
Making collaborative governance effective: a case study on the pathway to successful public-private interactions

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Abstract: This study aims to understand the processes that guide effective policies of collaborative governance where both public and private actors are involved. By adopting the theoretical framework developed by Ansell and Gash (2007), this study seeks to analyse the antecedents and subsequent effects of a successful case of collaborative governance in the port city of Naples. Increasing pressure from stakeholders evoked collaboration between public institutions and other private actors, in which discussion tables were utilised to develop ideas for the regeneration of San Vincenzo's Pier. The collaborative approach adopted by public institutions and citizens associations allowed the bureaucratic hurdles that hindered the recovery and the re-opening of the pier to be overcome. The analysed case contributes toward existing literature on collaborative governance by suggesting an additional step within the framework initially developed by Ansell and Gash. Furthermore, the study provides interesting and practical implications for public managers and policy makers.

Keywords: collaborative governance; policy network; co-creation value.

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1 Introduction

Over the past decade, collaborative governance (Agranoff and McGuire, 2003) has gradually emerged as a new form of governance, replacing bureaucratic and managerial modes of policy-making and implementation, which tended to place emphasis on the importance of rules (following the classic bureaucracy) or the measurement of performance [following the new public management (NPM) approach]. The collaborative approach is unique in that it unites public and private stakeholders, alongside public institutions, to engage in consensus-oriented decision making in collective organisational forms (Ansell and Gash, 2007; Doberstein, 2016; Vidal-Aparicio, 2017). Collaborative governance is defined by Ansell and Gash (2007) as “A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets” (p.544).

Collaborative governance is thus considered to be a response to the failures of downstream implementation and a solution to the high costs and politicisation of

regulation (Agranoff and McGuire, 2003; Geddes, 2012), as it primarily emerged as an alternative to the adversarialism of interest group pluralism and the accountability failures of managerialism. Some authors (e.g., Denis et al., 2015; Meynhardt and Diefenbach, 2012) argue that NPM does not engage with civil society and that its excessive focus on performance has led to a short-term orientation. Furthermore, it is arguable that emerging collaborative trends can also arise from the growth of knowledge and institutional capacity. As knowledge becomes increasingly specialised and distributed, and as institutional infrastructures become more complex and interdependent, the demand for collaboration increases, particularly in the wake of the increasing ‘turbulence’ that policy makers and managers must face (Ansell and Gash, 2007; Turner et al., 2015).

This need is particularly evident in scenarios in which public institutions come into close contact with citizens and other private subjects, such as local governments and public bodies (cities, regions, etc.). Cities, as large entities that heavily rely upon continuously occurring dynamics and interactions between public and private actors, are characterised by social structures and networks that collaboratively lead to the evolution and development of the city itself. In this progressive environment, the city is shaped by many individuals and groups, such as private actors, citizens, associations, and businesses and, as such, these respective groups assume authoritative standpoints in decisions regarding the ways in which policies are developed and implemented (Burby, 2003; Button, 2002; Cooper, 2005).

The current economic growth has seen firms perpetually seek to be faster and more efficient in responding to customers’ needs. This shift does not correlate with comparable processes within public institutions, thus engendering a distinct difference between operations in public and private sectors in terms of flexibility and adaptation to the external context (Button, 2002; Miraftab, 2004). As a result, imbalance inevitably ensues as enterprises and citizens progressively campaign for more practical and flexible solutions, while public institutions remain mostly rooted in the old bureaucratic approach characterised by immobilism, inertia, and formalism, with no substantial changes provided by NPM reforms (Kickert, 2011). This issue became more apparent in the 2007 economic crisis, with the de-industrialisation and consequent abandonment of several urban areas, especially in port cities. In cases such as these, new initiatives seek to recover these abandoned areas through actions of urban change. These enterprises have come to be known as ‘waterfront redevelopment’ phenomena (Colantonio and Dixon, 2009; Giovinazzi and Moretti, 2009; Power et al., 2008).

The intervention of both public and private actors is thus necessary for several reasons: on the one hand, private actors notoriously have more financial resources at their disposal to invest in the recovering and development of abandoned public spaces; on the other hand, public actors have more opportunities to create policy networks, inclusive of a wider range of different actors, and thus a range of alternate political viewpoints (Börzel, 1997; Howlett et al., 2015). The role of public institutions is therefore essential not only for the reconciliation or negotiation between conflicting interests, but also to establish compromises between the public and the private toward the public interest, which can potentially lead to the composition of new and original values (Iaione, 2015).

Even in current academic literature, the evolving public sector has been shown to be part of an increasingly complex system wherein the civil society (and the private sector as well) must act as a complementary actor to establish an effective balance for governance,

only established with the cooperation of all stakeholders (Nabatchi et al., 2017; Scott and Thomas, 2017). As a result of this fluidity, the relationship between the public sector and civil society at large is thus becoming a critical issue when it comes to political agendas surrounding the transformation of administrative and socio-economic systems (Doberstein, 2016; Sedgwick, 2017). Citizens, associations, private businesses, and non-profit organisations may play a crucial role as potential actors of collaborative governance for both the prioritisation and direct provision of public interest services (Scott and Thomas, 2017; Shrestha, 2017). These junctures are increasingly seen as powerful policy tools as they present an opportunity for a definitive shift from traditional models of public administration. Policies may be better designed, articulated, and governed through a collaborative approach as a result of these occurrences, and the proximity, representativeness, and innovativeness of service provision could be augmented (King et al., 1998; Rahman et al., 2013). Additionally, defining better public policies could support and encourage SME growth, e.g., by encouraging the formation of clusters and networks to promote certain industries and regions (Ratten et al., 2007). This process might be helpful with specific reference to those countries where collaborative initiatives are only partly developed (e.g., Bassoli, 2012; Storlazzi, 2017), thus not representing a key driver in sustaining and helping firms' growth (Ratten et al., 2007).

This study explores this process in an attempt to provide a significant contribution to this topical debate, analysing its antecedents and its subsequent effects to provide guidance on an effective collaborative governance approach.

This case is founded upon a recent successful implementation of collaborative governance in the port city of Naples. Documents and reports of citizen associations, questionnaires submitted to citizens on issues regarding San Vincenzo's Pier in Naples, and other information gathered through participation in the 3rd International Workshop 'Cities from the Sea' held in Naples in 2016 all combine to develop the case study for this research. Following this, the second section assesses previous literature and earlier cases on the recovery and consecutive development of previously abandoned waterfront areas. The methodology will be outlined in the third section. The fourth section describes the case of San Vincenzo's Pier, while the fifth section analyses findings from previously analysed sources. The sixth section provides an additional step within the model of collaborative governance. The final section provides discussions, conclusions and practical implications emerging from this study.

2 Assessment of previous literature and cases on waterfront development

Collaborative governance's central aim is to unite stakeholders and public institutions in a common forum to engage in consensus-oriented decision-making and to simultaneously develop a virtuous cycle of collaboration toward a co-created value (Ansell and Gash, 2007; Doberstein, 2016; Nabatchi et al., 2017). This approach emanates from responses to the classic view of the public sector, which tends to be primarily characterised solely by issues surrounding the constraints which contingently limit and negatively influence the delivery of services by public institutions. In addition to this, interest in public participation in administrative decision making has been correlated with increasing societal exacerbation with the public sector for a number of reasons, not the least of which is the fact that a citizenry with diminished trust in government can be seen to demand more accountability from public officials. From this emerges a growing

recognition by public administrators that decision-making without stakeholders' participation is ineffective.

Urban and regional development actors become linked in the scheme of collaborative governance links through five collaborative structures:

- 1 citizens and social innovators
- 2 firms
- 3 schools, universities, and research centres
- 4 civil society organised associations or foundations
- 5 public institutions (Healey, 2006; Iaione, 2012; Sedgwick, 2017).

This approach envisages a new way to consider the public/private relationship and provides an alternate way of imagining and re-imagining public spaces, thus developing new social models of interaction (Giovinazzi and Moretti, 2009; Scott and Thomas, 2017). Integration and connection are now paramount in the development of urban systems in modern cities. A collaborative governance approach makes the possibility of achieving this aim all the more realistic. Shared values are also rendered attainable through the shift from 'government land' to 'territorial governance', based on stable partnerships between the public as institutions and the public as communities (Iaione, 2015; Shrestha, 2017).

The question of how to engender effective and agreeable participation processes (Robertson and Taehyon, 2012) is thus becoming a topic of controversy in recent research: effective, or authentic, public participation implies more than simply finding the right tools and techniques to increase public involvement in the decision-making process. Authentic public participation, that is, participation that works for all parties and stimulates interests and investments in both administrators and citizens, requires rethinking the underlying roles of, and relationships between, administrators and citizens (King et al., 1998).

Public administrators and citizens begin at a common starting point in that they recognise that attainment of their goals is reliant upon the establishment of a more effective public/private partnership (Van Ham and Koppenjan, 2001).

This cooperation, from conceptualisation to planning and project development, assumes the connotation of 'collaborative approach' when at least one of the following two points are realised: when stakeholders have interest differences that vary significantly (Mercurio and Testa, 2000); or when stakeholders have a shared vision for what they would like to achieve through collaboration and a history of past cooperation and mutual respect (Ansell and Gash, 2007).

The collaborative governance model can often be the only logical choice in some port cities, especially those in which cultural, economic, and social pressures are heightened, as ports can represent the starting point for the sustainable development of an urban system (Gray, 2007).

Urban waterfront redevelopment is reliant upon a multidisciplinary approach, incorporating engineering, land planning, architecture, culture, art, and environment. This is particularly necessary for the revitalisation of port areas that require long-term processes and projects based on flexible criteria (Giovinazzi and Moretti, 2009). In port cities where multiple institutions contend governance, flexible projects, processes of

creativity and resilience governance can be enabled only through the adoption of collaborative approaches and the establishment of policy networks. This paves the way for the practical testing of social innovations, allowing for the holistic development of economic and institutional processing (Iaione, 2015; Ulibarri and Scott, 2017). According to Ulibarri and Scott (2017), public institutions can overcome long-standing conflicts and build stakeholder's trust and acceptance of decisions through collaborative governance. This can be accomplished by allowing participating actors to pool their resources and integrate niche information into the execution of decisions.

Regardless of whether or not the central role within a policy network is played by public actors, in the case of collaborative governance the presence of different actors (both private and public) could lead to more 'democratic' governance choices. It is worth illustrating some previous cases in which this is exemplified. In Rotterdam, another port city, a policy network was established to allow public and private actors to jointly cooperate to achieve a public-relevant target in an important area with a high social profile, and to recover abandoned urban areas (Mercurio and Testa, 2000). Here, in the early 1990s, the project of the port expansion, named Maasvlakte, began as a traditional port planning procedure. The private counterpart emerged for the first time in 1998, when the container handling company and financial institutions launched the Binnenmeerplan, an innovative private initiative to build the second Maasvlakte (Van Ham and Koppenjan, 2002). In doing this, the Dutch government sought to align the objectives of both public stakeholders and business communities. This network model was created to establish shared solutions for emerging issues through the planning process and the implementation of EU directives. The role of the central government in this model was limited to planning spaces and land use, while regional and local governments and private organisations took the lead as project developers (Van Ham and Koppenjan, 2002).

Network interaction is essential for a co-creation value as it necessitates a process of integration and the simultaneous transformation of resources (Lusch and Vargo, 2006; Vargo et al., 2008). In a similar vein, developing policy networks to enable them to reach public-relevant targets represents an interesting new model of policy-making that also allows private citizens and businesses to be involved in the development of public policies (Kenis and Schneider, 1991). This approach was developed as a solution to the criticism demonstrated by previous policy analysis approaches, mainly instrumental, mechanistic, and rationally oriented (Brandes et al., 2003). The policy network resists definition as a model of 'central rationality' with a legislative action of a central public actor, or even a 'decisional decentralised level', but can instead be categorised as a model that strives to develop an interaction between the public and the private on specific public programs and public policies as an alternative and more localised model of government (Mercurio and Testa, 2000).

The network-based approach provides a more realistic outline of how policies should be developed to allow for the results of these interactions to be beneficial for the community as a whole (Brandes et al., 2003; Scott and Thomas, 2017).

3 Theoretical framework

This study utilises the theoretical framework employed by Ansell and Gash's (2007) model of collaborative governance. The choice to stick on this model relies on the fact that it is one of the most useful in comprehending how a process of collaborative

governance works and to analyse the different steps of the process (Chapain et al., 2013; Emerson et al., 2012; Sørensen and Torfing, 2011).

The model relies on six important criteria:

- 1 the forum is initiated by public agencies or institutions
- 2 participants in the forum include non-state actors
- 3 participants engage directly in decision making and are not merely ‘consulted’ by public agencies
- 4 the forum is formally organised and meets collectively
- 5 the forum aims to make decisions by consensus (even if consensus is not achieved in practice)
- 6 the focus of collaboration is on public policy or public management.

The model considers three starting conditions:

- 1 there are power-resources-knowledge asymmetries among the actors involved
- 2 there are incentives or constraints deriving from the participation to the project
- 3 there is a prehistory of cooperation or conflict among the actors involved.

Firstly, asymmetries should be reduced using strategies that empower weaker groups of stakeholders to favour their involvement in the project to build an effective collaborative approach.

Secondly, incentives should be utilised to reduce constraints to participation and to minimise power and resource imbalances that could potentially affect the groups’ participation in collaborative processes. Providing an incentive to participate depends, in part, upon stakeholders’ expectations about whether or not the collaborative processes will yield meaningful results, particularly when held against the balance of time and energy that collaboration requires. Incentives objectively increase in the minds of the stakeholders when they see concrete, tangible, effectual policy outcomes that are a direct result of their participation. However, the reverse can occur if stakeholders conversely view their participation as merely advisory or largely ceremonial.

Thirdly, it is important to consider that any prehistory of antagonism or prehistory of beneficial cooperation between stakeholders will respectively hinder or facilitate collaboration. While a powerful collaboration could, in some circumstances, arise from a high level of conflict or competition and thus become an incentive, it is more likely that a prehistory of conflict will manifest low levels of trust which, in turn, produces low levels of commitment, strategies of manipulation, and dishonest communications – all of which ultimately become poisonous to successful collaboration. On the other hand, a history of successful earlier cooperation can create social capital and high levels of trust that instigate a virtuous cycle of collaboration to the benefit of both sides.

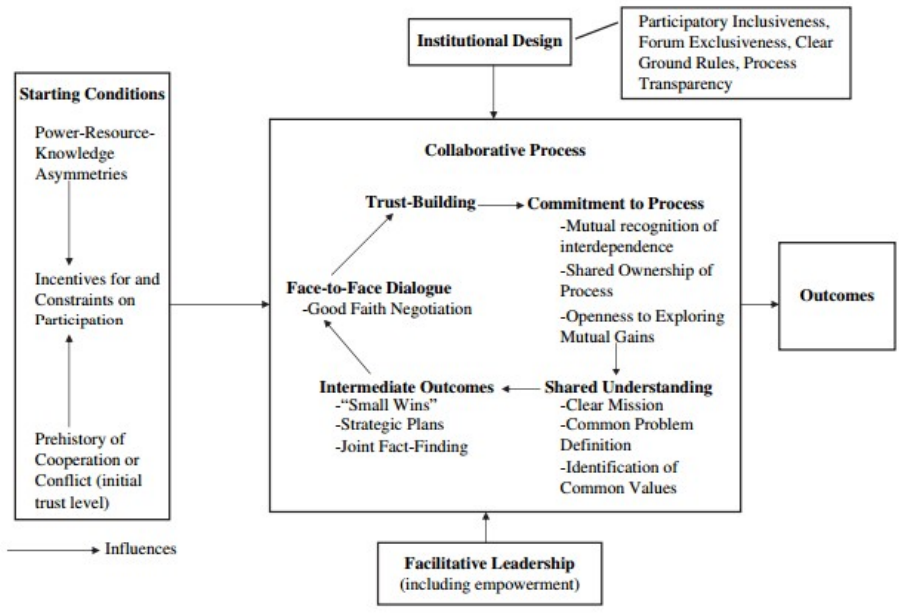
Leading on from the first section, the second phase consists of the ‘collaborative process’ that is the specific negotiating phase of the project to be carried out. This phase is framed within an institutional design made of “participatory inclusiveness, forum exclusiveness, clear ground rules, process transparency” that, according to Ansell and Gash (2007), should be guided by facilitative leadership. A facilitative leadership is integral to the maintenance of clear ground rules, the building of trust, facilitation of

dialogue, and the exploration of mutual gains. Vangen and Huxham (2003) highlight the role of leadership in embracing, empowering, and involving stakeholders, and subsequently mobilising them to move collaboration forward; while Lasker and Weiss (2003) argue that collaborative leaders must possess the necessary skills to:

- 1 promote broad and active participation
- 2 ensure broad-based influence and control
- 3 facilitate productive group dynamics
- 4 extend the scope of the process.

Figure 1 shows the framework introduced by Ansell and Gash (2007).

Figure 1 Ansell and Gash’s (2007) model of collaborative governance



The collaborative process is made up of five distinct phases. The first phase consists of face-to-face dialogue and is characterised by good faith negotiation: stereotypes and other barriers to communication that prevent exploration of mutual gains are broken down, trust can then be established among the actors involved in the process. Trust-building itself is not a phase, but rather the result of the first phase, assuming a crucial role particularly in instances where those involved share a history of antagonism. Only after trust is established does it become possible to assess a counterpart’s commitment to the process, this is accentuated through the gradual development of trust in the belief that good faith bargaining for mutual gains is the best way to achieve desirable policy outcomes. Shared ownership is another crucial aspect of the process. Collaborative governance shifts the ‘ownership’ of the decisions made by the agency to the collectively acting stakeholders. Stakeholders are thus no longer simply critics of the

process: they are now responsible for ‘owning’ the decision-making process collectively with other stakeholders and cannot critique.

The fourth phase is the shared understanding of what stakeholders can collectively achieve together and is defined by Ansell and Gash (2007) as part of a larger ‘collaborative learning process’, with a common mission, common goals, common purpose, and common objectives.

The final phase is comprised of ‘intermediate outcomes’. Intermediate outcomes occupy a role of particular importance, especially considering the impact that they may have on whether or not collaboration in the project can continue: Ansell and Gash (2007) assume that collaboration is more likely to occur when ‘small wins’ are reached through the collaboration and when the possible purposes and advantages of collaboration are relatively well established.

The conclusion of the project is epitomised in the outcome. On this point, Ansell and Gash (2007) state that: “if we govern collaboratively, we may avoid the high costs of adversarial policy making, expand democratic participation, and even restore rationality to public management” (p.561).

3.1 Research design

This study develops an exploratory case in Naples, one of the most important port cities in the world, to analyse a specific case and to explore the process of collaborative governance undertaken to redevelop its abandoned areas. This type of case study is used to explore situations in which the intervention being studied has no clear, single set of outcomes (Yin, 2003).

Case study research is conducted with the aim of providing a better understanding of a complex issue or phenomenon in which hypotheses are difficult to identify or define before the collection of research data (Yin, 2003). This method allows for thorough investigation of the reasoning behind an individual’s behaviours and decisions by eradicating the risk of a loss of information and highlighting issues that would otherwise be neglected through other means (Yin, 2003). According to Yin (2003), a case study design should be considered when:

- a the focus of the study is to answer ‘how’ and ‘why’ questions
- b the behaviour of those involved in the study cannot be manipulated
- c contextual conditions are to be covered as they are believed to be relevant to the phenomenon under study
- d the boundaries are not clear between the phenomenon and context.

To clarify, to achieve the aforementioned aim of this study, (whilst abiding by Yin’s first suggestion), we must thoroughly analyse the specifics of the case of San Vincenzo’s Pier to explore ‘how’ and ‘why’ certain collaborative governance policies and actions have been undertaken. San Vincenzo’s Pier is within the oldest part of Naples port. It presents an interesting case of collaborative governance as the governance is characterised by the overlapping jurisdictions of a multitude of different public institutions. Many participative actions have been carried out by different stakeholders to attempt to overcome the hurdles created by these overlapping areas of jurisdiction that hinder the development of the port area.

Data was collected through direct participation in the 3rd International Workshop ‘Cities from the Sea’ held in November 2016 in Naples, alongside other complementary sources such as documents, reports, and data developed by working groups and citizen associations related to San Vincenzo’s Pier. First-hand participation in the workshop allowed direct observation of the evolving relationship between disparate institutions involved. Indeed, the documents that were kindly made available by citizen associations and the research institute (IRISS-CNR) consist of reports and minutes concerning many meetings in which the key points of the collaborative process were discussed.

Additionally, information was also obtained through 126 questionnaires submitted by citizens about their views and opinions on the waterfront and San Vincenzo’s Pier as a destination.

4 The case of San Vincenzo’s Pier in Naples

The evolution of the port of Naples is fundamental to the comprehension of the historical role that San Vincenzo’s Pier has played across history.

Naples has the third highest population in Italy, and its port is among the most influential in Europe concerning the movement and transportation of containers and is also the second most important port in Italy for the transportation of passengers.

Data from the Naples’ Port Authority (today known as ‘Authority of Port System of Central Tyrrhenian Sea’) concerning passengers’ movement shows a total of 7,868,476 passengers in 2016, compared to 800,200 passengers in 2005. Despite these figures, the port of Naples has, in recent years, encountered several problems regarding its governance and management. It went into administration in 2013 (*‘commissariamento’* in Italian)¹, and a new president of the port authority has only been appointed in 2016.

San Vincenzo’s Pier was built in 1852 during the reign of Ferdinand I. The Pier, reaching a total length of 2.5 kilometres, provides beautiful panoramic views of the city from the sea.

Following the unification of Italy, the port decreased its activities in spite of several interventions toward the end of the 19th century that aimed to enlarge its commercial traffic.

The decline ended in 1932 when the architect Cesare Bazzani designed the new port in place of the ancient big pier. This was completed in 1936, and it enlarged the pier providing new infrastructures and buildings.

From the millennium onwards, the Port Authority of Naples has outlined new plans and regulations for the harbour area which were approved by the City Council of Naples in 2002 and the Superior Council of Public Works in 2004 and were subsequently improved upon in 2012. New strategic lines for the port development through the ‘Big Project Logistics and Ports’ were created in 2012 in line with an economic plan of 345 million Euros, financed by European funds ROP ERDF 2007–2013 and sponsored by many other renowned institutions (the Campania Region, the Port Authority, the Province and the City of Naples, the Chamber of Commerce, the Industrial Union, and some of the main operators in maritime sector).

The Port Regulator Plan identified the west part of San Vincenzo’s Pier as the Carmine’s Pier (the area known as the ‘old port’) and branded the east area of Carmine’s

Wharf as Levante's Pier (defined as 'working port'). The new assignment of these areas served to reinforce San Vincenzo's as a touristic area for cruises, hydrofoils, ferries, etc.

However, this plan of regulation did not come to fruition and, despite its historical, cultural, and landscape-architecture value, San Vincenzo's Pier gradually deteriorated in every sense until its eventual abandonment. A significant contributing factor was the relentless competition for control of the area by several institutions – as previously discussed, San Vincenzo's Pier is characterised by an overlapping governance that incorporates many institutions and authorities. One of these conflicts, for instance, pertained to the part of the port that was under the control of the Italian Navy which, to maintain its logistic command in Naples and for military and safety reasons, inhibited the access to the area. Another part of San Vincenzo's Pier is managed by the Port Authority and the Municipality, which elected not to collaborate in its development.

Following the pier's abandonment, several initiatives were taken by associations, universities, and citizens' laboratories raised inquiries into what could be done about the abandonment of San Vincenzo's Pier.

These actions 'opened the door' for a collaborative governance approach (which had already been instigated through the organisation of roundtables, public discussions, seminars, and other initiatives) to find solutions that could be jointly adopted by both public and private actors (Ingrams, 2016) to overcome the typical hurdles related to the failure of public policies.

The next section analyses the specific actions and initiatives that were taken in an attempt to try to redevelop San Vincenzo's Pier in Naples within the collaborative governance framework designed by Ansell and Gash (2007).

5 Findings

Close analysis of the specific actions that occurred at San Vincenzo's Pier revealed that the waterfront development of the Pier needed more links to the urban system. This was critically discussed during the 3rd International Workshop 'Cities from the Sea – Maritime identity and Urban Regeneration' held in Naples from 28th November to 3rd December 2016, organised by the National Research Council (CNR-IRISS) and the Association of Italian Urban Architects (ANIAI).

Following the model of collaborative governance developed by Ansell and Gash (2007), the following subsections discuss in more detail the collaborative process utilised at San Vincenzo's Pier.

5.1 Starting conditions

The pier's starting condition was mainly characterised by a prehistory of conflict among the involved actors as the pier was closed and subsequently abandoned first and foremost as a result of overlapping interests and contrasting jurisdictions which ultimately led to the inhibition of the area under the management of the navy. This relationship was then later plagued by a power-resource asymmetry. Constraints on participation can be partly attributed to the fact that, on the one hand, the local government of Naples has endured a long period of financial depravity and the Naples Port Authority has been gradually going

into administration while, on the other hand, the presence of a lighthouse at the end of the pier prompted the navy to demand control of it.

Indeed, in this context participation was incentivised through the imagined use of the pier, by citizens and associations, as a cultural and touristic hotspot for activities as in other port cities such as Barcelona and New York.

5.2 *The collaborative process*

The desire to recover and rejuvenate the pier led to the organisation of several roundtables throughout November 2016, wherein different institutions (the Mayor of Naples, the Navy Commander in Naples, representatives of citizen associations, and representatives of the academic world) began to contemplate the necessary actions that would need to be undertaken in order to ‘give back’ the lost pier to the city. The common willing to open the area to the citizens, reinforced by face-to-face dialogue, imprinted a good faith negotiation among all of those who participated in the roundtables. Commitment to the process was thus improved, along with:

- 1 a mutual recognition of each actor’s interdependence, as each needed the participation of the others in order to overcome obstacles related to other participants’ bureaucracy
- 2 the shared ownership of the process as all actors would have to be enthusiastic and involved as each would be charged with a responsibility within the project
- 3 the openness to exploring mutual gains: during the roundtable held in November 2016, each actor expressed open willingness to their counterparts.

In particular, the Mayor of Naples commented on “the strong bond between the people and the Armed Forces” and the “genuine integration of the citizens with the Navy” (The Mayor, 4th November 2016, during the 3rd International Workshop ‘Cities from the Sea’). The President of the Propeller Club, an association of maritime actors, also highlighted “the need to set up an effective working team, as a key to quickly give back the San Vincenzo’s Pier to the citizens” (The President of the Propeller Club, 4th November 2016). The Navy Commander also reiterated “the full availability of the Navy in the following months in allowing passage to the pier” (The Navy Commander, 4th November 2016). Again, the CNR-IRISS researcher also pointed out the reasons behind the project: “Consider the San Vincenzo’s Pier as a natural continuation of the waterfront. The ultimate goal is to create a unicum Borgo Marinaro – Castel dell’Ovo – San Vincenzo’s Pier, also thanks to the collaboration of the institutions and the private” (The CNR-IRISS researcher responsible for the project, 4th November 2016).

Although the overlapping jurisdictions of different institutions was the ultimate reason for the decline of livelihood on the pier, in acknowledging the problem, the respective institutions were able to work together and unity toward a common goal and a clear vision of the pier as a historical, cultural, and touristic destination.

Outcomes were immediately evident through the emergence of three different multidisciplinary and international working groups formed during the workshop ‘Cities from the Sea – Maritime identity and Urban Regeneration’. These groups aimed to assume a systemic approach to investigating different maritime areas in Naples (the Port, San Vincenzo’s Pier, and Saint Lucia, Bagnoli) to transmute a new model with which to develop these areas. The groups also sought to open a dialogue to ensure the sustainable

use of San Vincenzo's Pier in the long run, with the involvement of local institutions, the Navy, and the Port Authority. Projects discussed during the workshop were later collated and exhibited during the 'Dissemination and Exploitation Event' held at the Navy base on the 3rd December 2016.

In an attempt to return the pier to the citizens, the 'Friends of Molo San Vincenzo' group was created to promote a collaborative and spontaneous public/private urban transformation process. This group would seek to rehabilitate San Vincenzo's Pier's function within the port (Arcidiacono et al., 2015).

Two other groups also engaged with the initiative: a group from the National Research Council named 'Sea Town' worked on theoretical and methodological approaches on the theme of coastal urban areas; and a second group, named 'Community Psychology Lab' from University Federico II, worked to develop communities that would kick-start social urban change.

5.3 Institutional design and facilitative leadership

Ansell and Gash (2007) state that institutional design and leadership variables can either be critical contributions to or context for the collaborative process.

The institutional design is defined within the collaborative process as "participatory inclusiveness, forum exclusiveness, clear ground rules and process transparency" [Ansell and Gash, (2007), pp.549–550]. In the case of San Vincenzo's Pier, all of these guidelines are met and, particularly considering that the public institutions made themselves available to organise meetings and roundtables in anticipation for the eventual re-opening of the pier.

Here, facilitative leadership can be seen to provide the essential mediation and facilitation necessary for the collaborative process. The positive and goal-oriented behaviour adopted by all of the institutional actors during all of the organised meetings epitomised the ideal mindset that collaborative governance requires.

5.4 Initiatives to raise the interest of citizens

Excluding the collaborative processes occurring between public institutions, there have been many attempts to involve citizens and to increase their interest and investment in the redevelopment of San Vincenzo's Pier and the waterfront as a whole.

A small marathon on the pier by the Propeller Club, held on 4th December 2016, with the permission of the navy, was one of the initiatives arranged in an attempt to raise public awareness about the history of the area.

The aforementioned three groups together formed the 'Laboratory planning and collaborative design', which studied and tested a collaborative project for the regeneration of the seaside town with an interdisciplinary perspective (Arcidiacono et al., 2015).

Following on from this project, a questionnaire was distributed to gain feedback on the public perception of the redevelopment and to explore different ideas for potential uses of the area.

In total, 126 citizens participated in the questionnaire, and Table 1 shows the multiple choices selected by participants as potential uses of San Vincenzo's Pier.

Table 1 The use of San Vincenzo's Pier according to the citizens' choices

<i>Activities</i>	<i>Percentage of respondents</i>
Use of free time	69.5%
Conviviality with friends	76.8%
Activities to restore the historical identity of the pier	46.5%
Promotion of local craft activities	46.5%
Organisation of public and cultural events	85.3%

As explicitly demonstrated in Table 1, 85.3% of respondents would seek to enhance the Pier through the organisation of public and cultural events. A high percentage of people also saw the pier as a place of leisure (69.5%) or for conviviality with friends (76.8%).

Less than 50% of respondents suggested alternate uses for San Vincenzo's Pier, as 46.5% of residents opted to maintain the historical identity of the area and another 46.5% were interested in the promotion of craft activities on the pier.

5.5 Outcomes

The first step toward the full re-opening of the pier has been the provision of a new plan by the Port Authority, which has been sent to all those involved in the process. The plan predicts a full-reopening of the pier in summer 2017, with different steps during the following years for the redevelopment of the pier based on private/public partnerships.

The desired outcomes of the process were realised in the summer of 2017, in time for the full re-opening of the pier. The initiatives undertaken served to develop lasting positive relationships between the contributing actors (the Municipality, the Navy, the Port Authority, and private associations). The fact that the project was a success serves as positive reinforcement for future collaborations, building trust and, in turn, allowing those involved to move forward with a 'pre-history of cooperation'.

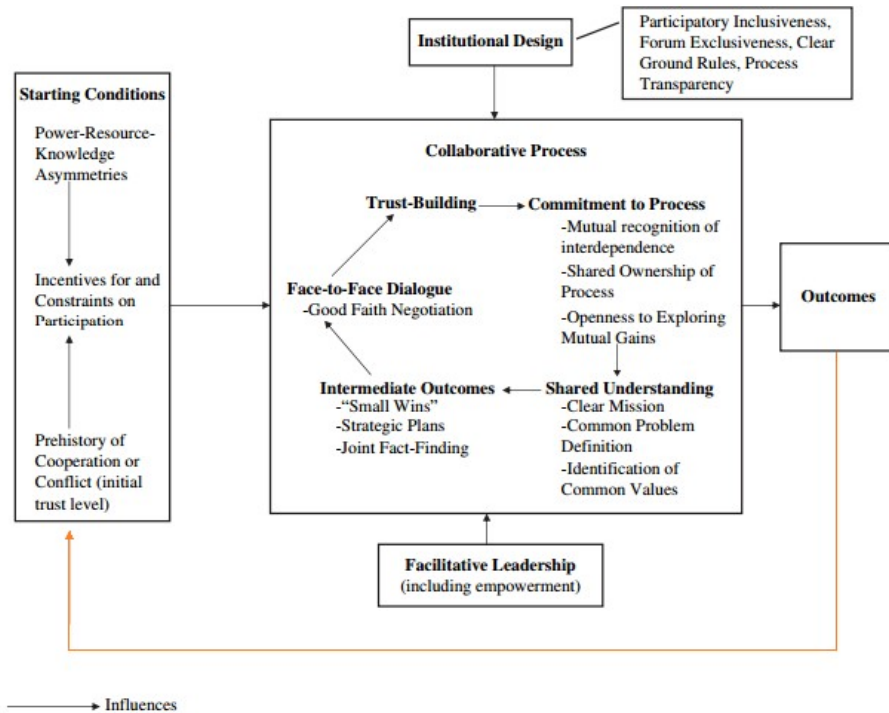
6 Providing an additional step within the model of collaborative governance

The positive outcomes of the process immediately prompted the organisation of new initiatives, events, and visits on the pier in September 2017.

Cumulative findings led to the suggestion of an additional step within the model of collaborative governance developed by Ansell and Gash (2007). Indeed, the final outcome of the process, the full re-opening of the pier realised in the summer of 2017, supported the establishment of a positive climate of collaboration between all the actors involved in the process. It is possible to assert that this positive relationship will serve to influence the 'future' prehistory of cooperation that will subsequently facilitate future initiatives and assist in developing sustainable and mutual trust.

This could be explained by expanding the existing model to incorporate the influence exerted by outcomes on the initial trust level (cooperation or conflict), as shown by the additional arrow at the bottom of Figure 2.

Figure 2 The model of collaborative governance developed with the influence of outcomes on initial trust level (see online version for colours)



This implies that positive or negative outcomes deriving from the collaborative process heighten the prehistory of cooperation and conflict, thus influencing future processes of interactions among the actors involved in specific projects and creating virtuous or negative circles depending on whether previous interactions have been characterised by positive or negative outcomes.

7 Discussions and conclusions

This study aimed to investigate how the collaborative governance approach, through the interaction of public and private actors, might overcome the typical limits related to both private and public management of public goods. This was done by relying on the model of collaborative governance developed by Ansell and Gash (2007).

The specific case of successful collaborative governance analysed was that of San Vincenzo's Pier in Naples, a historical part of the harbour that, as a result of progressive abandonment over the years, has been closed to the citizenship. The particularity of the case also stems from an overlap of jurisdiction, shared by the Municipality, the Port Authority, and the Navy (which represented one of the main causes of the pier's closing).

The initiative to reopen the pier occurred in 2016 and was led by several citizen associations working alongside the public institutions involved, thus creating the conditions necessary to start a project of collaborative governance.

This unique organisation of roundtables, meetings, and conferences under the auspices of public institutions ultimately cultivated a collaborative process in which all of the actors involved (the Municipality, the Navy, the Port Authority, and the associations) had the opportunity to confront the issues that they believed were hindering the return of the pier to the citizenship. As intermediate outcomes, the process led to the creation of new specific associations for the development of San Vincenzo's Pier and to the ideation of some initiatives that would further raise the interest of the citizenship.

The final outcome of the process, the full re-opening of the pier, was realised in the summer of 2017 and supported the establishment of a positive climate of collaboration between all the actors involved in the process. This positive relationship set the ground-work for a 'future' prehistory of cooperation that prompted the organisation of numerous initiatives and events involving the pier later in September 2017.

Findings emerging from this specific case led to the integration of an additional phase within the framework provided by Ansell and Gash (2007). The positive outcomes deriving from the success of the initiative improved working relationships between the actors, thus positively impacting their capacity to work together on future initiatives. In this regard, the theoretical framework by Ansell and Gash (2007) has been implemented by 'closing the circle' from the outcomes to the development of positive starting conditions for future projects.

The case of San Vincenzo's Pier can be considered to be a successful case of collaborative governance for two main reasons. Firstly, it demonstrates that the public and the private can find ways to collaborate if they share a common goal; secondly, it shows that collaboration between public and private actors may overcome both private and public limits related to the management of public goods, when some key points in the process are met. Furthermore, the findings support the key role of public policies as drivers in helping and enhancing firms' growth (Ratten et al., 2007). This is of particular interest especially for those countries, such as Italy, where public policies have not been found as drivers for SMEs' growth, as individuated by previous studies (Ratten et al., 2007).

The paper has manifold interesting implications for academics, as it contributes to the literature on collaborative governance in asserting that the model developed by Ansell and Gash (2007) may well explain and describe the steps of a collaborative process involving public and private actors.

The study also has key implications for public managers and policy makers, deserving a specific subsection.

7.1 Implications for public managers and policy makers

The findings of this paper show that pressures coming from stakeholders can encourage public institutions to take action and, not only collaborate, but also open discussion to other actors, such as citizens, cultural associations, and universities. Greatly encouraged by the enthusiasm and willing to cooperate by citizen associations, public institutions sought to organise a preliminary meeting that represented the first step in an agreement to develop a collaborative approach on the mission to re-open and give back San Vincenzo's Pier to the citizenship. The new plan established by the Port Authority

also includes the extraordinary maintenance of pier's internal roads, of which costs will be incurred by the authority itself.

It is worth noting that the establishment of a collaboration between public and private actors is ostensibly necessary to the development of effective public policies as the joint involvement of private associations and citizens works as a 'glue' between public policies and stakeholders' ideas on how to use and benefit from public goods.

Future research might consider potential ways to test the effects of the outcomes of the collaborative process on the development of starting conditions for future projects, to verify the effective impact (either positive or negative) on future levels of cooperation or conflict.

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Notes

- 1 When a company or institution goes into administration ('*commissariamento*') all the governing bodies are removed from their charges, generally because the company was exposed to debts. A commissioner ('*commissario*') is then appointed to re-establish the working conditions. Only when financial and economic conditions are restored can new governing bodies be appointed.