taken by) non-governmental actors resulting in a variety of governance forms.

Our research on participatory governance focuses on green spaces that are either in public ownership or used for public purposes. This implies that in case of participatory governance schemes there should be shared rights to use/make decisions and responsibilities between governmental and non-governmental actors, neither of them can be exclusively present. It also describes the supporting and hindering factors influencing the implementation of these policies.

This chapter intends to find answers to the following research questions:

- ***What are the most relevant participation policies of EU (peri-)urban and other governments?***
- ***What are the practices of governments concerning participation in green space governance?***
- ***What are the topics of urban governments' participation policies? (e.g., maintenance only, strategic/structural planning decisions, sponsoring).***
- ***Which factors do the government representatives consider as supportive, respectively hindering, factors for 'effective' participation?***

There are many possible degrees of participation in governance processes (Arnstein, 1969), ranging from passive consultation that is organised by governments to empowerment with a real influence on the outcomes of decision-making. To distinguish between the source of participation and the outcomes of participation we use two dimensions. To assess the source of participation we use a dimension going from hierarchically initiated participation to self-initiated participation (or in other words: top-down or bottom-up approaches to participation). This is about the differences between municipalities (or other government actors) that create the framework for participation involving other stakeholders into the planning and implementation of activities or municipalities that react to initiatives coming from below (Arnouts 2012). A typical example of a hierarchical government approach is when citizens are consulted but the decision is taken by the government. On the other hand an example of initiatives taken from below is guerrilla gardening where the initiative is purely rooted in the community. The other dimension of the matrix concerns the topic of participation – from 'words to actions'. Participation may concern the formation of opinions (consultation organised by government actors but also formulated on the ground). The topic can also be the involvement into real decision making resulting in more intensive cooperation and which provides a coordinated, agreed physical output.

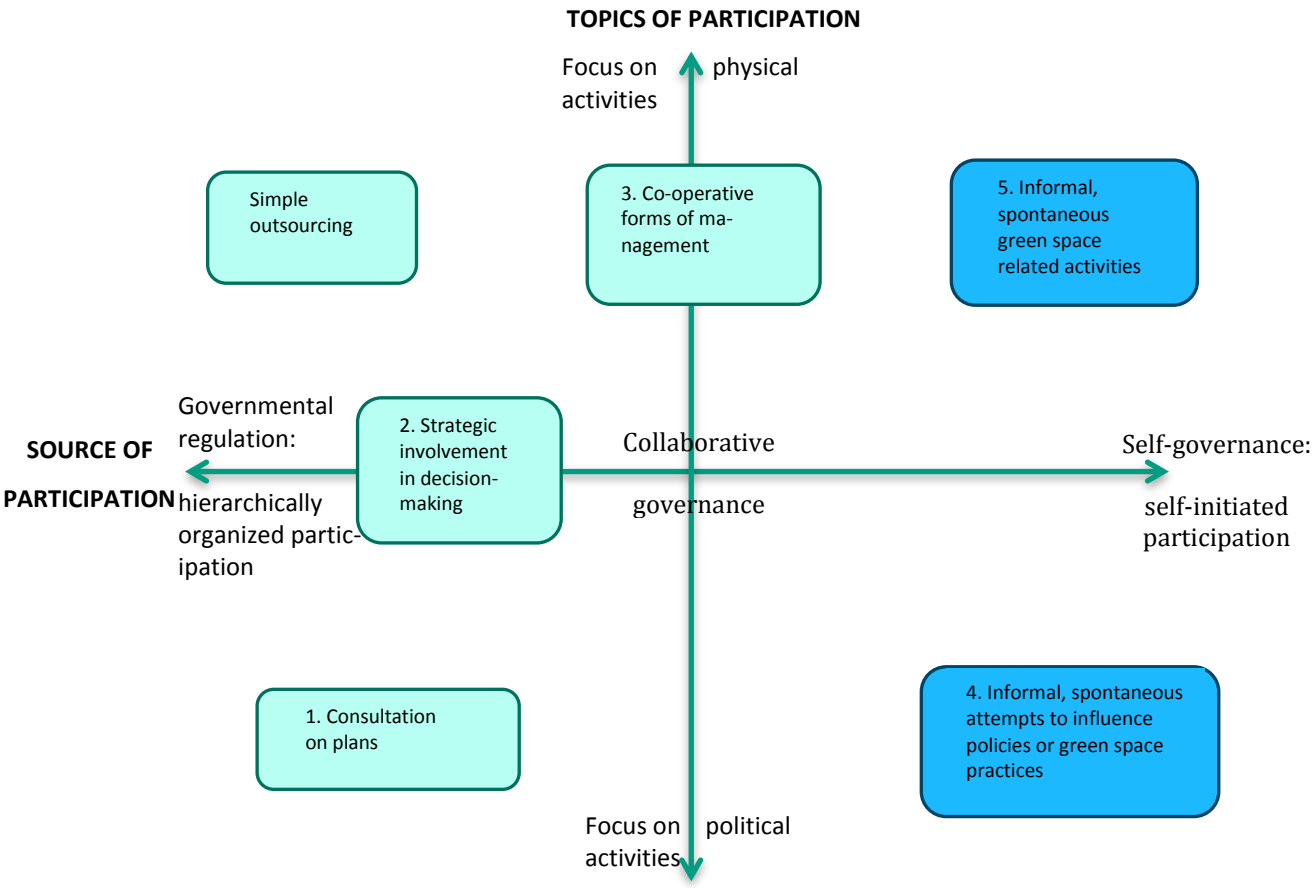

Figure 5.1 Participatory policies: topics and source

From this two dimensional matrix we have highlighted five forms of participation policy:

- ***consultation on plans***
- ***strategic involvement in decision-making***
- ***co-operative forms of management***
- ***informal spontaneous attempts to influence policies or green space practices and***
- ***informal, spontaneous green related activities.***

The latter two are indicated in blue in Figure 5.1, because of their more distanced position to formal policy. The five themes will be explained in the following and illustrated by means of examples. We leave out simple outsourcing schemes – when local government relies on contractors for the maintenance and management of part of their green spaces - as we do not consider them part of participatory governance schemes as the implementers (businesses, individuals, NGOS) are rather the 'hands' of the government and these actors do not have any kind of decision making or governance power.

5.2 Forms of participation policy

5.2.1 Consultation on plans

Most examined cities are bound by law to consult citizens when their main planning documents are established, whether it concerns a Spatial Plan (affecting the green space network), strategic development plan or a green space development plan. This consultation is required either in the early design phase of a plan or before the implementation. In some cities, green space only plays a marginal role within the strategic planning document, implying that consultation is often not specifically about this topic. From the research it has become clear that when consultation efforts concerning the strategic planning documents were motivated by higher level regulations, these efforts have often been criticised for being of a ritualistic nature and superficial, reaching only a limited number of people. A frequently mentioned drawback concerned the late timing of consultation, when chances for making modifications to plans were only limited. In spite of these concerns, the national/regional requirements ensured that at least a minimum level of public involvement took place. In those countries where the culture of public consultation is not deeply rooted, the opportunity to have a say through a consultation process can perhaps be an overture to a more robust consultation culture into the future.

The use of EU structural and cohesion funds creates a requirement for transparency encouraging government stakeholders to prepare partnership plans in order to guide the consultation process. This includes engaging the most relevant stakeholders in planning either strategic development plans or concrete development projects.

Textbox 5.1 Examples of consultation on plans in Malmö and Poznan

In Malmö, the Swedish Planning and Building Act prescribes that citizens must be consulted in the planning process. This refers to the entire planning process, not specifically to spatial planning of green spaces. The minimum requirement is that the plans are made accessible at a library or on a webpage and that citizens can give their view on the plans. A compilation of the views are part of the report that is the basis for the political decision on the plan. In practice the involvement of citizens may be much more profound depending on the type of plan, the attitude of the planner and the expectations from the political level.

Poznan has set up a Commission for Social Dialogue on environmental issues in Poznan (a type of initiative which could be applied anywhere in Poland based on national guidelines). The objective of the initiative is to have a more intensive dialogue between the City Office (Department for Environmental Protection) and the different non-governmental stakeholders interested in environmental protection. This commission was set up in 2011 and initially 20 NGOs were represented. The purpose of the Commission is to improve informed decision-making by the City Hall on topics such as spatial planning with environmental consequences, green non-motorised transport corridors, protected areas, protection of bird habitats during thermic modernisation of buildings, mapping of green areas and cooperation with other institutions.

Some countries have adopted national level policies and instruments to promote different forms of public consultations at the local level, for example by providing guidelines and tools. As the requirements of the national/regional level provide scope for the local governments to formulate the specific ways and means of consultations these consultation/co-planning methods can be quite sophisticated and adjusted to specific circumstances.

Cities vary in the methods they implement to involve a wide range of stakeholders in the planning process (in those cases where higher level consultation regulations are lacking or opaque). As a result, some cities apply well-developed methods for citizen involvement and empowerment (e.g. IT or communication solutions).

Textbox 5.2 Examples of consultation on plans in two European cities

Aarhus (Denmark) has developed a Model for Public Participation in 2004 ('Aarhusmodellen for borgerinddragelse'). This model is used in all strategies, policies, plans and projects. The model is based on eight basic principles focusing on issues like communication between the municipal agencies and the public, the rights of the citizens to be consulted, means to ensure a genuine opportunity for citizens to participate, and key words like transparency, compromises, and development of planners' competences to facilitate, communicate, negotiate and manage conflicts in public participation processes.

In Linz a web application was created by the municipality ('Schaut auf Linz' – Look at Linz), which allows citizens to report public space problems and opportunities for improvement by tagging them on a map. The city administration provides a response to every post.

5.2.2 Strategic involvement in decision-making

The category 'strategic involvement in decision-making' reaches further than consultation. In these situations the higher level government does not only rely on the knowledge and competence of other actors through a consultation process but delegates some of its decision making power to non-governmental stakeholders.

In some countries there is a national level policy on using certain tools for public participation, enabling the involvement of different actors (e.g. inhabitant groups and NGOs) that reach further than consultation. A good example of such a tool is participatory budgeting, which allows individual inhabitants and organisations to directly influence the decision making process concerning the allocation of a dedicated amount of public resources (Textbox 5.3).

Textbox 5.3 Example of strategic involvement in decision-making in Lisbon.

Lisbon, Portugal, has implemented participatory budgeting. The policy was introduced in 2008 – with Lisbon being the first capital city to implement it. Through participatory budgeting the non-governmental actors can present proposals to the city online and citizens vote for the projects they want to see implemented in Lisbon. The process is divided into four steps: 1) evaluation of the last year and setting up the budget for the current year, 2) online submission of proposals, 3) technical evaluation of the proposals by city officials, 4) voting on the filtered proposals by SMS and internet. The budget for this purpose changes from year to year and varies between €0.8- 1.25 million.

The implementation of participatory budgeting varies between different locations, but the involvement of various stakeholders, not only in the proposition phase but also in the decision making phase, is a common denominator. As the number of stakeholders in such programmes is quite high

there is a need to formalise the rules of the game and provide well established supporting tools (like websites, guidelines) in order to rebalance the information asymmetry.

Sometimes there is an unclear border between participatory budgeting and participatory planning (when democratic decision making processes and well defined budgets are concerned). There are examples of cities in Europe where neighbourhoods are entitled to formulate their own ideas on green space and decide upon the use of funds. However, in most cases the responsibility concerning participatory planning rests with the government, which has the final say.

Textbox 5.4 Example of strategic involvement in decision-making in Utrecht

In Utrecht (Netherlands), for the Green Structure Plan the participation of citizens has been important in relation to realizing what the municipality has categorised as 'Green in the City'. At a neighbourhood level, inhabitants have been invited to submit their wishes to one of the eleven neighbourhood green plans. Inhabitants were given a high degree of freedom in doing so. Their ideas have been incorporated into the neighbourhood plan and a budget has been provided by the municipality (€420,000 for each plan). The ideas had to comply with a list of criteria: the project needs to fit in with existing policies, be supported by at least 5 people and needs to be publicly accessible.

5.2.3 Co-operative forms of management

Our data revealed several types of co-operative management of green spaces. As a rule of thumb we can define two major categories: 1) projects initiated by the government where non-governmental stakeholders are invited to share rights and 2) projects initiated by the non-government actors where the government actor strongly supports the implementation.

Our data suggests that, overall the first type of co-operation is more common, possibly because the government actor continues to take responsibility for management outcomes. Decentralization measures regarding green space management can be the consequence of a democratic approach (empowering people, integrating marginalised groups) or reflect a need for finding more cost efficient ways of management and maintenance. On the other hand it must be considered (as was emphasised in several cities) that the local authorities have to take the responsibility for the urban environment which means that there is a limit for decentralization as far as public goods and services are concerned. How co-operative management schemes are formulated and implemented depends on the task at hand (e.g. planning, financing, implementing, managing, maintaining, providing services to the public) and the responsibility shared (e.g. keeping the green space safe and orderly, providing self-finance, keeping it public).

Textbox 5.5 Examples of co-operative forms of management initiated by governments across European cities

Based on a framework decree of the local municipality that regulates the cooperation of the local government and other actors in green space development several companies in Oradea (Romania) created 20 green roundabouts and 10 other green spaces, and since then they have been taking care of their maintenance as well. The business actors' role was planning and implementation, while City Hall approved the plans prior to their implementation.

In the British cities of Bristol and Edinburgh, Friends of Parks and allotment groups allow local people to contribute to decision-making and maintenance in relation to their local green space, providing examples of co-management. In Edinburgh, for example, the Local Authority has prepared a start-up information pack for communities interested in setting up a Friends of Park group. This includes information on topics varying from preparing a constitution to promoting the group and its projects. The Local Authority is also increasingly involved in providing advice, organizing network events, organizing training as well as communicating about funding and relevant projects to Friends of Parks groups.

The bottom-up initiatives initiated by non-government actors mainly concern areas of public green spaces where the local inhabitants or other stakeholders (such as researchers or artist groups) intend to implement their own ideas, often heavily relying on public resources (e.g. sites, infrastructure).

Textbox 5.6 Examples of co-operative forms of management initiated by non-government actors across European cities

In Malmö (Sweden) the practice of 'community' urban agriculture has obtained a growing interest the last five years. So far approximately 5 community gardens were created on public spaces but many more on private lands. There is now an informal network of public officials and NGOs with an interest in urban agriculture. This network has regular meetings focusing on knowledge exchange. It has affected both policy and informal practice. The municipal Street and Parks department has written a policy for urban agriculture on public space. Many of the representatives of the NGOs have gotten involved in municipal urban agriculture projects.

In 2006 the municipality of Helsinki (Finland) received a proposal from a local resident, Norio Tomida, expressing that the local Japanese community wished to donate cherry trees to the city as a sign of gratitude towards Helsinki as a good place to live. Inspired by Norio Tomida, Japanese residents from across Finland joined in to donate the trees. Helsinki's 'Good things grow' movement has found a number of corporate sponsors who have covered the costs of establishing and maintaining the cherry orchard. The trees were planted between 2007 and 2009.

In Edinburgh (UK) some of the city's major parks are in private ownership and businesses are increasingly becoming aware of the value of green spaces in developing strong and resilient corporate strategies. For example, Essential Edinburgh, a company acting on behalf of enterprises in the Central Edinburgh Local Business District, has played an important role in opening up St Andrew Square, a private garden in Edinburgh's financial district, to the public. This was to improve visitor attractiveness of the area. Essential Edinburgh took the lead into organizing consultations involving the private owners, the City of Edinburgh Council and Scottish Enterprise. Successful negotiations resulted in the implementation of a £2.6 million programme of improvement works, funded by the City of Edinburgh Council and Scottish Enterprise. Since opening up to the public, a large number of exhibitions and events have been held in the Square's gardens. It also has a café, which funds the maintenance of the green space.

5.2.4 Informal spontaneous attempts to influence policies or green space practices

Local stakeholders can attempt to exert their influence without being formally invited to it by a public authority. They can express their opinions spontaneously, for example as an organised protest against a project which is under planning or implementation. Alternatively, inhabitants express their opinion spontaneously on an ad-hoc basis by visiting the city hall or politicians to share their experiences, offering their help, protesting against proposed development on green spaces.

Textbox 5.7 Example of an informal spontaneous attempt to influence policies in Berlin

One of the most well-known examples of civic movements against urban development projects is the protest concerning the development scheme of Tempelhofer Feld in Berlin. Residents voted against the development ideas of the municipality that aimed to create a housing area on one third of the former Tempelhof airport. This development project would have influenced the current use of the airport as a leisure place for residents, where the different groups created their own spaces requiring very low level of public infrastructure. The referendum (which is an organised form of expression of interests) was a result of the continuous protests and campaign against the municipal

The informal, spontaneous expression of interest of different non-governmental groups may not only have a protesting nature but it may also result in specific green space related activities, by providing information on green space networks or expressing supportive approach to any of the governmental initiatives.

Textbox 5.8 Example of an informal spontaneous attempt to influence policies in Bristol

The Bristol Food for Free organisation is mapping the edible plants available in the public realms of the city since 2004 with the aim of increasing the awareness of everyone who is interested in order to support and encourage the wild/domestic/feral edible plants to enter and exist within the public urban domain.

5.2.5 Informal, spontaneous green space related activities

In most cases, occupation of public green spaces proceeds in an organised manner, either in response to a public call or with the approval of the local government (these actions thus belong to the category of co-governance). However, there are cases where the bottom-up initiative does not have any strong links to government actors; it rather remains in the hand of non-governmental actors, both in the stage of planning and implementation. In case of guerrilla gardening non-governmental groups spontaneously 'privatise' green spaces taking the responsibility of maintaining them. These actions are mostly formalised sooner or later and legitimised (or demolished) by the local governments.

Textbox 5.9 Example of an informal spontaneous green space relate management activity in Malmö

In Malmö (Sweden) the network of urban farmers, Mykorrhiza, started guerrilla gardening as a mean to spread the idea of urban agriculture. They used small vacant lots and even cracks in the pavement for planting. When the municipal Street and Parks department gave the network access to a large plot in a public park, the guerrilla gardening practice decreased.

5.3 Importance attached to participation

The chapters above show that different forms of participatory policies and practices can be observed across our set of cities. However, the importance attached to non-governmental actor participation in green space management varies between cities and it determines the actions that the municipality will undertake or support, as illustrated by the following examples of views expressed mostly by city officials:

- as taxpayers, the inhabitants have a right to influence their green spaces (Malmö);
- by supporting research activities the municipalities can gain expert knowledge e.g., on how urban green space should be developed and maintained and on open space accessibility solutions (Edinburgh, Bristol, Lodz, Utrecht, Barcelona, Almada);
- the local inhabitants are those who are affected most by the quality of their surroundings and they are the ones that will experience the effect of any development as well, thus 'we should do things with them rather than to them' (Utrecht, Amsterdam, Edinburgh, Bristol);
- businesses, entrepreneurs and inhabitants sponsor/manage green spaces, which saves funds for the public sector (Bristol, Edinburgh, Oradea, Berlin, Bari, Milan, Ljubljana);
- participation supports acceptance of new projects (Berlin);
- participation is useful for the creation of a new social consciousness about the usefulness of green spaces (Bari);
- involvement of different social groups in green space governance may support integration (Helsinki, Malmö);
- private businesses investing in green spaces supports the creation of new job opportunities (Bari); and
- gaining better local knowledge will lead to multi-functional green spaces that cater the needs of a variety of user groups (Edinburgh, Bristol, Szeged, Berlin, Utrecht, Lisbon, Almada and practically in every other cities where the ideas of citizens are incorporated into plans, implementations etc.).

5.4 Supporting and hindering factors influencing participation

The supporting and hindering factors (all together factors influencing participation) can be grouped into three major categories: institutional framework, local authorities' approach and civil society's approach.

5.4.1 Role of the legal and institutional framework

The use of different forms of public participation is heavily dependent on legal and institutional frameworks as in most countries there are national/regional level obligations, guidelines and incentives to implement certain types of public participation. The institutional framework around public participation ensures that at least a basic level of public participation is present at all cities studied for the purpose of this research.

On the other hand the institutional framework can be one of the biggest impediments when deadlines and other strict rules are considered. It is a usual complaint, that there is not enough budget/time left for a proper public participation as the projects should be completed, the decisions should be made on time.

The scope for formal public participation is defined on the basis of approved strategic and spatial plans. However, non-governmental actor initiated and/or led initiatives often move beyond the level of involvement that is formally prescribed. In some cases local initiatives on neighbourhood level may conflict with generic planning document and regulations.

5.4.2 Approaches of local authorities

Approaches of local-level authorities seem to be the most decisive factor that is encouraging or hindering public participation in governance. Approaches can cover the knowledge of city officials on different ways and participatory tools, or their attitude to participation and the official policy.

Our data revealed that local authorities with a strong (political) support for public participation use several tools, like electronic surveys, workshops, professional moderation of debates, public actions and campaigns to initiate public participation actions. In addition, this heavily depends on the number of experts/civil servants entitled to deal with green space policy. In each city, a desire was expressed for the allocation of more human resources to improve the quality of green space management. This, however, needs to be placed in a local context as e.g. in Malmö (city of 300,000 inhabitants) approximately 30 city officials deal with green space policy while for Oradea (city of 200,000 inhabitants) this is only 3 city officials.

Another crucial question concerns the stage within the projects/plans in which the public is asked for input. There are drawbacks of including the public at an early stage (when there are no concrete results to communicate) while it is also problematic to involve them only in the last phases when the main characteristics cannot be changed.

5.4.3 Approaches of the civil society

The attitude and knowledge (or the lack of knowledge) of the local stakeholders is also crucial to implement effective participatory governance. Decision makers frequently expressed concerns regarding the passivity of non-governmental stakeholders when creative ideas and suggestions are concerned. According to city officials civil society becomes active mainly in case of opposition. This may not be a statistical fact, but an impression of several of the city officials interviewed.

It seems that the activity of local stakeholders increases slowly partly as a result of increasing awareness of green values, changing life-styles that require more space for active recreation. However the question remains whether participation practices affect difficult to reach groups in society (e.g. ethnic minority groups), or whether it further strengthens the power of the more educated layers of the society.

5.5 Synthesis

This chapter provided a mapping of different participatory governance policies and practices, ranging from public consultations, often based on national/regional level obligations, to grass root movements. The different policies and practices of participatory governance were displayed by analysing rights and responsibilities concerning public green space. We identified five main types of participatory governance in our 20 cities: consultation on plans; strategic involvement in decision making; co-

operative forms of management; informal initiatives to influence policy; and informal green space management activities. In these five types, non-governmental stakeholders play different roles. This role tends to be weak in case of formal participatory arrangements where they are not responsible for the results, while it tends to be substantial when they are given the opportunity to take responsibility for implementation of their ideas.

In this chapter, we also address supporting and hindering factors to efficient public participation. Many of these were found in cities across the EU. Major hindering factors encompass a lack of financial and human resources, time constraints, insufficient representation of interest groups, a lack of knowledge in city officials and/or non-governmental actors, and limitations of strategic and spatial plans. Major supporting factors can come from guidelines or incentives to implement participatory governance, the use of certain tools such as electronic surveys or workshops, and a relatively high number of city officials dealing with green space.

In general, it seems that certain cities implement participation policies and practices quite broadly involving non-governmental actors into planning, decision making and implementation. Other cities perform a more occasional approach to participation. In this respect, we seem to observe a division between North-West and South-East cities. In the context of planning families, the Nordic, British and Central families often seem to implement rather broadly focused participation policies including various tools and instruments, while the Mediterranean countries and New Member States only do this occasionally. We propose that in this context, a division can be made in a North-West group and a South-East group. Possible explaining factors for this careful distinction require further scrutiny.

Besides drafting these generic categorizations, we have to emphasise that there are cities that exceed the level of public participation expected on basis of the categorization. There are 'pioneer cities', which for any reasons are successful in implementing participatory measures that exceed that of other cities within their category (e.g. Lisbon, Barcelona, Poznan), and there are cities that seems to underperform given their category (e.g., Malmö, which intends to increase the involvement of non-governmental actors in the future).

6 ACTORS IN URBAN GREEN SPACE GOVERNANCE

6.1 Analytical approach and limitations

This chapter uses evidence collected by GREEN SURGE partners to examine the range of actors involved in urban green space governance, including an exploration of the degree of decision-making power across 20 cities in Europe. We also explore trends in non-governmental actor involvement and coalitions involving such actors. The three central research questions addressed in this chapter are:

- ***Which actors have become increasingly, or rather less, influential in green space governance?***
- ***On a spectrum from (A) initiated and led by non-government actors, to (B) collaborative input to initiation and coordination and (C) initiated and led by government actors, what kinds of initiatives are most common?***
- ***Can coalitions (existing coalitions, new coalitions) be distinguished?***

We would like to reiterate that the evidence used in our analyses is limited to the data returned. This imples that there have been green space initiatives led by non-governmental actors which were simply not known about by our respondents because of their location outside of formal planning processes. To some extent we may also judge the view of city officials and the planning to represent the current discourse or "official" view supported by government institutions.

6.2 Non-governmental actor involvement: now and in the future

This section explores which actors have become increasingly, or rather less, influential in green space governance. To this end, we relied mainly on responses to the questionnaire. Of particular relevance were: a question assessing which of the stakeholder groups (see below) were included in green space governance; a question gauging on a multiple-indicator scale *(1=not at all, 2= decrease, 3=stay the same, 4 = increase)* whether, in the view of the municipal official, intensity of involvement of stakeholder groups should change in the future, and a question providing some context regarding the types of non-governmental actors involved and the roles they play. In addition, the desk study, in particular the section on level of engagement by non-governmental actors, was also checked for useful content that could add to the analysis.

6.2.1 Which actors are involved?

The stakeholder groupings in this analysis match those of the questionnaire. The following categories were used in the questionnaire:

- City employees from other departments
- Non-governmental organisations
- Business community representatives
- Scientists
- Neighbourhood Associations
- Community Groups
- Individual members of the public
- Other (please specify)

A small number of city officials (n=7), mentioned stakeholders that could not be allocated to one of the predetermined categories in our list (i.e., the 'other' category). These responses could be grouped into two categories: (1) governmental actors (i.e., governmental agencies, councillors, aldermen) and (2) misclassified actors (e.g., representatives of farming districts and agricultural landowners) that match one of the given stakeholder types (all of the above are examples of business). As governmental actors were not of central interest to our research, examples of the first 'governmental actor' category were not considered in further analysis.[7] Examples of misclassified actors fitting into the second category were recoded.

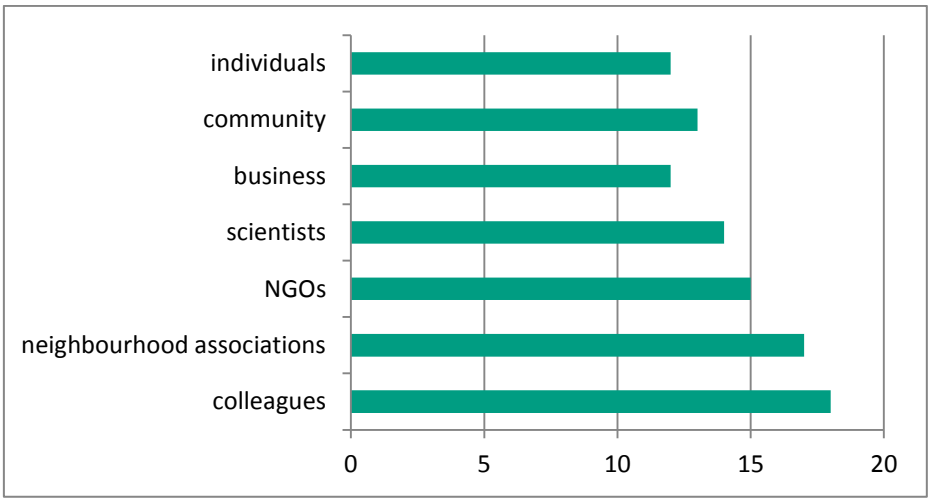

Figure 6.1 Number of cities involving different types of non-governmental actors in green space planning after recoding (N=20 cities)

Across the 20 cities for which questionnaires were returned, all of the stakeholder types listed above were involved in green space planning to some extent (see Figure 6.1). Overall, colleagues from other departments and neighbourhood associations were mentioned most often (18 cities & 17 cities respectively). Businesses and individuals were less frequently involved (each mentioned in 12 cities). There might be links between type of actors involved and objectives of an initiative or strategy chosen to influence decision-making. Although the present data does not warrant any firm conclusions regarding this, Textbox 10 showcases the wide variety of urban green space initiatives (different) actors might engage in.

[7] Although our response categories did include one category of government actors (i.e., city employees from other departments) new categories were not created for the governmental actors provided under 'other' as it could not be checked retrospectively whether other cities did or did not involve these types of governmental actors as well.

Textbox 6.1 Examples of urban green space initiatives across Europe

St Andrew Square Garden in Edinburgh (UK) provides an example of an initiative led by business actors. The fenced off garden, having been in private ownership for over 200 years, was opened up to the public through the efforts of a local business collective, Essential Edinburgh. This was done with the aim of improving the business district's attractiveness to visitors. As part of the process of opening up the garden, Essential Edinburgh organized consultations and negotiations with key holders as well as the City of Edinburgh Council and Scottish Enterprise. This resulted in the implementation of a £2.6 million programme of improvement works part -funded with public money. As a result of the revamp and opening to the public, the garden has hosted a large number of exhibitions and events. It also has a café, the profits of which largely fund the maintenance of the gardens.

An example of a green space initiative led by a neighbourhood association is the community garden project in the Tarján housing estate (Szeged, Hungary). This project involved local residents, aided by the MASZK Association (Civil association for Tarján housing estate), creating a community garden in Tarján. MASZK borrows the area for the community garden from the municipal non-profit Environmental Management Company, which is responsible for the establishment and maintenance of urban green spaces in Szeged. MASZK created the community garden together with 12 local families, and also takes responsibility for maintenance. The project was supported by EU structural funds.

The Slottsträdgården project in Malmö is initiated and led by a community group. Founded in 1994, the main objective of the group was to establish a public garden on the site of an abandoned nursery in the central city. The main purpose of doing so was to improve the social sustainability of the community. Upon organizing themselves as 'Friends of the Slottsträdgården' and starting a dialogue with Malmö's Streets and Parks Department, the community group was given permission to use the site to create a garden. Later on, the Department became more involved and invested in the construction of footpaths, a café and a greenhouse. Nowadays, Slottsträdgården is a place visited by many residents and tourists, and it is used for urban farming practices by many different groups.

6.2.2 Who should be involved in the future?

Before conducting the analysis on the question 'who should be involved in the future', any responses indicating that level of involvement of a particular stakeholder classification should 'stay the same' were checked against responses of city officials to question of the questionnaire on who is involved. This was to convert any 'stay the same' responses to stakeholder types for which city officials had previously indicated that they were not involved in the planning process into 'not at all' responses. That is, a continuation of no involvement of a particular stakeholder type implies that this stakeholder is 'not at all' involved. This led to the modification of four responses in two cities from 'stay the same' to 'not at all'.

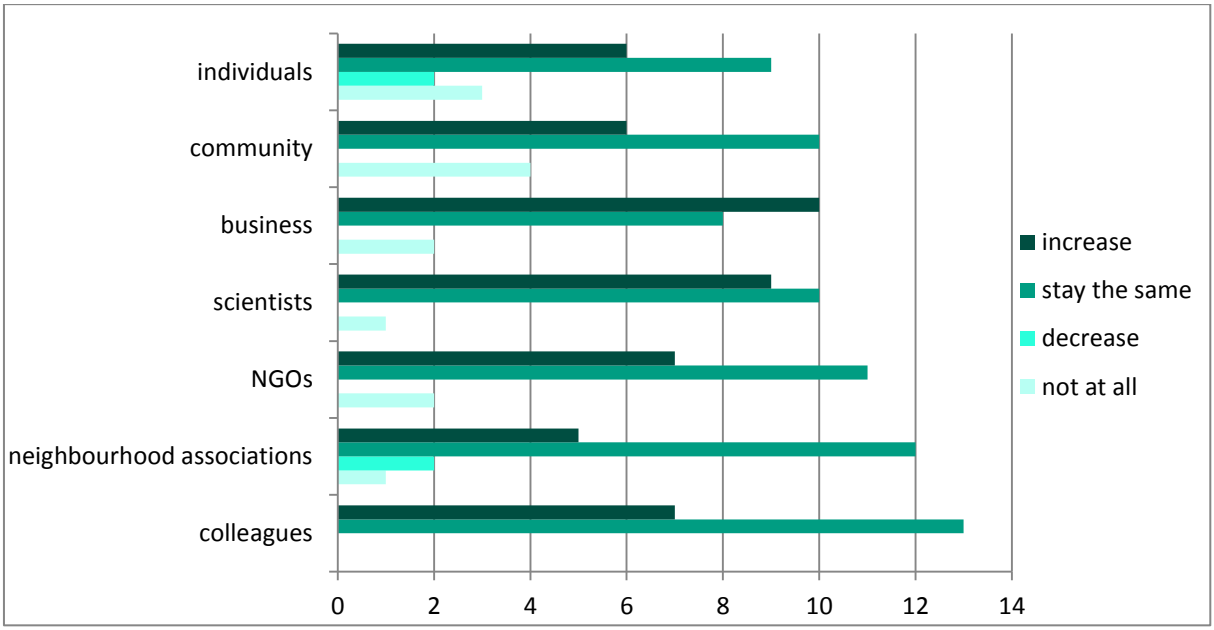

Figure 6.2 Views by city officials (N=20) on future involvement of stakeholders as gauged by of the following question in the questionnaire 'Who should be involved to what intensity in the future?'

Figure 6.2 depicts that overall the respondents appeared fairly satisfied with the current intensity of involvement by stakeholder groups in green space planning: as shown by over 50 percent of responses to the different stakeholder types indicating a desire for engagement to stay at the same level. Some 35 percent of responses called for an increase of involvement, with involvement of scientists and businesses being mentioned as a specific area for improvement; the need to increase the involvement of neighbourhood associations, community groups and individuals was mentioned less frequently. In only three percent of responses there was a reported desire to decrease stakeholder involvement. These responses only concerned neighbourhood associations and individuals. Finally, some city officials indicated a desire to exclude one or more stakeholder groups from influencing green space planning altogether as evidenced by the nine percent of responses favouring a 'not at all' response. These responses were spread across all categories of non-governmental actors with community groups and individuals having a slight majority. Because city officials were not asked to provide a rationale for their response, we cannot provide an interpretation of these results.

6.3 Level of engagement by non-governmental actors

Data on the level of engagement by non-governmental actors was collected as part of the desk study for which relevant local government documents were inspected for relevant initiatives and the questionnaire that recorded initiatives with the highest level of non-governmental actor involvement, the actors involved in each of these and the role of the local government. Initiatives were coded into three categories:

- Initiated and led by non-governmental actors
- Collaborative input to initiation and coordination
- Initiated and led by governmental actors

These were placed on a spectrum from (A) initiated and led by non-governmental actors to (C) initiated and led by governmental actors (see Figure 6.3).

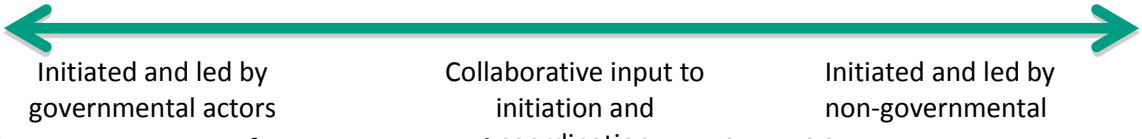

Figure 6.3 Spectrum of non-governmental actor engagement in participatory governance

Initiatives were classified as 'initiated and led by non-governmental actors' when both initiated, and later on coordinated, by non-governmental actors. That is not to say that in this type of initiatives governmental actors did not play a supportive role (e.g., by funding the project or agreeing management rights of public property to non-governmental actors). Examples of collaborative input are projects initiated by a non-governmental actor and implemented by the government or, conversely, initiated by the government and implemented by a non-governmental actor. Initiatives for which non-governmental actors were involved, who did not take the lead at any point in time, were categorised as 'initiated and led by governmental actors'. A small number of initiatives solely involving government actors were erroneously listed by city officials along this spectrum. These were excluded from this analysis.

6.3.1 Different levels of engagement across European cities

Examples of initiatives involving non-governmental actors could be established in all cities that were studied as part of GREEN SURGE (see Figure 6.4).

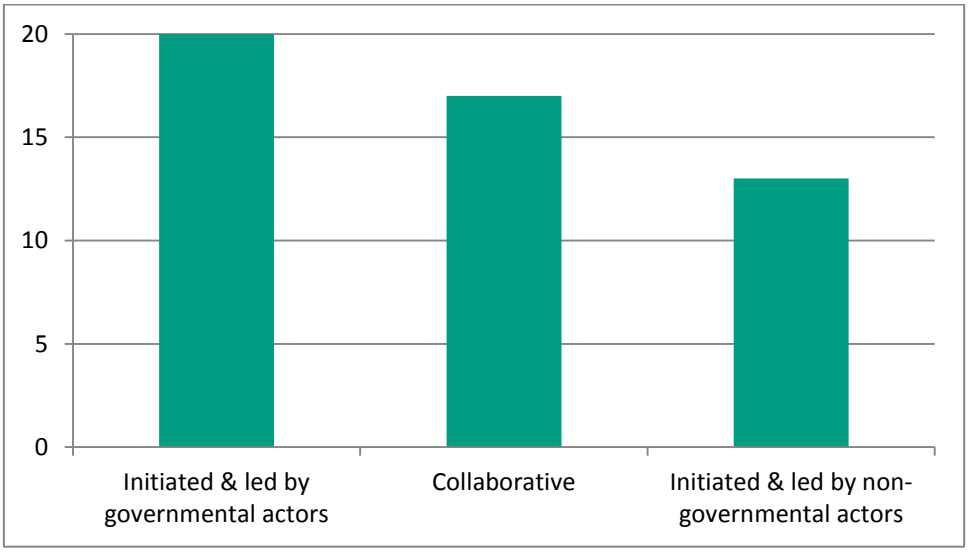

Figure 6.4 Number of cities with examples of green space initiatives at the three levels of engagement (N=20 cities)

However, not in every city examples were reported of initiatives with non-governmental actors either taking a pioneering or leading role. That is, in 17 out of 20 cities examples of collaborative initiatives could be observed. Projects initiated and led by non-governmental actors were reported least often

(in about two thirds of all cities). Textbox 6.2 gives an example of a project initiated and led by a non-governmental actor and an example of an project initiated and led by governmental actors.

Textbox 6.2 Examples of an initiative initiated and led by a non-governmental actor and of an initiative initiated and led by governmental actors

A project which was initiated and led by a non-government actor is Postzegelparken ('Stamp Parks' or 'Pocket Parks') in the city of Amsterdam. Postzegelparken is an NGO that establishes tiny parks on abandoned sites in cooperation with local people and organizations, who are maintaining the parks. Postzegelparken designs the parks, raises funds for their establishment and offers advise during the process of establishment. The main purpose of Postzegelparken is to increase social cohesion and wellbeing. To achieve this goal, they facilitate the involvement of citizens living in the surroundings of these parks. Pocket parks each have their own identity, depending on the wishes of the people involved and the possibilities offered by the available space. Funding is provided by the municipality of Amsterdam, a local district council and two national ministries. Several NGOs and businesses have also made financial contributions.

An example of a project initiated and led by government actors is the '' Odmień swoje podwórko'' – ''Change your backyard'' programme in Poznan (Poland), which was initiated by the Poznan municipality in 2010. The objective of 'Odmień swoje podwórko' is to make backyards of tenement buildings more attractive with the purpose of increasing social integration. The role of the City Office is to provide soil, plants and expert advice to citizens, who are encouraged to design and develop the gardens in their backyards. The coordination of the greening activities in the backyards is undertaken by a local citizen group. However, the municipality maintains a strong steer on developing strategies for implementation. In the first year, the programme was carried out in a single city district. It has now also been introduced in other districts. Apart from the municipality and citizen groups, the local district councils and homeowner associations were also involved in the implementation of the programme.

6.3.2 Projects initiated and led by non-governmental actors

Further analysis was carried out on the non-governmental actor initiated and led projects to establish which types of stakeholders were involved at this level of engagement (see Figure 6.5).

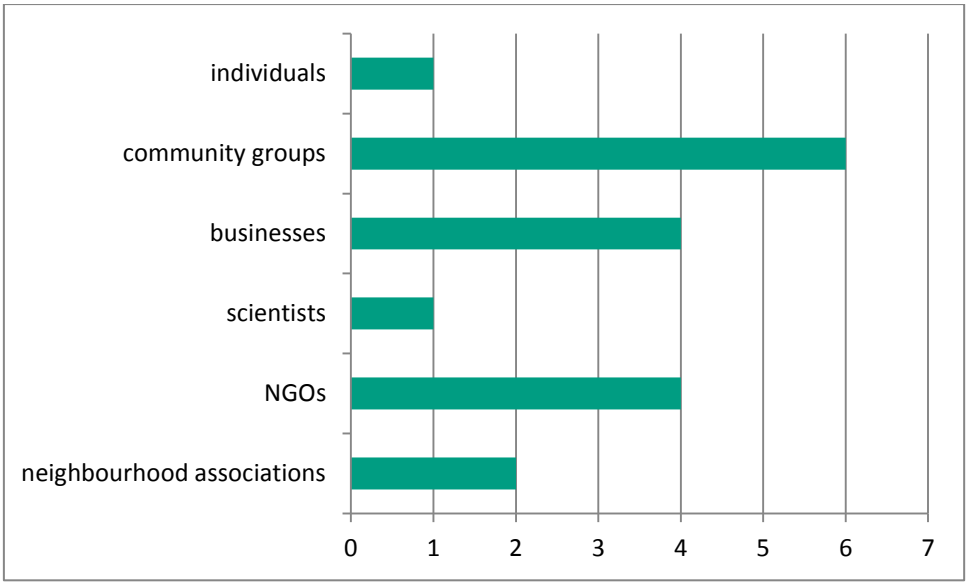

Figure 6.5 Leading stakeholder in projects initiated and led by the different non-governmental stakeholder types by number of cities (n=13 cities)

Overall, community groups, NGOs and businesses were mentioned most frequently as both instigator and leading actor (in 6, 4 and 4 cities out of the 13 cities respectively). Neighbourhood associations, scientists and individual members of the public were mentioned less often.

In the next step of the analysis, the key purpose of each of these initiatives initiated and led by non-governmental actors, was summarised in a short phrase to provide a broad-brush overview of what is motivating non-governmental actors to take the lead. This revealed that most initiatives were concerned with green space creation, conservation and/or improvements for the benefit of either wildlife or people. A smaller number of initiatives were aimed at providing innovative green space solutions (e.g., green roofs), social cohesion, environmental education and skills training. Chapter 7 reports about the objectives of all green space initiatives in a more detailed manner.

6.4 Coalitions involving non-governmental stakeholders

In addition to studying the role of individual non-governmental actors in one-off green space projects, we were also interested in exploring the availability and activities of coalitions including non-governmental actors focused on green space topics. Relevant information in regard to partnership working at regional and city-level was extracted from the desk study that included questions asking the local researcher to list partnerships existing for the protection or enhancement of urban green space at both the regional and city level. Relevant content was sometimes also derived from the questionnaire based on the questions asking officials to list the urban green space initiatives with the highest degree of non-governmental actor involvement as well as the actors involved in these.

The following criteria were applied in selecting the coalitions included in the data analysis below: (1) Coalitions needed to engage in recurrent partnership working; one-off project partnerships were excluded because otherwise each initiative involving multiple actors would classify as a coalition, (2) coalitions needed to include at least one non-governmental actor given the focus of this WP on participatory governance; coalitions solely involving e.g. local authorities and public bodies were excluded, (3) coalitions needed to operate at local, city or city region level, coalitions operating (trans-)nationally were excluded given the focus on city regions in GREEN SURGE, and (4) coalitions needed to engage with innovative green space planning (see Chapter 1); partnerships between local authorities and developers or contractors were not considered unless these involved innovative or unexpected activities (see Section 1.2.2).

Exploring this data revealed that green space coalitions involving non-governmental actors operated in the majority of cities (15 out of 20 cities). A mixture of coalitions acting upon the local and the regional scale were reported with local coalitions reported in more cities (14 cities with local coalitions against 7 cities with regional coalitions). Textbox 6.3 gives an example of each.

Textbox 6.3 Examples of a local and a regional coalition

An example of a successful coalition operating at the local level is the Šmartinska partnership; a public- private partnership in the city of Ljubljana. This partnership includes the City of Ljubljana and ten private land owners, and is concerned with revitalizing degraded urban space in Ljubljana. It has ambitious plans to renovate a former industrial estate into a vital business quarter with public green space. After successfully lodging a planning application with the municipality in 2006, a letter of intent for the partnership was signed in 2007. The Šmartinska partnership, together with a Swiss architect, developed a plan for phased urban development and the implementation of new infrastructure. This has by now led to the successful delivery of a 5.9 ha park at the heart of the Šmartinska area, which was created after taking out illegal allotment gardens and huts. In 2012, the Partnership Šmartinska Project Office was established and a company (LtD) was created which implements the plans related to the urban, economic, environmental and social regeneration of the area.

The Central Scotland Green Network Trust (CSGNT) is an example of a successful coalition operating at the regional level. CSGNT, established in March 2010, is a partnership between governmental agencies, local authorities and (environmental) NGOs and includes organisations such as Forestry Commission Scotland, Scottish Natural Heritage and Sustrans Scotland. The CSGNT serves to develop and improve the green network in the Central Belt region of Scotland (including the city of Edinburgh). CSGNT was founded in response to the Scottish Government identifying the central Scotland green network as a national development in the Scottish National Planning Framework. CSGNT coordinates the delivery of this network, and provides (financial) support and capacity to relevant stakeholders.

Figure 6.6 shows that a relatively large number of cities in our sample provided examples of coalitions driven by central government (5 cities - 25%) and local authorities (5 cities - 25%). Only a handful of cities reported coalitions initiated by NGOs (3 cities - 15%), public agencies (1 city - 5%) or scientists (1 city - 5%). This implies that there were no examples of ongoing partnerships driven by community groups, neighbourhood associations or individuals in our data. Noteworthy is the large number of cities with one or more coalitions for which the key driver remained unclear following data analysis (10 cities - 50%). This is due to the lack of a question directly aimed at identifying the driving actor in coalitions. In addition, this information might not always be readily available to outsiders.

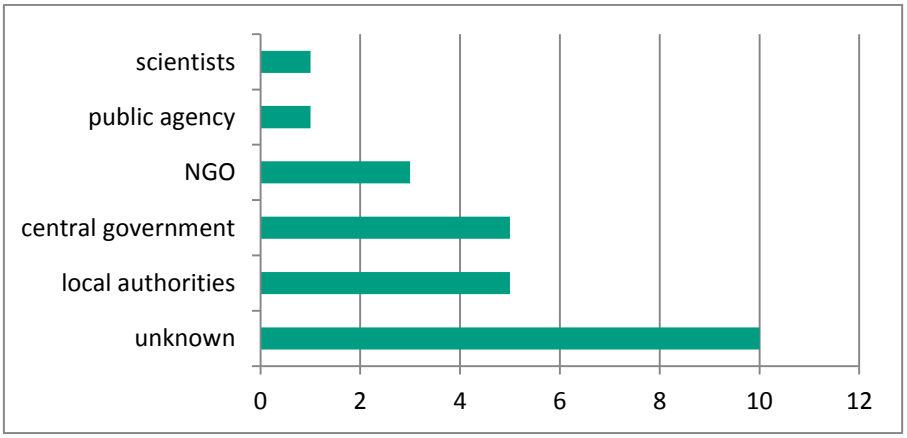

Figure 6.6 Number of cities with green space coalitions initiated and led by different stakeholder types (n=20 cities)

Similar to the analysis reported in section 2.2, the purpose of each coalition was summarised in a short phrase. This was also done to summarise key actions. Coalitions identified in our study most frequently focused on either green space creation, conservation, improvements (targeting humans and/or wildlife) or a combination of these. A small number of coalitions focused on biodiversity monitoring, promoting the green economy, improving (green space) accessibility, innovative green space

solutions (e.g., green roofs) and promoting environmental-friendly lifestyles. Coalitions influenced green space planning predominantly through pooling of knowledge and resources, in some cases resulting in the delivery of strategies and/or action plans. Examples of partnerships aimed at coordinating partners' services and actions were also common. Less frequently reported actions included: providing advice and (financial) support, organizing public events and conducting research.

6.5 Synthesis

The analysis of 20 EU-cities from five different planning families provides strong support for the sharing of responsibilities around urban green space planning between planning authorities and non-governmental actors. Analysing evidence from each of the cities shows a number of different non-governmental actors were involved in all cases and a key role for local authorities, for example in the form of funding projects or agreeing use/management rights of public property with non-governmental actors.

Virtually no city officials expressed a desire to decrease non-government stakeholder involvement and in less than 10 percent of responses to this question it was called for excluding a non-government stakeholder group. It should be taken into account that such responses do not necessarily reflect an unwillingness to engage, but could also have been the consequence of a lack of resources to step up participatory governance. Nonetheless, more than three times as many responses called for an increase of engagement with a particular stakeholder group, particularly businesses and scientists. It can be derived from this that the shift from government to governance in urban green space planning reported by Rosol (2010) and others is also real in our case study cities and widely supported by municipality officials.

The level of non-governmental stakeholder engagement in green space initiatives varies from reactive and secondary to active and leading (e.g., Arnstein, 1969). Green space initiatives with different levels of non-government stakeholder engagement could be observed in all planning families albeit not in each and every city. The highest number of recorded green space projects were initiated and led by government actors; initiatives driven and led by non-government actors were reported least often.

Finally, the analysis on ongoing partnership/coalition working between the municipality and non-governmental stakeholders revealed that, overall, local coalitions are more common than regional ones. Although an attempt was made at scrutinizing drivers of coalitions, meaningful comparisons between planning families could not be made given insufficient detail in our dataset. It was noteworthy that less formalised stakeholders – neighbourhood associations, community groups and individuals – were not mentioned as initiating any of the coalitions for which the driver was recorded. Underlying causes for this outcome could be wide-ranging, varying from lack of trust in long-term viability of these groups, concerns about legitimacy of these stakeholders to lack of interest or resources by these stakeholders to engage in strategic partnership working. Alternatively, our approach to data analysis relying on the 'official view' of city officials might have prevented these types of coalitions from surfacing.

7 OBJECTIVES AND ACTIVITIES OF GREEN SPACE INITIATIVES

7.1 Introduction

This chapter discusses the range of green space initiatives found in the GREEN SURGE Tier 1 cities, focusing on their contents, or in other words their substantive orientation and motivation. In each of these cities, two to five examples of green space initiatives were described by the interviewed city officials, rendering rough descriptions of a total of 60 green space initiatives in 20 cities. These descriptions form the basis for the analysis in this chapter.

The main research questions addressed in this chapter are:

- ***What are examples of green space initiatives coming from community actors in the different cities?***
- ***On what topics do they focus?***

In this chapter, an analysis of the collected initiatives and their main objectives will be presented.

7.2 What do the initiatives represent?

The local green space initiatives presented in this chapter are based on a selection by the interviewed city officials and on a desk study performed by the local researchers. These examples thus represent a selection by officials and researchers as to what they think are interesting examples of green space initiatives.

The examples presented here are not, in any way, a true representation of all existing initiatives in the cities. It is likely that many more green space initiatives exist in the Tier 1 cities. Moreover, it is also likely that these encompass many different objectives next to the ones presented in this chapter. So, the list of examples which was collected is only the proverbial tip of the iceberg. It cannot be seen as exhaustive or representative for the individual cities and also not for the whole of the European Union. It is also important to point out that the initiatives analysed are not evenly distributed throughout the 20 cities. Whereas for some cities only two initiatives were reported, others presented four or more.

Nonetheless, bearing these limitations in mind, the examples do provide insights into the underlying objectives and subjects of green space initiatives.

7.3 Objectives of local initiatives

It is well known that urban green spaces provide a number of environmental and social benefits for city residents (e.g. Kabisch, 2015). There is a link between human decision-making, human wellbeing and the ecosystem services provided by green space. In order to better understand the processes responsible for changes in urban green spaces, the environmental and social domain should both be studied, as these dynamics are caused by both environmental and social factors (Lauf et al., 2014).

Prior research into green space initiatives shows that such initiatives often combine social and environmental objectives (Mattijssen et al., in prep.). Examples of environmental objectives can encompass an increase in biodiversity; the provision of ecosystem services; protection of certain species; or the enhancement of green values in a certain area. Examples of social objectives can relate to an increase in social cohesion; providing opportunities for recreation; or improving public health.

For the analysis of the green space initiatives presented in this chapter, we focus on both environmental and social objectives. Based on prior research (Mattijssen et al., in prep.), as well as on the data collected as part of GREEN SURGE tier 1, we distinguished ten categories of objectives associated with green space initiatives. These categories have been used to assess the objectives and scope of these initiatives in order to capture the motivations and drivers for local stakeholders to take action concerning urban green spaces across the 20 Tier 1 cities included in this chapter.

For this, we considered ten types of objectives:

- ***Environmentally-related objectives:***
  - ***Increasing green space area;***
  - ***Improving the quality of existing green space;***
  - ***Contributing to biodiversity;***
  - ***Delivering of ecosystem services;***
  - ***Improving connectivity.***

- ***Socially-related objectives:***
  - ***Exerting political influence;***
  - ***Experiencing green space/nature (including recreation);***
  - ***Social cohesion and integration;***
  - ***Providing education;***
  - ***Improving human Health.***

It is important to reiterate that the exercise of connecting these objectives with the individual initiatives was based only on the descriptions by the city officials and the local researchers. We hypothesise that some green space initiatives might have more objectives than the ones outlined in the current analysis. The outcomes related to different objectives might also overlap in practice. Biodiversity can for example be considered as quality of existing green space Therefore, increasing the areal of green space might also contribute to biodiversity. In this chapter, we focus on objectives and not on actual outcomes, which are beyond the scope of data.

Below, a short description of each objective is included. This aims to clarify how different objectives were categorised and to explain the different types of objectives we encountered during this study.

7.3.1 Environmental objectives

For the environmentally-related objectives, it is important to understand whether local initiatives are mostly focused on *increasing green space* area, by transforming other land use classes into new green spaces, or if they aim to improve the quality of existing green space in whatever way this is aimed for.

It is well known that urban green spaces play a key role in biodiversity conservation, and in the promotion of ecosystem services and connectivity (e.g. Lovell and Taylor, 2013).

Biodiversity according to the Convention on Biological Diversity (1992) can be defined as the variability among living organisms from all sources including, inter alia, terrestrial, marine and other aquatic

ecosystems and the ecological complexes of which they are a part; this includes diversity within species, between species and of ecosystems.

The term *ecosystem services* refers to the delivery, provision, protection or maintenance of goods and benefits that humans obtain from nature (e.g. food, climate regulation, carbon storage, water purification and regulation) (Millennium Assessment, 2005)

Connectivity has been defined as the degree to which the landscape facilitates or impedes movement between green patches (Taylor et al., 1993). It is considered essential for biodiversity conservation and to the maintenance of natural and semi-natural ecosystems stability and integrity (e.g. Taylor et al., 1993; Crist et al., 2005). It is therefore essential to consider connectivity as a basis for a sustainable green planning (e.g. Noss and Daly, 2006; Saura and Pascual-Hortal, 2007). Connectivity can also be related to the accessibility of nature areas to the general public and is possibly also an objective of a more social nature.

7.3.2 Social objectives

Exerting political influence encompasses objectives which aim for a (political) influence on different levels or aspects related to policy processes. While the exerting of political influence might in some cases merely be a method of reaching other goals, it can be seen as an objective in itself in other examples. In the latter case, a green space initiative aims to contribute to citizen involvement in policy processes as a goal in itself, e.g. through participation or co-governance. With this, an intrinsic value is implicitly or explicitly attributed to an increased involvement of citizens in policy processes.

Objectives related to *experiencing green space/nature* recognise the positive contribution of (experiencing) green space to human wellbeing (MacKerron and Mourato, 2013) and aim to contribute to this by providing or improving these experiences. This includes topics such as recreation (e.g., walking or exercising in green spaces) or the contribution of green space to a pleasant living environment for local citizens. Improving the aesthetic value of an area through 'greening' the environment can also be an important objective in this regard.

Social cohesion can be understood as building a common understanding between people, including creating a sense of belonging and solidarity for people from diverse backgrounds (Cheong et al., 2007). *Integration* is strongly related to this – it can be seen as increased cohesion between different social groups or different ethnicities and often involves attempts to increase social involvement of underrepresented groups (e.g., ethnic minorities) in green space initiatives.

Education is related to the acquisition or transferring of knowledge or skills. Activities related to education are sometimes focused on specific groups such as children or people with a low social status or income, but education can also be focused on the public in general. Objectives related to education can be 'instrumental' in the sense that they are mostly focused on the transfer of existing knowledge or skills, but they can also be more 'emancipatory'; focused at encouraging people to develop their own knowledge or skills (Hubeek et al., 2006).

Health is defined by the World Health Organization (WHO, 1948) as being a state of complete physical, mental and social well-being. A link between the presence of green space and public health is suggested by many researchers (Tzoulas et al., 2007). For the purpose of this analysis, we think it is of added value to separate objectives explicitly related to health and those more focused on recreation/experiencing of green space. Although their outcomes might be related, we do see, in practice, that the objectives themselves differ in their focus: objectives related to experiencing green are

mostly about recreation and aesthetic values, while objectives about health do not specifically focus on recreation or aesthetic values, but are explicitly geared towards mental and physical wellbeing of citizens and see green space as an important contribution to this.

7.4 General overview of a selection of local initiatives

Figure 7.1 summarises the results from the analysis on the frequency at which the different types of objectives were mentioned by the city officials in the questionnaires and highlighted by the local researchers across the 60 local initiatives. Important to keep in mind is that most green space initiatives had more than just one objective, and quite often combined both environmental and social objectives. All described objectives of each initiative were highlighted. This was done quantitatively: if an objective, as described by the city officials and local researchers, fitted into a certain type of objective listed above, it was 'scored' as such. If an objective did not fit into any type, a new type was added to the above list, this to make sure that all objectives would be part of the analysis.

Although all of the objectives which we distinguish were targeted by some of the initiatives analysed, it is clear that some objectives are more common than others. Of all collected green space initiatives, 40% aimed to increase (peri-)urban green space area, while a similar percentage of initiatives was aimed at providing or promoting contact with nature and green spaces. At the other end of the spectrum, only four initiatives (7%) explicitly aimed for the promotion and enhancement of ecosystem services. Similarly, only five initiatives (8%) aimed for enhancing connectivity between existing urban green spaces. Exerting political influence and health are objectives that are also not common in the 60 local green space initiatives in Tier 1, since they account with only six and seven examples, 10% and 12% respectively.

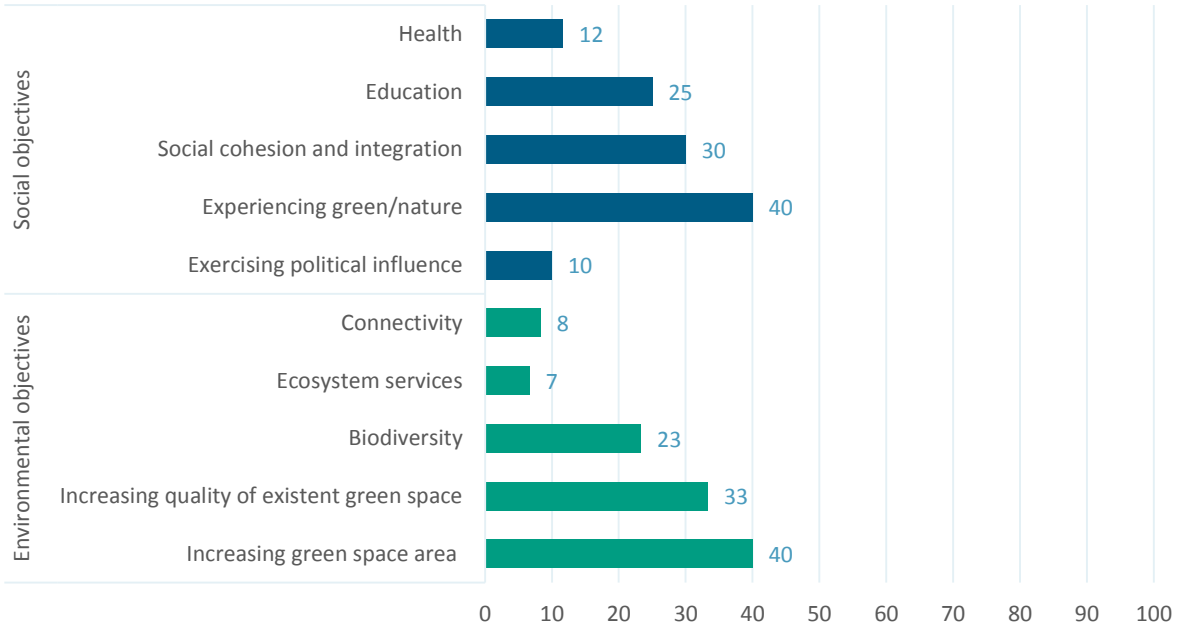

Figure 7.1 Percentage of total green space initiatives including each type of objective (N=60)

The analysis of the descriptions of these initiatives showed that the 60 initiatives were quite diverse. Therefore, the initiatives were divided into several categories based on their scope and contents in a second step of the analysis. This categorisation was made based on our assessment of the main scope of the initiative, the type of green involved and the main activities they pursue. This led to a clustering of 60 green space initiatives into the seven categories presented below:

1. ***Parks and gardens – green space initiatives focused on the creation or enhancement of parks and gardens in their cities;***
2. ***Urban farming – green space initiatives concerning local food production, such as urban farms and allotment gardens;***
3. ***Conservation – green space initiatives explicitly focused on conservation actions in natural or semi-natural areas;***
4. ***Advisory – initiatives focused on giving advice or active participation in the planning and decision making processes;***
5. ***Trails – green space initiatives focused on the creation of pathways or trails;***
6. ***Web applications – green space initiatives aiming at the provision of online resources;***
7. ***Events – green space initiatives such as festivals, markets and fairs, among others.***

This was, again, done quantitatively: if an initiative fitted in a certain category on basis of its scope and objectives, it was 'scored' as such. If an initiative did not fit into any category, a new category was added to the above list, this to make sure that all green space initiatives would be part of the analysis presented below. Initiatives were each only included in a single category, based on their main focus. When an initiative, based on its description, could be possibly included in two or more categories, we took into account the name of the initiative and the emphasis given to different objectives in the description by the local researchers.

For example, although the initiative Plan of Vacant Urban Plots in Barcelona comprised community gardens, its goal is the rehabilitation of vacant areas through temporary uses, resulting in the creation of new green spaces in the city. Hence we considered it in the category Parks and gardens, since urban farming is just a component of this initiative and not the main goal.

The aggregation into categories showed that from the 60 initiatives, 29 were primarily concerned with parks and gardens (48%), urban farming accounted for 18% of all initiatives (11 initiatives). A total of six initiatives were concerned with conservation, six others were of an advisory nature (10%). Merely two events were mentioned (3%), not far from the three trails initiatives as well as three web applications (5%) (Figure 7.2).

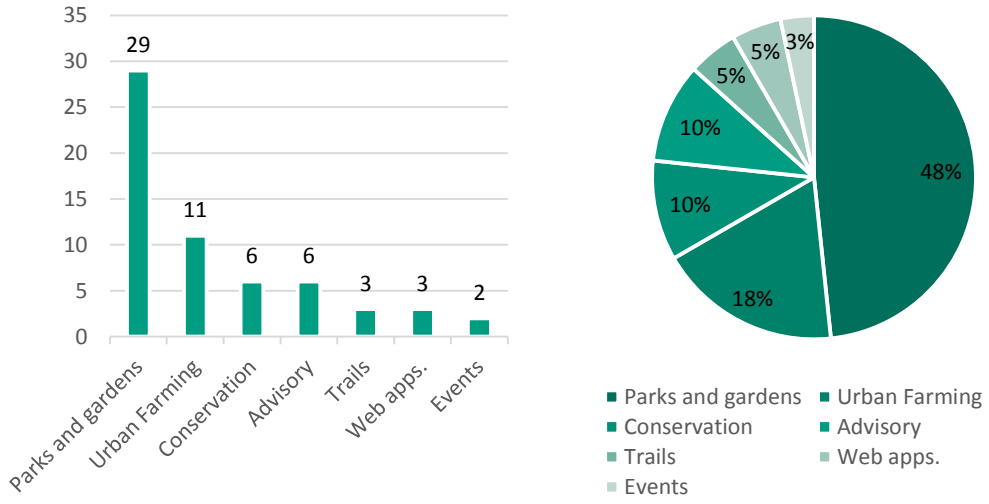

Figure 7.2 Number of local initiatives for each category and their relative percentage (N=60)

It is important to understand the objectives within each category described above, since the initiatives are quite diverse. Hence, the next step of the analysis was to take a closer look at the objectives of initiatives within each category. To provide further background on the seven categories, we also provide some concrete examples of each of these.

7.4.1 Parks and gardens

In the 29 initiatives regarding parks and gardens, the most common objective identified was the increase of green area (62%), followed by the objective to provide opportunities for outdoor experiences in nature or green spaces (41) and the objective to increase the quality of existing green areas (34%). It is noteworthy that objectives such as health, education, connectivity and ecosystem services are often not explicitly mentioned in the research data, accounting for only 7% each. Similarly, but to a lesser extent, initiatives related to parks and gardens are not commonly associated with the promotion of social cohesion and integration, since only governmental actors% explicitly mentioned this objective (Figure 7.3).

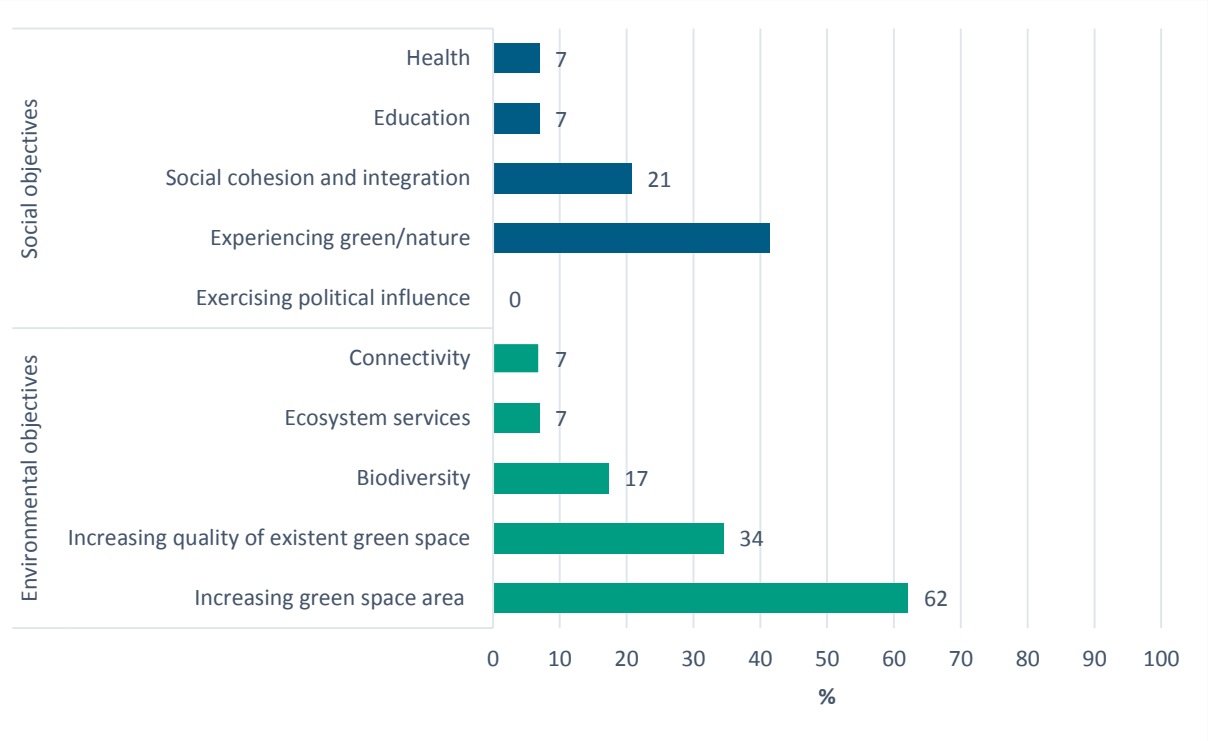

Figure 7.3 Percentage of total parks and gardens initiatives including each type of objective (n=29)

Local initiatives in the category *parks and gardens* are quite diverse and while some integrate a wide variety of objectives, others are only focused on increasing green space area or its quality *per se*.

Textbox 7.1 Examples of local parks and gardens initiatives

The reconstruction of Kálvária Square in Szeged involved the creation of a new green space, providing facilities for a better green experience. The goal of this reconstruction was to create an urban, partly green area which satisfies as many local community needs as possible. Although the municipality was responsible for the planning, it had the support of two NGOs, which were crucial in the reconstruction process. The Association for a Lively Szeged helped the municipality in the participation process, by organizing several public forums, and was actively involved in the planning of the square. The Industrial and Service Vocational School of Szeged led some school students to plan and create a resting-place for bikers on the square.

In Halle an der Saale, the light rail remodelling project Steintor involved the restructuring of an old and disused structure into a square and a public green space. The participation process involved two large public meetings, allowing the general public to comment on the project and to share their opinions, for example on tree cutting. The project managed to engage a high number of citizens and was perceived as a positive example showcasing the strong interest of Halle's citizens in shaping the future design of the city.

In Milan, the association Italia Nostra established the afforestation project Bosco in Cittá (Forest in the Cityt) in 1974, along with the City Council. This project consisted of the conversion of an abandoned farmland into a park, comprising woods, trails, waterways and sports facilities. The park is now a place for cultural and sports events. This project aimed to enhance the existing green space in the city, promoting experiences with nature and healthy activities. A lake was designed and implemented in order to promote ecosystem services (climatic regulation) and biodiversity. The project was funded by the Friends of the Forest Committee, but also received some financial contributions by the municipality. The park is co-managed by the Italia Nostra, the Centre of Urban Forestry and volunteers from the general public.

7.4.2 Urban farming

Urban farming initiatives were mostly concerned with different social objectives. It is interesting to mention that the main objective in relation to urban farming is social cohesion and integration (91%), followed by education, experiencing green/nature, and health (45%, 36% and 27% respectively).

Urban farming was also associated with the objectives of increasing urban green space area (45%) and enhancing quality of urban green space (27%). Nevertheless, results in the 11 examples collected in the Tier 1 study suggest that the objectives of urban farming are mainly of a social nature (Figure 7.4).

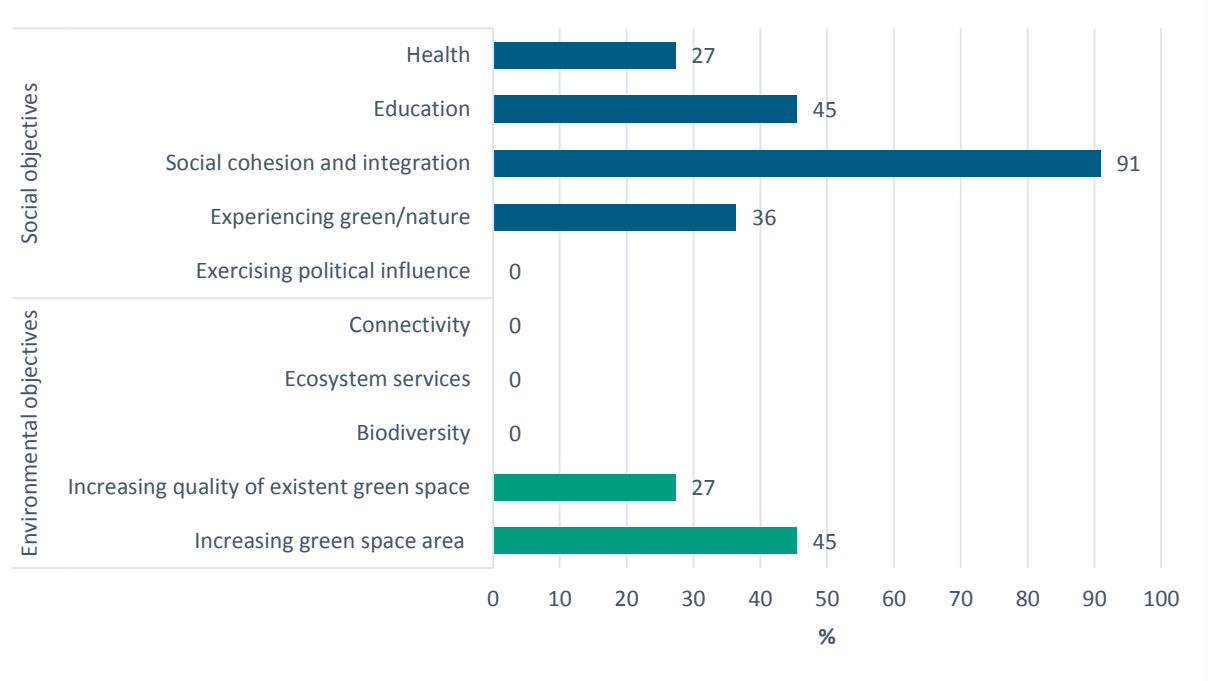

Figure 7.4 Percentage of total urban farming initiatives including each type of objective (n=11)

Textbox 7.2 Examples of local urban farming initiatives

One example of an urban farming initiative that does not explicitly aim for the increase or enhancement of urban green space is the Horta Guinardó in Barcelona. The maintenance of this garden is undertaken by people in risk of social exclusion, and in this way the project contributes to social integration and provides experiences in a green space.

In Aarhus, the World Gardens Association has undertaken a project to promote urban gardening, enhancing the living conditions in social housing areas by not only increasing green space areas, but also by nurturing the contact with nature and promoting social cohesion in these areas, involving both adults and children. This project was initiated by a local network which aims at improving the living conditions in areas of Gellerup and Toveshøj. There is also a related project aiming to promote urban farming, with a strong focus on health and food sovereignty as well.

7.4.3 Conservation

A total of six initiatives were categorised as *conservation*. Since this analysis was based on only six green space initiatives, conclusions about the objectives of green space initiatives focused on conservation cannot be drawn. We do, however, see a focus on the accomplishment of environmental objectives, which is not unsurprising in initiatives mainly focused on conservation. All green space initiatives we found in this category were aimed at the promotion of biodiversity, while 67% also aimed to increase the quality of existing green spaces, and 33% also take ecosystem services into account. Surprisingly, no conservation initiative explicitly mentioned connectivity as a main goal. The only social objective considered, in 67% of the initiatives, was education, where conservation actions serve as a way to promote environmental awareness and education.

Textbox 7.3 Examples of local conservation initiatives

An example of a green space initiative categorised as conservation is the ecological restoration of dunes in Almada which was aimed not only at the conservation of a fragile ecosystem but also at improving ecosystem services. It involved schools, teachers and local associations, not only in the design of the project but also in its implementation, which had a strong component of environmental education and awareness.

Similarly, the University of Bristol, along with several research partners, conducted the Urban Pollinators Project which aimed to study pollinators and increase their habitat in an urban context. As part of this project, wildflower meadows were sown in existing green spaces in Bristol (Meadow Bristol project) making them more attractive for pollinators and the local community alike. This project was funded by the universities, city councils and business sponsorships.

7.4.4 Advisory

We also found six green space initiatives which we categorised as *advisory*, which again means that we should be careful with drawing conclusions from them. Nonetheless, all initiatives if this category aimed at exerting political influence (100%). From the six initiatives identified as advisory, only two explicitly aimed to exert political influence on green space policies, planning and management, therefore explicitly aimed the objective of increase quality of existent green space (33%). All other initiatives were relevant to all planning themes, although often focused on urban green space.

Textbox 7.4 Example of a local advisory initiative

The Linz Tree Protection Charter is a local initiative by citizens' groups and associations for nature conservation and urban greening aiming to exert political influence for better tree management and better access to information, contributing to the enhancement of existing green space quality.

Other examples comprise the establishment of dialogue platforms between the municipalities and non-governmental stakeholders, allowing interested NGOs to actively participate in discussion forums with the municipality and providing advice regarding green space management, among other issues. We can find examples of this in Bristol and Poznan.

Participatory budgeting is a programme that is referred to as an example of local green space initiatives in Lisbon and in Lodz. Although it is a programme initiated and led by the municipalities, it aims

to empower non-governmental stakeholders in order to be actively involved in the city planning and hence exert political influence at the local level. For example in Lisbon most of the proposals in 2012 involved the creation of new green spaces or the enhancement of existing green spaces (30%).

It is also important to point out the example of Berlin regarding its tradition of protests against development plans, in which there are several cases where organised protests by NGOs could have political influence on the City Hall for the promotion of green spaces.

7.4.5 Trails

Although *trails* and paths are often part of parks and gardens, this category represents examples of local initiatives aiming to connect different patches of urban green in order to promote connectivity.

Textbox 7.5 Examples of local trails initiatives

In Aarhus, the establishment of trail guilds ('stilaug') combines the development of trails for recreational use with planning and management of nearby green spaces, fostering the contact with nature and promoting healthy habits for the community. This project was undertaken by several community councils which are involved in different phases of the planning system, from planning to implementation and management. After the community councils come to agreements with landowners, they apply for funding for implementation and management.

The 'Your Neighbourhood Path Project' was started by local citizen councils of Helsinki, and it involves both local authorities and experts. This project aims the creation of many paths around the city, thereby aiming to improve contact with nature and to promote social integration by allowing the local community and new residents to experience the local nature, culture and patrimonial heritage.

In Berlin, the Project '20 Green Main Paths' started in 2004 and followed a collaborative approach between two NGOs and the Senate Department for Urban Development and the Environment. They aimed for a contribution to nature conservation and fostering experiences in a natural area by creating walking paths. In total over a hundred volunteers participated in improving the path network.

7.4.6 Web applications

Three local initiatives were related to the creation of *web applications*. These projects, besides promoting experiences in the city's green areas, are a valuable and innovative contribution towards urban sustainability, bringing people closer to nature and promoting environmental education.

Textbox 7.6 Examples of local web applications initiatives

An innovative action in Helsinki was the creation of a web page allowing the user to have access to the locations of public edible trees and shrubs around the city. Similarly in Linz, two web applications have been developed by students of the Johannes Kepler Universität: 'Linz pflückt!' and 'Freiraum Linz'. These applications have a strong focus on environmental education, by providing information regarding the location of public fruit trees, species, tree heights, fruit categories and ripening period, and also enabling the connection between people interested in the creation of green spaces.

7.4.7 Events

Only two *events* were mentioned across the 60 initiatives, one in Bristol and the other in Barcelona. Both initiatives aimed at the promotion of biodiversity through activities of environmental awareness and education while promoting the contact with nature.

Textbox 7.7. Examples of local event-initiatives

The Bristol Natural History Consortium, a network of stakeholders from environmental NGOs and businesses, aims to improve understanding of, and engagement with, nature by the local community. As part of their activities, they created BioBlitz: a series of events aiming to improve wildlife monitoring and environmental awareness. In addition to BioBlitz, this consortium also organises the annual Bristol Festival of Nature, an event comprising exhibitions, talks, workshops, and a local production market.

In order to promote biodiversity and environmental education, the Barcelona city council, along with Barcelona's natural science museum, the museum's friends group, local universities and environmental NGOs, organises each year since 2010 the BioBlitzBcn. This is an event over 24 hours, where scientists studying specific groups of flora and fauna identify all the organisms that participating citizens can find in a given area.

7.5 Synthesis

The analysis in this chapter shows that there is a wide variety of green space initiatives across European cities, each pursuing different objectives. The objectives we found were both environmental and social, and quite a few examples of green space initiatives combine initiatives from the two categories. Research in the Netherlands shows that some examples of green space initiatives can also have economic objectives (Mattijssen et al., in prep. A), but we did not explicitly encounter such objectives in our analysis of green space initiatives (which is not to say that there were no such objectives in any of the 60 examples).

Even though there are some footnotes - we reiterate here that the analysis cannot be seen as representative or exhaustive for the cities - the analysis does allow some conclusions and propositions about important themes which can be found in the objectives of initiatives. A large proportion of the 60 initiatives analysed in this chapter explicitly aims for the increase of urban green space and the promotion of green and natural activities, while very few aim at improving ecosystem services. Although no absolute conclusions can be drawn on this in terms of numbers or percentages, this does provide an indication of which objectives are of importance in green space initiatives across Europe.

The distribution of initiatives amongst the different categories (see Figure 7.2) also provides an indication of the motivations of non-governmental actors regarding urban green governance. In this case, it means that actions concerning parks and gardens are a main priority of non-governmental actors in many cities, while events are perhaps not as important (we only found two examples of events). As this conclusion is tentative, further research is needed in order to better understand the motivations of non-governmental actors to take action across the 20 EU-cities regarding urban green spaces.

A more detailed analysis, taking into account the initiative categories, shows that their scope and contents are a crucial factor in the definition of their objectives. Hence, while initiatives we categorised as conservation aim mostly for environmental objectives, urban farming and advisory initiatives aim mostly for social objectives.

By analysing the objectives of 60 green space initiatives across 20 European cities, this chapter has provided evidence on the intended outcomes of such initiatives and important themes in this. These have also been linked to certain categories of initiatives. Important topics for further research include the organization of these green space initiatives in terms of their actors, rules and resources. With this information, the categorisation in this chapter can probably be refined. Further research about actual outcomes of initiatives is also important to assess the accomplishment of their objectives.

8 SYNTHESIS

8.1 Introduction

The main purpose of this report was to identify, map and conceptualise innovative participatory governance arrangements in relation to urban green space in European countries. To do so, the following research questions were addressed:

- ***Which trends are of importance for the governance of urban green spaces?***
- ***How do governments deal with questions surrounding participation in their green space policies and related practices?***
- ***Who are involved with green space policies and who initiates what projects?***
- ***What are the intended outcomes of initiatives?***

This synthesis serves to summarise and integrate the results from the previous chapters, addressing these questions. It also provides some further reflection on the results of individual chapters. To wrap up, we will outline important questions and possible areas of interest for the next stage of research (Tier 2). In Tier 2, we will analyse examples of case studies across several European cities in greater detail.

8.2 Participatory governance in urban Europe

The influence exercised by both governmental and non-governmental actors varies across green space initiatives. The analysis of policies and practices of participation in chapter 5 distinguished between five types of involvement:

1. ***Consultation on plans, which involves public authorities setting up a citizen-consultation process in relation to certain issues, plans or developments.***
2. ***Strategic involvement in decision-making, which involves public authorities delegating some of their decision-making power to non-government actors, while maintaining final decision-making powers.***
3. ***Co-operative forms of management, which involves government actors inviting non-government stakeholders to share rights and duties or facilitating projects initiated by non-government stakeholders.***
4. ***Informal spontaneous attempts to influence policies or green space practices, where non-government stakeholders spontaneously and autonomously express their opinion or organise civic movements.***
5. ***Informal green space management activities, where initiatives concerning green space management emerge in a bottom-up way without significant government involvement.***

The first three are placed in the domain of formal policy making and implementation, the latter two have got a different source as they come from local actors trying to influence policy or conduct activities because governments do not take up these activities. In each of these types there is a different level of influence exercised by non-governmental actors.

The first two types of participatory governance, 'consultation on plans' and 'strategic involvement in decision-making' appear to be strongly embedded in the traditional logic of government. As is also shown in Chapter 6, there are many examples of green space initiatives in which government actors play a leading role. Although there is scope for a contribution of non-governmental actors in these examples, a relatively high level of control is maintained by the government.

The third type of participation identified in Chapter 5, co-operative forms of management, can perhaps be related to what Arnouts et al. (2012) have described as co-governance. While in the first two types of participation governments put in the greatest weight, in this third type the balance of power leans more towards the partnership between governmental and non-governmental actors, with ample cross-fertilization and varying outcomes for different situations. Here, as well as for the cases of 'collaborative input to initiation and coordination' (Chapter 6), it is often difficult to see whose say is decisive.

The last two types of participatory governance, informal spontaneous attempts to influence policies or green space practices, and informal spontaneous green space activities, largely refer to non-governmental actors organizing themselves independently from governments. Both these types relate to what Arnouts et al. (2012) describe as self-governance. We have found several of these latter forms of participation, but we were not able to fully assess self-governance in depth due to the small amount of cases included in the survey. A reason for this may be that examples operating completely independent of the government are likely underreported by government officials. Nonetheless, a small number of examples are provided in Chapters 5 and 7 and for a more comprehensive overview we refer to the city portraits that are going to be published as a separate document. It has also been observed that in many cases, green space initiatives establish a relationship or connection with a government at some point (Mattijssen et al., in prep. A).

8.2.1 A dual focus on participatory governance

The 'dual focus' on governance processes that we have introduced as part of our conceptual framework distinguished between formalised, 'top-down'-initiated stakeholder inclusion and 'bottom-up' (green space) initiatives taken largely by non-governmental actors. We have found both these types of governance processes in our analyses (particularly Chapter 5). In practice, however, the clear distinction between top-down and bottom-up initiatives implicit in a dual focus on governance processes often does not apply. That is, many hybrids can be found. Unsurprisingly, examples of these hybrids are provided in all empirical chapters; on policies and practices (Chapter 5 where we speak of co-operative forms of management) on actors (Chapter 6 under collaborative green space initiatives) and on the objectives of initiatives (Chapter 7 where we find that many of the examples of green space non-government initiatives have actually first been initiated by governments). This is an important finding for further research, because it means that a shift of focus is required towards the ways in which government-facilitated activities by local groups on the one hand, and local community based initiatives looking for government responses on the other hand, may mutually reinforce or hinder each other (or both, at the same time).

8.2.2 Non-government actors in participatory governance

In addition to looking at the role of governmental and non-governmental stakeholders, we also examined the types of non-governmental actors which were involved in the different green space initiatives.

In Chapter 6, different types of non-governmental stakeholders in the governance of urban green space were distinguished: businesses, scientists, neighbourhood associations, community groups and individuals. We observed that each of these types of non-governmental actors is involved in green space policy making and/or projects in more than half of the 20 cities. This indicates that there is at least some sharing of responsibilities between planning authorities and non-governmental actors concerning urban green space planning. The categories of non-governmental stakeholders that were most involved across the 20 cities were neighbourhood associations and NGOs. In addition, colleagues from other (governmental) departments were also consulted relatively often.

City officials were also asked about their views on the involvement of different non-governmental stakeholder groups and how this should change in the future. Some city officials identified an insufficient representation of these stakeholder groups, with some groups being better represented than others, as a major hindering factor for participation. Most of the interviewed officials indicated a desire for involvement of non-governmental stakeholders to remain at (at least) the same level. This is an important observation, as it shows that city officials responsible for green space believe that all types of non-governmental stakeholders should play a role in the green space planning processes. To support participatory governance, official guidelines or incentives for participatory planning can be an important contributing factor according to these officials, as can certain tools facilitating different forms of participation, such as GIS-mapping. A lack of resources, time constraints and limitations imposed by strategic and spatial plans can be inhibiting factors to participation of non-governmental stakeholders in green space planning processes. On the other hand, respondents suggested that an increased political awareness of residents, democratic considerations of government actors and, in some cities, also a shortage of public resources for green space management can all contribute towards a higher level of public participation.

8.2.3 Participatory governance in urban Europe: intended outcomes

In Chapter 7, a total of 60 green space initiatives were identified and scrutinised for their (main) objectives. This analysis showed that there is a wide variety of green space initiatives across European cities, each pursuing different objectives. Two overarching types of objectives were identified: environmental and social. Environmental objectives include: increase of green space area, improving the quality of existing green space, contributing to biodiversity, the delivering of ecosystem services and improving connectivity. Social objectives include: exerting political influence, experiencing green space/nature, social cohesion and integration, providing education and improving human health. As the objectives have been derived from examples of initiatives provided by city officials, all types of objectives were represented in one or more cities. However, the prevalence of different objectives varies. The most common objectives across all green space initiatives were: increase of green space area, improving the quality of existing green space, experiencing green space/nature, and contributing to social cohesion and integration.

Interestingly, when looking at the actual outcomes, it could be argued that many of the objectives that we distinguish might be related to each other. For example, increasing the quantity or quality of urban green spaces will in most cases incorporate both environmental and social benefits. Likewise, urban green spaces play a crucial role in the promotion of ecosystem services and connectivity while at the same time encouraging outdoor recreational activities, contributing to environmental education and awareness, and to physical and mental health (Lovell and Taylor, 2013; Pauleit et al., 2005; Tzoulas et al., 2007).

In a further analysis, the green space initiatives were divided according to their contents, which could entail physical features (park, trail, urban farm, conservation area) or a particular activity that is being promoted (advice, information provision, education). Often, of course, the two would be combined in daily practice, for example when advocacy concentrated on the conservation of biodiversity. Also, specific cases mostly combined a foreseen physical outcome with social and environmental objectives. For example, urban farming tended to be strongly focused on accomplishing social objectives such as self-sufficiency and a greater independence, but, although this was often not explicitly aimed for, it can also contribute to biodiversity values and ecological functions and to spatial heterogeneity (Tidball and Krasny, 2009). Socially, urban farming may support social cohesion and enhance the potential to engage community members from a variety of cultural and ethnic backgrounds (Colding and Barthel, 2013). Parks and gardens often explicitly aimed at achieving both environmental and social objectives. Interestingly, it has been argued that parks are among the most species-rich types of urban green spaces for all groups of wildlife (Nielsen et al., 2014).

The relatively low number of initiatives identified focusing on the creation of trails, development of web applications and organisation of events does not warrant drawing strong conclusions about the effectiveness or importance of these categories of green space initiatives. Web applications regarding green space governance are still a relatively new development. The web applications we found are concerned with the provision of information, resulting in raised awareness and the promotion of interactions with urban green spaces. The creation of trails and paths can be important to increase connectivity between existing green spaces and in providing opportunities for experiencing nature. Events can provide environmental education and promote sustainable behaviour, in a playful and enjoyable way.

While all initiatives classified in the conservation category mentioned the promotion and protection of biodiversity as a central objective, only a small fraction was explicitly concerned with ecosystem services. Although conservation action can be interpreted as contributing to ecosystem services, it was an objective that was not often made explicit. This is a possible area for improvement, as it has been suggested that the inclusion of ecosystem services into conservation actions would allow integrated approaches taking into account social and environmental goals (Kremen and Ostfeld, 2005). As a result, the societal relevance and the effectiveness of conservation actions could be improved (Knight et al., 2006). In a review paper by Egoh et al. (2007), aimed at assessing how ecosystem services were integrated into conservation assessments, it was found that from the 88 conservation assessments reviewed, only 23% referred to ecosystem services as part of the rationale for conservation. However, the term biodiversity occurred in 99% of the analysed conservation assessments. These results are very similar to what we found for the conservation initiatives analysed, where 100% aimed at increasing biodiversity and only 33% aimed at improving ecosystem services. Nevertheless,

it should be noted that by enhancing and protecting biodiversity, several underlying ecosystem services are also being promoted (Millennium Assessment, 2005).

8.3 Dynamics in participatory governance

The time factor is very important in the context of participatory governance: the intent, intensity and involvement in participatory processes develop over time (Mattijssen et al., in prep. B). An initiative can start spontaneously, but later be taken up in formal policies (e.g., the use of derelict sites). The other way round, a government initiated neighbourhood planning process can evolve into a self-organising management body. We have seen examples of both developments in our case studies.

An important indication of where dynamics in UGI participatory governance lie can be found in the trends we identified. A first trend we observed is that the emergence of new instruments for co-governance has led to the involvement of non-government actors. In the collected green space initiatives and in the participation policies of local governments, we found examples of participatory budgeting, interactive mapping, e-governance and neighbourhood planning. The use of such instruments is often employed by local authorities with a strong support for public partnerships and can be an important supporting factor facilitating or contributing to participatory governance.

Another trend we found is that green space is increasingly linked with social and cultural objectives. Our analysis on the objectives of green space initiatives underlines this trend: the vast majority of green space initiatives we found had objectives categorized as social. Although this does not necessarily say anything about their relative importance versus objectives of an environmental nature, it does show that social objectives have become an integral part of most green space initiatives and that they are often explicitly linked to green space.

The trend of participation through activism suggests that the emergence of participatory forms of governance has not led to the disappearance of activism. Although we proposition that protest groups tend to be more prevalent in hierarchical forms of government,

Next, the emergence of participatory forms of governance has not led to the disappearance of activism. We found several examples of this trend. This is also confirmed by other research (Lawrence et al. 2013; Mattijssen et al. forthcom. A). However, the amount of examples of protest we encountered and described in chapters 5 and 7 appears to be relatively limited. And even though we assume a higher prevalence of protest groups in hierarchical forms of government, one could perhaps also argue otherwise. Governance is often associated with an increased involvement of non-governmental actors in policy processes. This involvement does not necessarily have to be in cooperation with governments: Buijs and Lawrence (2013) argue that protest is also a form of involvement.

The trend of outsourcing was partly beyond the scope of this report, as already mentioned in chapter 5: when local government relies on contractors for the maintenance and management of part of their green spaces, we do not consider this part of participatory governance schemes as these actors do not have any kind of decision making or governance power. However, outsourcing might also include citizens through ‘adoption’ agreements, where use and/or management rights regarding green spaces are allocated to a community group.

The use of derelict land for the purpose of green space development is also a trend which we see in many of our selected European cities. Since much of the derelict land is expected to be rebuilt in the future, some of the examples that we found of this trend are of a temporary nature, only greening these areas for as long as they remains without a new destination. Although not necessarily derelict land, we also found some examples of the greening of rooftops in a few cities.

The last trend we identified concerns urban agriculture (or urban farming) and food production. In almost all Tier 1 cities, we have found examples of green space initiatives which share the production of food as an objective. In the green space initiatives analyzed in chapter 7, food production is an important theme – it was seen as the main scope of 11 out of 60 green space initiatives. Initiatives related to urban farming often serve to accomplish social objectives. Especially objectives related to social cohesion and integration are important in this and can be found in almost all analyzed examples of urban farming.

8.4 Towards Tier 2

Having obtained an insight into the policies and practices, actors and objectives of initiatives in order to understand the state of the art with regard to participation in green space governance in Europe, it is now time to move on to the next stage of research. In the Tier 2 studies on governance arrangements, WP6 will investigate a number of governance arrangements, analysing in which sense they have been innovative or successful and why, for whom, how, and in which particular contexts. Questions are asked in relation to the four themes identified in section 2.3: discourse, actors, rules of the game, and resources. Importantly, because we are specifically focusing on green space in urban environments, the physical outcomes of how these four factors interact are an additional major point of attention.

Although we have found that not everything is about context (and some general tendencies could be identified), there is a need to focus in a more in-depth manner on the dynamics of green-space related initiatives as they do not occur in a vacuum. We have learned from the first phase of this research that generic propositions about shifts from government to governance, for example, should be addressed with caution, and that questions need to be asked about what we exactly mean by this and how it occurs in different countries. In our studies, we have noted: a) an ongoing strong government involvement in green space decision-making and management, and b) hybrids of involvement of governmental and non-governmental actors rather than then ‘shifts’ from one to the other in a strict sense. Whether these hybrids are innovative depends on the local context and history of non-government involvement in decision-making and green space related activities in the specific location.

In Chapter 2, we have already introduced the overall framework for research. As we have pointed out, in the next phase of research we will look specifically into the relationships between discourse/ policy themes, resources, rules of the game and actors involved. We expect that this will give us a better sense of the types of actors that have been able to realise their ambitions. This can depend on the relative influence of government and non-government actors in terms of their resources available, the rules of the game and how these may be beneficial for some and be less so for others, and the discourse and how this gives some a greater playing field than others or promotes some approaches to green space that are not self-evident but part of the politics of green space governance.

This will also imply a change of research methodology and we will move towards semi-structured interviews, focus group discussions and field visits in the Tier 2 work.

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APPENDIX 1: INVOLVED GREENSURGE PROJECT PARTNERS

No.	Participant name (and short name)	Country	Organisation type
1	University of Copenhagen (UCPH)	Denmark	Research Organisation
2	University of Helsinki (UH)	Finland	Research Organisation
3	Humboldt University of Berlin (UBER)	Germany	Research Organisation
4	Technical University of Munich (TUM)	Germany	Research Organisation
5	University of Wageningen (WU)	Netherlands	Research Organisation
6	University of Stockholm SRC)	Sweden	Research Organisation
7	Forestry Commission Research Agency (FCRA)	United Kingdom	Public body
8	ICLEI European Secretariat (ICLEI)	Germany	SME
9	Metropolitan Research Institute Ltd. (MRI)	Hungary	SME
10	University of Bari Aldo Moro (UNIBA)	Italy	Research Organisation
11	Triple Me Holding BV (TE)	Netherlands	SME
12	University of Lodz (ULOD)	Poland	Research Organisation
13	Swedish University of Agricultural Sciences (SLU)	Sweden	Research Organisation
14	University of Lisbon (FFCUL)	Portugal	Not-for-profit Research Organisation
15	University of Ljubljana (UL)	Slovenia	Research Organisation
16	Technical University of Berlin (TUB)	Germany	Research Organisation
17	Institut za Trajnostni Razvoj (zavod ITR)	Slovenia	SME
18	Lavaco Podjetje za Gradbenistvo in Trgovino DOO (LAVACO)	Slovenia	SME
19	TISA DOO (TISA)	Slovenia	SME
20	Profin Service SRL (PROF)	Italy	SME
21	C-O-M-B-I-N-E Arkitekter AB (COMB)	Sweden	SME
22	Scandinavian Branding AS (SB)	Denmark	SME
23	Seebauer, Wefers und Partner GBR (SWUP)	Germany	SME
24	Eco-Metrica Limited (ECO)	United Kingdom	SME

APPENDIX 2: QUESTIONNAIRE ON URBAN GREEN SPACE PLANNING & GOVERNANCE IN EUROPE

Part I – Basic Information

For starters please give us some basic information about who you are.

I) Basic Information
1) City/urban region:
2) Contact (name and email):
3) Position:
4) Department:

PART II – GREEN SPACE PLANNING AND GOVERNANCE

We would like to ask you a few questions on green space planning in your city/urban region. We use a broad understanding of green space planning that covers conservation, development and enhancement of urban green space—not only for recreation, but also for biodiversity protection and the protection of the natural environment in general. Green space planning can relate to parks, forests, agricultural land, wetlands, rivers, lakes, brownfields and gardens. Please do not only consider planning of your department but planning and policy-making ***of your city/urban region as a whole.***

II.A) Development of urban green space in your city/urban region *Please give your best estimate.*	
1) How did the *quantity* of urban green space in your city/urban region change during the last 10 years?	☐ *decreased* ☐ *stayed the same* ☐ *increased*
2) How did the *quality* of urban green space **for recreation** (e.g., maintenance, signage, amenities) change during the last 10 years?	☐ *decreased* ☐ *stayed the same* ☐ *increased*
3) How did *quality* of urban green space **as a habitat** for plants and animals change during the last 10 years?	☐ *decreased* ☐ *stayed the same* ☐ *increased*

4) How much emphasis does your city/urban region administration put on the following tasks?

Please rate your personal view between 1 (none) and 5 (a lot).

i) Conserving green space and natural areas	*None*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*A lot*
ii) Restoration of green space and natural areas	*None*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*A lot*
iii) Creating new green space or habitat	*None*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*A lot*

5) What are some of the city's/urban region's greatest achievements of green space planning during the last 10 years?

Please give up to three examples of concrete initiatives such as protection of natural habitat or tree planting programs and briefly explain why you chose each of them.

i) …

ii) …

iii) …

6) What are the biggest challenges for green space planning in your city/urban region?

Please give up to three examples.

i) …

ii) …

iii) …

7) Additional comments (optional)

II.B) Participation in the governance of green space

Governance generally refers to a shift away from state-centric government to focus additionally on the role of non-state actors. We are particularly interested in "participatory governance". This is an increasing trend where governments rely on citizen groups and private businesses, NGOs to make more decisions and implement them with regards to the planning, design and management of urban green space. Moreover, in many cases non-state actors have become more vocal and now initiate urban green space-related activities themselves. In most cases, we see governments and non-governmental actors working together to fulfil tasks in relation to urban green spaces, but there are also sometimes conflicts between them. There are also significant differences between countries.

1) Who is usually included in green space planning in your city/urban region? *Check all that apply*

- ☐ city employees from other departments
- ☐ nongovernmental organisations
- ☐ business community representatives
- ☐ scientists
- ☐ neighbourhood associations
- ☐ community groups
- ☐ individual members of the public
- ☐ other: …

2) Who should be involved to what intensity in the future?	Not at all	Decrease	Stay the same	Increase
- employees from other departments	☐	☐	☐	☐
- nongovernmental organisations	☐	☐	☐	☐
- business community representatives	☐	☐	☐	☐
- scientists	☐	☐	☐	☐
- neighbourhood associations	☐	☐	☐	☐
- community groups	☐	☐	☐	☐
- individual members of the public	☐	☐	☐	☐
- other:	☐	☐	☐	☐

The following statements are about potential changes in the governance of green space that you may, or may not feel are of relevance to your city/urban region. Please rate your personal view between 1 (strongly disagree) and 5 (strongly agree).

3) To an increasing extent, our city/urban region relies on non-governmental actors (for example citizen groups and private businesses, NGOs, members of the public) in the planning, design and management of our green space.	*Strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*Strongly agree*

If applicable, please briefly describe the types of non-governmental actors involved and the roles they play/ how they are involved.

4) The participation of non-governmental actors is only helpful in the maintenance of urban green space – decisions about the planning, design and management of new and existing green spaces should be left to professionals in (local/regional) government.	*Strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*Strongly agree*

Please explain your answer.

5) Participation of non-governmental actors is the most influential factor in terms of how green space is governed in our city/urban region. Other factors have less influence.	*Strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*Strongly agree*

If applicable, please describe these other factors.

6) *Please complete the following sentence.* In my view, the following are the major factors contributing to participation of non-governmental actors in the management, planning and design of green spaces:

i)

ii)

iii)

Which of the three identified factors have you found the most difficult to achieve and why?

7) Which are important factors that hinder participation of non-governmental actors in green space related planning and decision-making in your city/urban region?

i)

ii)

iii)

8) Which of the three identified factors have you found the most problematic and why?

9) Do you think the interest of non-governmental actors (citizen groups and private businesses, NGOs, members of the public) to participate in planning and policy-making has changed in your city/urban region over the past ten years?

☐ *decreased*
☐ *stayed the same*
☐ *increased*

10) Why is this so, in your opinion?

11) Additional comments (optional)

II.C) Initiatives

We would like to learn about the role of non-governmental actors in urban green space planning, design, management and/or maintenance.

1) Please list three initiatives within your city/urban region with the highest degree of non-governmental actor involvement in the planning, design, management and/or maintenance of urban green spaces. Please give a brief description of the focus and objectives of these initiatives (please be more specific than just stating planning, design, management or maintenance).

i)
Initiative:
Objectives:

ii)
Initiative:
Objectives:

iii)
Initiative:
Objectives:

2) Please list the non-governmental stakeholders that were/are involved in the three initiatives identified and indicate what their role was (e.g. the main activities carried out), including whether they were the lead actor.

For initiative i)	
Involved stakeholder:	Role and activities:
a) …	a) …
b) …	b) …
c) …	c) …
etc.	etc.

For initiative ii)	
Involved stakeholder:	Role and activities:
a) …	a) …
b) …	b) …
c) …	c) …
etc.	etc.

For initiative iii)	
Involved stakeholder:	Role and activities:
a) …	a) …
b) …	b) …
c) …	c) …
etc.	etc.

3) Could you describe the city/regional government's role (if any) in each of these initiatives?

Further comments (optional)

II.D) Implementation of plans and policies related to urban green space

*With **implementation** we mean the realisation of plans and policies related to urban green space. Please rate your personal view and give us an opinion on supporting and hindering effects.*

1) How would you rate your city/urban region on the following aspects of implementation in green space planning between 1 (needs improvement) and 5 (done very well)?

Implementation-oriented action agendas and programmes (e.g., tree planting programmes, manuals, etc.)	*needs improvement*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*done very well*
Funding (e.g., adequate municipal budget, obtaining external grants or sponsorships)	*needs improvement*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*done very well*
Maintenance (e.g., financial, human and technical resources for regular maintenance such as replacement of plants)	*needs improvement*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*done very well*
Monitoring (e.g., researching the success of habitat restoration or species protection)	*needs improvement*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*done very well*
Evaluation (e.g., regular reports on progress of plan implementation)	*needs improvement*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*done very well*

2) Which are important factors that **support** the implementation of green space related plans and policies in your city/urban region? *Please give us up to three key words*

i)

ii)

iii)

3) Which are important factors that **hinder** the implementation of green space related plans and policies in your city/urban region? *Please give us up to three key words*

i)

ii)

iii)

4) Additional comments (optional)

II.E) Green space planning processes and principles

Please give your personal view on different aspects of plan-making processes and principles which may be considered in green space planning.

1) How would you rate the following statements between 1 (strongly disagree) and 5 (strongly agree)?

Green space planning in my city/urban region is based on long-range, strategic plans.	*strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strongly agree*
Green space planning in my city/urban region relates to grey infrastructure planning (e.g., transportation or storm water management) in such a way that plans share common objectives or are adjusted to one another.	*strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strongly agree*
Green space planning in my city/urban region considers multiple functions or benefits of urban green spaces (e.g. for human health, biodiversity, cooling).	*strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strongly agree*
In my city/urban region (some) green spaces are considered as a part of a larger network (e.g. a green belt, corridors, habitat network).	*strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strongly agree*

This applies especially for:

(*Check all that are considered in green space planning*)

- ☐ Recreation
- ☐ Biodiversity
- ☐ Air quality and cooling
- ☐ Other: …

2) In planning of your city/urban region do you consider if urban green space delivers benefits for the public (e.g. storm water infiltration, cooling)? *If yes, please describe how*

3) Additional comments (optional)

II.F) Green space planning responsibilities and cooperation among different administrative levels

Please tells us about responsibilities, cooperation and coordination between the regional-, city- and local level in your city/urban region.

1) In your city administration, which department(s) deal with green space planning and to which to political decision-making body does the topic belong?

2) What kind of regional-level organisations have produced plans and policies which include green space planning as a significant element?

i) Name of organisation:

Type: ☐ regional authority ☐ regional association ☐ Other: …

ii) Name of organisation:

Type: ☐ regional authority ☐ regional association ☐ Other: …

iii) Name of organisation:

Type: ☐ regional authority ☐ regional association ☐ Other: …

3) What plans or policies on the regional-level have considerably influenced green space planning?

i) Title of plan/policy:

Legal status: ☐ Statutory/Legal ☐ Non-statutory (vision plan, strategy, etc.) ☐ Other: …

ii) Title of plan/policy:

Legal status: ☐ Statutory/Legal ☐ Non-statutory (vision plan, strategy, etc.) ☐ Other: …

iii) Title of plan/policy:

Legal status: ☐ Statutory/Legal ☐ Non-statutory (vision plan, strategy, etc.) ☐ Other: …

4) How would you rate the following statements between 1 (strongly disagree) and 5 (strongly agree)?

Plans and policies from regional-level organisations have significant influence on green space planning in my city/urban region.	*strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strongly agree*
Green space planning in my city/urban region at the city level usually reflects vision and goals and requirements of plans and policies at the regional-level.	*strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strongly agree*
Green space planning at the local (site) level in my city/urban region usually reflects vision, goals and requirements of plans and policies at the city-level.	*strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strongly agree*

5) Additional comments (optional)

II.G) Further comments (optional)

PART III – BIOCULTURAL DIVERSITY

Urban biocultural diversity *is a relatively recent concept emphasizing the links between biological diversity and cultural diversity in cities or city regions. Biodiversity describes the species richness of plant and animal species on different levels (genetic, species and habitat level). Cultural diversity describes the variety of values, beliefs and ideas, and associated practices of different social groups. Examples of links between biological diversity and cultural diversity in an urban setting are: urban agricultural practices and their impact on biodiversity, distinct cultural groups and their specific uses of urban green spaces, derelict industrial sites referring to historical cultural practices and the biodiversity that these sites host.*

In the GREEN SURGE project, we explore how relationships between biological diversity and cultural diversity become manifest in European cities and may contribute to sustainable city planning and governance.

III.A) Views about biodiversity

The following statements are about biological diversity and urban green spaces. Please rate your personal view between 1 (strongly disagree) and 5 (strongly agree).

1) Biodiversity conservation should incorporate both native and non-native species.	*Strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*Strongly agree*

Please justify your answer.

2) It is important to involve local citizens in decision-making about which plant species are to be used for public green space.	*Strongly disagree*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*Strongly agree*

Please justify your answer.

3) In the policies for urban green space in our city/urban region, I see:

Please check only one.

☐ a focus on a diversity of species

☐ a focus on the establishment of a green space network

☐ a focus on species rich or well preserved individual sites that are, or are not part of a network

☐ other:

Please explain your answer.

4) Have you, over the past decade, seen changes in the types of plant species chosen for your parks and green spaces? What kind of changes? What were the main reasons for these changes?

5) When it comes to the process of actual species-selection for a certain green space, what kind of factors restrict the number of species selected?

III.B) Policies and approaches addressing biological and cultural diversity

Biodiversity protection is a key policy target at the EU level. Urban green areas are important for maintaining or promoting biodiversity at different scale levels (for example, from the level of a park for some species to the level of a city region for other species). Promoting cultural diversity is also an important policy target of the EU. The following questions concern the policies, programs, measures and official guidelines (summarized here as "policies") that your city implements in relation to biological and cultural diversity.

1) Does your city/urban region apply policies to explicitly recognize and accommodate the uses, needs and values of different cultural groups in the planning and management of urban green space and infrastructures? If yes, what kind of policies?

2) Other than through formal policies, does your city in any way take into account cultural diversity in the planning and maintenance of urban green space and infrastructures? How?

III.C) Urban green spaces and cultural practices

Place characteristics (in the form of biophysical elements or species, or built elements such as heritage objects and monuments or recreational facilities) can have a considerable influence on how a place is used and experienced. Some green spaces may be more suitable than others for specific uses whilst other green spaces may facilitate a wide variety of uses.

1) Is there a green space in your city that is particularly inviting for users and visitors with different needs, interests and cultural backgrounds? Who are the users and what are the key characteristics of this area?

2) Does your city have urban green spaces that are predominantly used by one particular social group? For example, by older or younger people, by people with disabilities, or by people from different ethnic communities? Could you name and describe the area coming to mind first, the activities taking place in it and the special characteristics of the site?

Place: Activities:

Special characteristics:

3) In your city/urban region, are green spaces equally available for all people?

4) If your answer was no to the previous question, can groups be distinguished that are particularly deprived of urban green spaces?

5) Do you think your city should focus more on distributing green spaces in such a way that all groups obtain equal access?

6) What are your ideas on how this can be achieved?

III.D) Perceived problems and opportunities

Some policies promote management options that are supportive of both biological and cultural diversity. However it can be challenging to achieve this.

1) Are there specific kinds of problems or missed opportunities that you see in achieving biocultural diversity?

2) Do you know any examples (in your own city/urban region or elsewhere) exhibiting diversity-encouraging approaches that you find inspiring? Could you name and briefly describe them?

III.E) Further comments (optional)

PART IV –THEMES RELATED TO URBAN GREEN SPACE

We would like to know which themes, related to urban green space, are important in planning and policy-making of your city/urban region. Furthermore, we would like to ask you about themes/concepts that are considered relevant in GREEN SURGE such as biodiversity or climate change. Please do not only consider planning and policy-making of your department but ***of your city/urban region as a whole.*** *If there are relevant plans or policies on the regional level, please mention these too.*

IV.A) Themes related to urban green space in your city/urban region

We would like to know which themes related to urban green space (e.g. enhancing quality of life, preserving green space, or balancing creation of green space with in-fill development) are considered in your city and which factors influence the agenda setting.

1) Which are the most important themes related to urban green space in your city/urban region emphasised in existing plans or policies?

Please name three themes as well as the main plan or policy addressing it.

i) Theme:

Title of plan/policy:

Legal status: ☐ Statutory/Legal ☐ Non-statutory (vision plan, strategic plan, etc.) ☐ Other: …

ii) Theme:

Title of plan/policy:

Legal status: ☐ Statutory/Legal ☐ Non-statutory (vision plan, strategic plan, etc.) ☐ Other: …

iii) Theme:

Title of plan/policy:

Legal status: ☐ Statutory/Legal ☐ Non-statutory (vision plan, strategic plan, etc.) ☐ Other: …

2) Are there themes related to urban green space not named above that will be relevant in your city/urban region in the future and for which your city/urban region does not have plans or policies yet?

Please name three themes and indicate whether or not a policy addressing each theme is planned.

i) Theme:

Policy planned? ☐ Yes ☐ No ☐ Uncertain

ii) Theme:

Policy planned? ☐ Yes ☐ No ☐ Uncertain

iii) Theme:

Policy planned? ☐ Yes ☐ No ☐ Uncertain

3) How would you rate the influence of the following on themes considered in planning and policy-making in relation to green space in your city/urban region? *Please rate between 1 (no influence) and 5 (strong influence).*							
European policy (e.g., noise directive, water framework directive)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
National policy (e.g., nature conservation laws, environmental regulations)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
Regional/state policy (e.g., regional planning programs or laws)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
Municipal policy (e.g., zoning plans or codes)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
Researchers (e.g., political influence, study results)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
Media (e.g., newspapers, blogs, TV shows)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
Public (e.g., individuals, neighbourhood groups)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
Nongovernmental organisations (e.g., environmental and park groups)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
Business community (e.g., Chamber of Commerce)	*no influence*	1 ☐	2 ☐	3 ☐	4 ☐	5 ☐	*strong influence*
4) Additional comments (optional)							

IV.B) How are the following themes considered in planning and policy-making of your city/urban region?

In GREEN SURGE several themes are considered as important for the future development of urban green space in European cities. We would like to know how familiar you are with these themes and in which plans or policies they are addressed in your city/urban region. If you consider the ideas the term represents but not the term itself, please check "somewhat".

Theme	Is your department familiar with this?	Is it considered in planning and policy-making of your city/ urban region?	If yes to previous, please name the plan or policy in your city/urban region that is most relevant for this.
1) **Biodiversity** is the variability among living organisms and their habitats; this includes diversity within species, between species and of ecosystems.	☐ No ☐ Somewhat ☐ Yes	☐ No ☐ Somewhat ☐ Yes	Plan/Policy: …

2) **Adaptation to climate change** means anticipating the adverse effects of climate change and taking appropriate action to prevent or minimise the damage they can cause, or taking advantage of opportunities that may arise.	☐ No ☐ Somewhat ☐ Yes	☐ No ☐ Somewhat ☐ Yes	Plan/Policy: …
3) **Ecosystem services** are the material and non-material benefits that nature provides for humans and can be categorised into the following four categories: Provisioning services, Regulating services, Habitat services and Cultural services.	☐ No ☐ Somewhat ☐ Yes	☐ No ☐ Somewhat ☐ Yes	Plan/Policy: …
4) **Health** is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.	☐ No ☐ Somewhat ☐ Yes	☐ No ☐ Somewhat ☐ Yes	Plan/Policy: …
5) A **green economy** is one that aims to improve human well-being and social equity while significantly reducing environmental risks and ecological scarcities. In its simplest expression, a green economy is low-carbon, resource efficient, and socially inclusive.	☐ No ☐ Somewhat ☐ Yes	☐ No ☐ Somewhat ☐ Yes	Plan/Policy: …
6) **Social cohesion** is understood as the capacity of a society to ensure the welfare of all its members, minimising disparities and avoiding polarisation. People from different backgrounds have an equal chance to participate in decision-making, have similar life opportunities and equal access to services, including access to green space.	☐ No ☐ Somewhat ☐ Yes	☐ No ☐ Somewhat ☐ Yes	Plan/Policy: …
7) **Urban Green Infrastructure** is understood as an interconnected network of green spaces that provides multiple benefits for humans and embodies—amongst others—the principles of multifunctionality (consideration of multiple benefits of green spaces) and connectivity (functionally and physically linking green spaces for added value).	☐ No ☐ Somewhat ☐ Yes	☐ No ☐ Somewhat ☐ Yes	Plan/Policy: …
8) Additional comments (optional)			

IV.C) Further comments (optional)

PART V – FINISH

Pictures of projects or initiatives

Finally we would like to know if you have pictures that represent interesting green space related projects or initiatives in your city/urban region that we could use in our project publication. Please list relevant projects/initiatives and suggest one or two people who might have access to photographs of these, along with their contact information. Should we decide to use any of the photographs we will contact the listed person at a later date for securing copyright permission.

i) Project/initiative:

Person(s) to contact:

Contact information:

ii) Project/initiative:

Person(s) to contact:

Contact information:

iii) Project/initiative:

Person(s) to contact:

Contact information:

Further information on study

If you would like to be informed on publications and events related to GREEN SURGE, please give us your e-mail address. Irrespective of whether you like to receive informative e-mails, you will get the chance to review the results for your city/urban region before publication.

E-mail address:

APPENDIX 3: GUIDELINES FOR DESK STUDY

Name of city/urban region, country	Area-size City: Urban-Region:	Inhabitants City: Urban-Region:
Planning type		
LOCATION MAP		
KEY FACTS AND FIGURES OF CASE STUDY AREA		

PLANNING SYSTEM

The aim of this section is to describe the planning context in the case study city and surrounding area.

1) Main characteristics of the planning system

1.1) Comprehensive land use planning

- Which body of administration is/are responsible for comprehensive land use planning at the regional level?

- Which body of administration is/are responsible for comprehensive land use planning at the city level? Please also name the department(s).

- In what ways does the regional level and local level cooperate? (e.g., coordination of goals/planning instruments)

- Which are the most important instruments that guide land use at the regional level? Please indicate their legal status (legally binding vs. non-binding)

- Which are the most important instruments that guide land use at the city level? Please indicate their legal status (legally binding vs. non-binding)

1.2) Protection and enhancement of urban green space

This section can also include the instruments for land use planning but be sure to mention instruments specifically related to green space or nature conservation.

- Which body of administration is/are responsible for the protection or enhancement of urban green space at the regional level?

- What partnerships exist for the protection or enhancement of urban green space at the regional level? (e.g., the Mersey Forest in England[8]) Please also list the organisations that are working in the partnership

- Which body of administration is/are responsible for the protection or enhancement of urban green space at the city-level? Please also name the department(s).

- What partnerships exist for the protection or enhancement of urban green space at the city level?

- Which are the most important instruments that protect or enhance urban green space at the regional level? Please indicate their legal status (legally binding vs. non-binding).

- Which are the most important instruments that protect or enhance urban green space at the city level? Please indicate their legal status (legally binding vs. non-binding).

2) Major changes in the planning system

Have there been significant changes in the planning system related to land use or urban green space during the last two decades? (e.g. introduction of new instruments, updated regulations/laws)

[8] The Mersey Forest project in North West England is an example of a partnership project that covers a number of local municipalities and also involves NGOs, private businesses and local communities www.merseyforest.org.uk

3) Major challenges related to urban green space

Which are major challenges related to urban green in the city/urban region that emerge from the desk study? (e.g., loss of green space, loss of biodiversity)

4) Main drivers of change

Which are the main drivers of change (economic, social and ecological) that will influence the quantity and quality of urban green in the future that emerge from the desk study?

PARTICIPATORY GOVERNANCE

The aim of this section is to describe the governance context in the case study city and surrounding urban region.

Definitions

Participatory governance: an increasing trend for governments to rely on citizens, private entrepreneurs and other non-government actors to make decisions and implement them with regards to the planning, design and management of urban green space.

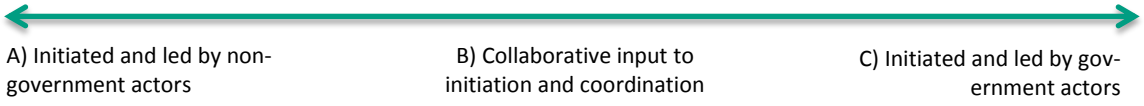
Non-government actors: individual citizens, citizen groups, non-governmental organisations, and business entrepreneurs.

5) Terms referring to governance

- What are notable, recurring terms used in the documents referring to the governance of urban green spaces?[9]

6) Kinds of involvement of and role of non-government actors

- Involvement of non-government actors can be placed on a spectrum from "initiated and led by non-government actors" to "initiated and led by government actors" (see figure). In the documents referring to urban green infrastructure policies, which kinds of involvement are mentioned? Allocate each of the examples to one of the three categories in the figure below.



- If a role for non-government actors is mentioned in the documents: who are these non-government actors, and has anything been said about their roles? (e.g. consultation, involvement in data collection, involvement in care and maintenance, collaborative resource management, partnerships and projects and leasing and owning)

- With regard to which government activities relating to urban green spaces do you see an increasing emphasis on sharing of responsibilities between government and non-government actors (as stated in the documents)?

- Which new 'tasks' emerge for both government and non-government actors as a result of the shift, if any, towards increasing participatory governance? Examples of new tasks for governments may be: facilitating connections between grass-roots initiatives or providing information to community groups. New tasks for non-government actors may involve the planning of maintenance activities or budgeting

[9] In relation to participatory governance, look for terms such as: decentralization, self-organising society, public involvement/engagement, partnerships etc.) But also terms that may be indirectly related to participatory governance, such as 'green and ecosystem services', interventions by market stakeholders, corporate social responsibility, sustainable (economic) development?

7) Measurement of ‚success'

- Do the documents show if and how initiatives are being measured/monitored for 'success' (and how has 'success' been defined in the documents)

8) Levels of government

*- What supranational, national, regional or local legislation and policy are mentioned in the documents as having an influence or connection with the governance of urban green space?***REFERENCES**

Please give the references you used.

WEBSITE ADDRESSES

Please give the website addresses of the municipality, key organisations, instruments and policies that you consider are the most important.

APPENDIX 4: GUIDELINES FOR DOCUMENT ANALYSIS

We ask you to identify two planning documents for your case study area. With planning documents we mean in particular spatial plans that contain strategies and principles for spatial organization, land use or built form arrangement on city-region or city-level. If no spatially explicit plans can be identified, you can also consider programmes or policies that guide land use on a more abstract level (e.g., biodiversity policy or programme without spatially explicit objectives).

	Plan 1: most relevant for the protection and/or development of urban green space in the city/urban region	***Plan 2: most innovative plan for the protection and/or development of urban green space in the city/urban region***
Original title		
Translation		
Year of publication/ validation		
Scale (urban region---city)		
Main aim/short description		
Responsible department(s)		
Legal status (legally binding vs. non-binding; approved by politics?)		
SOURCE		
NOTES		

Please fill in this form for each of the plans.

Code	**Questions**	***Explanation***
1)	**Basic information on planning document**	*The basic information usually should be found in the document itself. For the legal status additional sources (web page, city official) might be required.*
1.1)	Name of case study city/urban region:	
1.2)	Original [and full] title of analysed planning document:	
1.3)	English translation of title:	
1.4)	Publication/validation date:	
1.5)	Spatial scale:	*city; urban region; other [if other, please explain in "comments"]*
1.6)	Legal status:	*legally binding; non-binding but approved by politics; other [if other, please explain in "comments"]*
1.7)	Responsible department/administrative body:	*name the responsible organization*
1.8)	Short description of aim/content:	*give a short abstract [approx. 3-5 sentences]*
1.9)	Link:	*link to document(s)*

2)	**Themes/policy objectives in planning**	*The aim of this section is to explore which themes/policy objectives we consider as relevant in the GREEN SURGE projects are already embedded in planning. The analysed document is the only source to use in this section*
2.1) A	Is the term **green infrastructure** used in the document?	*Please look for the exact translation --- yes; no*
2.1) B	If yes to A, is it understood in the same way as defined in the following? We understand **green infrastructure** as an interconnected network of green spaces that provides multiple benefits for humans and embodies—amongst others—the principles of multifunctionality and connectivity.	*yes, almost exactly the same; used somewhat similar; used in a different way; term is not explained; term is not used*
2.1) B.Q	Quote	*Please quote the most relevant section that expresses the understanding of "green infrastructure"*
2.1) C	If no to A, is there a concept in the document that is similar to **green infrastructure** but using a different term?	*yes; no*
2.1) C.Q	Quote	*Please quote the most relevant section that expresses a concept similar to "green infrastructure"*
2.1) D	If yes to A or C, is it one of the most important issues of the document?	*To select "yes" the theme should be included in the main goals of the plan/policy --- yes; no*
2.2) A	Is **biodiversity** used in the document? We define **biodiversity** as the variability among living organisms and their habitats; this includes diversity within species, between species and of ecosystems.	*yes, almost exactly the same; used somewhat similar; used in a different way; term is not explained; term is not used*
2.2) B	If "yes" or "similar", is it one of the most important issues of the document?	*To select "yes" the theme should be included in the main goals of the plan/policy --- yes; no*
2.3) A	Is **adaptation to climate change** used in the document? We define **adaptation to climate change** as anticipating the adverse effects of climate change and taking appropriate action to prevent or minimise the damage they can cause, or taking advantage of opportunities that may arise.	*same as 2.2.) A*
2.3) B	If "yes" or "similar", is it one of the most important issues of the document?	*same as 2.2.) B*
2.4) A	Is **ecosystem services** used in the document? We define **ecosystem services** as the material and non-material benefits that nature provides for humans and can be categorised into the following four categories: Provisioning services, Regulating services, Habitat services and Cultural services.	*same as 2.2.) A*
2.4) B	If "yes" or "similar", is it one of the most important issues of the document?	*same as 2.2.) B*
2.5) A	Is **health** used in the document? We define **health** as a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.	*same as 2.2.) A*
2.5) B	If "yes" or "similar", is it one of the most important issues of the document?	*same as 2.2.) B*

2.6) A	Is **green economy** used in the document? We define **green economy** as one that aims to improve human well-being and social equity while significantly reducing environmental risks and ecological scarcities. In its simplest expression, a green economy is low-carbon, resource efficient, and socially inclusive.	*same as 2.2.) A*
2.6) B	If "yes" or "similar", is it one of the most important issues of the document?	*same as 2.2.) B*
2.7) A	Is **social cohesion** used in the document? We define **social cohesion** as the capacity of a society to ensure the welfare of all its members, minimising disparities and avoiding polarisation. People from different backgrounds have an equal chance to participate in decision-making, have similar life opportunities and equal access to services, including, access to green spaces.	*same as 2.2.) A*
2.7) B	If "yes" or "similar", is it one of the most important issues of the document?	*same as 2.2.) B*
2.8)	Are there other important themes/policy objectives mentioned in the plan GREEN SURGE is not considering?	*please list important themes/policy objectives*
3)	**Planning process and implementation**	*The aim of this section is to explore which GI principles are already considered in planning. Not all information might be found in the planning document itself but on offical websites or documents related to the analysed plan, as well as by interviewing city officials. If you use additional sources please give the **reference** in "comments"*
3.1)	Is the plan based on a long-term spatial vision (e.g., the development of a urban green space network for the next 20 years)?	*yes; no*
3.2)	How shall the plan be implemented?	*Please select "yes" for all that applies*
	additional programme/action plan	
	funding for measures	
	beacon projects	
	other	*please explain in "comments"*
3.3)	How is the plan evaluated or updated?	*Please select "yes" for all that applies*
	periodical updates	
	progress reports	
	other	*please explain in "comments"*
3.4)	How is the plan linked to plans, policies or projects at other spatial levels in the urban region of the case study (e.g., regional planning or site specific projects)?	*Please describe how different planning on other spatial levels is mentioned in the analysed plan*
3.5)	Has the plan been developed in cooperation of different administrative sectors (e.g., parks and recreation, transportation or economic development)?	*Cooperation here means that the plan was drafted in a common effort; if other departments were only consulted indicate this next question applies ------ yes; no*
3.5) Q	Quote/Explanation	*If yes, please list the departments that worked on the plan*

3.6)	How did citizen participate in the process of plan development?	*not at all; they were informed; they could comment on the plan draft; they could suggest/discuss issues/objectives in an early stage; other [if other please explain in comments]*
3.7)	Which other actors participated in the process of plan development?	*Please select "yes" for all that applies*
	city employees from other departments	
	consultants	
	universities and other scientific institutions	
	business community representatives	
	nongovernmental organizations	
	neighbourhood associations	
	community groups	
	other [please explain in "comments"]	
3.8)	How did these actor groups participate?	*Please select "yes" for all that applies; if the approach is different for actor groups list the concerned actors in "comments"*
	they were informed (e.g., information meeting on plan draft)	
	they could comment on the plan draft (written statements/consultation)	
	they could suggest/discuss issues/ objectives from an early stage on (e.g., round tables, planning charrettes)	
	other	*please explain in "comments"*
3.9)	Is the plan linked to other plans or policies of the city?	*If yes, please briefly describe how (e.g., references to other plans are made in the analyzed document or the relations of different planning instruments is explained of the offical city website) and to which plans or policies*
3.10)	Does the plan contain a spatial representation of goals/objectives?	*e.g., in form of a map that illustrates where specific goals should be implemented --- yes; no*
3.10) Q	Quote/Explanation	*If yes, please briefly describe how*
3.11)	Does the plan contain a section on methods or sources that have been used for drafting the plan?	*e.g., ecological or social data/habitat surveys; citizen surveys --- yes; no*
3.11) Q	Quote/Explanation	*If yes, please briefly describe what this section contains*
4)	**Other urban green infrastructure planning principles**	*The aim of this section is to explore the use of GI principles that are related to the content of the planning document. The analysed document is the only source to use in this section*
4.1)	Is urban green space considered as a kind of infrastructure (e.g., compared to transport or water management infrastructure)?	*yes; no*
4.1) Q	Quote/Explanation	*Please quote the most relevant section. If not possible please briefly explain the content that refers to this question in your own words.*

4.2)	Does the plan consider an integration and coordination of urban green planning with other urban infrastructures in terms of physical and functional relations (e.g., storm water management through urban green space)	*yes; no*
4.2) Q	Quote/Explanation	*Please quote the most relevant section. If not possible please briefly explain the content that refers to this question in your own words.*
4.3)	Does the plan address consider green spaces as a spatial or functional network? (e.g., aims at connecting green space for recreational use or as a habitat network)	*yes; no*
4.3) Q	Quote/Explanation	*Please quote the most relevant section. If not possible please briefly explain the content that refers to this question in your own words.*
4.4)	Does the plan consider multifunctionality or the delivery of multiple benefits/ecosystem services of urban green space?	*yes; no*
4.4) Q	Quote/Explanation	*Please quote the most relevant section. If not possible please briefly explain the content that refers to this question in your own words.*
4.5)	Does the plan consider enhancing the multifunctionality or the delivery of multiple benefits/ecosystem services of urban green space?	*yes; no*
4.6) Q	Quote/Explanation	*Please quote the most relevant section. If not possible please briefly explain the content that refers to this question in your own words.*

APPENDIX 5: TEMPLATE FOR CITY PORTRAITS

1) INTRODUCTION: Facts and Figures

Core city	xxx	**Biogeographic region**	xxx
Region	xxx	**Planning family**	xxx
Area ▪ Core city ▪ Larger urban zone	xxx	**Population** (2012) ▪ Core city ▪ Larger urban zone	xxx
Population change rate (1990-2012; Core city)	xxx	**Per capita green space** (2006, Core city; m² per inhabitants)	xxx

Location Map (xxx)

Short introduction of city (maximum 200 words)

most important features to get a rough idea of the city (e.g. geographic location, capital, 3rd largest city of the country, industrial past, current challenges) Please check the section on drivers of change (Desk Study 4) for suitable content

Map of Larger Urban Zone

With green space, built area, border of core city and scale (Urban Atlas)

2) URBAN AND REGIONAL PLANNING CHARACTERISTICS

General description on the planning system (maximum 250 words)

Please describe the general features of the planning system for example how it is organized (local, city wide, regional etc.). What main planning instruments are in use (for example master-planning, neighbourhood planning, sustainability planning etc.), main organizations and recent changes that will affect planning processes over the next 10 years; use especially findings from Desk study 1.1 and 2, Questionnaire part II.A and II.F

Instruments for the protection and enhancement of urban green space (maximum 200 words)

Please describe the most important planning instruments and organizations for the protection and enhancement of urban green space on city- and regional-level. Use the findings from the desk study and questionnaire to write this, especially Desk study 1.2 and Questionnaire II.F

If partnerships are very important for urban green space please mention them; if you get the idea that they are rather marginal or deal only with narrow issue, leave them out. Check if they would provide an interesting addition in the governance section.

Objectives, achievements and challenges in urban green space planning (maximum 250 words)

What are the main objectives (such as maintaining or increasing quality, restoration, conservation)? What achievements have been named? What are major challenges? Use the findings from the desk study, questionaire and interview to write this; especially Questionnaire part II.A and the section on challenges from the desk study – please indicate what is a statement from city officials

Insert small 'thumbnail' photograph that illustrates a **key urban green-space challenge** in the city or urban region [if not available, other images are fine, too]	Insert small 'thumbnail' photograph that illustrates a **key urban green-space challenge** in the city or urban region [if not available, other images are fine, too]

[City name's] major challenges (from left to right): Up to 50 words

Insert caption for photographs above – maximum 50 words (if available, add copyright information, if copyright are unclear, please not this and mark in yellow) information on images can be found in questionnaire matrix (last section of questionnaire and of questionnaire review)

Insert small 'thumbnail' photograph that illustrates **a key urban green-space achievement** in the city or urban region [if not available, other images are fine, too]	nsert small 'thumbnail' photograph that illustrates **a key urban green-space achievement** in the city or urban region [if not available, other images are fine, too]

[City name's] major achievements (from left to right): Up to 50 words

Insert caption for photographs above – maximum 50 words (if available, add copyright information, if copyright are unclear, please not this and mark in yellow) information on images can be found in questionnaire matrix (last section of questionnaire and of questionnaire review)

3) EXPERIENCES WITH INNOVATIVE GOVERNANCE PRACTICES

Government ideas and practices regarding participation (max 250 words)

Using your findings about governance in 'your' city so far – please write here about how you assess that the municipality looks at what is desirable in terms of the roles of non-state actors. When there are other government levels having a significant role in determining what "participation" at the local level is about, then write about that too.

- Who is currently involved? Are there any notable recent trends in this respect? And what are the future ambitions?
- How does the municipal government (or other relevant government levels) translate its ideas about roles for non-state actors into specific policies and practices? (e.g. what instruments does the government implement to involve citizens?). Is it a formal or informal participation and how strong is the influence on decision making? Does the municipal government keep, or give up some of its decision-making powers?
- Are there particular tasks for which governments involve citizens or other non-state actors? (for example, only tasks relating to the maintenance and realization of a plan, or only tasks relating to discussing the contents or sponsoring of a plan but not for implementing it)

Local initiatives (200 words)

In addition to these government ideas about participation, we would like to ask you to write here shortly and in general terms about the initiatives or participation coming from local stakeholders (please note that participation can also be in the form of resistance!): did the interviewees mention many examples? Does the municipal government see this as supportive for their policies?

Supporting and hindering factors in participation as perceived by city officials (250 words)

Please write here about your respondent's responses of questions IIB 6 and 7 – about what they think are the major factors contributing to participation of non-governmental actors in the management, planning and design of green spaces, and what they think are important factors that hinder participation of non-governmental actors in green space related planning and decision-making

Examples of initiatives coming from local stakeholders (max 150 words) Please describe two examples of an initiative by non-state actors to protect or enhance an urban green space/network. Write here about involved stakeholders, topics, objectives, roles and activities. If possible, also describe the initiating or main actors involved, what was the motivation for starting it, the relation to local governments and the outcome in terms of who is in- or excluded, what it looks like (pictures!)	**[second example: 150 words]**
Insert small 'thumbnail' photograph that illustrates the example (copyright)	Insert small 'thumbnail' photograph that illustrates the example (copyright)

4) URBAN GREEN INFRASTRUCTURE (UGI) THEMES AND STRATEGIES

Main themes related to urban green space [up to 150 words]

What are the most important themes related to urban green space planning? Please use information from Questionnaire IV.A 1 and 2; additionally you find information on this in the document analysis section 2 and the evaluation sheet, page 2. But please don't try to be comprehensive but focus on themes that stand out (e.g. rated as "most important issue" in the document analysis or "5" in the evaluation sheet").

Also briefly mention the related plans (should be those described on the right)

[English title of analysed plan 1]

Original title: [add from part 1 Doc. Analysis]

Date: [add from part 1 Doc. Analysis]

Responsible department(s): [add from part 1 Doc. Analysis]

Spatial scale: [add from part 1 Doc. Analysis]

Legal status: [add from part 1 Doc. Analysis]

Understanding of UGI and representation of UGI principles [up to 200 words]

xxx

Main themes related to urban green space

- xxx

Parallels with GREEN-SURGE policy concepts

- xxx

Implementation and evaluation [up to 200 words]

Write paragraph on implementation based on Questionnaire II.D and Doc. Analysis 3.2; on evaluation and monitoring also based on Questionnaire II.D plus 3.3 from the Doc. Analysis

Implementation: What are supporting and hindering factors? What are achievements? Where are gaps? If possible, use the two analysed plans as examples.

Evaluation and monitoring: Are monitoring and evaluation mechanisms in place? How have they been rated in the questionnaire?]

[English title of analysed plan 2]

Original title: [add from part 1 Doc. Analysis]

Date: [add from part 1 Doc. Analysis]

Responsible department(s): [add from part 1 Doc. Analysis]

Spatial scale: [add from part 1 Doc. Analysis]

Legal status: [add from part 1 Doc. Analysis]

Main themes

xxx

Parallels with GREEN-SURGE policy concepts

xxx

5) URBAN GREEN SPACES: LINKAGES BETWEEN BIODIVERSITY AND CULTURE

Views of what Biocultural Diversity is referring to and how it is addressed in policy (maximum 400 words)

Instruction for researcher: use the findings from interviews and other sources to describe the perceived linkages between biodiversity (or nature/green) and cultural diversity and how these linkages are expressed in urban green space policies. The following question should receive attention:

1) Is the concept of biocultural diversity recognised/used or was during the interview only referred to the concepts of biodiversity and cultural diversity.

2)Were the concepts of biocultural diversity and cultural diversity used separately or in combination?

3) What major issues were indicated in the interview in respect of strategic city plan, ecological infrastructure, biodiversity, cultural diversity, (cultural) heritage sites, location-specific urban spaces

Biocultural significant places (maximum 200 words)

Instruction for researcher: Indicate which specific biocuturally significant spaces were mentioned during the interview and indicate their main biodiversity and cultural (heritage) features. What are the specific uses of these areas?.

[Please add a picture if you can]

1) Of strategic green infrastructure plan

2) Of main biocultural significant places

6) CONCLUSION

Not more than 500 words.

Summarise main findings and draw conclusions that are 'learning points' that would be interesting to know, especially keeping city officials from other cities in mind. Please include findings for

- Planning system
- Governance arrangements
- Planning strategies and themes
- [Biocultural diversity]

>> the presentation of highlight might be helpful for this (Wageningen workshop)

Do not introduce new aspects here that have not been raised in earlier sections.