

# **Solving complex problems together - Activism as challenge and opportunity for collaborative governance**

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**Finnish Environment Institute SYKE**

**Science and Activism, Joensuu 20 January 2019**



# Activism for influencing policy on unemployment



# Activism for tackling social problems

 Apua ja iloa vähävaraisille lapsiperheille (KOKO SUOMI) 

 Maija Etusivu Luo    

Apua ja iloa vähävaraisille lapsiperheille (KOKO SUOMI)

 Suljettu ryhmä



[+ Liity ryhmään](#) [... Lisää](#) Liity ryhmään, jotta voit nähdä keskustelun, julkaista ja kommentoida.

### Tietoja ryhmästä

#### Kuvaus

Ryhmä haluaa auttaa Suomessa asuvia vähävaraisia lapsiperheitä mahdollistamalla heille lahjoitusvaroin perheen yksilöllisiin tarpeisiin kohdennettua apua. Tällä mahdollistetaan perheen yksilöllisen avuntarpeen huomiointi ja n... [Katso lisää](#)

#### Ryhmän tyyppi

Tuki

### HISTORIA

 Ryhmä luotiin 14. joulukuuta 2017

 Nimi muutettu viimeksi 8. huhtikuuta 2018

[Näytä lisää](#)

### LUO UUSIA RYHMIÄ

Ryhmiä ansiosta jakaminen kavereille, perheenjäsenille ja tiimin jäsenille on helpompaa

[Luo ryhmä](#)

# Activism for tackling biodiversity loss



**Villi vyöhyke**  **Wild Zone**

TOIMINTA YHDISTYS BLOGI 

GUERRILLA NATURE – SISSINIITYT

## Kaupunkisissit ja omatoiminen luonnonhoito

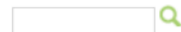
Suomen nykyisten kaupunkien ympäristö ei ylläpidä luonnon monimuotoisuutta kaikkien mahdollisuuksiensa mukaan. Rakennettujen alueiden lomaan jää vyöhykkeitä, joiden ympäristöä voisi kehittää monimuotoisemmaksi. Myös rakennettujen viheralueiden kuten puistojen luonto voisi olla nykyistä monipuolisempaa.



# Activism for tackling climate change



CLIMATE ACTION NETWORK International



About CAN

Policy

Campaigns

Media

CAN in Action

ECO

Members' Center

## Implementing Low Carbon Development

### Implementing Low Carbon Development

Providing sustainable development for all and fighting climate change – these are two major challenges the world faces today.



National action on climate change and the international negotiations are interlinked and mutually reinforcing. The international negotiations in the past five years have stimulated national action especially on 'Low Carbon Development' meaning development with minimal output of greenhouse gas emissions.

If the full social costs and benefits are taken into account, in most cases low carbon development trumps carbon-

### Happening now

**PRESS RELEASE:** Message from the Board of Directors of Climate Action Network International >

**PRESS RELEASE:** COP24: Countries struggle to muster political will to tackle climate crisis >

**PRESS RELEASE:** Draft Text still a mixed bag in final critical hours of negotiations >

### Events

Bonn intersessional SB50 June 2019

Jun 17, 2019 to Jun 28, 2019

COP 24 Katowice 2 December to 14 December

Dec 2, 2018 to Dec 14, 2018

Climate Vulnerable Forum Virtual Summit

# Informal activism

Peer support groups for people with difficult life situations



Informal short-term protest

Influencing through political opinion forming and decision-making

Established NGO network aiming to influence international negotiations

Making change by concrete DIY action



Guerrilla meadows by a dedicated NGO



# Institutionalised civic action

# Activism

- Self-organised action driven by willingness to make the common living environment, services, community or society better, or protect them from harmful change
- Voluntary or funded action, for the common good, not for profit

# Continuum of activism



Driving – Contributing – Supporting – Not active – Disliking – Contributing – Driving  
to counteraction to counteraction

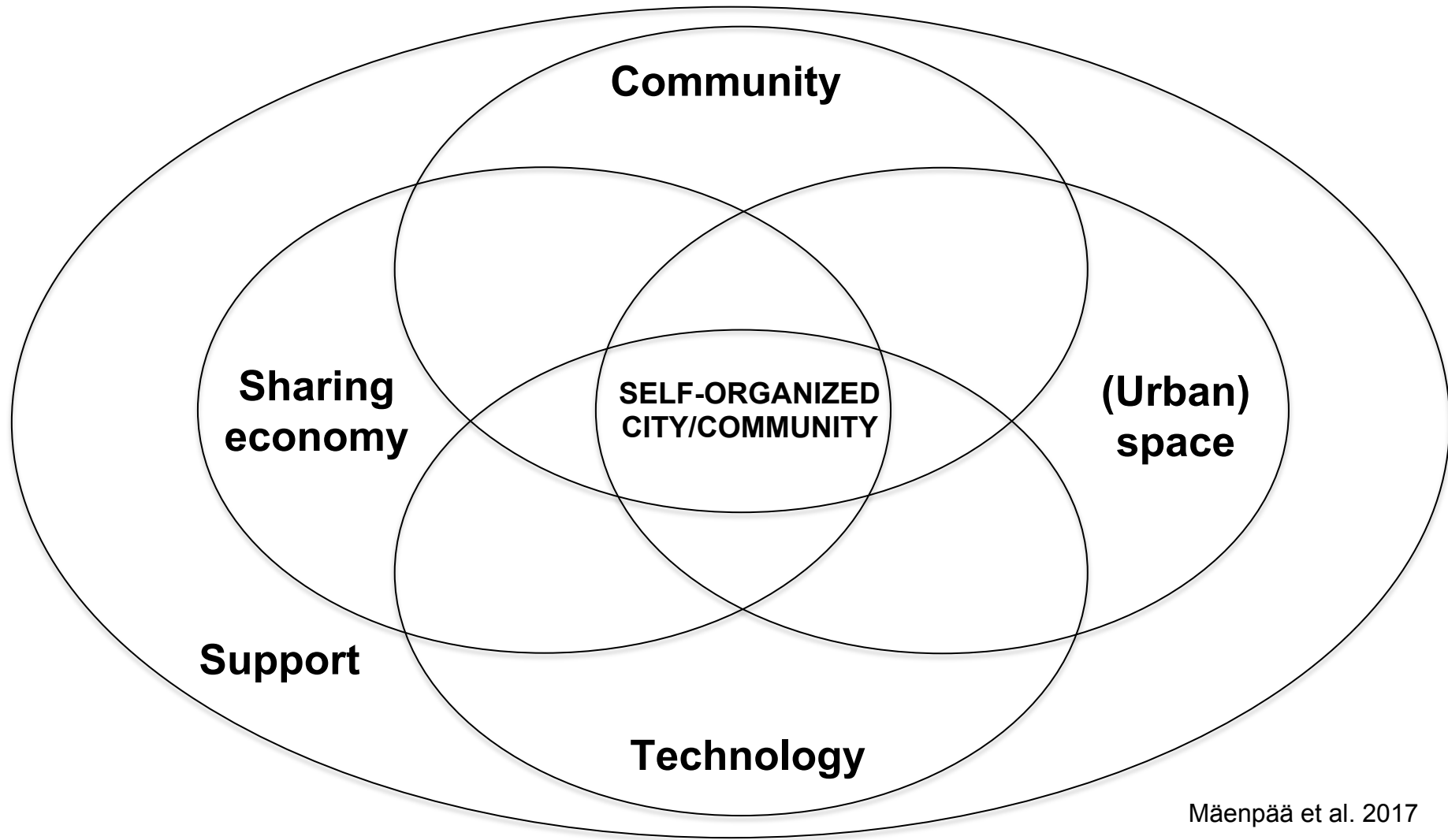
[www.flaticon.com/packs/humans-2](http://www.flaticon.com/packs/humans-2)

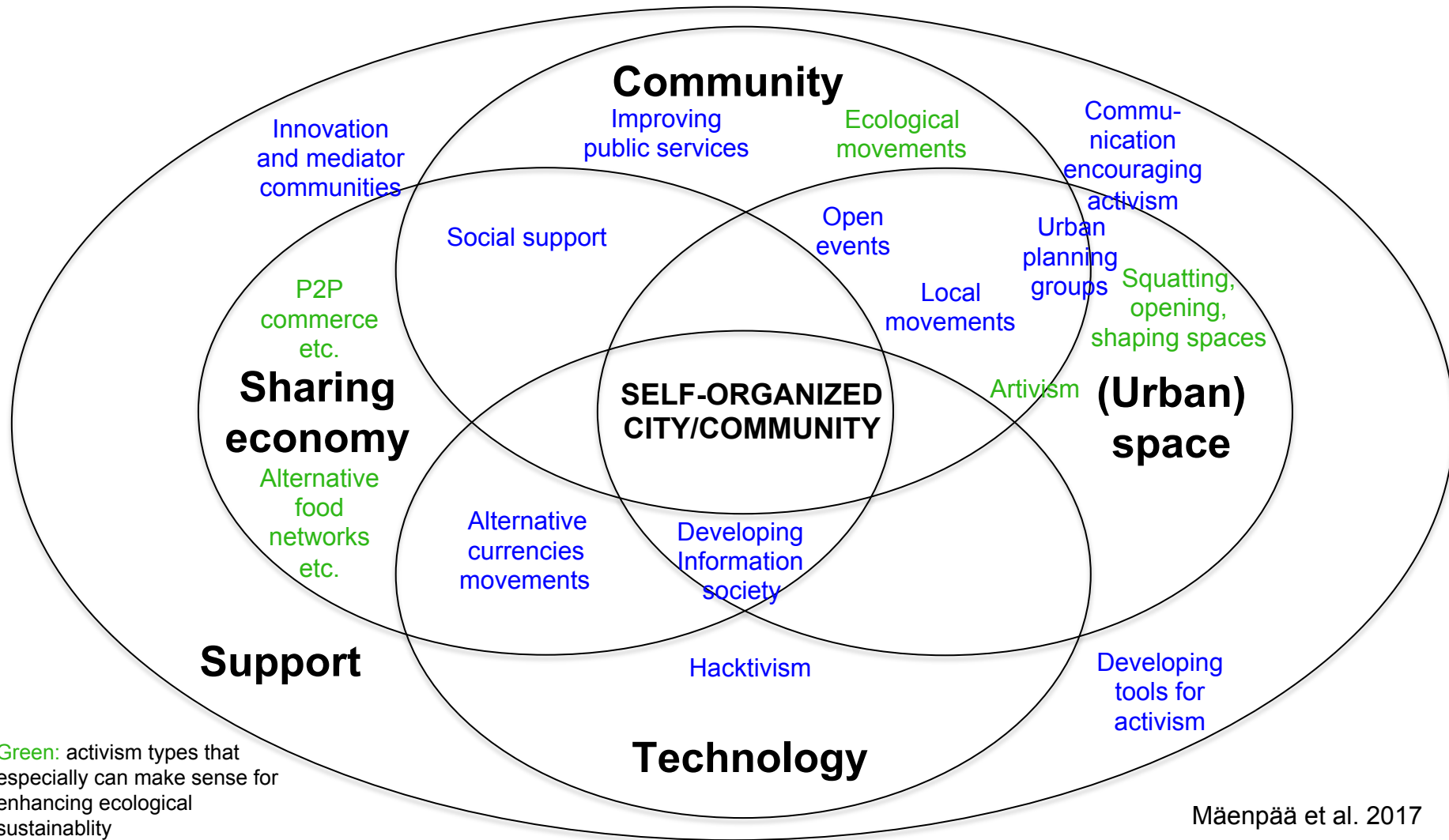
Diversity of terms: some regard themselves as activists, others rather as change makers, developers...



# The civil society has changed

- Digitalization has brought people multiple opportunities to start developing their societies directly by themselves  
Internet + social media → actor networks
- Collaborative consumption, sharing
- Disappointment with traditional channels for influencing





## Fourth sector on the rise

- NGOs (the third sector) still important, but nowadays much of all civic action organized in other ways
- Fourth sector:
  - non-NGO-based civic actors
  - networks of which such actors form a considerable part
  - type of action that can be adopted also on other sectors: action based on internet, openness of knowledge, co-creation, network governance

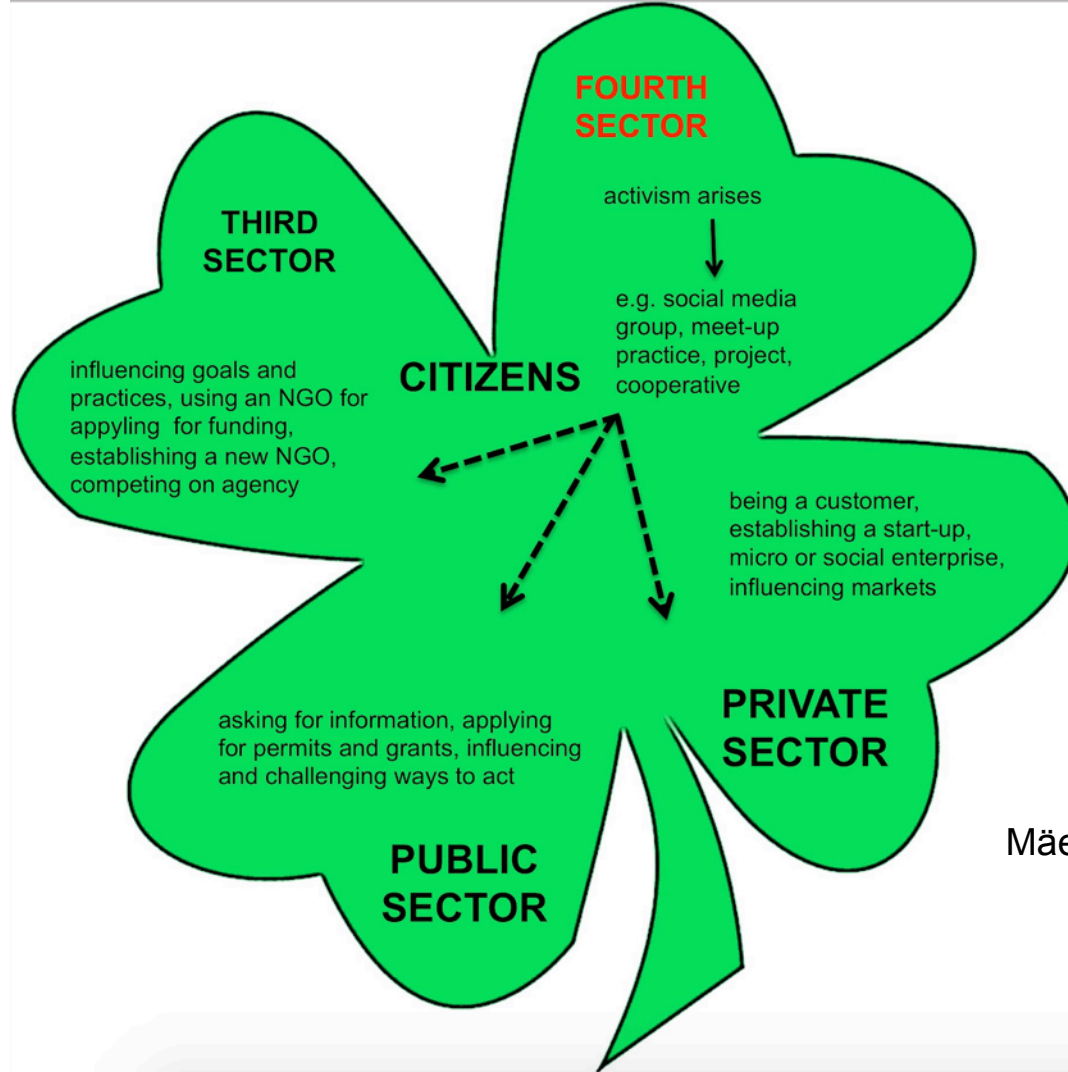
Mäenpää & Faehnle, forthcoming



## Fourth sector civic activism

- Self-organized, proactive and constructive **co-action**, typically outside of formal NGOs
- Primarily **DIY-action** instead of orienting towards decision making system or political engagement
  - 'Let's just do it!' attitude (Pulkkinen 2014)
- Based on networking in social media and **internet** solutions

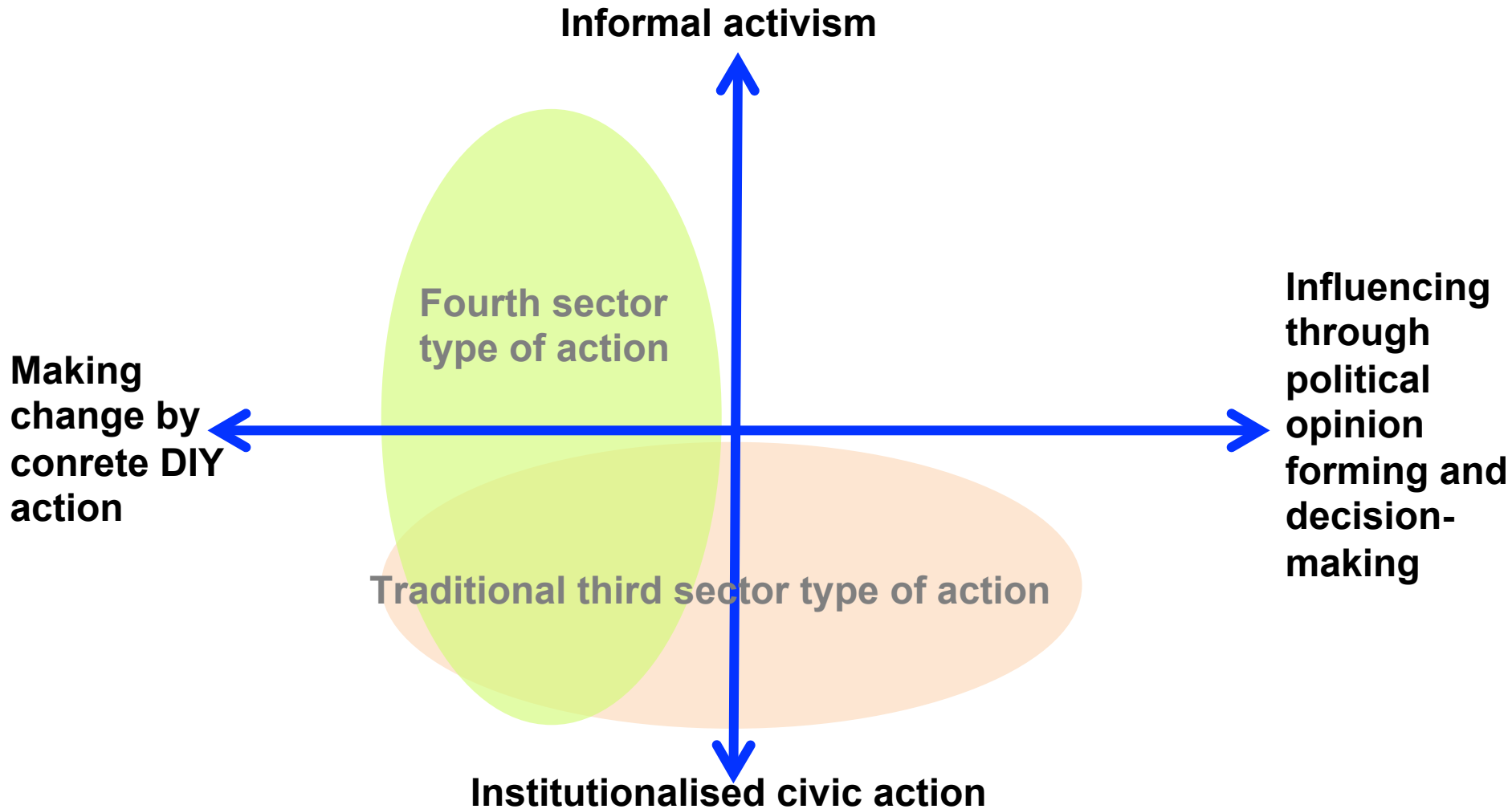
Mäenpää & Faehnle, forthcoming  
Mäenpää & Faehnle 2017



Mäenpää & Faehnle 2017

# Concepts used in discussing civic action outside of traditional organisations

peer to peer networks, pop up action, self-organisation, DIY action, commons based peer-production, social innovation, grassroots action, urban movements, community action, social entrepreneurship, sharing economy, collaborative economy, maker movement, place-making, tactical urbanism, do-democracy, prosumerism, impact movement





# Types of civic action - characteristics

Fourth sector type of action	Traditional NGO action
Organisation: for example a social media group only	Organisation: NGO
Social media essential	Social media as extra
Influencing: hacker attitude	Influencing through official planning and decision-making
Events, action, DIY	Meetings, statements
Sense of community	Power to influence
Networking, enterprises etc.	Partnership with municipality
Openness, sharing	Representativeness
Visibility	Continuity
Momentariness	Controlled development
Avoiding hierarchies	Hierarchy
Drive to act, creation of new	Doing because that's what's done in the past
Proactivity, YIMBY	Also counter-action, NIMBY

To contribute effectively to resolution of complex societal problems, public governments need a repertory of approaches to problem solving. **Competence and capacities to collaborate** are crucial – as is the ability choose an approach that is appropriate in the particular situation.

# The necessity of collaboration

Complex societal problems can only be solved by collaboration of diverse actors because the actors are interdependent

- Nobody has all the necessary knowledge
- Nobody can make the change alone

In true collaboration, the parties acknowledge that the solution can only be created together

Turner & Odell, Collaborative Public Manager Training 2018-2019

# Collaboration

- Two or more entities **working together for mutual benefit**
- Two types of collaboration
  - Agreement seeking /decision-making (aligning interests)
  - Collective action (aligning actions and resources)
- Collaboration involves exchange among the parties
  - Exchange of data, information, coordinated actions and timing, commitments to take a specific action or not, resources, political support

Turner & Odell, Collaborative Public Manager Training 2018-2019



# Collaborative governance

“the processes and structures of public policy decision making and management that **engage people constructively across the boundaries** of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out **a public purpose that could not otherwise be accomplished**”

Emerson et al. 2012

# Collaborative governance enables

- interest articulation, learning, reflection
- value co-creation
- innovative and efficient solutions
- minimizing of destructive conflicts

Bohman 1999, Forester 1999, Hajer & Wagenaar 2003, Rydin & Walleth 2006, Lepak et al. 2007, Ansell & Gash 2008

# Examples of collaborative practices



**Mari Väänänen**  
@VaananenMari

Seuraa

Soiden käyttöä pohtinut kansalaisraati antoi kannanottonsa! Kiitos raatilaisille hyvistä näkökulmista, tasapuolisesta keskustelusta ja ennen kaikkea hyvästä evästyksestä kaavan jatkotyöstöön.

[epliitto.fi/ajankohtaista/](https://epliitto.fi/ajankohtaista/) ...  
#epliitto #kansalaisraati  
#vaihemaakuntakaava3



**Soiden käyttöä pohtineelta kansalaisraadilta evästystä maa...**  
Etelä-Pohjanmaan liitto ja Suomen ympäristökeskus kutsuivat syksyllä koolle kansalaisraadin puntaroimaan kolmannen vaihemaakuntakaavaa...  
epliitto.fi

12.41 - 8. lokak. 2018

2 uudelleentwiittausta 5 tykkäystä



2



5



## Citizens' jury

in regional planning in  
South Ostrobothnia

# Examples of collaborative practices



**Joint fact finding,  
consensus building**

in Jyväskylä Forest  
Programme

# Examples of collaborative practices



**UUSIA NÄKYMIÄ ENERGIAMURROKSEN SUOMEEN**  
MURROSAREENAN TUOTTAMIA KUNNIANHIMOISIA  
ENERGIA- & ILMASTOTOIMIA VUOSILLE 2018–2030



**TOIMITTANEET:** Sampsa Hyysalo, Tatu Marttila, Armi Temmes, Raimo Lovio,  
Paula Kivimaa, Karoliina Auvinen, Allu Pyhälämmi, Jani Lukkarinen, Janne Pejo  
**JULKAISTU** 28.11.2017

## Transition arena

Energy transition arena by  
Smart Energy Transition  
project

To contribute effectively to resolution of complex societal problems, public governments need a repertoire of approaches to problem solving. Competence and capacities to collaborate are crucial – as is the ability **choose an approach that is appropriate in the particular situation.**

## SPECTRUM OF PROCESSES FOR COLLABORATION AND CONSENSUS-BUILDING IN PUBLIC DECISIONS<sup>1</sup>

	EXPLORE/INFORM	CONSULT	ADVISE	DECIDE	IMPLEMENT
Outcomes <sup>2</sup>	<ul style="list-style-type: none"> <li>Improved understanding of issues, process, etc.</li> <li>Lists of concerns</li> <li>Information needs identified</li> <li>Explore differing perspectives</li> <li>Build relationships</li> </ul>	<ul style="list-style-type: none"> <li>Comments on draft policies</li> <li>Suggestions for approaches</li> <li>Priority concerns/issues</li> <li>Discussion of options</li> <li>Call for action</li> </ul>	<ul style="list-style-type: none"> <li>Consensus or majority recommendations, on options, proposals or actions, often directed to public entities</li> </ul>	<ul style="list-style-type: none"> <li>Consensus-based agreements among agencies and constituent groups on policies, lawsuits or rules</li> </ul>	<ul style="list-style-type: none"> <li>Multi-party agreements to implement collaborative action and strategic plans</li> </ul>
Sample Processes	<ul style="list-style-type: none"> <li>Focus Groups</li> <li>Conferences</li> <li>Open houses</li> <li>Dialogues</li> <li>Roundtable Discussions</li> <li>Forums</li> <li>Summits</li> </ul>	<ul style="list-style-type: none"> <li>Public meetings</li> <li>Workshops</li> <li>Charettes</li> <li>Town Hall Meetings (w &amp; w/o deliberative polls)</li> <li>Community Visioning</li> <li>Scoping meetings</li> <li>Public Hearings</li> <li>Dialogues</li> </ul>	<ul style="list-style-type: none"> <li>Advisory Committees</li> <li>Task Forces</li> <li>Citizen Advisory Boards</li> <li>Work Groups</li> <li>Policy Dialogues</li> <li>Visioning Processes</li> </ul>	<ul style="list-style-type: none"> <li>Regulatory Negotiation</li> <li>Negotiated settlement of lawsuits, permits, cleanup plans, etc.</li> <li>Consensus meetings</li> <li>Mediated negotiations</li> </ul>	<ul style="list-style-type: none"> <li>Collaborative Planning processes</li> <li>Partnerships for Action</li> <li>Strategic Planning Committees</li> <li>Implementation Committees</li> </ul>

Source: USIECR



**CORE project: Facilitating the collaborative turn in Finland,  
beyond participation-as-consultation**



# Fourth sector activism as opportunity

Resources for and practical advances towards more sustainable societies – often in line with strategic goals of local governments

- Collaborative capacity of the involved actors
- Expertise, spirit, (rapid) action potential
- Creation, use and improvement of data
- Public discussion, learning
- New creative solutions on services, environment, economy
- Local identity and attractiveness

# Fourth sector challenges the government

- To continue involving citizens in governmental activities but also adopt ways to participate in actions of civic networks
- Seek ways to empower the less active and support the distribution of benefits from activism also to them – while supporting and not restricting the active

Mäenpää & Faehnle, forthcoming

# Fourth sector challenges the government

Fourth sector actors may not

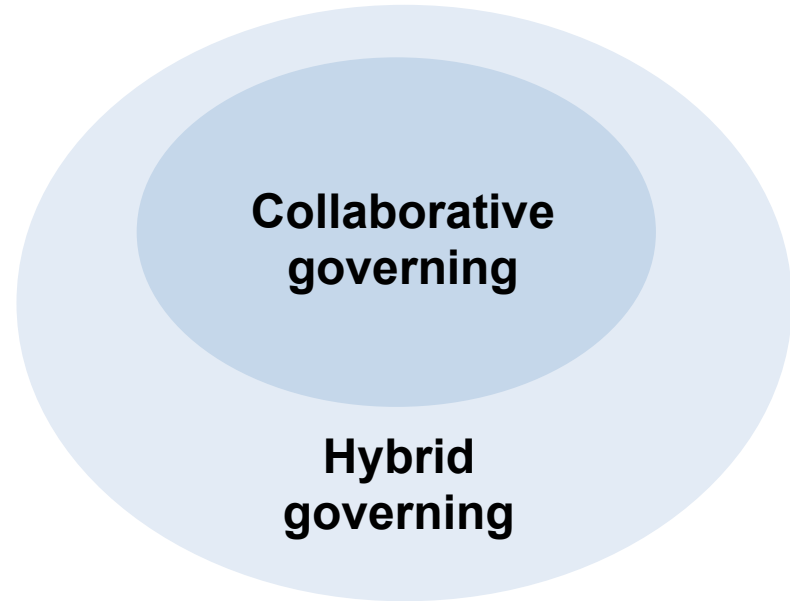
- Seek decision-making power, but apply their own power based on inhabiting their area
- Seek partnerships or even form a legal entity
- Act in the rhythms of the government, but immediately

Mäenpää & Faehnle, forthcoming

# Hybrid governing

- Earlier research
  - Hybrid organisation (Billis 2010)
  - Hybrid government (Heinonen & Ruotsalainen 2017)
- In hybrid governing, attention
  - from the system, decision-making power and contracts also to **interaction processes**
  - to **aligning and bringing together** actors, ways of action and processes that are **different** and operate by different action logics

Collaborative governing  
enacted as part of the  
wider frame of hybrid  
governing



# Hybrid governing

The government

- identifies fourth sector as specific group of actors
- seeks ways to align and match governmental activities with actions of the fourth sector, by experimenting and learning

## Relationship between activisms and administration

Sustainable utilisation of activisms is an established, dynamic part of administrative activities (including the top levels of the 1–8 scale)

Relationship of activisms and administration developed on a determined and long-term basis

Activisms recognised and utilised in a routine manner

Activisms recognised in goal-setting; administration aims for active use of resources

Activisms and resources occasionally recognised and utilised

No attention to activisms

## Levels of collaboration

**8** Activism and administration form an integrated system

**7** Continuous collaboration

**6** Project-based cooperation

**5** Administration's support to activism

**4** Dialogue between activism and administration

**3** Active communication especially to activists

**2** Activism as a source of information

**1** Activism on its own

**FIGURE 3.**

Development of the relationship between activisms and city administration, and the levels of co-operation in hybrid governance.

# Stairs of hybrid governing

From isolated, uncoordinated activities (step 1) up to deep integration (step 8)

What's the best step? Depends on the issue and case!

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**FIGURE 3.**

Development of the relationship between activism and city administration, and the levels of co-operation in hybrid governance.

Problem:  
Planning for  
urbanisation

Fourth sector  
solution:  
dedicated  
social media  
groups,  
alternative  
planning

## City planning

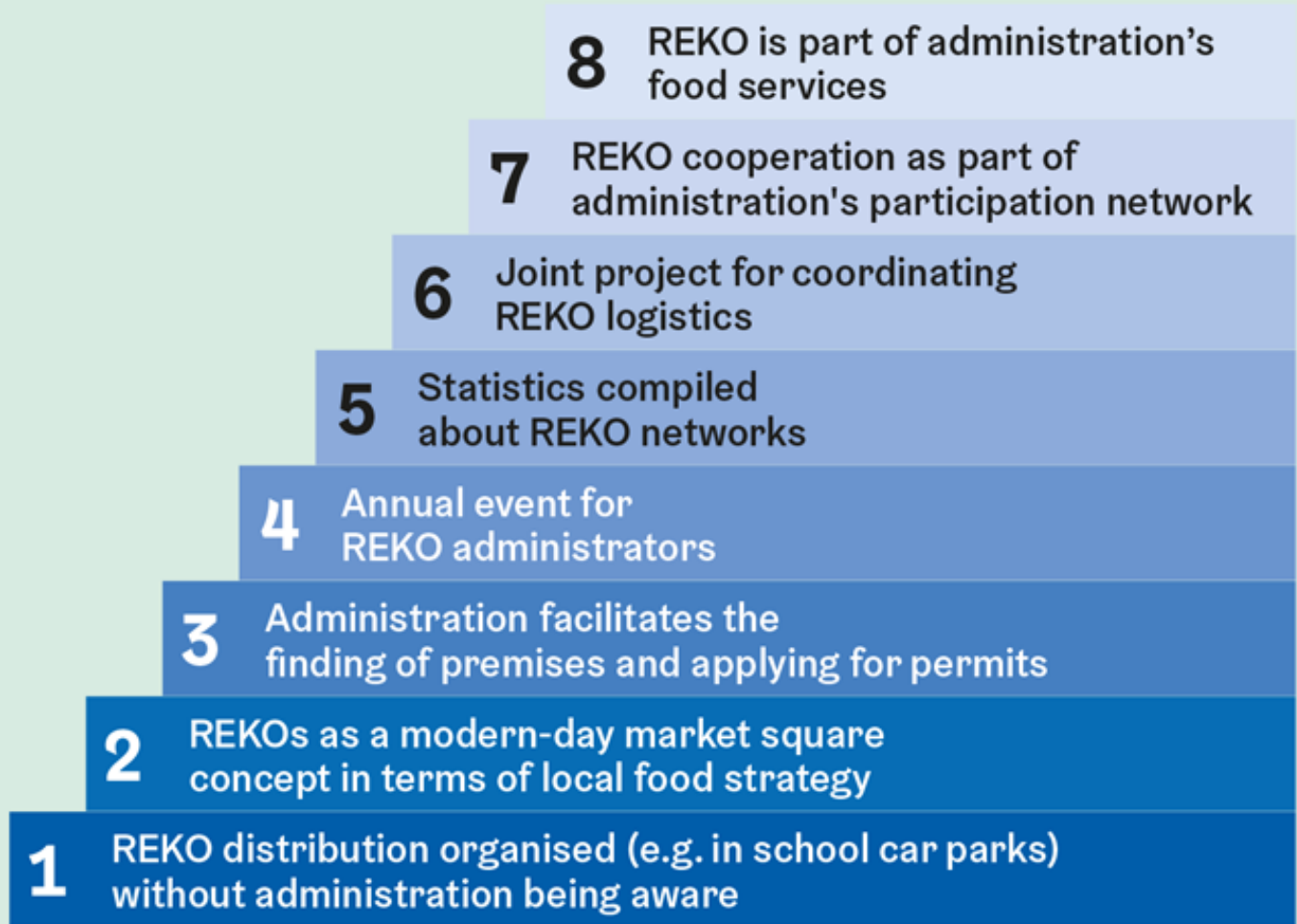




Problem:  
access to  
healthy local  
food

Fourth sector  
solution: food  
networks such  
as REKO

## REKO producer-to-consumer networks for food distribution



# Grounds for hybrid governing: Case Helsinki's participation model

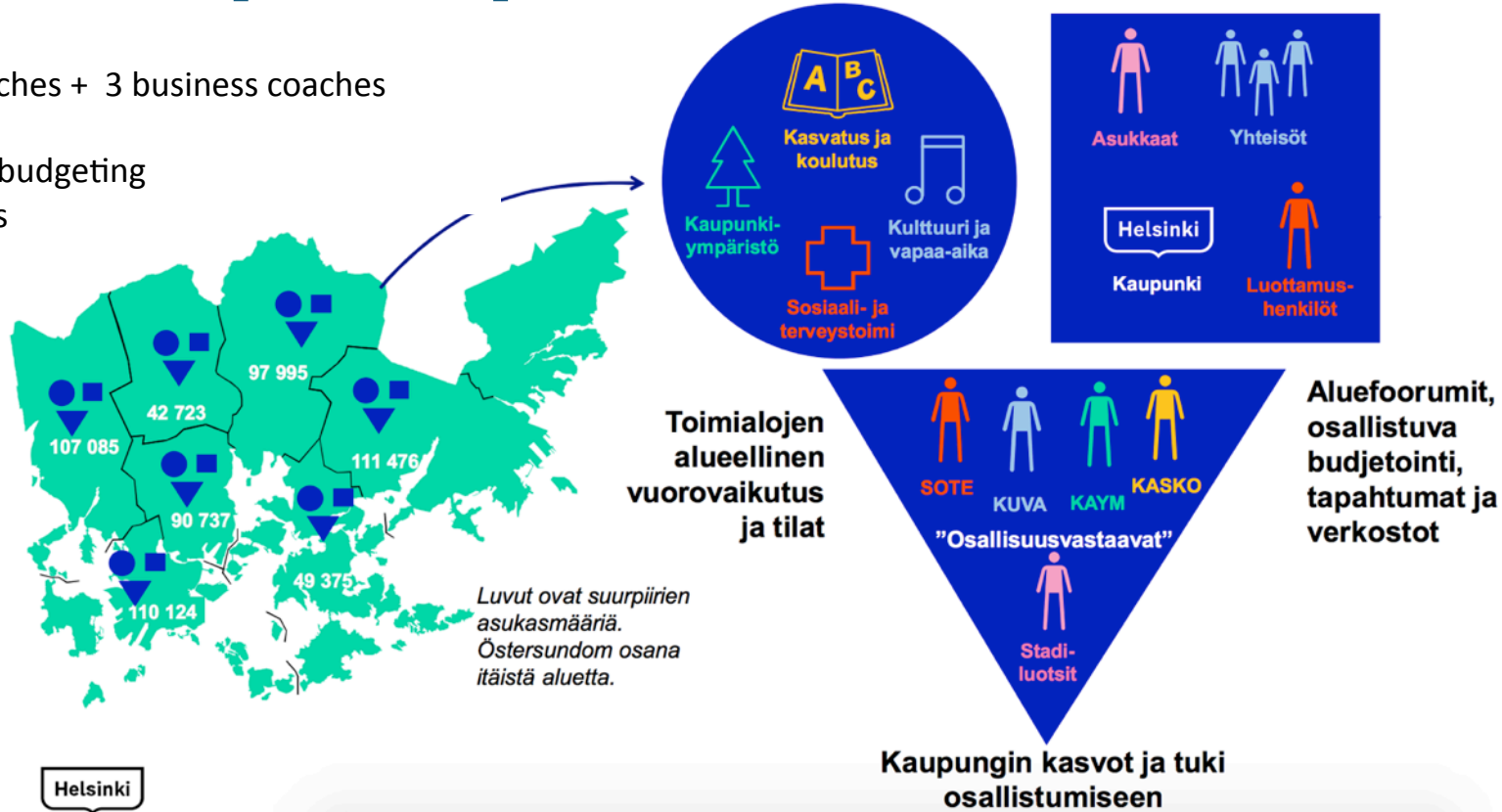


Principles of participation in binding administrative regulations:

- Utilisation of know-how and expertise of individuals and communities
- Enabling spontaneous activities
- Creation of equal opportunities for participation

# Helsinki participation model - Local participation

- Local city coaches + 3 business coaches
- Local forums
- Participatory budgeting
- Shared spaces



# Take home message

Public governments can contribute to resolution of complex societal problems best when they are prepared to

- Act in a truly collaborative relationship with diverse actors, when conditions for collaboration exist
- Develop a repertory of approaches and apply them depending on the case – as partner, participant or enabler

Action research, activist researchers as resource!

# CORE — Collaborative remedies for fragmented societies — Facilitating the collaborative turn in environmental decision-making



- Collaborative governance – Rauno Sairinen, UEF
- Knowledge practices – Heli Saarikoski, SYKE
- Civil society– Tapio Litmanen, JyU
- Regulation – Ismo Pölönen, UEF
- Value co-creation – Nina Helander, TTY & Pia Polsa, Hanken
- Case studies– Taru Peltola, SYKE

# CORE in a nutshell

- The CORE consortium will address the ability of Finnish political and legal institutions and management practices to cope with complex environmental planning and policy-making problems.
- **Key question:** *How to engage a broad range of societal actors in the collaborative co-production of fair, efficient, legitimate and wise solutions for contested environmental and natural resource policy problems?*
- Funding: Strategic Research Council 2017-2021

# Welcome onboard!



collaboration.fi

#corestn

#yhteishallinta

#strateginentutkimus

#cogovernance



@core\_STN

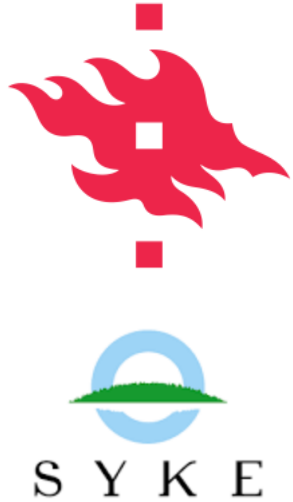


@collaborationfi



Project: CORE - Collaborative remedies for fragmented societies - Facilitating the collaborative turn in environmental decision-making

# Project: Civic activism as resource for the metropolis



University of Helsinki, Department of Social Research  
2015–2017

- How does civic activism **contribute** to the development of cities? How could cities and state organizations **utilise and support** it?
- Focus on **ecological sustainability, local innovations, local communities and civic engagement**
- **Advocative action research:** working together with activists and authorities by identifying and solving their problems

**Partners:** Cities of Helsinki, Espoo, Vantaa, and Lahti; Ministries of Environment, Finance, and Justice; The Association of Finnish Local and Regional Authorities, The Housing Finance and Development Centre of Finland, Finnish Environment Institute

**Funding:** Helsinki Metropolitan Region Urban Research Program, The Housing Finance and Development Centre of Finland, The Finnish Cultural Foundation/Uusimaa Regional fund, The Fund of Heikki von Hertzen, The Finnish Association of Non-fiction Writers, Ministry of Environment, Ministry of Finance, SITRA

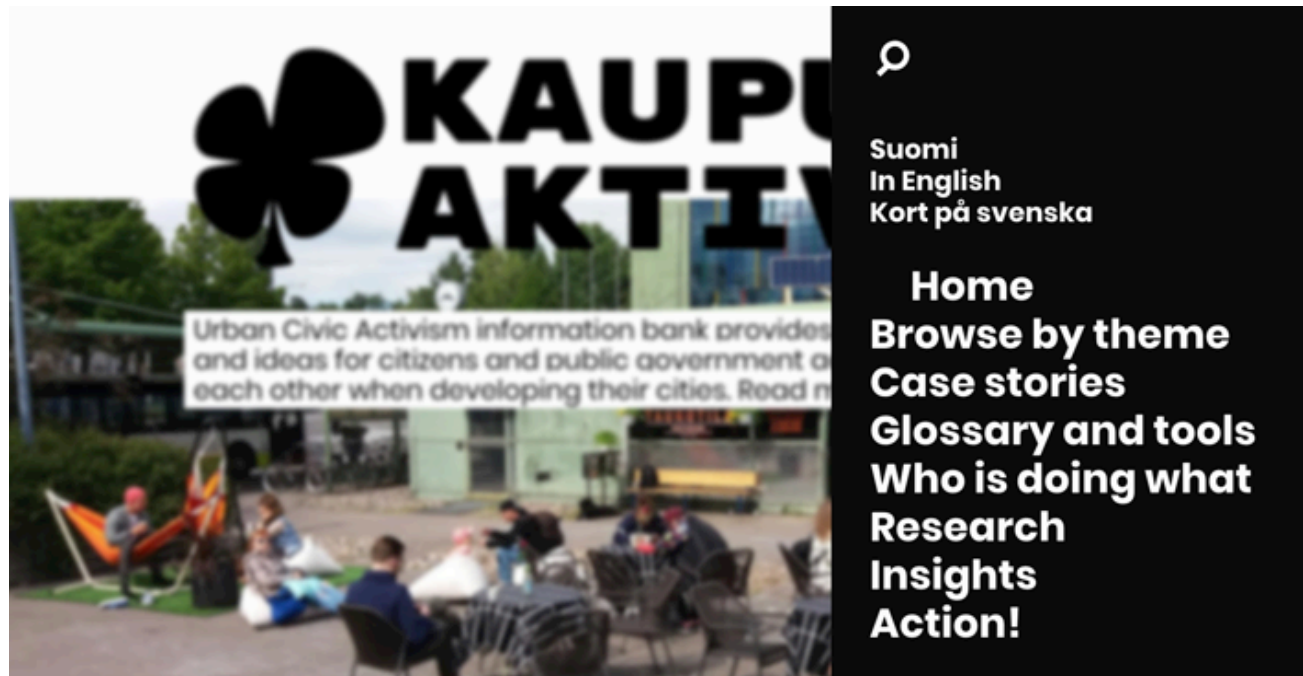


# Welcome onboard!

Civicactivism.fi

Facebook group:  
Kaupunkiaktivismi

#kaupunkiaktivismi



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# Publications on activism

- Mäenpää, P. & Faehnle, M. Neljäs sektori: kuinka vertaistoiminta haastaa hallinnon, muuttaa markkinat ja uudisrakentaa yhteiskunnan (työnimi). Book based on the Urban civic activism project. Forthcoming.
- Mäenpää P. & Faehnle, M. (2017): Itseorganisoituva kaupunki: hallinta, talous ja demokratia. Futura 4/17.
- Mäenpää, P., Faehnle, M. & Schulman, H. 2017. Kaupunkiaktivismi, jakamistalous ja neljäs sektori. Teoksessa Kansalaiset kaupunkia kehittämässä (toim. Bäcklund, Häkli & Schulman). Tampere University Press.
- Mäenpää, P. & Faehnle, M. 2017. Civic activism as a resource for cities. Helsinki Quarterly 1/2017, 68-81.
- Mäenpää, P. & Faehnle, M. 2018. Urban civic activism: solutions for the governance of a self-organising urban community. Helsinki Quarterly 2/2018, 38-45.
- Rantanen, A. & Faehnle, M. 2017. Self-organisation challenging institutional planning: towards a new urban research and planning paradigm – a Finnish review. The Finnish Journal of Urban Studies 55:3.
- Faehnle, M., Mäenpää, P., Blomberg, J., Schulman, H. 2017. Civic engagement 3.0 – Reconsidering the roles of citizens in city-making. The Finnish Journal of Urban Studies 55:3.

More: <http://www.kaupunkiaktivismi.fi/en/node/99/publications>



Thank you!