

## **On tokenism, NIMBYism and bridgers & bonders**

1 inter-regional glossary - 3 co-operation themes - 6 POSEIDON partner areas

### **1 inter-regional glossary**

The terms included in the glossary were selected and discussed in the period between October and November 2004, in the inter-regional project working groups of POSEIDON which were held in the context of the 3 co-operation themes. In the process, each working group selected those terms that are of particular importance within the respective theme and have been defined under various perspectives. The purpose of the glossary is to develop and use a common language, aiming at an improved understanding among the partner areas and at finding common definitions for further inter-regional exchange.

### **The 3 co-operation themes of POSEIDON**

Theme 1: "Contents, instruments and structural patterns of neighbourhood management policies."

Theme 2: "Communication with / consultation of local communities and direct involvement of inhabitants living in deprived urban neighbourhoods."

Theme 3: "Projects improving the socio-economic situation in deprived neighbourhoods."

### **The 6 POSEIDON partner areas**

The City of Vienna (A) in its dual function as the Lead Partner, which jointly with the district of Geuzenveld-Slotermeer in Amsterdam (NL) also focuses on theme 2. Haringey Council - London (UK) jointly with Stockholm (S), both of them focusing on theme 1, and the Province of Genova jointly with Medway Council - North Kent (UK) both focusing on theme 3.

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### **Activation**

A term in the field of community work which includes all efforts, techniques and processes which lead to increased engagement of residents in their personal environment at neighbourhood or district levels.

In Vienna, where it is assumed that residents are already very active, activation is regarded as the re-orientation of activities towards a specific project such as improving the dialogue culture in a neighbourhood. An effective technique in Vienna is the "activating questionnaire", where residents are visited in their homes and asked about the situation in their neighbourhood.

### **Action plan**

Document setting out a timetable of activities to achieve the objectives of a project. Action plans provide the answer to the question 'what do we do next?' They are 'to do' lists covering the what, who and when of next steps, and should be the result of workshops or other meetings where decisions are made during a participation process.

### **Area network**

A multi-centric network with members from different groups (public sector, businesses, agencies, NGOs, associations, residents etc.) working together towards common individual and/or regional goals. Area networks are often informal, can share information and resources and plan together and do not have a central steering position. However, they can also be formally established within terms of reference.

### **Area partnership**

Formal or informal arrangements where public, private and/or voluntary agencies work together to achieve agreed objectives. An area partnership can range from loose cooperation to the integrated financing of joint projects.

### **Beneficiary**

Beneficiary is the recipient of funds or other benefits.

### **Bridgers and bonders**

Bridgers are people with an open mentality towards a differentiated society (consisting of different social and ethnic groups). These people can function as "bridges" between different social/ethnic groups.

Bonders are people with a negative attitude towards a differentiated society (consisting of different social and ethnic groups). These people look for social contacts exclusively within their own homogenous social group.

### **Citizen advisory group**

A group convened and organised to advise public authorities and statutory bodies on specific policy issues. The aim is to integrate residents' perceptions and knowledge into local government policy-making. A citizen advisory group makes recommendations to public authorities on resource priority and serves as a focus group to assess the effectiveness of measures and services. They have no decision-making powers.

### **Citizenship**

Both a formal term to explain status in relation to the country(ies) where an individual has rights (very often including right of abode). Also refers to civic duties/responsibilities and rights which follow from being a citizen (e.g. the right to vote); often informally used to describe positive behaviour/contributions made by individuals within their community/society (e.g. raising issues of concern to the wider community with "decision makers" in a responsible way – sharing power and governance). The full development of citizenship is prevented if there is a lack of participation and full acceptance in various social domains. This can even be the case for permanent residents (e.g. residents with a migrant background) suffering from a variety of forms of exclusion where the development of rights, responsibilities, duties and appropriate conduct as an active and involved member of a community is not within reach.

### **Community based organisation (CBO)**

Normally voluntary, private, non-profit organisations based in a local area, run by and for the local community to support local interests such as area improvement.

### **Community involvement**

The process whereby local people and community groups are actively involved in the process of local decision-making at neighbourhood or district level through a range of groups, committees and activities. Community involvement aims to trigger individual and collective empowerment processes and can therefore be seen as a community-building tool.

### **Community led approach**

An approach to planning and development that directly involves local people.

### **Conflict management**

Conflict management is the practice of identifying and handling conflict in a sensible, fair, effective and efficient manner. Conflict management requires such skills as effective communicating, problem solving and negotiating with a focus on interests.

### **Community outreach**

Activities which aim to “reach” into the community to involve residents and other stakeholders in their community. Often a way of reaching communities which are “excluded” for particular reasons, such as language, youth, ethnicity or poverty.

### **Community strategy**

A strategy for improving the economic, environmental and social well-being of local areas.

In Vienna it is a written document identifying the strengths and weaknesses of a defined area, providing a vision of how a neighbourhood should look, setting clear goals for realising that vision and defining an action plan for achieving those goals.

In London Haringey and North Kent it is a five-year plan that local authorities are now required to prepare. Councils are expected to coordinate the actions of public, private, voluntary and community organisations.

In Genoa local authorities implementing general development plans in a defined area need to set out a strategy for co-ordinating the actions of public and private organisations.

### **Decentralisation**

The transfer of power and resources away from the centre and downwards from higher authorities so that decisions are made and services provided at local level where they have most impact.

### **Delegation of power**

The transfer of power (decision-making) downwards to lower levels of local government, to other authorities outside the regular political-administrative system or to the civil sector.

## **Developer**

A company or person who develops real estate, especially by preparing a site for residential or commercial use.

## **Effectiveness of participation**

Measures how and to what extent original objectives have been reached. Efficiency describes the relation between the outputs (effects) and the required inputs (efforts) for the process (e.g. number of citizens reached, number of meetings, opinion survey among citizens etc.). In London this term is understood as the extent to which participants believe they have influenced an action or outcome.

## **Empowerment**

This process involves groups and people articulating their interests, participating in community life and gaining access to and control over resources, thereby breaking down patterns of social exclusion and self-isolation. In Vienna empowerment is seen more in terms of increasing the self-confidence of deprived groups in society, in Genoa in terms of local communities and in London Haringey more generally as a process aimed at helping people achieve their own purposes by increasing their confidence and capacity.

## **Framework**

A set of assumptions, concepts, values and practices that constitutes a way of viewing reality.

## **Funding requirements**

The amount of money required for the implementation of a project or of an action plan, sometimes also used for conditions placed on funding applications and bids.

## **"Hard to reach" groups**

Communities whose views and voices are not represented in "mainstream" decision making and who are hard to involve in participation processes through activation and involvement techniques. These groups are "excluded" from the mainstream because of their class, ethnicity, religion, poverty, language, disability etc.

### **Healthy living centre**

In UK these are community facilities that address health issues in a holistic way by providing social, business, advocacy and cultural facilities as well as a range of locally based medical services. In Sweden there are healthy living centres but focused only on health and not run by the community but by the health department. In Italy there are no such similar structures but there are multipurpose centres (sport, job search, leisure, library etc.).

### **Integrated development**

A local governance approach looking at development in a holistic way across conventional sectoral boundaries (e.g. municipal departments, private agencies, civil sector, local economy etc.) and integrating social, political, environmental and economic issues. It is a consultative process involving a wide range of different stakeholders in the whole process of improving an area.

### **Learning community**

In most countries this term is generally understood as a community which uses common knowledge and experience as a base for continuing development and which is active in seeking new knowledge and sharing it with others.

Vienna defines the term more specifically as a group convened for the following purposes: 1) to increase awareness, understanding and direct experience of the interrelation and interconnection of all issues in the community. 2) to create a "practice field" where individuals can practice developing skills as community members and where the group as a whole can develop a sustainable form of collective awareness. 3) to develop the capacity to employ collective awareness for personal and cultural inquiry. 4) to develop an extended repertoire of personal and collective behaviour that is "mindful" of the interdependent nature of human existence, and 5) to enhance the maturity level and leadership skills of all members of the learning community.

### **Local democracy**

A general term describing types and methods of political engagement at local level where citizens become directly involved in local policy-making, planning, decision-making, implementation and evaluation – not only through elected representatives. Local democracy improves governance by improving information flow, accountability and political processes and gives voice to those directly affected by public policies. It is a foundation for stronger and more enduring national-level democracy and incorporates processes and structures used by local councils.

## **Mainstreaming**

Realigning the allocation of mainstream resources - such as the police and health services - to better target the most deprived areas, sometimes also describing a process whereby a one-off grant for a project is taken over by funds from the everyday budget of an organisation.

## **Neighbourhood management or area management**

An ongoing process intended to broaden the scope and strengthen the capacity of communities to take action – citizen involvement is central.

In London Haringey and North Kent it is particularly targeted at deprived areas and involves communities working with the local council to tackle quality of life issues through better management of the local environment, increasing community safety, improving housing stock, working with young people and encouraging employment opportunities. Supported by a Neighbourhood Manager and an area-based team, residents, local councillors and partner agencies come together to set local priorities, plan services, develop new ways of working, build local capacity and solve problems.

In Vienna neighbourhood management can be district/neighbourhood coordination (networking on-site players, establishing cooperative relations between players at city-wide and district levels), resident activation, project initiation/fund raising, public relations and cost-revenue control/reporting. Under no circumstances is neighbourhood management intended to replace or displace local activities.

In Genoa local authorities are responsible for neighbourhood and area improvement. In large cities the District Boards are responsible and in towns or villages the provincial and local councils. There are very few cases of a fully integrated approach for tackling local problems and there is no established policy for neighbourhood management. However, due to local authorities' interest in an integrated development approach there is greater awareness of management issues and new opportunities are arising with projects managed by local agencies and organisations that can be compared to neighbourhood management structures in other European countries.

## **Neighbourhood renewal fund (NRF)**

A complementary tool to mainstream funding for financing specific measures relating to the material and social infrastructure in deprived neighbourhoods. In Austria the community involvement element supports the rebuilding of social ties and social interest and promotes a new democratic culture and active citizenship.



In UK it is a government programme which provides public services and communities in England's 88 poorest local authority districts with extra money to tackle deprivation. Unlike previous regeneration programmes, this is a flexible fund which is applied locally to meet local needs. Priorities are agreed by the Local Strategic Partnership - a group which includes senior managers from key services such as the local council, the police, health, housing associations and education, along with representatives from the voluntary and community sectors.

In Italy there is no such government programme and the integration of different financial resources from specific programmes at various levels is the only means to fill this gap.

### **NGOs**

"Non-governmental organisations" are groups that are independent of national and local government structures - "voluntary and community groups" in the UK – in Sweden sharing a common interest such as football, drama, democracy etc.

### **NIMBYism**

Stands for "not in my backyard" and refers to the mentality of those who object to the establishment in a local neighbourhood of projects such as incinerators, prisons, homeless shelters or low income housing which they believe to be unsightly or otherwise undesirable.

### **Participation**

Participation is the process through which stakeholders (residents, organisations, associations etc.) involve themselves in decisions on priority setting, policy-making, resource allocation and access to public goods and services. In Italy it is also a form of consultation regulated by law in which stakeholders are requested to express their opinions on planning decisions and public authorities must justify their positive or negative reactions to the recommendations.

### **Participation deal**

In Austria it consists of different kinds of agreements between various participants and actors' groups (residents, politicians, process managers, neighbourhood managers, businesspeople etc.) in the participation process. A participation deal covers elements such as decision-making procedures, questions of power distribution between actors' groups, rights and obligations, process philosophy, process design, resources (financial and personal) and aims of the participation process. A participation deal can either be informally concluded on the basis of the given "participation culture" or it can be more explicit and take the form of a written document.

### **Participatory democracy**

Participatory democracy is a broadly inclusive term for many kinds of consultative decision-making processes. In contrast to the traditional rational choice theory of democracy, which emphasises voting as the central institution (representative democracy), participatory democracy refers to public deliberation and involvement of the citizenry as a complement to representative democracy.

### **Participation ladder**

A model developed in 1969 by Sherry Arnstein to describe and analyse different types of community participation. It measures the degree of citizens' influence on decision-making in local renewal affairs. The higher the rung on the ladder the more power and responsibility is delegated to citizens. On the first rung public authorities simply inform citizens about plans and activities in the neighbourhood (INFORMATION). The second rung is reached when public authorities consult residents (CONSULTATION). On the third rung they ask for residents' advice (ADVICE). The fourth rung implies cooperation with citizens in designing and implementing concrete plans for neighbourhood renewal (CO-PRODUCTION OF PLANS). On the fifth rung, residents and public authorities jointly decide about the implementation of specific measures in the neighbourhood (JOINT-GOVERNMENT). On the sixth rung citizens are also involved in implementation and are responsible for their decisions (SELF-GOVERNMENT).

### **Partnership**

Agreement between different (public and private) stakeholders committed to specific objectives for the development of a target area.

### **Planning led approach**

An approach to planning and development where formal planning techniques and processes are used to advance change in an area.

### **Proactive policies**

Policies, which act in advance, to deal with expected difficulties.

### **Professional skills**

What professionally qualified people bring and contribute.

### **Promoter**

The initiator of a planning process or a specific project who/which, builds a partnership, and eventually manages the financial resources and the administrative procedures.

### **Regeneration**

The process of intervention that improves an area through physical and social activities and projects, usually focused on deprived and rundown areas, which need economic and social development and investment.

### **Social exclusion**

The situation where people are prevented from taking up opportunities due to their social, geographical or economic position in society.

### **Stakeholders' commitment**

The engagement of people whose interests are affected by an organisation's activities.

### **Strategic plan**

A plan to determine an organisation's long-term goals with reference to the resources it expects to have available.

### **Subsidiarity**

A technical term describing the strategy and process of assigning different functions of governance and decision-making (strategic planning, implementation, finance, service delivery etc.) closest to the level at which decisions have the greatest impact.

### **Sustainability**

The capacity for a project or activity to continue after the initial investment stops.

### **Social integration**

The aspiration to ensure that everyone, regardless of their class, income, education, ethnicity, religion etc., is able to participate in civic society on an equal footing. The term carries with it ideas of justice, equality, material well-being and democratic freedom, and it also implies harmonious interaction and solidarity at all levels of society.

### **Target group**

Target group is a group intended to be reached by a specific activity.

### **Urban development**

The process of improving and changing areas within towns and cities, encompassing physical and social projects and activities.

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

## **Imprint**

### **Editors**

Inter-regional theme specific POSEIDON project working groups of the 6 partner areas of Vienna - Amsterdam – Province of Genova - London Haringey - North Kent - Stockholm.

The terms were selected, defined and commented on by the 6 partner cities. The terms listed including their definitions are the summarised result of this process.

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