

MP4 WP2.1
Peer Review of
Model Agreements for
Place-keeping

**Analysis of existing
model agreements**

City of Gothenburg

APPROVED DRAFT

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SUMMARY

This report provides an analysis of important components in the planning setup used by City of Gothenburg for place-making and place-keeping of parks and open spaces in Gothenburg. Three components in the planning setup are presented and analysed.

The first component is a strategic park program that provides a levelled and uniform approach to city district development and long-term management. The strategic park program includes a set of strategies, analysis and principles that are delivered on the ground through park district plans.

The second component is the provision of regular maintenance. Maintenance services are basically provided through a 50/50 split between in-house staff and external service providers. In order to provide high value maintenance and management in some areas, City of Gothenburg use 'maintenance agreements' that transfer maintenance responsibilities to private or other public parties.

The third component is a municipal lead partnership for innovative solutions on specific place-making and place-keeping challenges. The partnership is called 'safe beautiful city' and involves various constellations of public and private finance and actors in a range of project that improve the parks and open spaces in Gothenburg. Projects include both re-developments of plazas, attitude change and environmental learning as well as innovation of new litter bins.

Together the three components supplement each other and deliver a strong and consistent planning setup.

1. INTRODUCTION

This report presents an analysis of innovative practices ('model agreements') used by City of Gothenburg for place-making and place-keeping.

Altogether three model agreements have been selected due to their innovative status.

1. Maintenance agreements with public and private partners
2. Strategic park program & long-term management strategy in Gothenburg
3. Partnership for a safe and beautiful city

This report is intended as a tool to allow practitioners to easily understand the key elements of model agreements used by the City of Gothenburg. It will also allow comparison with other types of model agreements and contribute to the peer-review of these, as part of WP2 in the MP4 project.

The analysis draws on material collected through research interviews and conversations with staff in Gothenburg, staff exchange activities, site visits, and analysis of documents.

The remainder of the report is organized in the following five parts

- **Organisational context** for the model agreements.
- **Types of projects/activities** in which model agreements are used.
- **Model agreements** – presentations of the three model agreement.
- **Evaluation**, including a brief overview of key ideas & mental models influencing the model agreements, and analysis of strengths, weaknesses, opportunities, and threats (SWOT analysis).
- **Appendices** describing some aspects of the socio-cultural context and providing further detail on relevant organisations.

2. ORGANISATIONAL CONTEXT

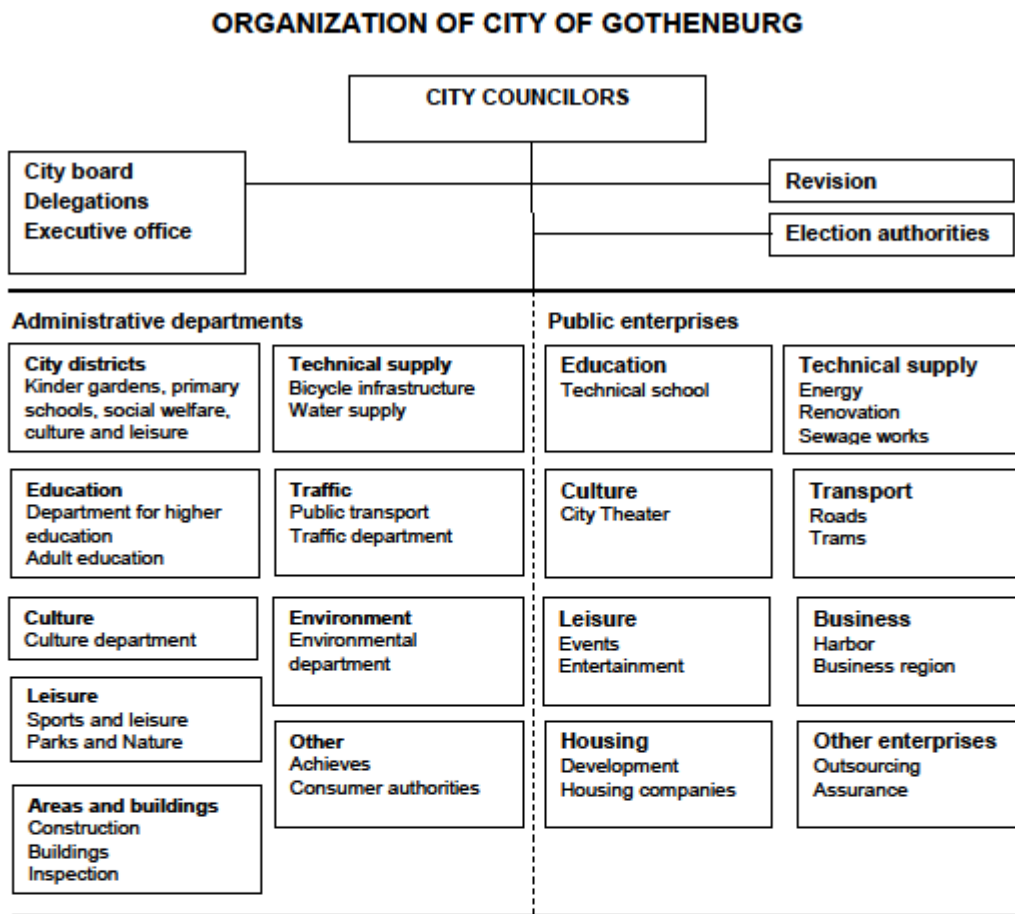
Model agreements for place-keeping are understood here as both formal and informal agreements and practices in use by the City of Gothenburg for managing public accessible space. In general, model agreements may range from formal documents to tacit arrangements between parties. It is therefore crucial to understand the context in which each model agreement operates. Relevant aspects of the socio-cultural context are described in an Appendix 1 at the end of the report. This section focuses on key organizations involved, as explained below.

City of Gothenburg

About 500.000 inhabitants live within the jurisdiction of the City of Gothenburg and about 920,000 live within the metropolitan area of Gothenburg (Greater Gothenburg). The City of Gothenburg is the politico-administrative organisation of Gothenburg and provides public and semi-public services to local inhabitants. The total budget of the City of Gothenburg is around 34 billion SEK (2010) and 48,000 persons are directly employed by the City (2010).

Services are provided both directly through own administrative organization and indirectly through a range of public owned enterprises. Public enterprises are owned by public authorities and are commonly used in Sweden for providing utilities, housing among other public services. Public enterprises receive their income from user pay, rents and/or public subsidies. Figure 1 gives an overview on the main administrative organization in the City of Gothenburg (2010).

Figure 1 - Administrative organization in Gothenburg



Park and Nature Administration

The area of Gothenburg comprises a total of 72,000 ha of land whereof 45,000 ha are recreational space such as parks, woodlands, and nature and 27,000 ha are water areas.

Public accessible space in Gothenburg is owned and managed by both private and public organizations. Public housing companies and the City of Gothenburg are major land owners with responsibility for both place-making and place-keeping of public accessible spaces. The park and nature administration in Gothenburg is located within the department of leisure ('fritid') and has responsibilities for planning, managing and maintaining parks and nature

areas in Gothenburg. The park and nature administration is divided into two departments with responsibilities for different geographical areas of Gothenburg.

The park and nature administration has overall responsibility for 6,000 ha nature areas, 2,000 ha park lands and 3,000 ha water areas. Many of these are located centrally in the City, but also in the surrounding land. The park and nature administration is therefore a central actor in place-keeping and place-making in Gothenburg. Many of the areas that the parks and nature administration has responsibility for are located next to other recreational areas that are managed by other public organizations, including both administrative departments and public enterprises, especially public housing companies.

3. TYPES OF PROJECT/ACTIVITY

The three model agreements present three different types of organizing place-keeping in Gothenburg. City of Gothenburg is a central actor in all three models, but different public and private participants are engaged in various degrees. In general, this approach is traditionally council-led with an emphasis on engaging people and planning for the local community.

Strategic park program & long-term management strategy in Gothenburg

The main aim of the strategic park program of Gothenburg is the consistent development of park plans within an overall green structure, which is coherently managed and developed throughout Gothenburg and in accordance with the needs of the inhabitants of the 20 city districts. The park program is labelled 'Make room for the landscape'.

The strategic park program has five strategies. These are:

- Character ('Karakter')
- Within reach ('Inom räckhåll')
- Taking care of ('Omhändertaget')
- Make use of ('Ställa til förfogande')
- Variety ('Variation')

The strategy unit within Park and Nature Administration has the main responsibility for carry out the strategic park program.

The overall aims and five strategies of the park program are implemented locally in each city district through the so-called 'district park plans'. District park plans are elaborated within the overall framework of the park program and the work utilizes the knowledge and opinions of professionals, institutions and organizations (e.g. schools), experts, and the local community.

The content of a district park plan basically describe the current status of green spaces and highlight the development potentials within a district. Each park (or green-spaces) as well as the overall district and the green structure is described. The district park plan contains a range of photos and maps to make information easy accessible. The district park plan is intended for strategic decision-making supporting investment, development, and

maintenance priorities. The district park plan does not contain information about how green spaces are managed and maintained or who is involved in these activities. It basically focuses on the physicality and social use and functions of parks within a city district. Although the strategic park program is on the potentials for place-making, the district park plans are a part of the framework for the long term management and maintenance of local parks and open space, i.e. place-keeping.

A special planning method has been developed in Sweden that focuses on the social use value of urban green spaces. The method, as an applied planning tool, has become known as 'sociotope mapping'. The method was originally developed in the City of Stockholm (Stadsbyggnadskontoret 2003), but is now used in other major cities as well (Ståhle 2006). Gothenburg has been using sociotope mapping since 2005 (Petersson and Sonntag 2010). Identification of 'sociotopes' and the graphical presentation of these in 'sociotope maps' and 'sociotope spinning tops' are vital elements supporting the overall park program and the elaboration of district park plans. These tools provide information about use of and transport distance to different important recreational and outdoor activities locally and across the city. The 'spinning tops' defines the maximum transport distance that people ought to have to reach different sociotopes. Within reach of 15 minutes we find the sociotopes: play, meeting place, rest, promenade, picnic, green oasis, social interaction. Within reach of 30 minutes we find: water experience, events, ball games, motion, elderly area, vista, bath, boating, street sports, nature experience. At transport distances more than 30 minutes we find: cultural-history, fishing, and flowers. The district park plan should ensure that people in a district by and large have access to these sociotopes within given transport distances measured in travel time. Developments and investments are targeted projects that improve deficits in, for example, accessibility or provision of these green spaces services (i.e. sociotopes).

The engagement of local people and local actors in the elaboration of the district park plans is based on meetings where people with varied areas of expertise talk engage in dialogue about the city district and their park structure. With outset in the strategic park program, facts and impression are collected and assets and inadequacies are analysed. The results are discussed with the public and the agreed view that is reached is used to make a development plan. The final development plan takes form of a report, including a series of maps and graphical illustrations.

There is no fixed procedure for setting up a park district plan, but the five strategies are utilized in a process adapted for needs in each city district. The requirements for planning in an inner city district differs highly compared to the needs in a more remotely located social housing area. The strategy 'character' puts focus on both the overall role the individual district has in the green structure in Gothenburg ('zoom out') and what is typical in the district ('zoom in'). The strategy 'within reach' identifies how accessible people in the district consider their parks and open spaces and which sociotopes are present and valued in the local district. The strategy 'Taking care of' takes on a holistic view of management and maintenance and asks which priorities that should be set to fit the character and preferences in the city district and who can be responsible. In the process of setting up the park district plan it is asked what is wanted by the people locally on order to ensure that parks and open spaces caters for different people's needs and wishes, choices are made among ideas and suggestions, the voice of the public is integrated through open meetings in the planning

process, and finally changes are made to provisional draft plans made by the City's authorities. The final stage of the strategic park program is the implementation of district park plans, where investments, projects, and changes in maintenance levels are carried out.

The involved group of actors differs for each planning effort, but includes the City's park administration, unorganised and organised local user groups, housing companies, and consultants.

Maintenance agreements for public space with public and private partners

The strategic park program and the park district plans provide a strategic and long-term planning framework for management and maintenance. City of Gothenburg has also the responsibility for maintenance of public owned space such as parks and woodlands. The department for parks and nature has the responsibility for maintenance in all 20 city districts for 'green areas'. These areas include nature and forests, nature paths, street trees, playgrounds, urban woodlands, waters, local parks and central city parks.

In 2010, about 50% of grounds maintenance operations were contracted out and carried out by private contractors. The other half were carried out by own staff through an in-house organization within the administrative system. Private contractors are mainly responsible for maintenance of areas in suburbs and the outskirts of the city, while in-house staff is responsible for maintenance of areas in inner city districts.

Public housing companies own the open spaces surrounding buildings in residential areas. These open spaces are publicly accessible and typically designed for children's play and recreational use, but their responsibility also includes the maintenance of greenery along transport corridors and local city squares. The maintenance is typically carried out by their own staff in these areas. In the city districts, areas with different (public) ownerships are often entangled and subject to different maintenance levels.

The City of Gothenburg have developed a practice that transfer maintenance responsibilities based on a voluntarily agreement between the City of Gothenburg and a third party. There are three main groups involved: private individuals or associations, community associations, and (public) housing companies. The purpose of transferring maintenance responsibilities is not financial, but to ensure improved public value (provision of services above normal services levels) through a more effective organization of management.

A maintenance agreement is typically formulated as a short two or three pages document and contains the following parts:

- Identification of parts to the agreement
- Background for the agreement
- Description of maintenance tasks
- Legal responsibilities
- Length of agreement
- Non-payment
- Information duties
- Signatures

- Appendices, including descriptions and maps

The City of Gothenburg is stated as the owner and remains with the legal responsibilities for the areas in question (e.g. safety), but maintenance operations are specified to be carried out freely and without payments by the contracting part. The agreement is signed by the administration of the City of Gothenburg and the third party.

The initiative to make an agreement is taken by the administration of the City of Gothenburg in cases where an appropriate part is identified. The process of preparation of the documents and the overall agreement is relatively fast, but it needs to be approved at higher levels in the administration. The economic value of transferring maintenance responsibility is not noticeable within the overall maintenance budget for parks and nature in Gothenburg. The advantage of these agreements is the value they create for people and groups in the local communities, but also for housing companies that might gain an easier manageable local open space.

Examples of maintenance agreements participants: a) Individuals demanding a higher maintenance level than the administration can provide, b) Community groups with special interests in a local park or green space, and c) Housing companies that see an advantage in achieving the same maintenance level in the vicinity of their housing blocks.

Partnership for a safe and beautiful city

Whereas the strategic park program and the maintenance agreements are examples of model agreements for recurrent and regular planning and management objectives within relatively fixed budgets, the City of Gothenburg has also established a cross-cutting partnership for themes that need to be dealt with on an ad hoc basis and in collaboration between different public and private actors. The partnership is organised within the technical departments in the City of Gothenburg, which also fund the partnership. The partnership is named 'Safe Beautiful City' ('trygg väcker städ') and aims for improvement of the parks and open spaces across the city through specific collaborative projects. Some examples of projects in 2010 are: 'Illuminating paths', 'Improving places to meet', 'Changing attitudes', 'Gothenburg as a clean city', 'partnership for (local) city centre development', 'Collaboration with city centre associations', 'Improving city centre', and 'Work crews'.

The partnership has since its initiation in 2005 carried out a range of projects in collaboration with 20 different municipal partners within the City of Gothenburg. The main actors administering the partnership are staff within the technical departments in City of Gothenburg. The partnership has political support from the city council as the programme level. Typically, other partners participate based on co-finance of projects or because they play a special role in carrying out the project. Finance for projects within the partnership is public money that is allocated through the technical department as one-off sums in each budget year. However, many projects are carried out in collaboration between both public and private parts where projects are co-funded and costs are shared. This gives a strong financial incentive for engaging in shared project, for partners with activities and projects ideas that can be established within the partnership. Starting with a budget around a few millions, the total budget at programme level in 2010 reached about 60,000,000 SEK (6,000,000€).

Beautification of the city centre in Gothenburg has been central in the first projects in the partnership. Projects for a clean city have been targeting both physical improvements and changing attitudes. For example, Gothenburg attracts a high number of visitors, tourists, and conference delegates from Sweden and abroad each year. However, the city centre has formerly experienced a relatively big problem with littering and garbage. The frequency of litter has been measured as twice as high as in Malmö and Stockholm. Projects within the partnership have delivered physical improvements such as placement of more than 1,000 new litter bins especially designed by the University of Technology in 2009. . Also, several city centre streets have been rebuilt into low speed areas in collaboration with private property owners (mainly local business and shop owners) and by sharing costs.

A more long-term and broad reaching project for changing people's attitudes has also been set up within the partnership. This has included a project for school cleaning with active involvement of more than 45,000 children from schools and pre-schools. Through the project school children each year learn about sustainability and how to take care of their outdoor environment. Other related projects have targeted problems with graffiti and illegal bill posting. 40 boards have been set up all over the city where anyone can advertise legally, free of cost. A monitoring program has been established in order to measure how littered the city is and measure the effectiveness of initiatives and projects. The monitoring project is undertaken together with the national statistical bureau – Statistics Sweden – and the cities of Stockholm and Malmö.

The partnership is not formalized within the technical departments and is dependent on allocation of money from year to year. The partnership is strategically managed by a steering group of high-ranking staff that meet four to five times a year to set directions, priorities and oversee the portfolio of projects in the partnership. This makes the partnership highly flexible and the partnership is spurred to deliver value in specific projects, but also endows it with some drawbacks. Especially, as it is informal, it makes it dependent on the networks and persons involved. Collaborative skills are critical for success at the project level. Since initiation these skills have been developed among participants within the partnership both intra and inter-organisationally. The context is also strongly supportive for engaging in collaboration as the partnership, through the co-funding mechanism, provides a strong financial incentive for participating in and delivering projects. Outsiders may also have some difficulties in proposing and participating in projects within the partnership.

4. MODEL AGREEMENTS

The following tables present, in a summarised format, the key elements in model agreements used by City of Gothenburg, as well as the process which these form part of. One table is presented for each of the model agreements listed above.

«Strategic Park Program (SPP)» & long-term management strategy. A strategic framework for place-making and support for place-keeping in the City of Gothenburg

Gothenburg's strategic park program consists of five strategic themes - identity, within reach, taking care of, availability, and variation. Sociotope maps are a central tool in delivering the strategy. Based on a common methodology, the program deliver local 'city district plans' For each of the city's 21 districts.

Actors		Place-Making	Place-Keeping	Monitoring	Redress
Department of parks and nature administration	Initiates →	Local district park planning processes	Responsible for provision of sociotopes and other park services in publicly owned parks and nature areas.	Receive feedback on district park plans	Re-allocation of investment / maintenance money
Department of parks and nature maintenance		Participate through meetings	Responsible for maintenance of publicly owned parks and nature areas	Through maintenance operations	Re-allocation of maintenance efforts
Public Housing Enterprises		Provide information about open spaces uses			
Schools / school children		Provide information about open space use / feedback on draft district plans.			
Local residents		Participate through meetings		Eventually complain about services levels	

«Maintenance Agreements (MA)» for alternative approaches to organise maintenance through special agreements with private property owners, local associations and public housing companies.

Provide flexible maintenance agreements with private persons, community associations or housing companies in order to achieve ‘above the standard’ management and maintenance services. The focus is on small, but important spaces in the local community.

Actors		Place-making	Place-keeping	Monitoring	Redress
Parks and nature maintenance department	Initiates →	Existing places / up-front investments / refurbishment	Legally responsible for open spaces	Oversee maintenance agreement	Termination of agreement
Private persons		Provide information on needs	Carry out maintenance operations in publicly owned spaces		
Local community associations		Provide information on needs / undertake smaller projects (e.g. new equipment)	Carry out maintenance operations in publicly owned spaces		
Public housing companies		Provide information on needs	Carry out maintenance operations in publicly owned spaces		

«Safe Beautiful City (SBC)» A partnership approach for urban improvement in Gothenburg, Sweden

Purpose of SBC in Gothenburg: Improve attractiveness of public accessible spaces in Gothenburg through partnership based projects across administrative and sectorial boundaries

Actors		Place-Making	Place-Keeping	Monitoring	Redress
City of Gothenburg	Initiates →	Overall political approval / support	Legally responsible for publicly owned space.		
Technical Department		Project with partners Allocation of funding	Cross-cutting agreements for maintenance and administration of public accessible spaces .	Monitors agreements	Termination of projects Withdrawal of funding.
Public Housing Enterprises		Co-finance	Co-finance Co-managing public space	Monitor agreements	Withdrawal from projects
Private business and land-owners		Co-finance	Co-finance Co-managing public space	Monitor agreements	Withdrawal from projects
Residents					
Others: Universities Schools				Education and new knowledge Attitude change	

5. EVALUATION

A series of issues which influence (or may influence) the effectiveness of model agreements were identified:

The partnership “safe beautiful city” relied heavily on collaboration between formally independent partners. The outlook for mutual benefits and a status as trust-worthy were key motivators for partners’ engagement in specific projects. Limitations due to uncertain budgets or lack of internal resources could be seen as a barrier for engagement as well.

Maintenance agreements were effective for organizing transfer of maintenance operations to profit or non-profit organizations and associations. Effectiveness of these agreements cannot be measured in terms of the percentage of the allocated budgets for maintenance, this is, savings. Their effectiveness must be measured as their ability to improve values such as individual and community involvement and ease the management of maintenance operations.

4.1 Ideas and mental models

Model agreements are forms of organizational co-operation which are based both on the nature and capacity of the organizations involved, and on the expectations that given societies have of such organizations. From this point of view it is important to understand mental models (in the form of traditions, habits, ideas and ideologies) in order to understand organizational arrangements. This subsection describes key ideas and mental models put across by interviewees.

The Swedish culture is characterized by a strong sense of solidarity, personal responsibility, and trust in public authority and expertise. Correspondingly, Sweden exhibit a large public sector that provide many welfare services including health, social welfare schemes, unemployment policies, elderly care, and primary and higher education.

Traditionally, the administrative culture is based on an authority-driven approach, however, with a focus on local community and solidarity.

4.2 SWOT Analysis

The SWOT analysis of strengths, weaknesses, opportunities, and threats covers the merits of the three model agreements as a setup for place-making and -keeping within the context of Gothenburg. The three models are complementary.

SWOT analysis	
Strengths	Weaknesses
<p>Coordination is located at several administrative levels and units, but coherent action is still maintained through a strong strategic framework.</p> <p>Available tools for consistent assessment of social use and value of parks and open spaces (Sociotope maps).</p> <p>Deliberative processes are internalized as routines within and between administrative units and other public organizations.</p>	<p>Cultural outlook may be a barrier for engaging partners across organizational boundaries and establishing partnerships e.g. a strong reliance on council-led approaches.</p> <p>Focus on a pre-defined set of social use values and identities may create continuance and consistency, but also conformity in future developments.</p> <p>Micro management of maintenance agreements may take up excessive time and depends mainly on the quality of personal judgment.</p> <p>SBC is mainly working with internal partners within the technical department. Outsiders may have some difficulties in proposing and participating in projects within the partnership.</p> <p>SBC has a strong financial incentive mechanism for internal and external partners to engage and deliver project.</p>
Opportunities	Threats
<p>Within limits, frameworks can be adapted in a flexible approach tailored for local needs and requirements (maintenance agreements, Safe Beautiful City).</p> <p>New projects dealing with ad hoc problems and cross cutting issues can be initiated quickly and in collaboration with relevant partners. This provides Gothenburg with a high degree of flexibility in priorities and resource allocation (Safe Beautiful City).</p>	<p>Lack of funding at local level (for elaboration of district park plans) may impede the scope for involvement and engagement.</p> <p>SBC is dependent on annual funding decisions and political goodwill.</p> <p>SBC is informal in its structure and therefore inherently dependent on the quality and history of network and personal relations. Collaborative skills are critical.</p>

Documents and references:

Stadsbyggnadskontoret (2003)

'Sociotophandboken: Placering av det offentliga uterummet med Stockholmarna och sociotopkartan'. Stockholm.

Ståhle, Alexander (2006)

'Sociotope mapping – exploring public open space and its multiple use values in urban and landscape planning practice.' Nordic journal of architectural research. Vol. 19 (4), pp. 59-71.

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'Park program: Ge rum för landskapet'. Göteborgs Stad: Park och natur.

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'Skötselavtal'. Göteborgs Stad: Park och natur.

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'Parkplan för Centrum'. Göteborgs Stad: Park och natur. 12 pp.

Petersson, Johanna and Sonntag, Liv (2010)

'Sociotope Map - Fact Sheet'. City of Göteborg. 2 pp.

APPENDIX 1: Socio-Cultural Context

Short history of Gothenburg

Historically, Gothenburg was originally laid out as a fortification with a dense city center. A new era with trade made the city evolve and new areas along the river became part of the city. In the age of industrialization the city evolved further and the different parts of the city became functionally differentiated as areas for industry and housing. Present day developments focus on the knowledge economy and a renewed focus on closeness and re-developments of many areas have come to the fore.

The ‘million program’

In the era of industrialization, many housing areas around Gothenburg were planned and constructed as a part of the ‘million program’. The ‘million program’ was implemented between 1965 and 1974 in all major cities in Sweden. The aim of the program was to build a million new dwellings in a 10-year period (hence the project's name). At the same time, a large proportion of the older housing stock was demolished.

In a planning perspective the ‘million program’ can be seen as a 1:1 experiment in urban design and planning. The ideology behind the program was based on an egalitarian outlook with a strong belief in the local community and democratic principles. The design was characterized as functional – both socially and architecturally. The slogan ‘ABC’ (Arbete, Bostad, Centrum) – Work, living, centre – was invented for the ‘million program’. Areas were characterized by many multi-storey housing blocks with flats (few or no one-family houses), parking space, a centre with administration, commercial and community functions, recreational space, and transport corridors). Public housing companies were set up to administer the housing areas. The housing areas targeted both middle class and working class. The middle class has today in most cases been moving out of the housing areas and the residents are now mainly working class or people receiving social welfare pensions. The housing areas have now been associated with a range of challenges for urban policies and planning:

- 1) Difficulties for the local centers, especially commerce.
- 2) Vast amounts of ‘no man’s land’
- 3) Poor social integration and interaction
- 4) Lack of funding for maintenance of open spaces
- 5) Difficulties with managing public, semi-public, and private open space.
- 6) Ugly urban environments, dominated by concrete blocks.

Gothenburg has many housing areas that were constructed as a part of the ‘million program’ and these are now present challenges for urban planning and management. This includes the housing areas of Hjällbo and Eriksbo that have been targeted for redevelopment by the City of Gothenburg.