THE
COLLABORATIVE
IMPERATIVE

CANBERRA

A report by Charles Landry
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The Collaborative Imperative

Summary

Canberra stands at the cusp of a rare opportunity to make the city more liveable, more competitive and to create more presence on the world stage. Yet this cannot be achieved by a business-as-usual approach. It will take time in its unfolding and a shift in attitudes from all parties concerned with Canberra's future.

The central theme highlighted here is the idea of collaboration. It is a major under-exploited asset and a competitive tool. In proposing that Canberra considers developing a 'culture of collaboration' the author is aware that the phrase might sound high-minded and too general. Experience from cities, however, that punch above their expected weight, shows that the capacity to partner and collaborate adds value, opportunity and, when done well, leads to enhanced results.

There is increased recognition in cities world-wide that harnessing combined insights, perspectives and energies is very effective for ambitious cities seeking to project and orchestrate their complex assets well. The world is simply too complicated for any party to address many issues on their own.

To make this happen involves mutual reliance and better understanding of the values, potential, the roles and resources of each respective partner.

A simple, some say simplistic, way of looking at urban development through from the post-war period onwards is proposed as a means for Canberra to assess where it stands. It is called 'The City 1.0', 'The City 2.0' and 'The City 3.0'. To remain competitive Canberra needs to move decisively from a 1.0 city to a 3.0 city.

Each urban period has a way of thinking, planning and acting. Each has a predominant mindscape and conceptual framework within which it operates. This shapes the priorities it sets, attitudes and how it goes about its business. It conditions, therefore, strategy making; governance arrangements; managerial styles; the capabilities and competences valued, encouraged and sought; how programmes and projects are implemented.

A section on the changing landscape of city-making (See Pages 14-17) describes how the larger forces operating globally affect cities and why public administrations and private interests need to re-assess how they operate. This concerns financial worries, how issues such as the social media are changing the way in which citizens and public entities need to operate as well as how co-creation and the open innovation agenda is shaping both business and the public sector.

There is an increasing interest in the idea of a 'creative bureaucracy' and the concept is described (See Pages 18-21). This is not a plan, but a proposed way of operating that helps create better plans and better ways of operating. It is an adaptive, responsive and collaborative form of organization that can respond with greater agility to the changing demands of those in the community and businesses they seek to serve. This will consequently affect how the rules and incentives system and planning works.

The main recommendation is that Canberra undertake a series of cross-interest conversations about the issues that really matter to Canberra. Several topics suggest themselves, including: 'How can the city generate more resources beyond a reliance on land sales?; 'How can the private and community sectors help city government be even more effective?'; or 'What opportunities for Canberra are best achieved through new ways of working?'. Canberrans will come up with several other topics of importance.

It does not matter who initiates these conversations, as long as they are held in a spirit of generosity and with mutual respect. The future of Canberra is too important.

The culture of conversation

First and foremost I would like to thank the partners who made this short piece of work possible (See Page 23).

Canberra has produced extensive reports, undertaken surveys and commissioned visioning exercises on what is good and less good about the city, what future opportunities the city can grasp and what reforms are necessary to maximise Canberra's potential. The ACT government and federal government institutions have contributed here. My report, based on a short visit in April 2014, will not cover this well-trodden ground. The intention of this document is for it to help Canberra to think about some of the types of issues forward-looking cities elsewhere are focusing on. It stresses the need to collaborate across differing sectors and departments. Cities increasingly recognise how complex place-shaping has become and that partnership, joined up thinking and related phrases, although often deemed to be clichés, are really significant.

The aim of this report is to encourage Canberra to begin a series of broad-ranging conversations about the issues that really matter to the various stakeholders in the city. It is written in such a way so that the city can self-assess itself according to the criteria and issues raised within each section.

 'The Collaborative Imperative' is a reflection on Canberra. It draws on the results of two workshops involving 65 people that discussed peoples' hopes for the city and how they could achieve their aims to make Canberra a better place. A noticeable feature was how those who attended were unshakably committed to the future of Canberra.

Significantly, a majority felt that given the right context **"Canberra has the ability in general to collaborate and communicate for the city to reach its full potential".** The consensus at the end of each workshop was that conversation and collaboration between sectors was the way forward, especially during periods of change, which Canberra is experiencing along with many other places. Yet there remained an air of disappointment that a culture of communication across sectors has not yet developed sufficiently. This allows prejudice and misconceptions to develop and fester. However, what is noticeable is that once the heat is taken out of the discussion there is far more mutual respect than one might expect.

The cities most admired have made stringent efforts to overcome this problem of miscommunication. A handful in Europe include Barcelona, Eindhoven, Stockholm or Berlin. The ability to communicate well across disciplines, interests and the generations is increasingly regarded as a hallmark of leadership and it is usually surprising how much consensus there is on the key issues and how to deal with them. Focusing first on what is agreed is a good strategy.

Attendees noted that the **trust between the various sectors had not as yet developed fully enough** in order to overcome common misunderstandings, to develop shared understandings, to create a common agenda or a common language to move forward. Not enough opportunities exist for different sectors to come together in a relaxed and informal setting. There is an historic worry that such encounters could lead to inappropriate lobbying, rather than thinking through how constructive exchange can be developed.

"Canberra has the ability in general to collaborate and communicate for the city to reach its full potential."

Too many people came from the private sector to the first event. They were, however, predominantly leaders from varied relevant industries and included many planners, developers, architects, property specialists and property lawyers. This grouping had more specific concerns to do with land release and worries about the Territory's reliance on land sales. Yet, notwithstanding previous discussions about the topic, the feeling in the group was that the opportunity should be taken by all stakeholders to explore what other solutions exist to long-standing and new problems. I would recommend a better balance of representation for any fruitful further conversations.

To be fair, the workshops discussed affordable housing issues, well-conceived transport options, the importance of architecture, design and place-making concerns. An important topic touched up, but not fully developed, was the need to build a more diverse economy. This topic is vital and it is suggested that future opportunities be created to focus on it. Clearly, discussing these issues through cooperatively is far more effective in creating mutual understanding of perspectives, potential and the difficulties.

Overall, and this must be noted, there was an air of frustration in the meeting, but this can be interpreted as positive in that it shows commitment and the desire to be involved in shaping Canberra's future. This is reflected well in the remark: "It was surprising to see how many views people had in common" even though, unsurprisingly, there was a spectrum of minor and major frustrations with planning and related processes. This is exemplified by the comment: "Simplify the planning legislation and, more importantly, administer it intelligently with a focus on results rather than process".

Three comments encapsulate the overall mood well: "There simply needs to be a forum to assist Canberra to reach its full potential without political agendas overruling the possible solutions," and **"Government should ask people what they want. They may be surprised how little we want and how we have a long-term view of what is in the best-term interest of the city."** "We are intelligent as a community, so we know some of the difficulties in getting things done."

The second event involved people without the same status or position and, unsurprisingly, the thinking was bolder and more relaxed and wide-ranging.

Finally, and this came across in both workshops, **there is a hunger for bi-partisanship** and the desire to park politics at the door. This issue was highlighted too in separate longer, fruitful conversations with the two ministers, responsible for much of Canberra's future, Andrew Barr and Shane Rattenbury.

Men at work: Master Builders Association of the ACT Executive Director John Miller, urban transformation expert Charles Landry, ACT Minister for Territory and Municipal Services Shane Rattenbury and Village Building Company Managing Director Bob Winnel at a dinner to discuss the workshop's outcomes.

Collaboration as an asset

What is considered a resource for a city changes through time. These are determined and shaped by its history, its reason for being and none more so than Canberra, whose sources of origin are unusual and unique. Canberra's special resources are seen as its idealistic plan, its role as national capital and its consequent ability to attract knowledge institutions.

Yet remember assets can turn into liabilities. Take a physical example: **the grander, magisterial qualities of Canberra that once projected status and ambition can nowadays feel distant and disengaged.** Pressure from the design communities has therefore pushed Canberra to change physically, emphasising the magisterial less, as witnessed by projects such as Kingston Foreshore, Braddon and New Acton. These developments reflect a sense of urbanity, which encompasses the qualities that help people connect, converse and transact. Urbanity is fostered by understanding how people operate, negotiate and transact in physical spaces and places. The magisterial can set people apart from each other. Thus Canberra is shifting the way it goes about the business of city-making.

Canberra should take note as cities change the way they make the most of their potential and harness their assets as they adapt to shifts in their national and global operating environment and what people want from their cities today.

Increasingly cities are looking at themselves as an integrated whole and seeing their urban development less as a series of isolated projects and more as the 'city as a project'. **This requires the ability to harness the collective imagination of a city** and its different interests and to maximise its organisational capacity. These are now seen as significant resources of a special kind. In effect this represents a currency and form of capital. It adds value economically, socially, culturally and by creating an atmosphere that taps the discretionary, or voluntary, effort of people in their normal work. It is a special ability and less tangible, even invisible. To tap the potential implies an attitude, a mindset and a culture. The latter is the most difficult thing to change as old habits die hard.


On the edge: Kingston Foreshore reflects a sense of urbanity, which encompasses the qualities that help people connect, converse and transact.

> **"The grander, magisterial qualities of Canberra that once projected status and ambition can nowadays feel distant and disengaged. "**

How well does Canberra do on the public, private and community sector fronts? Less well than it should, it was claimed by those attending the workshops and already in positions of authority and even those emerging leaders. Critics will say 'Who are these naysayers?', 'These groups were not representative'. Perhaps true, but there is sufficient evidence to be concerned. This issue is a global worry. Cities everywhere are trying to go beyond breaking the silo or joining up the dots and to do something about it.

Thus, **three key words have become more dominant: Connecting, communicating and collaborating.** Easy to say and difficult to implement. Willingness to connect is the pre-condition. Conversation is the yeast and enabling device and collaboration can be the result. This is not to say that sectors or different internal departments need to converse, network or collaborate about everything, but it should be the default position and preferred approach. This implies an organisational culture that fosters a number of key qualities, and there is a vast literature and evidence base to support their effectiveness. The key attributes are: openness, trust and opportunity seeking.

Crisis helps cities understand the need for working collaboratively. Canberra occupies an odd position here relative to other cities it may wish to compare itself with in Australasia or elsewhere. Many factors that draw people to Canberra are relatively fixed and immutable, such as being a seat of government, housing the symbolic capital institutions ranging from museums to galleries or being the site of a major university. And here a raft of supply chain activities provides a solid base for the economy ranging from the basics, such as providing hotels, to sophisticated needs, such as intellectual services. Less prone to competitive pressures, this can make a city like Canberra complacent, more parochial and less willing to join forces.
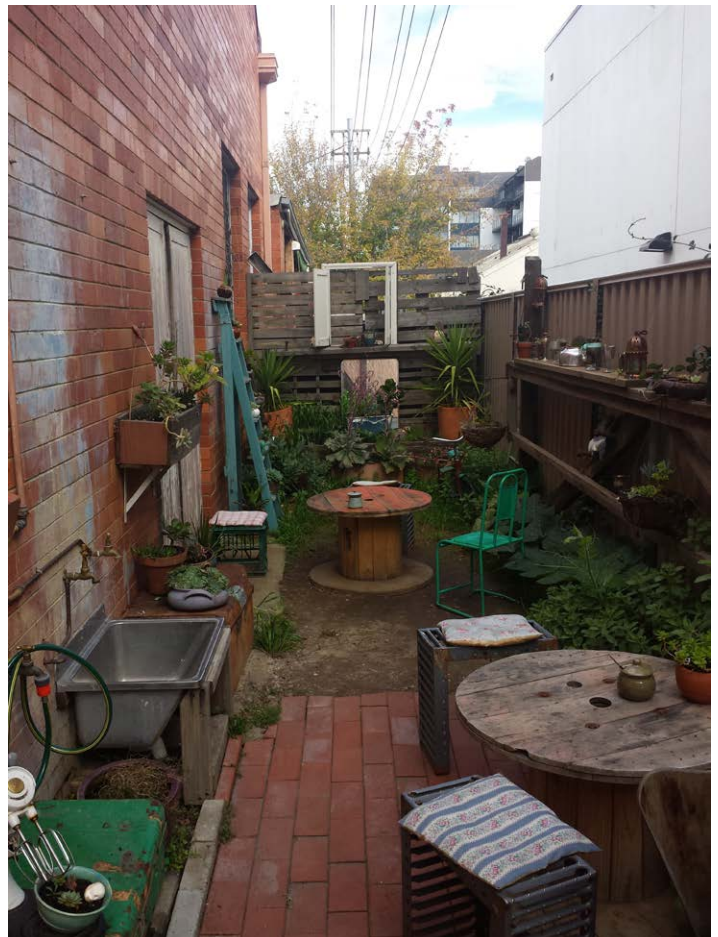
Changing landscape: Pressure from the design communities has pushed Canberra to change physically, emphasising the magisterial less, as witnessed by projects such as Braddon, pictured.

Toward the City 3.0

We can detect several distinctive urban periods in the post-war era that reflect the development sources of competitiveness and human desires.
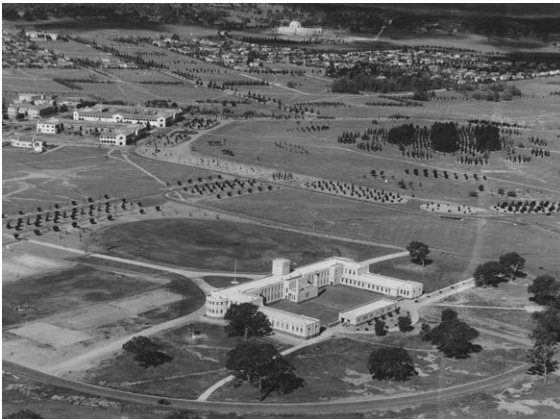
Bare facts: Canberra, the seat of government, houses the symbolic capital institutions. This can make it less prone to competitive pressures, complacent, more parochial and less willing to join forces.

We can call the historic city Canberra has inherited from the past, 'The City 0.0'. Then, in the post-war period, there follows a sequence of 'The City 1.0', 'The City 2.0' and 'The City 3.0'. To remain competitive Canberra needs to move decisively from a 1.0 city to a 3.0 city. Here we will see why the collaborative imperative becomes a strategic competitive tool. Below is a thumbnail sketch of some of their features.

Each urban period has a way of thinking, planning and acting. Each has a predominant mindscape and conceptual framework within which it operates. This determines what it thinks is important. This shapes the priorities it sets, its attitudes and how it goes about its business. It conditions, therefore, strategy making; governance arrangements; managerial styles; the capabilities and competences valued, encouraged and sought; and how programmes and projects are implemented. Each period thus has a way of looking at transport, housing, the

planning process, urban design, the sources of economic advantage, facilities ranging from health to leisure, what social activities and relations are to be encouraged, what the cultural policy is and even the style of teaching in earning institutions.

There are also external objective factors that determine what is possible and here scientific advance and technology plays a central role. One current example is the opportunities offered by big data. Equally underlying drivers, such as the ageing population or the damage to the global climate, unavoidably require responses where imaginative policy making, programming and preventive action are paramount.

New sources of competitiveness emerge as development progresses. Strong and sophisticated knowledge resources are better assets to have today than industrial plants. This leads to new issues coming to the fore, such as the need to keep and attract high-level expertise, skills and talents. What this group wants becomes crucial, which is why cities like Copenhagen and Helsinki have set food as a central plank of their economic policies. This would have been inconceivable 20 years ago.

In sum, each period of urban development represents a culture, a mood, a physical atmosphere and a look and feel. Separately, of course, there are the human frailties and personal qualities that can determine any context, such as the wish to control, even though this form of leadership is increasingly seen as out of place.

By focusing on a 1, 2, 3 sequence, Canberra can self-assess where it stands along the spectrum in terms of its attitudes and approaches, bearing in mind that some City 1.0 features are also required in the City 3.0 world. But, importantly, existing 1.0 features need to be shaped by 3.0 thinking.

"New sources of competitiveness emerge as development progresses, strong and sophisticated knowledge resources are better assets to have today than industrial plants."

Toward the City 3.0

The City 1.0

We can portray 'The City 1.0' in a stereotypical way: The mental model is to see the city as a machine. The management and organisational style is hierarchical and top down. Structures are siloed, vertical, with strong departments and there is little if any partnership. The method of acquiring knowledge is by rote learning and repetition and the worlds of practice and academia are separated. There is a low tolerance of failure. Functions, such as working, living and leisure, are separated. There is little understanding of aesthetics. There is a parallel planning version of 1.0 that focuses largely on land-uses. Comprehensive development is the preferred modus operandi, and participation is low and not encouraged. Transport 1.0 is largely focused on making the city suitable for the car and pedestrians seem less important. This results in ugly road infrastructures. The main physical symbol of this urban type is the large factory and mass production, which is less relevant to Canberra. Economic development tends to pick winners. Culture 1.0 concentrates mainly on traditional forms. Large cultural institutions dominate. It is reliant, usually, on patronage, by the state. Audiences are narrow with elites the main participants, although folk events are widely popular. Culture is seen as detached from commerce.

Overall this is the rational, ordered, technically focused and segregated city. It is the hardware focused 'urban engineering paradigm' for city making. It reflects a mental attitude and approach to life. Based on its own set of ideas and ideals it had its highpoints from the 1960s to the 1980s. Unfortunately, residues of this approach still exist, both in terms of how people think and work and the physical fabric still being built. Relevant to its time perhaps, but less so today.

This phase has some features that, sadly, are being lost. They include the traditional anchors of community, such as voluntary organisation and activities, mutual aid and self-help, which help to bond communities. This requires community to be reinvented in 21st Century terms, holding on to what is best.

The mental image of The City 1.0 is a machine

Highpoints from the 1960s to the 1980

Hierarchical, little partnership, rote learning, low tolerance of failure, little understanding of aesthetics, low participation, suitable for the car, pedestrians less important, large cultural institutes dominate, state patronage, elite audiences, culture detached from commerce, rational, ordered, technically focused and segregated city, but traditional anchors of community

The City 2.0

'The City 2.0' by contrast has other priorities and evolves from the 1990s onwards. Its management ethos has flatter structures. Partnership working rises in importance along with collaborative working, as people recognise the complexity of the tasks they face. Learning systems open out and there is greater acknowledgement of knowledge derived from practice. There is greater awareness of the need to integrate disciplines. The mental model sees issues as more connected and this urban form is more aware of how the software and hardware of the city interact. Urban design becomes a higher priority. It begins to focus on the emotional feel of the city and its atmosphere.

Attempts are made to make the city more spectacular using new bizarre architectural forms often produced by a roving band of nomadic starchitects. Gleaming glass towers proliferate. Bold shapes break out of traditional patterns of the square box. Skyscrapers explode on to the landscape, some with good public spaces. Vast retailing, entertainment or cultural centres try to bewitch, enchant and seduce you. Citizens become more like customers and consumers. New Acton or the Canberra Centre are local examples.

Yet there is also a move to reflect human need and human scale. This is why Braddon or the Kingston Foreshore are popular. How people interact rises up the agenda. The city becomes a canvas and stage for activities. Planning 2.0 is more consultative. It sees the city in a more rounded way by linking the physical, the social and economic, and the notion of transport 2.0 becomes more about mobility and connectivity. The city is less car dominated. Walkability and pedestrian-friendly street design becomes a priority, as do tree-lined streets or boulevards. This 2.0 city seeks to reinsert mixed-use and diversity of shops, offices, apartments, and homes. It often encourages a diversity of people, of ages, income levels, cultures, and races. Its industrial emblem is the science park and high-tech industry and, as a knowledge-strong city, Canberra fits this pattern well. Yet these places are often not part of the city structure, becoming isolated destinations lacking urbanity and not fostering serendipity.

Respect for ecology and the value of natural systems rises, as do the use of eco-friendly technologies and energy efficiency. More local production is in evidence and there is more emphasis on distinctiveness, aesthetics, human comfort, and creating a sense of place.

Culture 2.0 shifts focus. There is a greater awareness of the power of creative economy sectors and the link between the arts and its role in the broader economy. Culture becomes a competitive tool that is used to encourage urban regeneration and revitalisation. This increases the popularity of museums and galleries in the quest to change the city's image. Activating street life and promoting festivals becomes part of the cultural repertoire. Urban tourism increasingly becomes an economic sector. At the same time, community driven arts projects proliferate as part of a growing movement of engagement and inclusion.

> **The industrial emblem of The City 2.0 is the science park**

> **Evolving from the 1990s onwards**

> Flatter management structure, partnerships arising, recognition of complexity of tasks, need to integrate disciplines, focus on emotional feel of the city, bold architectural forms often produced by roving starchitects, citizens more like customers than consumers, move to reflect human need and scale, pedestrians a priority, diversity encouraged, respect for ecology, awareness of power of creative economy sectors

Toward the City 3.0

The City 3.0

'The City 3.0' goes one step further. It takes on the virtues of City 2.0 and tries to harness the collective imagination and intelligence of citizens in making, shaping and co-creating their city. It can be called 'soft urbanism' as decision makers at all levels take into account the full sensory experience of the city and emotional impact of the built fabric. So it is strongly concerned with the public realm, human scale and aesthetics. This is why some of the recent Canberra developments are concerned with 'experience'. It understands that blandness and ugliness weakens the city.

Its mental model is to see the city as an organism. Organisationally it is more flexible. Horizontal and cross-sector working become the norm. It recognises that to succeed we must sometimes fail and so has greater tolerance of risk.

Learning and self-development is crucial to the City 3.0. In the City 1.0, knowledge institutions are factories that drill in knowledge rather than communities of enquiry. In the City 3.0, everyone recognises the need to learn and to update themselves, whether they are beginners or in decision-making roles.

The City 3.0 recognises entrepreneurship as key to making the city of the future work. Economy 3.0 fosters creativity and innovation and a start-up culture. Open innovation systems often drive development processes and there is collaborative competition. Micro-businesses and SMEs have greater importance and the key players are very tech-savvy. This urban form is concerned with creating cultural and physical environments that provide the conditions for people to be creative in. Its industrial emblem is the creative zone or creative quarter. This might have a number of co-working spaces and incubation spaces where younger and more experienced professionals can come together.

'Third places' become important - neither at home or an office – so you can work on the move. The 'here and there' and 'anywhere and anytime' phenomenon is a characteristic of this age. This world has a pop-up culture. **A creative place can be a room, a building, a street, a neighbourhood, yet a creative quarter is more.** In many places this is typically anchored around a rejuvenated old building. They resonate since they exude memory and physically their spaces are large, adaptable and flexible. This cannot happen in Canberra as there are few such places, but it explains why Braddon is so popular.

The mental model for The City 3.0 is an organism

Takes the virtues of City 2.0 and encourages citizens to co-create the city, greater tolerance of risk, learning imperative, micro-businesses and SMEs important, third work places significant, integrative land use, people increasingly make their own culture in more unusual settings

The City 3.0 recognises entrepreneurship as key to making the city of the future work. Economy 3.0 fosters creativity and innovation and a start-up culture. Open innovation systems often drive development processes and there is collaborative competition.

Toward the City 3.0

Planning 3.0 moves from a strict land-use focus. It is more integrative, bringing together economic, cultural, physical and social concerns. Mixed use is crucial to its planning ethos. It works in partnership and finds interesting methods of participation. It recognises that planning is increasingly concerned with mediating differences between complex issues, such as fostering urban growth whilst containing the downsides of gentrification. Citizen participation in decision-making is encouraged and it takes a holistic approach to identifying opportunities and solving problems. Being eco-conscious and intercultural are part of a new common sense. This City 3.0 recognises talent attraction and retention as vital, thus immigration laws are adapted to attract the best from the world.

This 3.0 city uses smart technologies. Immersive, self-regulating and interactive devices tell us how our city is going in real time. Making this happen requires smart grids and sensors, open participatory and open data platforms and apps for city services. It seeks to have a complete and integrated view of city systems such as energy, transport, health and employment by analysing, gathering citizen feedback and leveraging information across all city agencies and departments to make better decisions. The aim is to anticipate problems and to react. Transport 3.0 moves from mobility to thinking about seamless connectivity.

Culture 3.0 increasingly sees people making their own culture. Less passive consumers, they challenge their own expressive capacities. Culture is performed in more unusual settings: the street, a local café or a pop-up venue.

These overall trends within the City 1.0, 2.0 and 3.0 clearly overlap. Many still display a 1.0 mindset in a world that increasingly operates at 3.0. Planning still has older features, as do some working in transport or related disciplines. The cultural institutions of 1.0 co-exist with those people who live a 3.0 cultural lifestyle and thus they need to adapt.

The major fault line in cities is usually the misalignment between an evolving 3.0 world and its economy, culture and social dynamics and the existing operating system that still has several 1.0 features. This creates tensions and misunderstanding and this disconnection needs to be overcome.

"Never start with reality. Always start by identifying the ideal, and then compromising as little as necessary."

Michael Pawlyn, Architect
TEDxLondon 2013

Design time: Participants at this workshop, which was recorded and broadcast online by the ACT Government, redesigned Canberra for the better in one intense morning.

The changing landscape of city-making

Every city region of real ambition wants to move up the value chain and capture centrality in order to become a hub. Canberra has special challenges in this respect given the status and resonance of Sydney and Melbourne nearby. Nevertheless, given Canberra's special knowledge resources it has unusual potential.

Cities compete by harnessing every dimension of their asset bases and, as a relatively smaller place, **Canberra needs to work harder than those cities with greater critical mass and - perhaps - a better location.** These resources can be hard, material, tangible or soft, immaterial, intangible. They can be real and visible or symbolic and invisible. They can be countable, quantifiable and calculable or to do with perceptions and images. For Canberra especially the image issues remain, often for reasons that have nothing to do with the ACT, as complaining about national governments is a common sport everywhere. **The good challenge for Canberra is to see whether it can project itself as a 'can do' place that exudes style, verve and imagination.**

Significantly, the focus on connection, conversation and collaboration is one of the invisible assets. It comes not as a fashionable idea but from the increased recognition in cities worldwide that harnessing combined insights, perspectives and energies can be very effective, especially for ambitious cities seeking to project and orchestrate their complex assets well. The world is simply too complicated for any party to address many issues on their own. To make this happen involves mutual reliance and the need to understand more fully the values, potential, the roles and resources of each respective partner. For the city as a complex organism to be successful requires a solid ethical foundation and principles that allow public, private and community interests to mesh well.

This is why organisations such as Bilbao Metropoli 30 were set up, or why cross-sector linkage is the guiding principle of Copenhagen's 2014 European Green Capital Designation, or why Barcelona recently won the European Capital of Innovation award. What we see here is how the public sector understands the need to be more entrepreneurial and the private sector, by contrast, understands its public interest responsibilities better.

It is astonishing that misapprehensions between sectors are still so strong and how little a common language has developed. In a world of limited resources, overcoming stereotypes is key, as is understanding what each party can bring. Why is this necessary from the public, private and community sector perspectives?

> **"There are a series of deep-seated pressures operating worldwide that are forcing all organisations, public, private and community-based, to change their ways of working."**

The private world needs a responsive, adaptive public domain to provide an operating framework, a direction and a vision of place.
This context shapes how private-sector energies and resources can be used, but it equally makes them appreciate wider public good issues. A responsive public domain can create a setting for mutual worries, fears and concerns to be brought out in to the open in appropriate forums in a non-threatening way. The public sector, by contrast, needs extra resources and the community sector, upon which there are increasing demands, requires clarity of what is expected of them if they are to receive public funding.

There are a series of deep-seated pressures operating worldwide that are forcing all organisations, public, private and community-based, to change their ways of working.
Canberra is beginning to realise the importance of this too. Firstly, more educated employees expect to be empowered and to have more fulfilling jobs. They want more say. They do not want to be instructed or even consulted in a tokenistic way. They want to be involved in decision-making. The same applies to relations between the public and private sector. Research supports the fact that empowered employees are more productive, satisfied and innovative.

Secondly, new business models are evolving that are more open, collaboration based and increasingly focused on co-creation. These are enabled by Web 2.0 and the emerging Web 3.0. This increasingly shapes the external environment within which governments as well as private and community organisations operate. While companies are embracing open innovation models, they are still working through how to make these models work, as are public organisations.

Thirdly, communication methods are moving from one-way narrowcasting, such as with traditional media, which reflects a hierarchical top-down organisational approach and attitude. Instead two-way, multichannel, simultaneous, immersive, iterative, conversational forms are dominant, which are far more controlled by the user and less by any kind of authority. The new social media is an expression of this. This is changing the relationship of citizens or business to government. People and businesses are expecting to have direct relationships with leaders and organisations and have higher expectations around responsiveness. In this context, governments will increasingly be challenged around their ability to respond.

Fourthly, thus strict hierarchical organisational forms are increasingly anachronistic. This affects every kind of organisation in every sphere. The notions of what management and leadership are have changed, as have the way managers and leaders should operate. Organisations, and especially those in the public sector, are seen less as controllers and more as enablers and facilitators that provide broad direction, strategic focus and vision.

Yet in most cities, public administration legislation and rules can limit the scope to act
and make organisations rigid. This often has to do with national legislation over which bodies such as the ACT Government has insufficient leverage. This can hamper developing fruitful and more flexible relations between business, the community and the public sector in developing coherent strategies for cities. Some rules are valid, such as to ensure fairness, justice and equity. Yet there are also areas where rules need to be questioned or where they are assumed to exist and in fact do not. For example, some views about how contracts need to be worded or how procurement can be managed need to be challenged if governments are seeking innovations.

The changing landscape of city-making

And new skills are called for. Public administration settings have tended to favour those with legal, economic or policy backgrounds where now communication or the ability to connect, link and network is more important.

Fifthly, new problems continue to emerge that cannot be addressed by business-as-usual thinking. They include responding to economic transformation or to complex and wicked problems such as urban development dilemmas, poverty or climate change. National governments have the authority to set the overarching frameworks but often lack the legitimacy to make things happen on the ground. This is where the role of local government becomes more significant. Governments, national or local, need to exercise leadership but in a context where they will not necessarily be able to deliver the solutions, where they may lack expertise, where issues are contested and where there is a need to collaborate and learn from others.

Finally, the economic crisis affecting public finances is exacerbating all of the above. All governments face a crisis of decreasing incomes and increasing demands on expenditure. The financial crisis is demanding smarter ways of operating within restricted budgets.

DEEPER TRENDS AND CHANGE

There are a number of global trends affecting the operating dynamics of the public sector and these make the need for new thinking inevitable:

- An inexorable growth in demand for public services over the last 60 years coupled with new needs that continue to evolve.

- At the same time the cost of services has tended to rise persistently and cumulatively faster than the rate of inflation. Interest in social innovation is rising to the fore as community groupings take on more significant roles.

- Public sector productivity increases are difficult to achieve. If a teacher increases her productivity by having classes of 20 rather than 10 we deem this to be a loss of service. The same applies to a nurse or a social worker dealing with more patients or clients. Yet, their relative skill level and salary expectations are the same as those working in equivalent private sectors jobs where productivity increases are easier to achieve, especially in fields related to technology.

- The public sector has few choices but to increase funding. There will inevitably be higher demands yet lower investment. This means the public domain needs to be open to new and innovative ways of operating and to collaborate with outside forces. It has to be imaginative in re-inventing services. If the public sector is seen to be making itself more effective there will be greater public support for investment.

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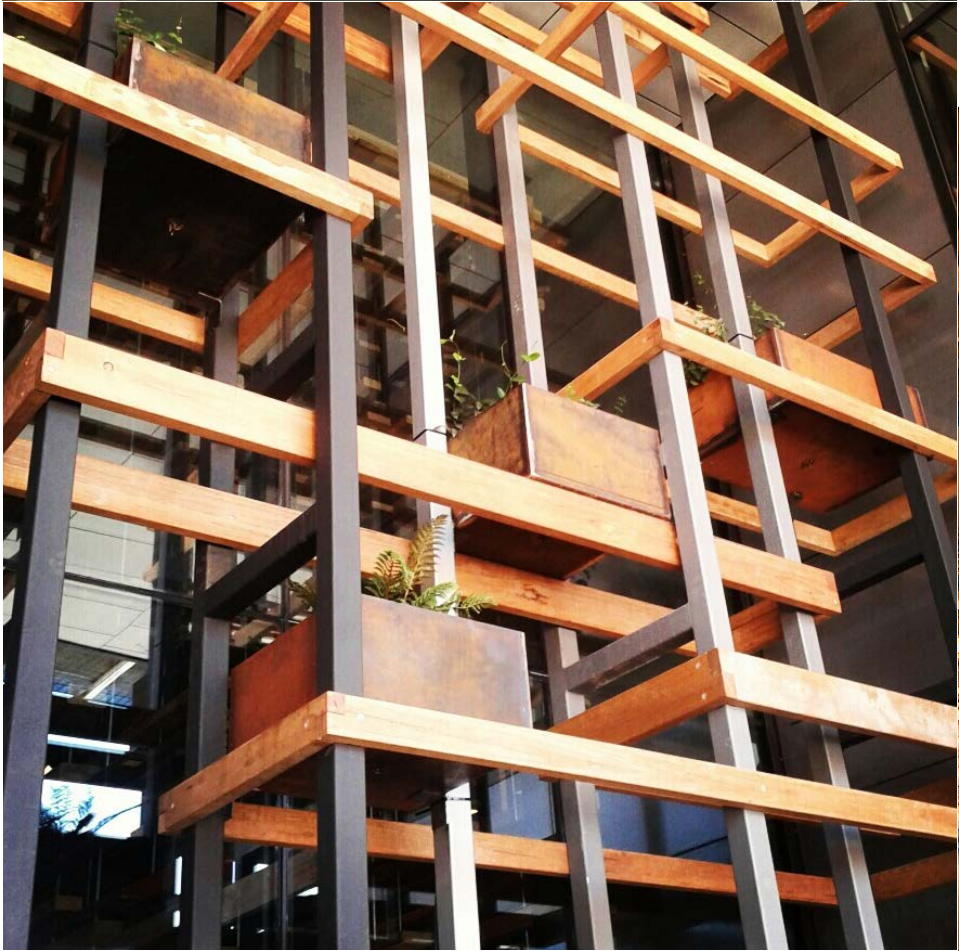
Creative bureaucracies

This brings us to the idea of the 'creative bureaucracy', which cities, regions and states are increasingly interested in. I have had the opportunity to work with a number of cities and larger territorial entities on this question, especially the Bilbao region and the South Australian government. What creates the 21st Century organisation? Is it the system and organisational culture? Or does it depend on the attributes of individuals independent of the organisation's culture and system? At present it seems that organisations rely too much on positive people capable of working around the constraints created by inflexible structures and resistant cultures.

Good bureaucracies in the private, community and public sectors are crucial for making cities fit for the 21st Century. Let us focus on the public bureaucracy, even though it is clear that the private sector, universities or community organisations equally have bureaucratic problems. The reason we focus on the public is because it sets the framework for how the others can operate. How well is Canberra doing in this regard given the overlaps between a national administration that affects the city and its own ACT government? What is the self-assessment? **To what extent is the private sector helping the governments to operate at their best?**

A set of assessment tools are provided for Canberra at the end to judge its bureaucracy and we welcome criticisms, comments and elaborations to make the assessment grid sharper and clearer. Suggestions to add or reduce criteria are welcome.

The idea of the creative bureaucracy is an opportunity to respond to evolving trends in a systematic and positive manner. Internally the benefits are about harnessing the skills and motivation of all staff in more effective ways. Externally the benefit is to build creativity into the way the public sector does its work, opening up to new types of relationships with the private and community sectors, embracing innovation even in the context of reduced budgets.

Public sector organisations that actively seek out creative opportunities are likely to create more attractive cities and regions, drawing in investment and resources. Providing the conditions for people to express their potential, to take action and to take greater responsibility can also unleash additional resources for organisations. Many feel they can give more if the operating conditions are right. Maintaining too many layers of oversight and control is expensive.

There is a vast body of literature on making public organisations more competent, innovative and entrepreneurial. A plethora of new management techniques are shifting away from more autocratic or paternalist models to those that are more inclusive and democratic. The creative bureaucracy project's premise is that, to be effective, larger organisations need people willing and able to take initiative and to have more control and influence and to be able to partner with outside interests.

The central dilemma is that traditional public administrations are seen as immovable and unchangeable, even though many are seeking to change, while the rest of the world is recognising how important open innovation and communication is to problem solving. Over time, problems created by these perceived inflexibilities will continue to grow.

Photo courtesy Lannon Harley

Photo courtesy Brenton McGeachie

Building creativity: Canberra Glassworks (top) and Megalo PrintStudio + Gallery are examples of Canberra's changing landscape.

Creative bureaucracies

The 'creative bureaucracy' idea is not a plan, but a proposed way of operating that helps create better plans and better ways of operating. It is adaptive, responsive and collaborative and can, in principle, harness the initiative and full intelligence of civil servants while responding to the changing demands of those in the community and business they seek to serve. It focuses more on people at the middle levels as these tiers have significant impact on turning strategies, policies and plans into reality, while acknowledging the important roles of senior managers in creating the climate of the organisation. The hypothesis is that motivated people are more likely to turn problems into opportunities, to find ways around emerging problems and to go that 'extra kilometre' to make things happen.

The symbol of the 20th Century organisation is the pyramid. It is compartmentalised, bound, and contains strict divisions of labour. It leaves less room for initiative. Its formal nature means that communication internally and externally tends to be controlled so that, for instance, only higher levels can speak on behalf of the organisation.

The emblem of the 21st Century organisation is the network, an interconnected system of things, people or relationships. It is an open organisational fabric woven and bound together by joint aims, a combined vision, a strategy, plans, initiatives and programs. It is dispersed yet focused. It is more task-group oriented. It leaves room for initiative and flexibility. It is strategically principled and tactically flexible. It communicates in all directions, up and down, inside and out. Canberra does not seem to have achieved this. Can the ACT government inspire its partners that this is possible?

Every individual has a vast storehouse of 'discretionary' effort that they either give or withhold on a daily basis. Discretionary effort is the difference between how well people actually perform and how well they are capable of performing. The statistics are frightening. Often 40% of effort is not used, according to my own research as well as that of academics.

What is required to entice individuals to give this extra effort? Most studies say this involves leadership rather than management. Systems are managed; people are led. Here leadership is defined as a relationship rather than a position, so it is behaviour based. Thus the self-awareness and empathy of leaders become key components in the relationship's success. It is also a factor of systems and organisational design. Some systems actively prevent people taking initiative, solving problems by denying people authority or by imposing obstructive processes. Many say this is the case in Canberra. The focus of creative action for a bureaucracy is fourfold: assessing the perspectives of the citizen, the system, the organisation and the individual.

- **Connecting creatively with citizens, the community and business**, including how the ACT administration frames and reframes problems and opportunities and responds to them as well as how it talks to its partners.

- **Connecting creatively across systems:** how the ACT Government works across the external systems, departments and boundaries to organise itself in support of new opportunities. This has to do with creating joint aims and the tools to make things happen.

- **Connecting creatively within organisations:** How ACT Government organisations create the conditions and culture for creativity within its own departments.

- **Connecting with individual creativity:** How individuals working in the ACT Government can offer more of their own creativity.

A cluster of attributes could collectively represent a creative bureaucracy and it is the joint challenge for the various public, private and community stakeholders in Canberra to play their parts to make this happen.

Many individual attributes listed below are well known. Others are usually not taken into account. However, they have rarely been assessed together in a holistic way in relation to the overall dynamics of the public sector or government organisation. Importantly, they seek to look at the organisation from the inside and how it feels for people working inside, as well as how the organisation reflects itself in the outside world.

In each case the ACT Government should ask itself: 'How well are we doing?' Clearly external conditions often limit what can be achieved. Importantly the private and community sectors can equally ask themselves how well they are doing based on these criteria. Assessing these criteria could be one of the first new conversations Canberra could conduct, provided it is held in a way that is not putting blame on any party. They include:

Ambition, foresight, intelligence: Taking a long-term view, drawing together evidence, sharing foresight, continuing to learn, high quality insight and advice, ideas seeking

Regulatory capacity: A transparent, effective, enforceable and flexible regulations and incentives regime

Adaptive leadership: Self-aware, encouraging, partnership-oriented and cooperative Responsive, transparent, protective: Alert to changed circumstances, willing to explore new ways of working

Connected, open, co-operative: Tendency to share information rather than be secretive, building connections within and across organisations, modelled on co-operation rather than competitiveness, encouraging new combinations of skills and talents brought together, networking focused and more than merely collegiate

Opportunity seeking, leveraging investment: Tend to seek out ways to do more with less, to leverage investments for the benefit of the community, a mind-set that encourages more of a 'yes' attitude Exploratory, experimental, inventive: To build energy by taking measured risks and looking for ways to influence problems and help people navigate the system

Learning, receptive, engaging: Adaptive, flexible, draws in new knowledge and makes it available, listens and learns from what it has done, creates incentive system, learns from doing

Choice and self-determination: Providing opportunities to shape the work context under agreed aims and broad performance targets and allowing for different interpretations for reaching goals Trust: Confidence in and belief in the capacities and reliability of staff and external partners

Talent development (spotting) skills, knowledge: People are respected, stimulated and developed, reward and incentive systems exist to encourage new ideas

Analytical abilities: Harnessing intelligence, understanding different ways of thinking, able to think strategically and tactically

Professionalism and delivery focused: Projects are delivered, people do what they say they will, decisions are taken at appropriate level, trust in ability to deliver, budgets are managed There are more internally focused issues that are less concerned with the questions discussed in this document. They include whether the administration is emotionally intelligent, what the atmosphere of the organisation is and how good its physical environment is.

Conclusions

Canberra stands at the cusp of a rare opportunity to make the city more liveable, more competitive and to create more presence on the world stage. Yet this cannot be achieved by a business-as-usual approach. It will take time in its unfolding and a shift in attitudes from all parties concerned with Canberra's future. The ACT plays a central role as do the federal institutions, the private sector and community interests.

This report has highlighted the idea of collaboration as a major under-exploited asset. Clearly, everyone understands that there are other issues to consider. These include the effect of specific laws or the difficulties in getting community of interest to agree to some of the physical changes being proposed in the city or possible constraints affecting the ACT in relation to federal government.

This report proposes that Canberra considers developing a culture of collaboration, a phrase that might sound high-minded and too general. Yet experience from cities, that punch above their expected weight, shows that the capacity to partner and collaborate adds value, opportunity and, when done well, leads to good results.

Mary-Anne Waldren
Mentor • Speaker • Event Creator

Charles Landry and Mary-Anne Waldren would also like to extend their thanks to the organisations that commissioned this report and congratulate them on their commitment to the future of Canberra:

ActewAGL
for you

ACT Government

HINDMARSH
Leadership at work

MASTER BUILDERS
AUSTRALIAN CAPITAL TERRITORY

Australian Government
National Capital Authority

Trilingual British-based Charles Landry coined the term "the creative city" in the 1980s. The creative city has since become a global movement to rethink imaginative urban change. The Canberra Times coined the terms "the city whisperer" and "Canberra's critical friend" to describe Charles's brand of brilliance. Charles, an urban transformation specialist, advises governments and cities around the world and is the author of many books, including the best-seller, The Creative City: A Toolkit for Urban Developers.

Canberra's **Mary-Anne Waldren** has brought Charles to Canberra four times in the past decade. Mary-Anne, known as the driver of the Australian Science Festival, National Science Week and the iCan innovation festival, is also the developer of the Master series of training programs that she runs and licenses throughout Australia and Asia.

John Hindmarsh from Hindmarsh and **John Miller** from the Master Builders Association of the ACT made Charles Landry's April 2014 trip possible.

The Hotel Realm's **Jure Domazet** deserves special mention for his continued support. Charles Landry always stays at the Hotel Realm when he is in Canberra.

Master of Building Communities Workshop

Master Series with Charles Landry and Mary-Anne Waldren, Canberra, April 2014
Monday April 14, Workshop 1, Regatta Point

MASTER
Builder of Communities
COLLABORATION AND COMMUNICATION

Master of Collaboration, Charles Landry, urban transformation specialist
Master of Conferences, Robyn Hendry, Canberra Convention Bureau, Chief Executive
Master of Development, Bob Winnel, Village Building Company, Managing Director
Master of Property, Paul Powderly, Colliers International, ACT Chief Executive
Master of Design, Annabelle Pegrum, Chief Executive and Director, PegrumJudd
Master of Communication and Ceremonies, Mary-Anne Waldren, MAW Action CEO

Combined interest: Some of Canberra's heaviest hitters
took part in the future-building workshop at Regatta Point.

Attendees at the Master of Building Communities Workshop

Tony	Adams	A T Adams Consulting	
Brendan	Smith	ACT Legislative Assembly	Liberal MLA
Jim	Corrigan	ACT Planning Authority	
Brad	Watts	Australian Hotel Association	
Chris	Faulks	Canberra Business Council	CEO
Ian	Warden	Canberra Times	Columnist
Alfonso	del Rio	Clayton Utz	
Colin	Stewart	CSA	
George	Tomlins	Executive Director, Shared Services Procurement	ACT Government
David	Colbertaldo	Hindmarsh	ACT State Manager
John	Hindmarsh	Hindmarsh	Chairman
Rowan	Hindmarsh	Hindmarsh	
Stephen	Hardy	Hindmarsh	
Brett	Smith	Hindmarsh	
Michael	Pragt	Independent Property Group	Development Manager
Alastair	Swayn	Jackson Swayn Architects	
Andrew	Balzanelli	JLL	Managing Director
George D	Katheklakis	KDN Group	Director
Ross	Barrett OAM	LDA	Chairman
Gai	Brodtmann	Member for Canberra	
Andrew	Smith	National Capital Authority	Chief Planner
Malcolm	Snow	National Capital Authority	CEO
Hamish	Sinclair	Planning Institute of Australia	Board Director
Rob	Purdon	Purdon Associates Pty Ltd	Director
Giza	Ruge	University of Canberra	Assistant Professor
Bob	Winnel	Village Building Company	Managing Director
Annabelle	Pegrum	PegrumJudd	Director
Robyn	Hendry	Canberra Convention Bureau	Chief Executive
Paul	Powderly	Colliers	ACT State Chief Executive
John	Miller	Master Builders Association	CEO
Ayesha	Razzaq	ActewAGL	General Manager, Retail
Alan	Morschel	Institute of Architects	Chairman
Andrew	Wilson	Institute of Architects	President
David	Flannery	Institute of Architects	President ACT
Kier	Gregg	The Dept. of Design	Director
Paul	Walshe	ActewAGL	Director, Marketing & Corporate Affairs
Megan	Bird	MAW Action	Journalist
Mary-Anne	Waldren	MAW Action	CEO
Charles	Landry	Co Media	Director
Jane	Easthope	Canberra CBD Limited	CEO

Master Collaborator Workshop

Master Series with Charles Landry and Mary-Anne Waldren, Canberra, April 2014
Wednesday April 16, Workshop 2, MBA Training Centre, Fyshwick

MASTER collaborator
ENGAGING BUSINESS

Master of Energy, General Manager, ActewAGL Retail, Ayesha Razzaq
Master of Urban & Regional Planning, Barbara Norman, Foundation Chair, Urban & Regional Planning
Faculty of Business, Governmetn & Law, University of Canberra
Master of Integrated Design, Tom Henderson, Managing Director, Jigsaw Housing
Master of Cities, Charles Landry, urban transformation specialist
Master of Communication and Ceremonies, Mary-Anne Waldren, MAW Action CEO

Voices of reason: A cross-section of participants, ranging from apprentices and middle managers to small-business owners and executives, had their say at this popular workshop.

Attendees at the Master Collaborator Workshop

Melanie	Kontze	Capgemini	General Manager
Shelley	Thomson	Retail360	Director
Chris	Miller	Ray White Canberra	Director Business Development
Brett	Naylor	IQON	Builder
Rod	Jenkins	Emmadale Projects	Builder
Lincoln	Gotovoc	Gotovoc Homes	Builder
Helen	Tadiello	Sugar Designs	Principal Design Consultant
Des	Linehan	AgeLoc	Director
Caron	Egle	Sage Thinking	Director
Jess	Ahern	Trade Up	Project Manager
Trent	O'Sullivan	Trade Up	Bricklayer
Stephen	Collins	TEDx Canberra	Licensee
Ayesha	Razzaq	ActewAGL Retail	General Manager
Barbara	Norman	University of Canberra	Chair Urban & Regional Planning
Tom	Henderson	Jigsaw Housing	Managing Director
Guy	Gleeson	Guy Gleeson Homes	Builder
Gavin	Tapp	Digital Project Manager	ACT Government
Emma-Lyn	Barrett	The Pink Plumber	Owner
Nicholas	Karpetis	n/a	IT Consultant
Megan	Bird	MAW Action	Communication Manager
John	Wurker	The Potential Project	Director
Danielle	Dal Cartivo	Raise the Roof	Founder and Chairman
Lincoln	Dal Cartivo	Raise the Roof	Co Founder
Cathy	Bryson	National Press Club	Sales & Marketing Manager
Luke	Hewitt	n/a	n/a
Chris	Bartlett	n/a	n/a
Shane	Horsburgh	Author "Fighting Blind"	HR Trainer
John	Miller	MBA	CEO
Apprentice 1		MBA	
Apprentice 2		MBA	
Apprentice 3		MBA	
Apprentice 4		MBA	
Apprentice 5		MBA	
Mary-Anne	Waldren	MAW Action	CEO

Dinner at Malamay Restaurant, Hotel Realm

Tuesday 15 April

Reports on both workshops were compiled and given to Ministers Shane Rattenbury and Andrew Barr at two local dinners.

Attendees at the Dinner

Minister Shane Rattenbury
Mary-Anne Waldren
Charles Landry
John Miller
Bob Winnel
Annabelle Pegrum

Dinner at Kanoba Restaurant, Hotel Realm

Wednesday 16 April

Attendees at the Dinner

Minister Andrew Barr
Mary-Anne Waldren
Charles Landry
John Miller
Robyn Hendry
Ayesha Razzaq
Steve Hardy
Bob Winnel AM

CANBERRA