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Democratic and collective ownership of public goods and services

Exploring public-community collaborations



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Transnational Institute



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Executive Summary

Many cities and citizens have devised new ways to manage essentials such as water, energy, housing, care, food, urban space and more. Our motivation is to study innovative approaches between public institutions and collective citizen organisations in order to co-produce ideas and policies and to jointly deliver these public goods and services. Recognising that public ownership plays a critical and strategic role in climate-saving and social inclusion, this report aims to take a step forward to better understand democratic public ownership, identifying partnerships between public institutions and citizens as one of the key instruments in this process. The report offers concrete information on how to approach this new way of doing, focusing on co-ownership, co-governance and financing.

We propose such public-community collaborations are a vital instrument in democratising public ownership. What does this mean? These public-community collaborations reveal they can unlock local knowledge and empower citizens by combining the city's administrative and political power with the potential of its citizens. This report is presented in three parts: Theory, Practice, and Imagination. The Theory section introduces the co-production approach and the essential characteristics of public-community collaborations. In the Practice section, we present ten inspiring international experiences from the areas of food, care, energy, water, housing and urban development, highlighting the most important lessons learned from each in a practical toolbox. Finally, the report shows how we can Imagine ways in which this new approach can be introduced and structurally developed in your city. New institutions start fostering collaborations, monitoring policies and opportunities, and providing education and training. We could see a wide variety of changes ranging from a just energy transition and empowered citizens and care workers to networked workers' co-ops over local food chain development, non-speculative urban development, and more.

Public-community collaborations focus on those instances in which citizens (sometimes constituted as a cooperative or similar) act in collaboration with public institutions (such as a municipal authority) in the ownership, governance, and/or delivery of goods, utilities and services. They are underpinned by the principle that the development of empowered communities is essential in addressing complex social and ecological challenges.

We clearly differentiate these public-community collaborations from public-private partnerships (PPP) or Private Finance Initiatives (PFI), which are guided by profit maximisation. They exclude citizen engagement and weaken public sector capacity. As an alternative, we suggest public-community collaborations. Local and regional government budgets have been further constrained by decades of austerity policies and neoliberal reforms, and cities tend to shift the burden of social reproduction onto the shoulders of their citizens, either to fill voids left by the withdrawing welfare state or to provide alternatives to unaffordable private facilities. National governments too often fail to address the climate crisis and widening inequality, and consulting firms persistently prescribe strategies to minimise public responsibility and delegate work to the private sector and citizens under the name of an unequal partnership.

Public-community collaborations do not offer to take over public responsibility. Strong and well-funded public institutions are an important starting point for a successful collaboration.

Public-community collaborations are a useful tool or lens to explore democratic forms of public ownership for public services and goods delivery.

Luckily, plenty of local authorities and communities are taking on the challenge of addressing ecological transition and social cohesion. All of the stories presented in this report illustrate how local authorities in partnership with local communities have devised mechanisms of democratic public-services delivery. We reviewed 80 public-community collaborations, focusing on ownership structure, governance and finance. We observed several strategies that many initiatives commonly employed, which are listed below.

1. Public and collective ownership

- A. Land/property acquisition and de-commodification
- B. Co-ownership of local infrastructure
- C. Co-ownership of utilities

2. Co-governance

- D. Through public-civic associations, boards of public-institution representation, and permanent committees in public institutions

3. Innovative finance to scale up collaborations

- E. Re-investment of profit into communities
- F. Creative public procurement for public-services provision



We propose these strategies as a heuristic or 'lens' for identifying and understanding the character of public-community collaborations, although in practice all of the cases reviewed demonstrate complexity and important differences.

Key findings

- A great diversity and number of experiments are found in the energy sector. Some of the main reasons for this are the ongoing and deepening climate crisis and the fact that cities are acting as agents of change. Nearly all cases tackle inequality (energy poverty) as a central challenge in the transition strategy. These experiences have demonstrated public-civic co-ownership of local infrastructure and service provision are possible, and they have pioneered citizen-centred just energy transitions. (stories from Wolfhagen [Germany], Cádiz [Spain], Plymouth [UK])
- Public ownership of lands (for agriculture) and utilities (such as water) plays a key positive role. A municipality promotes sustainable agriculture, partnering with farmers, and exercises its public procurement power to purchase local products and services. Multiple public objectives are achieved at once: a healthy environment, good nutrition, sustainable agriculture, local job creation and local economic development. (story from Rennes [France])
- Housing in cities is an area engaged in an on-going battle against speculation, gentrification caused by excessive financialisation, and private ownership. Public social housing stocks have been sold for the last decades. Many cities have faced struggles to control excessive rent increase and over-tourism. It is a lesson from many cities to not sell municipal assets (Vienna), and instead establish a public-community collaboration to co-manage assets. (story from the London Borough of Haringey [UK])
- Public-community collaborations are not about extra financial burden for local governments, but represent a long-term investment for long-lasting values. Moreover, such partnerships can be self-sustained and self-extended when financing is well designed. Starting with local authorities' ability to capitalise on financial resources, it is possible to develop locally owned and managed profit-generating infrastructure. These profits are reinvested into projects designed for the benefit of the local communities. (stories from the Lazio region [Italy], the London Borough of Haringey [UK], Burlington, Vermont [USA], Plymouth [UK])
- Local authorities have the power to end precarious work and strengthen workers' rights by creating decent jobs. Terminating a contract with multinationals for municipal services such as care and cleaning can be the first step. Further, local authorities can support the creation of workers' co-ops and use public procurement power to extend their financial support. Locally organised workers' co-ops are key players in the advancement of the democratic economy. Empowered workers enjoying their autonomy can deliver essential care services for cities and improve local well-being. (story from Recoleta [Chile])

Our purpose is to show how all these cases are not only valuable in themselves but can also be translated to respond to concrete situations in different city contexts. This report has been written in the context of the two-month online platform Cities for Change Forum (April-May2021) that discovered the potential of municipal politics in Amsterdam, the Netherlands. Therefore, we use the city of Amsterdam as an example of how international experiences can be connected to concrete urban challenges.

Cities today face multiple problems. The climate crisis is visibly in front of us, and cities have become unlivable for families and young generations. Cities have led to the isolation of vulnerable people, and they promote an individualistic and competitive society. Therefore, we need a collective and solidarity vision and project to rebuild our social fabric. By proposing an imaginary organisation, the Amsterdam Collective (AC), which could be transferred to the context of any city, we show how such an instrument could influence critical junctions in the benefit of long-term community-led urban development. Guided by the different strategies of public-community collaborations, we propose several ventures in the example of Amsterdam that can spark imaginative ways of working. The core values in this exercise are community well-being, empowerment, inclusive local development, and just transition for sustainability.

This is also an exercise to imagine what urban development could look like if we were to part from a speculative and investor-driven growth model. We then link, among others, co-governance and co-ownership over energy policy (Cádiz, Plymouth) to the ongoing energy transition in Amsterdam and other cities, re-imagine how a privately-owned square in the city could develop if a new public-civic association is installed (London Borough of Haringey) and rethink the role of municipalities in the development of urban cooperatives.

Public-community collaborations are not a minor complement, nor a radical experiment. They are a practical framework, and they offer a concrete toolbox for profound changes. Employing these collaborations means departing from the conventional approach of unsustainable expansion of economic growth and investor-driven extractive models in cities. We hope the idea of innovative collaborations between public institutions and community organisations can provide this useful framework for politicians, civil servants, residents and practitioners of commons for co-thinking, co-deciding and co-governing basic resources within their cities.

1. THEORY – Introduction

In the winter of 2019, De 99 van Amsterdam and TNI co-organised the international conference 'Future is public: Democratic ownership of the economy'. De-privatising public services and bringing ownership back to public hands was a key theme of the conference, endorsed as one of the concrete strategies to strive for a more democratic and socially just economy. This inevitably inspired us to imagine deeper levels of democratic public ownership and governance models. With this follow-up research collaboration, we take a step forward to understand democratic ownership, focusing on partnerships between public institutions and citizens for the co-creation of essential spaces, goods and services such as water, energy, housing, health and care services.

This report documents a series of innovative collaborations between public bodies and community actors. Delivering everything from sustainable agriculture to permanently affordable housing, these examples are demonstrative of how public-community collaborations can deliver inspiring solutions where the private sector (and the public sector alone) has failed. Public-community collaborations offer hybrid approaches to the ownership and governance of resources, enabling new forms of participation and community control.

Public-community collaborations bear a resemblance to something the economist and Nobel Laureate Elinor Ostrom termed *co-production*, defined as 'the process through which inputs used to produce a good or service are contributed by individuals who are not "in" the same organisation'¹. While the concept has been interpreted in many different ways, it is commonly used to refer to the relationship between citizens and public institutions involved in the 'provision of public services (broadly defined, to include regulation) through regular, long-term relationships...where both make substantial resource contributions'². From urban planning to health-care, advocates argue that co-productive approaches enable the mobilisation of knowledge, resources and networks that public institutions cannot access when acting independently. By extension, co-productive approaches are seen to unlock new ways to address complex or 'wicked' societal challenges.

The report is not intended to be exhaustive, but rather illustrative of some of the processes - from mechanisms of democratic governance through to unlocking new streams of funding - that characterise progressive forms of public-community collaboration. Rather than providing a set of blueprints to be copied, this report is intended to offer a direction of travel. Coupled with ambitious and well-funded public interventions, public-community collaboration can strengthen a city's commitment to realising new forms of urban politics, thereby expanding the opportunities for citizens to have collective control of the wealth of their city.

To show the reader the potential of these processes within an urban context, we also present a roadmap (in part three: Imagination) for any city that wants to establish the introduced processes in its own urban policies. Within this imaginary roadmap, exemplified by the real city of Amsterdam, the Netherlands, we propose several ventures that a city can take to integrate and facilitate collective management of urban assets, services and utilities.

To structurally foster collaborations between public institutions and community organisations, we propose the development of several organisations that function as guardians for these public-community collaborations and that can structurally roll out, facilitate and explore the potential of the city to manage its assets, services and utilities collectively.

a. What do we mean by public-community collaboration?

Citizen participation is now widely considered to be a key factor in 'successful' urban governance, with the UN's 2016 New Urban Agenda committing signatories to the promotion of 'meaningful participation in decision-making, planning and follow-up processes for all, as well as enhanced civil engagement and co-provision and co-production'. Originating from deliberative forums involving citizens in environmental policy design to extensive processes of participatory budgeting, there is now a proliferation of approaches for including citizens in the democratic processes of public institutions. For their many differences, the majority of these approaches can be understood as forms of participatory statecraft predicated on the 'active *incorporation* of the citizenry into the work of government'³.

This report instead explores those approaches to public-community collaboration in which citizens sometimes constituted as a cooperative or similar) act in collaboration with public institutions (such as a municipal authority or public utility) in the ownership, governance, and/or delivery of goods, utilities and services. We refer in this report to collectivised citizens with the concept of 'community' to account for the multiple organisational forms and processes that are formed by citizens. Whilst public-community collaborations take many forms, they do not refer to conventional processes of participation defined by the inclusion of citizens in the business of public authorities. Rather, public-community collaborations refer to the creation of new processes and institutional forms that see public bodies and community organisations acting in partnership with one another. In their strongest form, public-community collaborations demonstrate the following three tendencies⁴:

1. Decentring of public institutions

Whether through a deficit of knowledge, insufficient policy levers or difficulties in accessing funding, public-community collaborations acknowledge the limits of public bodies or civil society acting alone. Rather than finding ways to 'strengthen' the actions of local governments by incorporating citizens into their functioning, public-community collaborations instead look to include local governments as one participant amongst others. The primary focus is therefore not on what a public institution does, but on the many different processes that produce the lived experience of the city. Importantly, *decentring* public institutions *does not mean* weakening their remit or defunding them. Strong and well-funded public institutions are an important factor in successful public-civic innovation.

2. Emergent power

Recognising that existing public institutions are not all-powerful, public-community collaborations are less about providing citizens access to the existing corridors of power, but rather the development of new mechanisms of collective control in coordination *with* public institutions. As the focus is on creating new opportunities through which citizens can shape the places in which they live, we do not talk only about sharing or distributing the power of public institutions but also about making new forms of power emerge.

3. Expansion of the commons

Public-community collaborations should embody what has been called a politics of the commons, in that they are defined by ‘the opportunity [for people] to participate in creating the rules that affect them, and in the governance of the institutions they create and in which they live and work’⁵. A politics of the commons touches on all aspects of social life, with the scope for public-community collaborations to be established in everything from infrastructure to culture. Public-community collaborations should be guided by the normative principle that a democratic society means citizens participating through *all* of society, not just in the formal political sphere.

b. Challenges

While this report emphasises the potential of public-community collaboration, we must also be aware of its challenges. In the context of austerity, there is a danger that public authorities mobilise co-productive approaches as ‘a weak form of collaborative governance for dealing with resource scarcity’⁶. As city or regional government budgets become further constrained, co-productive approaches are sometimes used to shift the burden of social reproduction onto citizens. For example, local health centres may seek to enlist citizens in helping to provide unpaid holistic care, aiming to tackle issues such as loneliness, isolation or physical inactivity. Similarly, the transfer of hitherto-public assets (such as swimming pools or libraries) into community hands could often be seen as a transfer of *liabilities*, absolving public authorities from the cost and responsibility of maintaining them.

Such approaches shift the cost of addressing social problems onto individuals, exonerating society more broadly of the responsibility (and cost) of addressing them. Co-productive approaches are also in danger of serving as a ‘piecemeal strategy’ that focuses on narrow interventions to address complex societal problems and ignores the causes of those problems⁷.

There has also been a long history of public-private partnerships (PPPs) through which public authorities have ‘partnered’ with the private sector to deliver everything from hospital sanitation services to the construction of roads. Whilst there are many different forms of PPP, they are all underpinned by the ideological principle that the private sector is more efficient than the public sector, which led to the large-scale privatisation of public infrastructure in the last decades. In practice, PPPs have tended to privatise gains (in the form of shareholder dividends and vast executive salaries) while socialising the costs (such as chronic underinvestment in infrastructure, collapsing wages, short-term and zero-hour contracts, increases in waiting times and so on). Whereas PPPs are demonstrably guided by profit maximisation at a social cost, public-community collaborations are guided by collaborative working for the common good.

c. Translating public-community collaborations

Innovations in the relationship between public institutions and civil society do not take a single form. Evidently, they are not a panacea, and we must focus on the specific processes and outcomes of each case.

This report profiles a series of public-community collaborations from a range of sectors - including food, care, water, energy, urban development and housing - from across the world. Given substantial differences between contexts, rarely is it possible to replicate a public-civic innovation without making substantial changes to its form. A public-community collaboration in peri-urban agriculture may not translate to a municipality with little agricultural land, but aspects of the collaboration might be transferable to forms of urban agriculture. Legal forms that exist in one context (such as a 'community interest company') may not exist in another, and processes of translation are required to adapt to different legal frameworks. Where one public-community collaboration may have been initiated and driven by a strong community-led initiative, public authorities may have to look elsewhere to find the civil society actors needed to drive a project forward. Conversely, citizens operating in a hostile political context may need to mobilise considerably different political strategies to those operating alongside progressive and supportive public authorities.

This report has therefore chosen cases not based on their replicability, but on their *demonstrative* capacity. The aim is to communicate the broad concept of a public-community collaboration, to demonstrate the diversity of forms that collaboration can take, and to set in motion a system of identifying the processes that can support the development of progressive collaboration.

In section three we present a roadmap that guides the reader through a potential future for a city that wishes to embrace the mechanisms of public-community collaborations. We extract the key characteristics of the international examples and show their potential to another urban context by translating the principles into concrete political strategies. In doing this, we hope both to provide concrete applications based on the presented stories, and also to broaden the imagination regarding how cities can structurally integrate and facilitate public-community collaborations as an integral part of their long-term urban governance.

This report was written in the context of the two-month online platform Cities for Change Forum⁸ (April-May 2021), organised by the city of Amsterdam, the Netherlands. We therefore embed our proposed steps and scenarios based on the current situation and some of the challenges of the city of Amsterdam, to actualise our roadmap to a real context. By embedding the mechanisms behind the international cases in an actual place-based context, we hope to offer inspiration to those looking to develop such collaborations in their own city.

Through the example of the Amsterdam Collective (AC), an imaginary organization transferable to the context of any city, we show how such an instrument could influence critical junctions to the benefit of long-term community-led urban transformation. In this exercise, we link, among others, co-governance and co-ownership over energy policy (Cádiz, Plymouth) to the on-going energy transition in Amsterdam and other cities; we re-imagine how a privately-owned square in the city could develop if a new public-civic association is developed (London Borough of Haringey); and we rethink the role of municipalities in the development of urban cooperatives.

2. PRACTICE – International experience

In the search for democratic public ownership of public services, TNI's Public Alternatives team has worked for a decade with international partners to study the de-privatisation process in public services provision⁹ and emerging new forms of citizens' engagement through the transformative cities and the energy democracy projects¹⁰. Such new engagement has shaped public-community collaborations and they often explore collective ownership or governance. Financing is another important factor; public-community collaborations can be fully publicly financed to pursue policy objectives, and they are often designed with an innovative financial scheme to make either a collaboration continue sustainably or to be extended and strengthened. Ownership structure, governance, and finance are key elements needed for public institutions to design a partnership with empowered citizens.

The research team identified 80 public-community collaborations (see Appendix 1/the methodology)

and we observed several strategies that many initiatives commonly employed. These strategies could contribute to collective and democratic public ownership of public services and goods and tentatively can be described as:

Public and collective ownership

- A. Land /property acquisition and de-commodification (Puerto Piray, Lazio, Burlington)
- B. Co-ownership of local infrastructure (Plymouth)
- C. Co-ownership of utilities (Wolfhagen)

Co-governance

- D. Through public-civic associations (Terrassa OAT, Wards Corner London), boards of public institution representation (Wolfhagen), and permanent committees in public institutions (Cádiz)

Innovative finance to scale up collaborations

- E. Reinvestment of profit into communities (Plymouth, Wolfhagen)





A. Food and agriculture

F. Creative public procurement for public services provision (Rennes, Recoleta)

These strategies are not mutually exclusive, and thus some cases demonstrate plural characteristics. We propose this as a heuristic or 'lens' for identifying and understanding the character of a public-community collaboration.

Ten selected international cases are introduced in the remainder of this section in the areas of food/agriculture, care, water, energy, urban development and housing. Each case, in a section called *lessons learned toolbox*, will provide concrete 'how to' information on mechanisms of co-ownership, co-governance, co-finance and on how to unlock new streams of resources and local knowledge.

For this report we selected cases that have distinguished innovation in ownership, governance and finance. It does not mean many other initiatives are less inspiring. On the contrary, this exercise made us realise a set of political strategies to desire social and economic justice, successfully involve public institutions and influence local politics. Political strategies are diverse and dynamic, from constant community mobilisations, education and local elections campaigns to networked cooperatives. In other instances, community-autonomous service provisions could be acknowledged by law or local governments to establish a new department or program to support these systematically (Cochabamba in Bolivia, Petorca in Chile). Transformative changes are found in the context of racial injustice (Richmond, California and Jackson, Mississippi in the USA; Medellin in Colombia; Rosario in Chile), and in seeking feminist alternatives (West Bank in Palestine, Solapur in India, Ixtepec in Mexico). Many of these are documented in-depth at transformativecities.org. The list is included in appendix 2 (page 44) which provides key resources for your further interests and search for inspiration.

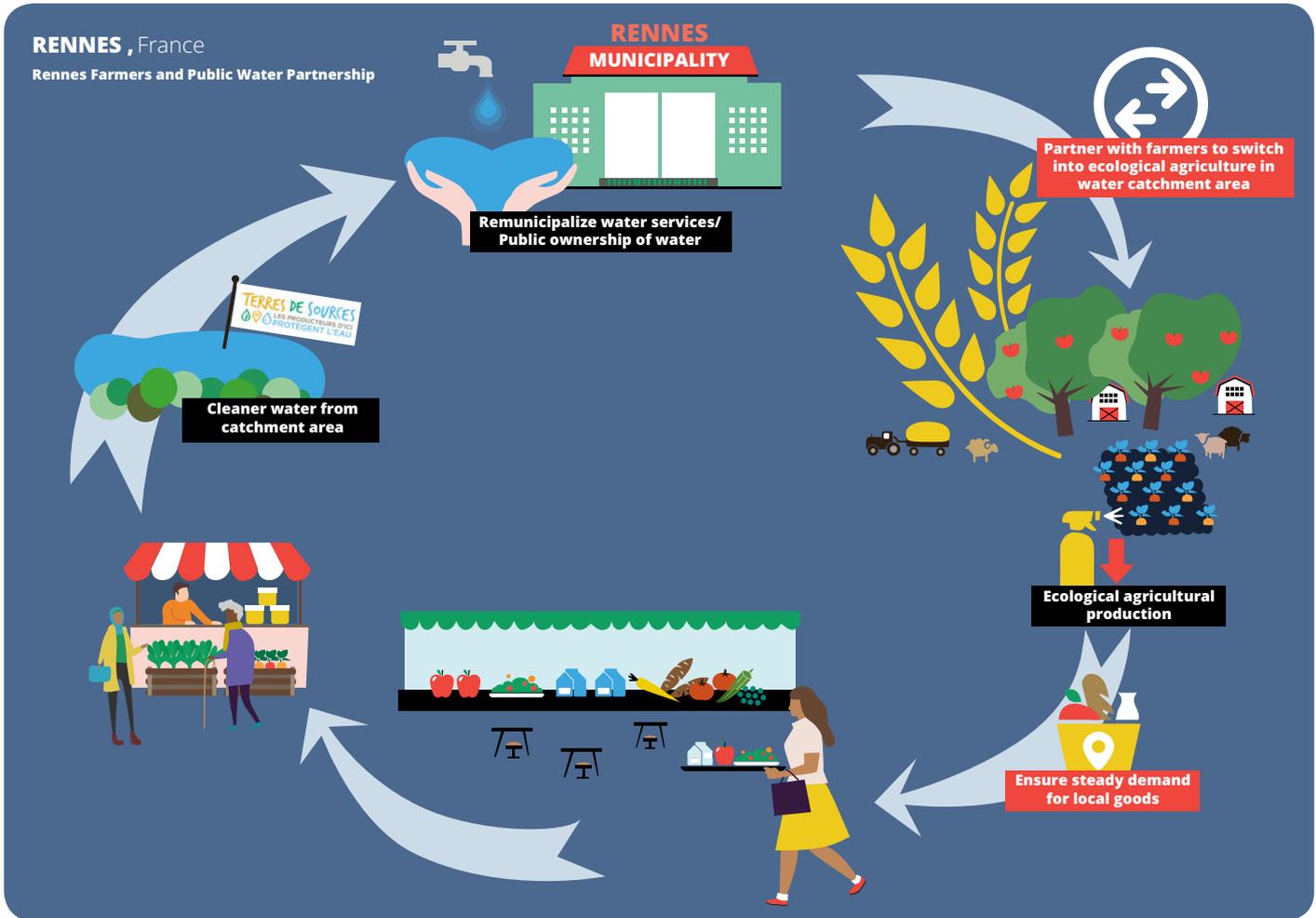
STORY 1: RENNES FARMERS AND PUBLIC WATER PARTNERSHIP, FRANCE

Strategy F: Public water ownership navigates other public objectives with a creative public procurement strategy

Rennes, in the Brittany region of France, remunicipalised its water service in 2014. In a region known for its polluting industrial agriculture, protecting water sources was a key long-term concern for the city council. Multiple public objectives for well-being became possible under public ownership of water services: protecting water catchment areas, supporting change in agricultural methods and ensuring quality food for children in daycare and school cafeterias.

The city launched a program called 'Terre de Sources' ('Land of Sources') in 2015. It aims to provide support to farmers in water catchment areas, representing 2,000 farms on over 1,500 square kilometres (an area as large as Paris), to switch to ecological agricultural production, as a way to prevent pollution from pesticides, fertilisers and antibiotics (from chicken and pork farms) at the source. The Terre de Sources program directly benefits local water resources as it reduces water pollution, while simultaneously lessening the cost of water treatment and lowering the amount of chemicals used in the process. At the same time, this makes water treatment less costly and requires a lower use of chemicals to cleanse the water.

The public-farmers collaboration in Rennes illustrates a partnership approach that benefits farmers, children, water users and the environment. The local authority, by procuring their organic products stably at-scale for public meals, has created an incentive for farmers to change their agricultural methods.. Today, a large share of the apples, bread, milk and



ham served in the urban Rennes area’s school cafeterias (around 11,000 meals a day) comes from local catchments.

The program in Rennes has expanded to an even larger scale with the development of the ‘Terres de Sources’ label , a designation that appears on products produced through the program. This mark facilitates the commercialisation of the produce in local shops and supermarkets. In this way, not only schoolchildren but also local consumers are directed towards locally and sustainably produced food.

Lessons learned Toolbox:

Creative procurement strategy

Public procurement is a powerful tool, but the European Union rules on public procurement make it legally impossible to introduce a ‘local’ clause in its call for tenders. Such rules create a major obstacle for the development

of sustainable local (shorter) supply chains. Rennes circumvented the rule thanks to the innovative design of their contracts. These contracts were worded in such a way as to refer to the buying of a service (yoghurt that safeguards water quality in the Rennes area), which was allowed under EU regulations, rather than the buying of a product (yoghurt from the Rennes area), which was not. Services procurement can have local criteria.¹¹

Public-public partnership

Eau du Bassin Rennais (EBR), the inter-communal public water company of the wider Rennes area joined Réseau du Grand Ouest, a network of public buyers in the region interested in responsible procurement. A working group on school cafeterias was created, which developed this mechanism with the help of lawyers and procurement experts. Eau du Bassin Rennais is also a member of France Eau Publique (FEP), a network of public water operators in France.

Connecting 90 public water operators, FEP serves as a space for knowledge, technology and strategies-sharing and creation. Both are described as a public-public partnership, in which public organisations help each other based on solidarity to pursue public objectives. Such public network infrastructures are proven to be effective in the water sector and beyond.¹²

Ownership of public meals

Direct public provision of school meals is a precondition to exercising public procurement power in this case. If a city outsources school meal services or if there is no infrastructure that offers school meals at all, it has little say regarding food catering and ingredients. In this case, a city needs to bring the public provision of school meals in-house first, which is increasingly happening in France and other parts of the world.¹³ Public meals (in schools, care homes, hospitals, city hall cafeterias, prisons, etc.) have emerged as a strategic tool for sustainability and the local economy.

STORY 2: PRODUCTORES INDEPENDIENTES DE PUERTO PIRAY, ARGENTINA

Strategy A: Land acquisition and de-commodification for collective agricultural production

In the early 2000s, local neighbours in the small village of Puerto Piray in the Misiones region of Argentina organised themselves to stop the monoculture of pine trees on area plantations and campaigned to expropriate land from Arauco, a private wood products company headquartered in Chile.¹⁴ Unable to reach an agreement with Arauco, the citizens approached the provincial government of Misiones in search of support. Their demands to expropriate land from Arauco were eventually met, but only in 2013, the provincial government passed a law in 2013 that declared that 600 hectares of the formally private land in Puerto Piray were now a so-called 'public utility', which was to be purchased by the provincial government. In

addition, the newly introduced law included the option to donate the purchased land to the farmer's cooperative Productores Independientes de Puerto Piray or PIP (Puerto Piray Independent Producers), under the condition that a formal and registered cooperative would be formed that would collectively own the land.

The agricultural cooperative, PIP, had emerged over 20 years ago from an informal group of farmers, and was formalised in 2015 to work on the regained land¹⁵. The process of taking back the 600 hectares was split up into five steps, with the first 166 hectare plot of land being bought back by the government in 2016 for roughly \$500,950. The cooperative received the lands acquired by the provincial state, on the condition that it should remain under collective ownership and be designated for agricultural production. Under collective ownership, the land was divided for two purposes: first, approximately one hectare of the land was allocated to each of the 90 families for production for self-consumption; second, the other half of the land was reserved for joint planting for the benefit of the whole community¹⁶.

PIP's practice of agro-ecology - growing organic food without the use of chemical fertilisers or harmful pesticides - gained strong support from the provincial government. To sustain this eco-friendly farming method, the provincial government supports the local farmers in Puerto Piray with financial subsidies organised by the IFAI (Instituto de Fomento Agropecuario e Industrial, or Institute of Agricultural and Industrial Development. Moreover, through the government's Hands on Work program (Programa Manos a la Obra), equipment and machinery is delivered to the cooperative to improve agricultural outcomes¹⁷.

Bringing the land back under the governance and ownership of the local farmers had significant benefits for the local community and beyond. The farmers of PIP not only produce food for their personal use, they also provide thousands

of families in the Misiones region with locally and agro-ecologically grown vegetables, exporting their goods as far as the country's capital, Buenos Aires. This has led to the creation of valuable jobs and an increase in communal well-being. The case of Puerto Piray exemplifies that together, citizens' cooperatives and provincial governments can stand up against private corporations and generate valuable community space for the production of essential goods.

Lessons learned Toolbox:

Land acquisition

The provincial government of Misiones recognised that it was necessary for them to intervene and support the expropriation demands of the local farmer cooperative, PIP. In 2013, the provincial government passed law N°XXIV-11, declaring that 600 hectares of the private land in Puerto Piray was a 'public utility' to be purchased by the provincial government and donated to 'Puerto Piray Independent Producers'. Thus, the government took the first and most crucial step to enable a cooperative ownership and governance of local land by adjusting the legal framework to the local population's needs.

Ownership structure

Through the donation of land by the provincial government, a collective ownership by the cooperative, PIP, emerged, whereby the land was designated for agricultural production using agro-ecological methods.

Finance

Provincial governments can play a key role in supporting cooperatives through financing at different stages. Financial resources can be provided for the initial purchase of an asset, and in later stages of the project, in the form of subsidies, machinery and equipment.

B. Care - Cleaning



Outsourcing basic services through procurement contracts is a well-established method for local governments. Due to the profit objectives of private companies, workers are often among those that suffer the most from such 'partnerships' between municipalities and private partners. Outsourcing is common in the care sector, which includes a wide range of care services that are essential to the functioning of a city, including personal services, cleaning, maintenance of public buildings, catering, waste management and many more¹⁸.

Cost-down pressure on the public side and profit maximisation on the private side inevitably pressured workers' wage and working conditions (safety, equipment, etc.) and diminished worker well-being. This is particularly the case in the care sector. After more than three decades of neoliberal public sector reform, reversing institutional policies and culture is undoubtedly a difficult task. Even so, some cities, such as Preston in the UK, have started to terminate commercial contracts and reorientate their public procurement contracts to in-sourcing. Utilising what has become known as the Preston Model, the city has changed its approach to local development by cooperating with local businesses and social organisations rather than large private corporations¹⁹. Similarly, two municipalities in Chile found an alternative to outsourcing (Recoleta and Valparaíso). By awarding procurement contracts for the cleaning of public spaces in their cities to worker-owned cooperatives, these cities actively contribute to worker empowerment, fair treatment and equal wages. While these examples draw on services related to the cleaning and maintenance of public spaces within the city, the underlying reasoning can be transferred to a multitude of basic services that keep a city running.

The following case from Recoleta, Chile, as well as the examples of Preston, UK, and Valparaíso, Chile, illustrate that municipalities can play an active

role in breaking these exploitative structures and protecting marginalised workers.

STORY 3: COOPERATIVA INTERCULTURAL DE ASEO PÚBLICO 'JATUN NEWEN', RECOLETA, CHILE

Strategy F: Municipal support to an inter-cultural workers co-op through public procurement

Recoleta, a commune in the the Santiago Metropolitan Region of Chile, was facing problems such as irregularities, poor service, bad working conditions and high costs under a private contract. Workers employed by the private company Servitras made the municipality aware of the precarious working conditions they were facing. After the municipality of Recoleta terminated its contract with Servitras, it actively supported awarding the public tender to the newly established worker cooperative, Jatun Newen, consisting of a majority of former Servitras workers. The Jatun Newen Cooperative specifically focuses on the inclusion and rights of women and migrants and is based on the values of equality and fair treatment of all members. All members of the worker's cooperative form collective ownership. This creates a system in which work is respected, dignified and rewarded with a commensurate salary.

Despite being backed by the municipality, the public tender process to win the cleaning contract was a difficult one for the new cooperative. To participate in the tender process, Jatun Newen was required to submit proof of having sufficient monetary resources. The cooperative was able to secure the money through their members' resources and a loan granted by a savings and credit cooperative²⁰. Yet, such regulatory hurdles can easily serve to exclude smaller citizen- or worker-owned cooperatives while favouring larger private companies whom they compete with for the service contracts.

Lessons learned Toolbox

How cities can support workers cooperatives

A key supportive factor in the formation of the Jatun Newen Cooperative was the engagement of the municipality. Recoleta's Department of Local, Social and Economic Development has consistently promoted the creation of worker cooperatives. As such, the municipality's commitment to cooperatives is a fundamental element in the agenda of the elected local government²¹.

Workers cooperatives are becoming increasingly popular. Yet existing structures still favour large multinational corporations and discriminate against workers' co-ops through competition barriers and more. Active municipalities that truly support these cooperatives and choose to build a dialogue are key to building a partnership between workers and the public institutions. Thus, it is crucial that municipalities actively seek to engage with worker-led co-ops and pursue a local development strategy centred around solidarity, cooperation and inclusion of marginalised groups, such as women and migrant workers.



C. Water

Water supply is commonly organised by municipalities or inter-municipalities. Unlike energy, water distribution is generally a local monopoly. Nevertheless, water services are also affected by privatisation, often by a longer-term, comprehensive-concession type of Public-Private Partnerships (PPP) contract. Defending the public nature of water unsurprisingly unifies citizen and worker movements globally. The water sector has led the remunicipalisation movement. There have been 334 successful water sector (drinking and waste water service) remunicipalisation cases documented to date (May 2021)²².

Many well-functioning public water companies exist and they could supply good services to their citizens. Interestingly, however, privatisation experience often provides a deeper lesson to go beyond technocratic public management. Rather, water remunicipalisation often gives cities and citizens a chance to rethink new public water provision, which firmly centres public objectives and citizen participation in its governance to lift up accountability.

It is well documented²³ that new public water companies in Paris (Eau de Paris, 2010), Grenoble (Régie des Eaux de Grenoble, 2002) and Montpellier (Regie Des Eaux Montpellier Metropole, 2016) in France have citizens' and workers' representatives on their boards to make the most important decisions. In Paris and Montpellier, an independent and city-supported citizen body, the Water Observatory, is an open space for debate, which is a part of public water companies' governance and connects water users and the public water company. Such co-governance stature has inspired service providers beyond the water sector and given imagination to how public services can be governed democratically. Learning from these experiences, Terrassa, a city in Catalonia, Spain, tries to go one step further to co-govern water.

STORY 4: TERRASSA WATER OBSERVATORY (OAT), SPAIN

Strategy D: Public-civic association to co-produce public policy, co-manage water services

In Catalonia's third-largest city, Terrassa (218,535 inhabitants), the citizen platform Taula de l'Aigua de Terrassa began to campaign for a return to public water management in 2014. Their Social Pact for Public Water, which aims to ensure the public, integrated and participatory management of the entire water cycle, gained support from municipal election candidates in 2015. The following year, the newly elected city council passed a motion in favour of direct

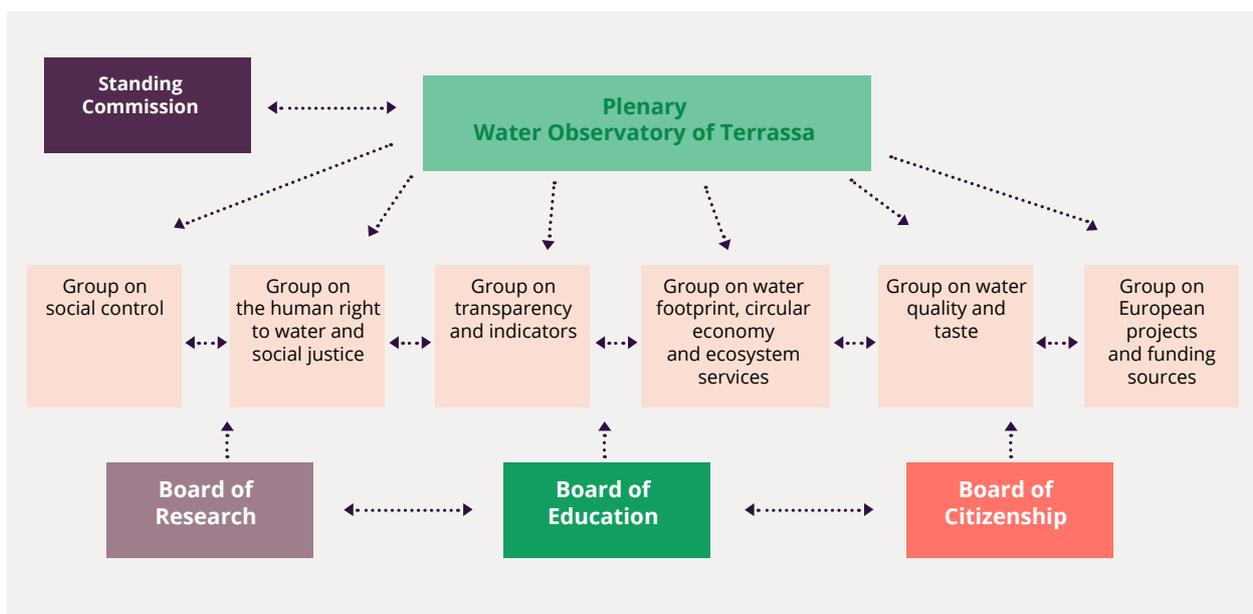
water management, and the public water company Taigua was ultimately created as a public enterprise in 2018. Soon afterward, the by-laws were approved for the Terrassa Water Observatory (Observatorio del Agua de Terrassa, OAT). The OAT was set up as an autonomous organisation affiliated with the Terrassa City Council. It abides by the Social Pact for Public Water and it is mandated to facilitate citizen participation in order to define policies and guide strategic decisions affecting the municipal water supply service. This means that the OAT is able to carry out studies and produce reports and recommendations on water management. It also has the power to draft agreements that must be studied by the municipal government.

The OAT has taken up the challenge to co-produce public policies and water services together with its users, and it should be seen as a work-in-progress experiment. It is not hard to imagine that every step the OAT takes faces resistance from a hierarchical institutional culture of, or old governance in, the local government. Conviction and collective commitments to push the progress of the OAT have to remain firm. The collaborative public water model of the OAT has become a point of reference for many other municipalities in Catalonia and throughout Spain.

Lessons learned Toolbox

Governance

The OAT's highest governing body, the Plenary, is composed of a representative of each political group, the municipal government, technical service staff, businesses, community groups, unions, and the education sector and university-based research groups. The autonomy of OAT is guaranteed by the appointment of an independent president by the Plenary, as well as that of coordinators, for a four-year term, all of which aims to insulate it from politics related to election cycles. The driving



forces behind the OAT are the six working groups (social control, human rights and social justice, transparency, sustainability, quality of water, and European project and resource raising) under the Standing Commission. The working groups collaborate with the board of research, the board of education and the board of citizenship. They support and socialise WG's work with their respective constituencies of university, school and community groups.

Civic strategies through the election and beyond

Citizens in Terrassa engaged in the local election with the demand to get water back into public hands. Citizens did not stop engaging when the city council decided to remunicipalise water services; instead, they started thinking about how to design a new public water company to realise their Social Pact. They set up a citizen parliament to sustain communication with elected officials and hold them accountable. This group of citizens became a basis for the OAT, a public-citizen and permanent body to co-produce public policies and co-manage water services. The OAT is a democratic innovation of public water to integrate local knowledge, educational capacity and citizens' commitment.

d.Energy



A great diversity of public-community collaborations are found in the energy sector. Some of the main reasons for this are the ongoing and deepening climate crisis and the fact that cities are acting as agents of change. Cities are close to problems, solutions, and people. Many cities proactively take on challenges and commit to energy transition strategies ranging from renewable energy production and building retrofitting programs to public mobility expansion.

The energy sector also has a long history of collective citizen engagement. Countless citizen energy cooperatives play an important role in renewable energy production locally and provide an alternative to the fossil fuel-focused corporate model. Cities and citizens are exercising numerous successful energy transition initiatives locally and they demonstrate that citizen empowerment is crucial in the process and for enacting change.

A public-community collaborations lens helps us to seek a 'just' transition, focusing on inclusive and collective solutions for those who are marginalised in the transition strategy. The following three stories each deal with energy poverty as an important starting point for just energy transition. Energy

poverty or fuel poverty refers to a situation where a household or an individual is unable to afford basic energy services (heating, cooling, lighting, mobility and power) due to a combination of low income, high energy expenditure and low energy efficiency of their homes.²⁴ As a consequence, less well-off families tend to pay proportionally more on energy bills. Tackling energy poverty could simultaneously achieve social and environmental objectives. Working with citizens and social organisations, a city could access local knowledge, information and networks to fight energy poverty.

Co-ownership often occurs in the energy sector when a citizen co-op purchases a share in the local energy infrastructure. In many cases, local governments can create an investment plan so that renters or less well-off families may collectively make small contributions. This alternative collective approach provides access previously available only to well-off home owners who had individually invested in the installation of rooftop solar.

Public-civic co-ownership is emerging in cities and provides insights to us on how the energy system could be democratically owned and organised. They are not only applicable for other cities but also for other public service provisions.

STORY 5: WOLFHAGEN ENERGY, GERMANY

Strategy C, D & E: Citizen cooperative co-owns the municipal energy company to co-decide strategic orientation

The small German town of Wolfhagen (14,000 inhabitants) pioneered remunicipalisation of its energy grid in 2005 and demonstrated how the city could work with citizens through co-ownership of the newly established, municipally owned energy company, Stadtwerke Wolfhagen. Stadtwerke Wolfhagen supported the creation of a citizen cooperative known as BEG Wolfhagen, which now owns 25 per cent of its capital and contributes to the strategic decisions made

by the utility, with two representatives of the cooperative sitting on the company's nine-member supervisory board.²⁵

The municipality took advantage of European electric energy company E.ON's expiring 20-year concession contract to opt out of the privatised energy system and take control of the distribution network. In 2008 a goal was set to provide all household electricity via local renewable resources by 2015. What followed was the town's commitment to construct a solar power park and wind farm.²⁶

The city decided to take an innovative approach to govern Stadtwerke and pursue its renewal infrastructure development in conjunction with the local residents' energy cooperative, BEG Wolfhagen, partly to overcome a lack of finance. The partnership is organised through shared ownership of Stadtwerke Wolfhagen. The cooperative owns 25 per cent of the public utility company. Because the co-op also holds two of the nine seats on the utility company's supervisory board, citizens possess voting rights on all issues concerning electricity production and supply in the region. The joint ownership of Stadtwerke Wolfhagen makes local citizens co-owners, co-earners and co-decision-makers, and gave them an active role in the transition towards 100 per cent renewable energies.²⁷

In addition to co-owning Stadtwerke Wolfhagen, BEG Wolfhagen established an energy-savings fund in conjunction with the municipality. This fund is governed by an 11-member energy advisory board composed of nine cooperative members, one member from Stadtwerke and one member from the municipality. Its funds are drawn from the profits of Stadtwerke and are designated to support local initiatives.

Wolfhagen demonstrates that public ownership of energy grids can create innovative public-community collaboration to enable democratic co-ownership of a municipal utility, can generate joint capital for infrastructure (see Toolbox below), and can allow profit of energy provision

to return to the community. This innovation could not have happened without the town's political vision and commitment to just energy transition.

Lessons learned Toolbox:

Financing for co-ownership

The cooperative BEG Wolfhagen was established by 264 citizens and it pursued a cooperative share offer (valued at €500 each, with a maximum of five per member), which raised €1.47 million of the €2.3 million required to gain a 25 per cent stake in the energy company Stadtwerke Wolfhagen. Given the shortfall in value between cooperative capital and the valuation of the 25 per cent stake, the city granted the cooperative the option to gradually capitalise its stake through a loan. This further period of capitalisation took around 12 months, with the cooperative fully covering its €2.3 million share by the spring of 2013.

Today, Stadtwerke makes a profit every year, and shareholders in the cooperative receive an annual dividend (around 4 per cent in 2016), whilst the remaining funds flow into the cooperative's energy-saving fund. At the end of 2016, BEG Wolfhagen had 814 members – representing almost 7 per cent of Wolfhagen's population – with a cooperative wealth of more than €3.9 million. Now established, the cooperative gives any new members a two-year period to pay for their initial share in €20 instalments, helping to broaden access to the cooperative to include lower-income households.²⁸

Co-governance

While two representatives of the cooperative sit on the nine-member supervisory board of Stadtwerke, the Energy Advisory Board of the energy-savings fund is composed mainly of cooperative members along with one representative each from Stadtwerke

and the municipality. This co-ownership of Stadtwerke Wolfhagen and the energy-savings fund between the municipality and the citizen cooperative allows them to co-produce coherent energy policies to accomplish the city's objective (100 per cent renewable local energy) and benefit the community.

STORY 6: CÁDIZ ENERGY TRANSITION AND ENERGY POVERTY COMMITTEES, SPAIN

Strategy D: Participatory policy co-production in the semi-public energy company

Two consecutive municipalist platform victories in the local elections of 2015 and 2019 have enabled the city of Cádiz, Spain, to transform the semi-public energy company, Eléctrica de Cádiz (Cádiz Energy). Although the city has majority ownership (55 per cent of shares, with the rest belonging to the multinational corporations Unicaja and Endesa), the company was opaque and lacked maintenance and investment before the municipalist coalition came to power. Eléctrica de Cádiz is an energy retailer that markets energy, providing electricity to 80 per cent of the city's households and all municipal buildings, and is a distributor in charge of the infrastructure.

The municipal coalition needed to regain knowledge on energy provision, and did extensive surveys and interviews among citizens. The coalition gained confidence as more than 90 per cent of participants voiced their desire for a 100 per cent renewable model in Cádiz.²⁹

The coalition pursued one of its main objectives, which was also a leading demand throughout the election campaign: promote a local and renewable energy transition. To foster continuous collaboration with its citizens, the city hall set up two permanent committees: the Energy Transition in Cádiz (MTEC) and the Fight against Energy Poverty (MCPE). MTEC is a permanent space of participation and collaboration for specialists, environmental organisations,

individuals, the University of Cádiz, workers from Eléctrica de Cádiz and members of the Som Energía cooperative. Its mission is to make Eléctrica de Cádiz into a 100 per cent renewable energy supply company. It operates horizontally, based on consensus; the MTEC meets every two weeks to elaborate proposals on actions to be undertaken by either the city council or the group of participants.

Unlike the MTEC, the Committee on the Fight against Energy Poverty (MCPE) was created for a specific purpose and for a fixed amount of time. MCPE specifically contributed to the design of the subsidy that the city provides to families facing financial challenges. The social discount (Bono Social Gaditano) cuts bills for those families, but also requires beneficiaries to receive training on energy use to increase energy literacy. Beneficiaries are then eligible to pay reduced prices for the amount of energy and power that covers their basic needs³⁰. Through the Gaditano discount, the municipality expects to guarantee access to an energy supply to over 2,000 families yearly. The MCPE's members have trained and advised hundreds of households, and the municipality hired previously unemployed local citizens as energy advisors³¹. During home visits, 548 families received advice, and 1,057 families had their contracts modified, enabling savings between €60 and €300 a year, with the average being €90.

Lessons learned Toolbox:

Changes in a semi-public company are possible

A municipalist coalition in local power created an innovative approach to democratise the semi-public energy company, and two participatory committees have started producing public policies on two intertwined issues for just energy transition. The city council of Cádiz, using its strong political will, has demonstrated

that it can maximise its ownership power, even in the absence of 100 per cent ownership. Two committees were added in the semi-public company's governance and they are capable of getting involved in citizens' commitments and local knowledge.

STORY 7: PLYMOUTH ENERGY COMMUNITY, UK³²

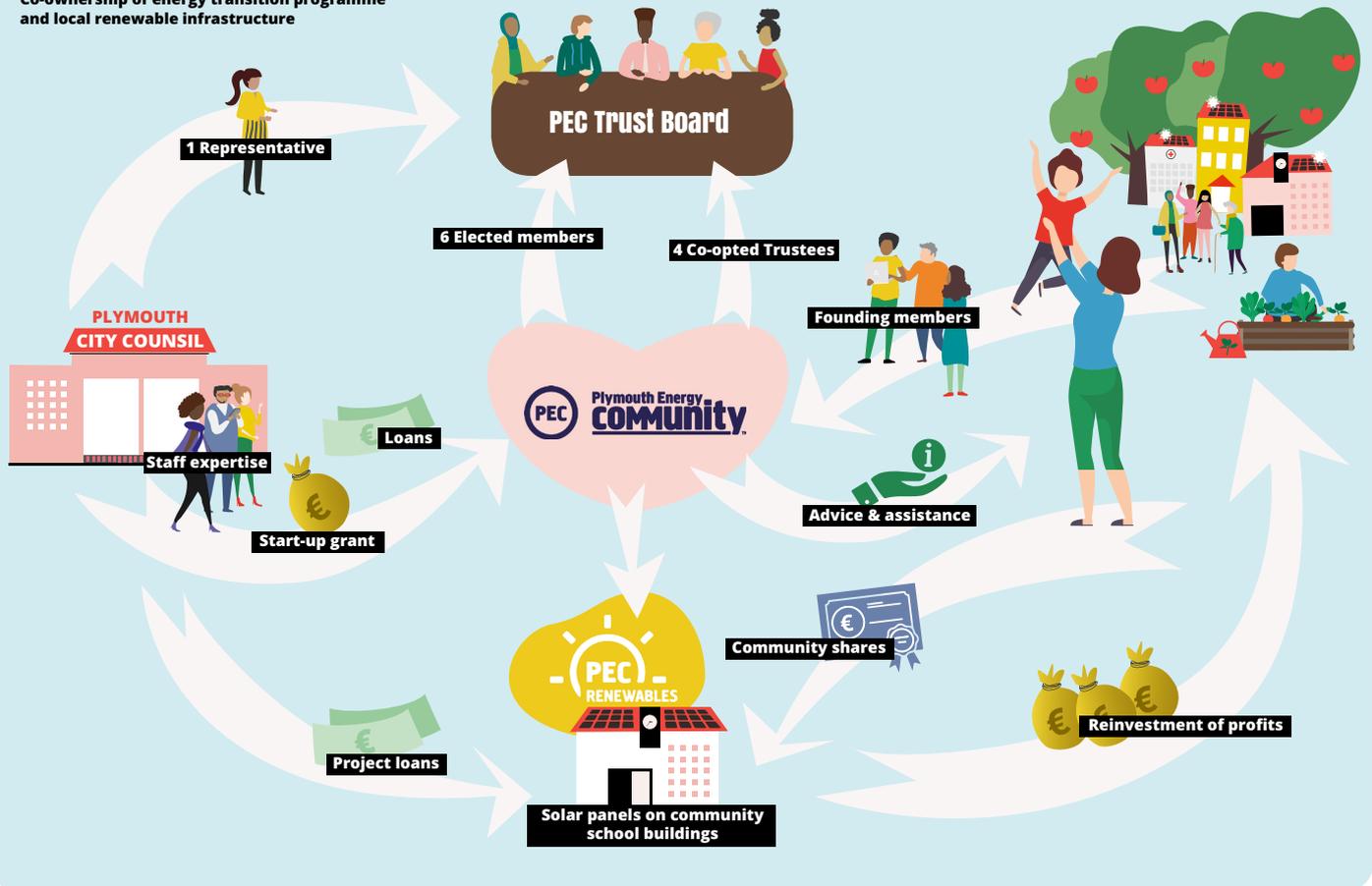
Strategy B, D & E: Co-ownership of energy transition programme and local renewable infrastructure

Plymouth, a town in the southwest of England, once thrived as a harbour, but in recent years the manufacturing industry has struggled with the erosion of economic stability. A decade of harsh national austerity policies translated into massive public spending cuts at the local level and worsened public health. The child poverty rate rose to 40 per cent in areas like Devonport, as did energy poverty. Against this background, the city council realised the importance of cooperating with the local community to tackle these intertwined problems. Consequently, the council decided to recognise a committed citizen's initiative as an equal partner and helped to create what is now known as the Plymouth Energy Community (PEC)³³.

The support of the Plymouth City Council took various forms including providing staff expertise, a start-up loan and a grant. The PEC was set up in 2013 as a social enterprise with a cooperative ethos, and with the mission 'to empower our community to create a fair, affordable, low-carbon energy system with local people at its heart'³⁴. Since then, PEC has worked on energy-related projects in partnership with the city council. From the beginning, helping families by giving advice and assistance to lower their fuel price has been a core business of PEC (so far having supported 21,042 households). PEC's challenge to develop community-owned

PLYMOUTH, the United Kingdom

Co-ownership of energy transition programme and local renewable infrastructure



renewable energy infrastructure began when the PEC set up a sister organisation, PEC Renewables, in 2014.

The PEC's two-sided financing strategy is innovative. The renewable infrastructure projects are financed on the one hand by loans from the city council. On the other hand, community shares are issued to the local residents on several occasions, starting at share prices ranging from £50 to £100,000. Today, 33 community-owned solar arrays are installed on the roofs of 21 schools and community organisations and 21,418 MW of clean energy have been generated.

In 2016, the PEC partnered with the local economic development trust, Four Greens Community Trust (FGCT), and turned derelict land into a community asset, building solar panels producing 4 MW capable of powering 1000 homes. This development is known as Ernesettle solar farm. By 2017, 520 investors

had raised a total of £2.4 million in community shares. A part of the generated profit from this solar farm is used for other community projects such as a local community allotment garden. Through projects like these, PEC has created locally-owned energy infrastructure. PEC has ensured that part of the money local residents spend on their energy bills remains in the community and is re-invested in projects that in turn help other community members. Surplus profits from community-owned infrastructure are expected to accumulate to around £1.5 million, which supports PEC's energy-poverty reduction projects. So, locally-owned energy infrastructure enables the financing of social programs, for which resources would not be available otherwise, and creates local jobs (energy advisers). With a similar financial strategy, PEC has started a new project to build genuinely affordable housing in the heart of Plymouth.

Lessons learned Toolbox

Innovative finance leads locally owned infrastructure

Municipalities can aid the creation of a community-based organisation like PEC while laying the foundation for an equal partnership from the outset to embed them in a municipal transition strategy. With a combination of city-backed loans and community shares, PEC is not solely dependent on municipal resources; instead, it is gradually developing local infrastructure based on locals' collective contributions. Local infrastructure projects can generate substantial profits that go beyond returning citizen investments and financing social programs to achieve the inclusive energy transition. A public-PEC partnership does not only mobilise financial resources but creates a positive cycle of unlocking local resources, as PEC works closely with other social organisations and networks such as the local trust, Four Greens Community Trust (FGCT) and schools.

Governance

While PEC co-works with the city council, it has a firm autonomy to make strategic decisions as a social enterprise. The PEC Trust Board is made up of one Plymouth City Council representative, up to six elected members, and up to four co-opted Trustees (when specific expertise is required). They attend regular meetings voluntarily and bring with them a wealth of knowledge and skills. This governance allows a coherent approach, shared progress between the PEC and the city council and makes their co-work continuous.

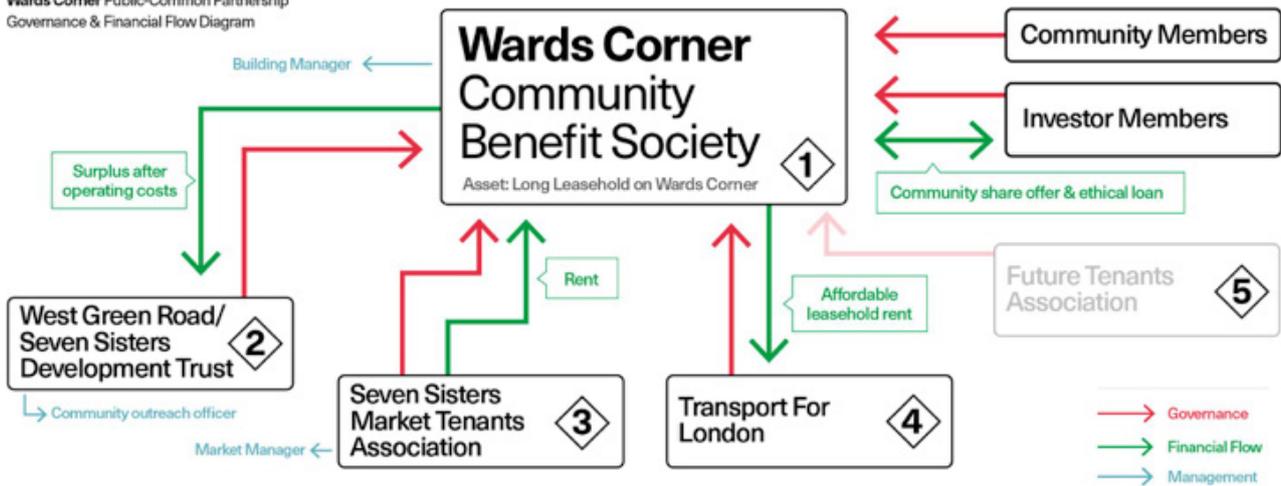
E. Urban Development



For the past three decades, the dominant approach taken to urban development has been to try and attract footloose capital in pursuit of local economic growth. Social benefits - from improved infrastructure, greener cities or better jobs - have been framed as a 'positive side effect' of this growth-first model. Proponents of this approach have pointed selectively to the success of places such as Barcelona following the 1992 Olympics, a city now acknowledged to be experiencing a major housing crisis and a cultural hollowing-out through processes of touristification.

The more common experience of this development model is the extraction of wealth from urban environments, gentrification, increased housing costs, short-term contracts, social and cultural displacement, the privatisation of public space and an 'identikit approach' to urban planning and aesthetic, which results in similar looking and characterless buildings. In short - cities are increasingly being designed and built in the interests of footloose profit rather than for the people that live and work in them.

But there are alternatives. The concept of community wealth building (which has been developing and taken different forms on both sides of the Atlantic) has at its heart the principle that wealth should be generated and controlled by communities, where 'wealth' should be understood as not only money but the assets and resources that are generative of well-being. Public-community collaborations have an important part to play in the generation of community wealth and the role it can play in alternative models of urban development.



- 1 The Community Benefit Society (CBS) will be established by the West Green/Seven Sisters Development Trust. The CBS will be responsible for the overall governance of the Wards Corner site, and will act as the leaseholder. A CBS is governed by a board that can have different membership types, each of which have different voting rights and obligations. We anticipate this board may represent:
 - A) local residents and users of Wards Corner and the town centre (community members);
 - B) investors (i.e. ethical loans and the community share offer);
 - C) market-traders, other tenants and businesses in the wider town centre;
- 2 The West Green Road/Seven Sisters Development Trust is a registered charity. The Trust receives any surplus after operating costs from the CBS. The Trust's aim is to enable the CBS to fulfil its commitment to a wider community benefit. We anticipate that this includes the participatory allocation of resources in supporting the wider community redevelopment of the West Green Road/Seven Sisters neighbourhood.
- 3 The Seven Sisters Market Tenants Association is the representative body for the Wards Corner market traders. The association will lease the market space within the restored building, and be responsible for the affairs of the market, including the appointment of the market manager.
- 4 TFL retains the freehold on the Wards Corner site. The membership type will ensure that TFL can attend to their interests and concerns around the infrastructure of the site.
- 5 The Future Tenants Association allows for the participation of future tenants that may arise in the further development of the Wards Corners site, e.g. community nursery, office users, residents.

Diagram Illustration: Arby Hisenej

STORY 8: WARDS CORNER, THE LONDON BOROUGH OF HARINGEY (UK)

Strategy D: Alternative community-led development

Opened as an Edwardian department store and row of residential terraces in 1901, Wards Corner sits at the busy intersection and railway station at Seven Sisters Junction in Tottenham, Haringey. Acquired by Transport for London (TfL) in 1969 to enable the development of the Victoria line, the site sat empty for more than a decade. In 1985 the building was re-purposed as a market serving the local Afro-Caribbean community, but became increasingly important in serving Latin American traders and customers, and is now established as an important cultural site for the wider diaspora.

The area was earmarked for regeneration by the local authority in 1999, and in 2007 a development agreement was signed between the council and the private UK-based developer

Grainger PLC. The proposed redevelopment would see the demolition of the existing buildings on Wards Corner and its replacement with 196 build-to-rent flats at market rate along with commercial and cafe units and a smaller replacement market. Following a review of the plans in 2017, the UNHCR condemned the development, noting that ‘the destruction of the market and scattering of the small businesses to other premises would not only seriously affect the economic situation of the people working there, but it would also make this cultural life simply disappear’³⁵.

Since the signing of the development agreement, a coalition of market traders and community-led actors have been pursuing an alternative community plan for Wards Corner³⁶. The most recent plan, which included properly costed regeneration plans, received planning permission at the end of 2019. As of June 2021, the development of the site sits on a knife-edge, with

Grainger PLC having written to market traders informing them of 'significant challenges to the project's viability'. Instead, the West Green Road/ Seven Sisters Development trust - one of the key organisations behind the community plan - are proposing an alternative Public-Common Partnership³⁷ model with TfL.

The Public-Common Partnership is being proposed as a solution to a number of challenges for the development of the local area. Firstly, TfL are guaranteed a continued freehold and decision-making powers over the infrastructure of the site, ensuring they fulfil their responsibility to maintain adjacent transport infrastructure. Secondly, access to an otherwise unobtainable ethical loan to support the redevelopment (an estimated £10 million) is facilitated through TfL acting as guarantor on the loans. Thirdly, with the Development Trust (a registered charity) as recipient of the profits of the initiative, there is a participatory democratic body that enables local community members to have a direct say in how the profits from the Wards Corner development can be used in the regeneration of their local area.

LESSONS LEARNED TOOLBOX

Ownership and co-governance

The proposed model draws upon specific legal models of ownership that are available in the UK. Introduced in 2014, Community Benefit Societies (CBS) are a registered company that must conduct business for the benefit of the community, where any profits must also be returned to the community. A CBS has a multi-stakeholder board designed on a case-by-case basis, enabling diverse forms of representation and decision-making. They are governed by a set of tailored rules that set out the decision-making powers of different stakeholders and what must happen with the profits. In the proposed model, the CBS is combined with a series of other organisational forms (such as

a charitable development trust and a market tenants association), to create an ownership and governance model that enables democratic community control over how profits can be reinvested to support similar initiatives. Whilst the model can't be directly copied into different contexts, it provides a detailed overview of how models of co-ownership and co-governance can support a different model of urban development.



f. Housing

Housing provision is dominated by three main forms: private development, social or 'public' housing and informal settlements on public or private land. Although there are notable exceptions (in cities such as Zürich, Switzerland, and Burlington, Vermont, USA), cooperative housing has mostly featured as little more than a footnote in the provision of housing stock. Nonetheless, the crisis in dominant modes of housing provision is leading to a resurgence in interest in alternative housing approaches.

Recent research suggests that a deeper understanding of existing relationships 'between the state and the cooperative sector is key to understanding and developing what could be termed public-cooperative approaches to housing'³⁸. This includes recognising the role public authorities can play in creating favourable legal and policy environments, along with more direct forms of support such as financing and the 'banking' of land. Although cooperatives are a common feature, the diversity of potential housing alternatives have led some researchers to propose the term 'collective housing alternatives' as a catch-all term that covers the variety of 'not-for-profit, democratically governed voluntary associations for the development, ownership and management principally of affordable housing'³⁹.

STORY 9: LAZIO SELF-REHABILITATION COOPERATIVES

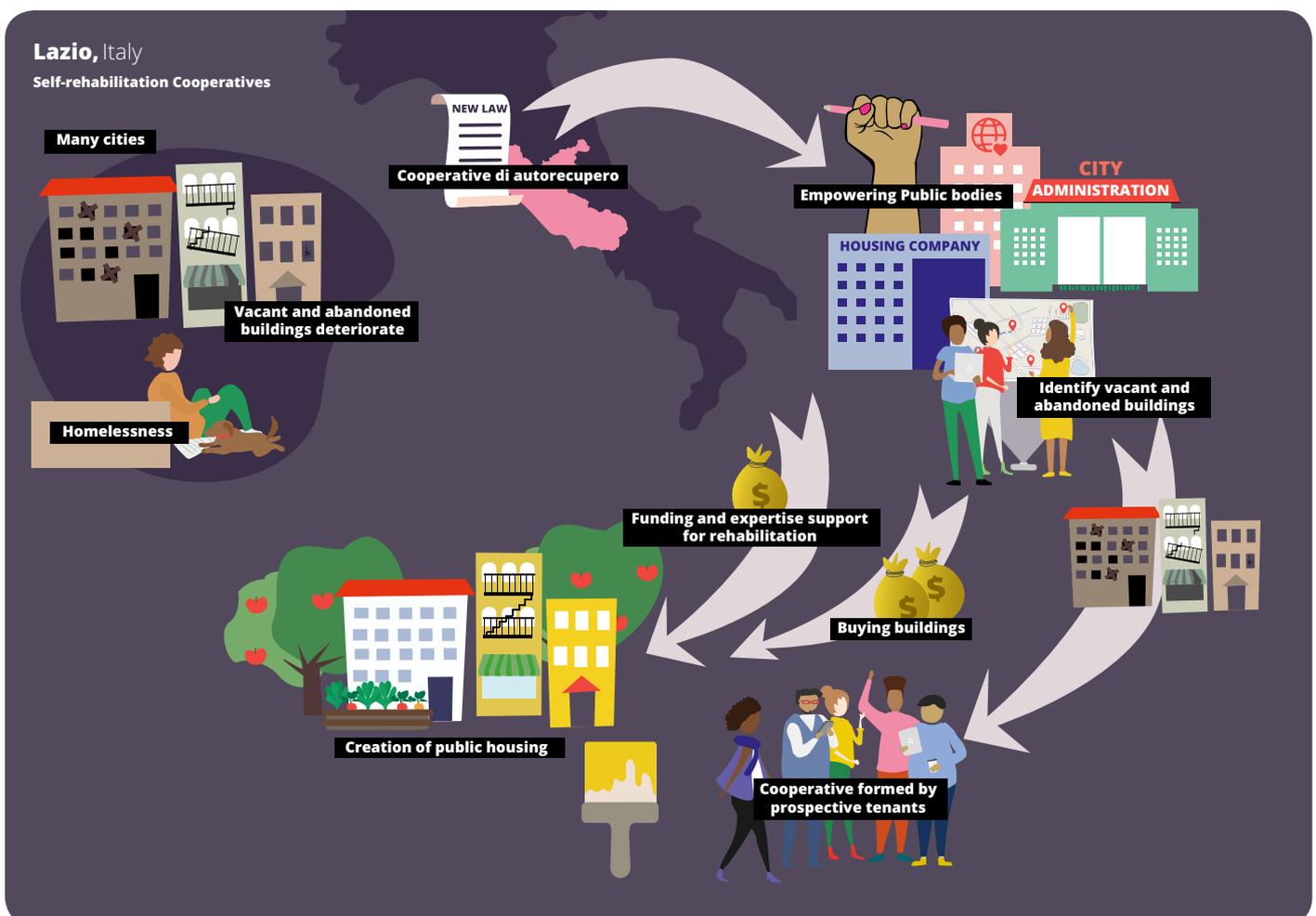
Strategy A: Public-housing co-ops collaborations create more public housing stock

Established between the 1950s and early 1960s, the Italian cooperative housing sector is dominated by three major housing cooperative federations. The federations account for around 3,500 individual cooperatives and in the region of 570,000 dwellings. The cooperatives reflect a number of different approaches to collective ownership, and around three quarters of the dwellings are owner-occupied.

In the Lazio region, the adoption of a regional law in 1998 facilitated the emergence of a new form of cooperative known as 'self-rehabilitation cooperatives' (cooperative di autorecupero). The policy empowered a number of public bodies - including provincial and city administrations, public housing companies, public charities and a

handful of other public entities - to identify vacant or abandoned buildings within the stocks of public and some private bodies. Once identified, the programme supports the rehabilitation of the property into single and multi-family dwellings, with part of the work to be carried out by a cooperative formed by prospective tenants.

Public bodies are responsible for identifying and acquiring properties along with issuing public calls for tenders on their rehabilitation. With the Ministry of Infrastructure providing the funding, all rehabilitated buildings become part of the public housing stock. Whilst the law has only been utilised 17 times since its introduction, mostly in Rome, research suggests it has fostered 'the creation of tenant-managed housing cooperatives through collaboration with public entities, thus contributing to the creation of public housing'⁴⁰.



Lessons learned Toolbox:

Public bodies supporting collective housing

Public powers can promote the formation of cooperatives through measures that enable access to land, identify and acquire vacant or abandoned buildings, finance, and technical support (issuing public calls for tenders). These factors determine the overall initial costs of the housing project and thus its initial affordability. They also weigh heavily on the ability to scale up and replicate housing cooperative developments⁴¹.

Positive cycle of collaborations

Public policies enabled properties acquisition and public funding matches with labour contributions from future beneficiaries (organised as a tenant co-op) to repair housing. This cycle of collaborations systematically increase public housing stocks, which make a long-term benefit of affordable housing.

STORY 10: BURLINGTON COMMUNITY LAND TRUST⁴²

Strategy A: De-commodification for affordable housing at scale

In March 1989, Bernie Sanders, the incumbent mayor of Burlington, Vermont, USA, voluntarily resigned from office. During his mayorship of Burlington, he oversaw the establishment of one of the most ambitious community land trusts in the United States. The goal of community land trusts (CLTs) is to acquire and own land in trust for the community, offering long-term leases at affordable rates to support the development of affordable housing and cooperative and social businesses. Community land trusts are usually operated by democratically elected boards, composed equally of land trust participants, public interest representatives and representatives of community organisations and financial institutions.

Burlington Community Land Trust (BCLT) was formed in 1983, when a \$200,000 grant and support from civil servants made it the first CLT to be directly funded and initiated by a municipality. By 1984, the BCLT was established as a separate non-profit organisation, purchasing its first bit of real estate - a single one-family home - that summer. The ultimate goal of BCLT is to remove land itself from the private market, enabling the separation of the value of the land from the properties that sit on it. When property is sold, the land itself remains in the ownership of the CLT, meaning the price of the property is kept comparatively low. A profit cap was also included in the original purchase agreement for any property, restricting the profit that can be made through a sale and thus limiting the ability for housing to be treated as a financial asset. This makes it substantially cheaper to own your own home, or to rent directly from the trust.

Beyond the initial grant funding, the city council also made substantial loans from its pension fund. In its first decade, this enabled the BCLT to successfully push back against the displacement that comes with gentrification, focusing on the acquisition of assets in a specific square block in Burlington's Old North End neighbourhood. By the end of the 1980s, the BCLT had a total of 85 units representing around 0.5 per cent of the city's total housing stock.

Fast forward to 2010 and the BCLT (now merged with the Champlain Housing Trust) now owns the land freehold for around 560 homes along with 2,100 rental and cooperative units, accounting for around 7.6 per cent of the town's entire housing stock. It has been estimated that homes are affordable to households earning only 57 per cent of the area's median income, demonstrating a mode of affordable housing for both rental and home ownership.

Lessons learned Toolbox:

Public pension fund

As a long-term public community strategy, from its initial grant and funding through the city pension fund, Burlington Community Land Trust demonstrates how limited public financing can support a process of affordable housing at scale, with a focus on land de-commodification as a strategy to ensure long-term affordability. A pension fund of municipal (public) workers for instance can systematically invest and support collective local housing projects. Three decades' efforts have made significant increase of community owned housing (7.6 per cent of the town's entire housing stock) and fought against displacement and gentrification.

3. IMAGINATION – Towards structural public-community collaborations

In this section we will demonstrate how the main lessons of the international cases can be translated to other cities. Although the history, struggles, sectors and actors of these cases led to their final configuration, many of their underlying mechanisms can be adopted to stimulate public-community collaborations. We therefore extract the important principles and learned lessons from the international cases, envisioning what it would mean for a local authority if it were to implement such public-community collaborations in its city.

Here we propose a hypothetical roadmap to discover several scenarios for a city that progressively commits itself to democratic ownership and governance over its public services and assets. Our aim is to show how the principles can be altered into concrete urban reconfigurations and to spark imaginative and creative thinking about new processes and institutional forms within a city.

We adhere to our emphasis of the importance of context, and have therefore created our scenarios based on the city of Amsterdam, the Netherlands, and some of its challenges⁴³. We therefore take Amsterdam as an example to exercise the expansion of structural and institutionalised forms of co-governance and ownership over public services. The scenarios are inspired by developments and propositions that are on-going citizens' initiatives in Amsterdam⁴⁴. Our imagination is thus 'grounded' in the city, but we anticipate many factors and challenges that cannot be articulated through this report. In Amsterdam or elsewhere, it is ultimately those living in the city that must shape its future. Footnotes provide further (Amsterdam-specific) information.

For cities willing to undertake such a road, we emphasise the importance of enduring support for community organisations, a long-term perspective on collaborations, equal access to collaborative processes and an equal power balance between the municipality and civil initiatives. As cities are currently better adapted to serving market forces, the power disbalance between market, municipality and civic initiatives - who is able to decide what - has to be acknowledged before co-production can be transformative. This means giving space and time to consider alternative ways of working. In addition, although citizen participation is often allocated to the level of the 'neighbourhood', it is often neglected that material and social infrastructures of these same neighbourhoods are in many cities rapidly changing because of the existing municipal-market logic of the city.

We guide you through three future years, beginning after a new municipal election. In the first phase, we propose the development of several organisations that function as guardians for public-community collaborations and that can structurally roll out, facilitate and explore the potential of the city to collectively manage its assets, services and utilities. These organisations are new forms of public-community collaborations. In the second and third phases, we envision several scenarios that show how the municipality and these organisations are progressively involved in the implementation of public-community collaborations in the sectors of energy, food, care, urban development and public space stewardship.

2022—Year One

The first year of municipal commitment to public-community collaborations. What will we do?

Begin with the implementation of three interdependent organisations that support public-community collaborations in a city

Institutionalise knowledge sharing and support for communities

Start networking, within the municipality as well as in the city



The AC: a new organisation in town dedicated to public-community collaboration

Amsterdam celebrates the start of an organisation called the Amsterdam Collective (AC). The AC works in partnership with citizens and stakeholders to be a guardian of a strong solidarity cooperative city economy. It will serve the important function of initiating public-community collaborations in the city. The AC is in the unique position of being a bridging agent between civil society and the Municipality of Amsterdam.

Established as a formally constituted organisation independent of the Municipality of Amsterdam, membership in the AC is open to citizens, active civic initiatives, representatives of the city council, other relevant semi-public authorities (such as the water board, housing corporations and grid operator), think tanks with a specialism in the area and academic networks with relevant knowledge.

The decision-making processes of the AC are democratic, with power shared between its members. Through regular assemblies, members indicate, discuss and vote on the most pressing issues in the city that require attention. The establishment, development and long-term objectives of the AC are therefore collectively decided by all its members. **Terrassa Water Observatory** is an inspiration to the formation of such a public-civic body with democratic control. The daily organisation is arranged through remunerated working groups that commit themselves to everyday project management and project implementation.

A board consists of representatives of the working groups, community representatives, municipal representatives and alder persons.

Following the official council agreement to establish the AC, an initial core team is pulled together to set up the organisation. This core team reaches out to important city networks, neighbourhood coalitions and existing organisations. Simultaneously, the municipality starts to identify and appoint relevant municipal staff and councillors within the different departments of the municipality to dedicate time and thereby build internal support.

After a period of coalition-building with the newly-elected political representatives willing to contribute to the coordination of the AC's work, the city of Amsterdam funds the organisation for its initial phase. The AC is committed to creating diverse funding streams in its development.



Support Centre: support communities to organise

As part of the AC, a Support Centre is launched in the same year that facilitates knowledge exchange between organisations, and provides coaches and training about financial and juridical information for aspiring members and communities.

To ignite the development of new communities in the city, a financial instrument in the form of an incubator⁴⁵ becomes integrated within the Support Centre. Cooperation is sought with the procurement department of the municipality, and the Support Centre networks with private and public partners to develop a long-term fund that provides loans with low interest rates to communities [1].

Further, the Support Centre starts to survey existing cases within the city that are already working on alternative forms of collective ownership over goods and services. The AC has the intention to establish a permanent process of learning and knowledge-sharing.



Observatory for the Public: monitoring institution [2]

An Observatory is established to serve as a platform between the municipality and the AC to improve accountability and transparency regarding the city's financial decisions. The Observatory also falls under the purview of the AC.

The Observatory serves the important function of monitoring the processes and political choices regarding public delivery and ownership change over services and goods. Creating an overview of (outsourced) municipal services, for example procurement contracts and

invested interests, is a first crucial step to monitor in finding key opportunities to change private arrangements (PPPs, outsourcing) into public-community collaborations. Further, the Observatory also commits itself together with the municipality of Amsterdam to accessible municipal budget sheets, scaled down to neighbourhood-levels to provide accessible information to citizens about the budget flows that go through their neighbourhoods⁴⁶.

The Observatory dedicates itself to providing accessible open-source information to the larger public. It is therefore a vital instrument in the establishment of thorough transparency between the city and its citizens regarding financial decision-making processes.

The Observatory stands in close contact with the procurement office of the municipality and researches innovative legislation, regulation and finance constructions.

[1] Financial support of public bodies is crucial for citizen initiatives to enable otherwise inaccessible banking loans as banks often don't want to carry risks for community projects alone. This has proven to be the case in the recently introduced fund for housing cooperatives in Amsterdam⁴⁷.

[2] In Amsterdam, this would be a crucial part needed to create a long-term plan to, for example, permanently stop divestiture of municipal real estate property, align real estate with broader social policy goals and local economic development, monitor important tender agreements (like public transport) and invested interests, and assess the four-yearly analysis by the municipality to assure for-profit holdings serve the 'public interest'.

2024—Year Three

Discovering possible ventures for the city

After two years, the AC, the Support Centre and the Observatory are running. In addition, several organisations have affiliated themselves with the AC. The regular assemblies that took place led to the identification of the main ventures that the city should undertake with the help of the AC. It became apparent that three working groups should be established to stimulate a cooperative city economy related to the energy transition, food and workers' conditions.

The working groups are dedicated to:

Improving collective governance over the heating grid in the city

Combining the energy transition with inclusive neighbourhood development

Networking to enlarge the use of agrarian food products in the region

Campaigning for a city-wide cleaners cooperative to improve the conditions of workers in the hotel industry



Energy

Collective governance over the city district heating infrastructure

To address the climate crisis, energy transition from non-renewable to renewable resources is one of the high priorities for the city. Developing a local heating grid takes up a prominent role within this process in Amsterdam. The development of this system offers the important opportunity for a city to rethink questions of governance and ownership over infrastructure and resources.

The Energy Working Group therefore committed itself to examine and evaluate the current governance of the heating infrastructure in the city. As the energy transition in the city requires the expansion of the local heating grid, which is currently steered by a semi-private company⁴⁸, the Energy Team is inspired by **Cádiz** and works to establish a permanent citizen committee connected to the implementation of the heating grid development⁴⁹.

'Energise' neighbourhoods

Energy cooperatives are thriving, including in Amsterdam, but communal ownership over renewable energy sources (through citizen membership in a cooperative) is a significant obstacle for many. Cooperative membership can become a divisive factor in access to sustainable energy sources, the lack of which can lead to higher levels of energy poverty in cities, as taxes on unsustainable sources (gas) are expected to go up in the next few years.



Yet, as **Plymouth** showcases, this does not need to be the case. Municipalities can actively get involved to support the development of cooperatives with the goal of reducing energy poverty in neighbourhoods. With this goal in mind, the Energy Working Group of the AC was enlarged by adding key players within the energy cooperative field and active neighbourhood community representatives became involved in the set-up of a new cooperative neighbourhood project to support inclusive access to sustainable energy and local job creation.

Together with the neighbourhood, the Energy Working Group took the lead in the action to collectively purchase solar panels, with a strong price reduction for lower-income households, and set up a system of 'solar-subscription' on solar panels (see also appendix 2, Kuurne Solar Energy and Vienna Energy). The municipality⁵⁰, local housing corporations and private home owners as well as companies have offered and leased their available rooftops in the neighbourhood. In this way, apartment renters can join a collective solar scheme.

Because of the AC's strong interdepartmental connections, the Work and Income Department works with the Support Centre to provide training programmes and job provision as energy advisers to support families to reduce energy bills (see also **Cádiz**). The Support Centre offers courses on neighbourhood cooperative management, house retrofit and construction work (to increase energy efficiency) and provides local language translators to assure that updates about the project are accessible to all citizens. [3]

Food

Creative procurement and local food consumption

As seen by the creative procurement strategy of the city of **Rennes**, part of the potential of municipalities lies in their procurement activities with local and diverse vendors.

In Amsterdam, a Food Working Group is installed that works together with existing regional food networks⁵¹ and the Observatory to create a strategy for progressive procurement of local food. The AC acts as a bridging agent to establish a permanent project to strengthen local food production by farmers and cooperatives and link them via municipal procurement to elementary schools and other public institutions' cafeterias.



The Observatory and the AC serve their value here by proposing progressive ways of working within the municipality and linking up different existing parties, which led to the city's reduction of food-miles-travel carbon emissions, strengthening of local food productions and distribution, local economy and introduction of healthy food provision of local vegetables and fruit to schools in Amsterdam⁵² [4]



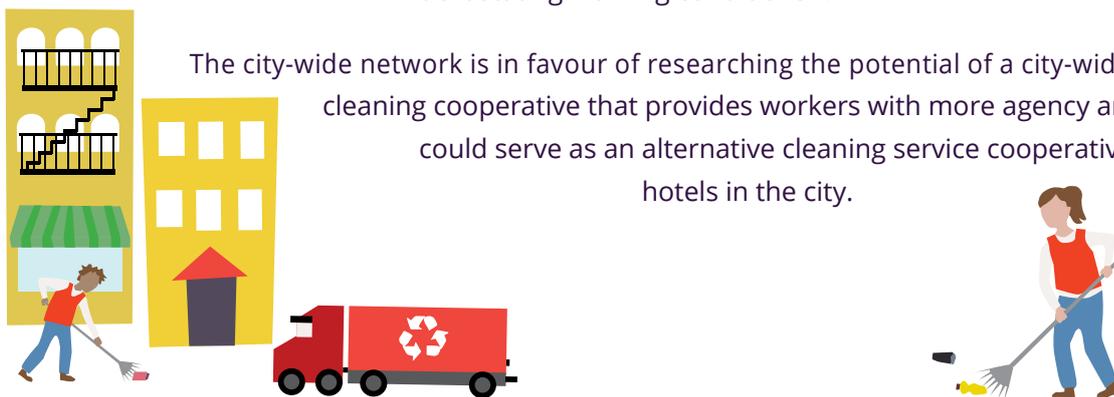
Care

A city-wide cleaning cooperative

As the case of **Recoleta** shows, cities can play an important role in the protection of its workers, either by procurement, permanent in-house hiring procedures or through the development of cooperatives⁵³. Besides assuring good labour conditions for municipal employees, municipalities could use their power to improve the situation of precarious workers in private companies. For example, the tourist industry in many cities often leads to influential hotel industries that tend to rely on precarious workforces.

The municipality is therefore asked by the AC to use its networking power to team up with the local labour unions, workers foundations and some private parties. A Working Group is established to facilitate the project. Agreements⁵⁴ are made between these organisations to form a strong block against the large-scale cleaning service companies that currently create devastating working conditions⁵⁵.

The city-wide network is in favour of researching the potential of a city-wide cleaning cooperative that provides workers with more agency and could serve as an alternative cleaning service cooperative for hotels in the city.



[3] Especially in Amsterdam the neighbourhood as a 'scale' to embed cooperatives is suited, as the energy transition in the city also takes place per neighbourhood; Dutch municipalities are commissioned with the task to work per neighbourhood to find suitable alternatives for natural gas, which is currently the main source of heating and energy for households⁵⁶.

Further, several cooperatives in Dutch cities (for example *Energie Coöperatie Westerlicht*⁵⁷ in Amsterdam and *Delfshaven Coöperatie*⁵⁸ in Rotterdam) are combining energy transition and social neighbourhood inclusion, for example by focussing on local job creation within their projects and attention for accessibility within cooperatives.

[4] Like in many cities around the world, food consumed in Amsterdam has often travelled many kilometres, although the city has a large potential for self-sufficiency due to agrarian food production in the region⁵⁹. As a matter of fact, the Netherlands in total reaches a degree of 100 per cent of self-sufficiency of most agrarian products.

2030—Year Nine

We are beginning our ninth year on track.

The AC has established itself firmly within and beyond the city. Interested citizens, civil servants and organisations from other cities know how to find us. Our previously established projects, such as the Energy Working Group, are running smoothly. Some of the projects of the AC are even copied to other neighbourhoods and sectors.

The attention of the AC has started to shift towards larger-scale urban development to fight against speculative commercial developments. As the city keeps growing and public space is becoming increasingly more attractive to private investors⁶⁰, the AC decides to zoom in on tender processes for urban development and the governance and ownership of public space. The AC has shown its expansionary power by having supported processes that led to the realisation of two new decentralised public-community collaborations.

Fostering local collaborations to influence tender procedures

The Observatory's commitment to researching and developing processes for tender and procurement activities has played a crucial role by disclosing the opportunity for citizen's engagement in land plot tender procedures. Whereas normally citizens have little say in urban space development, as tender procedures are catered for private, large scale parties, the Observatory demonstrates its value by making these processes more understandable and accessible to citizens and community groups.

The Observatory monitors the opportunities for upcoming tenders and a first pilot is rolled out, starting with a neighbourhood assembly to gather knowledge about the area and its needs before the tender procedure is launched^{61,62}. The AC plays a crucial role here in supporting the organisation and finding communities that are able to organise these local meetings. The provision of feedback from the participatory process is an important aspect of the project. [5]

Collective ownership of public space through innovative finance constructions

The AC celebrates its largest achievement in history. Amsterdam can be proud of being the city that has a pioneering public area that is permanently governed by local stakeholders and owned by the public.

The rejection of urban commercial development in the city led the AC to work on an alternative civic-led public-community finance model to transfer an urban market square, known as Bos en Lommer Square, into public hands.

Inspired by **London's Wards Corner** and community land trust models, the AC began an assessment with several academics and professionals working in the real estate sector and banking world to gain advice on alternative business cases.

As public bodies have a lot of power to develop new initiatives, the plan to find a guarantor for loans by banks was developed. With a sound plan for the purchase of the market square, collaboration was sought with the public Water Board⁶³ in Amsterdam and Triodos Bank (based in the Netherlands) to present the AC's idea of a financial collaboration.

The Water Board accepted becoming a guarantor to enable the development of the communal decision-led regeneration area. This public-community collaboration between the Water Board and the newly established Bos en Lommer Square Foundation was then able to guarantee a loan at Triodos Bank. The Water Board has since gained an important extra social function in the city. With the help of several public bodies and a private bank, it became possible to establish the first fully community-led market square in the city, managed by the newly coined foundation.

As the Municipality also stepped in to buy up a part of the property that is part of - and surrounds the square, some spaces in the area are now rented for reduced prices, fostering the development of local small-scale community services. The foundation and the municipality now generate income through the rental of the office spaces to bigger companies and the smaller retail shop spaces to smaller businesses. [6]



[5] Using governance mechanisms of communal land trusts, cities can translate the democratic governance over land plots to the development of tender indicators for spatial neighbourhood development. Local citizens' assemblies can be installed that are concerned with overall long-term city planning surrounding their neighbourhood, but also specifically to co-design urban development tender procedures. In Amsterdam, inclusive anti-speculative land plot development was a crucial reason to realise CLT Bijlmer, the first Dutch 'Community Land Trust' project⁶⁴.

[6] In many cities, urban space has become an asset for private profit-making by speculation. For example, in Amsterdam, the Bos en Lommer Square was sold from one private investor to another, leading to a social reconfiguration of the square and the sell-out of the former stallholders of the market⁶⁵. Although square ownership has not been discovered yet in the city, there are instances where stallholders are requesting self-governance over the waste logistics of the square (for example by the organisation Zero Waste Lab Plein '40 - '45).

Recommendations

The identified cases show that political will (Terrassa, Cadiz), networking and collaborative capabilities (Plymouth, Wolfhagen) as well as the regulatory framework are overarching elements and we suggested looking deeper into these factors. The regulatory framework creates possibilities (Lazio, London Borough of Haringey) or difficulties (Rennes, Recoleta). Difficulties can be circumvented with creativity, and public knowledge sharing (public public partnership) is a powerful tool for finding solutions.

Municipalities are at the forefront of creating democratic public ownership. Local government and communities' practices around the world inspire an alternative pathway to organise public services and goods for a sustainable future and well-being. These experiments are ranging from co-governance to collective ownership of local infrastructure. The key values of public-community collaborations lie in solidarity and social justice through collective actions. A sense of urgency is present to protect the climate and future generations' survival. It is imaginable and possible to set up an anchor institution to foster public-community collaborations structurally, with a training /education centre and a policy monitoring observatory (as proposed in IMAGINATION). In eight years, the 2030 future of urban governance over public goods and services can be profoundly different.

Here, we bring recommendations from the 'lessons learned toolboxes' of the international experiences introduced in this report.

PUBLIC AND COLLECTIVE OWNERSHIP

- Public ownership of assets, utilities and in-house services provision are key strategic decisions to coordinate public policies and achieve public objectives (Rennes). Outsourced services (such as school meals or cleaning) could be in-sourced, a services delegation with private companies can be ended when a private contract expires.

- Political vision and commitments are a necessary starting point to develop community collaborations (as Wolfhagen decided on a 100 per cent locally produced renewable energy provision).
- Municipalities have the power to protect the most vulnerable workers and end precarious work by in-sourcing care services and supporting the creation of workers' co-ops. (as Recoleta established the department of the social economy to promote the creation of worker cooperatives). Continuous dialogues with and technical supports for workers-led co-ops are key.
- The energy transition is a strategic opportunity for municipalities to achieve social justice and reduction of carbon emissions together, and unlock local knowledge and new streams of resources by working with local communities (Wolfhagen, Plymouth, Cádiz).
- Citizens can demand public ownership of utilities through a local election. Social Pact or Manifest (for public water) is a useful tool not only to make elected officials accountable but also create new a public-community institution (for example, the OAT in Terrassa) to co-produce public policies.
- A semi-public utility company can be democratised when a municipality has determination, as the City Council of Cádiz demonstrates. Having a majority of shares, the city has made governance participatory by involving its citizens (committees on Transition and Energy Poverty).

a. Land /properties acquisition and de-commodification

- Public land acquisition and making land plots publicly available are key to stopping further land speculation in municipalities. A local government can identify land plots and make them available for local farmer's co-ops to promote agro-ecology (Puerto Piray), identify and acquire properties, and match with future tenant co-ops for renovation (Lazio), or support starting a community land trust to

de-commodity lands and increase community-owned affordable housing stock (Burlington). A long-term de-commodification strategy working with people results in a substantial increase of affordable public community housing stock (7.6 per cent in Burlington).

b. Co-ownership of local infrastructure

- Locally owned renewable energy infrastructures can be developed. Municipalities can provide a long-term sustainable public loan with community initiatives. Locally owned energy infrastructure can play a strategic role for energy transition with community empowerment at its heart. Generated profits can be re-invested into existing infrastructure, which allows for its self-expansion, and consequently can finance other just transition activities, which would not find a funding source otherwise (Wolfhagen, Plymouth).
- Public institutions can make a collective scheme (to place solar panels on the rooftop of schools or public housing) in which less well-off families or renters can collectively invest to access renewable sources (Kuurne, Vienna, Troisdorf in appendix 2).

c. Co-ownership of utilities

- Public utilities' co-ownership (such as a municipal energy company with a local energy co-op) is currently unique but possible through a joint shareholding (Wolfhagen). A municipal company, in principle, is owned by citizens. However co-ownership allows more explicitly sharing decision-making power through the representation of a governing board. Co-deciding policies and asset engagement, a municipality and a local energy co-op can work together for just energy transition.

d. Co-governance

- There are many ways to introduce co-governance in utilities of public services and urban development; public-civic associations (Wards Corner London or the Terrassa water Observatory), a board of public institution

representation (Wolfhagen), a permanent committee in a public institution (Cádiz). They all contribute to building new public institutions with higher transparency and accountability. In fact, they demonstrate that democratic co-governance is possible in public companies without monetary-based ownership such as shares.

INNOVATIVE FINANCE TO SCALE UP COLLABORATIONS

e. Reinvestment of profit into communities

- Profits generated by the co-owned local infrastructure can be ruled democratically and reinvested in communities through public communities collaborations (The energy-saving fund in Wolfhagen, Wards Corner Community benefit society).
- The two-sided financing strategy is employed; a project is initially financed by loans from the city councils, and community shares are issued to mobilise from residents and gradually develop community ownership. The Plymouth Energy Community-PEC has successfully expanded its community-owned solar arrays at scale. The Burlington Community Land Trust was similarly financed initially by a public pension fund, and has since managed assets and scaled up by itself.

f. Creative public procurement for public services provision

- Public procurement is a powerful tool for municipalities and communities for sustainable local economic development and quality employment. A municipality can creatively circumvent an obstacle (to rule out a local preference) with public-public knowledge and expertise sharing like the city of Rennes shows.
- Public tenders effectively support locally organised workers co-ops of care services (Recoleta) to reduce precarious work (especially for women), empower workers and improve services quality. Municipal resources are distributed among workers directly, instead of to private shareholders.

APPENDIX 1 Methodology on identifying international cases

The research team reviewed 80 public-community collaborations that were collected and documented from relevant projects. To distinguish clearly and to not be caught by the 'dark side' of co-production approaches, we examined ownership structure, governance and finance of collaborations⁶⁶ with the following criteria:

To what extent

- did the initiative replace the financialisation of the public sector (PPP/PFIs/outourcing) and propose new ways of providing services?
- did the initiative aim to reduce inequality of access, opportunity and benefit?
- did the initiative result in redistribution of power and resources to less-advantaged groups of people (gender, income, ethnicity, generation, sexual identity and orientation)?
- did it contribute to building the feminist economy⁶⁷?
- did it include inclusive governance & democratic management?
- was there new (social) value creation for the well-being of residents?
- did the initiative address sustainability - reduce carbon emission, restore biodiversity, just transition?

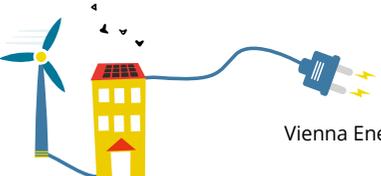
On finance, we examined how the initiatives are funded and how generated profit is directed. Through this exercise, we short-listed 43 cases based on an evaluation of the above criteria.

These 43 cases are listed in Appendix 2.

For the third section, we conducted interviews with several key players of communities and on-going projects in the Amsterdam field as well as conducted desk research. Our proposals are therefore partially based on on-going experiences by communities in the city as well as on identified challenges and needs for the city.

APPENDIX 2 The international list of public–community collaborations

Public and collective ownership

TOPIC	CASE	COUNTRY	CITY	SECTOR	KEY ELEMENTS	KEY RESOURCE (ARTICLE)
a. Land /properties acquisition and decommodification 	Productores Independientes de Puerto Piray	Argentina	Puerto Piray	Food and agriculture 	In passing a new law that declared 600 hectares of land owned by a private lodging company a public utility, the provincial government expropriated the plots of land and donated them to the workers cooperative 'Puerto Piray Independent Producers', who collectively produce food for private consumption and sale, using organic and agro-ecological practices.	https://wrm.org.uy/articles-from-the-wrm-bulletin/section1/argentina-sowing-struggle-we-harvest-land-land-recovery-in-misiones/
	Parque Agrario Agro-Ecológico	Argentina	Moreno, Buenos Aires	Food and agriculture 	To tackle food problems, increase local agricultural production and prevent land occupation, the municipality of Moreno creates agro-ecological parks on plots of unused land by connecting landowners and small family farmers who rent or buy the property for agricultural production, of which a fixed amount is donated to community kitchens.	https://www.pagina12.com.ar/298523-de-tierras-privadas-ociosas-a-quintas-para-la-produccion-de-
	Lazio Self-rehabilitation Cooperatives	Italy	Lazio region	Housing 	Through a law that introduced the 'self-rehabilitation cooperative' as a new form of cooperatives, a number of public bodies were empowered to support the rehabilitation of vacant or abandoned public buildings to transform them into single and multi-family dwellings in partnership with cooperatives of prospective tenants.	https://www.tandfonline.com/doi/full/10.1080/19491247.2021.1877888
	Burlington Community Land Trust	USA	Burlington, Vermont	Housing 	The Burlington Community Land Trust was the first CLT to be directly funded and initiated by the municipality with the goal to acquire and own land in trust for the community, thus removing it from the private housing market, which makes it substantially cheaper to own a home or to rent directly from the trust.	https://www.burlingtonlandtrust.org/
b. Co-ownership of local infrastructure  	Kuurne Solar Energy	Belgium	Kuurne	Energy 	A collaboration between the local government, citizens and an energy cooperative lead the way toward co-ownership of solar energy, where solar panels are located on municipal buildings and citizens can buy shares, either individually or collectively via a group purchase, to become co-owners of the panels, which additionally gave them the option to purchase high-quality solar panels for their private homes at a discounted price.	https://smartbelgium.belfius.be/deelnemers/kuurne-schijnt-zon-iedereen/
	Vienna Energy	Austria	Vienna	Energy 	As many of Vienna's residents live in apartments and are therefore unable to set up solar energy panels on their rooftops, the 100 per cent city-owned energy provider 'Wien Energie' set up an innovative co-ownership system through which residents can invest in shares of wind power plants or purchase and lease solar panels back to Wien Energie.	https://municipalpower.org/articles/new-ways-for-the-energy-transition-the-viennese-ap-proach/
	StadtSolar Troisdorf	Germany	Troisdorf	Energy 	To create a system of co-ownership of local energy infrastructure, the city of Troisdorf established both the 'Solarpark Oberlar', where solar panels are installed on public buildings, and the cooperative 'StadtSolar Troisdorf eG' through which citizens become co-owners (by buying shares of the solar park), co-decision makers and co-earners (by receiving a 6 per cent return on their investment).	https://www.stadsolar-troisdorf.de/wir-ueber-uns/
	Middelgrunden Wind Farm	Denmark	Copenhagen	Energy 	The Middelgrunden Wind Farm is one of the largest offshore wind farms worldwide and a key ingredient to the famous success story is the 20-year-old partnership and co-ownership of the windfarm from the municipally owned energy utility of Copenhagen and the democratic local energy cooperative that initiated the cooperation in the late 1990s.	https://energy-cities.eu/wp-content/uploads/2019/06/EnergyCities_RNP_Guidebook_Web.pdf

	Plymouth Energy Community	UK	Plymouth	Energy 	The Plymouth Energy Community is a non-profit cooperative that closely works together with the city council and uses innovative financing structures to invest in locally owned energy infrastructure, fight energy poverty and increase local energy literacy.	https://municipalpower.org/articles/plymouth-energy-community-a-story-about-energy-transition-and-social-justice/
c. Co-ownership of utilities	Wolfhagen Energy	Germany	Wolfhagen	Energy 	Through a partnership between engaged citizens and the city council, the citizen-led cooperative BEG Wolfhagen was founded, making Wolfhagen's citizens co-owners and co-decision makers of the city's public utility company, as well as giving them an active role in the transition towards 100 per cent renewable energies.	https://theconversation.com/this-small-german-town-took-back-the-power-and-went-fully-renewable-126294

Co-governance

TOPIC	CASE	COUNTRY	CITY	SECTOR	KEY ELEMENTS	KEY RESOURCE (ARTICLE)
d. Through public-civic hybrid association (Paris, Wards Corner London), a board of public institution representation (Wolfhagen), a permanent committee in a public institution	Barcelona Energía: Council of Users (Consejo de Usuarios)	Spain	Barcelona	Energy 	The Council of Users of the municipal energy retailer 'Barcelona Energía' is a forum to involve local citizens in decision-making on issues such as renewable energy, affordable pricing and energy poverty, and consists of consumers with voting rights and neighborhood associations who can voice their opinions.	https://municipalpower.org/articles/barcelona-energia-public-power-to-tackle-energy-poverty-and-achieve-energy-sovereignty/
	Cádiz Energy Transition Working Group and Working Group on Energy Poverty	Spain	Cádiz	Energy 	After a coalition of citizen-candidates won the elections for the municipal government in Cádiz, they set up two permanent working groups to work towards a just energy transition and to fight energy poverty, where local citizens, members of the city council, workers from the municipal utility company Eléctrica de Cádiz and newly hired workers come together to co-create energy policies.	https://www.opendemocracy.net/en/tc-cadiz-energy-poverty/
	Terrassa Water Observatory OAT	Spain	Terrassa	Water 	The Terrassa Water Observatory (OAT) works as part of the city council to enable citizens to become co-decision makers in issues related to water in the city, allowing for a co-governance and co-production of water services in the town.	https://www.elsaltodiario.com/agua/luces-sombras-dos-anos-gestion-publica-terrassa
	Eau de Paris	France	Paris	Water 	After re-municipalising water in Paris, the municipality created a participatory democratic body, the Paris Water Observatory, which provides a space for exchange and debates between representatives of users, elected officials, researchers and more.	http://www.eaudeparis.fr/nc/entreprise-publique/gouvernance/#observatoire_eau
	Wards Corner, Haringey (future)	UK	London	Urban development 	To prevent the closing and demolition of a marketplace that played a critical role for cultural exchange of the local Afro-Caribbean community, lawmakers and the local community agreed to set up a public-commons partnership in North London, which unlocks new funding, ownership and governance possibilities.	https://www.common-wealth.co.uk/reports/public-common-partnerships-building-new-circuits-of-collective-ownership
	Maison d'Éducation à l'Alimentation Durable	France	Mouans-Sartoux	Food and agriculture 	To promote local agriculture and organic food consumption, a municipal farm, alongside the Centre for Sustainable Food Education, was set up in Mouans-Sartoux, which provides local school canteens with fresh, organically grown food, organizes educational workshops, promotes a sustainable and healthy diet and serves as a leading example for many cities throughout Europe.	https://transformativecities.org/atlas/food1/

Innovative finance to scale up collaborations

TOPIC	CASE	COUNTRY	CITY	SECTOR	KEY ELEMENTS	KEY RESOURCE (ARTICLE)
e. reinvestment of profit into communities 	Plymouth Energy Community	UK	Plymouth	Energy 	See above	
	Wolfhagen Energy	Germany	Wolfhagen	Energy 	See above	
f. Creative public procurement for public services provision  	Rennes Farmers and Water Partnership	France	Rennes	Food and agriculture 	Through the launch of the program 'Terre de Sources' ('Land of Sources'), the city of Rennes provides support to over 2,000 farmers to switch to water-saving agro-ecological production methods by engaging in creative procurement contracts with the farmers for the provision of meals at public schools in the area to help them produce at a larger scale.	https://multinationales.org/Quand-la-protection-de-l-eau-se-transforme-en-repas-de-qualites-pour-les
	Windturbines	Belgium	Amel & Büllingen	Energy 	To improve citizen engagement in a transition to renewable energies, two municipalities in Belgium launched a public tender procedure for the development, construction and operational management of a wind farm where they explicitly requested the participation of their local citizens and based their final evaluation on the citizens' input, which led to the decision to keep 40 per cent of the ownership in the hands of local citizen cooperatives.	https://www.grenzecho.net/art-region/eifel-ardennen/ein-buerger-windpark-zwischen-honsfeld-und-hepscheid
	Cooperativa Renacer Patrimonial	Chile	Valparaíso	Care 	In an effort to promote workers' rights and fair working conditions, the municipality of Valparaíso awarded the procurement contract to clean public spaces in the city to the worker-founded cooperative 'Renacer Patrimonial Cooperative', which consists of workers that experienced precarious working conditions under their previous private employer and decided to constitute themselves according to the values of equal work, equal pay, fair working conditions and co-ownership.	https://www.laizquierdario.cl/Cooperativa-de-trabajadores-asume-el-de-safio-de-mantener-el-aseo-en-Valparaiso?id_rubrique=1201
	Nosa Enerxía	Spain	Ames	Energy 	The City Council of Ames has signed contracts for the supply of renewable energy to municipal buildings (for example schools or community centers) with the nonprofit cooperative Nosa Enerxía that promotes a new energetic model with 100 per cent renewable energy. It is a non-distributing co-operative, which doesn't distribute the surplus to members, rather re-invests for broader objectives agreed in a community.	https://www.nosaenerxia.gal/index.php/gl/cooperativa/a-cooperativa
	Energética	Spain	San Pelayo and other municipalities	Energy 	Several municipalities around San Pelayo have decided to opt for an energy supply contract with the nonprofit cooperative Energética, which promotes green energy consumption, a 100 per cent renewable energies model, and the empowerment of local citizens in the production and consumption of energy.	https://www.energetica.coop/
	Jatun Newen Workers Cooperative Recoleta	Chile	Recoleta	Care 	Recoleta's Department of Local, Social and Economic Development has consistently promoted the creation of worker cooperatives, so when a group of workers that experienced precarious working conditions from their private employer founded a worker-owned cooperative and applied during the tendering process for the cleaning of public spaces, the municipality showed their full support and awarded the contract to the cooperative Jatun Newen, which specifically focuses on the rights of women and minority workers.	https://www.recoleta.cl/cooperativa-multicultural-jatun-new-en-un-ejemplo-de-motor-de-desarrollo/

Som Energia	Spain	135 Catalan municipalities	Energy 	The member-owned energy cooperative 'Som Energia', which stems from a citizen's participation project in 2010, has been highly successful and achieved many milestones through creative financing methods, including becoming the producer and supplier of 10 per cent renewable energy for over 135 small municipalities in Catalan, with the objective to achieve self-production for local energy consumers.	https://energy-democracy.net/som-energia-the-first-energy-co-operative-which-provides-an-alternative-to-the-traditional-energy-suppliers/
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Relevant collaborations

TOPIC	CASE	COUNTRY	CITY	SECTOR	KEY ELEMENTS	KEY RESOURCE (ARTICLE)
Local government provides support and subsidies (without permanent organisations nor co-ownership)	Smart Grid Development Partnership	Belgium	Ghent	Energy 	In cooperation with two energy cooperatives, Ghent University and a social protection association, the city of Ghent initiated a unique cooperation project, 'Buurzame Strom', to unlock the potential of locally generated energy in the neighbourhood.	https://energy-cities.eu/wp-content/uploads/2019/06/Energy-Cities_RNP_Guidebook_Web.pdf
	De Braços Abertos Program	Brazil	São Paulo	Care 	The Braços Abertos (Open Arms) is a joint program between several municipal departments and various non-governmental organizations that follows the 'housing-first' objective to tackle drug addiction, homelessness and unemployment in São Paulo.	https://projeto5designmack.wordpress.com/2015/02/24/sao-paulo-de-bracos-abertos-turma-andrea/
	The Siargao Climate Field School (SCFS) for Farmers and Fisherfolks	Philippines	Del Carmen, Siargao Islands, Surigao del Norte	Food and agriculture 	To enhance food security and educate local residents on the effects of climate change, the Siargao Climate Field School for Farmers and Fisherfolks was set up with the use of financial resources from the municipal government and the People's Survival Fund (Philippinian climate finance mechanism dedicated to supporting local adaptation initiatives).	https://www.climate.gov.ph/our-programs/climate-finance/peoples-survival-fund
Citizen groups' democratic actions with local government support (No permanent governance structure nor co-ownership)	Dajopen Waste Management Project	Kenya	Kitale	Waste 	In partnership with the Kenya Agricultural and Livestock Research Organization, the World Health Organization and the local government, the community group 'Dajopen Waste Management' has tackled problems such as poverty, unemployment and food insecurity, through recycling and re-selling waste.	https://www.opendemocracy.net/en/oureconomy/community-initiative-creating-sustainable-employment-food-security-and-energy-out-waste/
	Cloughjordan Ecovillage	Ireland	Cloughjordan	Housing 	Cloughjordan Ecovillage provides a unique example of a democratically owned and governed community that is now home to over 100 residents and works towards achieving ecological, economic and social sustainability.	https://www.tni.org/en/article/the-future-is-now-at-irelands-cloughjordan-ecovillage
	GoiEner Cooperative	Spain	Basque Country	Energy 	In Basque Country, the non-profit cooperative GoiEner provides renewable energy to the municipality's citizens and works to achieve its objectives to provide 100 per cent member-controlled renewable energy, alleviate energy poverty and achieve equal representation of men and women.	https://energy-democracy.net/goiener-cooperative-basque-county/
	Unión de Agua Potable Rural de la Cuenca del Río Petorca	Chile	Petorca, Valparaíso region	Water 	Agua Para Todos is an initiative from the community non-profit organization Unión de Agua Potable Rural which brings together 24 cooperatives to fight against water poverty, bring quality water to remote villages and educate consumers on sustainable water use by working together with the Office of Water Affairs of the local government and engaged citizens.	https://www.vice.com/es/article/g5bbg9/el-pueblo-que-quedo-sin-agua-por-la-industria-aguacatera

Cochabamba Water and Sanitation for all	Bolivia	Cochabamba	Water 	The 'Water and Sanitation for All' project stems from a democratic, neighbourhood-led initiative that aims to guarantee the right to sanitation in the San Pedro Magisterio neighbourhood by successfully building and running a wastewater treatment plant and strengthening community management of the entire water cycle through the neighbourhood's Cooperativa de Agua San Pedro Magisterio, which has become a legally recognized water provider of the region.	https://www.opendemocracy.net/en/tc-cochabamba-water-pollution/
Kaua'i Island Utility Cooperative (KIUC)	USA	Kaua'i Island, Hawaii	Energy 	Through the initiative of local business executives, a member-owned and democratically run cooperative was formed, which bought an energy utility to provide more affordable and renewably sourced electricity to the island, becoming the state's first not-for-profit generation, transmission and distribution cooperative that is owned and controlled by the members it serves and is regulated, as well as financially supported, by the public utility commission and local authorities.	https://website.kiuc.coop/
Re-municipalising Housing in Berlin	Germany	Berlin	Housing 	To prevent the sale of five apartment blocks to a large private corporation, tenants organised into a tenants council, protested against this move and called upon the state government of Berlin to re-municipalise the buildings and secure affordable housing and public ownership.	https://www.berlin.de/ba-friedrichshain-kreuzberg/aktuelles/pressemitteilungen/2018/pressemitteilung.768733.php
Wireless Leiden Foundation	Netherlands	Leiden	Telecommunications 	The cooperative, non-profit foundation has established an inexpensive wireless network for Leiden and surrounding communities by creating a stand-alone local network with free wifi access to everyone, which is located on municipal buildings and has received financial support from municipalities to improve the local internet infrastructure.	https://wirelessleiden.nl/en/about-wireless-leiden
Batterstown Sustainable Energy Community	Ireland	Meath Country	Energy 	To support the small rural village Batterstown on its journey to become a Sustainable Energy Community (SEC), the Meath County Council agreed to financially support the village by procuring and paying for a consultant needed by the village to achieve their sustainable action plan.	https://municipalpower.org/articles/empowering-local-communities-through-partnership-in-meath/
PENGON: Empowering Women as Sustainable Energy Leaders	Palestine	West Bank/Gaza Strip	Energy 	PENGON's 'Empowering Women as Sustainable Energy Leaders' initiative connects women from Community-Based Organisations, local environmental NGOs, and government ministries and creates a forum for exchange, offers capacity-building workshops and fosters cooperation among these actors for a clean, affordable and women-led energy transition.	https://www.maan-ctr.org/magazine/article/2818/
Women Workers Association for Fair Housing	India	Solapur	Housing 	Organised into a women worker's cooperative, over 65,000 workers, whose demands for fair and affordable housing had been ignored, formed cooperative housing societies, purchased land and forced the central and state governments to allot funds for the construction of houses through protests, strikes and campaigns.	https://www.opendemocracy.net/en/tc-solapur-housing-beedi-workers/
Cooperación Comunitaria A.C.	Mexico	Ixtepec	Housing 	After an earthquake, the local NGO Cooperación Comunitaria A.C. raised funds and supported the reconstruction of destroyed houses in collaboration with women from the local Indigenous community, which triggered the local government's interests and laid out the foundation for a collaboration between the Indigenous community and the local government.	https://www.animalpolitico.com/2019/09/comunidad-tradiciones-reconstruir-pueblos-oaxaca/

	Richmond Progressive Alliance	USA	Richmond, California	Housing / Communal Security / Energy 	The Richmond Progressive Alliance is an electoral formation, a membership organization, a coalition of citizen groups and a key coordinator of grassroots education and citizen mobilisation working on several social, economic and environmental issues including successfully challenging the oil giant, Chevron, and fighting high rents, gun crime, gang violence and voter apathy.	https://www.opendemocracy.net/en/tc-richmond-affordable-housing/
Transformative change: combinations of grassroots people's power-building strategies are mainstreamed by local government.	Penca de Sábila Corporation	Colombia	Medellin	Food and agriculture 	The cooperative Penca de Sábila has successfully connected rural farmers to urban consumers, helped them to introduce agro-ecological production methods and raise awareness of the rural community's issues with the state government, with the result of improved health of the producers, the creation of two peasant organisations and the integration of over 100 farmers to the local supplier network.	https://alponiente.com/una-utopia-posible/
	Barcelona en Comú	Spain	Barcelona	Housing / Care / Urban development 	Barcelona en Comú is a citizen's platform that was formed by activists to run against the center-right city council during the municipal elections and which transformed policies on various public services in the city together with the local residents, with a special focus on improving access to decent housing.	https://www.opendemocracy.net/en/tc-barcelona-housing-bcomu/
	La Lactería	Argentina	Rosario	Food and agriculture/ logistics 	Tambo La Resistencia (the last dairy farm in Rosario), Cotar (network of 80 dairy cooperatives) and Ciudad Futura, a social movement-party, worked together to build a sustainable local production and distribution network, by cutting out the middlemen, which generated a direct link between producers and consumers and provided them with high-quality, affordable food.	https://minim-municipalism.org/magazine/real-food-for-our-cities-la-lacteria-from-rosario
	Cooperation Jackson	USA	Jackson, Mississippi	Food / Housing / Urban development / Production/ Energy 	Cooperative Jackson is building people power through a series of interconnected strategies to transform the city into one that is ecologically and economically regenerative, rooted in equity, solidarity and mutual aid, by creating a network of interconnected cooperatives and seeking local electoral power and municipal support to achieve their political, economic and societal goals.	https://www.resilience.org/stories/2019-10-24/building-a-solidarity-economy-in-jackson-mississippi/

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