

Transformational Governance in Metropolitan Environments: Findings from a Collaborative Port Expansion Initiative¹

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Abstract: This research examines stakeholder experiences in a complex urban setting from a newly designed collaborative governance process. The conceptual framework of Innes and Booher (1999) is used to capture the process within a larger metropolitan environment in the infrastructure development initiative - *the China Shipping Terminal Expansion* - at the Port of Los Angeles, California. Preliminary results indicate that a more joined-up, collaborative and network governance has taken place by forging ties among cross-sector actors and producing differentiated governance outcomes. The Port of Los Angeles infrastructure development initiative process represents a significant influence on governance patterns and offers evidence of transforming stakeholder perceptions and actions in the governance process.

Key-words: Collaborative Management, Collaborative Governance, Network Governance, Transformational Governance, Consensus Building, Relationship Building, Port Expansion, Seaport/Harbor, and Environment.

1. Introduction

The transition in public administration from a traditional, hierarchical arrangement where public institutions are responsible for addressing societal problems is moving to a more joined-up, collaborative and governance networked schemes where forging ties among cross-sector actors and working collectively toward a common goal has become a more common occurrence (Goldsmith & Eggers, 2004; Kettl, 2002; Koliba, Meek, & Zia, 2011; Peters & Pierre, 1998). According to Stephen Osborne, a paradigm shift is occurring from traditional public administration to New Public Governance and this shift is grounded on the basis that public service delivery cannot be performed by one, central authority agent, but rather by multiple independent actors (or a plural state) and multiple complex processes (or a pluralist state) (Osborne, 2010). This shift or transformation also offers an opportunity to assess stakeholder experiences in the movement from stable or self-contained arrangements within defined structures into systems that are more

¹ This work was developed for academic purposes and does not represent the City of Los Angeles. The analysis presented here was conducted in 2012.

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networked and dynamic.

To explore the transformational process, this research examines a governance experience illustrated by *the China Shipping Terminal Expansion Initiative of 2008* at the Port of Los Angeles (POLA), California, U.S.A. Governance of POLA represents a significant influence on the patterns of economic and environmental health in the City of Los Angeles and the entire Southern California region. This case provides a practical example to examine cross-sector collaboration within a governance network. By examining the China Shipping Terminal Expansion Initiative, this paper assesses the extent transformational governance occurs. The conceptual framework from Innes and Booher (1999) is adapted as a way of conceptualizing the governance process. Innes and Booher (1999) argue that there has been a “limited systematic assessment of consensus building techniques” and that a gap in the literature exists on “examining cases which come close to meeting the process criteria” and the “assessment of long-term effects” that may result from consensus building (p. 413 and 420). This examination intends to provide evidence to fill in the gap in the literature. This study poses two research questions:

- (1) To what degree did stakeholders believe that consensus building process was used in the China Shipping Terminal Expansion initiative?
- (2) If there is evidence that the consensus building process was used in the China Shipping Terminal Expansion Initiative, to what extent did the consensus building process influence a shift (a transformation) towards collaborative governance (as measured by certain governance characteristics)?

2. Collaborative Governance

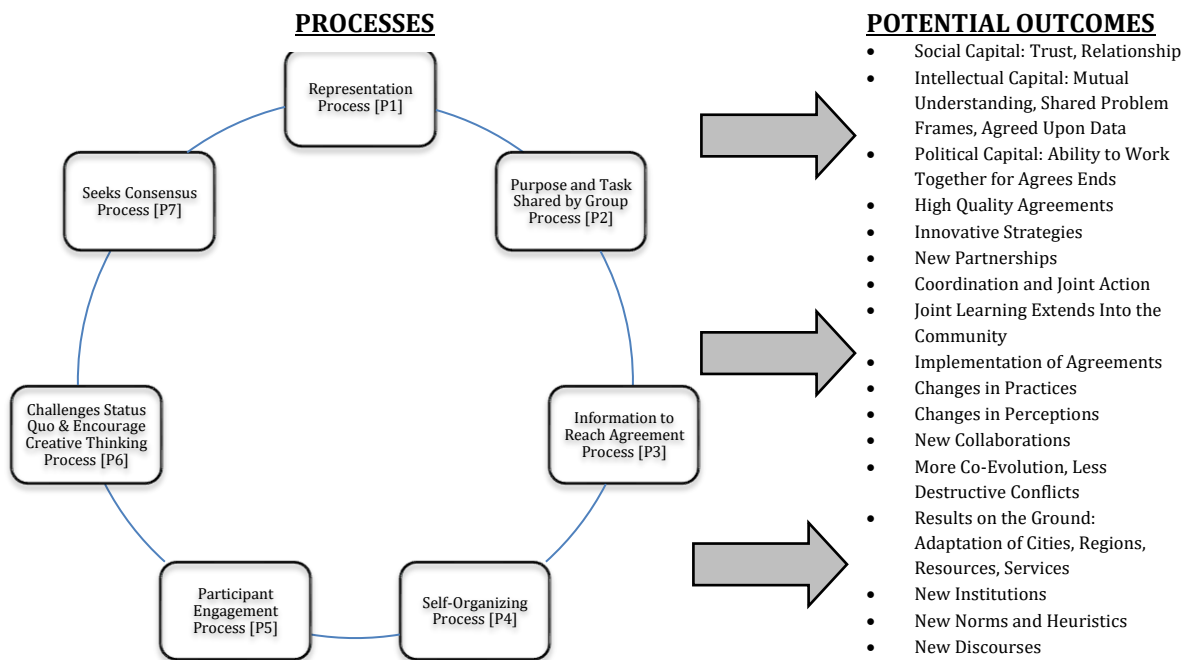
Judith E. Innes and David E. Booher (1999) outline seven processes in the consensus building process and the likely influence each has for future effectiveness of collaboration to improve the quality of its outcomes. In brief, the Innes and Booher framework conceptualizes the relationships between seven processes used in consensus building and its outcomes (see Figure 1 below for illustration). To address the research questions outlined above, this study examines the linkages between process and outcome, and then also identifies specific characteristics that may transform government to governance. We interpret the Innes and Booher (1999) framework as to how collaborative processes can influence outcomes, providing an opportunity to examine the shift or transformation towards a new governance arrangement. The seven processes intend to identify whether the following were evident:

- Process 1 [P1] = Representation of all relevant and different interests is included.
- Process 2 [P2] = Driven by purpose and task that are real, practical, and shared by group.

- Process 3 [P3] = Incorporate high quality information to reach agreement and meaning.
- Process 4 [P4] = Self-organize and participants decide on ground rules, tasks, objects, etc.
- Process 5 [P5] = Engage participants and encourage learning process and discussion.
- Process 6 [P6] = Encourage creative thinking and challenge the status quo.
- Process 7 [P7] = Seek consensus while discussing different issues and interest.

Various kinds of outcomes associated with the above processes are conceived –ranging from creating social, political, and intellectual capital (i.e. building trust and relationships, agreeing on mutual understanding, etc.) to creating high quality agreements, creating new partnerships, even creating new institutions. This case presents a unique opportunity to operationalize this framework in a large metropolitan environment, specifically understanding the relationship between the consensus building process and its outcomes, and how instituted new governance arrangements can represent governance transformation.

Figure 1: Collaborative Planning - Consensus Building Analytical Framework



Source: Adapted from Innes, Judith E. and Booher, David E. (1999). Consensus building and complex adaptive systems: A framework for evaluating collaborative planning. *Journal of the American Planning Association*, 65(4), pp. 412-423.

3. Data and Methodology

The core research inquiry is driven by the quest to understand consensus building and the shift (transformation), if any, towards a more collaborative governing scheme (arrangements) within the seaport/harbor industry, including its outcomes and key actor participation. Process outcomes identified by participants that are a result of governance processes are tested against the Innes and Booher (1999) analytical framework. The research methodology follows the traditional ethnographic approach where we examined public data, historical records, literature, and use of a participant survey.

Data collected through the survey is focused on perceptions by present or previous POLA management officials, which are situated from the public sector. The survey population of key actors at POLA is fifty-one (51). This examination is limited by assessment of one group (see highlighted section in Table 1 below) and data was not collected from private or non-profit sector groups; albeit, various cross-sector actors and scales have played or are playing a pivotal role. The key actors were selected based by virtue of their management position or other positions that may have been involved or readily familiar with the China Shipping Terminal Expansion initiative.

Of the 51 survey invitations released, 26 or about 50% responded. The initial survey was released using surveymonkey.com, an online survey data collection service, and several reminders were sent to all 51 potential participants. Therefore, this examination represents actor or individual perceptions of the governance process and the transformation in governance based on when survey responses were collected (March and April 2012), which represents a point in time where several effects are noticeable or acknowledged.

Participants that did not fully complete the survey were not included in the assessment; 22 were included in the sample (see Table 1). Some reasons that potential participants did not complete the entire survey include the timeline of this project spanning across more than one decade, which in some cases the participants did not recall how and when events occurred, or in other cases, potential participants were unable to indicate “not sure” or “do not know” in the survey instrument. The survey instrument also provided a mechanism to operationalize responses into examinable variables yet additional outreach to increase the sample population is suggested. Nevertheless, the sample population provides valuable information that we can research and make preliminary assessments in understanding patterns of transformational governance.

Table 1: List of Major Critical Actors/Comments Received from 2006-2008

Federal Agency	State/Regional/Local Agency	Private Agency/Citizen Group
United States Environmental Protection Agency	California Department of Transportation	National Resource Defense Council
National Marine Fisheries Service	Public Utilities Commission	Various Private Businesses
United States Department of Homeland Security (FEMA)	California Office of Planning and Research	Long Beach Area Chamber of Commerce
United States Coast Guard	Dept. of Toxic Substances Control	Port of Los Angeles Community Advisory Committee
United States Department of Transportation	Native American Heritage Commission	Burlington Northern and Santa Fe Railway
United States Department of Commerce, National Oceanic and Atmospheric Administration	Southern California Association of Governments	San Pedro and Peninsula Homeowners Coalition
United States Fish and Wildlife	South Coast Air Quality Mgmt. District	Various Citizen Groups/Individuals
	Various Local Government Agencies	
	Port of Los Angeles Management Officials (present and previous)	

Source: Partially modified from Table 2-1 in POLA, Port of Los Angeles. (2006, pp. 2-4). At the release of the DEIR/DEIS, approximately 30 agencies participated but by the Final EIR/EIS, another 52 actors were involved (POLA, 2008). In total, more than 100 actors have been or are still currently involved.

4. The Case: Port of Los Angeles (POLA)

The City of Los Angeles, Harbor Department, operates as a proprietary department of the City of Los Angeles, the 2nd largest (by population) metropolitan government in the United States, and most known as POLA. The POLA is governed by a five-member Board of Harbor Commissioners. Policy implementation and daily operations are led by the Executive Director and five top management professionals in areas of Finance and Administration, Operations, Development, Business Development, and External Relations. In addition, a Commission Office supports the Board of Harbor Commissioners and a legal counsel team provides legal advice on judicial matters (POLA, 2010).

The POLA vision is “*We are America’s Port® – the nation’s #1 container port and the global model for sustainability, security, and social responsibility*” (POLA, 2012, p. 4). Operating as a landlord port, which means that POLA is publicly owned yet leases the land to tenants (e.g.

terminal operators, shipping lines, fisheries, etc.) to ensure that movement of goods (i.e. imports and exports) continue to meet consumer demands and in turn generate revenue. The main purpose of POLA is to promote and facilitate global trade. The POLA's 2012-2017 strategic plan focuses on three major key result areas, which are (1) competitive operations, (2) strong relationships, and (3) financial strength (POLA, 2012). The strategic plan calls for the development and maintenance of a world-class infrastructure, which inherently includes the continuation of port expansion initiatives.

In brief, China Shipping contributes nearly \$100 million in tax dollars, supports approximately 10,000 direct and indirect jobs, operates more than 500 vessels within a global network of 90 countries and regions, and is the process of creating about 500 local jobs and about 10,000 within its network (Xinhua, Feb. 17, 2012). Due to its rich project history of more than 15 years and the potential for research, this case provides an opportunity to understand the transformational governance process and how actors in metropolitan environments adapt and address the needs of stakeholders.

5. Important Timeline of Case Events

The *China Shipping Terminal Expansion Initiative* intends to increase the use of backland acreage at this specific terminal from 72 to 142 and install about 2,500 feet of new wharf to accommodate an increase in anticipated cargo or container throughput from 403,200 to 1,551,000 Twenty-Foot Equivalent Units. This initiative is seen as a unique opportunity to bolster the economic and create jobs yet opponents argue that it harms the environment and human health. One major concern is allegedly the inadequacy of the China Shipping Environmental Impact Report and material failure that may be resultant from this initiative. The following provides a brief overview of the events that launched this initiative, the lawsuit that ensued, the settlement agreements, and major turning points in the case.

First – The Jumpstart: POLA approved the China Shipping Terminal Expansion project, in March 2001, through the approval of Permit (Agreement) No. 999. The approval was based on a previously approved Environmental Impact Study/Report (EIS/EIR) in 1997 from the fulfillment of the West Basin Transportation Improvements Program (WB TIP) EIR - a separate yet interconnected project (POLA, 2006, pp. 21, see Chapter 21.24.23). This presented a conflict and disagreement by many special interest groups because, in general, the information disclosed was allegedly inadequate and not representative of the true impact.

Second – The Lawsuit: In June 2001, the Natural Resources Defense Council, Inc.(NRDC), San Pedro and Peninsula Homeowners Coalition, San Pedro Peninsula Homeowners United Inc., and the Coalition of Clean Air Inc. filed a legal action against POLA on the basis of an alleged inadequacy of the China Shipping EIR and material failure (Superior Court, 2004). In October 2002, a stay was submitted to the Superior Court and by November 2002, a writ of mandate was entered requiring POLA to ensure adequate environmental review of the environmental impacts in accordance to the State of California Environmental Quality Act of 1970 (Superior Court, 2004). The Superior Court in California, USA, considered the evidence.

Third – The Settlement: In March 2003 and June 2004, the parties settled the legal disputes with a Stipulated Judgment and Amended Stipulated Judgment, respectively (Superior Court, 2004). Accordingly, a joint re-circulated Draft EIR/EIS was released. Once the project is complete, the project will also, among other things:

- Facilitate rail cargo movements from zero to 817 and truck trips to 1.5 million per year;
- Increase capacity of on-site cranes up to 10 and call about 240 ship vessels per year;
- Reduce nitrogen oxides by 52 percent and sulfur oxides by 95%; and
- Create approximately 112 local jobs (POLA, 2006, pp. 2-4, see Ch. 2).

Fourth – The Tipping or Turning Point: In March 2003, the Settlement Judgment required the re-assessment of the project and added several new project components, such as a new container terminal building and gate facilities, two new bridges, road improvements, and dredging to match the West Basin channel depth of -53 feet” (Superior Court, 2004, pp. 6, see Chapter 2). In addition, China Shipping was required to use alternative fuel container handling equipment and POLA to evaluate the decreased air emissions and its benefits, create a traffic mitigation plan, and invest about \$93.5 million for:

- Marine terminal cranes and alternative maritime powering;
- Parks and open space improvements, including community aesthetic mitigation; and
- Replace, repower, or retrofit diesel-powered on-road trucks (Superior Court, 2004).

Between 2006 and 2008, POLA re-circulated the Draft EIR/EIS and included ion of other actors (i.e. private, citizen, and special interest groups) from various sectors and scales in its decision making. This time frame also represents a time period where POLA re-evaluated its readiness or willingness to be more inclusive of all stakeholders. Yet, it appears that the court

ruling, which operates on rule of law and reasonable judgment, moved the dial to expand the collaborative consensus building process towards a new governance framework. In addition to this court ruling, the Mayor of the City of Los Angeles appointed a new Executive Director in 2006, which could be a critical variable (i.e. actor) that may have influenced the need to seek a new governance framework.

6. Research Findings and Implications

This research examines the processes that lead to the transformative nature of the new governance arrangements outlined. Given the small sample set, the findings in this study are preliminary yet are suggestive to what may or may not be occurring. The following research questions attempts to provide greater insight into the relationship of consensus building processes, with outcomes can have transformational effects in governing.

6.1. Research Question One: Evidence of Consensus Building

Participants in the China Shipping Terminal Expansion Initiative at POLA were asked to what degree they believe the consensus building process indicators were evident. There were seven processes (indicators) that participants were asked to identify. Table 2 below provides the degree or level of agreement in which survey participants believed the consensus building process (indicators) were evident.

In the case of the China Shipping Terminal Expansion Initiative at POLA, the following preliminary observations can be made:

For the participants who responded *highly agreed or agreed*, they indicated that the consensus building process:

- Included representation of all relevant and different interests—P1,
- Was driven by purpose and task that are real, practical, and shared by group—P2,
- Sought consensus building while discussing different issues and interest—P7.

For the majority of participants who responded, they had a *neutral perception* for which they indicated that the consensus building process:

- Incorporated high quality information to reach agreement and meaning—P3,
- Promoted self-organization or participants decided on the ground rules, tasks, objects, etc. —P4,
- Engaged participants and encouraged learning —P5,

- Encouraged creative thinking and challenged the status quo—P6.

Although Process two (consensus building process was driven by purpose and task that are real, practical, and shared by the group) indicates the highest percentage of disagreement at 32%, the frequency distribution is nearly equal across the agreement scale and has a mean of 3.09; therefore, a process within this examination that is closely observed to seek evidence of potential transformation.

Overall, participant responses spanned from strongly agree to strongly disagree, but can be best anecdotally (i.e. quantitatively) described by statements collected. For example, one respondent indicated that “while the loss of the China Shipping lawsuit helped towards implementing some new environmental technology, the process itself was greatly hindered by the settlement agreement” while another respondent indicates that “China Shipping was not a party to the settlement...[which]...now has caused a problem regarding the implementation of the required mitigations.” Other examples include statements, such as “early and on-going engagement of all stakeholders is critical” and “I think business needs to be considered and included as a stakeholder in the future, to ensure long-term sustainability of adopted programs and policies” and “The Port work[s] like any other governmental agency to accomplish a project that sustains commerce. With China Shipping, the focus was not only commerce but also community and responsibility. Things like this must happen so government can act in the best interest of all the people they represent.”

Table 2: Degree of Agreement of Seven Processes (Indicators)

	N	Agree (5 or 4)*	Neutral (3)*	Disagree (2 or 1)*	Mean*	Std. Deviation
P1 = Process includes representation of all relevant and different interest is included.	22	55%	27%	18%	3.32	.894
P2 = Process is driven by purpose and task that are real, practical, and shared by group.	22	45%	23%	32%	3.09	1.109
P3 = Process incorporates high quality information to reach agreement and meaning.	22	36%	55%	9%	3.23	.752
P4 = Process is self-organized and participants decide on ground rules, tasks, objects, etc.	22	14%	72%	14%	2.95	.653
P5 = Process engages participants and encourages learning process and discussion.	22	36%	50%	14%	3.14	.889
P6 = Process encourages creative thinking and challenges the status quo.	22	32%	59%	9%	3.23	.752
P7 = Process seeks consensus while discussing different issues and interest.	22	50%	41%	9%	3.36	.790

* Agreement Scale: 5 = Highly Agree; 4 = Agree; 3 = Neutral (Neither); 2 = Disagree; 1 = Highly Disagree

6.2. Research Question Two: Evidence of Transformational Governance

The second research question calls for examining six outcomes on the nature of the relationship between network actors from seven processes and explores the extent that a shift (transformation) has occurred. Table 3 below provides the degree of agreement by survey participants who perceived that the consensus building process may or may not have resulted in six outcomes.

Based on participant responses, majority indicated that they highly agreed or agreed that the consensus building process produced or created new relationships, improved coordination and joint action, created joint learning experiences, and created or fostered innovative strategies. For example, many respondents anecdotally described a more involved Port Community Advisory Committee (PCAC) and that POLA became more committed to invest in clean technologies as a result from this governance process. Other respondents indicate that relationships “between Port, local environmental groups, regional environmental groups” were more noticeable and the “involvement with community interest groups and environmental organizations” increased, including a “broader partnership with elected officials and local community” and more clear relationships between “government agencies and community members and industry, and design professionals.”

Further, participant responses indicated that they equally were neutral or disagreed with the statement that trust was created, or social capital was produced as a result of the process. For example, one respondent’s perception characterizes the consensus building process as a “political alliance which did not benefit the Port... [and it empowered outside groups to sue in exchange for support or funds. It did not build trust...” Similarly, another respondent perceived that the case examined “fostered distrust for many years” but “to the extent the project led to the creation and approval of the CAAP [Clean Air Action Plan], this was a benefit.” Yet some respondents indicated that trust had increased “...with a wide range of environmental groups... [such as the] National Resource Defense Council [and] local community groups - the Sierra Club” and that the “community felt more empowered” at the expense of local “businesses is less trusting” of the Port of Los Angeles.

Most important, the majority highly disagreed or disagreed that the consensus building process did not co-evolve or produced less conflicts among the stakeholders. This finding was not anticipated and may mean that the process evolved but with main actors leading the efforts -such

as community groups (i.e. PCAC, San Pedro Peninsula Homeowners United, etc.) and environmental groups (i.e. NRDC, Coalition of Clean Air, Sierra Club, etc.). This is best described by one respondent's perception that the "community felt empowered and was given more of a voice in port decision-making." Prior to this case, it appears that POLA acted in an authoritative capacity and ultimately made decisions based on its operational needs. Now, after this case, decision making appears to be more inclusive of community and environmental groups yet more can be done to include the business community earlier in the discussions.

Nevertheless, participant responses could also mean that the same level or higher level of expected conflict was experienced even after the consensus building process. The actors perceived that conflict may have already been present and that this conflict prompted organizational readiness to participate with other sectors in hopes of solving this significant social problem. To better understand this unanticipated finding, we reached out to some of the potential survey participants. We were able to confirm from a couple of POLA management officials that more conflict was experienced from their viewpoint.

Table 3: Degree of Agreement of Six Outcomes

	Order of Effect	N	Agree (5 or 4)*	Neutral (3)*	Disagree (2 or 1)*	Mean *	Std. Deviation
Create New Relationships (social capital)	1 st	22	55%	23%	22%	3.41	.959
Increased Trust (social capital)	1 st	22	18%	41%	41%	2.77	1.066
Improved Coordination and Joint Action	2 nd	21	52%	19%	29%	3.24	1.044
Created Joint Learning	2 nd	21	76%	19%	5%	3.86	.727
Co-evolved and Produced Less Conflicts	3 rd	22	32%	23%	45%	2.91	1.109
Created Innovative Strategies	3 rd	22	37%	36%	27%	3.0	.976

*Agreement Scale: 5 = Highly Agree; 4 = Agree; 3 = Neutral (Neither); 2 = Disagree; 1 = Highly Disagree

To examine the relationship between observed process experiences and outcomes, a correlation (association) analysis between the seven consensus building processes and six outcomes is examined. Table 4 below provides detailed correlation (association) results between process and outcomes. In summary, all seven processes have at least one or more outcomes correlated (associated) at statistically significant levels. For example, the findings suggest that in:

- Two governance outcomes - (1) producing social capital through trust, and (2) creating innovative strategies – is correlated with all seven processes.
- One governance outcome – improving coordination and joint action – is correlated with six processes.
- Two governance outcomes - (1) co-evolving and producing of less conflict, and (2) creating new relationships or increasing social capital - is correlated with four processes; and
- One governance outcome – creating joint learning – is correlated with one process.

Moreover, a negative score could signal that the correlation between a process and process outcomes may be inverted. The non-shaded areas in Table 4 represent an association that *was not statistically significant*. This could be due to the limited number of responses to the survey.

Table 4: Correlations between Process and Outcomes (Effects)

Outcomes (Listed Below)	Process 1	Process 2	Process 3	Process 4	Process 5	Process 6	Process 7
Create New Relationships, Part of Social Capital (N = 22)	.285	.680 **	.195	.411	.434 *	.564 **	.423 *
Increased Trust, Part of Social Capital (N = 22)	.479 *	.784 **	.484 *	.463 *	.587 **	.594 **	.442 *
Improved Coordination and Joint Action (N = 21)	.614 **	.696 **	.549 **	.611 **	.699 **	.369	.601 **
Created Joint Learning (N = 21)	.599 **	.381	.064	-.117	.032	.409	.354
Co-evolved and Produced Less Conflicts (N = 22)	.415	.588 **	.369	.389	.545 **	.664 **	.475 *
Created Innovative Strategies (N = 22)	.437 *	.792 **	.519 *	.523 *	.549 **	.558 **	.680 **

Note: * p<0.05 (2 tail); ** p<0.01 (2 tail).

Recalling the timeline of events that took place in this case, we noted how the settlement agreements in 2003 and 2004 served as pivotal events; therefore, one way to examine the influence of the collaborative processes in the China Shipping Expansion Initiative is to compare governance characteristics before and after the agreement. With this method, we are able to observe how stakeholder perceptions are differentiated by the new form of governance. A review of comparisons of means (see Table 5 below) indicates how governance characteristics were viewed by stakeholders, such as:










- Seven governance characteristics had higher mean scores.

- Two governance characteristics had lower means scores.
- Two governance characteristics had negligible movement in means scores.

For example, the governance characteristics of performance orientation and efficiency had lower means indicating that performance orientation and efficiency is perceived as improved through new processes as compared to the traditional decision-making approach.

As indicated in earlier assessment, trust was not improved as a result of new processes, nor was stakeholder views of quality of decisions. These findings were not anticipated by the use of the new governance processes indicating that the new processes did not improve these important areas of governance. Most important, the seven other governance characteristics did improve indicating some substantial shift or transformation in governance characteristics. This may mean that these outcomes resulted from a more joined-up, collaborative governance process.

Table 5: Comparison of Means – Before and After Permit (Agreement) No. 999

Governance Characteristics	Mean of the level of Importance BEFORE Agreement	Mean of the level of Importance AFTER Agreement	Transformational Direction
Stakeholder Actions	3.10	3.90 ***	
Trust	3.14	3.19	No Movement
Performance Orientation	3.71	3.33 †	
Quality of Decision Making	3.67	3.43	No Movement
Citizen Engagement	2.62	4.0 ***	
Consensus Building	2.76	3.52 **	
Relationship and Network Bldg.	2.95	3.57 **	
Collaboration and Partnerships	2.95	3.62 **	
Efficiency	3.67	3.19 *	
Sustainability	2.95	3.38 †	
Comprehensive Oversight	3.24	3.52 *	

Note: † p<0.10; * p<0.05; ** p<0.01; *** p<0.001. One Tailed T-Test. N=21
Importance Scale: 5 = Very High; 4 = High; 3 = Neutral (Neither); 2 = Low; 1 = Very Low

7. Findings from a Collaborative Port Expansion Initiative

The examination of the China Shipping Terminal Expansion at the POLA, California, suggests that consensus building process influence governance outcomes, but the influence is nuanced. Clearly, the governance characteristics related to a new form of process participation have influence stakeholder perceptions of governance. From the research presented here, the following findings are offered:

Finding One: The higher the level of perception that one or more of the seven consensus building processes is operating in a governance setting, the more likely a collaborative governance outcome can be identified (see Figure 1).

These improve governance characteristics include the creation of new relationships, increased trust, improved coordination and joint action, creation of joint learning environments, co-evolution or production of less conflicts, or creation of strategic innovation (at varying degrees). This lesson confirms the model argued by Innes and Booher.

More research is suggested to measure long-term effects along with observations where governance creates intellectual and social capital and changes in practices, perceptions, or the production of new partnerships. In addition, this research suggest that “intervening” variables, such as judicial intervention via court ruling, may be seen as critical “transitional” events that may or may not signal a change in the governance regime. For example, the judicial system may have served as a catalyst to foster a transformational governance environment built upon an organization’s readiness and willingness to change and be more inclusive of actors from all sectors (i.e. private, public, non-profit, and citizen groups).

Finding Two: Four of the seven consensus building processes had varied influence on governance characteristics.

Certain outcomes are more easily identifiable as indicated above. Yet, it is recommended that each process examined utilize a gauging mechanism to measure the level or degree of each process, so that researchers can more systematically examine the magnitude of outcomes, including the capture of longer-term effects. Further, this examination revealed that the consensus building process was neither perceived to increase trust among actors nor co-evolved or produced less conflict yet overall, the process proved to be effective. More important, this study proposes one way to assess performance and measure the potential level or degree of impact that governance networks may have on complex organizational decision making among multiple independent actors. Therefore, this finding increases our understanding and brings clarity to how we may

measure success (i.e. characteristic occurrence) or failure (i.e. characteristic non-occurrence).

Finding Three: Seven characteristics - stakeholder actions, citizen engagement, consensus building, relationship and network building, collaboration and partnerships, sustainability, and comprehensive oversight - have a positive influence on the perceived governance characteristics of POLA; two characteristics appear to have non-transformational effects - performance orientation and efficiency.

These seven characteristics were most important and appear to have transformed the organization's culture and views. In the research presented here, trust and quality of decision making appeared to have a non-significant contribution to this transformation.

8. Summary

The research presented here offers insight to developing a framework with indicators that need attention in the design of governance networks schemes seeking to transform governance processes in complex metropolitan environments. Due to the limited dataset (or small sample population), the findings in this research are preliminary and suggestive yet provide opportunities for future research seeking greater depth in this area of study.

One way to assess governance network performance is offered. Future research should expand on the survey instrument used by developing multiple indicators to measure each variable rather than restating the terms used in the Innes and Booher frameworks, which would increase the instrument robustness. Most important, understanding the shift (transformational patterns) from the traditional public administration into a governance paradigm to satisfy public service delivery is as important to examine. Further studies on the importance of how critical "transitional" events may or may not signal a change in governance and studies in governance is much needed. In the case of the China Shipping Terminal Expansion initiative, the general governance orientation of POLA experienced an increase in participation from about 30 to more than 100 actors with an increase in public meetings, which suggests transformation in the way organizations operate that is more joined-up, collaborative and networked. Close analytic treatment of stakeholder experiences examined here indicate a nuanced understanding of this transformation.

9. About the co-authors

Dr. Fernando Campos is the Executive Officer, Board of Public Works at the City of Los Angeles, Department of Public Works. His research focuses on governance, collaborative and network management, public policy, public finance, organizational development, and concept incubation. Dr. Campos has been with the City of Los Angeles for more than 21 years and previously held positions as Inspector General for City-wide Collections and Revenues, Director of Grants Administration at the Port of Los Angeles (POLA) where he managed more than \$500 million in large scale grant programs among other various financial matters. He was also responsible for the administration/incentives of the Clean Truck Program and Terminal Expansion Mitigation Fund, a historical landmark program at POLA under its Clean Air Action Plan.

Jack W. Meek, Ph.D., is former President of the Network of Schools of Public Policy, Affairs and Administration (NASPAA). Jack is Academy Professor and Professor Emeritus of Public Administration at the University of La Verne Academy. His research focuses on metropolitan governance including the emergence of administrative connections and relationships in local government, regional collaboration and partnerships, policy networks and citizen engagement. Jack has edited the Handbook of Collaborative Public Management, and has co-edited books on business improvement districts and intergovernmental relations as well as co-authored a book on governance networks.

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