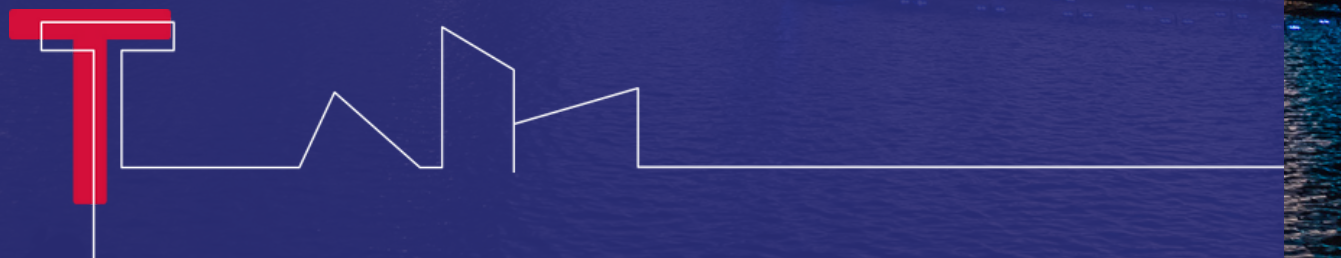


MINDmap

An ideation methodology for collaborative governance models based on the case study of Milano Innovation District





Citation: T-Factor Project (2023): MINDmap - An ideation methodology for collaborative governance models based on the case study of Milano Innovation District.

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Disclaimer: The information, documentation and figures in this report are written by the authors as beneficiaries in the T-Factor consortium under EC grant agreement n° 868887 and do not reflect the views of the European Commission. The European Commission is not liable for any use that may be made of the information contained herein.

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Dortmund, November 2023



T-FACTOR HAS RECEIVED
FUNDING UNDER
HORIZON 2020
RESEARCH & INNOVATION
PROGRAMME WITH GRANT
AGREEMENT NO. 868887

/ABOUT this DOCUMENT

The T-Factor consortium supports the emergence of temporary use initiatives happening in the ‘meanwhile’ of urban regeneration. These initiatives are key to build shared public value and create cultural capital that helps rewire the social, cultural and economic fabrics of the regeneration site.

The vision to facilitate progressive, participatory and citizen-led urban regeneration processes is realized by six pilot cities across Europe with the support of seven transformation labs: T-labs, which are framed as knowledge clusters on specific themes:

- T-Lab 1: Arts, culture and creativity
- T-Lab 2: Urban production and digitalization
- T-Lab 3: Citizen-led smartness
- T-Lab 4: Urban design for sociality and wellbeing
- T-Lab 5: Circular and collaborative economy
- T-Lab 6: Social innovation and social inclusion
- T-Lab 7: Climate change and resilience

The T-Labs support pilot activities to prototype their participatory urban futures and inform new urban regeneration models and tools to face complexity, rapid change, and emerging needs in the regeneration sites.

The following document is a product of the activities of T-Lab 6: Social Innovation and Social Inclusion, led by the partners in TU Dortmund University, Germany. It details a methodology that was developed by the lab in collaboration with the pilot’s local coalition to tackle the development of a governance model for one of their temporary use prototypes, which is has been envisioned to be applicable to contexts external to T-Factor and Milan.



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CONTEXT SUMMARY

THE GOVERNANCE PROCESS FOR SOCIAL INCLUSION IN THE MILANO INNOVATION DISTRICT



1/ CONTEXT SUMMARY

The Milano Innovation District (MIND) is attempting to activate the regeneration site in the meantime of its transformation through temporary use. One of its approaches is to turn MIND into an accessible and usable place for the community populating and surrounding the innovation district—MINDers.

MIND is tackling the challenges of this mission through the concept of the Community House, which is envisioned as a meeting point for the people of the innovation district. The Community House's purpose is to activate the site and connect it to the urban life of its surroundings and Milan as a whole, but also to act as a catalyst for collaboration among the people in the innovation district, and an incubator of community outreach and services.

Despite the commendable ambitions of the Community House, however, there is still much to determine before it can fully develop into what the Local Coalition of T-Factor and the site developer, Lendlease, hopes it can be. The challenge lies primarily in the envisioning of its governance; the model and shape it shall take, the objectives, and how to move forward to fulfill the requirements of its materialization.

The challenge of bringing the Community House towards fruition is contextualized by the nature of MIND as an innovation district and the work that T-Factor has done previously on the matter of governance, as well as the implementation of temporary activities. During a site visit in June 2023, the Social Innovation T-Lab was able to have a conversation with several stakeholders in MIND, including companies, non-profit organizations, and land developers, to discuss some of the activities that have been done so far toward the objective of the Community House, as well as its envisioning.

In terms of activities, the local coalition, in partnership with two other T-Labs, has developed a curricula of training activities, respective to each lab's thematic: Futurabili (T-Lab 2), and Biodiversity for Schools and



Corporate Biodiversity Strategy (T-Lab 4). The first initiative tackles continuous education for students and youth entering the labor force with a program that introduced participants to skills and theory employed in some of the companies in MIND. The second is also along the lines of continuous education. This program was aimed at grade school pupils tackling biodiversity through environmental education techniques. The third, and most recent initiative, is one that aims to involve the workers of MIND in the monitoring of gardens and green areas in the MIND pilot.

The conversations during the site visit included the stakeholders of all three of these activities and their conclusions served as the guiding line for the intervention proposed by T-Lab 6 later on. In summary, when talking about activities like Futurabili, which involved companies, non-profit organizations, and partners of the local coalition, the impressions are generally positive in regards to the collaboration between stakeholders and there is interest in a re-iteration of activity but a lack of direction, particularly for the governance and financing of the activity. Regarding the activities deployed by T-Lab 4, the impression is also that there is a need for the development of a strategy of governance that will ensure the continuation of these activities. Finally, when listening to Lendlease—the site developer, the general impression is that they would wish for activities like those deployed by the local coalition to be part of the Community House’s portfolio in the future, but that the activities branch out toward other rubrics like community outreach and engagement with the city.

The collaboration between T-Lab 6 and Milan’s pilot is meant to address this challenge through the development of a methodology to help the local coalition take the first steps toward the design of a governance model for the Community House. **The methodology is meant to be replicable and re-iterative, not just within the pilot, but across T-Factor partners and beyond, with practitioners and interested parties that deal with similar challenges in their urban regeneration processes and temporary use implementation.** This booklet which details the workshop process and the reasoning behind it, while introducing practical definitions and concepts for its implementation.





2/ CONCEPTS FOR COLLABORATIVE GOVERNANCE

IN THIS SECTION:

COLLABORATIVE GOVERNANCE

MODELS FOR GOVERNANCE

BUILDING BLOCKS OF COLLABORATIVE GOVERNANCE

Before delving into the workshop process, this section presents a brief summary of the theory upon which the workshop methodology is based. It also defines the terminology used throughout the booklet and the workshop, touching upon questions such as, 'what do we mean by governance?' It introduces governance models and most importantly, it also presents case examples of some of these models.



/ COLLABORATIVE GOVERNANCE

What is governance and why is it important? When we talk about change we are necessarily talking about governance. Change of any sort, in any area of society, requires decision-making, leadership, ownership, and accountability. Governance is the practice of putting together these elements. It is the structuring, leading, and maintaining an organization¹. Though an obvious example of it can be found in governmental organizations it also takes other shapes. It is found in the running of companies, non-profits, small organizations such as citizen collectives, and more. Wherever decisions must be taken, there is governance.

There are many types of governance, and depending the sector of society where it is contextualized, it can mean slightly different things and represented in different ways. For the sake of clarity, when talking about governance, this booklet refers to **collaborative governance**, which is a strategy pertaining to city district and quarter management that started burgeoning in the late 20th century². Collaborative governance is a practice where decision-making shifts towards a decentralized, and like the name suggests, collaborative enterprise³. The substance of collaborative governance lies in the expansion of the actor network that makes decisions. It includes stakeholders beyond the public and private sector. In collaborative governance, there is not only the municipality but also companies, start-ups, publicly owned companies, research institutes, universities, non-profit organizations, neighbor associations, artist associations and more⁴. These new actors take on roles as project managers, evaluators, funding entities, executives, and overall owners of an organization, configuring themselves in different governance models chiefly categorized under three broad umbrella models: private, public, or public-private. In the context of the city-making sector, it is more common to find cases of private and public-private partnerships, given the purpose of collaborative governance is to harness action that has been decentralized from large bodies of government toward a common goal¹.



/ GOVERNANCE MODELS

PUBLIC

Public governance models are those where public institutions collaborate among each other and with bodies of organized civil society like non-profit organizations, civil associations, et cetera. This collaboration includes bodies of government at all levels as well as public companies and academic institutions. Despite them being public, this does not mean that public governance models are necessarily always led by a government body, they can be led by government-adjacent organizations such as public companies or universities.

PRIVATE

In private governance models, all activities are funded by private capital and take legal forms of trusts, funds, foundations, cooperatives, to name a few. Despite originating in the private sector, governance models are not always geared towards profit despite being founded by profit-oriented bodies. Private governance models for city management can take on the form of associations, networks, or clubs. They often share similar goals as its public and public-private counterparts, but the main difference stems from their funding and that their affect is located within the private sector.

PUBLIC-PRIVATE

Public-private models are those where the public and private sector come together, as the name suggests. Examples of such models in the context of urban development are public-private partnerships (PPPs), business improvement districts (BID), or innovation districts. In the context of urban development, the goal of public-private governance models is often the management of districts, targeting specific needs or goals for their development.



/ BUILDING BLOCKS OF COLLABORATIVE GOVERNANCE

Collaborative governance in district management is a relatively new practice, often employed in urban regeneration processes whose strategy entails the activation of the regeneration site through culture, creativity, innovation, and technology⁵. This activation involves the inclusion of not only the city administration or land developer leading these transformations, but also the neighbors and any organization involved in the area. This is the reason why such processes lend themselves so well to this concept. Activating derelict sites is an arduous, often risky process that requires the intervention of a complex network of actors to maintain transparency, inclusion, and overall ensure better chances of a successful regeneration⁶.

Establishing a governance model is a complex participatory process. It requires a clear vision and objectives for it to succeed, but often in regeneration processes, this is a clarity that cannot be achieved no matter the level of participation as regeneration processes are often uncertain on more than one plain. There is always the matter of funding and economic sustainability, but beyond the obvious challenges, one must also ponder on the practicalities of activities, who might be involved deploying them, who might be the target audience. The number of things one must consider to establish a governance model for something that exists in the future can be overwhelming, so it is no surprise that governance is often a difficult topic to start a conversation with.

The facilitation of a governance model starts by breaking down its complexity and exploring its patterns and connections succinctly. **This booklet organizes governance around four basic elements, which are based on the report “Governance Models for Cultural Districts” by The Global Cultural Districts Network.** These elements constitute the backbone of collaborative governance models: leadership, strategy, operations, and roles⁷.





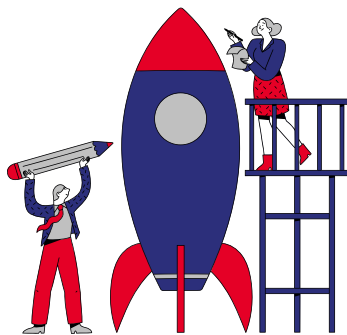
LEADERSHIP

It is reflected in organizational structures and roles within the organization. Here is where financing and funding for the organization are established.



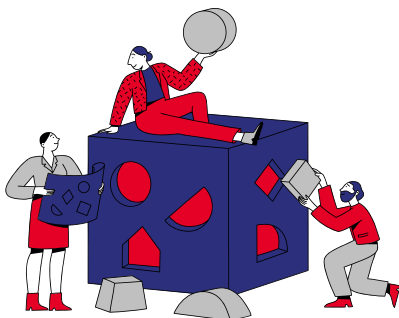
STRATEGY

It marks the direction, vision and objectives to be achieved. It establishes what the organization wants to achieve with its creation.



OPERATIONS

An expression of strategy. They materialize the objectives into tasks related to management and funding, but also concrete activities on-site. When starting from scratch, this is a good place to start. Operations point at needs, resources, and challenges.



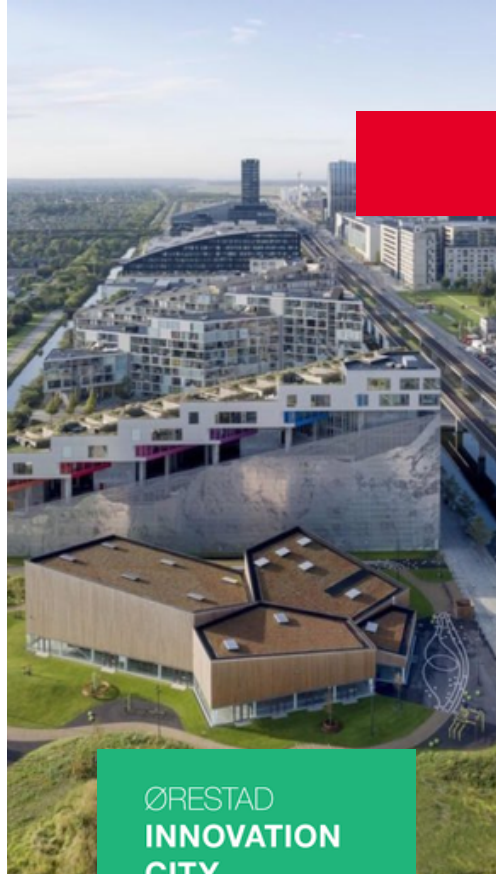
ROLES

The roles and partnerships of a governance model give a name and face to the structure. They are the people on the ground who bring the governance model from an abstract idea into practice.



**22@ NETWORK
BARCELONA**

22@ is Barcelona's Innovation District, located in the neighborhood of Poblenou. During the last 20 years, it has introduced innovative urban practices that integrate education, art, technology, and entrepreneurship into the development and management of Barcelona. 22@ Network Barcelona is an entrepreneurial association made by private sector stakeholders located in the 22@ district. Its goal is to gather the main actors to integrate them into the dynamics and strategies of the innovation district.



**ØRESTAD
INNOVATION
CITY
COPENHAGEN**

Ørestad Innovation City (OICC) is the entity that promotes the green innovation district of Ørestad in Copenhagen, Denmark. Founded in 2017, it was originally put together as an association by the organization By & Havn, which is in charge of the development of Ørestad and other districts in Copenhagen. The innovation district's main purpose is to maintain its status as an attractive neighborhood to invest in throughout its regeneration process by promoting innovation in the area of sustainability.



Kendall Square is an innovation district in Massachusetts, USA started in 2010. It is managed by the Kendall Square Association (KSA) on a membership basis, which houses more than 150 organizations and large-scale companies. The goal of KSA is to create networking platforms and provide a portfolio of corporate social responsibility programs aimed to engage members between each other and with the surrounding community on topics like climate change, transportation, and the future of work.





22@Network (2023)



InHabitat (2018)



BPX (2023)

/EXAMPLES

PRIVATE AND PUBLIC-PRIVATE GOVERNANCE FOR DISTRICT MANAGEMENT

The cases of 22@Network, OICC, and Kendall Square are good examples of governance models taking shape to steer innovation districts. **They are applicable to inform the goals MIND wants to achieve in the long term with its governance model** and showcase good practices of activities, financing models, and strategies. However, **outside of MIND’s context, they are references of good practice all around.**

For instance, one of the main questions in MIND’s design process of their governance model is **how to make the model economically sustainable**. All three cases have a membership-based financing model, although 22@Network and Kendall Square have explicit examples of how they breakdown their membership tiers to attract different kinds of members^{8 9}. There is also the question of **whether the model should be private or public-private**. Although all three cases are membership-based, only 22@Network is a fully private association. OICC and Kendall Square are examples of public-private governance models because their respective municipalities have more predominant roles in their activities and leadership. Another interrogation in MIND’s context is **what kinds of strategies they should adopt to pursue inclusion and engagement of their actors, and what activities go well with said strategies**. All three cases display robust examples of thematic directives and working groups, of platforms for internal and external collaboration, as well as a diverse portfolio of outreach activities with different sectors of society^{9 10 11}. These take shape in the form of networking events, collaboration programs for education and academia, environment-related working tables, just to cite a few examples.

The stories of these three innovation districts give an undeniable portrayal of the elements that enable collaborative governance. They show how they can be configured in terms of leadership and structure, how different executive and operational roles enact the goals of that leadership in strategy and financial sustainability, and ultimately, how the on-site activities push forward the innovation district’s thematic goals. In the next section, we explore how these (and other) examples inform the workshop to help participants ideate possible governance models for their initiatives.



/3 WORKSHOP GUIDE

TO OVERCOME THE BLOCK OF STARTING FROM SCRATCH, WE MUST REDUCE THE COMPLEXITIES OF GOVERNANCE TO THEIR BASICS.

This section delves into how the concepts that were introduced are used in the workshop methodology to translate the complexity of the process into a conversation, using the concept of the building blocks.

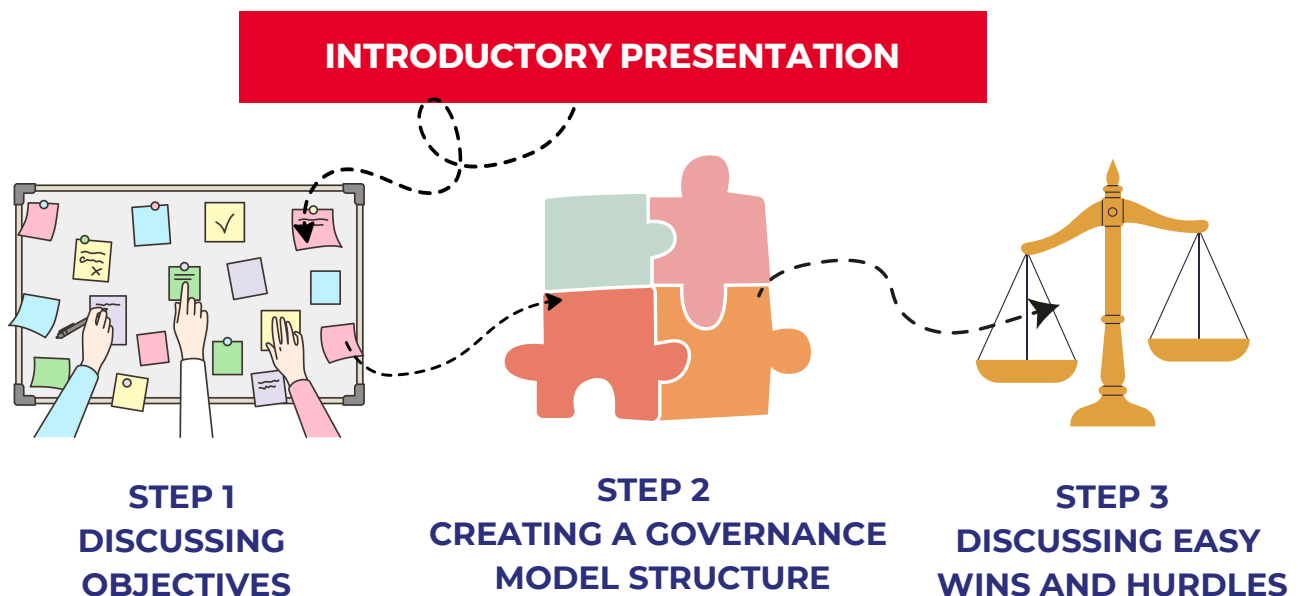


/THE PROCESS

The workshop is directed at those stakeholders who are interested in partaking in the formation of a governance model. The process is divided into preparative work which involves desk research, interviews, and internal ideation, and the application of the workshop itself.

The workshop is divided into a presentation and three steps that are meant to approach the four basic elements of governance in a manner that participants can identify themselves in the process of building the governance model, as opposed to simply analyzing it from the outside. The purpose, beyond surveying the participants' opinions is to help them to arrive to actionable compromises towards the creation of the governance model. These are not large-scale or long-term compromises. Rather, they are immediate actions rooted in what is near and practical to them, The method is meant to stimulate the participants toward action as fast as possible. **It is meant as the first step toward the creation of the governance model in a context where interest is present but the way to channel it is not yet clear.**

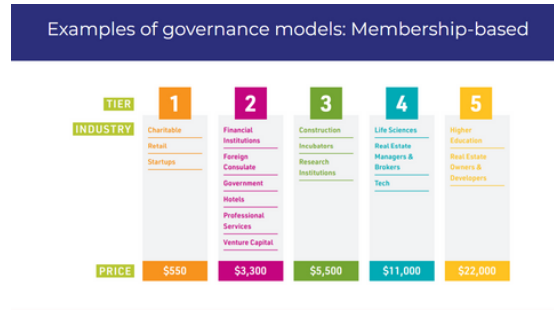
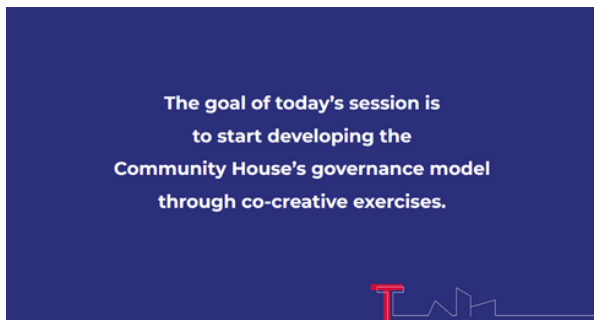
The four steps of the workshop cover the discussion of identifying objectives, how those objectives translate to activities, the roles these activities produce and who might be able to fill them, and the best way to fulfill the needs to achieve the purpose of the governance model.



/ SETTING THE SCENE: PREPARATIVE WORK AND INTRODUCTORY PRESENTATION

The preparative work that facilitators must procure before the workshop has the objective of contextualizing the concepts presented in this booklet by providing examples that the participants can rely on for inspiration before they jump into the activities. The preparatory work includes a diagnosis of the context via interviews and the identification of the working examples such as the ones presented earlier in this booklet (22@Network, OICC, Kendall Square). The preparatory work also serves the facilitator to gain a clear understanding of where and how to steer the workshop activities.

The contents generated during the preparative phase have to be compiled into the introductory presentation for the workshop. The objective of this presentation is to provide practical definitions for governance concepts, the introduction of the methodology, provision of working examples fit to the participants' context, and finally, the articulation of the workshops' objective for that particular set of participants. As an example, in MIND's case, the objective of the workshop was to start developing a model for the Community House. But each case is different and it is part of the facilitator's role to understand that broad objective prior to the workshop.



[Link to full material: Introductory presentation to MIND's workshop](#)



1. DISCUSSING OBJECTIVES

The first step in the workshop methodology is meant as a dynamic ice-breaker where the objective is for the participants to identify themes for their governance model (the general topics it will address), the goals within these themes, and the objectives within the goals. This is done by letting the participants fill out a canvas with pre-filled post-its and sort them into the category they believe is correct, **and letting them add their own**. The prefilled post-its contain the themes, goals, and objectives that must be identified by the facilitating team prior to the workshop, during the preparative work. **The reasoning behind giving the participants prefilled answers is not to bias their conversation, but to help them start it, based on perceptions captured during the preparative phase.**

| ICEBREAKER

T-Factor Milan Roadshow

WHAT DO WE WANT TO ACHIEVE?

Use the post its and place them in the category you think is most appropriate. You can also add new themes, objectives or activities with the blanks.



Themes/ Strategic goal

What is it about?

Event and
community
management

Environmental
Education

Arts, culture,
and
creative
industries

Continuous
education
in STEM

Community
outreach

Objectives

What do we want to
achieve with it?

Create
grassroot-
company-user
collaborations

Attract people
from
in and outside

Activate &
engage
MINDers

Develop
governance for
successful
activity iterations

Activities

What do we do there?

Education
programs

Collaboration
frameworks

Hackathon

Festival




2. CREATING A STRUCTURE FOR GOVERNANCE MODELS

During this second step, the participants complete three tasks leading them to explore the vision they have for their governance model under the idea of the four building blocks of governance.


TASK 1. WHAT NEEDS TO BE DONE

The objective of this task is for participants to identify ways to achieve the objectives they have identified in the first step. Participants are tasked on voting to select the most important 1 to 2 objectives from Step 1 to discuss. **This task looks at answering the question of what needs to be done within the governance structure in a general sense** It is important that the participants do not feel as though they need to provide with specific input just yet, rather it is a broad beginning of the conversation.

TASK 1. WHAT NEEDS TO BE DONE



OBJECTIVE: CONNECT ACTORS AND FOSTER CHANNELS OF COLLABORATION



What needs to be done?

*DISCUSS FORMATS:
EVENTS? MAILING LISTS? AN APP?*

FIND A SPACE AND TIME

INVITING PEOPLE


HOSTING EVENTS/ LEADING ACTIVITIES



TASK 2. ROLE BRAINSTORMING

The objective of this task is to speed-run through a brainstorming session where participants will identify possible roles for a hypothetical governance model based on the objectives and need-to-dos they worked with in task 1. The objective of this task is for participants to **identify who they think could fulfill some of these activities among people in their table or the people they represent.**

TASK 2. ROLE BRAINSTORMING



OBJECTIVE: CONNECT ACTORS AND FOSTER CHANNELS OF COLLABORATION

What needs to be done

*DISCUSS FORMATS:
EVENTS? MAILING LISTS? AN APP?*

FIND A SPACE AND TIME

INVITING PEOPLE

HOSTING EVENTS/ LEADING ACTIVITIES

Who can do it?

*NGO X HAS A FREE ROOM
THURSDAYS FROM 16 TO 17*

*COMPANY Y'S ASSISTANT
CAN HANDLE THE MAILING
LISTS FOR INVITATION*

*COMPANY Z HAS EXPERIENCE WITH
NETWORKING BRUNCHES*

TASK 3. LEADERSHIP STRUCTURE

After getting a clearer picture of how the themes, goals, and activities relate to the necessary tasks and roles to achieve them, the participants finalize Step 2 by discussing leadership structures. Here, the objective is two-fold: **To identify formats that play to their strengths in terms of financing, considering what they learned in the first two tasks and to identify how they might organize the roles and responsibilities they identified in the first task.**



TASK 3. LEADERSHIP STRUCTURES

What kind of governance model is best for the things we want to achieve?

PUBLIC

Government-led

- City
- Other public institutions
 - HEI

PUBLIC-PRIVATE

Anchored

- Innovation District
- Distributed
- Ad-hoc ✓

PRIVATE

Membership-based ✓

- Real Estate Owners
- Business Improvement District
- Trust/Foundation

MEMBER-BASED ASSOCIATION

ONLY MEMBER-BASED?

ARE WE A MAJORITY OF PRIVATE OR PUBLIC ACTORS?

FINANCING THROUGH GRANTS?

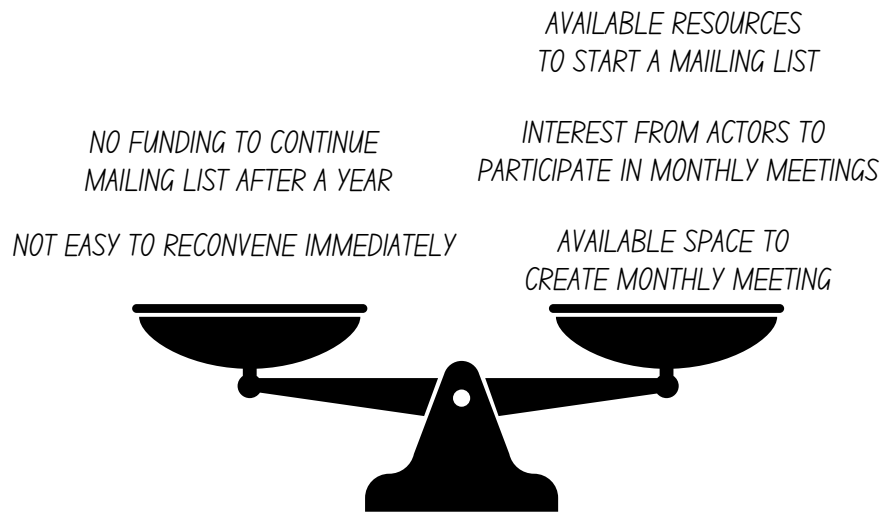
3. DISCUSSING EASY WINS AND HURDLES

TASK 4. EASY WINS VS. HURDLES

The objective of the third step is to identify the means to fulfil tangible short-term needs as well as any hurdles and risks participants detected. Participants discuss what they have identified as things that are relatively easy to achieve in the short term versus those that are not. They are also encouraged to discuss those objectives more difficult to achieve in terms of what are needs to overcome these hurdles. However, it is important to keep in mind that each need they identify must be met with a tangible mean to fulfill it. Hence, the facilitator should try their best to encourage simple, concrete needs.



TASK 4. EASY WINS VS. HURDLES



THE METHOD IN PRACTICE

MILAN'S EXAMPLE

The objective of designing this workshop method was to help the Milano Innovation District steer their conversation towards more concrete dialogues in the establishment of a governance model for the Community House, which is envisioned as a touchpoint for the different actors in the innovation district.

Prior to this workshop, Milan had already amassed experience in models of collaboration with some of the companies and organizations to test how a possible governance model for the Community House could look like in the future. The workshop method explained in this document was then adapted to account for the experience some of these participants already had, while also trying to concretize the next steps.

The workshop at Milan adapted the concepts of this method and synthesized them to create three canvas that summarized the process. The first canvas was preserved as the icebreaker presented in the methodology, while the four tasks were compiled in two large canvas. However, the process is the same as the one presented in the previous chapter: The conversation starts from encouraging the participants to identify strategic goals to then translate them into objectives, activities and possible partners to fulfill them.

STEP 1: Defining the governance model

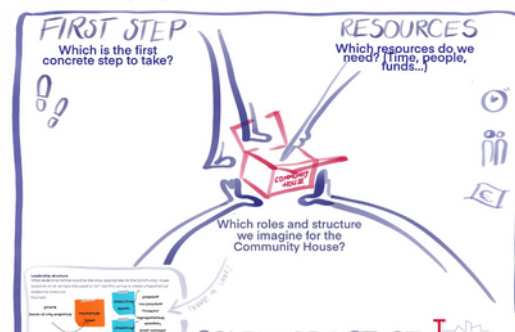
choose one strategic goal from the icebreaker and try to find objectives, activities and partners

template proposal to be printed in A1



STEP 2: Creating a structure of the governance model

2nd round of discussion in groups - template proposal to be printed in A1

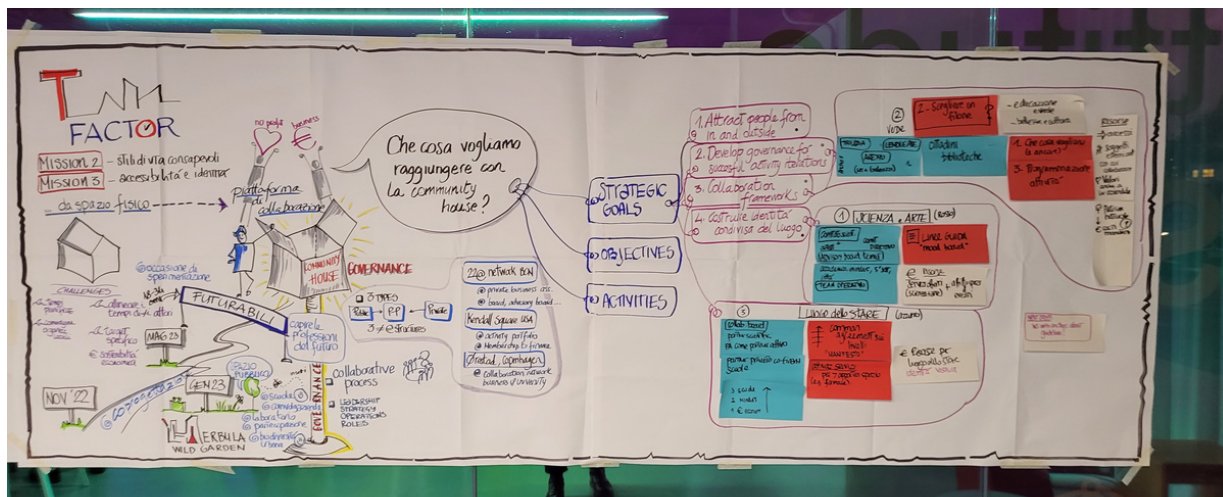


The example of Milan is to illustrate that the process of navigating the elements of governance as explained in this booklet is not formulaic and should always be adapted by means of contextualization. Meaning, it is imperative for this method to yield constructive results that facilitators must have a clear understanding of the dynamics at hand. The results of the workshop in Milan culminated in three highlights:

1) The Community House has big potential to be an organization geared toward activities that promote science and art. The companies that inhabit it primarily serve the life and computer sciences, and there is already precedent of successful collaborations where science and education are at the core; the Futurabili pilot (continuous education for youths in the technologies found at MIND) was a success that could be reiterated with relative ease.

2) The next concrete step is for the interested parties to work toward the emission of a document or manifesto within MIND that summarizes the goals of the governance model and invite more actors to join. This requires the organization of meetings with those involved in the workshop, but also with representatives of the larger companies in MIND.

3) The design of the governance model should begin to include the participation of the municipality, as it currently has only been led by actors within MIND, which are only private companies and non-profit organizations.



/CLOSING NOTES

Collaborative governance is a novel approach to city and district management. It is the practice of sharing the decision-making process and ownership between stakeholders across all sectors of society, widening and democratizing the management of city districts. This approach is becoming a mainstream practice in urban regeneration because it is able to address the multiple layers of complexity embedded in the participatory processes that are key to a successful regeneration.

In the Milano Innovation District, the objective of looking at the regeneration site from a collaborative governance perspective was to capture the legacy of the activities it has developed so far in the framework of the T-Factor project. These activities are temporary uses, which like the name suggests, are privy to a set time. Developing the concept of the Community House is the attempt to perpetuate the collaboration sparked by the temporary use prototypes, but also scaling and expanding this collaboration towards the future of the regeneration site. The establishment of an organization that seeks this sort of activation is best attended by a collaborative governance. However, as shown, this is a complex and iterative process. The development of the MINDmap workshop methodology is an attempt at addressing the main hurdles of that complexity and reach substantial conversations.

Creating a governance model is not a linear process and it is often riddled with uncertainties and dynamics that must be addressed in order to reach commitments and establish action plans. It is a context-specific process. The objective of the MINDmap methodology was to lay basic concepts and examples, boiled down to practical and succinct definitions with which participants of diverse backgrounds can engage. The ability to not only communicate governance concepts, but to establish a clear starting line for all possible actors, from all possible backgrounds was one of the chief priorities in the development of this workshop methodology.

The enterprise of developing collaborative governance structures is an exercise that does not go unrewarded. It is the means to capturing legacy and scaling social innovation from the ground up. In the context of temporary use as a novel form of urban experimentation and placemaking, as well as urban regeneration, it is an exercise that strives to preserve the momentum sparked in the meantime.





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T-FACTOR HAS RECEIVED FUNDING UNDER HORIZON 2020 RESEARCH & INNOVATION PROGRAMME WITH GRANT AGREEMENT NO. 868887