



# Project Working Group Report

## Workshop Report Document

Communication and consultation of local communities,  
direct involvement of inhabitants in deprived urban neighbourhoods

Inter-regional Project Working Group meetings  
Amsterdam, October 2004 and Vienna, April 2005

Amsterdam – Vienna, July 2005

"It is for the public authorities to accept that modern government needs to be actively supported by a participant population; that the problems are too complex, the professional and economic resources too scarce and the diversity of experiences required too wide for any group of councillors and officials to be able to cope without tapping the skills and energies of the local population."

A Rowe

Democracy Renewed

## **Acknowledgements**

Special thanks to all participants of the meetings of the project working group on community participation in Amsterdam and Vienna who contributed innovative ideas, worthwhile experiences and personal enthusiasm for the project working group which made up the working base for the elaboration of this report.

Sincere thanks to the community based authors and contributors to the POSEIDON pilot projects, who not only provided the original set of pilot project descriptions but met requests for further information.

Thanks are also expressed to all who have given valuable feedback and comments on the draft version of this report and who have made a significant improvement possible.

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## 1. Introduction

This report can be regarded as the tangible output of the inter-regional Project Working Group (PWG) on "Communication with/consultation of local communities and direct involvement of inhabitants living in deprived urban neighbourhoods". The aim of the PWG was to improve approaches stimulating communication and community consultation in deprived neighbourhoods, to contribute to initiatives aiming at the empowerment of inhabitants and increasing community involvement as well as enhancing the participation and development of local partnerships.

The objective of the PWG was to review mechanisms and methods for community consultation/citizens' participation in deprived neighbourhoods and to improve direct involvement of the population living in these areas in practical ways. Co-operation between POSEIDON partner cities aimed to increase shared knowledge among POSEIDON partners on general methods/approaches and existing practical initiatives in the field of community consultation and citizens' participation.

Based on the exchange of experience, POSEIDON partners identified solutions that contribute towards improving consultation and communication with local communities in deprived neighbourhoods or direct citizens' participation in local development initiatives. Co-operation should also have enabled the practical application of measures in the field of community consultation and citizens' participation, especially those that stimulate more active participation/involvement of new groups of people (currently not reached) and particularly vulnerable population groups in deprived neighbourhoods.

The two project working group meetings in Amsterdam and Vienna and the continuous work between the meetings has benefited from the contributions of a significant number of experts (about 80 people involved) from the 'participation field'.

The PWG report consists of three complementary but independent parts. References to other parts of the report are highlighted.

**Part 1** provides an overview of the advantages of community participation for different actors' groups and comprehensive documentation of the working group sessions during the PWGs in Amsterdam and Vienna which is based on the flipchart documentation and complementary literature. This part also indicates elements of success related to the specific issues of the several workshops. A description of POSEIDON pilot projects in terms of Theme II is given at the end of Part 1.

**Part 2** provides documentation of the accompanying and supplementary study visits to Amsterdam and Vienna. The aim of the study visits was to provide project partners with comprehensive background knowledge of the target areas, which is important for understanding the aims and for further developing the chosen working approaches of the local POSEIDON pilot projects.

**Part 3** provides a 'checklist on the participation deal' suggesting a four-step model for effective participation and a number of guidelines for achieving effective participation. A number of elements of success for various fields of community participation action are also included. The checklist with the guidelines and the elements of success should contribute to the quality and effectiveness of participation processes in the POSEIDON partner cities and hopefully elsewhere.

## 2. The advantages of participation

During the two project working group meetings on community consultation and participation of residents in deprived areas a number of advantages of community participation were formulated by the project partners. These should be highlighted at the very beginning of the project working group report.

One important element for enhancing community participation is to convince politicians, public authorities and potentially involved actors of the advantages of community participation for achieving long-term commitment to participation, which seems of special importance with regard to the commitment of local politicians.

The following tables provide a more detailed overview of the advantages of community participation for the different actors' groups<sup>1</sup> involved. These were also drawn up during the PWG meetings. The tables distinguish between advantages for the different actors' groups related to:

- their own activities and position in relation to other actors' groups (Table 2.1.);
- their contacts with other actors' groups (Table 2.2.);
- the stock of information and the transfer of knowledge (Table 2.3.);
- the perception of the other groups (Table 2.3.).

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<sup>1</sup> The tables are based on the findings of a workshop series in Vienna organised by the Austrian Society for Environment and Technology. Members of the society were integrated into the PWG POSEIDON process. The table is part of a handbook on participation completed in 2005. The German version can be downloaded at: [www.oegut.at](http://www.oegut.at).

<b>Table 2.1.: Advantages of community participation – Arguments for different actors' groups</b>				
<b>Political decision makers</b>	<b>Members of public authorities</b>	<b>Residents and residents associations</b>	<b>Stakeholders and NGOs</b>	<b>Project proponents</b>
<i>... for their own activities/position</i>	<i>... for their own activities/position</i>	<i>... for their own activities/position</i>	<i>... for their own activities/position</i>	<i>... for their own activities/position</i>
New solutions (innovative ideas) for existing problems can emerge	New solutions (innovative ideas) for existing problems can emerge	Own values/interests/ideas can be formulated and integrated in local measures	Own values/interests/ideas can be formulated and integrated in local measures	The outcomes of the process are more readily accepted by local actors
Municipal duties are supported by self-organised and active residents	Municipal duties are supported by self-organised and active residents	Projects, plans, programmes and policies can be influenced	Projects, plans, programmes and policies can be influenced	The risk of the project decreases
The integration of local knowledge contributes to the quality of local decisions	The integration of local knowledge contributes to the quality of local decisions	Decisions concerning residents' quality of life can be influenced	Status and importance of the organisation are enhanced	The implementation of local projects accelerates because of fewer local complaints
Acceptance and legitimacy of local decisions increases	The integration of and mediation between conflicting local interests becomes easier	Possibilities for self-organisation emerge and the scope of action increases		
Confidence in political decisions increases	The integration of local interests leads to faster implementation of local measures	Engagement in civil society leads to esteem and acceptance		
Identification with the area/neighbourhood increases	Local concerns and issues can be formulated in advance			

<b>Table 2.2.: Advantages of community participation – Arguments for different actors' groups</b>				
<b>Political decision makers</b>	<b>Members of public authorities</b>	<b>Residents and residents associations</b>	<b>Stakeholder and NGOs</b>	<b>Project proponents</b>
<i>...for contacts with other actors' groups</i>	<i>...for contacts with other actors' groups</i>	<i>...for contacts with other actors' groups</i>	<i>...for contacts with other actors' groups</i>	<i>...for contacts with other actors' groups</i>
The interests and demands of the different population groups are formulated	The interests and demands of the different population groups are formulated	Learning places and platforms for self-confident articulation of interests are established	The possibility to integrate interests and opinions increases	Long-term solutions can be found
Expectations and lobbying of different interest groups (particular interests) can be reduced	Expectations and lobbying of different interest groups (particular interests) can be reduced	Outcomes of processes are more readily accepted	Mutual trust for future cooperation can be established	Mutual trust for future cooperation can be established
A framework is established for resolving conflicts, enabling interests to be balanced	A framework is established for resolving conflicts, enabling interests to be balanced	The understanding of politics and administration (rationality, processes,...) increases		Projects are better embedded in the institutional setting of the area/neighbourhood
A culture of participation, local democracy, cooperation and dialogue can be established	A culture of participation, local democracy, cooperation and dialogue can be established	A culture of self-organisation and self-determination is encouraged		
The information flow and communication with residents is increased	The information flow and communication with residents is increased	Topics beyond traditional activities of public authorities can be discussed		
Marginalised groups can be integrated into local communities	Topics beyond traditional activities of public authorities can be discussed			



<b>Table 2.3.: Advantages of community participation – Arguments for different actors' groups</b>				
<b>Political decision makers</b>	<b>Members of public authorities</b>	<b>Residents and residents associations</b>	<b>Stakeholder and NGOs</b>	<b>Project proponents</b>
<i>...for the stock of information and transfer of knowledge</i>	<i>...for the stock of information and transfer of knowledge</i>	<i>...for the stock of information and transfer of knowledge</i>	<i>...for the stock of information and transfer of knowledge</i>	<i>...for the stock of information and transfer of knowledge</i>
Increased knowledge through access to the arguments and perceptions of "others" (technical, factual, experiences)	Increased knowledge through access to the arguments and perceptions of "others" (technical, factual, experiences)	Increased knowledge through access to the arguments and perceptions of "others" (technical, factual, experiences)	Increased knowledge through access to the arguments and perceptions of "others" (technical, factual, experiences)	Increased knowledge through access to the arguments and perceptions of "others" (technical, factual, experiences)
Increased competence for future negotiations	Increased competence for future negotiations	Increased competence for future negotiations	Increased competence for future negotiations	Increased competence for future negotiations
Greater access to relevant information	Greater access to relevant information	Greater access to relevant information	Greater access to relevant information	
		More insight into decision making processes	More insight into decision making processes	
<i>... in the perceptions of others</i>	<i>... in the perceptions of others</i>	<i>... in the perceptions of others</i>	<i>... in the perceptions of others</i>	<i>... in the perceptions of others</i>
Personal contacts are established	Personal contacts are established	Personal contacts are established	Personal contacts are established	Personal contacts are established
The people involved gain esteem and acceptance	The people involved gain esteem and acceptance	The people involved gain esteem and acceptance	The people involved gain esteem and acceptance	The people involved gain esteem and acceptance
Better image because of the involvement of residents	Mutual trust can be established	Appreciation of 'local expertise' (knowledge of everyday life) can be gained	Competence of the organisation and its members becomes clear	The image of the project is improved

### 3. Background of the workshops

During the first project phase of POSEIDON the exchange of experience between the partner cities was the centre of interest. One result of this phase was the identification of common problems and challenges faced by POSEIDON partners regarding the involvement of residents and businesspeople in their neighbourhood management structures. As can be seen in the exchange of experience report on Theme II<sup>2</sup>, a number of common issues for further exchange and work on innovative approaches, methods and techniques were identified. During the preparation of the kick-off event of the project working group on Theme II, Amsterdam and Vienna selected a number of these issues for the workshops.

The following topics were discussed at the different workshops during the kick-off project working group in Amsterdam:

#### *Workshop: The participation deal*

One result of the first project phase highlights the need for a clear, transparent and comprehensive participation strategy which should be developed in advance of participation processes in order to avoid trial and error as far as possible. This workshop therefore dealt with questions such as who should be integrated, why different actors' groups should be integrated, when they should be integrated, which participation strategy should be applied, which resources will be needed, what are the degrees of freedom for participation and so on.

#### *Workshop: Hard-to-reach people*

During the exchange of experience event, POSEIDON partners found that they all had problems involving population groups that could be labelled as 'hard-to-reach groups'. The workshop dealt with methods and tools for reaching out to and involving groups that are 'distanced from involvement'.

#### *Presentation and workshop: Values, lifestyles and the needs of a community*

Related to the issue of 'hard-to-reach people', Amsterdam presented the results of a survey on existing values and lifestyles in Geuzenveld-Slotermeer. The survey does not adopt traditional research approaches (analysing socio-economic data) but works with the life-style concept for identifying the needs of local 'life-style communities' and the corresponding involvement methods for improving contact between the council and the communities.

#### *Workshop: Success and failure*

Another aspect of the exchange of experience phase was the measurement of success and failure of involvement processes. Since there are many 'outcome layers' and expectations specific to actors' groups, the measurement of success and failure of participation processes is not a minor

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<sup>2</sup> The exchange of experience report on Theme II can be downloaded from the POSEIDON website. See the download area at: <http://www.poseidon-partnership.net/177175.0/>.

factor. The aim of the workshop was to identify approaches for measuring success and failure. The workshop related to the background that it seems to be important to highlight success for politicians and members of public authorities and to steadily learn from failure for future processes.

*Workshop: Learning organisations*

Since participation and community involvement is also about learning from others, this workshop dealt with questions of how to set-up and organise structured learning between the involved actors' groups and how to establish learning organisations in the neighbourhood.

During the continuous work between the project working group kick-off event in Amsterdam and the event in Vienna, POSEIDON partners were asked to pose questions in order to draw up specific 'clusters of common interest'. These clusters should highlight common interests on specific issues related to community consultation and the POSEIDON pilot project. The clusters and their underlying questions were discussed at the event in Vienna and will be discussed during further stages of the POSEIDON project.

*Workshop: Involvement of actors*

The main questions of the cluster 'involvement of actors' was to work out techniques for enhancing the involvement of 'hard-to-reach groups'. This workshop can be regarded as a follow-up discussion to the one in Amsterdam. Therefore the two discussions will be documented together in this report.

*Workshop: Tokenism*

The workshop on tokenism relates to the impression of civil servants and residents engaged in community consultation that politicians and members of public authorities are sometimes tokenistic in the sense that they implement participation processes merely to demonstrate a modern political habit but without integrating the outcomes into their policies and measures or providing the necessary resources. So the main question of the workshop was: "How should tokenism be dealt with?"

*Workshop: Community building*

The exchange of experience during Phase I of POSEIDON and the knowledge exchange about the preparation of the pilot projects highlighted the fact that POSEIDON partners' neighbourhood management projects aimed to strengthen their neighbourhood communities. Participation is not just regarded as a policy approach for better planning results or gaining access to local knowledge but also as a policy for community building. So the leading question of the related workshop was: "How can community building be promoted by participation?"

### *Workshop: Profiling the area*

Another aim of participation processes – at least for a number of POSEIDON partners – is to contribute to the profiling of an area by means of participation. In order to turn around a bad image of an area, partners are developing ‘profiling projects’ supported by community involvement or regarding participation processes as a contribution to an area profile per se. So the leading question of the workshop was: “How can participation projects contribute to the profiling of an area?”

### *Workshop: Outcomes*

It is especially participation processes aiming to develop projects for improving the socio-economic situation of deprived neighbourhoods that sometimes suffer from the lack of political commitment for implementation or they are modified after the conclusion of participation processes and thus may not meet the needs of residents after modification. The leading question of the workshop was: “How can outcomes be ensured that focus on the needs of residents. How can effective participation be achieved?”

The discussions during the workshops were documented on flipcharts in order to record the results. The most important aspects of the different discussion are presented in the following sections of the report.

## **4. Workshop on the Participation Deal (PD)**

### **4.1. Background of the workshop**

Focussing on questions like what is the use of a ‘Participation Deal’, what elements of a participation deal can be distinguished and when to conclude a participation deal, this workshop provided several answers. During the workshop, much was also said on the process design of a participation deal.

The term ‘participation deal’ refers to an agreement between local authority and citizens. The deal should clarify what elements should be dealt with: on what, with whom, and when to conclude. As a product, the participation deal should provide transparency on the use of power and the perspective of citizens. Delegation of power and delegation of responsibilities are complementary elements that play an important role in the definition of a participation deal. A participation deal is a process and a product of negotiations.

### **4.2. Arguments for *not* applying participation**

A useful tool for deciding on a participation deal is to examine arguments for *not* concluding a participation deal. Several arguments were identified by the workshop:

- ***Subject-related arguments*** - lack of interest in subject, abstract subject, agenda monopolised by politicians, no room for real change of plans, limited scope for participation (main decisions have already been made) and high risk of unfavourable outcomes
- ***Power-related arguments*** - lack of willingness by politicians to hand over power, reference to the existing democratic process which leads to the question

why another representation process is necessary, lack of support for the delegation of power within the city (no decentralisation), not all residents have legal rights to participate in some countries (official citizenship of the country is necessary to have the legal right to participate, which could be a very exclusive standard)

- ***Skill-related arguments*** - lack of organisational capability of the potential participants (costs, skills, resources))
- ***Time-related arguments*** - high pressure on certain developments which leaves little time for a participation process
- ***Cost-related arguments*** - lack of sufficient financial resources to run an adequate participation process
- ***Distribution-related arguments*** - attracting unrepresentative participants or attracting only 'lead people', the existence of NIMBYism
- ***Information-related arguments*** - local government/administration has all the professional knowledge to decide what is good for the neighbourhood, residents are ignorant and have nothing to contribute and all information is already available (e.g. small communities)

Based on the above list, it should be determined if a participation deal should be developed. It outlines possible traps in participation and sets the standard for an open and transparent participation process.

### 4.3. Participation Deal on what?

Clarity and transparency are key issues in the successful implementation of a participation deal. Sound research on several aspects of participation clarifies its limits: the issue of participation should be clear, the process transparent (in terms of timeframe, rules, communication, decision-making, milestones etc.) and all involved actors should be aware of their roles and responsibilities within the process. Clear communication makes or breaks the participation process.

Moreover, management of expectations is a crucial part of the participation deal: where are we now and where are we going to? What will be the response to the outcome of the participation deal?

There must be transparency in decision making. Decision-making milestones should be clear but adaptable. Most important is: what is the goal and/or the benefit (value added) for the actors? (What's in it for me?)

In order to learn from the participation process it is recommended that it be monitored and evaluated from time to time. It is best to specify in advance at what stages evaluation should take place.

### 4.4. Participation Deal with whom?

The question of who should participate has some general aspects. When the local authority pursues a policy of equal opportunities, the participation deal has to be inclusive, meaning that hard-to-reach groups should also be involved. Different participation issues involve different stakeholders. For the sake of the clarity of the process it is recommended to choose explicitly between a participation process which everyone is free to join or participation with defined target groups. Special attention must be paid to the role of other (public) authorities (police, health, education etc.). In any case, equal representation remains at the heart of the matter.

The characteristics of involved actors and the working methods are important issues to consider. The characteristics of people involved influence the participation process: the interests of different involved actors (all views included), the knowledge of involved actors and an open-minded attitude are important parameters for setting up the process.

#### 4.5. Participation Deal – the process

The process design does not only vary depending on the issue and the involved actors, it also needs to be clear and flexible. The structures of the process must be described and its scope and limitations formulated: what are the conditions/restrictions/limits (financial, time, etc.) and what are the possibilities and limits of the integration of community-based issues in the top down process? Further issues to be dealt with are: relations with actors outside the participation process, the rules of the discussion that all participants should know, the role of opposition: rules of engagement, the categorisation of importance of different contributions (representative leadership).

The working methods used in the participation process should explicitly be formulated: the range and methods of conversation settings should be discussed and should leave space to adjust. Methods of reaching out are necessary to reach all kinds of groups: meet people where they are.

#### 4.6. When to conclude a participation deal?

Ideally a participation deal can be concluded as soon as a 'deal' has been reached on a clear outcome within the participation process. This is, however, a complicated issue. Unfortunately, this issue was not elaborated to its full extent at the workshop.

#### 4.7. Dilemmas in a participation deal

At the workshop, several issues were raised for further discussion:

##### **Citizens' initiative or council order?**

The participation process can be the result of a citizens' initiative, e.g. as an alternative to existing local government plans. A participation deal by council order should be flexible enough to integrate citizens' initiatives.

##### **Can citizens make their own conditions or do they have to accept the content and limitations that the council puts forward?**

Sometimes conditions are limited and have to be accepted by the participants. On the other hand, local government can shape favourable conditions to enlarge possibilities for residents to influence the process: explaining the situation to other departments or government levels, local budgets for local wishes, the designing of citizens' own plans/ideas should be facilitated.

##### **Managing the process: by a civil servant or by an independent actor?**

The manager should be independent. The manager should have 'equal distance' to all actors. There is certainly the power argument: who pays and who chooses?

The roles of the manager are:

- to mediate between the different actors' groups/within the different actors' groups;
- to act as a facilitator;
- to support and develop citizens' initiatives;
- to facilitate the top down process.

### **Participation in high-conflict projects**

There is always the possibility that participation takes place against a background of conflicting interests. Types of conflicts can be between communities, between communities and local authority and within communities. Conflicts are not negative as such. It can be a strong motivation for engagement. Conflicts are an opportunity – people learn how to deal with conflicts. The role of a participation deal in conflict projects can be: clarity about process, defining constraints and opportunities: information and full participation, decision on the 'site' of the decision making: central or lower level, decision making by elected council if consensus is not within reach.

Solutions for dealing with conflicts are e.g. involvement of other issues (more integrated issues, open fields for negotiations between conflicting actors, trade off issues, agree priorities), the use of creative tools (e.g. planning4real, process management group, mediation, supervision) and management of relationships (new versus old communities: understand the conflicts/tensions, build up trust, learn to listen, find common ground/consensus).

#### **Elements of success for a good Participation Deal**

- Thorough preparation of the set-up of a participation process facilitates the process
- An open, transparent process is a key element for successful participation
- Clear communication makes or breaks the participation process
- Management of expectations of different actors in the process
- Make clear what's in it for stakeholders/groups to be involved
- Monitor and evaluate the process
- Try to reveal the characteristics of all involved groups
- Run the participation checklist as a tool to design the participation deal (see also PART C of the PWG report).

## **5. Workshop on 'People Hard to Reach' (PHTR)**

### **5.1. Background of the workshop**

Over 60% of the population of the urban district Geuzenveld-Slotermeer consists of people with a non-Dutch background, mainly from migrant families from Morocco and Turkey. Part of the population faces relatively high rates of unemployment and is socially excluded. These groups are usually hard to reach when addressed with invitations for participation. Edgar van Lokven and Malica al Fahmi (BMO) run an agency that tries to reach these specific hard to reach groups. They explain what tools and techniques they use.

First of all, it needs to be made clear that when talking about participation, the Poseidon group decided that in this workshop the focus was on participation in specific (local) government policy or decisions.

## 5.2. How to reach hard to reach groups?

In the experience of Edgar van Lokven and Malica al Fahmi, the main reasons for not reaching these groups are that they have a clear focus on daily survival combined with a poor knowledge of the (written) language (surveys, written invitations, invitations in local newspapers do not reach these groups). Therefore, the approach should be more personal and outreaching.

Several elements have been distinguished as important for the successful involvement of hard to reach groups. These elements have been clustered in three groups.

### **1. Staff (criteria, skills and qualifications)**

A varied professional team could facilitate contact with hard to reach groups. Making clear 'what is in it for them' also helps and the same applies to fluency in local vernaculars (communication in mother tongue). Trustworthy, highly approachable and flexible people increase the chance of success. Networking skills and meeting people where they are, are especially appreciated.

### **2. Techniques, instruments**

Special attention must be given to the position of women: it is recommended to form separate female groups. Local radio and media can be of great use and a continuous communication strategy is a good instrument. And, of course: celebrate successes!

### **3. Knowing the target groups**

It is important to know crucial aspects of the cultures involved and make use of 'bridgers' and 'bonders' (in terms of the Motivaction Lifestyle research which enables lifestyle groups to be easily identified). Acknowledge and understand the target groups' hesitation, fears of failure (low self-esteem).

Furthermore, local politicians and members of local administrations have responsibilities to facilitate the effective participation of these groups. A clear commitment and long term investment is important. Respect and acknowledge the focus on basic needs and accept uncertain outcomes of a participation process.

## 5.3. Who is hard to reach and why?

The Poseidon partners concluded that the hard to reach groups were not always the 'usual suspects', i.e. immigrants with difficulties speaking the local language. Hard to reach groups also include politicians (not always interested!), young people (also young families) and civil servants. Basically, it depends on the composition of a population.

People are less likely to be reached when the goal of participation is not clearly defined. If people's interests are at stake, the participation threshold is lowered; the topic also influences the degree of people's interest in participation.



## 5.4. Why participate?

In the second part of the workshop participants discussed the need to reach out to hard to reach groups. Reasons for doing so could be divided into several areas such as the political, the right to speak out as part of our democratic system; empowerment, to develop people's skills and capacities; and urban renewal and community building as a way of building social cohesion and enabling representation.

## 5.5. Best practices

A list of best practices was drawn up at the workshop. These include a multipurpose service centre with an easily approachable person who can refer people, a welcome box for newcomers to the neighbourhood, an alert box, surveys among children to reach families, youths as consultants (give them a key role). Other suggestions are a one-to-one approach, outreach work, home-to-home approach (talk to people at their doors), keep the momentum, keep people interested, do not raise expectations that you cannot deliver on.

### **Elements of success in reaching hard to reach groups**

- Diversity of professional teams (mixed teams)
- Make clear 'what's in it for them' (those you would like to participate)
- Fluency in local vernaculars
- Trustworthy, approachable and flexible people
- Networking skills (use official & unofficial networks)
- Try to meet people where they are and do not force them to come to you
- Form separate female groups, if necessary
- Use local radio and television
- Communications strategy – continuous
- Celebrate success
- Know the cultures
- Identify common issues
- Make use of 'bridges' and 'bonders' – lifestyle model to identify target groups
- Acknowledge and understand the target groups' hesitation, fears of failure (low self-esteem)

## **6. Presentation on Lifestyle Research: "Values, lifestyles and the needs of a community"**

### 6.1. Background of the presentation

Traditional socio-demographic data such as income, education, religion and age of citizens no longer provides or never has provided, sufficient information on the way citizens think and live. Traditional research would therefore not provide answers on urgent matters such as improving contact between local government and citizens. For this reason, the Geuzenveld-Slotermeer urban district asked the research agency Motivaction International B.V. to carry out an extensive survey among residents to identify different social groups and lifestyles within the urban district.



The main objective of the survey was to gain information and give advice regarding values, lifestyles and needs of inhabitants of the Geuzenveld-Slotermeer urban district, to improve contact between local government and citizens.

A random sample of the local population of Geuzenveld-Slotermeer completed a written questionnaire (N=1,500). In addition, 200 face-to-face interviews were held among groups that usually respond less to written questionnaires; first generation Turkish and Moroccan people.

The results of the survey provide important input to further develop the local pilot project of Geuzenveld-Slotermeer, the development of a 'Wijkweb' ('neighbourhood web').

## 6.2. Values and lifestyles

As figure 6.1. shows, based on socio-demographic variables these two men are quite similar. However, their lifestyles differ a lot! Acting on the needs of different lifestyles within the urban district would meet the needs of residents far more than acting on socio-demographic details. Hence, the reason for the survey.

<b>Figure 6.1.: Differences in Norms &amp; Values with same socio-demographic indicators</b>			
<b>Age</b>	50 years	50 years	<b>Socio-demographics</b>
<b>Income</b>	\$ 10.000.000	\$ 10.000.000	
<b>Profession</b>	Actor	Actor	
<b>Sex</b>	Male	Male	<b>Norms &amp; Values</b>
<b>Leisure</b>	Workout 	Museum 	
<b>Politics</b>	Bush	Kerry	
<b>Media</b>	TV	Newspapers	
<b>Product</b>	Beer	Wine	

## 6.3. Social milieus in the Netherlands and in Geuzenveld-Slotermeer

Motivaction International B.V. developed 8 most widely spread social milieus for the Netherlands, based on norms and values related to objectives in life, life style, work and performance, leisure and family and relations<sup>3</sup>.

The most commonly extended social milieus in the Netherlands and Geuzenveld-Slotermeer are:

<b>Social milieu</b>	<b>% in NL</b>	<b>% in G-S</b>
1. Modern mainstream	22	16
2. Traditional mainstream	18	13
3. Social climbers	13	18
4. Cosmopolitans	10	21
5. Post materialists	10	11
6. Post modern hedonists	10	7
7. Convenience oriented	9	5
8. New conservatives	8	9
<b>Total</b>	<b>100</b>	<b>100</b>

<sup>3</sup> For more details of the description of the different social milieus see Appendixes 1 and 2.

Due to the fact that the lifestyle model has only been used in the Netherlands since 1997, no extensive figures are available on specific tools developed to question ethnic groups. Based on a small number of figures, three most common among Turks, Moroccans and people from Surinam and the Dutch Antilles are:

**Pragmatic moderns:** this group resembles cosmopolitans, they would like to move house, preferably outside Geuzenveld-Slotermeer and visit the central office. 33% of ethnic population in Geuzenveld-Slotermeer

**Concerned traditionals:** this group resembles traditional milieus, do not want to move and visit local offices 47% of ethnic population in Geuzenveld-Slotermeer

**Isolated conservatives:** focused on the traditional family, not much involved in (Dutch) society, strong Islamic focus, unambitious, important role for intermediary organisations, 20% of ethnic population in Geuzenveld-Slotermeer.

## 6.4. Results and recommendations of the survey

The results of the survey<sup>4</sup> show a clear so-called 'double discontentment' of traditional milieus with local living conditions and local politics in the urban district Geuzenveld-Slotermeer. Moreover, cosmopolitans and post modern hedonists tend to leave Geuzenveld-Slotermeer. This is considered as a predominantly 'white flight' although the 'black middle' class is also starting to move away from the district.

Among residents of the urban district, traditional mainstream, modern mainstream, cosmopolitans and post modern hedonists are considered 'risk groups' that need special attention in day to day contact with local government. To create these moments of interaction, different instruments will be used, based on the values and lifestyles of the above-mentioned groups.

As one of the outcomes of the survey showed that both the central office of the urban district organisation as well as the local offices (neighbourhood offices or 'Steunpunten') serve the needs of members of these groups.

Local offices (Steunpunten) are an important instrument in the management of double discontentment of traditional milieus as these milieus tend to visit local offices more than the central office. It is recommended to aim for more personal and informal contact, satisfying the need for 'bonding' within these traditional milieus.

The central office on the other hand, provides interaction moments with the milieus most likely to leave the urban district (white and rising black flight). In these contacts, adjustment should be made to cosmopolitan values and lifestyle. Keywords are ambition, technology, international, art & culture and the satisfaction of the need for 'bridging'.

In terms of participation, the so-called 'creative class' would like to participate to solve local social problems. Unfortunately, this is also the group that tends to leave the urban district with the white flight.

On the question whether traditional milieus should also actively participate to solve local social problems, the survey provides two options:

1. facilitate the neighbourhood to solve their own problems
2. just solve the problems (local government) and inform residents well.

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<sup>4</sup> See Appendix 3 for more details on the results of the survey.

A majority of the population of Geuzenveld-Slotermeer prefers to be well informed on plans for the neighbourhood, but does not feel the need to participate in the discussion.

Among ethnic groups, concerned traditionals and pragmatic moderns are most involved with the urban district. Thematic information meetings organised by the urban district generally attract a low number of visitors from ethnic groups. Especially for isolated traditionals, their poor knowledge of Dutch forms a barrier.

**Elements of success of the Motivaction Lifestyle survey:**

- Distinguishes residents in terms of lifestyles and values rather than in terms of general characteristics
- Provides detailed information on values, lifestyles and needs of inhabitants
- Comprehensive description of how different groups should be reached via different, tailor-made measures
- Shows the strength of the Service Points in the interaction with residents
- Provides directives for forthcoming participation processes (depending on different lifestyle groups)

## **7. Workshop on indicators for success and failure of participation**

### **7.1. The background of the workshop**

What are the indicators of the successes and failures of participation and for whom is it a success or a failure? To answer these questions, three theses were presented at the workshop:

1. Freedom of recombination to all is pivotal for modern governance and modern society.
2. Responsibility for solving the key problem of a project of city renewal should be given to one person who is appointed by as many involved parties as possible.
3. Politicians who return to the ideological principles of their party will discover what's in it for them in city renewal projects, and will therefore be able to legitimise projects, or not, but in either case in a transparent way.

Based on the discussion of the above-mentioned theses, indicators for success and failure of participation in interactive policy-making were distinguished.

### **7.2. Success indicators**

Many elements of successful interactive policy-making were discussed. These included: a strong alliance of various important parties in the arena, postponement of personal judgements, not jumping to hasty conclusions and staying open for recombination (unorthodox and innovative combinations). The empowerment of citizens to participate (especially those who can use some help) and the knowledge of participants how to absorb new ideas or to select the best ideas and also actually

work with those ideas are clear successful elements of participation. Transparent accountability of steps taken and next steps also leads to successful participation.

Other indicators are the use of political pressure to recombine, avoiding 'bosses' and working with practitioners, seeking alignment where you can find it, opening discussion between neighbourhood managers and departments ('how can we help?'), sharing responsibility with process management, applying different approaches to different situations and groups, integrating approaches (planning etc.), a neighbourhood coordinator can link up all departments internally (within the government), ensuring cultural exchange, maximising financial resources and working with outside parties (partnership developments), translating general policy / political agendas into action, developing an action plan with all parties and last but not least – a lack of money makes participants creative.

### 7.3. Failure indicators

Misunderstanding of modern governance is a well known trap within participation processes: when involved actors fail to see that the government is no longer the only actor in the public domain and that citizen groups and companies have also become real actors, successful participation is at risk.

Poor management of expectations (not building trust), hindering of recombination by the organisation of bureaucracy and authority, lack of commitment, having dialogues without working on agreements and not implementing sanctions on poor processes are all negative influences on participation processes.

Other indicators of failure are a lack of cooperation and coordination between departments, time pressure, political ideologies and fixed ideas and changes of policy after a change of political authorities.

## 8. Workshop on Learning Community

### 8.1. What is a learning community?

The concept of a learning community has been adopted from the concept of learning organisations. In short, it defines a process of continuous development in which each participant (community members, policy makers, politicians, small businesses etc.) takes an active approach to learning and that all aspects of the planning and development process are interconnected.

### 8.2. Elements of a learning organisation

The concept of a learning organisation has three elements. These elements apply equally to the concept of a learning community.

- *Systemic thinking*  
Systemic thinking is a thorough kind of problem analysis, in which interrelationships and interconnections between problems in the community are mapped out. Systemic thinking can identify complex cause and effect relationships. Ultimately, it is useful to identify the interventions which have real leverage in community development.
- *Shared visioning*  
Shared visioning is used to create a broadly defined 'dot on the horizon'. It helps to create a common understanding of the situation and a common

language. It is usually very helpful to visualise. It is not necessary to reach full agreement on every aspect, alignment is important.

- *Mental models*

Especially in communities with many different ethnic groups, it is important to be aware of the 'mental models' which different groups have of the others. This may also apply to individuals. Working with mental models makes it possible to discover hidden assumptions about the behaviour and needs of specific groups. It is important to use strategies of both inquiry and advocacy when working against mental models.

### 8.3. Strategies for success

When starting to work with the concept of a learning community it is important to keep focussing on the real work and not to drift into abstract ideas. It is also very important to seek unifying factors rather than focussing on issues which cause differences. Along these lines; build from the good and keep it simple. When starting the process of working on a learning community it is important that the facilities are in place; a good space is needed; act as a real host and make people feel welcome and appreciated. Finally, attract informal community leaders.

### 8.4. Tools

Certain tools are very appropriate for guiding the process of community learning, such as process mapping, storytelling and scenario design. All these tools share the fact that they leave maximum space for individual contributions within a clear framework.

## 9. Workshop on participation and tokenism

### 9.1. Background of the workshop

During the kick-off project working group on Theme II in Amsterdam the issue of tokenism was raised at the session on hard to reach groups. Tokenism can really harm participation processes by frustrating involved actors if they feel that their personal efforts are not valued and integrated into local measures or if the process design and the participation deal is not taken seriously by local politicians or public authorities.

POSEIDON partners stated that they had defined tokenistic policy elements in their neighbourhood management projects and were looking for approaches and methods to deal with and to minimise tokenism. The concept of tokenism in the field of community consultation is therefore also a part of the inter-regional glossary<sup>5</sup> of the POSEIDON partnership.

### 9.2. Defining tokenism

A starting point for the workshop on tokenism was the elaborated definition for the inter-regional glossary.

Tokenism: A symbolic effort to gain support for policy and decisions by including certain people or groups in processes simply because of who they are or what they represent, without a real commitment to engage with them - such as including a Somalian in

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<sup>5</sup> See [www.poseidon-partnership.net/188117.0/](http://www.poseidon-partnership.net/188117.0/) for the inter-regional glossary.

a steering group in order to be able to say that that community is represented.

Tokenism therefore means the implementation of participation processes without paying much attention to the results and the personal efforts of participants or without valuing the results of participation or integrating them into further policy measures.

An important characteristic of tokenistic policies is the intensive public relations efforts of politicians to stand in the light of modern participative democratic processes without losing their central steering position. Inviting people (e.g. Moroccans or other members of hard to reach groups) merely in order to make the attendance statistics look better or without establishing adequate involvement techniques is also regarded as tokenistic by the workshop participants. The last aspect particularly highlights the fact that not only politicians may act in a tokenistic way but civil servants running a participation process as well as local stakeholders may also have incentives to adopt tokenistic elements.

Tokenistic elements may not only be the result of cynical behaviour. Tokenism can also arise because of inadequate knowledge of how to design and implement a participation process. For instance, if a participation promoter is not aware of the specific needs of people with an emigrational background, the promoter will not reach them because he does not provide specific opportunities for this group rather than because he is tokenistic per se.

### 9.3. How to recognise tokenism

Before being able to deal with tokenistic elements, civil servants or other participation managers should be able to determine when tokenism can arise. The workshop participants listed personal experiences of participation processes that could serve as a set of aspects for identifying tokenistic elements. Since the character of tokenism varies with the level of participation, partners' experiences have been assigned to the specific rungs of the ladder of participation.<sup>6</sup> It should be noted that tokenistic elements on lower rungs of the ladder may also be relevant for higher ones. With respect to this, tokenistic elements are assigned to the lowest rung of the ladder despite the fact that they can also be important at higher levels.

#### 9.3.1. Tokenistic elements and information

The delivery or gathering of information is the main focus of the process on the first rung of the ladder. At this level the following elements of tokenism were identified by workshop participants:

##### **Only selected information is provided**

Experience indicates that stakeholders sometimes tell residents just 'half the story'. This leads to residents receiving only selected information, sometimes at a time when complete information may result in opposition to renewal projects that are not completely fixed.

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<sup>6</sup> The ladder of participation is an analytical tool for describing the depth of a participation process. On lower rungs participation is restricted to information and community consultation, on higher rungs co-production and joint-government is achieved within the participation processes. The concept was introduced by Sherry Arnstein – see "A Ladder of Citizen Participation," *Journal of the American Planning Association*, Vol. 35, No. 4, July 1969, pp. 216-224. The POSEIDON partnership slightly modified Arnstein's ladder – see section XXX of this report.

### **People are informed at the end**

The timing of information is also crucial to avoid tokenism. Information activities undertaken at the end of a planning procedure or at the beginning of implementation result in similar consequences to only providing selected information.

### **Inadequate method of information transmission**

The techniques used for transmitting information are especially important in very diverse (in terms of cultural backgrounds) and deprived (in terms of socio-economic integration) communities. If they are not chosen according to the needs of recipients (language, wording etc.), the information process will be worthless for them. Additionally, this could lead to frustration and could damage existing empowerment processes.

### **Only the 'usual suspects' are addressed**

This aspect is related to inadequate ways of transmitting information. If only 'mainstream' information channels or e.g. technical explanations are used only the 'usual suspects' will be reached.

### **Information as an element of public relations**

Information efforts sometimes have the character of public relations exercises in terms of wording and presentation techniques. Information is then restricted to a 'marketing position' without supplying detailed and perhaps ambivalent aspects of renewal efforts.

#### **9.3.2. Tokenistic elements and consultancy or advice**

On the second and third rung of the ladder are participation processes focusing on consultancy and advice to residents, local businesspeople and stakeholders. These processes should lead to more and better information about the area (needs, potential, resources etc.) and better quality and acceptance of renewal measures because local knowledge is integrated in the planning and implementation procedures. Although the co-production stage is not reached on this rung of the ladder, the invitation to residents to consult and to advise public authorities or local politicians includes the possibility that consultancy and advice influence the local decision-making process.

### **Hearing without reacting or integrating**

In the partners' experience, local politicians or public authorities sometimes ask residents about their needs, opinions and suggestions for the area in order to integrate these views and proposals into new or existing policy measures and services.

These efforts become tokenistic if decisions on measures have already been made or involved stakeholders are not open to their plans being influenced by residents' statements. Another tokenistic aspect is to ask residents to confirm decisions which have already been made or to consult endlessly without action or change. The systematic non-integration of the perceptions of minority groups would also be clear tokenism.



### **Consultation is used for managing opposition**

Another tokenistic element of community consultation is to consult local residents concerning already existing plans or projects for the area in order to manage local opposition against the plans or projects. In this case consultancy is degraded to an opportunity for disappointed or angry residents to 'let off steam'. A similar aspect is the use of inadequate involvement techniques, leading to a low number of involved people. This gives public authorities and local politicians the impression that "nobody is here so we have no problems in the area".

#### **9.3.3. Tokenistic elements and co-production or joint decision making**

On these rungs of the ladder, participation is also intended to shift power to residents or other local stakeholders. Therefore the probability and relevance of tokenism rises significantly.

#### **Process design does not meet the requirements for co-production or joint decision making**

Co-production and joint decision-making processes need to be carefully designed and implemented. Since the requirements for a participation process increase higher up the ladder of participation, the process design becomes more and more important. Questions arise such as "who to integrate", "how to design common decision making", "on what issues" and so on.

#### **Important decisions already made**

It is a matter of fact that the degree of freedom for neighbourhood improvement plans or projects is limited by various legal, financial or technical restrictions. In the partners' experience, co-production processes become tokenistic if these restrictions are not communicated in advance but only during the process and if other actors reject residents' proposals. In principle a co-production process is not always tokenistic if the outcomes are not completely open, the crucial point is that restrictions or decisions already made should be communicated to all involved actors in advance and not during the process.

#### **Shortcomings of the process design**

Although co-production does not automatically take longer than classical 'in-house' development by public authorities, it often does – quality takes time! Reserving insufficient time for co-production is tokenistic, particularly if the outcomes are not reached within expected times and residents are seen as the reason for the 'failure' of the process rather than the inadequate timescale.

The time problem also becomes serious when there is conflict between actors' groups. Conflict management takes time and this should be allowed to actors in conflict. Existing conflicts between actors are sometimes used by local politicians for rejecting the power shift from the top to lower levels. This is done with the sub-text that the involved actors cannot deal with the issue and that the representatively elected politician now has to decide on the issue – which leads to frustration on the part of the parties in conflict.

Another tokenistic element is 'co-production' without the integration of important city departments (e.g. planning and construction departments of the city administration). This leads to a lack of permanent 'reality checks' and often also to

the non-integration of participation outcomes in the planning procedures of the planning and construction departments.

According to partners' experience co-production processes suffer if the necessary funding is not available or within reach. If there is no commitment to the participation process by politicians and no funding is supplied for the outcomes, the whole process is regarded as tokenistic by residents and other involved actors. If politicians argue that they are not responsible for the outcome of the participation process although they were well integrated into the process, residents often feel as if they are in a Franz Kafka novel.

### **The argument of representativeness**

Because participation is often regarded as a substitute and not a complement to the representative democratic political system, politicians and civil servants ask for an adequate degree of representativeness during the participation process. This demand does not only refer to the number of people involved but also to the distribution of involved residents in terms of gender, age, cultural or ethnic background and so on.

In the partners' experience the argument of 'representativeness' is used by politicians to delay action when faced with undesired outcomes. The process becomes clearly tokenistic if, in order to accelerate action, the same politician does not call for representativeness when faced with desired outcomes.

## **9.4. How to minimise tokenism within participation processes**

In the experience of the POSEIDON partners tokenism can hardly be overcome but can be minimised by means of clear and comprehensive design of participation processes and clear commitments between the involved actors' groups. The following aspects which enhance participation within an atmosphere of mutual trust, cooperation and reliability were identified by the partners.

### **9.4.1. Transparency**

One powerful strategy against tokenism is the implementation of transparency as a primary characteristic of participation processes.

Transparency should be achieved on:

- The modes on information sharing between involved actors' groups
- The rules of engagement in terms of rights and duties of involved actors' groups
- The rules of decision making within the process
- The rules of spending of funds available for the implementation of outcomes of the participation process.

This means to be honest about:

- What can be decided upon and on what not
- The options that are within reach
- The opportunities and limitations of the process
- Why decisions have already been made.

Transparency on the options that are within reach by neighbourhood management projects implies being realistic about what kind of change can be achieved at local level. Although there may be strong incentives for residents to get involved in unemployment issues at local level, the limits of such an approach should be clearly

communicated. Since the problem of unemployment can hardly be solved at neighbourhood level but at national or European levels, neighbourhood management structures should work on issues that can be influenced at neighbourhood level. Otherwise it would become tokenistic.

#### 9.4.2. The position of participation managers

Participation managers have a crucial role in minimising tokenism in community involvement projects. Participation managers/facilitators should be as independent as possible and should be able to take an 'in between' position, that is an 'equal distance' position between the involved actors' groups in order to constitute a counterbalance to politicians and public administration. The nomination of the participation managers by residents can be regarded as a tool to reach a neutral content and power position of a participation manager.

The translation of the operational and strategic logic of the systems of involved actors' groups is another important method for minimising tokenism. Insight into 'how a system works' is important knowledge for being aware of tokenistic strategies of the involved actors' groups.

#### 9.4.3. Achieving public commitments

One important approach to minimise tokenism is for local politicians and public authorities to make public commitments. Although local politicians and public authorities can later withdraw public commitments, such a withdrawal would imply costs for them in terms of reputation, reliability, trust and perhaps also votes at the next election.

A public commitment is helpful if it includes the following issues:

- The rules of engagement in terms of rights and duties of involved actors' groups
- The available budgets for the implementation of outcomes
- The permanent process structure
- The requirements of representativeness for decision making.

Such a public commitment also strengthens the local governance system since it provides clarity. A public commitment to

- accountability and
- responsibility

can make the system transparent.

#### 9.4.4. Integration of participation into the governance system

Partners' experience indicates that the integration of participation procedures into the existing governance regime decreases the probability of tokenism. Involvement should be integrated as a part of an agency structure. This leads to a permanent consultation process that would be strongly linked to 'mainstreaming routines' within public authorities.

#### 9.4.5. Define the advantages of participation

One way of minimising tokenism is to communicate and to define the advantages of community consultation for local politicians. This means defining participation as a complement to the representative democratic system and informing politicians about the problems without participation because otherwise they would only see the problems with participation. Neighbourhood managers must therefore do a lot

of lobbying for participation and develop understanding of participation on all levels of involved actors' groups.

### **Elements of success for dealing with tokenism**

- Reaching maximum transparency on:
    - The modes of information sharing between involved actors' groups
    - The rules of engagement in terms of rights and duties of involved actors' groups
    - The rules of decision making within the process
    - The rules for spending funds available for the implementation of outcomes of the participation process.
  - Participation managers must have an 'equal distance' position and translate the operational and strategic logic of the involved systems.
  - Having local politicians making a public commitment for the implementation of accountability and responsibility. Such a commitment should include:
    - The rules of engagement in terms of rights and duties of involved actors' groups
    - The available budgets for the implementation of outcomes
    - The permanent process structure
    - The requirements of representativeness for decision making
  - Build in participation as a part of the working structure of city departments and other agencies supplying mainstreaming services.
- Define the advantages of participation and the problems without participation processes.

## **10. Workshop on participation and community building**

### **10.1. Background of the workshop**

During the preparation of the POSEIDON pilot projects, partners realised that the aims of number of pilot projects were to strengthen local communities, that is to engage in community building and community organising. In order to prepare effective and powerful pilot projects POSEIDON partners decided to exchange experiences on building and supporting local communities in order to push forward locally applied measures to achieve the aims of the pilot projects.

### **10.2. Community versus communities**

In the experience of POSEIDON partners it seems to be appropriate in our times to speak and think in terms of communities rather than community. This refers to the existing diverse or multi-cultural population mix in deprived neighbourhoods as well as to the individualisation of life-styles in our societies. Partners identified three main aspects for identifying a sustainable working approach for community building.

Communities can refer to

- a common culture or ethnic background leading to *cultural communities*;
- a common area leading to *area communities* or;
- a common lifestyle leading to *lifestyle communities*.

Regarding societies as diverse and heterogeneous rather than homogeneous makes it possible to see the differences between the members of an area community in terms of life-styles, cultural and socio-economic background as a potential and not a shortcoming for the further development of an area.

### 10.3. How to achieve sustainable and resilient communities through participation

According to the findings of Colussi<sup>7</sup> a community that is resilient has:

- people who respond pro-actively to change, demonstrating an openness to new ideas and an attitude of 'making things happen' rather than becoming victims of circumstances;
- public and private organisations, agencies and networks that are working together, actively engaging the public and providing the leadership and resources to get things done;
- awareness of local resources that can be built on, and the capacity to seek appropriate external resources to achieve its goals. It will be considering its long-term future and taking active steps to reduce dependency on outside ownership;
- developed a shared vision for the future and strategies that address social and economic issues through integrated solutions.

Community resilience and the ability of urban communities to be resilient in the face of major social and economic change makes reference to the concept of social capital.

*"Social capital refers to the networks within a community and the level of trust, mutual support and participation by people in the community in activities that strengthen their sense of social belonging and community well-being."<sup>8</sup>*

Three types of social capital can be identified<sup>9</sup>:

- *Bonding social capital*, which is developed between people with similar values and ideas and is most commonly associated with social, church and sporting clubs. If this is the only form of social capital within a community, it can be quite negative and destructive as it may be used to exclude others and to preserve the status quo;
- *Bridging social capital*, which is developed when people build new relationships and networks within and between communities and actively try to understand the perspective of others and reconcile any differences;
- *Linking social capital*, which is developed when socially disadvantaged people are involved in day-to-day community decision making. It requires heavy investment in community education, communication and the development of networks.

The presence or absence of each of these types of social capital will determine how well a community responds to social and economic changes. Thus, POSEIDON partners have looked for and exchanged ideas on methods and approaches to strengthen the three types of social capital and to define strategies to make communities resilient.

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<sup>7</sup> See Colussi, M. (2000), *The Community Resilience Manual*. Port Alberni, B.C.: Centre for Community Enterprise

<sup>8</sup> *ibid.*

<sup>9</sup> See Bourdieu, P., "The Social Space and the Genesis of Groups", *Social Science Information* 24 (1985b) 2

## 10.4. Aspects of successful community building

### 10.4.1. Laying the groundwork

Laying the groundwork is the first step for community building. This includes adequate outreach work in order to establish representative groups beyond the 'traditional' leaders and the 'usual suspects'. Besides the outreach work, community workers should collect various data to get an accurate picture of the demographic, social, economic and environmental characteristics of the neighbourhood. Another important issue is the pinpointing of local stakeholders and local institutions that can contribute to the development of the community. This work is especially important since community building always refers to the endogenous potential of an area.

### 10.4.2. Building a common vision and developing a profile

In the partners' experience the development of a common vision for the future of communities is an important step. Firstly, such a procedure highlights the common interests of the different communities of an area such as a good environment, good schools, safety and mainstream services that function well in the neighbourhood. Secondly, a common vision can be used to develop small community-based projects for the later enhancement of the area.

### 10.4.3. Outreaching

The issue of reaching out to people for their active engagement in community-building activities is a crucial aspect for success. In general, community workers should aim to establish meeting places with low barriers to engagement and to build up an atmosphere of trust. Approaches which produce 'snowball effects' through one-to-one communication seem to be very effective. See the section on hard to reach people for further aspects of involvement and reaching out to people.

### 10.4.4. Mediating, translating and bridging

Most of the POSEIDON partners are engaged in community building in areas with very diverse communities in terms of cultural and/or ethnic backgrounds and lifestyles. Thus, one major issue for building sustainable communities is to contribute to inter-cultural communication and interdependencies within the areas. Thus community workers should mediate, translate and bridge between the different communities.

In this regard it seems to be important that community workers pay attention to written and unwritten rules and try to understand and communicate unwritten rules. It seems effective to support or organise community events (e.g. festivities) contributing to mutual respect between the different local communities. Inter-cultural activities seem to contribute to reflection on 'cultural codes' and to the translation of these codes which improves mutual understanding and community bridging. One method of reaching common identification is to see communities as 'living organisms' and to use organic wording like 'warmth' and 'cold'. Such wording is very intuitive and helps to explain and to convince residents, opinion leaders and politicians.

### 10.4.5. Community workers

Community workers play a crucial role in community building, which therefore makes the selection of the workers important. In this respect partners' experiences

are very heterogeneous which perhaps indicates the ambivalence of the issue. One conclusion of the working group was to find a balance between 'community natives' and 'outsiders'. The employment of 'community natives' seems to have the advantage that the worker will have good knowledge of the area. On the other hand, it could be difficult for them to maintain a professional position, remain neutral and keep an equal-distance position if they are part of the 'system' because they live in the area and not only work there. If a community worker comes from 'outside' it seems easier to be regarded as neutral by community members.

#### 10.4.6. Financial resources for a real change

The need for financial resources for smaller community-based projects was another important but also ambivalent aspect during the discussion. On the one hand, funding makes sense, because visible results can be achieved. On the other hand, money can also be a burden for the process by influencing people's interest in participating and can induce conflicts between residents. As a general rule partners indicate that in order to prevent such conflicts everybody should have a piece of the cake in terms of funding (e.g. older/younger). But it does not seem to be reasonable to separate ethnic groups 'by ethnic funding'. This means giving money to ethnically mixed groups and work in relation to the geographic area and not to ethnic and cultural groups. Such 'ethnic budgeting' would foster 'bonding' rather than 'bridging'.

#### **Elements of success for community building**

- Undertaking intensive outreach work to involve not only the 'usual suspects' and the 'traditional leaders'.
- Collecting socio-economic data to get an overview of the endogenous potential of the neighbourhood.
- Building a common vision for the area by exploring the common interests (e.g. good education, healthy environment, personal freedom etc.) for enhancing bridging activities.
- Establishing meeting places with low barriers for participation.
- Contributing to inter-cultural and inter-community communication by mediating, translating and bridging between the different communities (e.g. organising inter-cultural activities for translating cultural codes).
- Establishing a balanced team of community workers consisting of 'community natives' and 'outsiders'.
- Avoiding 'ethnic-budgeting' but supplying money for inter-cultural activities to promote local community-led bridging activities.

## **11. Workshop on participation and profiling the area**

### 11.1. Background of the workshop

Deprived neighbourhoods not only suffer from bad socio-economic conditions but also from a bad image, sometimes exacerbating a downward spiral in the area. Neighbourhood management projects for improving the socio-economic situation in deprived neighbourhoods therefore often aim to improve a neighbourhood's bad image, i.e. to work on a more positive profile for these areas. Such intentions clearly have to be supported by local residents and businessmen with them participating in profiling activities in order to turn around the neighbourhood's bad

image. During the project working group in Vienna, POSEIDON partners exchanged information and ideas on existing experience and tried to improve current approaches for profiling these areas.

## 11.2. Working principles

Creating a new profile or a label for an area with the participation of residents and local businessmen requires several working principles. One aspect should be mentioned in this section: the principle of the activation of endogenous potential. This principle states that such activities should be strongly embedded in the existing resources of the area. Neighbourhood managers should build on existing communication infrastructure and activities, local networks, the competence of local residents and so on.

## 11.3. Create a label for the area

Experience indicates that the creation of a new label for the area is an important element in a profiling strategy. Firstly, such a label could be created in relation to existing renewal policies and projects. A common name for different renewal activities and projects can be helpful for creating such a label. For instance, London-Haringey is running all renewal activities under the label 'New Deal for Communities'. Such a label helps to celebrate success, has higher visibility for residents and attracts much more attention from outside the neighbourhood and from local politicians.

Secondly, the profile of an area can create a label for similar activities in the area such as regular festivals. Such a label attracts attention to the area and encourages local identity. For instance, the annual festival 'Soho in Ottakring' in Vienna has had these effects on the neighbourhood around the Brunnenmarkt. The festival highlights the cultural diversity in the area as an important resource and capacity that should attract attention and 'label' the area.

Such projects open the possibility that a neighbourhood becomes 'hip' for artists or students and therefore attracts new residents to the area with a better socio-economic background. In such a case one has to be aware of the possible consequences of this strategy such as gentrification, resulting in the need for accompanying measures (e.g. rent caps). Supporting bottom-up initiatives to improve the image of an area means changing the image with the local people instead of changing the image and the people. However, the perception of the current image must first be understood, in order to set standards for a new identity.

Another strategy for establishing a new label for a neighbourhood could be related to the history of the area. Some neighbourhoods which are now deprived have a quite successful and remarkable history. The history of an area can be used as a starting point for profiling activities (e.g. memory of the west website). The risk of this strategy is to increase the probability of looking back instead of forward and to create mental models such as 'everything was better in the old days'.

## 11.4. Local communication

Another important element of a profiling strategy is the support of different kinds of local communication. Firstly, local communication can be supported by improving public spaces thereby giving residents a good opportunity to spend time in public space. Another element which is linked to the creation of a label can be the support of communicative infrastructure for local artists or cultural workers. Such measures



could include temporary cultural projects in closed shops, local radio or local newspapers but also better promotion of existing facilities in the area like museums, exhibitions or cultural associations and the integration of their activities into the profiling strategy for the area. With respect to the issue of community building such measures should increase the probability of inter-cultural communication and activities.

Local communication can also be encouraged by the establishment of a board of residents like in London-Haringey. Such a board fosters communication between local authorities and residents, and board members can play the role of 'ambassadors' for the neighbourhood. Residents on a residents' board can also serve as 'role models' for other residents, which may have positive empowerment effects on them.

### 11.5. The function of role models

Beside the role of a residents' board where the board members can serve as important role models, the use of the role model approach can be a broader one. For instance Stockholm uses the tool of a 'fantasy factory' to identify the dream professions of teenagers and support them in bringing their dreams to life through the activities of a local job centre. If these activities are successful and teenagers get their desired jobs this may have positive effects on other teenagers as they realise that their dreams may also come true.

The role model approach is supported by communicating different success stories locally and may be applied in the youth sector, in the business sector and in the cultural sector.

#### **Elements of success for profiling the area**

- Activating endogenous potential of the area and building on existing resources (e.g. local networks, communicative infrastructure, social infrastructure, history etc.)
- Creating a single label for different renewal activities in the area (e.g. New Deal for Communities)
- Supporting bottom-up initiatives – improving the image with local people instead of changing the image and the people (be aware of gentrification)
- Supporting local communication by improving public spaces, communication infrastructure (e.g. local newspapers or radio), (inter-)cultural projects and festivities
- Promotion of existing local institutions and their activities (e.g. cultural associations, museums, recreation areas etc.)
- Establishment of a residents' board for fostering local communication and establishing 'local ambassadors'
- Using success stories of local residents as 'role models' (e.g. youth sector, business sector etc.) for showing that it is possible to make a real change
- Regarding cultural diversity (if existing) as an asset and creating a positive label of diversity.

## **12. Workshop on participation and outcomes**

### **12.1. Background of the workshop**

In POSEIDON partners' experience participation processes sometimes suffer from the fact that their outcomes and results (e.g. projects for improving the area, activities of the local communities) are not subsequently supported, financed or implemented by public authorities. This constitutes an important problem for neighbourhood managers since neglecting participation outcomes leads to frustration and anger on the part of participants. Investing time and energy in participation processes without achieving visible results or inducing a real change in the neighbourhood harm future engagement. Thus POSEIDON partners exchanged ideas on their strategies for the implementation of outcomes and tried to improve these strategies.

### **12.2. Diverse outcomes**

Partners concluded that outcomes of participation processes can be very diverse and depend on the rung of the participation ladder reached during the process. Outcomes can be tangible and/or intangible, long-term and/or short-term, personal and/or collective and process and/or project related. Some of them may be regarded as a 'by-product' of the intended participation process.

The following kinds of outcomes of a participation process were defined by the partners:

- Future scenarios for the neighbourhood
- Action plan for the neighbourhood and related projects
- Project proposals elaborated by co-production for improving the area
- Implemented projects
- Improvements in the area because of implemented projects
- Information about the area (information picking out problems and potential)
- Improved local networks
- Closer cooperation between local stakeholders
- Improved social capital
- Sustainable and resilient local communities
- Improved communication structures in the neighbourhood
- Feeling of ownership and responsibility of local residents and stakeholders
- Empowerment processes of local residents and stakeholders
- Mutual understanding in the area
- Solidarity between local actors
- Regarding existing conflicts as an opportunity for the area.

POSEIDON partners concluded that the non-implementation of neighbourhood improvement projects is the crucial problem. This is closely related to the fact that the necessary funding is not provided or that the political commitment for these projects is lacking.

### **12.3. Strategies to achieve the implementation of neighbourhood improvement projects**

In order to obtain the commitment of local politicians and to increase the probability that they provide the necessary funding, POSEIDON partners suggest that a crucial element is a strategy of 'balanced cooperation' between and within the involved actors' groups such as residents, professionals, experts, craftsmen, politicians and members of public authorities.

### 12.3.1. Achieving balanced cooperation

Achieving balanced cooperation includes the balancing of power and information between the involved actors' groups. This kind of balance enhances mutual trust and confidence and increases the probability of implementation since the sometimes differing concerns of the participating parties are better integrated in the project.

Another important success factor is the establishment of a local partnership approach without losing the responsibility and accountability of the several involved stakeholders and especially of the involved politicians and public authorities. Experience indicates that the probability of implementation increases if participation processes are well integrated into the administrative structure of public authorities. Otherwise members of public authorities lack a strong incentive for participating in the co-production of such projects and do not feel that they own these projects. Involvement procedures should therefore be part of the agency or city department structures and processes.

Especially the implementation of integrated projects addressing problems such as the local economy, environmental issues, social issues and/or culture requires simultaneous cooperation between different vertically organised city departments. Such horizontal cooperation between vertically organised city departments (economy, social, environment, housing, planning, traffic etc.) is not easy to achieve, especially in bigger cities. Therefore, it seems reasonable to set up horizontal cooperation at the very beginning of the co-production phase and not at the end.

### 12.3.2. Integration of different views

Although neighbourhood management is mainly focused on the activation of local endogenous potential and existing resources in the neighbourhood ('internal knowledge'), the integration of 'external knowledge' sometimes appears very reasonable for making project proposals more 'realistic'. External expertise can serve as a 'mirror function' and provide regular 'reality checks' for the planning process. For example, technical or legal aspects can be integrated into the project design very early, thereby helping to avoid planning loops and increasing the effectiveness of co-production processes. In the partners' experience such reality checks should be integrated after the 'fantasy phase' of the co-production. Otherwise many good ideas will not be taken into account because, at first glance, external experts regard them as unrealistic.

The integration of external experts can also cause conflicts since residents may regard their integration as a tokenistic element. This can especially be the case if residents have the impression that the input of the external experts carries more weight than their own.

### 12.3.3. Communication and communicative skills

Working in local partnerships with close cooperation requires intensive communication and a high level of communicative skills. According to the principles of endogenous potential, local partnerships should build on and improve the existing communication structures in the neighbourhood. The experience of civil servants and participation managers indicates that members of public authorities and technical professionals lack the communication skills to work directly with local residents. Thus communicative skills and techniques should be improved in advance of participation processes.

Public relations and lobbying for the project proposals or the participation process as a whole are also important communication aspects. Participation managers should be able to define the benefits of the process or project for politicians in order to get their support.

On the other hand, participation managers should also be able to support bottom-up initiatives and pressures on issues for improving the area. Thus, participation processes should be designed so that they are flexible enough to integrate bottom-up initiatives. There should be no contradiction between residents problems and the aims of the top-down participation process. Support from local politicians for bottom-up initiatives requires a high level of mutual trust and a longer tradition of participation with the related learning effects on the part of integrated politicians.

#### 12.3.4. Provision of funding

Partners' experience indicates that the provision of funds for projects not only seems to follow rational expectations but also rather irrational motives. At least from time to time projects with a perfect design and a high probability of success are not funded by local politicians and others which are not so professionally designed have been implemented.

However, experience indicates that

- the setting up of balanced cooperation structures in the neighbourhood,
- the integration of different views, perceptions and interests and
- a well implemented communication and public relations strategy and good communicative skills

increase the probability that the necessary funding is provided by local politicians and/or local authorities.

#### **Elements of success for achieving the implementation of participation outcomes**

- Achieving balanced cooperation between the involved actors to integrate all different interests into project proposals
- Establishing local partnerships and local networks without losing the responsibility and accountability of the various stakeholders involved
- Building in involvement and participation as a part of the structure of city departments to create a feeling of ownership
- Introducing horizontal cooperation between vertically organised city departments at the beginning of a co-production process
- Integrating external technical or legal knowledge after the 'fantasy phase' to introduce 'reality checks' and avoiding planning loops
- Undertaking public relations work and lobbying for the participation process and its outcomes and defining the benefits and values for local politicians in order to secure their commitment– best done in advance of the process
- Establishing a participation process that is flexible enough to integrate bottom-up initiatives
- Balanced cooperation, the integration of different interests and a well implemented public relations strategy increase the probability that the necessary funding will be provided by local politicians

### 13. Description of POSEIDON pilot projects in terms of their community participation strategies and activities

This section provides an overview of the local pilot projects of the POSEIDON partnership. The descriptions of the pilots primarily focus on their participation strategies and their corresponding community involvement activities.

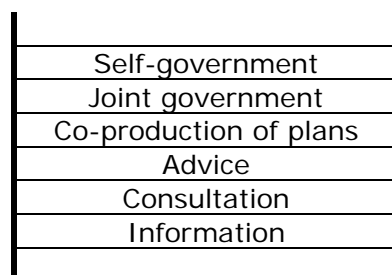
#### 13.1. The aims of participation of POSEIDON pilot projects

As already noted, the local pilot projects' participation strategies vary considerably in terms of their aims, working approaches and institutional backgrounds due to their locations in six different European cities. All of them aim to contribute to the improvement of living conditions in deprived neighbourhoods, but in very different ways and from different starting points. As can be seen in figure 13.1, community participation can contribute to local political decision making, empowerment of local communities, community building, planning of neighbourhood improvement projects and public relations. As can be seen in the table, the aims of participation of the pilot projects are very wide ranging. The local pilot projects have very comprehensive and integrative participation approaches and aim to integrate the different 'side effects' of participation into their participation strategies.

#### 13.2. Rungs on the ladder of participation

An important parameter for describing community participation projects is the level of participation. This has been worked out according to the well known framework developed by Sherry Arnstein called the 'Ladder of citizen participation'<sup>10</sup>. The concept uses a typology for indicating the level of participation by using rungs of a ladder corresponding to the extent of citizens' power in determining the end product of the participation process (see figure 13.1.). The ladder can be used to indicate the degree of influence of residents on local politics. The advantage of the participation ladder is that it shows a range of actions, all of which are termed participation. The first step (*information*) is simply informing citizens about activities and plans or gathering existing local information. The second step (*consultation*) is when authorities consult residents and ask citizens for their ideas on carefully selected topics. The third level (*advice*) becomes more concrete: authorities receive more or less formal advice from all those involved. A fourth step (*co-production of plans*) is not limited to citizens giving advice, but involves citizens cooperating in designing and executing concrete plans. The last but one step (*joint-government*) is a strong engagement whereby those involved can actually help to decide what is about to happen. Finally at the highest rung (*self-government*) citizens not only make decisions themselves but are also involved in their implementation and have to assume responsibility for their decisions.

**Figure 13.1.: The ladder of participation**



<sup>10</sup> Sherry Arnstein, "A Ladder of Citizen Participation", Journal of the American Planning Association, Vol. 35, No. 4, July 1969, pp. 216-224. Available online at: <http://lithgow-schmidt.dk/sherry-arnstein/ladder-of-citizen-participation.html>. The ladder has been slightly modified by the POSEIDON partnership.

As can be seen in table 13.2, most of the POSEIDON pilot projects aim to reach the co-production rung on the ladder of participation. Two projects (London and Stockholm) will reach the joint-government rung at least at some stages of the participation process. The highest rung on the ladder during the processes in Genoa and Stockholm will be "somewhere between advice and co-production". With respect to the rungs of the ladder, the POSEIDON pilot projects can be regarded as really innovative since they aim to reach the rather high rungs of co-production and joint-government. The implementation phase and the assessment of the pilots at the further project stage of POSEIDON will show if these aims were within reach.

		Vienna		Amsterdam	Genoa	London		North Kent	Stockholm		
		Anker 10	Wolke 7	wijkweb - Community school	Vallescriviva	New deal for communities	White Hart Lane	Neighbourhood plan	Youth council	Job- centrum	Empower- ment
<b>Political</b>											
	It is a political ambition to pursue participation		x	x	x		x		x	x	x
	Participation is used as an instrument to combat social exclusion		x		x	x	x	x	x	x	x
	Participation is considered to be a right to speak out (part of the democratic system)		x			x	x	x	x	x	x
	To reduce social conflicts	x	x			x	x		x	x	x
	To create a 'better society'	x		x		x	x			x	x
	To address sensitive issues	x	x		x	x	x			x	x
<b>Empowerment</b>											
	To enable people to solve their own problems	x	x		x	x	x	x	x	x	x
	To support people's independence	x	x	x		x	x		x	x	x
	To increase people's employability									x	x
	To develop capacities and skills	x	x	x	x	x	x	x	x	x	x
<b>Community building</b>											
	To set up (elected) group representatives			x			x	x			x
	To make residents responsible for their community/neighbourhood	x	x	x	x	x	x	x	x		x
	To develop mechanisms to prevent divided communities	x	x			x	x		x	x	x
	To increase social cohesion	x	x	x		x	x	x		x	x
	To enable new communities to arise (e.g. in urban renewal projects)		x			x				x	x
	To anticipate developments in living environments			x	x	x	x	x			x

		Vienna		Amsterdam	Genoa	London	North Kent	Stockholm			
		Anker 10	Wolke 7	wijkweb - Community school	Vallescriviva	New deal for communities	White Hart Lane	Neighbourhood plan	Youth council	Job- centrum	Empower- ment
<b>Quality</b>											
	To arrive at a better project/policy		x	x	x	x		x	x	x	x
<b>Public Relations</b>											
	To preserve good relations with stakeholders		x	x	x		x	x		x	x
	To create more support	x	x		x	x			x	x	x



Ladder of participation	Vienna		Amsterdam	Genoa	London		North Kent	Stockholm		
	Anker 10	Wolke 7	wijkweb - Community school	Vallescriviva	New deal for communities	White Hart Lane	Neighbourhood plan	Youth Council	Job- centerum	Empower- ment
Self-government										
Joint government						x			x	x
Co-production of plans	x	x	x	x	x		x	x		
Advice				x				x		
Consultation										
Information										

### 13.3. Detailed description of pilot projects

During the continuous work on Theme II, partners were asked to describe their pilot projects according to the checklist of the participation deal<sup>11</sup> in order to guarantee comparable descriptions of the rather diverse projects. Partners were therefore asked to describe their pilot projects according to the following aspects.<sup>12</sup>

#### **Purpose of participation**

Main question: at the very beginning of the design process of a participation deal, one has to be clear about the main purposes of the participation agenda. What are the aims of the pilot project participation process?

#### **Limitations and restrictions**

Main questions: what kind of political, legal, financial limitations and restrictions must be taken into account while preparing and implementing the participation strategy of the local pilot projects? Are there any restrictions and limitations related to available human resources and is the timeframe sufficient to roll out the participation agenda?

#### **Involved actors**

Main questions: what are the main actors' groups that should be involved in the participation process? Why should they be reached out to and involved – what are

<sup>11</sup> See section x.x for a presentation of the 'checklist on the participation deal' as a four step model for effective participation and section y.y for the rationality for elaborating a clear and transparent 'participation deal' or participation strategy.

<sup>12</sup> The original questionnaire for describing the pilot projects can be found in the appendix of the report.

their roles in the process? What will the methods and involvement techniques look like?

### **Process design**

Main questions: which rung on the ladder of participation will be reached? How is the participation process embedded in the institutional setting of the area? What methods will be applied to reach effective and efficient residents' involvement? What process milestones can be defined? How flexible is the process design? How will participation managers deal with conflicting situations between the involved actors' groups? How will process transparency be achieved?

### **Decision-making process**

Main questions: how can involved actors influence local decision making? How will transparency on decision making be achieved? Do the outcomes of the process have a binding character, if so for whom? Is the participation process linked to or embedded in the representative democratic process?

### **Process management**

Main questions: who will act as the participation promoter? Does the promoter have an equal-distance position to all involved actors' groups? What kind of qualification does the promoter have?

### **Monitoring**

Main questions: how will the process be monitored? How will success or failure be defined? How will the process be documented?

The checklist on the participation deal and the corresponding questionnaire is used in two ways. On the one hand, the questionnaire is used as a guide for preparing the pilot projects in terms of Theme II. The questionnaire should help partners to integrate all necessary aspects of a participation deal into the process design of the pilot projects. On the other hand, the questionnaire is used to describe the pilots as an input for the PWG in Vienna. The descriptions should have given partners an overview of the planned pilots and highlight relevant issues for know-how exchange between partner cities during the PWG in Vienna. Despite these facts the descriptions should be adequate to get a - more or less - detailed overview of the elaborated participation strategies in the different pilot projects of the POSEIDON partnership.

## 13.4. Short overview of the POSEIDON pilot projects

### 13.4.1. Vienna – ANKER 10

The target area of the pilot project is situated in the northern part of Vienna's 10th district. It may be regarded as a prototype of a municipal housing area with a local mix of both unfavourable and favourable structures and factors. The housing estate has a particular location in the 10<sup>th</sup> district: there are a number of "Gründerzeit" neighbourhoods, other public housing estates and a big local recreation area not far away. Additionally, the municipal housing area is influenced by large urban planning projects. The housing estate is characterised by many open spaces, relatively large flats and small retail suppliers.

On the other hand the situation is characterised by numerous conflicts of interest between the various groups of residents living very close to each other. There is a need for living space for young people and migrants and a need for peaceful and quiet places for the elderly.

The overall goal of the Vienna local pilot project ANKER 10 is to contribute to an improvement in the local residents' living conditions. Their interests, ideas and problems are the main starting point, as they are considered to be experts on their immediate everyday environment. Their commitment and dedication will be crucial for the whole process.

The target group is varied: residents, companies, craftspeople and traders, artists and schools, social and cultural institutions, networks, politicians, members of the administration. The project is managed in close cooperation with the mayor of the district, the "Viennese Housing" organisation and other important institutions and multipliers in the area.

ANKER 10 will provide incentives to the residents to get involved in a creative process of change. The project team will encourage residents by addressing their concerns to change their environment according to their requirements. They will become aware of the possibility of bringing about a wide range of positive and sustainable developments that can be seen and felt. Participating in an essential process of improved co-operation and communication may change their perspective of not being able to influence their environment. In this respect the focus of the project is on acting prior to reacting and on prevention prior to intervention. Involvement of the residents takes place via interviews. It also aims to initiate a series of discussions in the area, thereby reaching a large number of residents. This will provide insight into their needs, open up opportunities for change, and in addition present new perspectives with respect to better living conditions. The next step will be to support and strengthen the existing neighbourhood networks, to enable changes based on residents' initiatives.

### 13.4.2. Vienna – Wolke 7

With the target project Wolke7 / Kaiserstraße as an example of an intra-city residential and business street, the ambitious goal of WOLKE 7 is to develop into a recognised pilot project for Local District Management and Sustainable Urban Development.

The primary goal of WOLKE 7 is to offer support for transforming Kaiserstraße by means of providing motivation for the public and local politicians to upgrade and

establish the living and working environment of the street. Hence, the street's economic situation will experience a new impetus.

- Establishing new basic conditions by launching basic conditions for top-organised infrastructure and sustainable networks for local city management; active participation of citizens and professional coaching.
- Urbanism and living environment: by improving the basic infrastructure and emphasising sustainable socio-economic strategies.
- City planning and design aspects: upgrading and revitalisation of neighbourhoods; conceptualisation of possible solutions in cooperation with residents; local coaching and sustainable realisation.
- Ecology and economic development: analysis of current economic factors; conceptualisation of new themes and goals with regard to the future development of the business location Kaiserstraße / NeuBauWest.
- Social services and health: improvement and establishment of elderly and child-friendly green and public spaces; support for inter-ethnic communication, collaboration and sustainable networking.
- Traffic: intensifying public discourse on individual transport (stationary & moving) concerning: function, strengths and weaknesses of regional public transport; extension of cycle tracks in targeted area; improvement of the entire path net for pedestrians, emphasising accessibility, noise, pollution, danger zones, restrictions, frequency.
- Everyday life – culture/s and art: development and funding of cultural initiatives – encouraging new forms regarding the organisation of leisure time; planning and organising cultural events and exhibitions within the period of 2.5 years: readings, festivals, flea markets, art in public space, theatre and mediation programmes, innovative architecture projects; further encouraging and initiating co-operation and networks between artists and residents in the Kaiserstraße target area.

#### 13.4.3. Amsterdam - Developing the programme of activities of the community school 't Koggeschip within the 'wijkweb'

The pilot project of Geuzenveld-Slotermeer is called 'Wijkweb' ('neighbourhood web'). This new method or instrument of neighbourhood management focuses on situational cooperation between (public) organisations, the urban district civil service and local residents from a shared view of various themes, resulting in the development of the local community. One element of wijkweb activities is the development of a programme of local community school activities.

As part of the urban renewal programme one of the primary schools in the urban district will be moved. Both the School Board and the urban district administration shared the desire to establish a 'community school' in the new building. This desire has been translated into extra room for activities outside the regular school programme in the design of the new school.

The School Board has a strong wish to create an 'open learning centre' for the neighbourhood. In addition to the regular school programme, sport facilities, childcare, after-school facilities, adult education and a service centre for the living environment and safety (Steunpunt voor Leefbaarheid en Veiligheid) could be incorporated in the programme of activities.

Since both the school and the urban district administration are actors in the participation process, an independent process manager has been appointed to guide the participation process. The school will open its new building in the first months of 2006.

The general aim of the project is to set up a programme of activities for the new community school in our urban district. Residents, 'consumers' and suppliers of activities and the community school itself will work together in an effort to define a structure of activities. An important issue will be the participation of different actors for the realisation of this joint effort. Giving back responsibility to residents for their own local environment will be emphasised.

The main issues of the pilot project are:

1. to gain knowledge of the interaction process between school, urban district (neighbourhood manager), professionals, parents and residents in the realisation of a programme of activities in the community school;
2. to set up a 'programme committee' of neighbourhood residents and professionals;
3. to agree and decide on an annual community school programme.

#### 13.4.4. Genoa – "Vallescriviva"

As a target area for POSEIDON, the Province of Genoa selected the Scrivia Valley, an area strongly conditioned by its physical characteristics: the valley floor is narrow, mostly occupied by factories and anonymous commercial 'boxes', generating inefficiency and a reduction of general urban and environmental quality; the mountainsides are geologically characterised by ravines and gorges which open onto very restricted plains interrupted by rocky spurs; rivers and woods are the habitat of many plant and animal species. The image of the Scrivia valley, today closer to an urban periphery than to a natural hinterland, could represent a risk of deprivation and insulation; the local population is ageing while young people leave; the lack of flat land for industrial and productive facilities restricts development programmes; people on low incomes and immigrants are moving in due to cheaper rents than in Genoa.

The expected goal of the project is that the tangible result of a better natural environment and of new facilities can create a new image for the valley, where local people can feel more self-confidence and integrate themselves in a cohesive happy community. Residents, local actors, businesses, social and cultural associations and local authorities will be the main actors' groups of the pilot project.

#### 13.4.5. London – Haringey: The bridge New Deal for Communities (NDC) project

The NDC area has been subject to much scrutiny, monitoring and research over the course of its five year regeneration programme<sup>13</sup>. Much of this research has not been designed for our needs. We are keen to ensure that this project provides targeted information which will enable us to develop a more inclusive programme. We are also keen to ensure that residents who participate in this project will benefit in some way from the experience, and thought will be given to this in the detailed design of the work programme.

The outcome of this project will lead directly to the development of better communication methods between local service providers and politicians and the communities. In a wider sense the project aims to enable successful regeneration of deprived neighbourhoods through a greater understanding of our communities (aspirations, networks, mobility) and the social impact of the different kinds of interventions on the people who live and work in our area. The results of this study will give local politicians a greater understanding of their community and may influence their decision making.

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<sup>13</sup> See <http://www.ndfc.co.uk/> for more information about the New Deal for Communities programme.

One of the aims of this research project is to form a deeper understanding of our marginalised communities so that we can avoid tokenistic involvement in future and ensure that community participation is more inclusive.

#### 13.4.6. London - Haringey: White Hart Lane (WHL) Steering Group/Community Education Course/Community Planning Events

White Hart Lane is in North Tottenham, close to the boundary with the London Borough of Enfield. It is among the 5% most deprived wards in England overall, ranking 136th nationally under the UK Government's Indices of Deprivation. Despite this assessment, because of the area's predominantly residential character and relative isolation from local centres of development opportunity, it has not benefited in the past from specific regeneration funding. The ward is largely residential with 'cottage style' low-rise family properties, built as public housing in the 1920s and 1930s. Unlike many parts of Tottenham it retains a significant predominantly white working-class population, many of whom have lived in the area for several generations.

The initiative is focussing on the four main issues identified by residents. The most important issues are anti-social and criminal behaviour, young and older people and improvement of the living environment. The overall goal is to make WHL a safe and pleasant place where people choose to live.

Neighbourhood Management in WHL is currently working with the target group identified above on a number of different projects, all of which fit into the four main issues identified by residents. These include setting up a WHL Steering Group, outreaching work to support formation of more residents' associations, a community planning event and an annual "WHL Summer Fun" programme. Ongoing work with the local police and other partners tackles anti-social and criminal behaviour. This will be achieved by having meetings, networking, social events and sharing knowledge and ideas with members of the target group. See <http://www.haringey.gov.uk/> for further information about renewal activities in London-Haringey.

#### 13.4.7. North Kent - Participation Pilot Project (Twydall, in Medway)

The pilot project intends to integrate experiences and lessons learnt from other neighbourhoods in North Kent and from European partners in the POSEIDON project to work with local people to prepare an action plan for the neighbourhood that will identify and address the key issues and needs as identified by local residents and stakeholders. The project shall primarily address those who are considered to be economically or socially excluded. The project intends to employ a community development worker who will work with local stakeholders and residents to identify the key issues of the area, then a neighbourhood action plan will be prepared. The key points from the action plan will address the key issue. North Kent perspective is to use the Community Futures Workshop Process model already realised in the All Saints and Brook Lines Neighbourhood Renewal Initiative target areas in Chatham (Medway). This approach will be used in the Twydall Neighbourhood Renewal Initiative target area in Gillingham (Medway). See <http://www.twydall.org.uk/> for more information about the Twydall Neighbourhood Renewal Initiative.

#### 13.4.8. Stockholm – Youth council

The target area of the pilot project is Rinkeby, situated in the north-west part of Stockholm. Rinkeby is a deprived area in many ways. Statistics show a high percentage of inhabitants in need of social welfare and/or on low incomes. A high percentage of school pupils do not qualify for upper secondary school. Nevertheless, Rinkeby has a reputation for being innovative, exciting, rich in culture and having a lot of atmosphere. The inhabitants are mostly young. 25 percent of the entire population is under the age of 25. A recent survey among residents showed that many regard activities for young people as a good investment in the future.

By giving young people an opportunity to put their own efforts into the youth council, it is hoped to strengthen social capital and empowerment. We believe young people mature and learn to accept responsibility when given a chance to make a real contribution to their community.

The project team will engage in networking to reach young people and motivate them to join the youth council. Activities (cultural, environmental, other) in the community conducted by the council. A website will be created as an accompanying measure to share common concerns and information.

#### 13.4.9. Stockholm - Participation in evaluation of "Jobbcentrum – Model of Skärholmen"

Skärholmen is one of Stockholm's 18 city districts with 31,500 inhabitants mostly in rental housing. The area was built up quickly in the 60's under a programme set up to provide one million apartments in Stockholm. 40 percent are immigrants, and more than 80 languages are spoken in the area. Statistics show a high level of unemployed residents in need of social welfare and on low incomes with an average of EUR 29,676.

The pilot project is connected to the "Jobbcentrum", a special job-seeking service and a platform where different authorities co-operate to support job seekers. The hallmarks of the activities are: capacity building, empowerment, partnerships and values. The pilot project intends to focus on participating in the evaluation of the activities. Co-workers, participants and councillors of the city district should be involved in continuous evaluation and the development of methods used at the "Jobbcentrum".

Appropriate steps will be taken after identifying the needs and demands of the target groups and research on the working methods, done by interviews, evaluation and accompanying analysis. This should lead to new results for supporting job-seekers, and build on experiences and results in order to further develop the "Jobbcentrum – model of Skärholmen".

#### 13.4.10. Stockholm - Empowerment of young people in Skärholmen

The goal of the pilot project is to create a leisure time organisation based on the empowerment of young people. One of the initiatives within the project is to build a youth leisure centre in partnership with young adults (16-19 years old) and other interested partners in the area.

The city district council has decided on the overall principles regarding the project. After identifying the needs and demands of the young people in the area it is intended to make an inventory and to set up a group to run the leisure centre for

young people. After planning the appropriate measures, the project will be implemented as a regular public service.

## 14. Table of PWG attendees

Table 14.1. provides a list of participants in the project working group (PWG) on Theme II who attended one or both of the PWG meetings in Amsterdam and/or Vienna. Efforts to integrate members of the local support platform, local actors and other stakeholders from the neighbourhood management field in the inter-regional project activities led to a high proportion of participants from the host cities of Amsterdam and Vienna.

As can be seen from the table, participants attended from a wide range of institutions. Some are members of municipal departments responsible for policy making and administration of neighbourhood management structures, others are scientific experts in community work and community participation. Most of them are practitioners in the community involvement field. In total, sixty-eight people were involved in the two PWG meetings on Theme II.

<b>Table 14.1.: List of participants at the project working group meetings in Amsterdam (kick-off PWG meeting) and Vienna</b>				
Name	City	Institutional Background	Kick-off PWG	PWG
Anja Boon	Amsterdam	Urban District Geuzenveld-Slotermeer	X	X
Rob van Veelen	Amsterdam	Urban District Geuzenveld-Slotermeer	X	X
Andrea Pasetti	Genoa	Territorial planning service	X	X
Anna Celenza	Genoa	Territorial planning service	X	X
Richard Dawson	North Kent	North Kent Gateway Partnership	X	X
Ricardo-Osvaldo Alvarado	Stockholm	Local financial manager	X	X
Riikka Jääskeläinen	Stockholm	City district of Skarholmen; Project team member of Jobcentrum	X	X
Johannes Kraus	Vienna	Project team member of WOLKE 7; archipel architects	X	X
Johannes Posch	Vienna	Project team member of ANKER 10; company "Plansinn"	X	X
Michael Klug	Vienna	Chamber of Labour	X	X
Rainer Hauswirth	Vienna	Local project management; Competence Centre for municipal learning (WZW)	X	X
Age Niels Holstein	Amsterdam	Urban District Geuzenveld-Slotermeer	X	
Arnold van den Broek	Amsterdam	Juridical Department, Amsterdam City Council	X	
Bert Jansen	Amsterdam	Urban District Geuzenveld-Slotermeer	X	



Bram van der Lelij	Amsterdam	Motivaction	X	
Edgar van Lokven	Amsterdam	Agency for Social Development (BMO)	X	
Frans Werter	Amsterdam	Tr3um Advice	X	
Iris Westerterp	Amsterdam	Central Housing Office, Amsterdam	X	
Jack Stuart	Amsterdam	Tr3um Advice	X	
Jantine Gerbscheid	Amsterdam	Development Corporation, Amsterdam	X	
Jeroen del Uyl	Amsterdam	Development Corporation, Amsterdam	X	
Jurgen van der Heijden	Amsterdam	XPIN	X	
Malica Al Fahmi	Amsterdam	Agency for Social Development (BMO)	X	
Maureen Linthout	Amsterdam	Project Employee Neighbourhood 5 / Geuzenveld South	X	
Martien Kuitenbrouwer	Amsterdam	Urban District Geuzenveld-Slotermeer	X	
Pauline Flu	Amsterdam	Urban District Geuzenveld-Slotermeer	X	
Peter Hazewindus	Amsterdam	Urban District Geuzenveld-Slotermeer	X	
Robin de Bood	Amsterdam	District Mayor Geuzenveld-Slotermeer	X	
Ronald van der Steen	Amsterdam	Urban District Geuzenveld-Slotermeer	X	
Saskia Kaper	Amsterdam	Urban District Geuzenveld-Slotermeer	X	
Wilma Wentholt	Amsterdam	Central Office for social development, Amsterdam	X	
Wouter Dolmans	Amsterdam	Urban District Geuzenveld-Slotermeer	X	
Michele de Broglio	London-Haringey	Neighbourhood Management White Hart Lane	X	
Philippa Brent	London-Haringey	Neighbourhood Management White Hart Lane Haringey Council	X	
Zena Brabazon	London-Haringey	Neighbourhood Management White Hart Lane Haringey Council	X	
Steve Vartoukian	North Kent	Community Development, Swale Borough Council North Kent	X	
Majlis Karlsen	Stockholm	City district of Rinkeby	X	
Margot Blom	Amsterdam	Urban District Geuzenveld-Slotermeer		X
Nicoletta Piersantelli	Genoa	External consultant		X
Bernadette Riganti	London-Haringey	NDC Neighbourhood Manager		X
Elaine Cunnea	London-Haringey	Community Development Worker – White Hart Lane Neighbourhood		X

		Management		
Mauricio Chacana	Stockholm	Neighbourhood Manager		X
Pia Sundqvist	Stockholm	Neighbourhood Manager		X
Wolfgang Förster	Vienna	Head of housing research, representative of the Lead Partner Vienna		X
Andrea Binder-Zehetner	Vienna	Local Agenda 21		X
Andrea Mann	Vienna	Area renewal office and "Grätzelmanagement"		X
Angela Eder	Vienna	Project team member of WOLKE 7		X
Antonia Coffey	Vienna	Chamber of Labour		X
Bernhard Bouzek	Vienna	City department for diversity management		X
Birgit Friedrich	Vienna	Local Agenda 21		X
Christiane Klerings	Vienna	Area renewal office		X
Christoph Stoik	Vienna	Project team member of ANKER 10; scientist in community work		X
Daniela Piegler	Vienna	Office of the Councillor for Housing, Housing Construction and Urban Renewal		X
Franz Denk	Vienna	Project team member of WOLKE 7		X
Gabriele Lehner	Vienna	Member of the city department for urban renewal		X
Gerhard Berger	Vienna	City Executive Office, Department for Infrastructure and Urban Renewal		X
Joe Taucher	Vienna	Local Agenda 21		X
Lisa Purker	Vienna	Austrian Society for Environment and Technology		X
Marc Diebäcker	Vienna	Scientist for community work		X
Markus Spiegelfeld	Vienna	Area renewal office		X
Martin Forstner	Vienna	Project team member of „Grätzelmanagement“		X
Peter Mlczoch	Vienna	Area renewal office and Grätzelmanagement		X
Renate Kapelari	Vienna	Member of the city department for urban renewal		X
René Selinger	Vienna	Project team member of „Grätzelmanagement“		X
Stefan Arlanch	Vienna	Project team member of ANKER 10; community worker at the area renewal office		X
Susanne Peutl	Vienna	POSEIDON project coordinator; Competence Centre for municipal learning (WZW)		X
Thomas Meindl	Vienna	Area renewal office		X
Volker Dienst	Vienna	Project team member of WOLKE 7; inprogress consulting		X

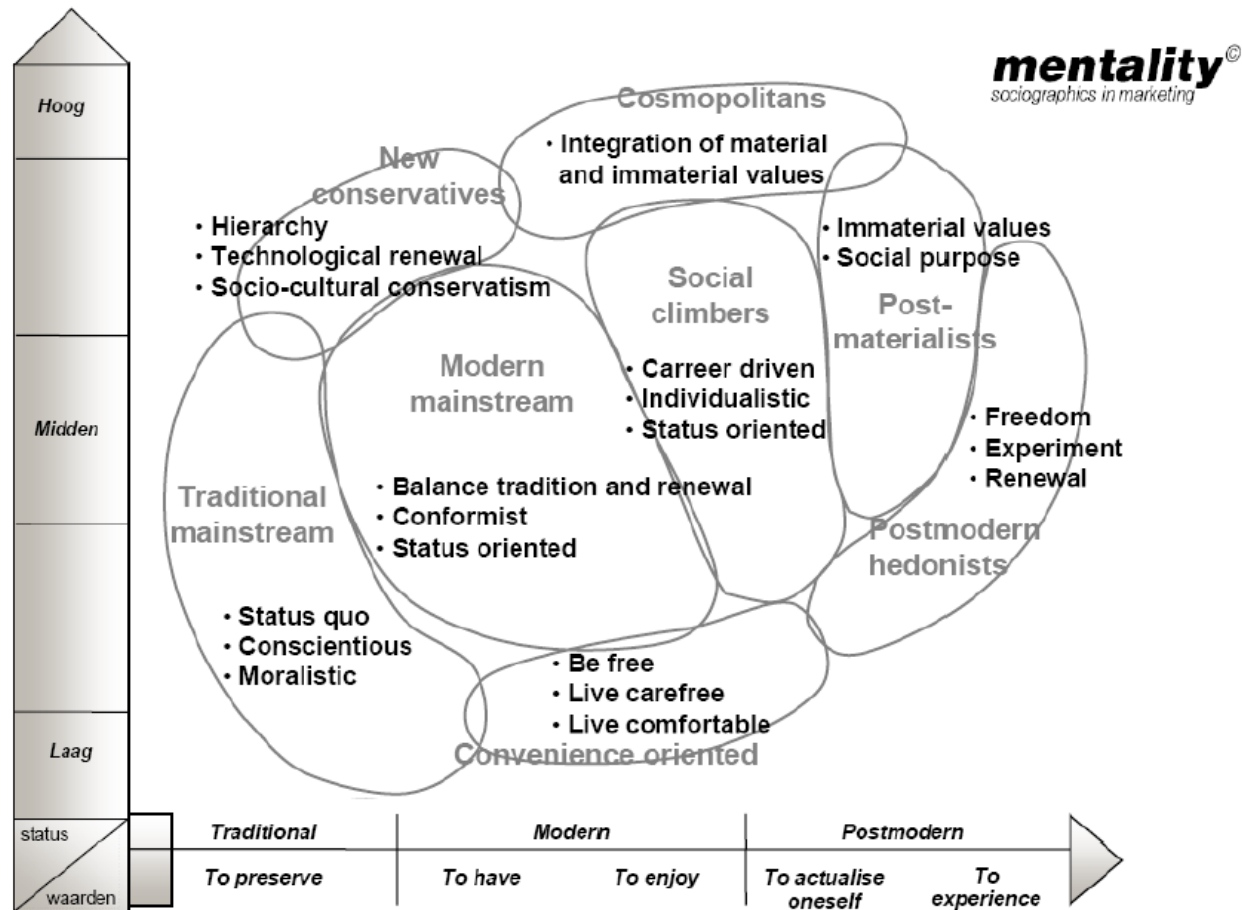
## 15. Appendix

### Appendix 1: Description of 4 social milieus in the Netherlands and Amsterdam Geuzenveld-Slotermeer

Social milieu	Brief description	Ambitions	Society & politics	Lifestyle	Work & performance	Social relations	Socio-demographics
<b>Modern mainstream</b>	Conformist, status-oriented mainstream looking for a balance between tradition and modern values such as consumption and pleasure	<ul style="list-style-type: none"> <li>- balance between traditional norms and values and change</li> <li>- family as cornerstone of society</li> <li>- wanting status and respect</li> </ul>	<ul style="list-style-type: none"> <li>- longing for authority and rules</li> <li>- wanting recognition</li> </ul>	<ul style="list-style-type: none"> <li>- conformist and risk avoiding</li> <li>- regularity</li> <li>- directed towards consumption and amusement</li> <li>- materialistic and status oriented</li> <li>- technology minded</li> </ul>	<ul style="list-style-type: none"> <li>- security</li> <li>- income and challenge</li> </ul>	<ul style="list-style-type: none"> <li>- central role of family</li> <li>- traditional division of roles</li> </ul>	<ul style="list-style-type: none"> <li>- equal number of men and women</li> <li>- all ages</li> <li>- relatively low education</li> <li>- all income levels</li> </ul>
<b>Traditional mainstream</b>	Moralistic, conscientious and status-quo oriented mainstream, trying to hold on to traditions and material belongings	<ul style="list-style-type: none"> <li>- holding on to traditional norms and values</li> <li>- family as the cornerstone of society</li> <li>- quiet and harmonious life</li> </ul>	<ul style="list-style-type: none"> <li>- socially concerned</li> <li>- solidarity with minorities and concern for the environment</li> <li>- nationally and locally oriented</li> <li>- acceptance of authority and rules</li> </ul>	<ul style="list-style-type: none"> <li>- conscientious</li> <li>- order, regularity and discipline</li> <li>- risk avoiding behaviour</li> <li>- sober and frugal</li> <li>- directed towards (passive) amusement</li> </ul>	<ul style="list-style-type: none"> <li>- subordinate to family life</li> <li>- disciplined</li> </ul>	<ul style="list-style-type: none"> <li>- central role of family life</li> <li>- looking for harmony, directed towards like-minded</li> <li>- traditional division of roles</li> </ul>	<ul style="list-style-type: none"> <li>- more women than men</li> <li>- few young people</li> <li>- few have higher education</li> <li>- more often average income</li> </ul>
<b>Post materialists</b>	Socially critical idealists aiming for self actualisation who stand up for social justice and the environment	<ul style="list-style-type: none"> <li>- self actualisation</li> <li>- solidarity and social concern</li> <li>- attention to immaterial values</li> </ul>	<ul style="list-style-type: none"> <li>- socially and politically involved</li> <li>- reflective and critical</li> <li>- solidarity and tolerance</li> <li>- internationally oriented</li> </ul>	<ul style="list-style-type: none"> <li>- methodical and fundamental</li> <li>- sober</li> <li>- arts and culture</li> </ul>	<ul style="list-style-type: none"> <li>- no central role</li> <li>- looking for balance between work and private life</li> <li>- being socially useful</li> </ul>	<ul style="list-style-type: none"> <li>- individualistic</li> <li>- partners among own circle of friends</li> </ul>	<ul style="list-style-type: none"> <li>- more women than men</li> <li>- more higher age groups</li> <li>- more higher education</li> <li>- all income levels</li> </ul>
<b>Cosmo-politans</b>	Open and critical global citizens who integrate post modern values such as self actualisation and experience with modern values such as social success,	<ul style="list-style-type: none"> <li>- social success</li> <li>- self actualisation</li> <li>- socially moved</li> </ul>	<ul style="list-style-type: none"> <li>- internationally oriented</li> <li>- socially and politically interested</li> <li>- tolerant</li> </ul>	<ul style="list-style-type: none"> <li>- consumption oriented</li> <li>- materialistic and technology-minded</li> <li>- impulsive and adventurous</li> <li>- status oriented, importance of etiquette</li> <li>- arts and culture</li> </ul>	<ul style="list-style-type: none"> <li>- career is the main focus of life</li> <li>- ambitious</li> <li>- improvement of income level</li> <li>- provides identity and</li> </ul>	<ul style="list-style-type: none"> <li>- networking</li> <li>- focus on like-minded people</li> </ul>	<ul style="list-style-type: none"> <li>- equal number of men and women</li> <li>- more young people</li> <li>- more higher incomes</li> <li>- all income levels</li> </ul>

	materialism and hedonism				status		
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**Appendix 2: Mentality - key values of social milieus**



### Appendix 3: Selected results of the survey

#### Discontentment with living conditions in Geuzenveld-Slotermeer

Social milieu	Statement 1 'Atmosphere in G-S has worsened' (total average indexed on 100)	Statement 2 'People are only concerned with their own life in G-S' (total average indexed on 100)
Modern mainstream	112	123
Traditional mainstream	110	106
Social climbers	99	106
Cosmopolitans	102	95
Post materialists	86	85
Post modern hedonists	67	62
Convenience oriented	100	96
New conservatives	105	104

- relatively high (significant at  $\alpha = .05$ )
- average statement 1 = 62.4%, statement 2 = 55.6%
- relatively low (significant at  $\alpha = .05$ )

#### Discontentment with local politics in Geuzenveld-Slotermeer

Social milieu	Statement 1 'The local government should uphold law & order more strictly' (total average indexed on 100)	Statement 2 'The local government supports my needs' (total average indexed on 100)	Statement 3 'The local government knows what is going on among citizens' (total average indexed on 100)
Modern mainstream	109	72	76
Traditional mainstream	112	106	101
Social climbers	107	95	101
Cosmopolitans	101	122	117
Post materialists	85	99	104

Post modern hedonists	56	124	99
Convenience oriented	92	103	113
New conservatives	112	79	86

- relatively high (significant at  $\alpha = .05$ )
- average statement 1 = 73.9%, statement 2 = 37.0%, statement 3 = 41.6%
- relatively low (significant at  $\alpha = .05$ )

### Intention to move

Social milieu	Statement 1 'Has been living in G-S over 15 years' (total average indexed on 100)	Statement 2 'Certainly move within two years' (total average indexed on 100)	Statement 3 'Move away from G-S (population: people who want to move)' (total average indexed on 100)
Modern mainstream	140	76	68
Traditional mainstream	137	74	53
Social climbers	86	97	103
Cosmopolitans	82	116	142
Post materialists	81	90	93
Post modern hedonists	56	151	106
Convenience oriented	62	150	72
New conservatives	123	93	139

- relatively high (significant at  $\alpha = .05$ )
- average statement 1 = 37.7%, statement 2 = 14.5%, statement 3 = 23.9%
- relatively low (significant at  $\alpha = .05$ )

### How to activate citizens?

Social milieu	Statement 1 'Feels committed to Amsterdam' (total average indexed on 100)	Statement 2 'Feels committed to G-S' (total average indexed on 100)	Statement 3 'Wants to participate in solving local social problems (R. Florida's creative class)'
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			(total average indexed on 100)
Modern mainstream	88	99	62
Traditional mainstream	101	148	58
Social climbers	101	118	91
Cosmopolitans	109	86	136
Post materialists	96	105	157
Post modern hedonists	99	53	64
Convenience oriented	96	82	77
New conservatives	103	83	132

- relatively high (significant at  $\alpha = .05$ )
- average statement 1 = 54.1%, statement 2 = 20.9%, statement 3 = 17.8%
- relatively low (significant at  $\alpha = .05$ )