



Neighbourhood Management Guide

Imprint

The POSEIDON Neighbourhood Management Guide is a collective publication and summary by the project members actively involved in the project between 2004 and 2006.

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Foreword

Wolfgang Förster, Susanne Peutl

Much has already been written about neighbourhood management and there are many guides on the subject and related topics, so it might seem at first glance that another publication of the kind would not have much to offer.

The POSEIDON project itself had an approach to practice gained by active learning in six partner areas. It was not intended to be a scientific framework with a general approach and overall solutions but focused on reflection on what was learnt by the 3 year exchange. At the same time, as the project's final publication this guide makes no claim to be exhaustive since that would require even more time and space. However, we hope that we have covered the most important aspects of the working process, highlighting what has been achieved so far. Some aspects may have been overlooked and the selection is certainly subjective and chosen by the individual authors.

What makes the POSEIDON Neighbourhood Management Guide relevant for practitioners and other interested parties is that it describes experiences of real projects, true but with no claim to be complete, but subjective in terms of the time and also the solutions provided. It shines a flashlight on the target areas and target groups involved. It is hoped that readers will browse through the individual sections and perhaps find some useful advice and ideas while following the POSEIDON itineraries.

1. Introducing POSEIDON, a European project

Susanne Peutl

Many larger cities in the European Union are facing increasing poverty, crime and social exclusion and are undergoing a significant reduction in the community-wide functions of urban neighbourhoods.

The overall goal of POSEIDON was to contribute to enhancing social cohesion as well as to improving the general image of deprived urban neighbourhoods in the partner areas.



The aim of the project was to share experience of working in disadvantaged neighbourhoods with high levels of new communities and migrant populations. Focusing on social cohesion, integration and on how cities are coping with the impact of globalisation is very topical, as people are moving into Europe from many parts of the world. Deprivation, mainly as an urban phenomenon which also defines an eroding sense of solidarity, is not solely defined by socio-economic conditions or situations caused by unemployment and lack of education, it also defines specific values that go along with ideas and strategies on how to cope with resignation and self evaluation in human life that cannot be expressed by figures and data.

The INTERREG IIIC project POSEIDON stands for "partnership on socio-economic and integrated development of deprived neighbourhoods". The European partners included the City of Vienna as the lead partner and co-ordinator of a partnership of six European regions, involving Amsterdam, Stockholm, Genoa as well as North Kent and London. The project began in 2004 and ran until December 2006 to share experiences and ideas and to learn from each other. POSEIDON co-operation particularly focused on specific themes of policy making, participation and developing pilot projects. New methods were tested by piloting new activities and new approaches in different partner areas and partners learned from each others' practices.



1.1. Mission statements by all POSEIDON partners

In the POSEIDON context carrying out a project together could also be understood as a means of increasing intercultural understanding and learning about different approaches towards urban regeneration and its local traditions. Among other things, we learned about the great variety of individual approaches and gained understanding of various concepts and methods within neighbourhood management, covering a wide range of topics from cultural to social integration projects.

The mission statements provided by each partner area highlight the added value gained from the 3 year process, also bearing in mind how individual partners went into the POSEIDON project and what they had achieved at its conclusion.

Vienna

The POSEIDON experience 2004 - 2006 was so special because it enabled the implementation of various multifaceted projects in six partner areas with a European perspective; activities which would not have occurred otherwise.

POSEIDON, a project about people! Moreover, a great number and a wide range of actors from all levels were actively involved and targeted in a process lasting 3 years – from residents to politicians, individual actors to institutions. Special inspiration emerged from the extensive exchange of different viewpoints and learning from each others' experiences on how to tackle specific issues surrounding deprived areas and their residents.

Amsterdam

The development of the Poseidon pilot project WIJKWEB has given the local community an enormous positive energy boost! The project focused on citizens as producers rather than consumers, giving them the opportunity to develop their own talents and to become empowered. This has led to a much better match between demand and supply in the neighbourhood and has increased social cohesion substantially.

Genoa

Poseidon strengthened local identity through the comparison with Europe and addressing the identity of the whole valley instead of single municipalities. Poseidon's integrated approach addressed many different fields and topics, highlighting mutual relationships. Poseidon provided a new tool for increasing the power of local administrations.

London Haringey

POSEIDON gave us the opportunity to carry out projects in our two target areas of Seven Sisters and White Hart Lane which would not otherwise have happened due to lack of financial and other resources. The project has also given us new ideas, new ways of thinking and doing things and some fantastic networks and linkages with our POSEIDON partners – plus the realisation that we all have a lot in common and the world is indeed getting smaller!

North Kent

The POSEIDON project has enabled all tiers of people involved in neighbourhood development work – residents, project managers and strategists – to see how things can, and have, been done differently. The transfer of knowledge and experience, and the relationships that have been forged - horizontally between the partners, and vertically between the tiers - have proved invaluable in making a difference to the lives of residents, including those typically deemed 'hard to reach'.

Stockholm

In May 2006, Stockholm's and London-Haringey's participation in POSEIDON gave five young Europeans the opportunity to address hundreds of leading politicians, researchers and practitioners attending the EU conference Urban Futures. The young people spoke of their hopes for the future and of being involved in the development of their local communities. The event, a very proud moment for us POSEIDON adults, is just one of many exciting results of a very successful effort at involving teenagers in the co-operation between the partner cities. The youth exchange is one of many rewarding aspects of the POSEIDON partnership.



1.2. Introducing the idea behind the POSEIDON Neighbourhood Management Guide

POSEIDON partners elaborated a Neighbourhood Management Guide at the end of the project. The final publication intends to summarise their findings and selected key issues and will be available to assist EU areas sharing similar neighbourhood issues.

The neighbourhood management guide generally aims at giving practical advice and ideas to everyone involved in neighbourhood management about how to improve neighbourhood management services and standards, or at steering newer partnerships and those just starting neighbourhood management through the often complex process of implementing major improvements in neighbourhoods. Last but not least, the guide is intended to be a useful reference point to provide instructions and recommendations.

Although neighbourhood management is a clearly area-specific approach, the special feature of the POSEIDON Neighbourhood Management Guide is that it is embedded in an overall European context and perspective and it intends to provide insight into the different backgrounds of national strategies, the surrounding city and the local practice of neighbourhood management. The guide deals with global topics such as how to revitalise neglected areas, how to provide incentives to improve the negative image of an area, how to deal with the empowerment of young people and how to manage diversity or the involvement of hard-to-reach groups. However, the questions and answers provided here were created and originated from regional level – area-specific solutions were based on practical regional experiences of the area-specific pilot projects.



What was also interesting in this context was, among other things, the two poles between which the POSEIDON debate took place: the so-called social planning-led approach and the traditional planning-led approach. Both of them are approaches to participation, the former believed to work bottom up, the latter top down. POSEIDON successfully contributed to linking the physical and social renewal in POSEIDON partner areas.

Thus benchmarking in the POSEIDON context was a continuous and systematic learning process among the European partners lasting 3 years. It meant comparing problems with similar problems in other places and helped to see them in a broader context and to reach a clearer definition of what should be done, which elements of good practice could be transferred and which could not.

One element in deciding how to respond to a problem in the neighbourhood was how the neighbourhood compared with others in the POSEIDON partnership with a similar problem; however, drawing all aspects together was clearly not the goal - how could a project such as a strategic masterplan co-ordinating activities of a whole region, be compared with small scale activities to build a strong neighbourhood on a municipal housing estate? The clear goal was to learn about the different perspectives of how to deal with problems at local level, how to tackle deprivation and to find out about common learning points, to come together and support each other.



Interestingly, we did not only learn from what was similar in each individual case and what could be "transferred" to other projects in the pure sense. Surprising things seemed to induce cross-border learning, things that made us see things differently and gave us an impetus – new things and new approaches that could be tried by the partners themselves.

1.3. How to use and understand the Neighbourhood Management Guide

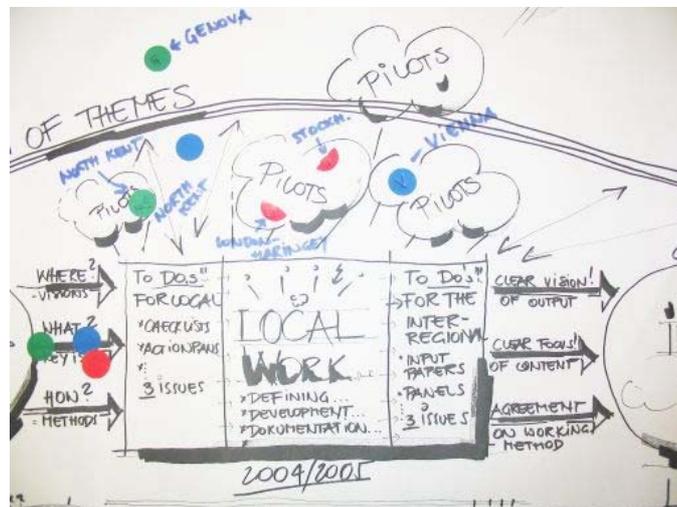
Key issue 1 - Learning from the POSEIDON pilot activities

The section “**Learning from the POSEIDON pilot projects**” focuses on the activities of the individual POSEIDON pilot projects that were carried out in all partner areas, including the best and worst practices of their pilot experiences, their goals and individual approaches.

An effective joint activity of the partnership was the method of self-evaluation carried out in one of the final phases of the project: an assessment board made up of members of all the partner areas travelled to every partner area, feedback was given on the pilot activities carried out so far and the outcomes were documented in order to investigate the results they produced and what could be improved by pilot activities at local level.

The descriptions and stories of the pilots were reported from the viewpoint of the pilot projects and their experts. Among other things the contents of the case studies cover the following topics:

- the objectives and goals of the pilot project at local level;
- the physical, social and economic components of the target area;
- the specific project strategies;
- the relevant methods and individual project steps in order to achieve the objectives of the project;
- the concrete results of the project compared to what was originally intended;
- the extent to which the pilots were considered as providing added value in order to strengthen local identity in a world of globalisation;
- the special features of the pilot projects;
- the current challenges the project was facing;
- the lessons learned, experiences and their milestones, success elements, good practice elements, shortcomings and failures, all of them mainly based on the outcome of the assessment process.



The following section, “**A partner area - seen from the view of 5 other partners**”, closely linked to the pilots, describes partners’ experiences gained mainly through the interregional exchange among the six partners travelling to the five other areas and illustrates their individual cultural perceptions. It describes the partners’ subjective impressions and how they perceived each of the other five partner areas and what they found most striking and interesting about their activities.



Experiences here were developed from a pool of impressions gained with reference to the subjective perception of the deprivation of a target area or of an assembly or event in which partners participated. They are mainly written by teams from each partner’s project working group.

Key issue 2 – Sharing experiences and knowledge of the interregional POSEIDON co-operation topics in neighbourhood management

The POSEIDON project had three co-operation themes structuring the learning process lasting almost 3 years. They were

- exploring different instruments and policies in and around neighbourhoods in each partner area;
- how best to involve local people in neighbourhood activities and
- sharing experience about pilot projects that worked well.

The section **“Interregional co-operation topics in neighbourhood management”** was developed by all team members involved and summarised by two partners as “thematic couples” sharing their in-depth analysis of a theme. The contents here were based on past experiences and findings derived from thematic exchanges within the numerous project working groups and are intended to be used as specific guidelines, recommendations, checklists and reflections on a certain topic.

Key issue 3 - Understanding the individual POSEIDON partners' urban regeneration background

This section **“Urban renewal strategies and instruments of the POSEIDON partnership”** provides detailed information on the background of different national or urban renewal strategies and neighbourhood management traditions in which the POSEIDON partners and their activities are embedded. This should enable readers to understand and conclude to what extent it is possible to use the experiences gained for their own context.

Key issue 4 – Deepening the background information about special topics of good practice in urban regeneration issues in each POSEIDON partner area

In this section **“Specific issues of good practice in POSEIDON partner areas”** each author from each partner city individually defined and elaborated special and concrete examples of good practice which were considered to be most important and that have had an impact on past or current developments or are considered to be influential for the future. This provides additional practical or theoretical background information and presents a special regional issue and covers a wide range of topics. Among many others, the essays describe how to work with diversity in London Haringey and in Vienna, how to brand the image of an area by using participation methods in Amsterdam, thematic housing estate experiments in Vienna, evaluation of community development work in North Kent and participation as part of an urban development programme in Stockholm.



Last but not least, the **“Appendix”** of the Neighbourhood Management Guide contains a glossary of frequently used terms in neighbourhood management, developed by the partners to establish common ground and ensure better understanding in their discussions. Finally, there is a list of contemporary authors and their works that describe life in the six POSEIDON partner areas.

2. Learning from the POSEIDON pilot projects

Description and stories of pilots by every partner area seen from the viewpoint of the experts.

2.1. Vienna

2.1.1. Pilot project ANKER 10

Stefan Arlanch, Johannes Posch, Christoph Stoik

2.1.1.1. Objectives and goals of the pilot project at the local level

The main objectives of the pilot project ANKER 10 were to strengthen the communities in the neighbourhood, to establish structures and conditions for a constructive way of dealing with existing conflicts in the area and, last but not least, to improve the quality of life in the area. It is crucial to increase the bonding as well as the bridging social capital in the area. Both the bonding capital of the indigenous residents has to be enlarged in order to create bridging capital and their identity has to be strengthened to enable them to deal effectively with the migrants. The starting point of the project was to mobilise local potentials by involving residents in optimising the initiatives and services of the local council and by establishing self-organised activities in the area. This also refers to the aim of increasing linking social capital by connecting local residents with political and administrative stakeholders at local and district level.



By improving communication in a neighbourhood three goals can be achieved:

- Conflicts can be addressed and dealt with in a more direct way.
- Problems, needs and concerns can be communicated and exchanged between residents and the local administration and politicians more directly.
- Improved communication flow also increases the prevention level of potential future conflicts.

2.1.1.2. Description of the target area

The target area is situated in the northern part of the 10th district, Favoriten. The area is a mid-eighties municipal housing complex with around 850 apartments and 2,500 residents. The complex with mostly 5 to 6 storey buildings is organised into 41 so-called staircases each consisting of 20 to 35 apartments.

Specific for the housing complex is the high percentage of large apartments, with more than 3 rooms. Therefore the area is attractive for migrant residents, who usually have more children and therefore the need for larger apartments. Nevertheless this feeds xenophobic sentiments among some of the indigenous Austrian residents who perceive themselves as discriminated against and assume there is an overall strategy to settle migrants in "their" area. Despite the size and the lightness of the apartments many residents are not satisfied with the quality of the architecture. Public spaces in the area are outdoors – 4 quite green courtyards with playgrounds for smaller children and 2 fenced cages, one of which is locked. Indoors there are hobby rooms, which are mostly not used.

The impression of the area for a visitor changes throughout the year. In spite of the regular cleaning activities, litter and garbage are visible very soon afterwards. In the eyes of many residents the decline of the area is mirrored by the amount of litter lying around. People may

Learning from the POSEIDON pilot projects

get the impression of a low-value area as no one cares for it. As a consequence there is low identification with the neighbourhood and a negative image with again a low tendency to take care. This tendency is visible in the attitude of simply throwing things away.

Many residents have the impression of being left alone by local politicians and the housing administration. Frustration and fatalism cause anger about the housing administration and quite often an inappropriate way of addressing wishes. In addition, the housing administration often only gets an impression of an individual complaint via the call centre. In some cases a vicious circle is even started. The residents become more angry and violent and the housing representatives avoid contact. As a side effect the reduced identification with the area leads to a reduction in commitment to personal involvement in changing the area.

In relation to the surrounding neighbourhood the average age of the residents is lower. The reason again is a higher percentage of families with more children. It is striking that the perception of many of the residents differs to that of social institutions working in the area. While youth organisations perceive the situation as improved in comparison with the last decade - less violence, destruction and vandalism, fewer children to be seen in public space - the image described by many of the residents is quite different. They perceive a situation of decline. More noise, more problems, lower quality of life. On the whole everything is getting worse and worse.



In summary it can be stated that there is a negative atmosphere with selective perception. Among young people themselves, whose wishes have been disappointed several times in the past by broken promises by local authorities and the adults, there is the perception that the housing administration and the local district council leave them alone and do not care.

2.1.1.3. Strengthening local identity by the pilot project

The name of the project ANKER 10 is a reference to Vienna's 10th district, Favoriten, and the nearby ANKER bread factory. Despite its rather problematic economic situation and rumours that the factory will be closed down there is still a strong local connection to the factory and its name. Hence the name of the area is Ankerbrotgründe (Anker-Bread-Fields).

Social cohesion could be increased by focussing on common concerns of the people in the area and a joint approach to tackling these issues. We also tackled the negative image of the housing complex which is expressed by the selective perception of a declining area with a trend of "good people" moving out and "bad people" moving in.

The positive statements of residents in the film ANKER 10, produced by the team consisting of a number of interviews with residents, contrasted with the negative image. They described the area as liveable and a nice place with green spaces around, which is a strong contrary position to the common attitude of complaints and focus on negative aspects.

Many of the participating residents got the feeling that their living environment and their neighbourhood can be influenced in a positive way by their commitment and their contributions. By dealing with problems and conflicts and finding a way out of difficult situations the residents became more familiar with their neighbourhood and got the impression that the local authorities also care about what is happening on their housing estate.

The local authorities (district government, property management, city government) got a strong impression of the problems but also the potentials of the housing area. Their perception of the "Ankerbrotgründe" was positively influenced, local concerns are "anchored" in a professional but also emotional dimension. These factors are also important for strengthening local identity.

2.1.1.4. Project strategy

The main strategy was to create opportunities for participation and contribution via activation of residents. We did not focus on specific target groups, but tried to work with all groups of residents represented in the area.

First of all we were looking for residents who were willing and interested in contributing to the community. Secondly we paid attention to those groups in the neighbourhood who were regarded as problematic and who were easily associated with problems, such as young people and Austrians with a migrant background.

Not having a local “home-base” (office) in the area during the period induced us to undertake steady community outreach in the area which brought the advantage of being more flexible and focussing on activation prior to complaining (maintaining an office in the neighbourhood would have jeopardised our position as intermediaries). As one of the first working steps, interviews and talks with social and political institutions and multipliers in the area allowed a cooperative SWOT analysis of the area where many local – sometimes conflicting – perceptions were integrated. By interviewing a number of residents in public space, we created awareness of the project and interest in common issues in the area. These interviews were also used to produce a 17-minute video of the area. The main aim of the video was to show the diversity of the area in terms of lifestyles and cultural backgrounds as well as of local perceptions. The announcement of the presentation of the video was an incentive to participate in a residents' assembly and an easy start to the discussion. Based on the SWOT, a network approach was formulated in regular meetings with residents from specific staircases which enabled the identification of participants' common concerns and interests and effective work to be done on them. A line of action complementary to the network approach was to undertake many staircase talks. Mixed teams of male and female community workers visited residents of selected staircases and interviewed them about their perception of the area and what changes they thought necessary. In a second step all residents were invited to an assembly to continue discussing topics of common interest.

So the main steps to implement this strategy were:

1. Gathering knowledge about the neighbourhood, its residents and its problems.
2. Creating contacts and finding strategic and operational partners.
3. Activation of residents and creation of opportunities for exchange, networking and engagement.
4. In the networks and events we tried to create publicity and awareness in the area, as well as trust and confidence among the residents. This methodical approach was successful with all groups of residents – indigenous, migrants, younger and elder ones – due to a strong interest in the people's concerns and appropriate techniques to get in touch with them (e.g. talks instead of circulars, Turkish speaking colleagues in the project team, workshops with young people and schoolchildren etc.).
5. Starting from the needs and concerns of the residents – as soon as we had acquired the critical mass of awareness and atmosphere – we started to launch new initiatives and subprojects in the last year of the project.
6. In thinking beyond the end of the project we worked on the continuation of selected activities and on supporting existing networks.

Formulated more generally the working steps were: identification of local problems and challenges; definition of manageable goals; clear definition of tasks, responsibilities and dates and formulation of next steps. This was carried out with the involved residents, staircase and residents' assemblies as well as established local platforms. The focal points were always small spatial entities linked with concrete concerns of the residents.

2.1.1.5. Methodology, working strategy and project steps of ANKER 10

From a methodological point of view we started with a bottom-up approach and focused primarily on the needs and interests of the residents. After around two years we achieved a number of successes and more public attention in the area. More people knew and trusted us and we were able to initiate a number of sub-measures with elements of a planning-led as well as a socially-led approach.

Learning from the POSEIDON pilot projects

Specific elements of the methodological approach were

- **Intermediate position of the project team between housing administration, local politicians and residents.** Due to divergent interests we had to keep the balance between the interest groups. Although we supported the residents to concentrate on their concerns, we never took over advocacy for their problems. A key-point was to communicate that we would not be the residents' advocates. Instead we would be able to invite the housing administration into the process of social regeneration in a kind of local partnership.
- **Mobile approach in the field by community outreach.** We did not have an office in the area where residents could contact us. The benefit was more flexibility, a clear sign that we were around in the area for specific activities for a limited amount of time. People contacting us at the Area Renewal Office could be either invited to residents' assemblies or offered consultation for specific, individual concerns.
- **Activation of the residents.** One of the main goals of the project was to tackle the passive attitude, frustration and resignation. By taking the residents seriously in their responsibility for their area and by acknowledging their specialist knowledge of their direct environment residents were activated and motivated to participate in contributing to the improvement of their area.
- **Validating dealing with complaints.** Up to a certain degree complaining was allowed in the assemblies. The message in the assemblies was: what is necessary to change something? Who can contribute to the solution?
- **Organisation of common concerns in networks.** By evaluating the most important topics from brainstorming in assemblies, we mobilised people by diverting their attention from individual to common concerns. These can only be tackled with a joint effort. The residents were the active party. The role of the project team was to coach them and to remove obstacles to being active.
- **Networking approach.** The goals were both to strengthen and support existing networks and to establish new ones. Ultimately it is crucial to maintain the networks and secure a high level of sustainability. It was also key to involve decision-makers in the networks in order to start and implement projects with achievable goals.
- **Strategic alliances.** Due to limited personnel resources the project team closely cooperated with social, migrant and political institutions in the area. The street-workers assisted in contacting young people and getting a better knowledge of their needs, the caretakers were multipliers for the goals and activities of the project team, representatives of migrant organisations assisted in contacting migrant residents etc.

2.1.1.6. Concrete results of the project compared to what was originally intended

The results achieved in the project were close to our original intentions. It was clear that a project like ANKER 10 with a small operating budget would not be able to change either the situation of all residents in the neighbourhood nor everybody's perception. Nevertheless in the participation process new local opportunities were created, new perspectives were opened and new co-operation was established.

- The hobby rooms as rooms for the community were barely used before the project. This was also a strong symptom of the low social cohesion in the area. A few rooms were used by very few residents mainly for their individual private interests. But they were neither a meeting place nor spaces for common activities. Highlighting the rooms as an unused resource and supporting the residents in working on the adaptation and administration of those rooms was a strong incentive for the community.
- For many residents dirty staircases with litter lying around were also a symptom of the agony of the neighbourhood. Organising a joint cleaning day had a positive effect on cohesion and evidence of sustained tidiness stopped the spiral of negative selective attention – despite the negative expectations of most of the residents of the staircase.



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- The refurbishment of the playground behind the housing complex showed the increased awareness of local politicians with regard to insufficient infrastructure for young people and its negative consequences.
- The improvement in co-operation between the housing administration and the project team brought an improvement in services. The communication of the responsibilities of the caretakers and the needs of the residents lessened existing conflicts.
- The situation of young people was improved by focussing on conflicts associated with them. (Initiation of round table discussions, securing space for young people etc.)

The small network projects (on the staircase level) had two main functions

- Real improvements in the perspectives of the people affected;
- Success stories which broke the spiral of passivity and mere complaints.

2.1.1.7. Success and good practises of the project

- A local partnership between politicians and administration was established. Residents were also integrated in some top-down projects of the local authorities – such as the adaptation of the playground behind the area.
- A number of networks and assemblies provided residents with the opportunity to contribute to the improvement of their area.
- Many small steps towards visible improvements were made together with the participating residents, experts and authorities.
- A number of goals were reached with the production of the film ANKER 10: creation of awareness in the area, establishment of a number of contacts, increase in the interest of the residents in the area, the showing of the film was a good incentive for residents to join assemblies, the topics addressed in the film were a good starting point for discussions in the assemblies.
- A clear concept and methodology in the assemblies to establish common issues was useful. Sending out the minutes of meetings and informing other residents who had not attended the assemblies was important to show the importance of the local co-operation and to stay in touch with residents.
- The outreaching approach of inviting residents to join an assembly in a personal way by knocking on their doors, informing them face-to-face and leaving a leaflet was useful. A written invitation left in the post-boxes would not have had the same impact.
- Unobtrusive public relations in order to prevent a stigmatisation of the area. Instead, word of mouth advertising, events and interventions in the public space within the area and personal invitations. Close co-operation in terms of PR with the local authorities. Focus rather on successes than problems.
- Impulse in the professional community through the film. Cooperative discussions with the topic “structures of representation”. Focus on the topic of migration in the event “tolerance in the social housing sector”.



2.1.1.8. Current challenges the project is facing

A current challenge, which also existed from the very beginning, was to achieve a high level of sustainability of the implemented processes and achievements. The goal of establishing sustainable structures for dealing with conflicts in a productive, positive way can only be reached when the networks, which are the crucial platforms for exchanges and debates, are maintained. So far the project team was in charge of inviting people and facilitating the assemblies. The challenge will be to find and support residents who want to take the responsibility for the small local networks and the related processes.

The EU-project focused international attention on the area. Therefore, local politicians and the housing administration had an interest – as they sat in the shop window – to present themselves in a positive way. The current and future challenge will also be to maintain their interest and care after the end of the project when international attention is gone.

In the neighbourhood there are two conflicting streams of sentiments: one of a constant decline, which was strongly visible among the old Austrian residents. According to their point of view things are getting worse. The past was good, the future will be ugly. The other perspective was that the environment can basically be influenced. According to this point of view things can be changed and it is worth participating for community issues. The current and future challenge will be to strengthen the latter perspective and to prevent negativity and grumbling prevailing.

2.1.1.9. Shortcomings and failures

In order to achieve an improvement in social cohesion in the target area more long-term community work is necessary. The networks have achieved islands of improved communication, but more time would have been necessary to involve more residents in exchange processes with other residents. The gender perspective has not been sufficiently highlighted and addressed. Specifically in terms of the playground in the backyard of the area more can be done for the girls. In terms of branding and communication of the services and offers more could have been done to reach a higher degree of public awareness. The housing co-operation has a rather short-sighted perspective by focussing primarily on financial issues. Investments in public space are missing.

2.1.1.10. Lessons learned and experiences

Lessons learned and the experiences of the project team refer to all three kinds of social capital. The establishment of the strategic local platform with the main players in the area (local politics, housing administration, city council, project management level) was the key to getting support for the project. On this level it was also possible to encourage the housing administration towards better co-operation. This platform definitely enhances the linking social capital of the area and provides the opportunity for policy makers to improve their local measures (e.g. operational shift in co-operation with the housing administration and local politicians). So necessary co-operation between residents and institutions was enhanced by these strategic local platforms.

Despite maintaining the intermediary position of the project team and the steady focus on activation and integration of local residents, project activities partly shifted from community-led approaches to planning-led approaches. Planning-led approaches were integrated after having achieved the critical mass of awareness and publicity in the area. A part of this shift to planning-led approaches is the fact that strategic alliances and other institutions worked on topics brought up in the project (representation of residents, participation, tolerance etc.) and integrated them into their plans.

Bonding social capital was clearly enhanced by the project activities such as the efforts to establish self-organised structures in the area (e.g. hobby rooms) which had considerable success. Also the establishment of various networks and local assemblies improved bonding capital as residents could work on their issues and were facilitated and supported by the project team leading to a strong identification of residents.

Only focussing on groups associated with problems in the area such as migrants and young people would have reinforced the sentiments of disadvantage among the indigenous Austrian residents. Therefore it was useful to include all of them in our initiatives.

2.1.2. Pilot project - WOLKE 7

Angela Eder, Franz Denk, Volker Dienst, Johannes Kraus

2.1.2.1. Objectives and strategies of the pilot project *WOLKE 7 / Kaiserstraße*

The goal of the project was to put certain neglected features and qualities of the Kaiserstraße back into the focus of public perception by setting new impulses (space, economy, social, structural and cultural) for an extensive revitalisation of the street as such. The idea was to develop new approaches for establishing the necessary framework for a revaluation of urban development of this inner-city residential and working area.

The main strategy of this pilot project was the strengthening of the identity of the target area, not in the sense of exclusion or competition ("here is my street, my turf, over there the other"), rather against the background of common needs tending to be left behind by increasing globalisation.

Questions of how to meet this challenge:

- How can we think of identity and global tendencies together? What are the strategies for profiting from such mutual openness and not falling back into a "ghetto" situation?
- What are the strategies for building identities and how does one get actively involved in a process of awareness / gaining confidence in one's own past ("street of history/histories")?
- How does the latter correspond with new and innovative developments in the street itself (new shops opening and new apartment buildings)? What are the forms for initiating such a relationship?
- Where is it necessary to overcome certain inhibition levels, and how can we reduce prejudices (creative industries)?



The starting point of the project activities was the endogenous potentials of the target area. The participation of local actors and the encouragement of self-empowerment was an important task of the project for raising awareness of these potentials among local people. This covered taking advantage of one's own resources (aimed at the businesses) and achieving sustainability of the participation process. With a series of project activities and working fields over the period of the given 2.5 years and in collaboration with the public, numerous network partners and public and private sponsors and new participatory solutions were developed.

2.1.2.2. Description of the target area

The Kaiserstraße, with its length of 1.6 kilometres one of the longest streets in the 7th district of Vienna, is considered to be the traditional heart of the "Schottenfeld" area. Its impressive topography is characterised by its straight and rather narrow cross section, which also allows traffic space for the No. 5 tram, the oldest tramline still running in Vienna.

Continuous building, with the establishment of new business premises and companies on the one hand, and increasing traffic and a number



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of vacant traditional shops and businesses on the other, mark the contemporary face of this street.

The past years have brought increasingly negative developments and their influence on the economy and the quality of life has reached a rather alarming peak. As in other shopping streets traditionally small and medium-sized shops have moved to more affordable areas, some of them simply had to close down. Supermarkets usually tend to move to more frequented areas resulting in increasing rationalisation. The strong competition of popular and more prominent shopping streets concentrates purchasing power, movement and action. The vacant shops remain empty. The "neglected" image of the street also has a direct negative impact on the people in the street as well as on the willingness for a process of identification. The result is an increasing loss of image and a decline of economic attractiveness, living and working quality.

Problematic as it may seem, this situation offers a challenge for a new structure in line with integral strategies and sustainable visions. Accordingly the project *WOLKE 7 / Kaiserstraße* took up this challenge as its point of departure in 2004.

2.1.2.3. The target groups of the project and the related activities

The main target groups of the project were business people and residents of the area.

The intention of the project concerning **business people** was to enhance self-empowerment and self-confidence as well as supporting non-profit organisations and undertaking more activities in the area. Analysis and continuous project work showed that there are a lot of old and traditional business premises which are not sufficiently equipped with the expected resources and up-to-date technology of modern communication – websites, e-mail or even mobile phones are not as common as one might think. Among the group of entrepreneurs one has to take into account that almost 30% cannot be reached via website information, mailing list or even newsletters. This means that classical information and consultation measures such as personal visits and letters are necessary in order to induce any form of co-operation.

This fact had not been anticipated fully at the beginning of the project. Personal talks and interviews are much more time consuming than sending e-mails and newsletters, and do indeed exceed the appointed budget as well as staff resources. Therefore, the decision was made to concentrate on each specific group within the framework of the process, instead of remaining on the level of information. With this decision a successful approach towards the group of entrepreneurs was achieved. Landlords were the focus of the last year of the project.

Specific results of these activities were the huge success of the participation process itself, a strong involvement in the process by all groups, many personal contacts, a revival of the association of the IG businesspeople and many informal and official events, meetings and activities such as HINTERHOF 7 (since 2003), "Kunstsackerl Kaiserstraße" (2006) or sidewalkCINEMA (since 2005).

Within the target area of the Kaiserstraße, **residents** were the hardest to reach, despite the fact that the 7th district has a very high population density. Given the resources, only the participation level of qualitative consultation over the period of the last year of the project was within reach. Via information about the target area, activities and events like the residents' workshop in September 2005, within the framework of the annual festivity during HINTERHOF 7, it was intended to integrate residents into the development of project activities and the improvement of the area. The various events attracted a large number of people and resulted in a change of perception of the street as such. Activities and sustainable information follow-ups to the events are intended.



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The main goal of the last year of work will be to focus on the active participation of the house owners of the area. More information, consultation as well as very specific co-operation, e.g. short film festival, cultural events and HINTERHOF 7, has been undertaken. The intention of these activities was to encourage the homeowners to participate more in the development activities for the area, to establish identification for the whole target area and not only for one's own property and to promote ideas to tackle the problem of vacant premises etc.

Over 100 **houseowners** and their legal representatives have been contacted, but the approach tends to be very difficult as the process of participation takes much longer compared to the other target groups. One special workshop was offered for this target group, but despite a magnificent audience, the participation on the part of the landlords was rather low. Nevertheless a continuation and further interviews are planned.

2.1.2.4. Setting new impulses for improving the area

One main strategy of the project team was to give new impulses for improving the area. Artistic and cultural events in the street, new building and renovation projects, unusual visions of landscaping, and new ways of using the target area have been cooperatively developed and formulated. The communication of such ideas and plans, marketing and PR strategies to point to the strengths and qualities of the target area as well as the potential for change within the target area has been a further important strategy of the project.

Contrary to the usual and rather one-sided attempts at bringing together art and commerce, such as "top-down" or "bottom-up" strategies, this project, aware of the multi-layered connections this/a street has to offer, stresses the equality of the various levels. By setting new impulses the project creates synergies among management, clients, the artists, the residents (new innovative marketing strategies like "Kunstsackerl Kaiserstraße"). Artistic and cultural activities bring new impulses which show that innovative ideas in the fields of art in public space and the economy create awareness for a specific area. This field of action has been a huge success, therefore some elements are intended to undergo further analysis and should be pursued even after the end of the project.

2.1.2.5. Communication strategies of the project

Besides what have become rather classical modes of involvement such as residents' meetings or future workshops, one focus of the communication strategy is the project website and the working approach of oral history. The project website gives a comprehensive overview of the project activities (e.g. events, newsletters, documentation) and information about the area (e.g. shops in the street, local institutions). Personal talks and interviews have gathered knowledge about the history of the area which was used to formulate stories that are posted on the website making them accessible to everybody. This combination of work and project functioned as an incentive for further identification with the target area and was very well received by the public in the target area. With few exceptions there was great interest in the interviews, which then led to a higher level of participation in the project.



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2.1.2.6. Lessons learned and experiences: success elements; good practice elements; shortcomings and failures – based on the outcomes of the assessment mission

The process of participation on the part of the entrepreneurs can be described as highly successful. Within the time period of one year the association of the IG (community of interests) of entrepreneurs in Kaiserstraße, inactive for years, was successfully reactivated. A

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new chairperson was elected in autumn of 2005, many new members are now part of this association.

As early as 2004, in co-operation with the entrepreneurs, Kaiserstraße underwent a process of revival; the tradesmen became active partners in all events, quite a few of them offer their spaces for events. Also the level of self empowerment has significantly increased over the past months (e.g. development of a new logo for Kaiserstraße and the specially designed new carrier bag for the street, currently in production).

The active involvement of the landlords is more complicated. Despite intensive efforts there was not the expected success. As an answer to this situation, new strategies are currently under development. These involve city authorities and politicians in order to encourage new plans for this process of activation.

This activation process is restricted in its effectiveness by a limited budget, especially with regard to residents. Generating more interest through concrete activities in public space such as "Kunstsackerl Kaiserstraße" and "sidewalkCINEMA" is a major goal for the future. But also here, the process takes longer than three years.

Personnel and financial limitations, the former implied by the latter, have hindered the process to an extent which could hardly be anticipated at the beginning. In order to "coach" a shopping street with over a hundred buildings and more than 100 businesses, a part-time employee would be needed, if not an organised office to cover all the different needs, to communicate and to suggest, develop and realise specific solutions.



In the case of the street's association of the IG entrepreneurs, thanks to the process of participation, a new awareness of the neighbourhood was achieved. Further steps in the direction of self-management can only be taken if such an awareness, which was neglected due to weak communication, mediation of knowledge and public awareness, is generated. This first step was successfully taken by *WOLKE 7 / Kaiserstraße*: The slogan "Everybody knows the Kaiserstraße" ("Jeder kennt die Kaiserstraße") marks this step as media effective.

2.1.3. Vienna – from the view seen by 5 partner areas

2.1.3.1. Vienna perceived by Amsterdam

The Vienna experience: 'Alles wird überdacht'

To tackle social issues, the ANKER 10 project focussed on conflict management, aiming at four points of interest (to activate residents to become involved in their local environment, to improve public green areas, to improve housing and to start cultural activities).

Very recognisable was the problem how to deal with language and different cultural backgrounds in getting people involved in the process. We were inspired by the gentle approach of top-down intervention and bottom-up mobilisation in the ANKER 10 project. The methods used were appealing: street interviews, neighbourhood monitoring, film productions and building strategic alliances (also political). To our notion, the concierges could be further trained in intercultural work and knowledge, informing and motivating people and fostering social behaviour.

Compared to our rather drastic urban renewal programme, the gentle urban renewal approach of the City of Vienna looked very friendly to us. Focusing on the existing housing stock as the starting point of the renewal process has a less radical effect on social relations in the neighbourhood. Another interesting point of the urban renewal policy of Vienna, is the establishment of Area Renewal Offices (especially the ARO new style), which are managed

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by an interesting combination of urban planners and neighbourhood managers. This observation has been translated to our local organisation: neighbourhood management and urban renewal have intensified contacts.

Something that caught the eye was the many 'prohibitive' signs in the public space of ANKER 10. Almost everything was prohibited and we were wondering whether positive signs would have been more effective!

In spite of the efforts of the involved residents, we had the impression that the hobby rooms were not fully used. In terms of the use of the hobby rooms the pilot project did not create intercultural exchange.

In the WOLKE 7 project, we were interested in the use of creative forms and methods of bringing parties together; the bridge between young and old people and the coloured glasses for hotspots and cold spots. Another point of interest was the way shopkeepers were incorporated into the project and how they regained confidence in local authorities. Classical participation processes mostly lead to middle-of-the-road solutions. The use of artistic methods in WOLKE 7 showed many inspiring and imaginative solutions.

More attention should be paid to the social function of the public space in the street. It is important for people to feel involved with their neighbourhood and that they see the public space as a social meeting space. This could be achieved by having more places for recreation in the street. The experiment with the bench on a former parking space is a good start. The percentage of the pedestrian area in a street is very important for the impression of a street. By increasing the percentage of the pedestrian area, the street would look much nicer and people would feel more comfortable walking and as a result go shopping in the street more often.

The experiences in Volkertplatz were very stimulating. The way the refurbishment of a public square has been carried out, was an example to us. Gathering the interests of local residents (young and elderly people), the people living around the square and the merchants on the market has been successful in spite of all differences.

2.1.3.2. Vienna perceived by Genoa

Strong structure for neighbourhood management, referred to the city of Vienna Gebietsbetreuung Neu as the new branch of GB Classic. Even if participation is not as strong as in UK, the years' old dialogue culture makes a very fertile ground for inclusive processes. The long tradition in social housing also created a solid ground for conflict and tolerance problems. The approach of working through micro relations and empowerment seems very successful and we tried to learn from them.

2.1.3.3. Vienna perceived by London Haringey

The city of Vienna is an elegant, artistic place with wonderful coffee houses, efficient trams and, of course, Sachertorte. When we first visited in 2004 we were therefore slightly surprised to find a fully functioning brothel, complete with red neon light, on the street corner just down the road from our hotel, which was in one of the disadvantaged areas.

In common with our experiences in Haringey, Amsterdam and Stockholm, we saw that most immigrants and asylum seekers lived on the outskirts of the city. On that first visit we learned about a project entitled the Grätzelmanagement which sought to involve mainly Turkish immigrants and their families in having more of a say in the area in which they lived. We attended a large open air event in one of the local squares: this featured singing, dancing and Turkish food – we felt quite at home as we have a significant Turkish population in Haringey.

We were also taken on a tour of the Second District of the city and were shown a number of physical improvements, such as a play area for young children and youth, which had been undertaken after consultation with local residents. The Viennese concept of social housing was of great interest to us, as we have many problems with housing in Haringey: we currently have high numbers of homeless families in London and a lack of decent, affordable social housing. The UK, and London and the south east in particular, suffer from an

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obsession about making money from property. This means that in London cheaper accommodation is frequently acquired by absentee landlords who then rent it out without looking after either the occupants or the property itself.

Subsequent visits have been to the two areas where the POSEIDON pilot projects have been taking place. One of these, ANKER 10, is working to improve the lives of people living on a large 1980s-built housing estate which has a number of problems. The other project, WOLKE 7 (“Cloud Seven”) is working to revitalise a tired shopping area, the Kaiserstraße.

ANKER 10 is seeking to promote social cohesion and integration among residents who live on the housing estate, which is on the outskirts of the city and reached by a couple of long (to us) tram journeys. Although the estate was only built in the mid-1980s, it is seen locally as a problem area and is now inhabited by many immigrants. Anti-social behaviour is an ongoing problem.

Staff have been working with residents to promote the use of “hobby rooms” – community space – on the estate, and some parties and other events have taken place there. They have also conducted interviews with local residents and have made a film about the estate and its people. A programme of environmental improvements is also underway. One of the main issues with this project, as with WOLKE 7, is what will happen once the POSEIDON funding has ended. When we visited to undertake the assessment of the pilot projects in Vienna, a local politician was present and gave his commitment to the continuation of the ANKER 10 project.

We were very impressed with the innovative ideas and events which have characterised the WOLKE 7 project in Kaiserstraße. The project team have been working with artists and film makers to devise new and exciting events to capture the imagination of existing shopkeepers and residents, and to entice new potential shopkeepers and entrepreneurs into the area. This approach is working and occupancy rates of vacant units have increased significantly over the lifetime of the project.

We particularly liked the short film festival where films were projected onto screens in vacant shop windows, and benches were placed on the pavement so people could watch the films in relative comfort! These approaches have given us lots of ideas and we might try some of them out in Haringey. We were impressed with the enthusiasm of the established shopkeepers, who admitted that they had been cynical at the beginning of the project, and with the enthusiasm of the project team, local residents and the artists.

2.1.3.4. Vienna perceived by North Kent

In Vienna, the project team at ANKER 10 have achieved a significant breakthrough with local residents in terms of the development of vertical linkages between residents, decision-makers and administrators. This is evidenced by responding to residents’ needs in terms of the opening up and use of the hobby rooms, the proposals for the play park, the series of workshops, specific interviews with immigrants, and the involvement of residents in the making of a film of the area. Thus, common issues have been addressed through the mobilisation of structures and local groups with a voice to reflect priority issues, and the power to co-operate with agencies to address these issues. The project team have been proactive in enabling community empowerment, and in instilling confidence among residents to deliver actions. Thanks to these efforts, the value of the area as a pilot for other renewal offices has been demonstrated, primarily since actions are carried out ‘with’ residents, rather than ‘to’ residents.

The hobby rooms demonstrate real potential for becoming focal points for the community, and their scope should not be underestimated. A number of potential small actions are clearly being considered by the project team, who evidently recognise the value of small interventions in making big differences.

The WOLKE 7 project showcases great innovation in tackling a common neighbourhood management problem, using art-based community activities to encourage social and economic activities and bring vitality back to a run-down area. The growth and development of a local business forum has been critical to the success of the project, which has demonstrated rapid growth inside of one year, and has embraced information technologies.

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WOLKE 7 have showed confidence in developing a 'brand image' – a bold step which has yielded strong results. They have also most successfully involved the community via the shopping bag competition – a simple and cost-efficient exercise that has promoted the aims of the initiative extremely well to local young people, who will be able to trickle the information back to their families.

WOLKE 7 have also achieved a successful balance of interaction between the business and customer users of the shopping area, to ensure ultimate engagement and interest. The value and contribution of the district mayor cannot be understated – the close working relationship between the project team, the local business forum and the mayor have given political credibility and integrity to the actions delivered.

The key message from WOLKE 7 is 'do not be afraid to think outside the box'. Innovation has been demonstrated in the branding exercise and shopping bag competition, and in the mini-project where a film was shown in a shop-front, necessitating the temporary removal of car parking spaces for seating. As the project leaders challenge givens, so they encourage residents to do the same, and be unafraid to broaden their horizons and aspirations. This can also act as a lesson to other project leaders elsewhere. It should also be stated that WOLKE 7's overall approach to the issue of vacant business premises has broken the mould.

2.1.3.5. Vienna perceived by Stockholm

The work within non-profit associations in WOLKE 7 is very interesting. It is a good idea to involve project managers and citizens in realising improvements in the area, with their own power they can work together on different issues for improvements in their area. They are also responsible for the budget and time-schedule, evaluation and small changes of strategies. This bottom-up perspective is interesting.

They are also brave; they face problems of different character in the area (both positive and negative, for example ethnic antagonism) and work with them, try to handle these issues and create practical activities and meetings, together with residents and other actors in the area.

The film in ANKER 10 is good example of how to use modern technology for improvements in areas. Since Vienna has a pragmatic attitude and tries to solve problems as they come up, we think that they sometimes can lose the long term perspective for example the gender and safety perspectives.

Another difference is the fences between houses and their backyards in Vienna (ANKER 10), which do not open up for social life and meetings within the area. In Stockholm we try to open up boundaries between people to create possibilities to come together around common interests.

2.2. Amsterdam

Anja Boon, Rob van Veelen

2.2.1. Pilot project WIJKWEB - the idea of a “neighbourhood web”

2.2.1.1. Target Area

The urban district Geuzenveld-Slotermeer is situated on the western edge of Amsterdam. Both Geuzenveld and Slotermeer were built in the 1950s as part of the General Expansion Plan (AUP) by the famous Dutch urban planner Van Eesteren. Based on Van Eesterens philosophy of a rather strict separation between function such as housing, public spaces and economic activities, approx. 18,000 new houses were built to mainly accommodate young families from inner-city areas. Light and spacious low-rise buildings were built with large green semi-public spaces in between. Due to a shortage of building material, labour and financial means, (as the area was built straight after World War II), the ambitious ideas resulted in a less varied and sustainable environment.



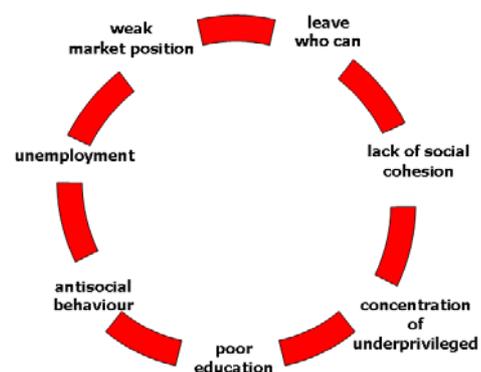
Half a century later, Geuzenveld-Slotermeer has become a less popular residential area facing increasing socio-economic problems, in spite of its central location within a dynamic urban district; the ‘ZuidAs’ (Amsterdam’s International Business Hub) and the ‘Westelijk Havengebied’ (the harbour), Schiphol Airport and other important cities such as Hoofddorp, Amstelveen, Haarlem and Zaanstad, each some 20 minutes apart, make the Western Garden Cities the heart of an economically dynamic region.



The number of inhabitants decreased by as many as 20,000 between 1967 and 1987, a decrease of 37%, which is mainly due to the outflow of families leaving Geuzenveld-Slotermeer. This has been the start of an ongoing downward spiral that seems to be very hard to turn around:

The monotone housing supply (rather small flats with low rents) leads to a flood of middle-class households to other parts of Amsterdam or even other cities and villages in the region. Their places have been taken by lower income groups, mainly consisting of ethnic minorities. This high ‘turnover’ of tenants negatively effects social cohesion in the area.

These new residents often face low socio-economic positions, their children often do less well at school. This in turn leads to a reduced chance of getting a job, which leads to a poor image of the area on the housing market. As a



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consequence, people who can afford it will leave the area again, being replaced by people from lower income groups and so on.

2.2.1.2. Two main strategies for neighbourhood development

The urban district's local administration started two different strategies to combat the issues mentioned above (see section 4.2. for detailed information). In the late 90s, the **urban renewal** programme started, as part of a nationwide programme under the name 'Grote Steden Beleid' (GSB) (Policy for Large Cities), aiming at an integrated (physical, social and economic) approach to neighbourhood development. This top-down approach is being implemented in close corporation with housing corporations. By the year 2015 its radical programme should lead to an attractive area for living, working and recreation in Geuzenveld-Slotermeer.

Parallel to the urban renewal programme, the urban district developed **Neighbourhood Management** as a second strategy to improve the overall living standards in the area. The neighbourhood management programme aims at

- better interaction between the demand by residents and the supply of services by local government;
- shared responsibility by residents and local government for their neighbourhood;
- empowerment of local residents.

2.2.1.3. The concept WIJKWEB

The concept WIJKWEB originated from a rather theoretical approach of a neighbourhood: a neighbourhood accommodates several **functions** (such as living, working, recreation, infrastructure etc.) which are used by several **actors** with different **activities**. Increasing social cohesion, improving the social environment and preventing drop-outs from society are arguments to connect different functions, actors and their activities to each other. POSEIDON pilot project WIJKWEB, with a focus on setting up these kind of strategic alliances, has been integrated into the broad range of neighbourhood management policies.

Based on the above principles, the set-up of a WIJKWEB is considered as a new and innovative instrument or strategy of neighbourhood management. A WIJKWEB is a neighbourhood network where (public) organisations, the urban district civil service and local residents work together on the development of the community.

Three main characteristics of a WIJKWEB are **situational co-operation** between public organisations, the urban district civil service and local residents from a **shared view or common interest** on a theme or issue where **flexible and strategic alliances** between stakeholders (residents, professionals and representatives of the urban district administration) form the backbone of the WIJKWEB.

Realisation of co-operation between local residents and other stakeholders will only last and be successful when it is based on **common interests**. As these common interests may differ over time, flexible and strategic alliances are of major importance to realise successful co-operation. Working together based on common interests will activate local residents and stakeholders to participate, which in turn can lead to a **facilitating** role of the local administration, instead of a directing and organising role: all stakeholders, including residents, are willing to act and to be involved because of their interests in the issue!

Depending on the issue or theme, the composition of the WIJKWEB will differ. Based on the relevance or topicality of the issue, WIJKWEBs will appear and disappear.

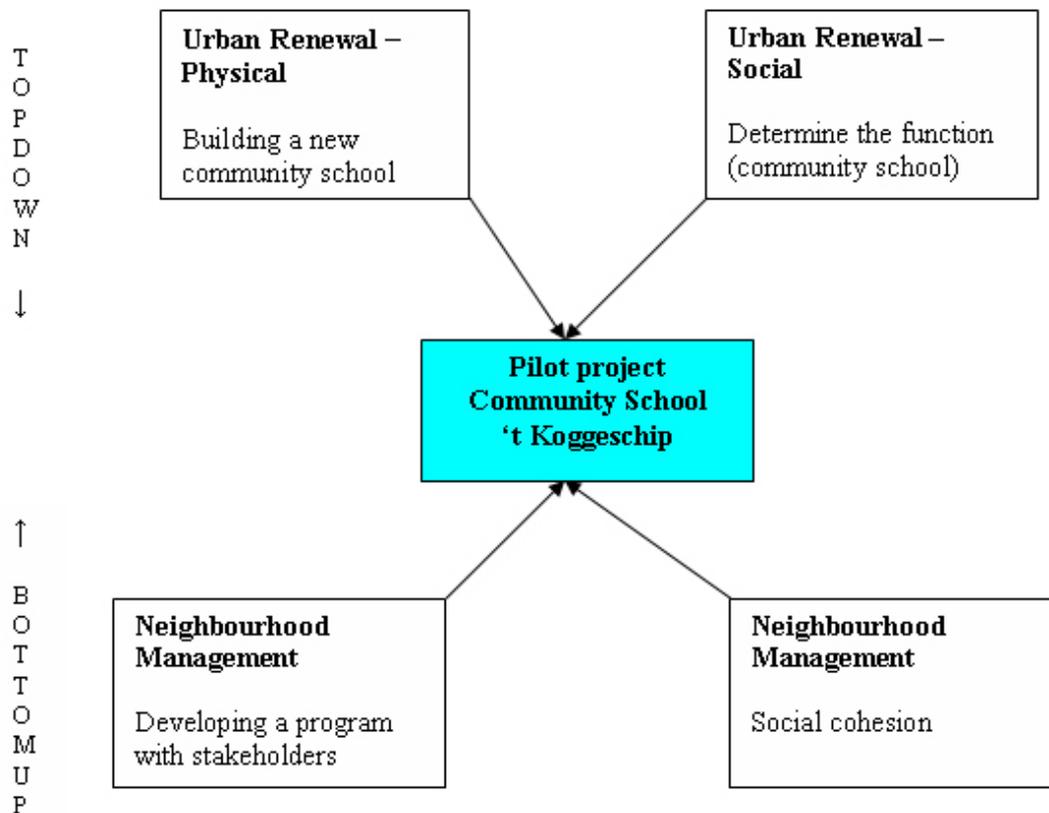
2.2.1.4. WIJKWEB - Community School 't Koggeschip

The theoretical concept of a WIJKWEB has been translated into the pilot project 'WIJKWEB - Community School 't Koggeschip'. On a strategic level, the realisation of the district's first community school combines the two approaches to neighbourhood development in the urban district:

- Top-down approach: the construction of a new school building is part of the large urban renewal programme within the district. The function of the school (a community school), its location, architectural design and so on, have been directed top-down.

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- Bottom-up approach: the actual programme of activities in the community school, especially the neighbourhood activities, have been developed as a bottom-up process resulting in the WIJKWEB 't Koggeschip. Neighbourhood management has been crucial to this process.



On a practical level the development of the WIJKWEB 't Koggeschip has its focus on the bottom-up side of the concept; the main aim of the pilot project was to develop a programme of activities for and by local residents, which would lead to a sustainable network of relations, thus increasing social cohesion in the neighbourhood. Other aims of the pilot project are

- involvement of local residents in the community school;
- involvement of the community school in its neighbourhood;
- a well-balanced population of schoolchildren, reflecting the population in the neighbourhood;
- marketing of the community school;
- increasing the responsibility of schoolchildren and their parents for a well functioning community school;
- demand-based programme of activities, aiming at development, meeting and recreation;
- empowerment of local residents.

In WIJKWEB 't Koggeschip, the primary school 't Koggeschip, welfare organisation Impuls, local residents and the urban district administration jointly work in this **situational corporation** to set up a programme of activities, based on a **shared view or common interest**. This common interest can be described as a programme of activities matching both the needs of local residents, the vision of the primary school towards this community school ('development of talents' is the slogan), the wish to offer (social) activities by Impuls and the local administration's aim to increase social cohesion, diminish social tensions in the neighbourhood and empower local residents by stimulating active participation.

The programme of activities depends heavily on **flexible and strategic alliances** between suppliers and demanders of activities. Obviously, some relations will be sustained, others will just disappear in time when demand decreases.

2.2.1.5. Initial set-up of the pilot project - and what became of it!

The initial set-up of the pilot project focussed on close co-operation between the three main institutions related to the new community school: the primary school, welfare institution Impuls and the district administration, especially neighbourhood management. Neighbourhood management was to represent local residents, who would gradually become involved in the process of creating a programme of activities. On the new building becoming operational, local residents were to be an equal partner in the structure of the use of the building.



An independent process manager was appointed to bring these institutions together, to come to final agreements on the use of the building, opening hours, responsibilities and so on. The main responsibility of the process manager was to develop the organisational structure of the community school, resulting in a three-layered structure:

- Maintenance Commission: representatives of the three main stakeholders are responsible for the logistics and financial management of the building and its activities;
- Programme Commission: (other) representatives of the three main stakeholders are responsible for the actual programme of activities in the community school;
- Programme Council: the – not yet formalised – residents' platform responsible for input from the neighbourhood for the Programme Commission.

The process manager basically focussed on the two managerial commissions and their roles in the overall management of the community school, leaving the participation with residents to neighbourhood management.

Although it has always been the intention for the neighbourhood manager to set up a broad participation process, it was never foreseen that participation would become so successful and hence time-consuming! The neighbourhood manager appointed therefore an almost full-time 'WIJKWEB coordinator' (assigned from the district's administration), who was in charge of participation.

Several methods were used to build up the WIJKWEB and to stimulate residents to take part in this pilot project. The initial plan was to create a group of approx. 15 residents who would actively participate in the WIJKWEB. Potential members were recruited from the network of the neighbourhood managers and were to be representative of the local population. Advertisements were placed in the neighbourhood management offices ('Steunpunten') to announce meetings and to call for residents to join the meetings. The most effective method, however, was canvassing the networks of local residents and sending newsletters. The neighbourhood manager and his team played an important role in addressing people from different socio-economic or cultural backgrounds.



In order to lower possible thresholds as much as possible, meetings were held in **different time slots** (both in the afternoon and in the evening). This enabled parents with (young) children to attend meetings as well as working people. To make sure that people attending meetings at different times would have the possibility to meet each other, soup dinners were organised in between the afternoon and the evening meetings.

Varied styles of meeting were used; the meetings took on a more informal character as the process went on ('classical meetings prohibited!'). Giving quick **feedback** by means of newsletters and by photo impressions of previous meetings kept the momentum going. A

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very important aspect of the meetings was to make participants **feel at home**, important, welcome and wanted. Cookies and sweets, fruits and refreshments were at everyone's disposal without having an official 'coffee break'.

The number of residents attending the WIJKWEB meetings has always been much higher than expected (up to over 50 per meeting). In total more than 95 people signed up for being actively part of the WIJKWEB, while over 300 people and institutions are very interested and would like to stay informed on future developments. This rather huge amount of WIJKWEB members was not foreseen at the start of the project! Excluding people from taking part in the WIJKWEB was absolutely out of the question (active participation and thereby empowerment of residents is one of the main aims of neighbourhood management in the urban district), so the set-up of the WIJKWEB meetings were just altered to accommodate such a number of people.

As a consequence of this voluminous character of the WIJKWEB, the decision-making process slowed down. Therefore, so called 'dot-voting' was introduced to fasten prioritising among the very extensive list of possible activities in the community school: In one of the meetings of the WIJKWEB, participants were asked to express a clear preference by using four different colour stickers (dots). Participants were given just a limited number of stickers, which forced them to consider very well which activity would get their 'vote'. The yellow stickers were given to activities in the category 'please organise for me'. Green stickers involved activities in the category 'I would like to organise this activity myself'. Blue stickers covered ad hoc wishes for activities and the final one, red stickers, indicated activities in the category 'a highly lacking activity in our neighbourhood perceived as such by not just me'.

As a result a list of activities was identified by the WIJKWEB members. This list was the starting point for further actions. Suppliers of these activities were contacted (both professionals as well as from the personal networks of WIJKWEB members) and a schedule was prepared (which activities could be offered where and when and what would be the costs).

In addition to the WIJKWEB meetings, events were organised to present the results of the WIJKWEB meetings to a broader audience. A 'WIJKWEB Market' was organised where providers of activities could give a first glimpse of possible activities in the community school and where the first concept of the programme of activities made by local residents was officially handed over to the local urban district's mayor.

The initial idea to form a Programme Council as a representative delegation of the neighbourhood has been rejected by the members of the WIJKWEB. Actually, the WIJKWEB members do act as a Programme Council. At one of the meetings (June 2006), all 60 present were involved in advising which activities should be carried out. It was also agreed at this meeting that further WIJKWEB activities should be thematically clustered around two main issues: 'cultural activities' and 'music'. These two 'platforms' will be organised by some institutions working in these fields of interest. In addition to these two platforms, the WIJKWEB will meet three times a year (approximately) to generate new ideas and to evaluate the latest developments. The platforms are more focused on the practical implementation of activities.

2.2.1.6. What was strong and what went wrong

Much can be said about the pilot project; it was the first time that the district started such an overwhelming and promising participation process, which turned out to have its very own dynamics and created a lot of positive energy, not only in the neighbourhood but also in the district's administration. However, some major points should be mentioned here.

When looking at the ten guidelines for effective participation (see section 3.2.), not all guidelines apply to the pilot project WIJKWEB. In this particular case, *not* to be clear on what is 'on offer' and what kind of limits and opportunities might influence the process, did no harm. On the contrary: the **flexibility** of the participation process and of the possible outcomes contributed to the success of the project. Participation was open to all, meetings were offered at different time slots and no pre-designed outcome (other than a programme of activities) hampered the outcomes. However, every advantage has its disadvantage, as Johan Crujff would say. The other side of the coin is a possible lack of a clear framework,

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leaving expectations to run wild. Expectations management is therefore a point of special attention.

Other guidelines did apply, such as the **involvement of all key participants** right from the beginning. This led to broad support in the neighbourhood and contributed to the success of the project. All meetings were open to anyone interested and photo collages gave impressions of previous meetings for people who were unable to attend them. The WIJKWEB meetings were also open to (local) institutions, so contacts could be established and information could be exchanged.



One of the main successful elements of the project has been the so called 'Wouter method' of participation (see also 4.2.). **Providing safeguards** for residents by personal attention and an informal way of meeting (no 'classical meetings') created trust and credibility and facilitated the process.

Other successful elements identified by the international assessment board and the internal evaluation of the project are

- development of representative network of residents;
- paid job for some of the volunteers (in the near future);
- activating citizens from various communities;
- wide variety of activities on offer, which are largely self-run by residents/volunteers;
- new community leaders have stepped forward;
- genuine empowerment;
- development of a level of trust between residents and the city district;
- residents do consider the project as their 'own' instead of a governmental project;
- increased social cohesion;
- it is about ideas and not about money;
- residents do experience the empowerment effect of the project.

Unfortunately, the new community school building was not completed by the intended date (March 1, 2006). The primary school could move in, but other facilities were not yet ready. This meant that the WIJKWEB had to look for alternative locations to offer activities. This in turn has led to less contact between the primary school on the one hand and the urban district (neighbourhood management) on the other. It did however, improve the relationship with one of the biggest welfare institutions in the district, Impuls, due to the fact that Impuls offered alternative locations.

Other weak elements of the project are

- more leadership from residents should be achieved (to have them less dependent on support from local government);
- managing the high expectations among residents;
- the process now seems interrupted – a continuous form (board) of interaction is necessary;
- the sustainability of the network.

The WIJKWEB project also affected the local administration in many ways. Among others positive elements were

- the concept of WIJKWEB is very easily transferable to other areas (the pilot project has created a lot of interest within the city of Amsterdam and also on national government level);
- co-operation within the district's administration has substantially improved (relations between neighbourhood management and other disciplines in the organisation such as Urban Renewal and Social Policies have improved);
- the pilot project has received a lot of attention, for example from ministries, central city departments and the mayor of Amsterdam;
- the project has led to positive branding of the district, both within Amsterdam and within the Netherlands;
- the project was a spin-off for ways of thinking and working in other parts of the organisation too.

Learning from the POSEIDON pilot projects

Weak elements in relation to the local administration are

- the local administration is not yet equipped for a smooth translation from 'needs' of the neighbourhood into policy making;
- enormous support from local government is still necessary, the WIJKWEB is not self supporting yet;
- stakeholders on strategic level such as housing corporations have not been involved enough;
- unclear situation regarding the future of the project beyond the POSEIDON partnership (financially, organisationally).

2.2.2. Amsterdam – from the view seen by 5 partner areas

2.2.2.1. Amsterdam perceived by Vienna

The development of the WIJKWEB as a network consisting of a number of local target group networks seems to be a well mix between formal and informal co-operations and is build-up on existing networking structures of the neighbourhood. It allows the formulation of integrated local activities and seems to be a good policy approach to establish powerful neighbourhood management structures and to address many policy fields.

The rather challenging concept of the community school as a part of the WIJKWEB is also very striking. Providing the "hardware" (building) and involvement structures for establishing a self-organised community school is a very ambitious and therefore promising concept as it enhances community building and empowerment of local people. It was possible to find "community leaders" for organising these measures. Especially for Vienna where the operating costs of social infrastructures seem to be a problem, this approach could be an important learning field for Vienna.

Another interesting aspect is the existence of neighbourhood management projects in city enlargement areas. Compared to Amsterdam, in Vienna such initiatives are primarily located in the inner city areas with an old housing stock.

A big difference between Vienna and Amsterdam is the renewal policy concerning the existing housing stock. The Amsterdam "demolishing strategy" seems to be completely different to the "gentle urban renewal" one of Vienna where old buildings are renovated/remodelled and not demolished. What was ambivalent: on the one hand participation is a duty for the council but such important measures as demolishing or renewal of whole building blocks is decided by local politicians or housing corporations.

Amsterdam seems to benefit from a high degree of political decentralisation – compared to the city of Vienna. Strong city districts with power and money as well as civil servants seem to guarantee a more comprehensive and co-ordinated policy implementation by neighbourhood management structures compared to centralised city administrations. Also the Amsterdam "Monday lunch meetings" for institutionalised learning are a positive implication of decentralised structures.

The "Lifestyle model" is very interesting as it provides for the formulation of involvement offers in relation to the involvement demands to the different lifestyle groups of the area. The clear systematics of involvement (information, co-operation, co-production,) based on the ladder of participation also provides a clear framework and orientation for residents. Also the framework of "participation by law" constitutes a self-committed regime for the public authorities and minimises tokenistic participation offers.

The fact that participation managers work for the public authorities as civil servants is interesting but maybe not always productive as intermediate positions may be hard to sustain.

The direct relationship between local politicians and the local people and the strong belief that the situation of the neighbourhoods can be changed by joint efforts was impressive. The willingness to implement unconventional measures is also impressive.

Learning from the POSEIDON pilot projects

Amsterdam is also applying very successful and innovative methods for activating different communities with migrant backgrounds for establishing community-based projects in the neighbourhoods.

2.2.2.2. Amsterdam perceived by Genoa

The project managers' team looks quite effective and well organised: the commitment of public authorities in the development policy for deprived areas strongly motivates creative ideas about the actions to be delivered. In the target area they promoted an interesting "project market", where supply and demand of social improvement activities could meet.

The way is not to offer something to the neighbourhood from the outside, but to find there the resources, the skills and the projects to be implemented. The work of the project managers creates the right conditions (spaces, structures, organisation) to kick off the process and to give it a long perspective.

2.2.2.3. Amsterdam perceived by London Haringey

Like London, Amsterdam is a lively and very multi-cultural city, with its own share of social and economic problems. Working with partners from the city government, and from Geuzenveld-Slotermeer gave us a real opportunity to learn about ordinary life in a local neighbourhood, away from the city centre and tourist image of this lovely city. Through our visits to the local projects we saw and heard about the strategic direction both city and local area were following in tackling the social issues facing them, concerning in particular ethnic diversity and developing a more socially cohesive and inclusive society.

Initial visits to the neighbourhood were truly fascinating. Coming from a neighbourhood in London with very severe housing and environmental problems, our first impressions of Geuzenveld-Slotermeer were extremely positive. The housing was of a very high standard. The streets were very clean, transport was excellent, there were many social facilities available and the neighbourhood had a civic space with good amenities and shopping. This was very different from Tottenham and the environment in which we are working. It seemed more stable and calmer. An overriding impression was one of strong social structures where people – wherever they came from – were more aware of the 'rules' within the host society.

Despite this appearance, though, there were very significant issues. The strategic approach was – at this point – dominated very much by physical development. The aim appeared to us to be to change the social mix of the neighbourhood – largely Moroccan, Surinamese and Turkish families – by demolishing the existing housing, offering housing to the families elsewhere in Holland, and rebuilding the area to attract a more diverse community, including indigenous Dutch residents. This approach was controversial, and to facilitate this there were some very innovative strategies at neighbourhood level - like the Participation Deal - being used to promote this agenda.

The approach was very different from ours in London Haringey, where neighbourhood working is driven more by a social regeneration model – working with the communities who arrive here and in working to build their involvement in their neighbourhood and ownership of physical and social improvements.

From that starting point however, things have moved on – and much of this can be attributed to POSEIDON. The approach in working with the new communities in Geuzenveld-Slotermeer has definitely shifted to focus as much on social inclusion – with projects which work with and enable communities, and build on their strengths. Examples include the new youth centre, the community school and the WIJKWEB.

A general impression from working with Amsterdam is that whilst major physical regeneration schemes are still priority, there is now more engagement with local residents at neighbourhood level which starts from where they are - their interests, their strengths, their needs and their cultures.

2.2.2.4. Amsterdam perceived by North Kent

Feedback from the Amsterdam assessment visit notes that superb progress has been made with the hardest to reach groups, in particular ethnic groups, women, and people of different ages. A sense of aspiration is also evident, with a willingness to do more, and residents wanting to play an active role in delivering projects and services for the benefit of their community.

Consultation practices were perceived as innovative, involving a variety of communication approaches, including bilateral conversations, and telephone discussions. This evidences genuine commitment to engagement.

Challenges identified include ensuring that the developed WIJKWEB plan corresponds to and interlinks with the broader action plan for Geuzenveld-Slotermeer. This also needs to be made more palatable to residents, by making the format more user-friendly and accessible.

As with all projects, the community momentum needs to be capitalised upon, and the initial enthusiasm needs to be carefully nurtured, to ensure engagement is not lost. Several 'community champions' are clearly identifiable among the residents, and their skills need to be encouraged and harnessed. In an ongoing process, they can be allowed to take over the lead from the project managers, freeing them to undertake initiatives elsewhere. The commitment to investigating funding for community champion training is a strong endorsement of strategic support for the project, and a commitment to positive devolution of power.

Finally, the commitment to hold fresh workshops to review and monitor progress against original agreed actions is most positive, as is the focus on developing exit strategies with residents. Project workers are not simply 'going through the motions' – they are clearly committed to making their project as strong and as beneficial as it possibly can be.

2.2.2.5. Amsterdam perceived by Stockholm

Amsterdam works strategically both with large architecture issues/plans and with a high level of participation between stakeholders, residents and other interested partners. They involve all stakeholders from the start, which results in large networks. These networks constitute part owners for the improvements. Amsterdam has a larger scale with residents involved to a greater extent; the commission is stipulated by law.

Amsterdam has undertaken research into citizens' life-styles in a long-term perspective, with a starting point from their present lives and with focus on the future. Amsterdam uses this research in their planning process.

2.3. Genoa

Nicoletta Piersantelli, Andrea Pasetti

2.3.1. Pilot project VALLESCRIVIVA MASTERPLAN

2.3.1.1. Objectives and goals of the pilot project at the local level

1. The purpose of Provincia di Genova was **promoting neighbourhood-management structures**, wondering whether that approach could / would be implemented in a local development programme. Therefore the general co-ordination plan of Provincia related to the target area was just an input to the implementation of a Master Plan, agreed with local actors.
2. Giving **new tools for increasing local administration's power through the establishment of a local partnership that should continue after the end of the project**.
3. The practical goal to be achieved was the production of integrated development projects ready to be financed and implemented, as evidence of the successful management of the local partnership.
4. A long term objective was to open the doors of small communities living in inland villages to European relationships: this is a means for gaining self-confidence and feelings of belonging to a place as a whole community.



2.3.1.2. Description of the target area

The physical factors of deprivation in Valle Scrivia are highlighted in Provincia di Genova Territorial Coordination Plan as follows:

- Uncontrolled programmes of new housing and industrial settlements which extend into in the last free rural areas along the main road; this causes decay of the urban landscape and of the natural environment, primarily of the Scrivia river banks.
- Many old industrial estates inside the urban centres are no longer used and there are no clear projects for new functions; they deteriorate, as do the surroundings, and local communities cannot be improved with new development opportunities.
- A refinery is located near the main urban centre of the valley, which affects the environment and the image of the whole area; furthermore new approaches to local economic development cannot be planned, such as more labour intensive activities, or business, as well as leisure or tourism programmes.
- Many plains in one part of the valley are filled with railways, motorways and roads; they were built without a farsighted idea of future local improvements and now housing and facilities are situated very close to these nets and are negatively affected by noise, pollution and dangers. Unfortunately it is very difficult and expensive to find alternative solutions and the quality of life is getting worse.
- Another part of the valley, far from the major infrastructure net, is linked to the city of Genoa by an old and very slow railway; it is rather difficult to get a financial balance in the management of this transport service, therefore the perspective of closure is under discussion.
- A very nice stretch of the river bank near the town of Savignone is under pressure with the growing concentration of industrial activities and shopping centres.
- Urban settlements look feeble, houses are built with low quality standards, a greater number of people could live in Valle Scrivia, but there are very few appealing factors.

Learning from the POSEIDON pilot projects

- While the Valle Scrivia area is seen by the Provincia di Genova Territorial Coordination Plan as an opportunity for a new balanced development of the whole district context, no important function or distinctive facility is located there, and residents need to go to the city of Genoa to find high level services and provisions.

This scattered physical context means that each village has its own “skills” with reference to its main standard of living/image: housing, retailing, factories, tourism. There is still some local identity, that can be found in a kind of parochialism, in small conflicts among local people who live in the villages and in the surroundings but, primarily in young people's minds, a new integrated vision of the valley is growing, because of increasing mobility, gathering in spontaneous groups at agreed meeting points and the sharing of schools, pubs, leisure, cultural and sports facilities, which they find outside their own birth place.

The composition of residents is changing; immigration is increasing more and more: the phenomenon is composite, as there are foreign people from deprived countries looking for lower cost apartments than in the city of Genoa, young middle-class families who move from Genoa for the same reason, high-class professionals who work in Genoa or Milan but who want more pleasant facilities and natural environment than those offered by big cities.

From the beginning of the project some activities have been developed and others are to be delivered, aimed at involving residents in different ways.



2.3.1.3. Strengthening local identity by the pilot project

The Territorial Coordination Plan of Provincia di Genova mapped out a scenario for the Scrivia valley area meaning that the starting point for sustainable factors of development was to be found in the improvement of residential settlements and in the upgrading of industrial activities.

The VALLESCRIVIVA pilot project, whose initial purpose was to implement this scenario, added a new basic goal: the creation of a local partnership, able to back the implementation of such development design by the empowerment of local actors.

Learning from the POSEIDON pilot projects

While local residents used to consider local identity as a weakness because they felt their lifestyle was backward in comparison to the city, the pilot project highlighted a number of local values to be restored such as the river waterfront, the architectural heritage, the available spaces for leisure and sport in green areas, the small squares and the pedestrian zones where people can meet.

New trends are changing the composition of residents: the number of immigrants is growing, families looking for cheap suburban housing are moving there from Genoa and Milan. Young people identify with the valley as a whole and not the sum of small villages, as their parents tend to do. The challenge is getting local people prepared to face the global changes in time.

2.3.1.4. Special aspects of the pilot project

The river as a local identity factor

Physical elements in the landscape are often strong factors for recognising ourselves as belonging to a place and sharing a common background. But these elements must be considered as discovered values, up to now neglected and then able to build a community feeling. In the target area the little River Scrivia is just like this and many actions of the Masterplan were addressed to improving the waterfront places and to enhancing the historical heritage and cultural events close to the river.

Mayors as community workers

It should be noted that local politicians (mayors and councillors), besides their official functions and due to small communities, often work in the same way as community workers in other European countries: grass-root inquiries, partnership building, demands for financial grants, arrangement of communication events, etc. Against this background, they have been building good project skills by themselves.

This brings up the topic of the importance of the project team, on one hand regarding the role and on the other hand regarding resources. In future the role should be more related to coordinating other activities carried out to build local networks, but this will only be possible with resources and skills.

2.3.1.5. Target groups of the project

With this project Provincia di Genova was mainly addressing public **administrators and local associations**, in order to establish a local partnership covering the whole valley, and to foster strengths and skills of local project managers.

2.3.1.6. Project strategy

Since the beginning of the project Provincia di Genova established a Local Coordination Group, made up of relevant politicians and top managers of different departments as a "mirror" structure of the POSEIDON Steering Group, in order to take the main decisions about local activities and to check the performance of the project managers group. A Local Support Platform was also established among the local actors of the target area, aiming to promote activities and agreements for the implementation of the project. The relationship between these two structures has clearly shown how an upper level authority such as Provincia can deliver its planning policy to lower level municipalities through a participation approach that also involves residents.

2.3.1.7. Relevant methods and individual project steps in order to achieve the objectives of the project

Building process of the Scrivia Valley Masterplan.

The Masterplan for Scrivia Valley emerged from a sharing process; the target area SWOT analysis, carried out with local authorities and local stakeholders (cultural and sport association, hotel and shop keepers, local producer association), highlights some possible interventions, both physical actions, easily set up in the area, and social actions, leading to urban policies and best practices.

Learning from the POSEIDON pilot projects

The Masterplan was made up of four components:

- Integrated project for the renewal of the waterfront aiming to improve the quality of life in villages along the river.
- Projects for socio-economic development.
- Promotion of social and cultural activities.
- Enhancing leisure and sports activities.



The first project initiated was the local products workshop, as a result of a partnership among Isola del Cantone Municipality, GAL (Local Action Group) and Mountain Community Council, together with the Local Producers Association and the important contribution of the Primo Levi High School.

Participation in project delivering process.

Three projects listed in the masterplan have been promoted using the participation methods learnt from other European POSEIDON partners. They are: the improvement of a leisure park in Casella, the urban interventions for a little square in Isola del Cantone and a study for better and safer access to the commercial and industrial settlement of Canalbolzone in Savignone. A number of residents and interested people, besides local councillors, took part in the events: everyone declared their enjoyment and interest for the new approach to local problems.

Establishment of a Joint Project Office

The outputs of the participation process and the lack of a neighbourhood management structure within the valley addressed the need for involving the local work team during the whole design process of the masterplan projects by establishing a co-ordination office.

In 2005 the Local Support Platform signed the common agreement for the Joint Project Office (JPO) of Valle Scrivia, gathering local technical officers from the Municipalities and Mountain Community, to share decisions related to masterplan interventions.

Through the JPO it is possible to do much broader work with relatively low resources (this would have been impossible with external experts) and at the same time to build co-operation among local authorities to achieve a goal that would have been impossible for each of them on their own. This established local co-operation could be the core for further sustainable activities, even when POSEIDON is over.

Learning from the POSEIDON pilot projects

2.3.1.8. Concrete results of the project compared to what was originally intended

Joint project office

16 delivered projects as a complete package of projects about foreseen interventions and some other smaller but immediately visible projects (tourism signs and panels) for a total amount of around € 4,000,000.

Local identity as a valley

The activities related to the identity as a valley, delivered or ongoing, are: the launch of a survey of the youngsters of Scrivia Valley, looking at their needs, in accordance with a general social plan of Provincia di Genova; the planning of music events that took place during the summer; an exhibition and a conference about an ancient industrial settlement in Savignone, whose features are quite like contemporary English industrial estates; the support of canoeing activity on the River Scrivia; the creation of a workshop for local products, managed by joint co-operation among local producers.



Relation to Europe

Most of all the value of POSEIDON regarded cultural exchanges and lasting relationships. Two different initiatives on common interest topics were defined, among Primo Levi High School and some North Kent schools about marketing of local products and memories of the 2nd WW; another one involves two choirs, one from Scrivia Valley and one from North Kent as a music-exchange project.

Masterplan Vallescriviva VIVA will stay for the future as a kind of action plan, which could be used, implemented and eventually partly changed from the future partnership

Participation

European six-month turn-over for each municipality, as symbolic leader of local POSEIDON activities.

2.3.1.9. Current challenges the project is facing

With the end of the project the Scrivia Valley will first of all have to face the establishment of a lasting local partnership, in terms of agreement and enlarged local relationships. During the project the Mountain Community took over the role of leader, and this will probably be a basis for the future.

One of the main aims of the new steering group for the Scrivia Valley will be funding recruitment for realising projects and the topic of participation as an overarching strategy.

2.3.1.10. Lessons learned and experiences: success elements; good practice elements; shortcomings and failures – based on the outcomes of the assessment mission

Success and good practices

- Operational and cultural shift in the working approaches/practices adopted and also in the necessary relationships developed.
- Good results achieved regarding the few available human resources (also establishment of JPO).
- The impact on the way internal departments in the Provincia di Genova work together.
- Establishment of an effective network comprising of local citizens, key local actors, new associations and groups formed with an increasing number of members joining.

Learning from the POSEIDON pilot projects

- The project team has started with a planning-led approach and worked on fostering co-operation between the villages on the level of the local authorities.
- Without a lot of personal experience and know-how in the field of participation the project team tried to develop new perspectives in this area. And it showed that the endeavours fell on fertile ground, on political as well as on residential level.

Shortcoming and failures

- JPO still has a staff largely made up of 'social' technical officers appointed by the municipalities.
- Still more can be done on actually involving residents and other non-administrative local social stakeholders (entrepreneurs, retailers, local associations) in planning and consultation processes at JPO level.
- Technical officers have kept their 'normal' jobs. They are paid a bit more to work on JPO activities, but their undiminished workload does not always allow them to fully commit themselves to the JPO.
- A draft version of the time, action and priorities framework for interventions of Scrivia Valley's masterplan that partly resulted from the participation processes, still needs to be communicated to a larger audience. (It was only sent to technicians.)
- A long-term masterplan has been made that also relies on a number of shorter-term interventions for strengthening the network, generating short-term support for its partial implementation as well as more funds. There is a dilemma in the need to prioritise between short term successes that are only a small part of the masterplan, while at the same time not losing sight of the longer-term goals that people are also hoping for.
- However, local actors think that short-term interventions must not be delayed, because their implementation plays a fundamental role in strengthening the network of local people who can carry the project forward. It can safeguard a necessary extended commitment for concrete action at local and implementation levels.

2.3.2. Genoa – from the view seen by 5 partner areas

2.3.2.1. Genoa perceived by Vienna

We could see the important role the POSEIDON Project plays in the Genoa context. The reputation of the EU-project which was undertaken in co-operation with the provincial authorities had a strong impact on fostering the joint working of 6 municipalities in Scrivia Valley, who till the beginning of POSEIDON had been more competitors than partners. The establishment of the JPO to co-ordinate the activities is a great deal for the valley and a major step forward.

The project team started with a planning-led approach and worked on fostering co-operation between the villages on the level of the local authorities. Without having a lot of personal experience and know-how in the field of participation the Genoan team gained new experience in this area. The experience and development of community involvement is a new step for both local stakeholders, who seemed very much to acknowledge this approach, and also the policy makers who at least seem to be interested in putting elements of it into place on a larger scale.

2.3.2.2. Genoa perceived by Amsterdam

The Genoa Experience: 'it was like moving an elephant'

The basic idea behind the Genoa approach is the residents and institutions as producers of the development of the valley. They are not only the objectives of policy making but also the subjects of change. The main question posed to residents and institutions was: what can you contribute to the development of the valley? In our perception, the valley is an organic body of functions, actors and activities, blended together in the project.

The first visit to Genoa (June 2004) inspired us to define our own local pilot project, the WIJKWEB: a network of residents and institutions actively supporting the development of the district. Geuzenveld-Slotermeer thereby becomes a district where people can develop themselves in the field of culture, creativity and new media.

Learning from the POSEIDON pilot projects

Participating in the POSEIDON pilot project broadened the horizons of the local municipalities involved. It gave them the opportunity to look beyond their administrative borders and to look for and find partners to solve local issues.

Most striking, however, were the structural differences between deprived urban areas and deprived rural areas. For example: 'hard to reach groups' has a completely different meaning; while we are dealing with a culturally diverse community (with its additional problems such as language barriers and different cultural codes), Valle Scrivia faces a much more homogeneous population with strong social relations and family values.

The strong branding of the 'Vallescriviva!' concept is remarkable. The focus of the branding strategy is the ecological development of the area, paying special attention to attracting ecological businesses and leisure activities. The covering slogan 'VALLESCRIVIVA' proved to be a strong communicational instrument and gave expression to the new identity of the region.

In our opinion, the success of the project has been slightly hindered by the many layers of authority. The project organisation contains so many layers of authorities that roles and responsibilities have not always been transparent and recognisable.

2.3.2.3. Genoa perceived by London Haringey

Our first impression on arriving in Valle Scrivia, Provincia di Genova was of entering the interstate between the end of urbanity and the beginning of a rural area. After passing the factories and commercial buildings we drove through the valley past small settlements to our accommodation at the top of the valley, which turned out to be a converted monastery.



The area is very different to the urban environment of Haringey, but much like many of the partner areas, what came across was that there was a negative perception of the local area from the wider community. The population was also homogenous, unlike the diverse population of Haringey, but both areas shared the problem of making the place somewhere people wanted to live and work. In Valle Scrivia many people needed to travel to Genoa to gain work, including most of the young people in the area.

Therefore, the focus of the Pilot Project was to develop a masterplan that would not only attract tourism into the area, but would provide employment and a new lease of life for the valley. Our first impressions of the project were that it was well planned, well supported (by residents and politicians alike) and also part of a wider strategy to rejuvenate the valley. Over the course of our visit we met some of the key actors who explained how the valley was becoming part of a pan-European cycle route, and saw how the physical aspects of the area were key to its overall re-branding.

The political support for the project was evident; it was also clear that the project was attempting to work with local people in a more participatory manner than would normally have been used. This community focus meant that from the local school, local football club, choirs and the Extreme Kayak club, skills of local people were being used to make the area a more attractive place to live and work.

Although a very different environment from Haringey, there were still many ideas to share and topics to discuss. In particular, the school was very interested in youth involvement and the type of programmes we run in Haringey to engage young people. The infrastructure of the school and a strong tradition of volunteering meant that many of the ideas discussed were a probable reality.

We came away from Valle Scrivia with the impression of a well-planned and deliverable future for the residents of the valley which local people have helped to shape and influence.

2.3.2.4. Genoa perceived by North Kent

As North Kent had been partnered with Genoa throughout the POSEIDON project, we were most keen to take part in the comprehensive analysis of their pilot work. Indeed, a great deal of work had evidently been done – in terms of the pilot project, and in preparing for the assessors' visit. If the 'assessors' pack' we received upon arrival is a good judge of commitment and dedication, Scrivia Valley seems to contain all the right ingredients!

Armed with a wealth of information, reflecting the mountainous nature of the terrain, we were delighted by the spectrum of people that we met during the visit – local project managers, representatives from three municipality community groups, young people from the nearby technical college, and senior strategic and political leaders. It was noticeable that all groups were very open to our questions, and very willing to give ample time for all our questions to be answered.

We came away with the distinct impression that enormous progress had been made by the local project. It was apparent that the previous bureaucratic 'top-down' approach of the planning authorities had been abandoned, and a fresh approach of community consultation had been adopted. The timescale in which this had occurred seemed quite compressed, and it was heartening to see how quickly recommendations and adaptations had been absorbed and integrated into everyday processes. This approach was obviously very welcome by local stakeholders, from the municipal mayors through to the residents. Residents clearly have a sense of purpose, and feel involved in the regeneration of their home town, and in the wider identity of the Scrivia Valley.

Another key feature of the visit was the way that the project had facilitated joint working between the mayors and their support staff. Of the six municipalities, we were informed that five had entered into the project from the beginning, but the final one (traditionally regarded as the most independent) had now signed up. The pooling of support staff into a single team to deliver the project was a significant step forward, and one that is clearly very efficient in terms of resources and outputs. It is also a brave and innovative step, that clearly signals the perception and altruism of those in power.

In addition, the overall profile of the Scrivia Valley masterplan has been greatly raised, thanks to the production of the action plan (lines) and consultation exercises. This has led to the following key challenges, which the assessors and project leaders jointly identified:

- Ensuring an appropriate level of importance for the Scrivia Valley masterplan within the overall Genoa context: or, in other words, how can it secure its place amongst the multitude of other priority plans?
- Ensuring a competent body, or mix of bodies to determine the highest and lowest priority needs for the action plan.
- The identification of resources to support the development of existing structures, and deliver priority actions, to build on the capacity generated via the POSEIDON project.
- Ensuring that the significant community momentum and capacity generated over previous months and years is not lost: ensuring in addition that the two way communication flows between residents and strategic players are not allowed to become diluted. If this is the case, a lot of hard earned trust could be very easily lost.
- Ensuring residents continue to be informed of developments, via a specific communications strategy, or contact point. This also ensures that all future opportunities for community engagement can be fully promoted. This could be via a specific 'community involvement strategy' or indeed a 'communications strategy' – to ensure that all new and existing communities can benefit from the proposed projects and be holistically involved.

Overall, this assessment visit was most uplifting, evidencing the commitment and level of work devoted to the project by local actors, and the significant changes in work practices and methodology that the project had delivered: nothing short of an operational and cultural shift.

2.3.2.5. Genoa perceived by Stockholm

Genoa's Master plan, a long-term plan, is impressive. It is well structured with a professional approach. This plan can make the expectations clear for everyone to take responsibility for each project and to co-operate with each other.

Italy's social structure – all these municipalities – and different stakeholders to co-operate with! Genoa is both a city and countryside region with different needs.

A teacher was very interested in her work and was genuinely committed for the children and the young people, under different conditions to Stockholm. Her opinion was that the Genoa labour market functions well; it is easy for young people to get a job in Genoa, which also has a negative side, people do not move away, the population stays in their areas, migration has also a vitalising effect. This teacher's engagement also confirms our experience that truly involved citizens are important for success.

2.4. London Haringey

Zena Brabazon, Jason Bradley, Sue Grant

We have been working on four Pilot Projects in POSEIDON.

These are:

- WHITE HART LANE STEERING GROUP
- WHITE HART LANE MASTERPLAN
- COMMUNITY LEADERSHIP COURSE – White Hart Lane/New Deal for Communities Area, Seven Sisters
- H.E.B.E. YOUTH PROJECT in the NDC Area

The aim of all four Pilot Projects is to increase community involvement and empowerment in our two target areas. We feel that all four projects do this in different ways, and will now go into some detail to explain how and why.

2.4.1. Pilot project - WHITE HART LANE STEERING GROUP

The WHITE HART LANE STEERING GROUP was set up primarily to give residents in the area more of a say in shaping its future. We were also keen to involve key partners in this group, which we saw as having a strategic overview of work being undertaken in White Hart Lane (WHL) by Haringey Council and other agencies. Another concept was to share intelligence and information and to work together to improve the quality of life of residents living there.

The Steering Group was set up in 2005 and was chaired by a local politician. A constitution was drafted and subsequently agreed by members of the group; these included local residents, the Police, the Primary Care Trust (local Health Authority), local politicians, key Council services such as Housing and two voluntary sector groups working on environmental issues and with young people.



Although the idea of such a group was greeted enthusiastically by the above individuals and organisations, the first meeting was not well-attended. Of the key partners, the Police were present but others gave apologies, and of the ten residents who had been invited only four turned up. Those who did attend had a lot to say, although the meeting began to concentrate on local operational rather than strategic issues. Still, it was good that people had begun to come together and to discuss their concerns, hopes and fears about White Hart Lane.

Subsequent meetings have also not been particularly well-attended, although as with the first meeting those who have contributed have done so enthusiastically. The main issues that have been debated at Steering Group meetings have been around crime and the environment and have tended to be around specific problems in certain parts of the area. However, the Police and others have gained some useful insights and intelligence about hotspots and crime trends from residents and have been able to tailor their resources accordingly.

At the last Steering Group meeting, members were looking at the results of a recent crime survey carried out by the local Police. They were asking residents about their main concerns in White Hart Lane at the current time (summer 2006) and then took this information to the Steering Group to begin to look at it more strategically. As a result, Steering Group members looked at the issues and came to some agreement as to how best these would be tackled, by whom and when. The three priorities for the area for the next six months are: dealing with mopeds and mini-motorbikes being ridden irresponsibly, theft from cars and youth anti-social behaviour.

Learning from the POSEIDON pilot projects

Members of the White Hart Lane Safer Neighbourhoods Police Team attended the first day of the assessment of our Pilot Projects. They told the assessors that they had participated fully in the Steering Group and had found it a valuable experience. It had helped them to get to know some key local residents and their concerns about crime and the environment, which had led to the successful resolution of some of these issues, such as youth anti-social behaviour and burglary.

The local politician, Councillor Liz Santry, who had been chairing the White Hart Lane Steering Group, concurred with this analysis. She went on to say that it had been good to have a group with an overarching brief to look strategically at the area, even if this hadn't always been what had happened at the meetings. Councillor Santry also told the assessment team that she had learned that in disadvantaged areas like White Hart Lane, the more local the issue, the more likely people were to get involved.

2.4.2. Pilot project - WHITE HART LANE MASTERPLAN

This project began life as a desire to carry out a baseline assessment of the White Hart Lane area. We wanted to know more about who lived there, what they liked about the area, what they didn't like and their ideas for improvement. We already had some of this evidence in anecdotal form but wanted to gain information in a more structured and strategic way. We then wanted to use this information as a base for future work and projects, to ensure that we were dealing with residents' issues in a more informed fashion. Before POSEIDON we did not have the funds to do this work and so were grateful for the opportunity to make this happen.

We began by engaging consultants whose specialisms included urban planning and community consultation. They had already carried out a similar piece of work in Haringey in a smaller area and so were familiar with some of the issues our borough has.



The first step was to draw up a questionnaire to go to all 5,000 households in White Hart Lane. As Haringey is a diverse area, we wanted to ensure that the questionnaire would be available in community languages on request. We also wanted to ensure that it was easy to read and understand. The questionnaire was sent out in December 2005 and they started to come in thick and fast soon afterwards. The eventual response amounted to 6.6% overall.

The next step was to interview key people in the area to gain their views, insights and ideas as to how White Hart Lane could be improved. The consultants interviewed, at our suggestion, a senior planner, Police, local politicians, members of voluntary groups such as a community football club and local head teachers. We as Neighbourhood Management were also interviewed as part of this process.

In addition to this, the consultants went out and about to look at land use in the area. They quickly deduced that White Hart Lane is split into three sub-sections as it is divided by main roads: it is an area that most people pass through in order to get to other places. After the discussion with the senior planner, the consultants continued to map current and possible future land use and to examine opportunities for improvement. They have now delivered a draft document which gives a comprehensive picture of the area and of the people who live there, along with a breakdown of the findings of the questionnaire.

The next step is to construct a three-dimensional model of White Hart Lane and to carry out more community consultation in the autumn of 2006. This will involve taking the model to local schools, community centres, sheltered housing schemes for older people and to other places where local people gather. This will give everyone an opportunity to have their say about their area in a very visual way, and no doubt we will have even more ideas and opinions to consider afterwards.

Throughout the masterplan project we have been careful not to “promise the earth” to local people. The idea is to engage as many people as possible in looking at and considering their local environment and giving us, Neighbourhood Management and other key partners, a steer on how we target resources to the area in future and what priorities we should be setting. The findings of this project will inform our practice for some years to come.



Marie Burns, from Burns and Nice, the consultants we have been working with on this project, was present on the first day of our assessment in April 2006. She gave her impressions of White Hart Lane and voiced her concerns about the area, which she considered to be very impoverished. Marie hoped that this piece of work would lead to a series of tangible improvements, with local residents at the heart of future plans and initiatives.

2.4.3. Pilot project - COMMUNITY LEADERSHIP COURSE

This course has been developed with local residents from both target areas in POSEIDON by Haringey's Neighbourhood Management Service and the University of Westminster who delivered the programme. The thinking behind this was to give something back to those residents from White Hart Lane and Seven Sisters who have put a lot of time and effort into improving the areas they live in. We were also keen to recognise their achievements as emerging community leaders and to further enable and empower them.

Fifteen residents, including members of the NDC Youth Group in Seven Sisters, FFTY (Future For The Youth) signed up for the course, which was held at the University over four Saturdays. The programme covered subjects such as:

- What is a community?
- What is community leadership?
- Principles of community development.
- UK national and local government policies on urban renewal and community development.
- How to be more effective in your community?

The fifth week of the course consisted of a visit to the award-winning Sunlight Centre in Gillingham, North Kent, which we had visited in the first year of POSEIDON. We wanted to show the residents what could be achieved by having a vision, hard work and sheer determination, and they were very impressed by the facilities at Sunlight, formerly a derelict naval laundry building.

Residents who attended the course have told us how enjoyable they found it, how it helped them to assess what they'd been doing in their communities and that some of them were interested in continuing their studies to further explore these issues and concepts. The course also brought residents together from two areas of Tottenham who would probably otherwise not have met. They considered this to be part of their learning as well and have decided to continue meeting with each other now that the course has ended.

We have already seen some positive changes as residents from both White Hart Lane and Seven Sisters who have been on the course are generally now more confident in their interactions with the Council and other partners. They are pleased that their work as volunteers has been recognised and are looking forward to being presented with their certificates of achievement at a special ceremony we are planning with the University of Westminster later this year.

We will be repeating the Community Leadership Course, again with the University of Westminster, in autumn 2006 for another group of residents from the two POSEIDON target areas, and hope to run a third course in Spring 2007 for residents from all over Haringey.

Learning from the POSEIDON pilot projects

Finally, this initiative was highly praised by our partners at the assessment of our Pilot Projects in April 2006. Our colleagues in Genoa are keen to run a similar course for their active residents in the Scrivia Valley, and colleagues in North Kent, Amsterdam and Stockholm are also very interested. The tutors from the University of Westminster, Geoff Wykurz and Dr Claudette Carr, were also present at the first day of the assessment and spoke warmly about the residents who attended the course as they felt they had also learned a lot from them!



Some of the residents themselves were present on the second day of the assessment and told the assessors how much they had got from the course. They also said how pleased they were to have been able to attend something like this which they had been fully involved with from the start and which was relevant and useful to them and their areas.

2.4.4. Pilot project - H.E.B.E. YOUTH PROJECT IN THE NDC AREA

Creating the leaders of tomorrow – today! Youth Citizenship in diverse and transient communities.

This project was initially set up to build on the good work started in the New Deal for Communities area with young people and to enable working with a greater capacity of young residents.



The goals of the project are manifold in that many of the aims complement the NDC programme and POSEIDON. The principal target group were young people and their families resident in the NDC area, focussing also on community leaders, policy makers and politicians.

On the Tiverton Estate, the largest estate in the area with over 500 units, POSEIDON enabled us to undertake a consultation exercise with young people on their estate to talk about how they felt about their environment. Young people met and discussed their issues with a range of stakeholders, including the Housing department and the Police and developed a plan for the redevelopment of their estate. As a result of this, more young people from the Tiverton Estate got involved with the NDC Youth Forum (FFTY – Future For The Youth) and now represent their estate on this forum. Two of these young people were involved in the youth exchange with Stockholm.

On the Stonebridge Road Estate, young people have developed their own group, Stonebridge Youth Group, and have also been working with the Council to improve facilities on their estate. Achievements to date include a new football and basketball area, improved lighting and a “Compact” agreement has been reached on the estate between residents and the Council about issues concerning cleanliness and waste disposal and collection.

The young people from Stonebridge have also developed their own comic book to explain how all this was achieved, and they continue to be heavily involved in making their estate a better place to live.

Both the Turkish/Kurdish Youth Group and the Alhijra Somali Community Group have been developing capacity within their community. Various classes and courses have been run including Folk Dancing, Football Association Level 1 Certificate in Football Coaching, Saz Classes and Community Sports Leadership Awards. This has enabled young people from

Learning from the POSEIDON pilot projects

within their communities to become youth leaders themselves, and volunteering within the group has risen. More young people from these communities are becoming integrated into mainstream provision.

Young people from all these groups have become involved in FFTY and this has strengthened the group. FFTY is in the process of constituting its own voluntary group with the aim of improving life for young people in the NDC area. The group is gaining recognition and is currently working in partnership with Haringey Youth Service to manage their own mobile youth activities bus. The group has also delivered training to other youth groups in Haringey as well as taking part, with young people from Skärholmen, in delivering a workshop at the recent Urban Futures 2.0 Conference held in Stockholm. Members of FFTY were also invited to meet the Deputy Prime Minister, John Prescott, during his recent visit to the NDC area.

The young people who have taken part in the project have gained valuable experience and have achieved significant change in their area. Many of these young people have developed leadership qualities and this was noticed by John Prescott. After meeting one of the young people involved in the project, Mr Prescott said that he was going to have to warn the local MP for Tottenham, David Lammy, to watch out as he may well have a serious rival for his job in the near future!

2.4.5. London Haringey - from the view seen by 5 partner areas

2.4.5.1. London Haringey perceived by Vienna

We were impressed by the high level of vertical integration of renewal strategies induced by the national programme "New deal for communities". According to our impressions this allows for good co-ordination between the measures of the different layers (council, city, national) for improving the neighbourhoods.

Another striking feature is the strong partnership building for comprehensive renewal in LH where institutions of all societal groups are involved and decide about the renewal strategies and the use of available funds. Compared to Vienna, where local renewal networks are more informal, the partnership approach seems to provide an opportunity for deeper and steady co-operation, knowledge exchange and the development of comprehensive and integrated renewal strategies for the neighbourhoods.

On the other hand, the availability of much renewal money is inducing expectations of residents for big renewal projects. Within such projects, bottom-up development seems hardly possible to be established.

Very impressive was the fact that horizontal co-operation and networking has been established on all layers (e.g. strategic levels, stakeholder level, community workers level). The networking approach at neighbourhood level (e.g. civil servants of different service institutions that are working in the neighbourhood) has influenced the methods of the Grätzelmanagement in Vienna. Twice a year, the Grätzelmanagement invites people of local institutions (e.g. service institutions of the city, police, market, youth etc.) and moderates the discussions. The aim is to exchange local experiences and to co-ordinate local measures.

Also the high diversity (cultural backgrounds) of community workers in London was very impressive, reflecting the diversity of local communities. A fact that should enhance the work with different local communities by building up trust and far easier communication. Compared to LH, Viennese community workers are much less diverse!

2.4.5.2. London Haringey perceived by Amsterdam

The London Haringey experience: the Art of Neighbourhood Management

What is most striking in London Haringey is that the definition of the problem starts with addressing residents' behaviour. So: the problem is not a polluted street but people polluting

Learning from the POSEIDON pilot projects

the street. In order to solve the problem, people should be aware of the consequences of their conduct. Strong efforts are made to prevent anti-social behaviour.

In general we would like to state that, in our opinion, London Haringey by far had the most professional neighbourhood management teams and – policies. Projects managed under the flag of neighbourhood management do receive sufficient financial support from national government and also have a comfortable timeframe for realisation.

The professionals of different disciplines form a real neighbourhood team. It is not the rules and tasks of one's own organisation that are the focus of the work, but the problems of the residents. From that perspective the neighbourhood team acts from this perspective which results in complementary synergy. The way professionals are working together in the neighbourhoods is an example of doing the job not based on bureaucracy but on problem-solving and looking for chances.



Obviously, Haringey's social issues are of a higher order (illegality, street gangs etc.). The social approach to solve social issues (instead of a more physical approach to solve social issues) has been refreshing for some of us!

The lack of influence of (local) government on the housing market was striking. The large amount of private housing hinders effective measures in this field. This will be one of the reasons why social interventions do get a lot of attention (and money). The participation projects are very well communicated. It is a clear message with an overall branding item.

To us, the communication on and promotion of projects and activities have been very successful and are an example for us. Many neighbourhood development projects are gathered under the same name right from the beginning, resulting in recognition and support in the neighbourhood.

Several participation projects have resulted in strong community leaders, something we would also like to achieve in our district! It supported the bottom-up approach to a great extent.

The youth project has led to remarkable improvements in public space. As a side-effect, youngsters have met each other and feel more at ease in the neighbourhood. They do realise that they have their own responsibility for the environment they are living in (see also the first remark). It seems to us that the gap between politicians and citizens is larger in the UK than in other parts of Europe, but we do think that youngsters might be able to close the gap a bit.

2.4.5.3. London Haringey perceived by Genoa

The management teams have realised a real inclusive process with a positive approach with local people (Committee, Community Leadership Course, linkages with EU countries etc.) that have generated great harmony and a high degree of appreciation from residents.

The pilot activities are particularly addressed to make both the initiatives sustainable ("White Hart Lane" and "The Bridge New Deal for Communities – H.E.B.E. - Haringey Bridge young black and minority young people in a European project").

For this main goal a very innovative and effective action is The Community Leadership Course is very innovative and effective for this main goal and it is one of the key features of the project.

Other successful initiatives of the regeneration programme are the empowerment policy through the co-operation with the local police in order to tackle anti-social behaviour and the involvement of youth of the H.E.B.E. for increasing their active role in society.

2.4.5.4. London Haringey perceived by North Kent

The pilot projects in Haringey also evidence strong community involvement, and interaction between residents and Community Development Workers. Most striking is the abundance of funding compared with our own North Kent situation: and related to this abundance of funding is a corresponding abundance of time available for the completion of actions. This brings key benefits such as being able to take time to truly build up community trust: strong and well-founded relationships can thus emerge between residents and Community Development Workers, that will be harder to break down. In addition, since projects are better resourced, they are more likely to achieve sustainability, thanks to a greater 'pump priming' effect. The political support that ensures this funding is therefore vital in the success of local activities. Forceful and proactive stakeholders are evident in Haringey.

There was a strong level of youth involvement in Haringey, including interaction between the youths and the community development workers who had been appropriately selected for their ability to relate to youth and motivate them. The young people had been empowered to the extent that they were confident and willing to seek funding, and match funding from external agencies. The basketball court that they had been instrumental in installing was in an admirable state of cleanliness and repair, suggesting they have pride in their achievement, and that it was recognised as a joint asset. The young residents had obviously acquired significant skills to accomplish these tasks, and many of them were clear Community Development Workers of the future.

The engagement with the local police force is also heartening and a strong indication of inclusive thinking.

The White Hart Lane Community Centre provided a stark lesson in community consultation. When initially refurbished, without consultation, it was soon vandalised and made redundant. Since the community have been engaged in its refurbishment it has been in regular use and there is a clear sense of ownership.

Very striking is the appreciation among politicians and stakeholders of the value of European partnership projects: great value is placed on the two way dialogue with Europe through projects such as POSEIDON, and this evidences a willingness to learn, coupled with an honest assessment of the strengths and weaknesses of Haringey's own activities that could add value to the European platform.

Haringey also demonstrate great competence and confidence in tackling issues both big and small. They clearly recognise the value and importance of 'quick wins' (such as devolving small amounts of funding to the youth group and involving youths in the exchanges with Stockholm) but are unafraid to tackle significant issues. This is clearly evidenced in their efforts on a large private housing estate, which shows increasing numbers of rented properties and a corresponding increase in transience and decrease in pride and care for the physical fabric of the buildings and grounds. Community Development Workers have been proactive in identifying key residents to act as agents for change and engaging with estate agents and landlords. This has stemmed the flow of property owners selling to leave the estate, and whilst there is much to be achieved, the downward spiral has been stopped, permitting the early stages of reversal.

The North Kent assessors indeed noted improvement in this estate since their first visit just over two years previously.

2.4.5.5. London Haringey perceived by Stockholm

Haringey has been one of the most interesting partner areas for us, since they are focussing on similar issues as we are dealing with in Rinkeby: The involvement and empowerment of young people. One of the methods or new "thinking" is the effort put into information and communication. One of our lessons learned was how effective it can be to use a video camera in order to empower youths in the area. We believe that it is difficult to reach and involve youths in their neighbourhoods by using more traditional means. To allow young people to illustrate their topics of concern by using a video camera in order to convey ideas and opinions has been very effective.

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We are now successfully using this method today in Rinkeby. The videos that the young people are shooting are published on the website. In this way both councillors and everybody else in the area have the opportunity to find out what young people in the area are interested in, worried about and involved in.

Haringey has a multi-cultural approach, their attitude is not problem-oriented, they have a good approach; multi-culture is a fact! Haringey uses modern methods, for example all the technical tools which young people are familiar with. Haringey has a high level of involved citizens and it seems to be an implemented method in their work. They also have great trust in the combination of demands made of the involved youth, with long-term goals of engagement from them.

The UK has large scale projects, a long-term plan (15 years), it's a larger scale investment which also is funded! In Stockholm we have a four-year perspective!
They have involved residents to a greater extent.

Haringey has a poor physical standard in some of their areas, really poor. In Stockholm we have a welfare viewpoint with demands for a certain level of physical standards in all areas - this is the starting point. The living area is important for self-confidence.

The typical Swedish winter weather can have the effect of bringing people together! It snowed during one of the evenings when the young people from Haringey visited Skärholmen. When they were going back to the hotel in the evening, one of the teenagers suddenly threw a snowball – and the game took off at once! Everyone had a great time! And this deepened relations and several of the young people are still in contact with each other.

On the last day of the visit to Stockholm by the youth from Haringey, they were very tired and some of them felt sick. They were asked to cook together with the youth from Skärholmen – and suddenly the energy came back and all of them enjoyed this co-operation session, they had great fun together (and the food was delicious!).

2.5. North Kent

Joanne Cable, Richard Dawson

2.5.1. Pilot project - TWYDALL ACTION PLAN

North Kent forms part of the “Thames Gateway”, the largest regeneration project in Europe. It encompasses the geographical area stretching from Dartford in the west, some 65km to Sheerness in the east. It has a population of approximately 600,000 and includes the districts of Medway, Dartford, Gravesham and Swale. The area is characterised by a loss of traditional industries, contaminated land, educational under-achievement and pockets of deprivation. Significant physical development is anticipated in the sub-region in the next twenty years with the provision of 40,000 to 50,000 new homes and 84,000 new jobs.

North Kent has selected 3 deprived areas where area-specific activities should concentrate. These include the All Saints neighbourhood in Medway; this neighbourhood has recently been the focus of a neighbourhood renewal initiative. It is an area of multiple deprivation, suffering from poor housing stock, lack of open space, higher than average concentration of asylum seekers and refugees, and higher than average incidences of crime. The second neighbourhood is Swanscombe, an established isolated community about to be encircled by new developments; it has a record of high unemployment and poor housing stock. The third neighbourhood is Twydall, in Medway, which was selected as the pilot project area for POSEIDON.



The Twydall neighbourhood has been defined by local perceptions and follows the geographical boundary of the Twydall ward. It is an area of predominantly 1930 - 60s low rise housing. Good levels of play and open spaces mask housing stock in need of refurbishment and an ageing population contrasting with high percentages of young people. Twydall further faces a lack of amenities, geographical isolation and a lack of skills. In addition, there is poor public transport provision, low levels of dental and GP provision, matched with high levels of long-term illness, and high levels of substance abuse.

Prior to starting the pilot project, local activity was centred around the Twydall Family Centre and the Holy Trinity Church, and had not yet been established as a single community-led initiative as was the case elsewhere in Medway. Early successes had however included the establishment of a community web site, consultation around the use of the church site and the completion of a social audit.

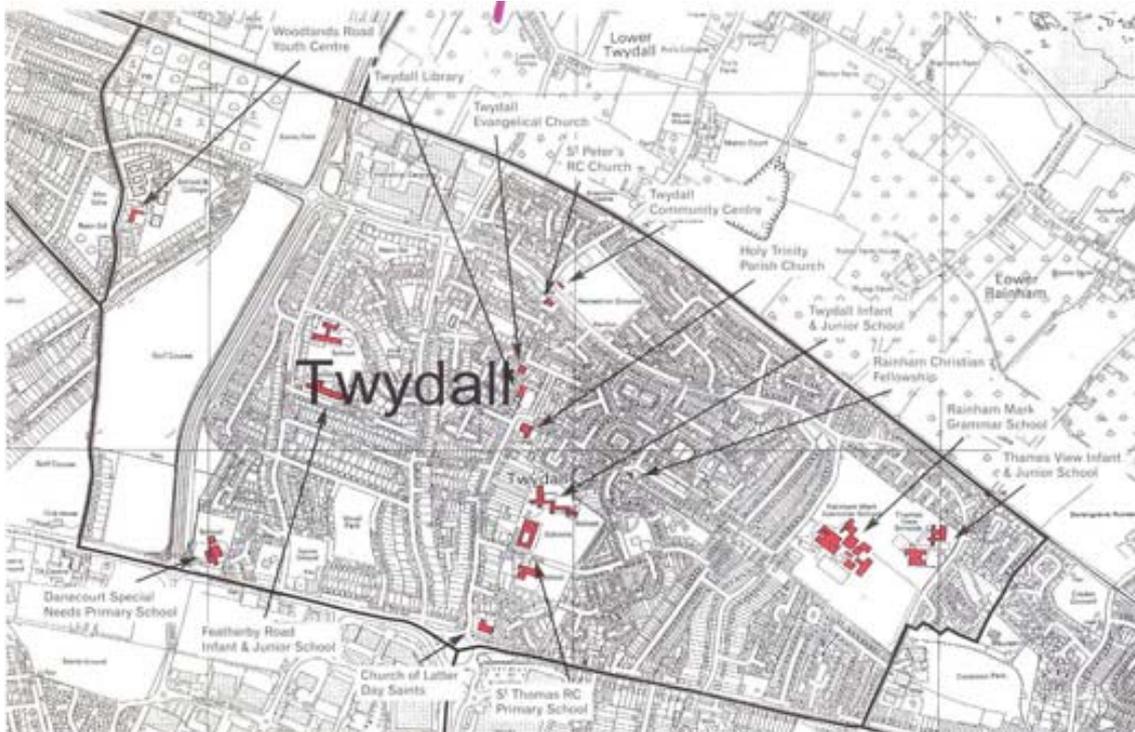
Long term plans include the redevelopment of the church site in conjunction with the local Primary Care Trust to create a centre delivering health and social services within the community. As part of this process of redevelopment, the genuine and full involvement of the community is imperative through local community consultation exercises.

From the outset, the pilot project intended to integrate the experience of other neighbourhoods in North Kent and of our European partners in POSEIDON, to work with local people to prepare an action plan for the neighbourhood. This action plan was intended to identify and address the key issues and needs, as identified by local residents and stakeholders.

The broad target was residents and workers of the Twydall neighbourhood, including all parts of the community. The project had a keen focus on those who were considered to be economically and / or socially excluded.

Learning from the POSEIDON pilot projects

The pilot project thus involved the employment of a specific community development worker for Twydall, to work with local stakeholders and residents to identify their key issues, then to produce a neighbourhood action plan. The key points from the action plan would then be prioritised and delivered.



The first of a series of 'Community Futures' workshops, organised in partnership with Medway Council (the local authority), and supported by key local services such as Church in Society and the North Kent Gateway Partnership, was heralded in the 'Twydall First' newsletter in the spring of 2005 (an independent community newsletter, produced by Church in Society, with a financial contribution from Medway Council). The brief was that many facets of Twydall were to be improved, including transport, housing and environment, employment and education and health (including access to sport and leisure). There was also scope to support existing community activities.

Four workshops took place throughout the summer (June – July 2005), with the encouragement of a free fish and chip supper for participation! There were four different themes, setting specific aims for each session, to allow attendees to understand their engagement more fully. These themes were:

- How to improve the neighbourhood
- Identifying key neighbourhood improvements and projects
- How Twydall can benefit from Gillingham and Chatham improvement schemes
- Where money is coming from, and the timetable for delivery.

A final workshop was held in September, to present the proposed action plan, and agree on priority projects.

The use of the Community Futures Workshops as the basis for drawing up community centred action plans for local neighbourhoods was deemed to be the appropriate consultation strategy as it has the following clear benefits:

- The starting point for the Action Plans are the views of neighbourhood residents and organisations, empowering local neighbourhood representatives from the start of the process.
- The broader strategy of regeneration in Medway and programmes of funding available can be adapted to fit the specific needs of the local neighbourhoods as expressed in the workshops.

Learning from the POSEIDON pilot projects

- The Community Futures Workshops process gives the neighbourhood the opportunity to identify how it can maximise the benefits from the broader regeneration of Chatham / Medway.
- The Community Futures Workshops process enables the “bending” of available resources to realise neighbourhood improvements.
- The Community Futures Workshops process establishes from the start a working partnership between local residents, key voluntary and community organisations from the neighbourhood, ward councillors and Medway Council representatives.
- The Community Futures Workshops process enables the effective prioritisation and development of a delivery timetable for local projects of neighbourhood improvement.
- The Community Futures Workshops process creates the necessary conditions for local residents to gain the confidence and commitment to play an active role of ownership of the Neighbourhood Action Plans.
- The Community Futures Workshops process empowers the local community by taking community representatives on a step-by-step approach to establish effective neighbourhood management structures with close communication with Medway Council.
- The Community Futures Workshops process enables Medway Council Members and officers to gain a much deeper understanding of the circumstances facing residents in the most disadvantaged neighbourhoods in Medway.
- The Community Futures Workshops process galvanises key voluntary sector organisations into commitment to the delivery of neighbourhood improvement, working in partnership with Medway Council.



The Community Development Worker was presented to the community in the edition of the newsletter which unveiled these workshops, with a page-long interview. Don McLaren explained his priorities: his first step was to compile an up-to-date list of strategic contacts, who were prepared to take action, not just talk about it. This included schools and churches, Medway Council, the health service and the police and other grass roots organisations. The next step was to audit what activities and clubs existed in Twydall: a full complement of information would ensure no duplication of activities, and allow for comprehensive marketing of what is on offer.

The workshops were very well attended, and led to an eleven-page action plan. Topics were divided into high, medium or low priority. Some of the higher priority actions included:

- Illegal, or simply inconsiderate parking should be eradicated (options included the redesign of parking bays to fit in more vehicles; the enforcement of existing double yellow lines; and fresh double yellow lines to protect corner areas).
- Road sweeping machines should clean the streets the day after the refuse trucks took away garbage, rather than the day before.
- Smoking cessation programmes for teenagers and young women.
- Promotion of healthier food for all, including an increased take-up of free school meals.
- More exercise options.
- Utilising existing community buildings more frequently
- ... and many more!

An early stage project was the clearance of some fly-tipped waste from an abandoned and neglected green space, raised by a local resident at one of the workshops. An investigation was undertaken to determine the land owner – and this was discovered to be Medway Council. Following brief negotiations, this piece of land was added to their green space maintenance programme, and cleared for re-use. Local residents then aspired to develop a new park space, rather than a simple green space, and became involved in the designing options for a simple walking / running parkway. A small steering group was established, ideas shared, and the identified equipment ordered. Much inspiration was gained from a POSEIDON funded trip to Genoa in June 2005, when the revitalised open space in Casella was visited. Volunteers then helped install the equipment (benches, dog bins and planted flower beds – including volunteers from the newly established gardening club), and the park

Learning from the POSEIDON pilot projects

was officially opened in April 2006 by the deputy Mayor of Medway. Once again, the Twydall newsletter (autumn 2005) was used to communicate the progress of this project to residents.

The same newsletter bore the request for the opening of the gardening club: "Are you interested in gardening?" it stated. "Do you want to meet up with fellow gardeners to discuss those weedy problems, swap cuttings, or listen to a guest speaker?" The article continued to request "a small committee, some members and lots of enthusiasm". The impetus for the project was a local resident who had heard about an allotments group in Dunkerque, via an alternative INTERREG project. With the support of small grants from the Kent Community Foundation and local councillors, and with the support of Church in Society, Alf was ready to begin the club. Within six months it was completely self-sufficient, and by summer 2006, the club numbered more than fifty members!



The gardening club obtains significant levels of publicity, and a local politician has even given a speech on the importance of gardening, and the national government's commitment to 'greening' the Thames Gateway. This small step has engendered cross-generational working, with new friendships forming. A further obvious benefit is the improvement of local gardens, which benefits everyone who walks through Twydall. The club also already boasts a spin-off club, the 'Tidy Twydall' project.

An additional wide-reaching action was the establishment of the 'Twydall Luncheon Club' (again, announced in the Twydall newsletter). Mature residents of Twydall were invited to "enjoy good food, excellent company, and a chance to share some of their life experiences with an appreciative audience". The club is open to all local people over 50, and takes place on a weekly basis in the local infants school. For a modest price of £2.50 (c. €3.50) residents receive a two course dinner, and tea or coffee. The initiative was inspired by a similar club established in London, also by a community development worker.

This initiative brings obvious benefit to the elderly, with an easily accessible, regular and well priced meeting opportunity. However, there are also benefits for the infants at the school – many young children today do not have the opportunity to talk to older adults, particularly if their grandparents live far away (a frequent consequence of an increasingly mobile society). They therefore risk missing out on certain skills that are traditionally handed down through generations (such as sewing or cooking) and vital interaction with older generations.

The Twydall luncheon club was launched very rapidly on 2nd November 2005, with 24 members. An interview with a delighted resident was included in the next issue of the Twydall newsletter (also stealth marketing to incite further residents to join) who spoke of a tremendous welcome by the headmistress of the school, and the delicious food and courteous service (by the headmistress and her deputy). Membership cards have been issued, to reinforce the sense of belonging, and name badges were issued for the early sessions, to encourage discussion and friendship.

The POSEIDON assessment team was privileged to take lunch with the Luncheon Club (despite some delegates clearly not falling in line with the membership requirements!). It was obvious from discussion that residents looked forward to their weekly gatherings, and were thrilled that they were providing inspiration for other groups at European level!

Spin-offs from the Club have included an after-lunch I.T. Club, which all residents are invited to participate in. In return, luncheon guests have offered to help in classes, with reading



Learning from the POSEIDON pilot projects

and craft skills. The Club has therefore truly helped reduce isolation, and has demonstrable cross-generational benefits. Furthermore, it is self-financing, so its future is assured. Today, the club numbers 35 members, with an average attendance of 28. Membership criteria have been relaxed to admit disabled diners under the age of 50: a group that also faces isolation and exclusion, and who will benefit from locally accessible services. In addition, the Local Education Authority regards the club as a model of best practice for other sites.

To respond to the objective of getting more children involved in sport, the Twydall junior school and the Community Development Worker liased with a local sports club called the Invicta Sharks to establish a Korfball Club and coaching programme. Children are able to gain mixed-sex social skills, and enjoy themselves developing new skills, while being physically active. The club caters for mixed abilities as well as genders, and has some children who are already skilled enough to play at club level.

The Neighbourhood Action Plan has also lead to joint work with Business Link Kent (a government funded business support agency), in a survey commissioned by Medway Council to establish local business requirements and skills needs. This information will be extremely useful in determining a longer-term strategy for the neighbourhood.

Some months down the line, we are able to reflect on the immediate successes of the Community Futures workshop and subsequent action plan. Initial investment has clearly been in 'quick wins', which demonstrate to the community the capacity for change, and their role within this change. Residents are empowered, and aware of their potential: they begin to feel ownership of their projects and their neighbourhood. The inclusive approach of the workshops also means that all community groups have their views represented and accommodated by the action plan.

A key focus has been on the sustainability of these initiatives, as is clearly seen in the case of the Gardening Club and the Luncheon Club, which rapidly became self-financing. This is a model for more ambitious actions, as the community has true ownership of such activities, and is not reliant on the actions of a Community Development Worker, or an external funding source.

The assessors to North Kent met each of the groups listed above, and were struck by how modest the residents are of their achievements. In many cases they were startled that what they are doing almost as a matter of course could be repeated throughout Europe, and considered a model of best practice.

The future challenge for Twydall is for residents, politicians and project workers to continue to work in partnership as they tackle the longer-term and lower priority issues. This includes ensuring the cohesion of the existing activists, whilst engaging new partners for additional projects. Project partners must continue to engage in evaluation, to ensure than identified priorities remain valid, and to take account of fresh emerging priorities. The Neighbourhood Action Plan must continue to be a living, working document, owned and steered by the community.



Undeniably, the POSEIDON pilot project has achieved many of its goals. There is greater social inclusion in Twydall, and improved green spaces (both public and private); residents are more aware of the powers of the local council, whilst the local council is much more aware of the priorities felt by the community; the Community Development Worker has built bridges between residents, project managers and stakeholders; residents have become proactive in taking the initiative in areas where they can make a difference; there is increased pride in Twydall, and increased citizenship.

The project is made increasingly special thanks to the selfless effort of the community. Financial resources for Twydall are not significant, and given the shoestring budget, achievements have been nothing short of phenomenal. In a perverse way, perhaps the lack of budget has contributed a great deal to Twydall, engendering a strong sense of self-

Learning from the POSEIDON pilot projects

reliance and sustainability, that a deeper pot of money may not have necessitated. Innovation has also been key in maximising activities and impact.

As noted, the assessors to North Kent provided residents with an increased sense of pride at their achievements. Moreover, they provided project workers and strategists with an external, and alternative perspective on their actions: a multi-faceted external evaluation. The opinions of the assessors were assimilated into a set of recommendations, which will be widely circulated among stakeholders. Key recommendations include:

- Strategically, the Council is committed to using EU funding to support social regeneration activities, and this should be reinforced throughout all tiers of management. Internally, it may be useful to determine a way of quantifying the added value of European exchange of experience, to demonstrate the benefit to stakeholders.
- Effective Community Development Workers should be made into 'case studies' so that the organisation can learn from them, and so that their resource value can be maximised.
- Much communication seems to be established around informal networks and relationships, and centred around relationships with the Community Development Worker. This ensures strong links and positive results and offers distinct flexibility, yet the political infrastructure is much more formal. Perhaps a strategy could be devised to ensure the successful future interaction between these levels?
- It would benefit residents if that they felt that the Council was committed to the continued financing of the Community Development Worker post. It is also much easier for Community Development Workers to be effective if they are not concerned about their future security. Could the Council address this in some way? This would also reinforce the long-term perspective of community development work.
- However, as the Social Regeneration function within a local authority is non-statutory, the Council should not shy away from being explicit about what it is and isn't able to fund. Conflict and upset often stem from residents expecting the Council to have a vast pot of money. Honesty about funds is the best policy, and the Council should not be ashamed of modest resources: they must however have policies and practices in place to maximise and prioritise existing budgets.
- The 'workshop → action plan → steering group' process is simple and effective (i.e. fit for purpose). Measures could however be put in place to ensure that the members of the Steering Group continue to be actors, not just people who want to voice an opinion.
- Could the Community Futures workshop model be enshrined in Council policy (as a specific and well-publicised policy on community involvement), so that the model of best practice is not lost / is disseminated to all relevant departments?

As with all regeneration activities, the work is never done, but Twydall residents can and should be proud of the work they have inspired and engaged in to date. The POSEIDON pilot project represents a firm basis for ongoing success, and it should be noted that many benefits have already been brought to Twydall, thanks to the 'quick win' approach.

On a final note, Twydall residents and workers offer sincere thanks to all partner areas in POSEIDON who have generously contributed a wealth of inspiration and information from their efforts and experience.

2.5.2. North Kent - from the view seen by 5 partner areas

2.5.2.1. North Kent perceived by Vienna

Impressive was the diversity of funding streams and integrated institutions for achieving a positive change in the area. A number of smaller projects are co-ordinated by an overall management for the area that is supported by a system of volunteers. For a participating outsider it is rather hard to get an overview and understand this system and the sharing of responsibilities between politics, public administrations, project management, single projects, churches and volunteers.

A very interesting single project was the lunch club for enhancing communication and social interactions between solitary elderly people and young people who prepare the food for the elderly ones. It is a small but powerful project as it clearly empowers and activates the people involved.

Learning from the POSEIDON pilot projects

Striking was also the role of the faith sector (e.g. Church Society) in the development of the area. The use of EU-support and voluntary work for the remodelling of the church's community rooms.

A development which can also be noticed in Vienna but which still seems slightly weird is the fact that CCTV installations are regarded as a solution for security problems in the area and that these installations are demanded by the local residents. Especially for dealing with drug addicts or homeless people these installations simply dislocate the phenomenon but do not solve the problem.

2.5.2.2. North Kent perceived by Amsterdam

The North Kent Experience: Walkie Talkie Management

In general, an important and striking aspect of all three projects was the central role of the church in initiating and facilitating the activities. It seems to me that the church is a very engaged (lead) partner in co-ordinating and realising all activities. In our secularised society, where abandoned churches are turned into apartments or mosques, churches are not involved in community activities such as childcare.

Also the large number of volunteers and their professional standards attracted our attention. Residents are rather 'self-sufficient'; they are very active in getting a project started and keeping it going, both in terms of practical organisation and (alternative) funding.

A successful strategy: using the philosophy of 'quick wins' / 'setting up easy things first' as a means to communicate and promote the project: for example the successful lunch club was publicised by word-of-mouth and a newsletter, which generated more members etc.

In deprived areas there is a need for learning centres. In these centres people can learn but also teach others. They get self respect out of it. They are less dependent. They become a role model for others.

A stimulating example of getting into contact with hard-to-reach groups are Walkie Talkies!

2.5.2.3. North Kent perceived by Genoa

Long tradition in participation models has already created a culture of participation, which allows both residents and administrators to feel involved in processes in their area and to acknowledge the need for consultation. The successful strategy achieved by our North Kent partner is based upon two strong pillars: the first one is gathering a partnership around an "action plan", an instrument where the main goals for the improvement of a deprived neighbourhood are defined, and different actors join in complementary roles; the second is paying attention to some very practical and simple achievements such as the improvement of public gardens or the arrangement of leisure activities, which are actual and immediate signs that better conditions of life are available even in deprived areas. Local people feel self-confident in the improvement process and their role grows in it.



2.5.2.4. North Kent perceived by London Haringey

North Kent is very different from London Haringey – it is largely white with a very small ethnic minority community. Neighbourhood working there is delivered through voluntary agencies, and funding was very restricted. In both the POSEIDON pilots the churches were playing a leading role, whereas in London Haringey it is the local authority which is driving and funding neighbourhood working and neighbourhood teams.

Learning from the POSEIDON pilot projects

From our perspective the scale of problems facing us in London is of a different magnitude, particularly in relation to issues around environment, crime and housing. Where we face continual population turnover, North Kent is stable and homogenous. But what we didn't expect was the level of cultural, social and economic deprivation, and the atmosphere of economic depression which we saw in All Saints, Twydall and the Isle of Sheppey, especially since they are both near the major Thames Gateway regeneration scheme. This part of Kent was thrown into despair when the main employer in the area, the naval dockyard at Chatham, closed down several years ago, putting thousands of local people out of work. The whole area had grown up around the dockyard and places like All Saints had been built to house dock workers and their families.

The work at neighbourhood level was very impressive. The resources were very limited, but the range of activities and commitment by the churches and the local groups to improve their communities was significant. Projects like the Sunlight Centre, a former naval laundry in Gillingham which is now an award-winning and ground-breaking community resource, demonstrated what can be delivered as did the outreach work done in Twydall and All Saints to rebuild a sense of community in these areas.

One of the key questions it raised for us though is whether the local models of neighbourhood working and community involvement in North Kent were engaging the local politicians to invest in these areas to reshape and improve local services, and drive some physical regeneration.

2.5.2.5. North Kent perceived by Stockholm

North Kent is impressive with its large-scale involvement of local residents, internal and external partners in making action plans for the targeted neighbourhoods in Medway. It is creating a big network!

The project management is very committed and professional and has a great tool-kit for achieving results.

This large-scale project with a lot of different interests takes a long-term view! This long-term work is a good precondition for success as well as the large-scale of part owners.

2.6. Stockholm

2.6.1. Pilot project - RINKEBY YOUTH COUNCIL

Mauricio Chacana

2.6.1.1. Objectives and goals of the pilot project at the local level

By being involved in a youth council, young people can pool their various talents and energy to address major concerns facing them today. Young people will design their own flyers and promote their own agendas to fit their needs.

Young people who are involved in youth councils learn to accept responsibility.

They become strong through their achievements and in the knowledge that they are making a real contribution to their community.



Aims and objectives of the RINKEBY YOUTH COUNCIL (RYC):

- Create a meeting point for young people
- Create a safe environment
- Integration
- Initiatives preventing drug abuse, violence, racism, alcoholism
- Create activities
- Build up young people's self esteem
- Help the young people make their voices heard, to make a difference
- To have good relations with local councillors, police, social services, schools, adults
- To define problems in the area and to solve them
- Encourage young people to finish school and continue towards higher education
- Build up trust in the adult world and authorities
- Democracy issues, human rights
- Equality between men and women.

2.6.1.2. Description of the target area

The target area of the pilot project is Rinkeby, situated in the north-west part of Stockholm. Rinkeby was built in the late 1960's and has an area of only 1.5 square-kilometres. The population is 16,053. Rinkeby is in many ways a deprived area. Statistics show a high level of residents in need of social assistance and/or on low income. A high proportion of students do not qualify for upper secondary school. Still, Rinkeby has a reputation for being innovative, exciting and rich in culture and having a lot of atmosphere. The residents are mostly young. 25 percent of the entire population is under the age of 25. A recent survey among residents shows that many regard activities for young people as a good investment for the future.

2.6.1.3. Strengthening local identity by the pilot project

Rinkeby is today known for being innovative, exciting, rich in culture and a lot of atmosphere. At the same time, Rinkeby is in every way a deprived area. Statistics show a high level of residents in need of social assistance and/or on low income. A high proportion of students do not qualify for upper secondary school, etc. We think that it is of great value to have real youth involvement in the various discussions concerning youth issues in Rinkeby. In that way we believe that young people's engagement can make a difference and at the same time provide added value to the area, in terms of creating a positive identity for Rinkeby.

2.6.1.4. Special aspects of the pilot project

The goals of this pilot project are to achieve a long lasting organisation and true representation in order to make a difference in Rinkeby for young people and others. In order to achieve these goals we have taken the following steps and actions:

1. A "flat" organisation without leaders. The members of the RYC all have the same status/position in the council. It has always been a request from the young people in the council to have the same status – to feel equal is very important.
2. Everybody who has a real interest in making a contribution is welcome. When we started out to establish a youth council, our intentions were to have young people from different organisations, but there was hardly any interest at all from these organisations to participate. So we realised that is better to have an open council in which anyone with real interest is allowed to become a member. We believe that a person with a real interest does a better job.
3. Find new ways to achieve representation. The goal of the RYC is to be the voice of young people in the area. In order to achieve that we have invested in a website which allows all young people to participate. On the website it is possible to publish all kinds of material, such as videos and pictures showing certain young people in the area. The website also has an open forum. Information and participation are key issues and the homepage deals with both.
4. A strong network involving local actors/stakeholders. We are building a strong relationship with several youth organisations in the area in order to have meaningful discussions of the needs of young people in the area.
5. Good examples are shown, both the work done by members of the RYC and efforts by others.



2.6.1.5. Target groups of the project

Young people living in the area; aged from 13 to 19.

2.6.1.6. Project strategy

The idea is to motivate young people to join the youth council; to establish networks in order to reach out to more young people. The youth council is expected to conduct activities within the community operations, cultural activities and also to cover environment issues. The strategy also includes the setting up of a website as a tool for the young people to share common issues and to serve as a forum and a place to obtain information regarding the situation of young people. We are developing a broad network with local youth organisations and authorities.

2.6.1.7. Relevant methods and individual project steps in order to achieve the objectives of the project

It is important to know that each youth council maintains its own identity and is built upon the needs and values of that particular community.

- Website and web forum.
- Relations with other organisations also working with young people.
- Contacts with local councillors, police, schools, social workers on a regular basis, in order to stay up to date and to maintain good relations.
- Creating good role models, young people who other young people can recognise themselves in.
- Exchanging experiences with other youth councils in other countries.
- Day-to-day contacts with young people and parents, through our jobs and contacts.
- Establishing contacts with parents.
- To make ourselves known through media.
- Dialogue with young people.
- Documentation and feedback.
- To have a budget and the funding ensured.
- Timetable/agenda.

2.6.1.8. Concrete results of the project compared to what was originally intended

The fact that the Youth Council has been established and is present in the area is a positive sign for the long-term future. We also believe the expectations of the City District Council of real involvement and commitment from young people have been confirmed. The young people have a strong faith in the possibility to make a difference, to make things better. The website is an adequate and useful instrument for the members of the youth council, achieving the goal of being the voice of young people in Rinkeby.

2.6.1.9. Current challenges the project is facing

- Encourage key young people to mentor others (the silent majority), sharing skills.
- Devolve responsibility to the council – a budget of their own and more responsibility (to decide priorities etc) – this should encourage more young people to get involved.
- Training (chairing; managing budgets and projects etc) would strengthen them in their contacts with the council and other bodies.
- Link up more with youth councils in Stockholm and other parts of Europe.
- Find out about the interests of young people in Rinkeby .
- The real challenge is launching joint actions with other relevant components of the area.
- How do politicians respond to priorities raised by RYC; do they give clear reasons and justifications?
- How to deal with discontinuity of members?
- The website should be provided with a special section in English in order to enable communication with young people in other parts of Europe.
- Could use more indicators to evaluate achievements and thereby seek continuous improvement.
- Success of website needs to be sustained, to keep evolving.

2.6.1.10. Lessons learned and experiences: success elements; good practice elements; shortcomings and failures – based on the outcomes of the assessment mission

It is too early to start evaluating the concrete results of the project since it has only existed for about 9 months.

2.6.2. Pilot project - EMPOWERMENT OF YOUNG PEOPLE IN SKÄRHOLMEN

Gunnel Altin

2.6.2.1. Objectives and goals of the pilot project at the local level

The City District Council of Skärholmen has the following aims with the new leisure time organisation

- to create meeting points for young people in all four parts of the Skärholmen district and one central meeting point, the Youth Centre, in the central part of Skärholmen;
- to offer a safe environment for young people, which is a presupposition for participation and integration and for the development of a positive identification among young people;
- to create leisure activities for a wider range of children and young people in Skärholmen;
- to give young people an opportunity to influence the content of the leisure activities;
- to develop common values and a holistic approach, through education, among staff working with young people;
- to make use of the experience and competence of the staff in a good working environment;
- to co-operate with other governmental and non-governmental organisations working with young people in the area.



How will this pilot project improve the neighbourhood/achieve POSEIDON goals?

- By formulating new objectives for local neighbourhood management policies and their related instruments.
- By developing new structures for neighbourhood management or improving existing institutional settings.
- By stimulating greater participation/involvement of residents living in deprived neighbourhoods.
- By developing new methods or concepts for targeted local field initiatives/activities, which improve or widen the scope of existing policy instruments in the field of neighbourhood management and contribute directly to enhancing living conditions in deprived neighbourhoods.

2.6.2.2. Description of the target area

Skärholmen is one of Stockholm's 18 city districts. The area has 31,500 inhabitants (many of them young), is situated on Lake Mälaren and is rich in nature, country walks, cultural heritage sites and beaches. The area was built in the 1960's when the Swedish government ordered one million apartments to be built in just a few years, to deal with the lack of adequate housing. Most of the residents live in rental housing. More than 40 percent are immigrants and more than 80 languages are spoken in the area. About 5.2 % of residents are unemployed, in need of social assistance and/or on low income. The average income is €28,676.

2.6.2.3. Strengthening local identity by the pilot project

Both pilot projects in Skärholmen have a high level of involvement from the residents. We also want to support self-reliance and every person's own strength and the opportunity to do something good for themselves and other people and for the area. We stimulate network building to facilitate important issues/the area together with other people. This produces many good results such as safer area, better image, and relations to the neighbours etc.

2.6.2.4. Special aspects of the pilot project

The special thing with both projects is the high level of residents' involvement and especially the real empowerment of young people. The successful results are another special highlight and a nice thing for us.

2.6.2.5. Target groups of the project

Children and young people from 12 to 19 years old.

2.6.2.6. Project strategy

One strategy was to be clear about our undertakings and to follow them up. The tool was the action-plans:

Both projects had an action plan from the start of the project. We think that one important factor for the good results depends on the fact that these action plans were "alive" – we discussed them and audited the plans continually if necessary, we were flexible with regard to the project process. These action plans are agreements and a sort of quality assurance for fulfilling the goals and purposes.

These action plans contain:

- Background of Skärholmen
- Image
- Goals, aims and risks (goals both from POSEIDON and the City District Council)
- Expected output corresponding to POSEIDON and the City District Council goals and purposes
- Target group
- Participants and degree of participation
- Structure:
 - Decisions, delegation
 - Organisation
 - Support platform
 - Quality assurance
 - Documentation
- Methods, a flexible approach of method choices
- Process design with timetable
- Summarise the results, discussion

Another strategy is a high level of involvement from residents and stakeholders and an active dialogue and co-operation with them.

In "Empowerment of young people" one strategy was to focus on young people and to give them real power; the tools were:

- Involving them in working groups to build the Youth Centre. These working groups had to decide about the physical space of the centre, decorations of the interior, activities and prepare the standards of the social life in Youth House etc.
- A budget for the ideas of activities from the youths.
- Making study visits for input of ideas.

2.6.2.7. Relevant methods and individual project steps in order to achieve the objectives of the project

Step 1: Decision and information, spring 2005

- Decision in the local City District Council
- The first big meeting with staff working with the leisure time of young people in Skärholmen.
- The project leader made study visits to different leisure time units to inform staff and young people about the aims of the project.
- The search for locations for the project started.
- Information to the Youth Council of Skärholmen (URIS) about their participation in the project.

Learning from the POSEIDON pilot projects

Step 2: Resolve structural problems and organise young people, autumn 2005

- Employ a manager for young people's leisure time.
- Meetings with architects and the public corporation managing all facilities in meeting places in schools.
- Meetings with pupils at all schools affected by the project.
- Meeting with existing leisure centres.
- Creation of working groups with young people.
- A kick-off meeting with all young people interested in the project.
- Starting a regular information publication about the project and setting up a homepage with information about the project.
- A group of young people will make a study visit to Haringey and Haringey will come to us.
- Resolve questions about the staff situation in the new organisation.

Step 3: Carry through the project, spring 2006

- Hard practical work!

Step 4: Finish the project, autumn 2006

- Integrate the project in the ordinary budget and practise in Skärholmens district.
- The first annual meeting for the Youth Centre
- Summarise and evaluate the results
- Many PR connections when we invite them to the boards of the Youth Centre, meeting points etc.
- Ending the project with a big "kick-end" for councillors, youth, organisations, the staff and others interested in the project "The Grand Opening".
- Use the results to improve the situation for young people in Skärholmen.

2.6.2.8. Concrete results of the project compared to what was originally intended

Aim of project		
<i>Aim</i>	<i>Method</i>	<i>Result</i>
Create new meeting points for 12-16 year-olds in all four parts of Skärholmen and one Youth Centre for 15-19 year-olds, in the central part of Skärholmen.	Build a new leisure time organisation, employ a special manager for the new organisation. Work together with the schools to create the meeting points and Centrum Kompaniet (a housing company) to create the Youth Centre together with the young people.	Meeting points will open during 2006 in four schools, one in each part of Skärholmen. The Youth Centre will have a grand opening in Skärholmen, on 1st September 2006.
Offer a safe environment for young people, which is a prerequisite for participation and integration and for the development of positive identification among young people	Young people will be invited to activities and new experiences and participate together with educated and experienced staff.	We have built a structure for participation, together with the young people in the working groups, the board for the Youth Centre and the Youth Council.
Create leisure activities for a wider range of the children and young people in Skärholmen	Actively seek hard-to-reach groups. Integrate a gender perspective in everything we do.	More young people are open minded to participate in the leisure activities, but it will always be an ongoing process
The young people at the Youth Centre will participate at all levels	Between 75 and 100 young people are taking part in the work. They have been divided into 8 groups and are taking part in draws, in planning and buying the inventories, in the building work and in renovating furniture. They have also represented the project at official occasions. Most of them are taking part in their spare time. 15 young people will work on building the centre during their summer vacation. One girl has also gained work experience with the project leader over three months.	The result has been good and the young people have learned a lot, they are proud of their work and their area. They also believe that they are important.

Learning from the POSEIDON pilot projects

Make use of the experience and competence of the staff in a good working environment	The experience of the staff will be regularly followed up and evaluated, so the methods can be empirically grounded.	Too early to answer
Develop common values and a holistic approach, through education among the staff working with young people	Educate the staff in child and youth development, method development, relevant laws and regulations and how to manage the budget of the leisure activities.	Too early to answer
Cooperate with other governmental and non-governmental organisations working with young people in the area.	Make it possible for different organisations, governmental and non-governmental, to be members of the Youth Centre. By sharing locations bridges can be built between young people and different organisations.	Too early to answer

How will this pilot project improve the neighbourhood/achieve POSEIDON goals?		
<i>Aim</i>	<i>Method</i>	<i>Result</i>
Formulate new objectives for local neighbourhood management policies and their related instruments	New objectives have been formulated in a future scenario, meetings with young people, staff and residents.	The local council has approved the new objectives.
Develop new structures for neighbourhood management or improve existing institutional settings	Creation of a new leisure time organisation especially set up with the purpose of inspiring the participation of young people, local NGOs and other local actors.	The new structure has been developed and particularly young people can feel the "bottom-up" perspective.
Stimulate greater participation/involvement of residents in deprived neighbourhoods	Participation of young people from the area in all steps of the process. Participation in working groups, Youth Council etc. Invite all inhabitants to participate in a future scenario.	Between 75 and 100 young people are already involved. This will probably increase when the new organisation is fully established.
Develop new methods or concepts for targeted local field initiatives/actions, which improve or widen the scope of existing policy instruments in the field of neighbourhood management and contribute directly to enhance living conditions in deprived neighbourhoods.	Ongoing development of methods to reach hard-to-reach groups. (See the list of methods below.)	We have developed new methods, but we need to test if they work outside the project, in our regular work in the area.

The biggest risks in the pilot project		
<i>Risk</i>	<i>Method</i>	<i>Result</i>
Adults who take out their disappointments in society on the young people who believe in this project and will try to do something good about it.	Education and information. The project leader acts as a voice for young people in relation to other adults.	Too early to answer, but so far young people are satisfied with their mandates and their results.
It will take too long to find good premises for the meeting points and the Youth Centre	Continual meetings with all the actors involved in the project. Strict mandates.	Everything seems to be on time.
The financing period will come to an end too early	Clear structures, strict mandates and delegation.	Everything seems to be on time, but we have also sent some of the questions to the ordinary leisure time organisation.

Participation - Partnership with other cities in POSEIDON, cluster, main issues, output

The partnership with Haringey and Amsterdam has given us a lot of input and young people who have got to know young people from Haringey have also been more open minded, and believe more in themselves.

Learning from the POSEIDON pilot projects

Actors, participants and degree of participation in the pilot project		
<i>Actors, participants</i>	<i>Degree of participation</i>	<i>Result</i>
Decision makers	Decision making and information	A well informed council stands behind the project
Key stakeholders, young people	Decision making, joint government and co-production of plans	Changed attitudes among young people. Most of them now feel that they are involved in decision-making.
Key stakeholders, organisations	Co-production of plans, advice, consultation, information	Too early to say, but we can see that they are positive.
Residents	Information	Most people in the area are familiar with the project
Media	Information	There has been a lot of publicity in the local media.

Participation tools

Every toolkit will be evaluated with regards to how it works in different groups.	
<i>Tools</i>	<i>Result</i>
Swot analysis	A good tool for interaction, especially for management level
Heat chair	A good icebreaker especially for young people.
Future scenario	A method we use to clarify expectations from all actors, capture ideas from a big group
Future letters	We used this tool with staff who didn't accept the new working models. This method helped them to look forwards.
Be your own dream architect	A method used with young people to make all the plans and views concrete
Study visits	Our best method to open the minds of both the staff and young people
Interview	A good way to focus on individuals, especially from the hard-to-reach groups.
Learning by doing	Our guiding star during the project
Common decision making	The youths experience joint government

2.6.2.9. Current challenges the project is facing

- how could the youth centre positively influence relationships with adults? a place to escape family control or a place to grow up?
- a very valuable resource for consultation/information is established; is there a strategy to make sure it is being fully utilised?
- young people can be actors in general neighbourhood improvement; would initiatives like festivals or parades be possible, managed by young people and delivered to a larger audience?
- supply steady support in case the young people temporarily lose energy
- possible threat could be a change of political emphasis; participation may decrease if present commitment from politicians changes
- themes for working groups seem to centre around leisure – how could future steps be taken, for instance relating to employment?
- how to expand the success further?
- next step when centre is up and running?
- maintain strong relations with other groups in Stockholm and Europe

2.6.2.10. Lessons learned and experiences: success elements; good practice elements; shortcomings and failures – based on the outcomes of the assessment mission

- Within development processes we think it is a good idea to focus on the target groups first because it is important to built up faith and trust.
- When young people get real empowerment and responsibility/delegation for different issues, they take it!
- Study visits give people good input and open-minds, They also create valuable networks and tear down boundaries.
- Be clear about the limits of each person's responsibility.
- One successful element is that “everyone moved in the same direction”, the district council has made the decision and the project was financed.

2.6.3. Pilot project - EVALUATION OF THE JOBCENTRUM

2.6.3.1. Objectives and goals of the pilot project at the local level

The aim is to identify effective methods which support jobseekers towards becoming self-supporting.

The pilot project intends to follow up former jobseekers at the Jobcentrum (JoC) and through documentation to find out:

- Successful methods used by jobseekers and administration
- Areas for improvement
- Improve the methods used by administration

The pilot is closely connected to administration because the aim is to develop the methods used by them but it intends to have high participation of JoC's former participants.

2.6.3.2. Strengthening local identity by the pilot project

Both pilot projects in Skärholmen have a high level of residents' involvement. We also want to support self-reliance and every person's own strength and the opportunity to do something good for themselves and other people and for the area. We stimulate network building so that it is easier to develop important issues/the own area together with other people. This produces many results such as a safer area, better image etc.

2.6.3.3. Special aspects of the pilot project

The special thing with both projects is the high level of residents' involvement and especially the real empowerment of young people. The successful results are another special highlight and a nice thing for us.

The special with this project is the possibility to carry out a quality evaluation within regular activities, we do not have recourses for that usually. Other use to make this follow ups. The project made it possible for the administration to follow-up some former jobseekers, which wasn't possible without the resources project provided.

2.6.3.4. Target groups of the project

The pilot project has two target groups: former jobseekers and civil servants.

2.6.3.5. Project strategy

One strategy was to be clear about our undertakings and to follow them up. The tool was the action plans: Both projects had an action plan from the start of the project. We think that one important factor for the good results depends on the fact that these action plans were "alive" – we discussed them and audited the plans continually if necessary, we were flexible with regard to the project process. These action plans are agreements and a sort of quality assurance for fulfilling the goals and purposes.

These action plans contain:

- Background of Skärholmen
- Image
- Goals, aims and risks (goals both from POSEIDON and the City District Council)
- Expected output corresponding to POSEIDON and the City District Council goals and purposes
- Target group
- Participants and degree of participation
- Structure:
 - Decisions, delegation
 - Organisation
 - Support platform
 - Quality assurance

Learning from the POSEIDON pilot projects

- Documentation
- Methods
- Process design with timetable
- Summarise the results, discussion

Another strategy is a high level of involvement from residents and stakeholders and an active dialogue with them. In "Participation in evaluation of Jobcentrum" one strategy was to ask former jobseekers open questions about the activities they had earlier been part of at the Jobcentrum, hoping to get interesting answers. Former jobseekers experiences and opinions about Jobcentrums activities are going to be used in the development of methods in Jobcentrum.

2.6.3.6. Relevant methods and individual project steps in order to achieve the objectives of the project

Step 1: Decision and information, spring 2005

Decision made in the administration to improve follow-up activities in management. The overall principles regarding the project are to meet the need for improvement in administration and give a voice to jobseekers/finders.

Action plan is created and accepted in co-operation with management.

Step 2: Inventory of key issues, June 2005 – September 2005

Pilot project intends to invent key issues according to

- researchers
- public servants and
- jobseekers at Jobcentrum

Summary of the results of inventory of key issues for the pilot project in order to improve the methods used by Jobcentrum.

Step 3: Carry out interviews, September 2005 – February 2006

Step 4: Summarise the results and analyse them. Pick up ideas of developing Jobcentrums methods. February – June 2006

2.6.3.7. Concrete results of the project compared to what was originally intended

According to answers to the jobseekers' questionnaire the need for support is very individual. If the service is to meet the needs of individuals, should it be able to offer all kinds of support, from language training to education and work? Do the expectations and the service meet? For further discussion: what are the reasonable demands on the service the Jobcentrum provides?

Questionnaires to former jobseekers were created in co-operation with administration and researchers to answer the following questions raised:

- One of the goals of the service the Jobcentrum provides is that people can support themselves. It is interesting to know whether the former jobseekers can support themselves after they were signed off by the Jobcentrum. (Question 1)
- We are interested to find out which methods they used to find a job/start to study or other activity. (Question 2)
- Another interesting issue for the service is to find out how the former jobseekers experienced the service the Jobcentrum provides and what they would like to change in the service. (Questions 4 and 5)
- The basic situation in terms of education and work experience might have an effect on finding work. We wanted to find out whether former jobseekers had some work experience in Sweden and asked about their educational background and how long they were unemployed. (Questions 3, 6, 7)
- We wanted to find out whether the Jobcentrum and Employment Office double up in their work with the same people. We also asked whether they received any support from the Unemployment Office while they were actively using the Jobcentrum service and how they experienced the service provided. (Question 8)

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In October 2005 we started to study the Jobcentrum computer files and the database for the administration of social welfare benefit (Paraply). A total of 128 individuals who applied for social welfare benefit were signed off by the Jobcentrum in May 2005. 84 of those 128 (65%) didn't need to apply for social welfare benefit in October 2005. They were our target group for telephone interviews.

In November 2005 we sent a postcard to all these former jobseekers to inform them in advance about the pilot project and the fact that we were going to interview them. Interviews with former jobseekers at the Jobcentrum were carried out from November 2005 to February 2006.

We studied the database for social welfare benefit (Paraply) in order to find out the situation of people who were still dependent on social welfare benefit.

We followed up all these former jobseekers at the Jobcentrum once again in February 2006, in order to find out how many of them still managed by themselves and how many still needed social welfare benefit. **The aim is to identify effective methods which support jobseekers towards becoming self-supporting.**

The pilot project intends to follow up former jobseekers at the Jobcentrum and through documentation to find out:

1. Successful methods used by jobseekers and administration

Results:

- Use network and contacts to help job-seekers in to the labour market
- More job application, cv and interview training
- Matching: employees towards employers

2. Areas for improvement

Results:

- "It's up to every individual to find a job" – it is important to support self-independency
- "Don't interrupt your studies; it's hard to find a job!" Youngsters are dropping out from school hopping to find easily a work. It isn't easy for youngsters to find a work. More information to schools about the situation in labour market for youngster before they drop out from schools.
- "The problem is too few jobs", an issue for government.
- More support for programme participants, the personnel should be more active in terms of supporting jobseekers.
- Jobcentrum should connect jobseekers with employers, to build network and relations and to make it possible for people to get some job experiences in Sweden and also references.
- Some interviewees wished that personnel (coaches) should be more supportive, others think that they should push more.

3. Improve the methods used by administration

Results:

- The administration intends to create follow-up activities in order to find out more about the Jobcentrum results, for instance: we have to improve our documentation of activities for each jobseeker, in Jobcentre, including outcome and results from the support and services, to clarify the outcome from Jobcentres activities. The documentation has to be regular and permanent.
- To formulate concrete goals/aims for the service from Jobcentre, they have to be evaluable. They will be monitoring regular 3 times each year. This goals/aims are then evaluable also per each person

2.6.3.8. Current challenges the project is facing

- Findings should drive positive changes for activities and in policies.
- Mapping and skills audit in area needs of local businesses to tailor training.
- If this to be part of long-term practice, also compare/evaluate previous data.
- Establish permanent and regular monitoring - Aim for the study is to test a follow-up concept in order to improve our follow up routines. Permanent and regular monitoring is necessary if the administration wants to find out the results for the service.
- Improve local link between the unemployed and employers - Matching is a part of our

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regular service but we want to develop that contingently because the evaluation showed that this was a good method.

- How will the project achieve mutual learning? - The results from this evaluation are going to be presented to the colleagues and suggested areas of improvement are going to be discussed.
- How will the aim be achieved to develop instruments and methods so that residents can support themselves? - Former jobseekers had opportunity to describe the methods they used to find a work. If we monitor that fact regularly we would find out more about that issue and could inform our jobseekers about the successful methods.
- Will self-evaluation lead to acceptance of results with such a hot policy issue? - I believe that if we had some statistics and regular monitoring it would give some more information about the service and its results and would lead to acceptance as well.
- How will results lead to action, improvement of the Jobcentrum? - This pilot is challenging the administration to start to create regular monitoring of jobseekers in order to find out results for the service and possibilities for improvements.



Views expressed by interviewees:

- More support for programme participants
- Jobcentrum should connect jobseekers with employers
- Some interviewees wished that personnel (coaches) should be more supportive, others think that they should push more
- "It's up to every individual to find a job"
- "Don't interrupt your studies, it's hard to find a job!"
- "The problem is too few jobs"

Summarise and use the results

- Summer 2006: analysis of results together with the administration in order to draw further conclusions
- The administration intends to create follow-up activities in order to find out more about the Jobcentrum results

2.6.3.9. Lessons learned and experiences: success elements; good practice elements; shortcomings and failures – based on the outcomes of the assessment mission

It is possible to reach many former jobseekers and they are generous in giving their opinions about the Jobcentrum's activities.

It is a hard work to carry out quality research! It requires many resources. We have to consider the worth of results versus the resources a quality research needs.

2.6.4. Stockholm - from the view seen by 5 partner areas

2.6.4.1. Stockholm perceived by Vienna

The working approaches of the Stockholm councils in youth work have been very impressive and striking. Both councils – Rinkeby and Skärholmen – provide clear opportunities and limits for co-production of youth centres with a strong political commitment and the provision of sufficient funding by different funding streams. The aim to establish self-organised structures in managing and running the youth centres can be compared to the Amsterdam community school and is rather challenging but also promising. It gives young people power and responsibilities and therefore induces empowerment and self-organisation capacities of the youth. The diversity of community workers is also impressive!

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Stockholm has also implemented a clever combination of top-down and bottom-up approaches by setting a clear framework but with sufficient degrees of freedom for the involved people. Stockholm is also using the existing local potentials in the area, especially in relation to the migrant sector. Existing private associations of migrants are supported in their activities and integrated in the development activities of the local councils.

Vienna might learn from Stockholm as Stockholm regards young people not as “old children” but as “young adults” by giving them power and responsibilities!

2.6.4.2. Stockholm perceived by Amsterdam

The Stockholm experience: ‘the midsummer night's dream of youth participation’

Both Rinkeby and Skärholmen showed many similarities to Geuzenveld-Slotermeer: the same kind of post world war II architecture, the same cultural diversity, the same structure of local governance (with city districts and a central city department). Social services, however, are of a much better quality and are intensively used. The social infrastructure is much stronger and seems to have sufficient financial means at its disposal.

The approach to tackle unemployment has many strings attached! This leads to an effective activation of unemployed people. The same applies to the approach of integration: while the Netherlands closed their borders for people in need, Sweden seems to be very tolerant in accepting asylum seekers, but expects in turn ‘real Swedish citizenship’.

The focus in the youth related pilot project is not on repression but on prevention of anti-social or criminal behaviour. There is a tremendous supply of youth facilities, some of them arranged in close co-operation with local youngsters. Youth participation seems to be very effective and provides information on the dreams, ideas and expectations of youngsters. It leads to empowerment and the recognition and development of talents.

2.6.4.3. Stockholm perceived by Genoa

Young people empowerment and job centre improvement are the main goals to be achieved. This is a good point to tackle issues like integration of immigrants and better conditions of life in neighbourhoods: the dissatisfaction of youngsters and a loss of trust in the future were certainly at the root of the recent riots in deprived areas in France.

A remarkable output of Stockholm pilots is how they achieved concrete results within these action lines: the establishment of Youth Councils, embedded in council policy, and the method of “participation in evaluation” that aims to give to jobseekers instruments to support themselves.

2.6.4.4. Stockholm perceived by London Haringey

We are directly partnered with the city of Stockholm and have been working together on Theme I of POSEIDON looking at Neighbourhood Management policies, structures and instruments. Consequently we have visited Stockholm several times and took several local residents from our two target areas to the city in December 2005 to participate in a study visit.

Like Amsterdam, Stockholm is a beautiful city with a lot of history and some spectacular sights. Our colleagues in London were bemused at the idea of such a city having disadvantaged areas!

Stockholm's two target areas in POSEIDON, Rinkeby and Skärholmen, have some worrying statistics in terms of unemployment but much is being done to reduce these figures by giving people relevant training, including learning Swedish for those newly-arrived to the country and work experience which will get many into meaningful employment. Both areas have benefited from the City District Regeneration Initiative in recent years which has resulted in some impressive new buildings and facilities. Community development and social cohesion are now emerging as important issues in Rinkeby and Skärholmen.

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Our first impression of Rinkeby was that it looked like a 1960s UK university campus, with low-rise blocks, lots of trees and pedestrianised areas between the blocks. It looked very clean, had a good town centre with its own underground station, although it was clearly on the outskirts of the city. However, we soon learned from our hosts that there were significant problems with integration of the newer communities, unemployment and skills, young people and crime. Rinkeby has a poor reputation generally in Stockholm, rather like Tottenham has in London, and tends to be an area, again like Tottenham, with a high turnover of population. The main ethnic groups in Rinkeby are Somalis, Turks, Kurds and Greeks; ethnic minorities make up about 60% of the population in the area while the indigenous population is in the minority.

We met many committed and enthusiastic people in Rinkeby, both residents and workers. We were impressed with the vigour and determination of the members of the Rinkeby Youth Council and the way in which they tackled local issues and politicians. Members of the Youth Forum in the New Deal for Communities area in Seven Sisters, South Tottenham, found they had much in common with their counterparts in Rinkeby: both groups had issues with crime, including drug-dealing, and with the local environment. We were struck by the quantity and quality of facilities for young people in Rinkeby, although the young people there were somewhat critical of this provision. Our young people came away feeling very envious!

In Skärholmen we were impressed with the work being undertaken to find employment for local people at the Job-Centrum. We were also interested to learn that in Sweden everyone has to do some work, even if this is unpaid, in order to keep their welfare benefits. This work can consist of keeping the local shopping centre clean or helping out with, for example, parent/toddlers' groups. Again, Skärholmen seemed, to our eyes at least, clean and well-ordered with a busy shopping centre; we certainly wouldn't have thought of it as being a disadvantaged area as it felt very different from Tottenham, where we work. For example, we were taken to dinner at Europe's largest IKEA and then onto a large sports/entertainment complex, Heron City, when we visited in December 2005, all in Skärholmen itself.

However, the statistics prove otherwise: like Rinkeby, it has high levels of ethnic minority residents (about 45%) and again a poor reputation in Stockholm for crime and quality of life. Local residents are mainly proud of their area and the continuing improvements although there are concerns about integration, and some of the indigenous population are worried about the perceived erosion of the Swedish language.

Skärholmen also has a thriving Youth Council and they are currently transforming a former police station into a new "Youth House". The members of the Youth Council are learning how to manage their own funds, and are having training in chairing and minuting meetings. They have a direct line to local politicians and what they say is taken seriously. They have told us that after their trip to Haringey in November 2005 they were able to look at their area "with fresh eyes". We hope this was a compliment!

2.6.4.5. Stockholm perceived by North Kent

The assessment visit to Stockholm took in three pilot projects. The youth council in Rinkeby demonstrated outstanding commitment of young residents to changing not just the physical fabric of their surroundings, but also the hopes and aspirations of their peers, and of future generations. The young people were certain that their opinions were being acknowledged at the top, and whilst they recognised that this was sometimes hard work (in terms of overcoming perceptions that their opinion was of less value than that of older and more established residents), they showed absolute determination, patience and conviction. They were extremely willing to spend time discussing their efforts with the assessors, and made a very strong impression by their honesty and enthusiasm. It was also heartening to see the local politician sparing time to engage with the assessors during the meeting, and over lunch. The impression was gained that he was able to learn an immense amount from the previously untapped resource. It was also felt that he benefited from the presence of the local assessors who offered external corroboration that the youth council is a valuable and credible resource.

It is evident in Rinkeby that politicians are willing and able to back up their verbal support with financial resources – the local sports centre is well-equipped, and the room for girl teenagers to relax in is cosy and attractive to young females, showing keen gender

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sensitivity, above and beyond that usually found in such projects. The provision of financial resources interestingly seems to have led to a clear understanding by the young residents of the financial limitations within which they must operate, rather than making them more ready to request funds. This is symptomatic of strong two-way dialogue between young people and strategic players. Moreover, the youth council demands seem in many instances to be not simply for more funds for activities or projects: they were able to extol the value of small-scale activities in making a difference (such as incorporating the girls only room in the sports centre, so that it does not become a resource monopolised by young boys).

The commitment of the young people of Skärholmen to the development of a youth centre is also outstanding, and they possess clear ownership of the project, at strategic and day-to-day operational levels: great trust has obviously been placed in them, which is one of the most valuable empowerment tools. There is also an excellent relationship with the local project manager, and it was good to see the way in which this project has overlapped with the Jobcentrum in terms of offering a supported work experience placement for a Jobcentrum client. Project workers were also outward-looking, and receptive to suggestions about linking up with other youth projects to share experience, showing that they welcome joint thinking and joint working, and are very willing to learn from the experience of others. Once again, the young people were very aware of their roles and responsibilities within the overall scheme of things, and this is attributed to open and frank dialogue.

A key point of interest for North Kent was the decision in Skärholmen to devolve the spending of a small sum of money to the young people. This is clear evidence of absolute support for the initiative from those at the top, and truly does empower the young people. It represents a strong blend of 'top-down' and 'bottom-up approaches'.

In terms of social inclusion, these approaches also demonstrate elements of teaching democracy, responsibility and respect: both overtly and 'by stealth'. Project leaders and strategists are to be praised for this key method of introducing basic citizenship concepts to youths who would otherwise not engage in democratic processes so readily.

The evaluation of the Jobcentrum was clearly a fresh departure for Jobcentrum staff, and one they have tackled cautiously and methodically. Staff are fully aware that they have created a building block for further development and improvement work within the centre, rather than an end in itself. Thus the pilot project is both perceptive and practical. Staff were, once again, very receptive to external suggestions from the assessors.

3. Interregional POSEIDON co-operation topics in neighbourhood management

3.1. Contents, instruments and structural patterns of neighbourhood management policies

Pia Sundqvist, Sue Grant

3.1.1. The importance of learning from past experiences

During the last couple of decades, numerous attempts have been made at reversing a downward spiral in increasingly run-down areas in major cities all over Europe. A wide range of Urban Development Programmes, (UDP), have been launched by local authorities, national governments and European Union bodies. Hosts of researchers have been commissioned to evaluate both the implementation processes and the actual end results of many of these UDPs.



This is an attempt at a very brief summary of the conclusions from a small portion of research reports, focussing on a number of determining factors or success indicators that are either present or lacking in the UDPs that have been studied.¹

- Development initiatives and activities based on knowledge are preferable to temporary and arbitrary projects without any connection or overall plan. The present situation – needs, potentials and challenges – must be clearly defined and analysed, as a foundation for the development process. The analysis needs to be performed by experts as well as by local actors and residents.
- A local UDP or action plan need to be elaborated. The plan should not only be a list of projects but should describe a cohesive plan for the area's further development (i.e. stating the overall aim of the various projects and activities). The programme needs to find a balance between the day-to-day wishes and needs of residents and local stakeholders and the solid knowledge regarding what kind of initiatives will have a more lasting impact on the area.
- Area-based UDP's, projects and activities should be planned and implemented in connection to other projects and to regular public services. Without this important connection there will be no sustainable change in the area.
- The local organisation that is established in order to implement the UDP and its activities need to be at the same time visualising the development work being done and the same time maintaining a strong link with the regular operations that are in need of improvement. Projects and policies that are too much separated from regular services will not be able to influence the daily work. Too close connections to regular services, on the other hand, may threaten the project or programme to get lost within the old structures rather than influencing and rejuvenating them.
- In order to be successful and to have an overall impact on the organisation, the UDP must be strongly supported by senior staff and councillors at all decision-making levels.

¹ "How to make a successful urban development programme. Experiences from nine European countries." is the promising title of the report from the international research project Urban Governance, Social Inclusion and Sustainability (UGIS); running from April 2000 until March 2003 and funded by the EU within the Fifth Framework Programme. We have also looked for conclusions in several research reports covering the Swedish Metropolitan Initiative and various programmes in Stockholm.

- The efforts must be planned and carried out in close co-operation between different levels within the overall municipality administration, and the responsibility of every single level must be clearly defined. This vertical co-operation needs to be combined with an equally visible horizontal co-operation between different departments within the local administration and also between the public sector and other local stakeholders. All parties must be equally responsible for the overall UDP.
- Co-operation between local actors and stakeholders, the municipality, public authorities at national level, trade and industry, leisure time organisations and other NGO's must be supported and developed on a long-term basis.
- The local decision-making level should be most influential with regards to the funding that has been made available for the UDP. The funding needs to be long term.
- Segregation can not be successfully combated by initiatives which focus solely on certain limited areas that are defined as "deprived". In order to get to the core of the problems, attention must be paid to the relation between the deprived areas and the surrounding society. City districts can not be made responsible for turning the downward spiral themselves since they lack the capacity, the means and the mandate to change the overall structure of the area (i.e. to influence, for example, the number of industrial and commercial establishments, the quality of the public transportation to and from the area, the establishment of centres of higher education and the quality of these centres etc).



3.1.2. A checklist for an Urban Development Programme

On the basis of these vital conclusions, the partner team of Stockholm and London Haringey has developed a very brief checklist that we hope might help others to elaborate new UDPs – or to enhance existing ones – in their own cities or countries.² If (most of) the listed criteria are met, the possibility of having a successful UDP should increase.

The checklist may well be useful both in relation to UDPs and to the various projects and activities being performed within the framework of a UDP.

These are the criteria or the various aspects that should be covered by the UDP:

- **Analysis** - Does the UDP ensure that specific measures within its framework are based on facts and analysis? If so, describe how.
- **Cohesive long-term planning** - Is the elaboration of a cohesive and long-term development plan a purpose or component of the UDP? If so, describe how.
- **Horizontal co-operation** - Is development of horizontal co-operation a purpose or component of the UDP? If so, describe how.
- **Vertical co-operation** - Is development of vertical co-operation a purpose or component of the UDP? If so, describe how.
- **Equal responsibility** - Is equal responsibility among involved parties for the overall objectives of the UDP ensured? If so, describe how?
- **Decentralisation** - Is decentralisation of influence and decision-making a purpose or component of the UDP? If so, describe how.
- **Participation** - Is participation of residents and local actors a purpose or component of the UDP? If so, describe how.
- **Development of partnerships** - Is the formation of partnerships (type and character) and the balance between partners a purpose or component of the UDP? If so, describe how.

² The conclusions summarised in section 3.1 have already made a major contribution to the development of Stockholm City Council's "City District Regeneration Programme", an UDP running from 2003 and presently undergoing evaluation and further development.

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- **Limited intervention or influence on overall structures** - Is the possibility to address and influence overall structures and the surrounding society's relation to the target area(s) supported by the UDP? If so, describe how.
- **Sustainability** - Are sustainable results a purpose of the UDP? If so, describe how.
- **Funding** - Is long term funding of the implementation of the UDP ensured? If so, describe how.

When used in relation to specific projects and activities, the initial issue on the list of criteria may be the following.

- **Type and character of project** - Describe how the project or activity relates to an overall policy and plan for improvement of the community.

3.2. Communication with local communities and direct involvement of inhabitants living in deprived urban neighbourhoods

Rob van Veelen, Rainer Hauswirth

3.2.1. Ten guidelines for effective participation

The current question of community participation is no longer whether people **should** have a voice in the development of their neighbourhood, but **how** this can be effectively achieved. Although the design of participation processes should follow the principle of 'locational accuracy', this section provides ten guidelines for effective participation. The guidelines are based on the discussions during the project working group meetings on theme II as well as the experiences and lessons learned from the POSEIDON pilot projects. The guidelines have no particular order, none has any special priority, each has its own importance and not all of them may always be of relevance for all participation processes.

Guideline 1: Make clear the opportunities and limits of participation and clarify what kind of involvement is on offer

Any confusion on the side of participating actors about the opportunities and limits and the kind of participation will harm the process. Public authorities and community workers should honestly communicate the purpose and the level of participation as well as the opportunities and limits (e.g. resources, degrees of freedom in the common decision making, legal and technical restrictions) right from the beginning. Just this kind of information allows people a rational choice of getting involved or not and reduces the possibility of disappointment.

Clarity about the purposes of the process is also necessary to plan and resource the process adequately and to identify which actors' groups should be involved. Clarity concerning purposes, target groups and modes of decision-making enables community workers to choose effective involvement techniques that are suitable for the participation process.

Evidence for the guideline from POSEIDON pilot projects

The successful participatory development of a youth centre in Skärholmen provides evidence for this guideline as the opportunities (influence, activities of the centre, meeting places) and limits (budget, location, place) were communicated to young people right from the beginning and established a clear framework for effective participation. Another example is the "participation bylaw" in Amsterdam where consultation opportunities and limits are stated in a bylaw enacted by the city district. For the participatory development of a common and coordinated master-plan for a number of municipalities in Scrivia Valley it was necessary to organise a number of talks between the different interest groups (mayors, NGOs, local stakeholders, agencies, residents) to make opportunities and limits clear and acceptable for all of them.



Guideline 2: Provide access and support

Participation processes aim to give people a say in the development of their neighbourhoods. So residents must have the organisational and political access to participate as well as the personal resources and skills to do so. Providing suitable structures and opportunities for participation without offering support and skills to take part, creates a difference between

the **actual** and the **formal** say of residents. Community workers must provide both **access and support** to achieve effective participation of residents.

“Unless people are equipped to participate, participatory initiatives are likely to mirror and perpetuate prevailing race, gender, class and other inequalities instead of challenging them. Supporting and accessing people’s participation are essential parts of the same process of empowerment. They reflect the personal and political aspects of citizen involvement.”³

Supporting residents to enable them to take part in participation processes includes the

- support of people to get together to work in groups (e.g. moderation, facilitating, places,...);
- provision of practical support for residents (e.g. childcare, transport,...);
- improvement of practical skills of residents (e.g. presentation techniques, ...);
- personal development of residents (e.g. self-confidence, self-esteem, assertiveness).

Evidence for the guideline by POSEIDON pilot projects

The community leadership course of London Haringey aimed at supporting local residents with migrational background to enable them to be engaged by providing training, information and practical skills.

Guideline 3: Involve all key participants (esp. politicians) and actors' groups concerned – and right from the beginning

To achieve equal representation of the different local interests and increase the probability that participatory outcomes will also be implemented, all relevant key actors' groups must be involved in participation processes.

Community workers should try to involve key actors and residents as early as possible and clarify their roles and responsibilities in the participation process. Participation at an early planning or development stage increases the probability of an equal and effective dialogue as well as the development of mutual trust and a sense of ownership in local improvements. As the degrees of freedom in local decision-making probably decrease over time, an early start with participation increases the number of issues for common negotiation and decision-making. It is far more difficult to adapt development processes after some time because their momentum, dynamics and direction will already be established, so the greater the delay in participation the lower the probability that a balance of power between involved actors' groups can be achieved. Broad-based participation is more difficult to engender the longer it is left!

Evidence for the guideline from POSEIDON pilot projects

A number successful elements of POSEIDON pilot projects provides evidence for this guideline since the strategic involvement of all key actors in the neighbourhood for improving the neighbourhood is the core of the projects. The WIJKWEB of Geuzenveld-Slotermeer and the establishment of local support platforms in Scriveria Valley are good examples of stakeholder and community involvement and have significantly contributed to the success of the projects (e.g. formulation of committed action plans with clear responsibilities). Also the successful formulation of the neighbourhood action plan can be traced back to the integration of local stakeholders, politicians and residents through community workshops as shown by Genoa and North Kent.

Guideline 4: Provide safeguards for people’s participation

To avoid residents' statements like “They ask your opinion and then they go and do what they were going to in the first place,” it is important that community workers provide safeguards for people’s participation. Otherwise the probability that participation becomes tokenistic is rather high.

³ See Beresford, P. and Croft S. “Citizen Involvement. A practical guide for change”; Macmillan press LDT; London; 1993

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One element for providing safeguards for people's involvement is to achieve a strong commitment by public authorities and local politicians in terms of resources, time and delegation of power to the local level. To achieve credibility for the process the provision of safeguards is especially important in areas with an unsuccessful 'participatory history' and the corresponding existing mistrust of residents.

Evidence for the guideline from POSEIDON pilot projects

The successful participatory development of the youth centre in Skärholmen has relied heavily on the safeguard provided for participation by public authorities that induced an official resolution of the local authorities and guaranteed the funding in advance. Also the backing and safeguard by the district mayor of the target area of WOLKE 7 positively influenced the process and increased the credibility of the project team in the eyes of formerly very sceptical local businesspeople in the shopping street.

Guideline 5: Build in involvement as a part of authorities' structure and establish a continuing process of involvement and institutional learning

Establishing participation processes outside the structure of public authorities always includes the risk that their outcomes will not influence the authorities' working steps. Participation processes must not be thought of in isolation and external to public authorities' working routines but should be integrated in existing structures. Participation demands a different and new way of working and not only an addition to existing procedures and should be connected with the political and administrative process as closely as possible in order to become a part of it.

Participation seems to be most effective if processes are continuing and are not limited to one-off or sporadic events. Sporadic participation may have elements of short illumination but hardly improves mutual trust, familiarity, confidence and high qualitative communication between the involved actors' groups.

Establishing a continuing participation process with supplementary monitoring routines also improves institutional learning and the steady modification of applied involvement approaches.

Evidence for the guideline from POSEIDON pilot projects

The "Monday lunch meetings" in the Geuzenveld-Slotermeer district of Amsterdam are a very apt example of institutional learning. Civil servants of the district meet each other on a monthly basis. After the presentation and discussions of news, the common lunch provides the opportunity for further informal exchanges about latest developments in the neighbourhoods.

The community leadership course in London Haringey was developed by residents, course tutors and neighbourhood management staff. The course provides opportunities for institutional learning concerning the activities and programmes of London Haringey in the field of community building and the development of community leaders. Ongoing evaluation throughout the course by participants and tutors and formal evaluation at the end of the course by participants led to a revised programme for future courses.

Guideline 6: Set small but attainable goals for change

Experiences indicate that it seems reasonable to set modest but attainable goals for change by participatory initiatives. Small-scale projects are often much more likely to match people's original expectations and abilities and provide a base for further change as well as improving the local capacity. Smaller projects can also build on existing relationships and local resources while large-scale projects need more political and economic support and may suffer from their constraints. The scale of a project is also a matter of perception: a project may be small in the eyes of a local politician but rather large for local residents.

So good achievements in small-scale projects may help to

- overcome people's suspicion;
- change their expectations of being ignored;

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- demonstrate that citizen participation is a practical policy;
- show people that they can make a change in the neighbourhood;
- provide the base for larger participatory projects.

Evidence for the guideline from POSEIDON pilot projects

The pilot project ANKER 10 implemented a “staircase approach of involvement” and achieved the re-opening of self-organised hobby-rooms on a council housing estate. Only a small change compared to the existing problems of the neighbourhood but a clear improvement of residents' living conditions and a quick win for the project team that has resulted in new involvement efforts by local residents.

The lunch club in Twydall where schoolchildren prepare lunch for old people on a regular basis is also a small change for the neighbourhood but a rather big one for the people involved as the lunch club offers communication and mutual learning opportunities between generations. The same purpose can be recognised in the Langton Park renewal, that was carried out by a group of citizens and by local associations; the improvements to the park have come as a result of community consultation and the Twydall Neighbourhood Action Plan.

Guideline 7: Maximise inclusiveness by providing specific measures for the involvement of 'hard-to-reach groups'

Inclusiveness of participation processes is especially required for community participation in socio-economically deprived neighbourhoods. Inclusiveness implies aiming for equal accessibility and opportunities for participation of the so-called 'hard-to-reach' groups in culturally diverse communities.

Experience of pilot projects provides evidence that it is necessary to make specific provisions for members of ethnic minority groups and/or groups that have a kind of 'distance' to participation processes. Community workers have to be aware, acknowledge and respect the diversity of residents in terms of cultural codes, language capacities, time restrictions and individual preferences and abilities. Community workers should choose a variety of involvement techniques that offer the widest possible opportunities to participate, avoid jargon or technical language and consider the timing, location and style of involvement events as well as the support available to participants (e.g. translators, childcare, out-of-pocket expenses).



In order to overcome unequal access and opportunities, four kinds of access should be addressed:

- **Physical access to buildings** – ensuring an accessible environment to disabled people and others with limited mobility.
- **Language** – enabling everyone to communicate on equal terms.
- **Psychological access** – the unspoken messages and 'cultural codes' and the feelings residents have (sights, sounds, cultural and spatial cues) that tell them whether to feel welcome or not.
- **Time** – involvement offers at times that meet the needs of all interested residents.

Evidence for the guideline from POSEIDON pilot projects

In Geuzenveld-Slotermeer (Amsterdam) there are empowerment courses for Turkish and Moroccan women aimed at effective participation in urban renewal projects. Meetings at different time slots (both in the afternoon and the evening) allow people with different time schedules to participate. Organising activities for (small) children during meetings allows parents with children to participate. The mixed neighbourhood management teams (both by gender and cultural backgrounds) enabled community workers to reach many different people. Furthermore, community workers in Geuzenveld-Slotermeer are using the so called

“Wouter method”. This method stands for good social relations in the participation process. The focus of the participation is not only directed towards content (ratio) but also towards relations (emotions). Much attention is paid to a personal approach, a safe and pleasant environment and cultural events as linkages between residents.

Guideline 8: Develop appropriate forms and forums

Appropriate forms and forums are very important success factors for effective participation although it is hard to figure out which kind of forms and forums are appropriate in practical terms. Forums can differ in their degree of formality, the size of groups, the communicative setting and other elements. Forms and forums should always be designed according to the specific needs of the area and the people involved. According to experience, forums should build on what is familiar in people's lives.

Evidence for the guideline from POSEIDON pilot projects

The applied forms and forums for involving local people in the POSEIDON pilot projects have been very broad and differentiated as the principle of “locational accuracy” suggests. Established partnership networks have been rather formal (e.g. London Haringey) or rather informal (e.g. ANKER 10 in Vienna). Amsterdam and Stockholm are explicitly always looking for very pleasant ways to get together and the “planning for real 3D-model” seems to frame and formalise community meetings slightly more. Forums for community involvement in the small villages of Scrivia Valley (Genoa) have been different compared to London Haringey but appropriate as the “climate of villages” was taken into account. Some pictures from old postcards included in an inquiry form helped residents in Casella village (Genoa) to become familiar with questions about their neighbourhood.

Guideline 9: Provide adequate information and communicational resources

Community participation in neighbourhood management is about providing communicational resources for enhancing local communication and joint decision-making. Community workers must be aware that communication is multi-faceted and is not only about giving out information but also information gathering, information sharing and collaborative discussion.

To achieve effective communication with residents experience indicates that information should:

- be of immediate relevance, clear, attractive, accountable, honest and brief;
- be appropriate to people's abilities, experiences, knowledge, language and culture;
- take into account the particular needs of members of minority ethnic communities and people with limited literacy skills;
- link verbal with written information;
- be available from clear contact points;
- offer the chance to get to know the information-giver, to develop trust and confidence;
- integrate feedback to residents how their inputs have been integrated into the plans and actions for the neighbourhood.

Evidence for the guideline from POSEIDON pilot projects

The experiences of North Kent underpin this guideline as new communication techniques such as the Walkie Talkies concept are used to enable further connections between the political and resident levels and build up the capacity of local people to inform others (businesses and residents) of the council's/district's objectives in the area at minimal cost. The WIJKWEB Geuzenveld (Amsterdam) and ANKER 10 (Vienna) used newsletters, photos and films of activities as well as regular informal meetings.

Guideline 10: Be flexible and responsive - give priority to people's own accounts of their wants and needs and promote their ability to tackle their problems

Experience of the pilot projects indicates that participation processes and community-led neighbourhood development should be flexible and responsive during the course of the whole process. If public authorities want to move from authority-led to community-led neighbourhood development intended to match local development to people instead of

forcing people to fit into local developments they must give priority to people's own accounts of their wants and needs.

The participation of residents is at its best when they see it as their own project. In many cases it is better that residents work out solutions to a problem themselves with the local authority facilitating the solution rather than the other way around.

Evidence for the guideline from POSEIDON pilot projects

The achievements of ANKER 10 (Vienna) and the formulated action plan of North Kent are strong evidence for the importance of this guideline. Both projects formulated and/or undertook actions based on people's priorities. Project activities relied on the abilities of people supported by the project teams and have therefore enhanced self-organisation and capacity-building in the neighbourhoods.

3.2.2. Remark on community participation

Policy makers must be aware that participation is labour and time intensive and costs money. So qualified staff, time and resources must be available to achieve effective participation of local residents otherwise – forget about participation.

However, problems and challenges in deprived neighbourhoods are too complex, the existing professional and economic resources too scarce and the diversity of experiences required too wide for improving the neighbourhood without tapping the skills and energies of the local population. Participation is valuable in terms of quality, legitimacy and results of policy-making and increasing the quality of local democracy. Participation brings in local knowledge and experiences of the participants, new solutions and innovative ideas for existing problems, acceptance and legitimacy of local measures and municipal duties can be supported by self-organised and active residents. All these advantages of community participation contribute to the quality of local measures for improving the area that generally outweigh the "costs of participation".

3.3. Projects improving the socio-economic situation in deprived neighbourhoods

Nicoletta Piersantelli, Richard Dawson, Joanne Cable

The toolkit is structured in three parts, according to the three phases of a process: analysis, project delivery and evaluation. This section will provide the reader with the opportunity to use some effective tools, and understand the necessary steps and stages in deciding how to deliver effective projects that improve the socio-economic conditions of deprived urban neighbourhoods.

The first section explores the ‘analysis’ in terms of the most appropriate approach to support project delivery: a combination of the planning and community-led approaches. The second section addresses project delivery by identifying a set of minimum standards and identifying a ladder of project management to clarify the steps and stages necessary in effective project delivery. The third section provides a useful assessment/evaluation toolkit which will enable reflection on the project delivery, lessons learnt, and new actions to be undertaken.

3.3.1. Analysis

3.3.1.1. Background context and motivations

As the first step for understanding where we are going to move, let’s try to answer these questions:

- What decisions stand behind the project?
- Is it required by an overarching plan or does it come from a spontaneous need from the local community?

At the beginning of the project we decided to use two clear terms to distinguish the approaches towards regenerating communities. After reading all the experiences of each partner country we identified a “planning-led approach” and a “community-led approach”.

As we felt there were limitations in both approaches, we initially used this technique as an opportunity to provide a clear picture highlighting the limitations to both approaches, in order to establish some key issues for an integrated and joint approach in tackling and addressing issues within neighbourhoods encountering significant levels of deprivation.

Results of the Exchange of Experience Event (EEE), Genoa June 2004

Planning-led approach		Community-led approach	
Limits	Common Limitations	Limits	
Diverting/shifting problems to other areas. Area improved but not benefiting local people.	The timescale and funding available to deliver the programmes and projects within neighbourhoods.	The long-term commitment from local partners, stakeholders and local people in the regeneration process.	
The scale of the approach can be too ambitious to be fully delivered in an area.	Question about the balance of political power and who has the control to decide on local action.	How to deal with conflicts which need resolving within the community or between partners.	
Seen as a top-down approach to regeneration.	Managing and raising expectations within the neighbourhoods.	Getting all partners to sign up to the process and agreements to deliver on the actions outlined e.g. in a work programme or action plan for the neighbourhood area.	
The amount of community/voluntary involvement in the planning process.	Organisations/practitioners ability to change and adapt to use different techniques in the field.	Representation in the many partnerships, subgroups or committees. As well as the political process and the	

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		difficulty of getting consensus on decision-making within the neighbourhood.
Getting effective and meaningful participation from those hardest-to-reach groups due to the structures within planning process and the connection with local communities.		Getting effective and meaningful participation from those hardest-to-reach groups. This approach is able to engage with different groups but then it is a question of representation, involvement and who is to take forward the actions developed.
Planning processes seen as more technical and bureaucratic.		Stronger representative groups mainly participate in the process in the neighbourhood. As such, there is the question of understanding if local communities are to take on the responsibilities for managing change in their neighbourhoods.
Planning approach generally brings very expensive interventions and increased value/profit mainly goes back to the developers.		Working in a partnership approach to regenerating local neighbourhoods can be a complex approach with many pitfalls, difficulties, negotiating on action plans and achieving agreements.
Economic and social mix need services.		'NIMBY'ism (not in my back yard). This is an issue raised by local people, who take up resistance to change in their neighbourhood especially on major/big decisions that they feel they have a stake in and can influence.
High percentage of funding is spent on administration costs.		This approach also works with a transient population, which is engaged and then moves on and then the cycle of multiple deprivation issues arise once again in the community.
		In some instances the neighbourhood management approach brings some legal problems linked to legal status of the organisation working in the neighbourhood to deliver actions.

3.3.1.2. The key issues that can represent an important list to hang in the neighbourhood management office

- The two approaches are indeed integrally linked in delivering effective regeneration activities that provide locally agreed solutions.
- Focus not only on social work but on striving to motivate, encourage, and provide confidence and capacity-building of individuals to address local neighbourhood problems collectively.
- Implementing small quick win projects to demonstrate action is being taken to respond to locally agreed priorities.
- Training for local project managers, their staff and volunteers.
- Empowerment and citizenship: to be integral to the process of working together across all minority backgrounds and target groups (including elderly, disabled, women and young people, etc).

- Need to think creatively and laterally regarding the priority issues of concern and use techniques that will involve, engage and see the active participation of the local community.
- Importance of communicating and disseminating information at each stage of delivery in order to have a more informed neighbourhood.
- Importance of integration and co-ordination between and within different council departments and also the relationships with external partner agencies from other public, private and community/voluntary sectors.
- Need for accountability throughout the regeneration process.
- A key question around the distribution of power and control centrally and/or locally is **'who are we regenerating for?'**

A thorough analysis of all the actors to be involved is essential for achieving the above: this can be achieved by undertaking an initial mapping exercise of key stakeholder partners at all actor levels. The mapping exercise should look at understanding each other's roles and responsibilities and what they are able to bring to the table and what are their barriers to involvement.

3.3.2. Project delivery

3.3.2.1. Minimum standards for project management delivery

Is there common ground among different partners regarding "minimum standards" in regeneration projects and what are the key elements of project management in successfully delivering projects that improve the socio-economic condition of deprived urban neighbourhoods?

A fundamental agreement between POSEIDON partners for the achievement of an improvement process in local neighbourhoods was the need to develop and deliver an agreed **action plan** (even if each partner names it differently), where all projects and activities to be performed by different actors must be jointly considered. The question is whether the action plans need at least any "minimum items" in order to promote successful implementation.

The shared vision of POSEIDON partners of the minimum requirements for a good regeneration action plan produced these principles:

- The neighbourhood or area management approach must be balanced with actions for the improvement of physical components in an urban design approach.
- Strategic actions are required to support local entrepreneurs in economic growth programmes.
- To meet the needs of the different social components (gender, age, origin, language) and to gather them in a co-operation framework, new approaches for multi-cultural integration are required.
- Since there are many concurrent needs in deprived areas (health, safety, education, work, socialising) multi-functional services must be offered.
- Participation tools in neighbourhood management centres must be available.
- Financial resources must be secured in order to assure the achievement of medium and long-term goals.

In conjunction with the minimum standards the POSEIDON partners have produced a 'ladder of project management' to identify the key components to support the effective development and delivery of projects that will improve the socio-economic conditions of deprived urban neighbourhoods.

The ladder of project management is meant as a toolkit guide for others developing similar neighbourhood-led regeneration projects working closely with the local community. This is not meant to be an exhaustive list but is aimed at providing a useful step-by-step guide to the stages necessary in project delivery from start to finish.

Timeline of project management

START

DEFINING NEEDS OF PROJECT (OVERALL CITY / REGION FRAMEWORK FOR SOCIAL PROJECT, URBAN DISTRICT POLITICAL PROGRAMME, RESEARCH ON SOCIAL TRENDS) ■ SWOT ANALYSIS, ENQUIRES, CONSULTING/MAPPING EXERCISE DATA BASE ■ SURVEYS TO FIND OUT THE NEEDS ■ WHO NEEDS THE PROJECT: ARE THEY INVOLVED FROM THE BEGINNING, ARE WE DOING PROJECT FOR THEM? ■ TEAM BUILDING IN THE BEGINNING ■ FIELDWORK ANALYSIS TO IDENTIFY KEY ACTORS/STAKEHOLDERS ■ COMMITMENT/INVOLVEMENT OF KEY PLAYERS/STAKEHOLDERS FROM THE BEGINNING ■ COMPOSITION OF THE MANAGEMENT TEAM WITH COMPLEMENTARY COMPETENCES AND SKILLS ■ FORMULATE THE STRATEGY OF THE PROJECT ■ FINDING FINANCIAL RESOURCES ■ GUARANTEED BUDGET/APPROVED FINANCIAL RESOURCES

RESPECT EACH OTHER TO CREATE AN OPEN ATMOSPHERE ■ CLEAR GOALS, INDICATORS TO USE FOR MONITORING THE OUTCOMES DURING THE PROJECT ■ COMPARISON BETWEEN NEEDS, FINANCIAL AND HUMAN RESOURCES ■ CLARIFY THE ROLES AND RESPONSIBILITIES IN THE PROJECT TEAM ■ ARRANGE MONEY, TIME, SPACE, ETC. NECESSARY FOR THE PROJECT ■ BUDGET AND RESOURCES ■ CLEAR ON WHY THEN MOVE TO HOW (NOT START WITH HOW) ASK THE RIGHT QUESTIONS ■ DEFINE TARGET, METHODS & GROUPS ■ WHO DOES WHAT: THERE ARE ALWAYS PEOPLE IN THE SLEEPING CABIN! ■ TIME SCALE: MILESTONES, ALREADY THINK ABOUT THE END AT THE BEGINNING ■ APPROACHING THE STAKEHOLDERS/LEVELS ■ WHAT WE WANT TO ACHIEVE AND WHAT KEY OUTCOMES ARE NECESSARY FOR LASTING CHANGES ■ ESTABLISHMENT OF A PARTNERSHIP/SIGN UP AGREEMENTS

ONGOING CONSULTATION PROCESS ■ SETTING OUT THE PRIORITIES BY CONSULTATION METHODS ■ MAKING A PROJECT PROPOSAL: INCLUDING TIME FRAME, BUDGET, PERSONS INVOLVED, METHODS ■ MEASURABLE GOALS ■ FRAMEWORK OF CONDITIONS (WHAT COULD BE CHANGED): BUDGET/RESOURCES, NETWORK OF EXISTING PROJECTS, DURATION/TIMESCALE, SURVEY, RESPONSIBILITIES, AGREEMENTS ■ CHOOSE SUCCESSFUL METHODS AND TEST NEW ONES ■ MAKE A CLEAR AND REALISTIC PLAN ■ RISK ANALYSIS: WHAT CAN GO WRONG ■ DEVELOPMENT OF A COMMUNICATION & COMMUNITY INVOLVEMENT STRATEGY AND APPROPRIATE DELIVERY METHODS (TO STAKEHOLDERS, POLITICIANS, TO RESIDENTS AND TO MEDIA) ■ ESTABLISHMENT OF EXCHANGE PLATFORMS BETWEEN DIFFERENT LEVELS OF ACTORS ■ DEFINE MILESTONES: ESTABLISH STRUCTURE FOR INSTITUTIONAL LEARNING BY COMMUNICATING WHAT IS ACHIEVED AND LEARNED ■ PROJECT PLANNING - GOALS: POSSIBILITY TO REACH THEM (LESS IS MORE) ■ DEFINE COMMITMENT (WHO HAS THE POWER TO DO WHAT) ■ MASTER PLAN COMPONENTS: WORKING GROUP, PROGRAMME/ AGENDA/ PHASES/ TIMETABLE/ DEADLINES, SPECIFIC GOALS/ MARKETING/ FEEDBACK

EVALUATION ■ REVIEW AND FEEDBACK ■ REGULAR REPORTING AND MONITORING ■ LOCAL AUDIT ■ MONITORING ONGOING MILESTONES PROGRESS, QUICK WINS TO MAINTAIN MOTIVATION, PR ACTIVITIES ■ LOOKING FOR ADDITIONAL MONEY ■ KEY PERFORMANCE INDICATORS AND STATISTICS

CREATE SUPPORT FOR THE PROJECT WITH RESIDENTS AND STAKEHOLDERS ■ GO/NO GO DECISION ■ PAY ATTENTION TO POTENTIAL SIDE-EFFECTS, SPIN OFF THE PROJECT (ATTENTION OF GOVERNMENT, INSPIRATION FOR EMPLOYEES AND CONTACTS IN THE NETWORK, SENSE OF PRIDE, CAREER POSSIBILITIES FOR EMPLOYEES, COMMUNICATION AND PR ABOUT PROJECT ■ BEGIN: PROJECT IMPLEMENTATION/PROJECT DELIVERY ■ IDENTIFY PROJECT LEADERS ■ DO GOOD THINGS AND TALK ABOUT IT ■ RESEARCH: HAVE REGULAR TEAM MEETINGS, REFLECTIONS AND FEEDBACK TO RESPECT OBJECTIVES AND TIMETABLE

FINISH: PRESENTATION TO LOCAL PEOPLE, TV, RADIO, GATHERINGS, FILMS ■ DELIVER RESULTS IN SUCH A WAY THAT THE LAST STEP OF THE PROJECT IS THE FIRST OF A NEW ONE ■ DEVELOP FORWARD STRATEGY ■ FIND INSTITUTIONS THAT COULD EXTEND WORK AFTER THE END ■ INFORMATION STRATEGIES ■ FEEDBACK EVALUATION ■ MAKING ASSESSMENT ■ ESTABLISH LOCAL AREA AGREEMENTS

FINISH

3.3.2.2. Actors involved and to be involved

During the process of project management and delivery it is even more important to be flexible in checking and eventually enhancing the actors/participants involved, with special attention to the skills and knowledge of people at each actor level and in the role they have.

We asked ourselves these questions:

- Reflections about who is the promoter, facilitator, mediator etc. What competence and professional skills should they have in order to best carry out their activity?
- What are the roles of the local actors and in which phase are they involved?
- What are your expectations about their tasks?
- Are there differences in managing planning-led and community-led approaches? Who usually leads/directs the participation process in your regeneration neighbourhoods?
- Does the project come from a political decision or from a real problem on the ground?

3.3.3. Results of the Project Working Group (PWG) in Genoa

Partners	Study case	Community / Planning	Problem / Policy	Promoters Leaders Facilitators	Skills requested
Vienna	Gratzel-management	Social-led approach	Strong community building	Municipal department for urban renewal	Knowledge of the area Experienced in methods of consultation Prevention prior to interventions
	ANKER 10	Social-led approach	Strong community building		
Amsterdam	Community school	Mix of social/planning-led	Problem solving: research-demolishing houses-build new houses to bring in middle class	Promoters: housing corporation (private) Leaders: housing corporation and administration Facilitators: housing corporation and administration	More connection with planning
London Haringey	New Deal for Communities area	Academic approach in order to inform policy makers, to improve integration of newcomers	Using existing networks to reach people Mix of problem and policy-based	Promoters: university and head of NM Leaders: Haringey council Facilitators: community workers	Multilanguage Understanding of overall aims People skills Local knowledge
North Kent	All Saints Neighbourhood Renewal Initiative	Social-led community regeneration response to planning led	Mix of problem and policy-based	Promoters: church (local vicar) Leaders: groups formed on church initiatives Facilitators: include local community project manager and council neighbourhood co-ordinator	Communication Negotiation Money raising The will to act as equal partners- not to dominate
	Twydall Neighbourhood Renewal Initiative	Social-led community regeneration response	Mix of problem and policy based	Promoters: church & council Leaders: church and local resident volunteers with council Facilitators: local community worker & council neighbourhood co-ordinator	Communication Negotiation Money raising The will to act as equal partners- not to dominate
London Haringey	NDG area	Academic approach in order to inform policy makers, to improve integration of newcomers	Using existing networks to reach people Mix of problem and policy-based	Promoters: university+ head of NM Leaders: Haringey council Facilitators: community workers	Multilanguage Understanding of overall aims People skills Local knowledge
North Kent	All Saints	Social led in response to planning led	mix	Promoters: church (priests) Leaders: groups formed on church initiatives Facilitators: not there yet, should be large organisation	Communication Negotiation Money raising The will to act as equal partners- not to dominate

Interregional POSEIDON co-operation topics in neighbourhood management

Provincia di Genova	Primo Levi High School	Social and planning	Both problem and policy	Promoters: Provincia di Genova Leaders: Provincia di Genova Facilitators: Teachers – looking for best practices	Involve people and experts from other areas and countries
Stockholm	Skarholmen terrace	Social and planning: physical project in order to achieve social cohesion	Both problem and policy	Promoters: housing corporation city owned + city district administration Leaders: employed by the city district Facilitators: staff and inhabitants	People skills Diplomatic skills Strong presence in the area

The above is simply one approach to categorising the problems encountered, the roles played by different actors and the skills identified as needing to be addressed.

3.3.4. Evaluation

3.3.4.1. Evaluation/Assessment toolkit

For evaluating the process the POSEIDON partnership developed a very useful toolkit questionnaire focussing on the three themes of POSEIDON, (see format below), while also addressing all three different levels of actors involved: a) strategic managers – such as politicians and decision-makers; b) project managers – such as officers/technicians and workers “on the ground”, and c) local residents. The questions were slightly modified according to the different addressee.

Theme I – Policy
How do you ensure that the pilot project relates to any existing strategic plans at a local or EU level?
Do you think that lessons have been learnt from the project that should inform strategic policies? If so are there the structures in place to be able to do this?
Was the project planned as a response to strategic plans or to local issues, or a combination of these?
If the project is to continue after the POSEIDON period have you been able to get it included in future strategic plans?
How will you ensure that any lessons learnt from inter-regional influences are communicated and act as potential policy influencers?
Theme II – Consultation & Involvement
How do you ensure that local stakeholders and residents are involved in the delivery of the project? Were the same contacts involved in the planning of the project? How do you contact “hard-to-reach” groups?
Have you had to adapt or change your consultation process during the lifetime of the project? What actual processes/events have you set up, involving how many people, with what success?
Do you use external experts in the consultation process? Why was this decided?
Is joint decision-making an aim of the project? If so how do you achieve this?
Have you integrated new consultation processes as a result of inter-regional activity?
Theme III – Project Delivery
How was the project management group assembled, has it changed over the lifetime of the project and who sits on it?
Is the project aimed at addressing a single issue or several? How were these issue/s decided upon?
How will you ensure that any successes and lessons learnt will be communicated both locally and further afield? What are those key successes and lesson learnt?
How has the project fared financially, do you have enough resources to complete all planned activities, will the project continue after the POSEIDON period? Will the project be “mainstreamed”?
Do you feel that the project has been supported by stakeholders at a strategic level?
Local Area Specific Questions
Did you experience co-operation among different departments for delivering the project? What kind of co-operation?
What do you think about the co-operation among technical officers from public bodies who joined the project?
In the case of the continuation of the project after the POSEIDON period, or in the case of new projects, how should the management team be best composed?
What new operational abilities and managing skills have been achieved by members of the team in consequence of the project?
Do you feel that the participation approach, as experienced in the project, might inform the usual activities carried out by the members of the team?
Do you think that any specific elements of the new methods, approaches and techniques implemented in delivering the improvement projects will be used in similar contexts?
How will the improvement projects influence current working approaches across council departments and/or with your own organisations?

The result of this consultation exercise was not only the compiling of information on the questionnaire toolkits from across the three actors' levels. In many instances the inter-regional assessment visits also provided a first opportunity for all those local actors' levels to come together and agree new steps and actions that had previously not been thought about after listening to independent advice and guidance to improve the delivery of projects.

3.3.4.2. What lessons have been learnt

Following the series of assessment visits and projects delivered through POSEIDON it was important for the partners to take the opportunity to reflect on what lessons had been learned from the local pilot projects that can be applied within other contexts.

The issues outlined below are the responses to this discussion and are important as a guide to understanding the pitfalls in project delivery:

- Neighbourhood management projects are an excellent opportunity to get the attention of policy-makers (city council, government) and thereby, get them involved in real life issues
- Work at a micro level if self-organisation is an aim.
- The learning process never ends, so the processes and approaches used should be flexible to take into account constant feedback.
- Giving methods used, knowledge gained, instruments used, not just answers in order to develop empowerment and allow processes to continue naturally (community leader courses).
- Getting people involved in the process from the start as the participation process is dynamic and has to be flexible.
- Be open, honest and clear about any given project across all three levels.
- Importance of communication measures, ongoing updates required through open days, meetings, newsletters, walkie-talkies⁴, local press.
- Manage expectations
- Capacity-building of individuals and the creation of residents' networks.
- Being entirely honest in order to keep people's faith, be ready to face challenges and opportunities.
- Keeping all parties constantly aware of ongoing situations.
- Involve local people in the identification of issues, and the subsequent development of project activities.
- The necessity of having creative team members who are not afraid of uncertainty and taking risks.
- Planning all necessary communication thoroughly.
- Self-organisation and empowerment is important.
- Clearly define the roles of different stakeholders and partner agencies.

⁴ Residents employed to 'walk the streets', including visiting local businesses etc, in order to ensure that residents have up-to-date and accurate information.

4. Urban renewal strategies and instruments of the POSEIDON partnership

4.1. Vienna - Urban and housing policies

Wolfgang Förster

Vienna's pilot projects within the POSEIDON partnership must be seen in a wider context taking into account the city's political and economic development in the 20th century. In fact, in its planning and housing policies this development has been truly unique – both in terms of political aims and in its unusual continuity spanning a period of more than eight decades. Today's urban renewal and housing are rooted in the general principles and ideas established by "Red Vienna" between 1918 and 1934 which included a radical break with free-market dominance. Within a few years Vienna implemented a reform programme virtually unrivalled by any other city in Western Europe, with its achievements being widely discussed by international experts and politicians. Aiming to reach the new socialist society by reforms rather than by revolution the ruling Social-Democrats – the first in the world to govern a metropolis – implemented their political ideas of "Austro-Marxism" in the fields of public welfare, health, education and public infrastructure. It was the housing programme, however, which was to become the symbol of the new politics.

The new regional government faced the disastrous results of previous private speculative housing as well as poverty and hunger in the 2 million city after the collapse of the Habsburg empire – now a far-too-large metropolis within a country of 7 million. No less than 95% of all the apartments had neither WC nor running water and consisted of a kitchen and one room. Often more than 10 people lived in such a tiny flat, and additionally beds were rented to others during the night or during the day to be able to pay high rents. The facades of these tenement buildings imitate the historical facades of the Ringstraße palaces: the architect Adolf Loos called them 'Potemkin City'. Compared to the rest of Europe the standard of housing in Vienna was the worst. This could not remain without consequences for the health of its residents – not accidentally, tuberculosis had also been called 'Vienna disease' internationally during the 19th century.

Interestingly, the first solutions to the housing problem came from grass-root movements in the form of informal settlements (involving more than 100,000 settlers) which, with public assistance, soon developed into workers' housing cooperatives – some of them existing until today. In 1923 the city started its own public housing programme with the help of newly introduced regional "luxury taxes", resulting in some 70,000 units built before the 1934 clerical-fascist coup d'état. Flats were small, but the estates had generous communal infrastructure – baths, laundries, kindergartens, health institutions, libraries, workers' clubs. Equally important, the density was significantly reduced – from up to 90 percent of the building surface to 30 to 40 percent, which allowed large green courtyards ("Höfe"). Planning was quite ambitious, based on the conviction that "housing for the poor should never look poor", with the best architects participating. With the buildings easily recognisable by their architecture – which stressed traditional vernacular elements rather than strict modernism, but at the same time was characterised by a high level of standardisation of windows, doors and other building parts – these council housing estates gradually shaped the city itself, surviving the destruction of Red Vienna in 1934 as "built ideas".

After WW II what remained was in principle the idea of a public responsibility in urban development and housing. The public housing programme was taken up again, making the City of Vienna Europe's biggest landlord, with currently more than 220,000 rental units, roughly 25 percent of the total stock. Increasingly, also non-profit housing associations were included in this programme, receiving public subsidies under very clear conditions – cost limits, quality standards, income limits for tenants, etc. Today, these associations construct most of the new housing, which is some 5,000 to 7,000 units per year, or almost 90 per cent of the total housing construction. Financial means are provided by earmarked taxes (paid by employers and employees alike), Vienna subsidising housing and housing renewal with some €400m. annually. In 1995 new competition procedures ("Bauträgerwettbewerbe") were introduced to enhance quality aspects, ecological building and cost reduction. They have

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resulted in a number of innovative, internationally-acclaimed housing estates. One of the goals is to achieve socially mixed communities rather than creating social ghettos, for example by employing different developers and different forms of tenure within one housing area or even within the same estate; the second overall goal is to guarantee a functional mix and to provide the necessary social and technical infrastructure. Therefore, all subsidised housing projects have to pass a so-called Infrastructure Commission (composed of all relevant municipal departments) to receive the necessary permits. The commission may postpone projects in case of insufficient infrastructure (e.g. kindergartens, health centres, or public transport) or may demand alterations.

In the 1970s the City of Vienna also started an ambitious housing renewal programme, with an average of 10,000 units to be rehabilitated with public subsidies each year. Under the slogan "gentle urban renewal" this programme was based on extensive participation by the sitting tenants, both in the private and in the public sector. In short, it is the tenants who decide upon the future standard of their flats, not the owner. Tenants may also receive support by tenants' advisory teams or by the city-owned Vienna Housing Fund (Wohnfonds Wien) which is in charge of the renewal programme, and they are eligible for housing allowances in case of rent increase. The overall political goal is to avoid eviction of tenants which would result in social segregation and gentrification.

Local residents are also encouraged to participate in the development of their area. The city commissions so-called "Gebietsbetreuungen" (Area Renewal Offices), run by housing associations or by architects in all districts, with an emphasis on deprived inner-city areas.

These areas are characterised by a number of problems, including low housing quality (usually in the private sector), a high percentage of low-income households, etc. Moreover, many immigrants, notably from Turkey and former Yugoslavia, have settled in these districts. Thus, besides improving these areas in a physical sense, they also need social measures and mechanisms for conflict management. The Gebietsbetreuungen have offered such a model, employing both planners and social workers, and they have become extremely popular among residents as well as local politicians. Situated in former shop premises (and thus easily accessible) they organise residents' meetings, planning workshops, meetings with local politicians and the administration, cultural events, etc. on a regular basis. Meanwhile, a similar form of organisation has been established on all public housing estates ("Neue Gebietsbetreuung"), and it is in fact there where the local POSEIDON pilot project of "ANKER 10" connects. Another topic of the Gebietsbetreuungen is the preservation of a functional mix in inner-city districts where many shops have closed – which is where the second pilot project, "WOLKE 7", steps in with innovative solutions.

Both housing and urban renewal are, of course, integrated into the general principles of urban development, as laid down in the latest Vienna Urban Development Plan (STEP 2005). The overall motto "Think Europe – Act Local – Develop Vienna" reflects the broad-based dialogue and discussion process which included experts as well as citizens from Vienna and the region. It is based on the cross sectorial principles of sustainability, gender mainstreaming and diversity, the latter to profit from Vienna's growing multi-ethnic community and to respect its different cultures, lifestyles and religions. Goals include a dynamic spatial development scheme for the region (including co-operation with the "twin city" of Bratislava) while preserving green areas. Concrete actions concentrate on 13 key areas, both in central and peripheral parts of Vienna. However, a plan developed roughly every 10 years, can only provide a framework for more detailed planning and must be understood as a flexible instrument open to new – and often unforeseeable – developments in the near future.

4.2. Amsterdam - Policy for Large Cities (Grote Steden Beleid, GSB) and neighbourhood management

Bureau Parkstad, Anja Boon

4.2.1. Policy for large cities

In the late '90s, the Dutch national administration launched the so called Policy for Large Cities (Grote Steden Beleid, GSB), which acknowledged the importance of the multifaceted problems in deprived areas of cities in the Netherlands. Part of this Policy for Large Cities is the Urban Renewal Programme, which in Amsterdam focuses on three areas; Amsterdam South-East (the Bijlmer), Amsterdam North and Amsterdam New West, where Geuzenveld-Slotermeer is located.



The Urban Renewal Programme for Amsterdam New West, one of the biggest renovation projects in Europe, runs until 2015. It is on an unprecedented scale: the area concerned is bigger than cities such as Delft, Oxford or Heilbronn. The renovation in Amsterdam New-West is called Parkstad, and is taking place on three levels: the physical, economic and social levels.

A corporate document has been written by the four urban districts of Parkstad together with all housing corporations active in the area, 'Richting Parkstad 2015' (Towards Parkstad 2015).⁵

4.2.2. Physical renovation

The range of housing in Amsterdam New-West will be much more varied. Three quarters of the homes are currently social rented homes. More than 13,000 will be demolished, 3,500 existing rented homes will be sold, and 14,500 will be built to buy. On balance, there will be a 20% increase in the number of homes (see table 1). There will be larger homes for the elderly and homes for every income group. With the considerable population density, large public spaces will become essential for an attractive environment.

Indicative programme of change for the housing stock				
<i>Category</i>	<i>2000</i>	<i>2015</i>	<i>Add/renovated</i>	<i>Because of</i>
Social rent	41,000 (76%)	29,000 (45%)	-12,000	-13,300 demolition -3,500 sold -800 turned into expensive rent +5,600 new buildings
Expensive rent	5,000 (9%)	10,000 (15%)	+ 5,000	+4,200 new buildings 800 changed from social rent
To buy	8,000 (15%)	26,000 (40%)	+ 18,000	+ 14,500 new buildings + 3,500 sale of rental homes
Total	54,000	65,000	+ 11,000	

⁵ The text below comes from the English translation of the summary of this document.

4.2.3. Economic renovation

Most of the new industry will be on the periphery of New-West. Smaller-scale employment opportunities can be created in the residential areas, such as collective business premises or former rows of shops. Working from home is also suitable in this situation. The aim is that there will be an additional 500,000 m² of business and office space in ten years time – i.e., exclusive business estates.

Many potential business people see opportunities in New-West, but need guidance and supervision. They want to be informed about the possibilities in the market, and many have not (yet) mastered the Dutch language. Various projects have been set up for this purpose, including one especially for immigrant entrepreneurs and a plan to establish a hundred business units for entrepreneurs. There is also a project to establish contacts between industry and jobseekers in New-West.

In co-operation with existing business organisations, industry in New-West will be stimulated to join business and enterprise associations. Extra attention will have to be focused on the image of New-West as an area where entrepreneurs can establish a business.

4.2.4. Social renovation

The aim is to tackle the social renovation for each area, focussing on that area. Some of the starting points are outlined below. Millions of euros have been allocated to improve school buildings and welfare amenities as a matter of priority. An inventory will be drawn up of the need for long-term welfare amenities.

Culture is a good way of bringing people together. The existing cultural amenities will be improved, and new (commercial) facilities will be added. Culture and education come together in the Five o' Clock Class, a course which young people without other basic training can take to go on to cultural higher education. In addition to these pre-school projects, the districts are also developing community schools.

Work is the best way of promoting the integration and participation of immigrants. The priority in this respect is to remove problems with language. There are several projects aimed at reducing the number of unemployed, with special attention for the group which is most difficult to get into work.

The problems caused by young people can be tackled to an important extent by preventing them from dropping out of school prematurely and by combating unemployment. This goes hand-in-hand with combating the consequences. There has been a significant decline in the problems caused by young people already, as a result of good co-operation. The 'district fathers', who keep an eye on the streets, are well known all over the country. Sport is also a good way of keeping youngsters off the streets.

There is a great need for suitable play areas. One of the general trends in sport is a shift from clubs to more individual sporting activities. A coherent vision gives an insight into the best distribution of sporting, recreational and leisure functions.

Extra attention is devoted to the growing number of elderly people in New-West. The aim is for the elderly to be part of the district and to live independently for longer. This requires a greater variety in the types of housing and a combined range of housing, welfare and care facilities.

4.2.5. Neighbourhood management

In addition to the Policy for Large Cities, the administration of Geuzenveld-Slotermeer started neighbourhood management in 2005 as a complementary strategy for neighbourhood development. Neighbourhood management aims at:

- Better interaction between the demand from residents and the supply of services and products by local government.
- Shared responsibility of residents and local government for their neighbourhood.
- Empowerment of residents.

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The urban district has been divided into 10 neighbourhoods. This enables all relevant institutions to better meet the demands from the neighbourhood. Neighbourhood management has the following instruments:

1. 5 Neighbourhood Offices (Steunpunt Leefbaarheid & Veiligheid) → The urban district, local police officers and housing corporations work together to meet residents' needs.
2. Neighbourhood coordinators → every neighbourhood office has its own neighbourhood coordinator, responsible for the day-to-day routine in the neighbourhood (solving small issues).
3. Neighbourhood managers → both Geuzenveld and Slotermeer have their own neighbourhood manager, responsible for addressing bottlenecks in public space, poverty, integration and social exclusion. The neighbourhood manager updates the Neighbourhood Activity Programme on a yearly basis.
4. WIJKWEB → this pilot project within POSEIDON has been officially acknowledged as an instrument of neighbourhood management. A WIJKWEB is a neighbourhood network where (public) organisations, the urban district civil service and local residents work together on the development of the community.

4.3. Genoa – regeneration strategies at national, regional and local level

Nicoletta Piersantelli, Andrea Pasetti

In Italy over the last 15 years a process of decentralisation has grown from the national government to delegated local authorities; Italian regions now have greater power in making laws and obtaining financial resources. All issues related to land planning and neighbourhood management (in a wide sense) are now the responsibility of regions, provinces and municipalities.

From the national policy in the post-war period up to the end of the 80's, local authorities have inherited few popular wards (in Italy council housing makes up less than 10% of total housing), in fringe zones of large cities, but without specific structures for neighbourhood management policy.

In recent years regions, provinces and municipalities have received wider administrative autonomy, but now they need to co-ordinate their policies in the relevant sectors such as health assistance, education, childcare, etc.

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NATIONAL LEVEL	LAW	TOPICS	BENEFICIARY & ACTORS	SUCCESS	STRENGTHS	WEAK.	FUNDS
Contratti di quartiere (Neighbourhood agreement)	L 266/97	Neighbourhood mgt Renewal of public block	Local auth. Local stakeholders	***	Participation Integrated process		40% region 60% ministry
Sportello unico per le imprese (Single window 4 enterprises)	D. lgs. 112/98 D.p.r. 447/98	Streamlining of bureaucracy for enterprises	Enterprises	***	Short times for administrative processes	Lack of services in the small Municipalities	N
Urban restoration programmes	2001	Urban renewal with building replacement		*** Old industrial areas * Urban & central areas	Urban renewal	Social substitution No participation No specific funds = No strategic objective in UR	N (Private)
Patti territoriali (Territorial agreement)	1995- CIPE	Bottom-up approach	Enterprises Unions Local auth. Coordinated by Chamber of Commerce and Local Auth.	**	Bureaucracy Streamlining Funding canalisation for selected probably successful projects	Disagreement among different local auth. Conditions only to receive funds but not whole strategy (control committee)	Y

REGIONAL LEVEL	LAW	TOPICS	BENEFICIARY & ACTORS	SUCCESS	STRENGTHS	WEAK.	FUNDS
PTR (Regional territorial plan)	LR 36/97	Integrated planning	Region	In course	Co-ordination of local level planning	?	?
POI (Organic programmers of intervention)	LR 25/97	Urban renewal by single small interventions	Municipalities Private owners Region	**	Strong private interest Short times	Major focus for residents in not deprived areas	Y
CIV (Integrated development areas)	LR14/98 LR 2/03	Areas not in OB2 Historic Centre and peripheral renewal	Local auth. Public controlled company Region	***	Improvement of commerce Social improvement	Disagreement among retailers	Y

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LOCAL LEVEL (Province)	LAW	TOPICS	BENEFICIARY & ACTORS	SUCCESS	STRENGTHS	WEAK.	FUNDS
Agenda 21	EU	Social sustainability Education system Small Municipalities Participation	Municipalities Mountain communities Associations Local residents Schools	**	Integrated approach and participation	Too many actors and issues are involved	N
PTC	LUR 36/97	Integrated planning	Province	***	Co-ordination of local level planning Focus on PQ (frame project)	Long times for implementing process No funding	N
GELAP ENLACE ESSERE	Policies for Employment (ESF)	Improvement of employment Training and information	Province Municipalities (With particular attention to small and inner ones) Citizens and local authorities	** In course	Strong relationship with small municipalities and local enterprises	No funding	Y (ESF)
Programma di mandato (Task programme)	Local policy	Creation of service nets Integrated planning Inter-sector co- ordination Promotion of citizen's participation	Province municipalities (With particular attention to small and inner ones) Citizens and local authorities	Service nets *** Integrated planning *	Strong relationship with small municipalities and local action groups	Long times for implementation Possible different sectors overlapping	N

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The focus of Italian approach is “representation” more than participation from people: local authorities are closer to local inhabitants, first of all in small communities like Valle Scrivia, but formal aspects are relevant in our culture as top-down processes are preferred. In recent years new procedures have been implemented to accelerate decision-making processes in public administration and to allow interested people to participate: therefore a more effective and transparent process “in concert” has been implemented.

Experiences in “bottom-up” approaches are twofold: on the one hand they arise from a new participation concept, and produce proactive actions to obtain something but, on the other hand, an important factor is struggling against something, too.

NATIONAL LEVEL	LEVEL OF PARTICIPATION	WAY OF PARTICIPATION
CONTRATTI DI QUARTIERE (Neighbourhood agreement)	Very high	Meeting, participation in making the strategic action plan
SPORTELLO UNICO PER LE IMPRESE (Single window for enterprises)	Low for single citizens Very high for enterprises	Enterprises can apply a streamlined process
URBAN REHABILITATION PROGRAMMES	None	
PATTI TERRITORIALI (Territorial agreement)	High	Meeting for making the project that will be sent to be selected

REGIONAL LEVEL	LEVEL OF PARTICIPATION	WAY OF PARTICIPATION
PTR (regional territorial plan)	Low (in course)	
POI (Organic programmes of intervention)	Very high	Citizens discuss the whole project and apply for contributions
CIV	Very high	Detailers participate directly the joint company

LOCAL LEVEL (Province)	LEVEL OF PARTICIPATION	WAY OF PARTICIPATION
Agenda 21	Very high	Meeting (forum) and environmental education projects
PTC	Medium according with regulation	Meeting and presentation with municipalities and local actors, unions
GELAP ENLACE ESSERE	Medium	Jobseekers can join a n online forum
Programma di mandato (Task programme)	High	Creating a virtual community to involve diff. municipality

4.4. London Haringey - The Haringey Neighbourhood Renewal Strategy

Zena Brabazon, Jason Bradley, Sue Grant

Neighbourhood management in Haringey was established in 2001, responding at local level to the Government's National Strategy for Neighbourhood Renewal. The service works with elected ward Councillors, local people, partner agencies, local businesses and voluntary/community groups to identify and tackle local problems and work to reshape local service delivery. Originally focused on our most deprived neighbourhoods, where the need was, and remains to involve local people in challenging local services, there are now seven neighbourhood teams across the borough. They have the brief to build local neighbourhood partnerships to drive service improvement through community engagement and participation.

In line with the national agenda Haringey sees community involvement and engagement as central to the revitalisation of local communities. This sets a context for testing out new ways of working with partner agencies, within the council, and with local people. The Haringey Neighbourhood Renewal Strategy, (HNRS), set out the priority neighbourhoods and the context for neighbourhood work, aiming to avoid fragmentation and parallel development, instead facilitating collaboration and networking.

A key feature of the neighbourhood management is its crosscutting brief where neighbourhood staff aim to join services up, working across existing service demarcations and engaging a range of partner agencies from the statutory and voluntary sectors in "bending" mainstream provision to achieve local objectives of neighbourhood renewal. For local people this is vital since organisational structures can often impede delivery on the ground. For local people issues of environmental decay, crime, anti-social behaviour have all been very particular high priorities.

Since 2001 the Government has continued to promote the Neighbourhood agenda, first with a series of consultation documents issued in January 2005 - Creating Sustainable Communities, and Citizen Engagement and Public Services: Why Neighbourhoods Matter. The Government is now moving further ahead with this agenda and is promoting a new concept called Double Devolution. In essence, this recognises that local people need to be involved if we are to have strong communities and engaged residents, and that this approach is positive for local government.

Our Haringey approach both anticipates and responds to the Government's thinking. Currently the Government is considering the establishment of a national framework for neighbourhoods and local neighbourhood charters. For Haringey, there is another dimension to neighbourhood working. This relates to our most deprived communities where there is a huge mix of people from all over the world living in our poorest neighbourhoods. One of the key tasks facing us is to involve and engage our newest residents so they become active citizens in their communities, and developing neighbourhood management against this background of diversity and population change remains one of our greatest challenges.

It is within this wider context that our POSEIDON pilots have been developed - with tangible results for our communities in both our pilot neighbourhoods.

Over the last four years much has been learned and achieved as the Council has supported neighbourhood working. The priority neighbourhoods have been the focus for more targeted community engagement in the borough with residents and partner agencies working together to set local priorities and achieve change. There have been some genuine improvements for local communities as this local model of working has evolved. For example, in White Hart Lane work with the Safer Neighbourhoods Police Team, Enforcement and other partners has led to closures of social clubs, reduced anti-social behaviour and work to improve Somerset Gardens Estate. Our neighbourhood pilots have supported development of community leadership in White Hart Lane, a wider plan to improve White Hart Lane and youth forums, youth advocacy and participation in the New Deal for Communities.

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We have learned that gaining peoples' trust and confidence is central, and demonstrating that this is happening contributed to the Council's earning a national award of Beacon Council for Getting Closer to Communities.

4.5. North Kent – the national and sub-regional context

Taken from 'Neighbourhood Regeneration Strategy: The UK Perspective', prepared by officials from the National Neighbourhood Regeneration Unit in conjunction with the South East England Development Agency.

4.5.1. The national context

"The Social Exclusion Unit's work has focused on deprivation at the **neighbourhood** level because this is where the sharpest disparities are seen. Looking at a larger scale, such as region or local authority, conceals the most extreme pockets of deprivation".⁶

The Government's commitment to its Neighbourhood Renewal proposals is set out in its National Strategy Action Plan. Its vision is that "within 10 to 20 years, no one should be seriously disadvantaged by where they live. People on low incomes should not have to suffer conditions and services that are failing."

It goes on to outline two long-term goals:

- To reduce unemployment and crime, and to better health, skills, housing and the physical environment of the country's poorest neighbourhoods.
- To narrow the gap between the most deprived neighbourhoods and the rest of the country.

The Plan identifies stages at which action should be taken in order to effectively change life in deprived areas. These are:

- **Restoring order** – targeting and combating crime, drugs and anti-social behaviour.
- **Early wins** – swift and visible wins that will boost the community's confidence.
- **Addressing economic decline** – reviving personal economic capacity by means of employment and avoiding bad debt.
- **Addressing longer-term issues** – such as core public services and raising the confidence of the community.

The Plan has specific targets in the following areas of activity:

- **Work and Enterprise** – a three year target to raise employment levels, to narrow the gap in the employment rates between disadvantaged and more affluent areas, and those between disadvantaged people and the general population.
- **Crime** – to reduce vehicle crime by 30% by 2004, reduce robbery by 14% by 2005, to reduce burglary by 25%; by 2005 no local authority having more than three times the national average.
- **Education and Skills** – to ensure that no Local Education Authority has fewer than 38% of its pupils getting 5 GCSEs at A-C and that no school has fewer than 25% of pupils getting 5 GCSEs A-C by 2004.
- **Health** – by 2010 to reduce the gap by at least 10% between the 20% of areas with the lowest life expectancy at birth and the population as a whole, to reduce the gap in mortality between manual groups and the population as a whole by at least 10% and reduce by at least 60% the conception rate among the under-18s in the worst 20% of wards and so reduce the level of inequality between these areas and the average by at least 26%.
- **Housing and the Environment** – to reduce by 33% the number of households living in non-decent social housing by 2004.

The Government has identified 841 wards that represent the poorest 10 percent of wards in the country. Of these wards 82 percent are found in 88 local authority districts. These local authorities have been given funding to tackle the causes of deprivation in order to arrest and reverse the decline.

⁶ Taken from the UK Government, Office of the Deputy Prime Minister (ODPM) National Strategy Action Plan.

Wards within the North Kent Thames Gateway are often not high enough in the Index of Multiple Deprivation to qualify for new initiatives. However, there are pockets of deprivation within its wards and on the boundary of some wards, that rate as some of the poorest in the country.

Neighbourhood Renewal is one of the few initiatives that identify deprivation at a sub-ward level yet it too targets its resources at the top 88 most deprived local authorities. The purpose of looking at neighbourhood level is to more accurately identify an area of deprivation, gain information and monitor the progress of regeneration. The National Strategy Action Plan states that one of its priorities is to get, "better statistics about small neighbourhoods".

4.5.2. The sub-regional context

"The South East could and should be a region in which we achieve social progress which recognises the need of everyone with strong communities free from high levels of crime and discrimination; with ready access to jobs, education, homes, services and amenities; diverse opportunities for everyone to live fulfilled and healthy lives and to realise their full potential."⁷

Whilst wealth creation and a generally improved environment in North Kent will be initially driven by physical and economic developments, existing communities need to move forward and benefit from these changes. Regeneration in North Kent can have but one target: the people who live and work in the sub-region. The North Kent Neighbourhood Regeneration Strategy will fail in its objectives if it does not make a real difference to people's lives.

If some of the lessons from earlier large-scale regeneration schemes are to be learnt, then it is these communities, as well as the organisations/networks that serve and represent them, that need the resources to develop, to build their capacity, and thus to address their needs and aspirations. The gap between North Kent's most deprived communities and the regional average in income terms needs to be narrowed, and programmes put in place to maintain improvement. This levelling up process will require community confidence building, access to learning and skills, targeting of jobs, local and community enterprise, safer communities, and an increase in equality of health and access to sport and leisure provision.

Cohesion between the new communities that will develop in North Kent and the sub-region's existing communities will be key in ensuring that development is sustainable and equitable. Disparities in the quality of housing, facilities and services will not only add to social inequality and exclusion, but will be economically inefficient. To be successful in the long term, any development needs to be sustainable. To be sustainable requires the majority of the population to be included, in this case the existing communities of North Kent. Key infrastructure projects in North Kent will benefit from the growth and development of these communities. This benefit comes in the shape of communities able to engage, providing a skilled workforce and environments in which investors are likely to be attracted.

The South East England Development Agency (SEEDA) acknowledges the importance of this issue in its Regional Economic Strategy 2002-2012 (RES), stating within its Priority 11 of its objectives: "Successful local economies need infrastructures and services that meet individual needs without discrimination or bias. There must be affordable housing, accessible transport, adequate health and childcare, opportunities to access learning and access to suitable cultural and recreational activities, and the provision of a safe environment to conduct community life."

Equality of opportunity and social inclusion as a means of ensuring economic growth are the key issues for this document. This is acknowledged by SEEDA in Priority 10 of the RES's objectives: "The South East has a wealth of diversity in its people, but it is an asset we have yet to engage fully in the economic success of the region. Unlocking the potential of our diverse communities offers the region new talent and creativity, new perspectives and new markets. We should want to offer equal opportunity for all as of right, but we also need to recognise the benefits of engaging the wider community."

⁷ South East Region Social Inclusion Statement, 2002.

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Issues such as economic and financial exclusion, youth unemployment, health inequalities, residents living in areas with high crime rates and sub-standard housing, an isolated ageing population, communities excluded from social and economic activity due to their ethnic origins, and a lack of quality sport, leisure and cultural amenities, all act as barriers to economic growth. Only by ensuring the equitable involvement of all of the diverse community of North Kent, will economic growth be truly sustainable.

4.6. Stockholm - Swedish Metropolitan Policy

Pia Sundqvist

The POSEIDON partnership and the three pilot projects in Stockholm is set in the wider context of Urban Development Programmes at both municipal and national levels. Stockholm's UDP will be introduced in greater detail in the next section of this chapter, as an example of how the City of Stockholm tries to deal with the challenge of socio-economic exclusion that is facing so many metropolitan areas today.

At national level there is at present a UDP entitled the Swedish Metropolitan Policy for Growth and Development. The policy was established by the government in the late 1990's. The government regards this initiative as the first step in a process in which central government, the regions, county councils and municipalities work together to create growth in vulnerable metropolitan areas.

More than a third of the population of Sweden lives in metropolitan areas. People often move to the cities for the wide range of culture, educational opportunities, housing forms and employment opportunities they offer. The strength of the cities lies in this versatility and creativity. The growth in the metropolitan areas benefits the whole of Sweden. This growth creates employment not just in the cities but in the country as a whole. Economic and social divisions in the metropolitan areas increased during the crisis of the 1990s. Unemployment has risen most in the most disadvantaged neighbourhoods. Many people living in these areas are immigrants. The country has long-standing experience of regional policy measures, but this is the first time that urban problems have been highlighted.

The goals of the metropolitan policy are

- to provide the foundations for sustainable growth in the metropolitan regions: in this way, metropolitan policy should be able to contribute to the creation of new employment opportunities in both the metropolitan regions and the country at large;
- to stop social, ethnic and discriminatory segregation in the metropolitan regions, and to work for equal and comparable living conditions for people living in the cities.

The first goal can be broken down into more concrete objectives:

- Sweden's metropolitan regions should be able to compete with other European metropolitan regions for business establishment and investment.
- Sweden's metropolitan regions should have access to a qualified workforce whose skills match the needs of the region's business sector and public sector activities.
- Government business sector measures should be adapted to a greater extent than at present to the conditions and requirements of the respective regions.
- Sweden's metropolitan regions should safeguard and increase their attractiveness.

The second goal can be defined in terms of an analysis of existing inequalities and injustices, and an analysis of the factors that need to be altered in order for equal living conditions to be created. The government believes that the following long-term goals are of particular importance in order to create equal living conditions in the cities:

- Employment rates in socially disadvantaged housing areas should be raised for both men and women.
- Benefit dependency should be reduced.
- The position of the Swedish language should be strengthened among both young people and adults.
- All school students should be given the opportunity to reach secondary school attainment levels. It is vital that no student leaves secondary school without an adequate knowledge of Swedish/Swedish as a second language, English and mathematics.
- The educational level of the adult population should be raised; those who have not completed their upper secondary schooling (up to 18) or equivalent should be given the opportunity to do so.
- All city neighbourhoods should be experienced as attractive and safe by the people who live there, and provide sound and healthy living environments.
- Public health should be improved, both as measured in terms of health statistics and subjective assessments.

- Democratic participation should increase in the disadvantaged neighbourhoods.

4.6.1. Local development agreements

In order to achieve the overall metropolitan policy objective, long-term and coordinated measures are required. Central and municipal metropolitan policy measures are concentrated in local development agreements for the most disadvantaged areas. Agreements are signed by the government and each municipality involved in the metropolitan policy.

The agreements include locally elaborated objectives, an individual action plan for each neighbourhood, the regulation of central and local measures in the respective areas, a follow-up and assessment plan and agreements on funding.

The local goals should focus primarily on improving employment levels and participation in the workforce, and otherwise reflect the national metropolitan policy goals. The extent to which the local goals have been met should be reported annually to the government Commission on Metropolitan Areas. Before the end of the three-year period an overall evaluation and assessment was carried out.

4.6.2. Municipal undertakings for the development agreements

State support for local development work is conditional on an at least equivalent contribution by the municipality. The municipality should, in its internal resource allocation, pay attention to the needs of the disadvantaged urban areas. The undertakings of the municipalities in the local development agreement include the following:

- The allocation of resources within the municipality should take into account the needs of the vulnerable urban areas.
- Any project funding or other special investment by the municipality in the disadvantaged areas should not be reduced.
- State support for local development work must be matched by at least an equivalent sum from the municipality.
- The municipality should strive in all its activities within the areas concerned to achieve the goals of the local development agreement.
- The municipality should develop the local democratic dialogue in such a way that the local inhabitants are involved and participate in the local development work.

4.6.3. State undertaking for the development agreements

The government allocated more than €200 million for a three-year period, starting in July 1999. Funds were distributed by the Commission on Metropolitan Areas following a government decision within the framework of the work with the local development agreements. The government stipulated rather strict terms on how much funding was to be spent within each objective of the policy. The development agreements should be seen as a permanent alteration in the forms of co-operation between the state and the municipalities, and not as a temporary programme. An annual review of the agreements has been carried out in dialogue between the municipalities and the government Commission on Metropolitan Areas.

4.6.4. The future?

The Swedish metropolitan policy has recently entered a second phase, in which the government has announced that there will be no more funding. Money will be replaced by agreements on closer co-operation between the municipalities and certain government bodies that have the capacity to greatly influence the further development of the target areas (for example the education development authority and the labour market authority). At present, negotiations are carried out between the City of Stockholm and the government on which government authorities should be included in future agreements and which demands should be made of them.

5. Specific issues of good practice in POSEIDON partner areas

5.1. Vienna

5.1.1. Managing a functional mix and diversity – Vienna´s Gürtel road projects

Wolfgang Förster

For many years, the Gürtel (literally: Belt) has been considered a barrier and a border between the inner and the outer districts. Built as a 13-kilometre second ring road in the place of former defence ramparts at the end of the 19th century it also preserved a social border – between the bourgeois inner city parts (districts 1 to 9) and the working class areas west and south which have also been shaped by various groups of immigrants. Still, in the tradition of 19th century city planning, it had been planned as a grand boulevard, including prestigious buildings (Vienna's second opera house, important railway stations, schools and public institutions). The longest part, the West-Gürtel, is also characterised by the tree-lined central zone and by the elaborately designed "Stadtbahn" (now part of the underground system) with Otto Wagner's famous Jugendstil underground stations. Wagner also designed the impressive brick viaducts for the elevated tracks, their arches to be used for shops and restaurants. This would have created a lively promenade between the traffic lanes while visually connecting the formerly separated parts of the city. In the 1920s Red Vienna added another highlight at the southern part by erecting impressive council housing estates which should turn the Gürtel into the "Ring Road of the Proletariat" (as opposed to the bourgeois Ringstraße, the first ring road).

Instead, after WW II most of the Gürtel became a dead zone, with arches now mostly used for storage – and therefore walled up – and with car traffic making it Vienna's most-frequented and noisiest street. The arches as well as many of the residential buildings deteriorated. Parts of the Gürtel also turned into a red light zone, and at the end of the 1980s it was generally considered as an unattractive and potentially risky area, the press creating the image of a "traffic hell" or a "speculation zone on the verge of turning into a slum". Several plans to improve the situation failed, and projects for an expressway with elevated roads, tunnels and enclosures were fortunately abandoned due to the enormous costs.

Chances came when Austria joined the EU and was able to profit from its funding programmes. Vienna developed a large-scale improvement project to be co-financed within the URBAN-programme. The Vienna URBAN-project was approved by the Commission as part of its efforts to channel means to urban problem zones, with a total budget for the Vienna programme of about 30 million Euro. In fact, this "URBAN-Gürtel plus" project linked several existing programmes with new projects along the street as well as in adjoining blocks. In particular, the housing renewal programme was reshaped to give priority to blocks along or near the Gürtel – with subsidies adapted to specific solutions needed in that area, and with shorter waiting periods. Thus, within a few years investments in private housing refurbishment reached several billion shillings (some 200-300 million Euro). This mainly supported the sitting tenants, thus preventing the eviction of socially weak residents – among them many immigrants – from a potentially gentrifying area. Equally, large sums were invested in the improvement of the local economy.

What really changed the image of the Gürtel, however, were interventions along the centre-line of the road which focussed on new functions under the arches of the railway viaducts. Wiener Linien (the public transport authority) agreed to re-use the arches on the basis of a general design worked out by the architect Silja Tillner. Tillner rediscovered the historic building substance and Otto Wagner's concept of light and transparent spaces beneath the arches. The task of allowing new uses and re-creating transparency without affecting the character of the listed ensemble or creating a patchwork of different temporary measures

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was solved by a uniform portal glazing on either side of the arches. This concept was developed in co-operation with the Federal Office of Protected Monuments. It responds to the need for transparency and ensures that light from within radiates outwards as a signal of the transformation.

The new spaces soon found new uses, profiting from what was once seen as a disadvantage - the noisy location between the traffic lanes – and concentrating on music bars, restaurants and young cultural initiatives. “Rhiz”, for example, became the home of modern electronic music, occupying two vaults with 50 square metres each. Both the historic substance and the modern technical infrastructure are exposed, and flexibility within the limited space is provided through benches that can be swivelled through 90 degrees and by tables that can be fixed to the floor or to the wall. Thus, within minutes Rhiz can be completely rebuilt. Similarly, the “B 72” pub advertises itself as “the pub below the underground” and toys architecturally with the concepts of above and below. Transparency is also taken ironically as videos can often be better seen from outside, with an audience freely moving on both sides of the glass walls.

Another chance came when the Municipal Libraries were looking for a place to build their new headquarters. The city supported the idea to construct such a building along the Gürtel road in order to further strengthen the role of the Gürtel as a meeting place for residents from all over Vienna. The new library now occupies a prominent spot right in the middle of the road – at a place where the trains run underground – right above the open railway tracks. It is supported by pillars to permit vistas of the street and of the incorporated platform zone. The roof-top restaurant can be reached by elevators as well as by a broad flight of stairs which have become a popular meeting place that is inviting to passers-by and users of the library alike. Moreover, the library and underground station share a common lobby which, by virtue of its double function, is continuously populated by large crowds. Thus the city achieved two goals: placing its central library right into the heart of a new youth culture and thus reducing psychological barriers on one hand, and contributing to the new “cool” image of the Gürtel, on the other hand.

The entrance to the library is directly connected to another important public intervention: the complete refurbishment of Urban Loritz-Platz, a central traffic hub and gateway to the Stadthalle, Vienna's largest multi-functional hall. Problems in this square resulted from the isolated sections between the tram tracks and from a general lack of visual orientation. The re-design, again proposed by Silja Tillner, is dominated by a huge membrane roof which consists of ten cantilevered arches and one suspended arch above the connecting lane. The square is illuminated by indirect lighting reflected by the white roof surface, thus contributing considerably to the feeling of transparency and security, especially at night.

With more people frequenting the inner zone of the road it is gradually also losing its image of “sex and crime”, and an innovative lighting system along the tree-lined pedestrianised parts and the new bicycle lanes has contributed to a feeling of security. Bridge zones were illuminated with spotlights to accentuate their function as gates to the city while new and brighter lampposts replaced the inadequate suspended lighting fixtures. Consequently, many bars have put tables outside in summer, signalling that life has returned to this part of the city – in spite of the continuing heavy traffic on both sides of the viaducts.

While other projects followed – proving that the Gürtel is also increasingly being recognised as an attractive area by private investors – it is clear that physical improvements alone cannot solve the problems of the nearby deprived areas. Thus, a number of social initiatives have been supported, focussing e.g. on the integration of immigrant youth who live in the adjoining districts, including qualification measures like “Back on Stage” and low-barrier meeting venues. The most important pre-condition for the success of the Gürtel project is, however, the active participation of a large number of city residents in the further development of the area. Already in 1985, around 80,000 households in the immediate surroundings received questionnaires which later led to the definition of the main topics within the programme. In the course of the programme a number of public meetings were held, with workshops set up together with interested residents and other actors in the area. One result was that the character of the Gürtel as a public space must be supported, rather than leaving it to private speculation. Consequently the programme was shaped so as to focus on points of public function and on the traditional small-scale, mixed business.

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As a result, the Gürtel, at least in the core zone, remains open not only to social and cultural transformation but also to a conviviality between different social milieus and cultural practices. The Gürtel project can thus be seen as a success, based on at least three pre-conditions:

- The interdisciplinary and inter-departmental approach, together with a clear steering structure at the administration and political levels.
- The initial funding by the EU which – far beyond its actual financial contribution – helped to start the process.
- The participatory structure of the whole programme.

Thus the programme carried out at the West-Gürtel has also helped to shape similar, if somewhat smaller undertakings; last but not least the southern continuation of the Gürtel road which is expected to undergo extensive developments in the course of the construction of Vienna's new central railway station in the coming years.

5.1.2. "Thematic housing estates" - learning from experiments

Wolfgang Förster

At the end of the 1980s housing policies in Vienna were faced with a double challenge: to provide more affordable housing, i.e. more subsidies, and at the same time to improve the quality-cost relation in subsidised new housing. The fall of the Iron Curtain, only sixty kilometres from Vienna, led to the immigration of more than 100,000 people and suddenly increased demand for housing. The city doubled its new housing construction to 10,000 units per year in the middle of the 1990s. A key role was given to the Vienna Land Procurement and Urban Renewal Fund (WBSF), which was established to purchase the necessary land. Today the market has reached an equilibrium, which allows more attention to be paid to quality criteria. Also, today at least half of the subsidised apartments, still 6,000 to 7,000 units per year, are to be built in inner city areas. There, land costs are higher but the infrastructure already exists, and a better demographic and social mixture can be achieved in the late nineteenth century housing areas.

Larger new housing projects are normally carried out in the form of **Bauträgerwettbewerbe** (housing developers' competitions). These are based on free competition of developers for social housing subsidies. The procedure differs from architecture competitions, as the project applicants are the housing developers themselves and, in addition to the architectural quality, economic and ecological qualities of the projects are equally judged within a complex score system. Competitions aim at the reduction of construction costs in multi-storey housing as well as a simultaneous improvement of planning, environmental and technical qualities. The jury consists of architects, representatives of the construction sector and of the City of Vienna, and of specialists in the fields of ecology, economy and housing law. A significant increase in quality could be achieved in recent years leading to innovative designs of apartments and of communal facilities, better planned open spaces and communication areas, and ecological innovations. For example, all subsidised new housing projects since 1996 have achieved a low energy consumption level (max. 50 kWh/m²/year). At the same time construction costs could be reduced by an average of 20% through intensified competition.

Experimental building, often in form of 'theme-oriented' estates with topics pre-determined by the city, has a major share in the qualitative development of Vienna public housing. They include early examples of ecological building, like the low-energy estate at Brünner Straße by the architects Wolfgang Reinberg, Martin Treberspurg and Erich Raith which had won a competition in 1991. A steel trellis layering serves as a noise and climatic buffer along the busy street. Meanwhile a low-energy standard has become common in subsidised housing, and first experiments have started with multi-storey "passive" (zero-energy) housing estates.

There are other remarkable ecological innovations, as well: for example, nearly 750 apartments in the **Thermensiedlung Oberlaa** are heated with waste water from the neighbouring hot springs, at the same time a grey water system and rain-water collectors to water the lawns were installed. The estate also has its own wind wheel to produce energy.

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The estate also features remarkable planning details developed by a range of architects – among them Helmut Richter and Elke and Roman Delugan-Meissl) and by different developers within the subsidised housing programme. New experiments in the ecological and technological sense include a number of multi-storey timber buildings (at **Mühlweg** and other places), making use of this renewable building material so abundant in Austria.

The **Autofreie Mustersiedlung** (car-free model estate) by architects Schindler, Szedenik, Lautner and Scheifinger, the largest of its kind in Europe, transferred the means normally needed for the construction of car parks into an impressive infrastructure: greened roof-gardens, parking lots for bicycles, internet-café, meeting rooms, etc. A comprehensive ecological concept was realised: low energy consumption level, use of solar energy, a loading station for electric cars, heat recovery from waste water, a grey water system, hot and cold water metres with electronic measuring in every apartment, green areas with humid biotopes and intensive planting, use of recycled materials for the design of open areas. Also there are special forms of housing (children's day-care centre, apartments for senior residents), the offer of differently equipped apartments, participation of residents in day-to-day management and car-sharing.

In the **Frauen-Werk-Stadt** (literally a word-play combining Women's Workshop with Women-Work-City) a whole housing area including infrastructure was planned exclusively by women architects, aiming at family-friendly layouts, a direct view from the kitchens to the playground, etc. Especially noteworthy is the kindergarten designed by Elsa Prochatzka. Again, these achievements have been studied carefully, and have meanwhile been introduced into many new housing developments. The council housing estate was later renamed "Margarete Schütte-Lihotzky Estate" to honour the work of this pioneer – and the first woman – in Austrian architecture.

So far the most radical experiment within the framework of subsidised housing is the so-called **Sargfabrik** (as it occupies the site of a former coffin factory). The architecture is by Baukünstlerkollektiv 2 and was realised from 1992 to 1994 in the densely built-up fourteenth district. This project was planned by a residents' group; it organises living by providing strongly variable 'housing boxes', and offers a wide choice of communal leisure facilities, including a restaurant, a sauna, meeting rooms, and a kindergarten, all of which can also be used by neighbourhood residents. Following this housing estate which won the Adolf-Loos-Award, a second Sargfabrik in the adjoining city block also offers unusual architecture.

Other remarkable interventions in the grid-pattern nineteenth century urban fabric include a housing estate by architects Dieter Henke and Marta Schreieck in Frauenfelderstraße in the seventeenth district. Sliding windows and elements with venetian blinds in front of the very diverse apartments change the appearance of the building during the day.

Several new projects aim at the integration of immigrants into Austrian society, among them **Interkulturelles Wohnen** (architects Kurt Heidecker and Herbert Neuhauser) with its communal facilities, which became a model for similar estates. Among them is the award-winning **Global Yard** (or "Interethnic Housing") designed by the architects Lautner-Scheifinger-Schindler-Szedenik for Sozialbau, Austria's largest non-profit housing developer. Planned for a community with at least 50 percent of immigrants it includes not only 146 generous and very flexible flats but additionally offers a large range of community rooms, communal as well as private rooftop gardens, a café, a sauna, play rooms, laundry with direct view to the playgrounds, etc. Built as part of a large urban development in the southern parts of Vienna it also profits from an excellent infrastructure with schools, shopping facilities, health centres and an underground line to the city centre. Sozialbau has also been responsible for the excellent management of this estate which houses residents with more than 30 different languages and very different social and cultural backgrounds.

Last but not least the topic of 'living and working under one roof' plays an important role in discussions about future urban development. **Compact-City** (architecture by BUS/Spinadel/Blazica/Lalics), includes fifty-nine apartments from 36 to 105m², twenty-two offices, twenty workshops, studios, office premises, and storage rooms. It thus offers a mixture of functions on the fringes of the city. A similar, if much more unusual project has been realised within the structure of four 19th century **Gasometer** (gas towers), land-mark buildings on the eastern fringe of the city. The breathtaking architecture, again resulting from a competition held by the city, was designed by four architects (among them Jean Nouvel and Coop Himmelblau) for three different developers. It includes some 600

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apartments – most of them within the subsidised rental sector – a student hostel for 400, a concert hall for 4,000, offices, a cinema complex, underground car parks, a shopping mall connecting the four towers and its own underground station linking it to the city centre in less than 15 minutes. Apart from offering a functional mix on a scale unknown to most other housing estates the gasometers represent one of Europe's most unusual brownfield developments, combining the architecture of these listed monuments with innovative design and with the latest technology. Moreover, as on many other estates, the mixture of different forms of tenure guarantees a social mix of residents which the city sees as an important contribution to social cohesion in Vienna.

These projects are to be understood as experiments, which can help to introduce new contents and standards into subsidised housing over a longer period, keeping in mind the basic goals of housing policies which go back to the days of Red Vienna: to provide high quality and excellent architecture at affordable prices to all income groups. The city also carries out a continuous research and evaluation programme. Spreading the gained knowledge among national and international experts helps to promote Vienna as a centre for new urban technologies as well as to learn from others. POSEIDON, by the way, if working on a different level, is part of this process.

5.2. Amsterdam

Age Niels Holstein, Beitske den Ouden

5.2.1. Planning and participation in the Eendrachtsparkbuurt - branding and identity

The Geuzenveld-Slotermeer City District is one of the four 'Western Garden Cities' (Westelijke Tuinsteden) built as part of the 'New West' expansion of the city of Amsterdam. Now home to over 40,000 residents, Geuzenveld and Slotermeer were built in the 1950s and 1960s and are characterised by numerous green spaces, typical post-war low-rise buildings, and an extremely diverse multicultural population (64 percent). Among its many green areas the city district has no less than five public parks and conservation areas, offering many recreational facilities, such as the Sloterpark with its beautiful Sloterparkbad (swimming pool).

In Geuzenveld-Slotermeer the need to plan for a change arises because the city district faces severe social problems. The renewal area is encountering socio-economic decline (average yearly family income 19,000 euros and unemployment of 20%). To deal with this decline the City District Council has adopted a wide-ranging improvement programme covering the fields of social, economic and urban development in order to stop the downward spiral.⁸

In the Geuzenveld-Slotermeer City District substantial demolition and construction work is scheduled up to 2015 – work that will have a major impact on the residents' familiar surroundings. The City District Council and the housing corporations are endeavouring to minimise this impact through a social plan, as well as by management of the living environment during the construction work.

Regeneration work is taking place in partnership with three other city districts, the greater Amsterdam council, housing corporations, private investors and non-governmental organisations. The renewal programme will extend to Amsterdam's entire 'New West' region – the Western Garden Cities - and will affect more than 120,000 inhabitants, making it one of Europe's largest urban renewal projects.

5.2.1.1. Planning and participation

The goal of the City District's planning programme is sustainable renewal. Community support for the programme is therefore essential. The city district of Geuzenveld-Slotermeer has several objectives for the participation process:

- Outreach strategy to engage less-involved groups.
- Improved resident identification with the neighbourhood.
- Bridging conflicts of interest between the present and future inhabitants of the renewal area.
- Increased support for development plans.
- Community influence on the urban development.
- Sustainable development by respecting the ecology and the urban form of the Western Garden Cities.

Derived from the central goal, targets could be determined in a top-down manner. This could however easily amount to a recipe for failure. To ensure that local communities are involved, the City District Council has approved a bylaw setting out a required minimum level of involvement. At the outset of each planning procedure the City District Council must decide which of the three models of participation set out in the bylaw is appropriate and adequate and should therefore be used:

- **Information model:** the community is given full information on the planning process, to enable them to exercise their legal right of being heard within the political process of

⁸ For more detailed information about the urban renewal and social policy of the city district see section 4.2.

decision-making on the final plan. Active participation in the production of the plan is not possible because of fixed limitations that make real influence impossible.

- **Consultation:** residents are consulted over various choices that have to be made in the plan. Policy is sufficiently flexible to guarantee real influence. Consultation does not affect citizens' legal right to be heard in the decision on the final plan.
- **Co-production:** local government and residents together make the urban plan. Both are responsible for the plan and thus both must agree on it. After agreement, residents can still exercise their legal right of being heard as part of the political process of decision-making on the final plan.

In addition to these rules of participation there is also legal participation. Each plan has to be released publicly. Citizens then have the right to have insight into the plan for a period of six weeks. After this period they have the opportunity to make comments, both orally (hearing) and in writing. Before deliberation in the District Council takes place, they have the right to comment. In the end the District Council takes the final decision.

Both informal participation and legal participation rights should operate as communicative vessels. In such a way that serious investments in consultative or even co-productive participation at the outset of planning should minimise criticism or resistance within the communities and thus pay off at the decision stage of the plans. Those plans will simply become better plans because they are informed by real life experience and thus gain the necessary support. But this all will remain theory if we cannot really reach or involve our communities.

5.2.1.2. Eendrachtsparkbuurt

The regeneration plan for the Eendrachtsparkbuurt, located in neighbourhood 9 of the city district, is a specific project within the broader regeneration programme of the Western Garden Cities. The participation process for the urban plan is a pilot project within APaNGO (Advocacy, Participation and Non-Governmental Organisation⁹), a transnational partnership project part-funded by the European Unions INTERREG IIIB programme for North West Europe (NWE). The APaNGO project encourages closer co-operation and integration through transnational spatial development initiatives, which promote sustainable development.

Specific urban planning and design issues involved in the project include conflict between and integration of the built environment and inner-city green infrastructure; the differentiation of the housing stock (deciding between demolition, rebuilding, and renovation); traffic management; and the design of public places within the overall urban environment.

The programme for the urban renewal plan of the Eendrachtsparkbuurt consists of:

- **Housing (physical pillar):** demolition of 288 existing flats (middle high-rise), rebuilding 290-319 new houses: 30 percent social and 70 percent market.
- **Social pillar:** a social programme which focuses on youth, elderly, migrants, unemployed etc. and approximately 50 houses with special care (elderly, disabled etc.).
- **Economic pillar:** approximately 1,000 m² of business premises will be established.

5.2.1.3. Identity and branding

The participation process adopts an innovative approach in testing realising methods for involving local people and other target groups in urban planning. Starting point for the participation is the identity of the urban space. The intention is to bridge the gap that often exists between professional standards and community interests. Although there are now highly sophisticated tools and standards for urban planning, they do not appear to provide a sufficient basis for the participation of the local community, particularly a number of 'hard-to-reach groups' with specific interests in the planning procedure. A central goal of participation in the Eendrachtsparkbuurt planning process is to address these interests and thereby re-assert the core aim of the planning process: to create new attractive urban spaces for the resident communities.

⁹ For more information about the APaNGO project, see www.apango.net.

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In the Eendrachtsparkbuurt the city district decided to open up the planning discourse. The plan should be drawn up in close connection with perceptions, wishes and desires of residents and diverse 'clients'. This could be achieved by elaborate discussions with the participants on the future identity of the renewal area.

For the participation, open enlisting and recruitment of specific target groups were combined. This made it possible to reach less-involved groups, like migrants and future inhabitants of the neighbourhood.

To involve hard-to-reach groups, prior to the participation exercise, two training workshops were undertaken:

- A group of **young residents** was trained in the use of video cameras and the use of sound. The purpose was for them to become involved in planning and also to function as 'neighbourhood reporters'. They were present during the participation evenings and documented the event.
- **Turkish and Moroccan women** received training in participation.

The participation process was divided into clear-cut logical phases:

- Orientation: selection of themes.
- Identity: two sessions to determine core values.
- Design: 2 workshops translate 'identity/brand' into an urban plan.

The first phase was about the identification of the themes. Questions about the new neighbourhood; what kind of people live there now, what kind of people would fit in, what would be the new 'atmosphere' and where and how do people meet, were addressed. People were invited to give their views about the future of the neighbourhood. These views were transferred into images: visual concepts about the future.

The next phase was about identifying core values for the Eendrachtsparkbuurt. In two participation sessions quotes were harvested in search of common values:

- A quest for the desired atmosphere, new social manners and the new feel of urbanity;
- The neighbourhood as home - house, provisions, shops, green, park.
- Social and individual development.
- All types of variety in the population - mix of socio-economic level groups.
- Urban buzz in a central spot – quiet communal atmosphere around the houses.



As a result of the two participation sessions, five core values were formulated: development, lively, inclusive, hospitality and park. These core values were set against the emotional, functional and aspirational level.

The results were listed in a so called value table, as displayed below.

core values	development	lively	inclusive	hospitality	park
Emotion	building a future	inspiring	compassionate	organic	relaxed
Function	equip	Enterprising	tolerant	community	green and space
Aspiration	catharsis	web/-network	fusion	new Amsterdam	allure

The value table was input for the design process. In the design process two interactive workshops were organised. The general public could make suggestions on elements of the first sketches of the urban plan. The urban designer tried to incorporate those suggestions. After the completion of the urban plan the formal participation process started and thereby the decision stage of the planning process commenced. Formal participation (right of being heard) on the urban plan preceded the actual decision in the district council.

The following stages are obligatory. The executive board decides on the official public release of the plan, so the community can exercise its formal right to have insight into the plan for a

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period of 6 weeks. This executive decision was taken at the end of March 2006. In the following six weeks the public was able to formulate reactions to the plan, both orally during a hearing and in writing. The results of this formal participation were presented to the Physical Committee of the District Council. This committee discussed the plan in an advisory capacity, which is directed to the final decision in the District Council. The meeting of the Physical Committee of the District Council is open to the public. Residents had the right to give a final oral reaction to the plan preceding the deliberations. In a formal meeting of the District Council, in July 2006, the final decision on the plan was made.

At the end of the process we can draw some conclusions and see the advantages and disadvantages:

- Handling the information in a design and/or planning process remains difficult.
- New target groups are reached; but outreach remains a distinct effort.
- Rich resource of new information about the neighbourhood.
- This is an intensive way of organising the participation process.
- New dynamics in the participation process, because old and future residents meet up.
- The involvement of the community must be sustained after completion of the plan.

5.2.2. Welcome in our WIJKWEB - low threshold participation

Locally known as the 'Wouter method' (named after the WIJKWEB coordinator Wouter Dolmans of city district Geuzenveld-Slotermeer), the participation methods used in pilot project WIJKWEB turned out to be very successful.

What made participation thrive so much? What was different from regular participation meetings with residents? Can this method be used in other participation projects, both locally and in other (European) cities?

Participation meetings tended to be dull; civil servants talking about their plans in incomprehensible language handing out massive piles of papers. The meetings were organised in the city district office or in 'grey' rooms in the city district. They were not very accessible for people. To make sure people from hard-to-reach groups were included in the process as well, something needed to change – making sure people felt secure to participate in the process. The Wouter method is about the personal approach. It is warm, caring and secure.

The Wouter method consists of four elements. Firstly, there is the personal approach: show interest in the backgrounds and values of the participants, give these backgrounds a place in the process. Secondly, there is the care for interaction: let people do things together, keep it small, give room for the contributions of the participants, be creative in unexpected situations. Create an informal atmosphere. Thirdly, there is the attention paid to the environment: use your imagination to make the meeting of people something special. For example make a choice for colourful furniture at the meeting place, make sure there is some music, pay attention to the refreshments and the lighting. Fourthly, there is the aftercare: ask how the participants experienced the meeting, give answers after the meeting on questions you could not answer during the meeting, appreciate their contributions and ask for their aspirations for future meetings.

The basic idea of the Wouter method is that social relations and emotions are as important as the content and the functions of the participation process. This basic idea is applicable to all participation processes locally and in other European cities as well. In Geuzenveld-Slotermeer this method of participation brought together people from different backgrounds: old and young people and members of all kinds of different ethnic communities attend the WIJKWEB meetings. It led to an intercultural dialogue by doing things together. They could address their aspirations for the development of the area. And especially, what kind of contribution they could make themselves to realise these aspirations.

In the WIJKWEB, residents organise all kinds of activities by themselves. This leads to more social cohesion within the neighbourhood. The Wouter method makes it possible for new people in the community to meet people who are already settled in. The common interest they share is the development of the area.

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The residents of Geuzenveld have chosen to develop activities in the field of music, dance, theatre, creativity and new media. They want their district to be an area where children and adults can explore and develop their talents. This talent development is the slogan for all activities which take place within the WIJKWEB concept.

With the Wouter method 400 people were reached. They together have formed a flexible network of people knowing each other and working together. The WIJKWEB generates many creative ideas and attractive activities, resulting in people feeling responsible for their own neighbourhood in a positive way.

5.3. Genoa

Anna Celenza, Andrea Pasetti

5.3.1. Co-operation among local authorities, governments and different departments involved in local development policies.

The Italian political system has been traditionally marked by a certain mixture between public planning of development measures and free competition among private stakeholders for the implementation of development projects. This situation has caused uncertainty as public administrations are unable to implement development projects directly, and in the meantime several local actors carry out their own projects, often undersized, that do not appear in harmony with the whole development policy.

Lacking agreed planning, the projects have mostly come from a sectorial approach, and have not been implemented by a fair co-ordination of different actors, but by the fortuitous availability of resources. Locally that means that development goals in areas as wide as necessary have been difficult to achieve, and local actors (both public and private) have been fighting to gain available resources, more than cooperating with each other.

Aiming to change this disjointed and turbulent approach to development policies, just 15 years ago a re-organisation process of local authorities' powers started, and new co-ordinated tasks were given to Italian municipalities, provinces, and regions. Notably the provinces' main task is assuring that socio-economic development measures, which are defined by regions, are implemented in harmony with specific local features, as the provinces collect information about environment, territory, economy in wide areas, and can assess the actual feasibility of development projects. Furthermore as co-ordination tasks were given to provinces, they are the right subjects for promoting agreements and local partnerships, and their own projects can participate in wider development programmes.

Even if the goal of a complete re-organisation of local public authorities is not yet achieved, and there is strong resistance to the innovation, the provinces' activities have actually changed, and their "Territorial Co-ordination Plan" addresses the need for agreeing projects within enough large areas.

Valle Scrivia Viva POSEIDON pilot project implements the Province of Genoa plan, whose aim of a better balance of residents between the coast and inland, can be achieved through the improvement of the settlements in the valley, so that more residents can live there and better public facilities can be offered.

The urban renewal promoted through the Territorial Co-ordination Plan of the province in Scrivia Valley has been shaped by a new participation approach: municipalities and other local authorities have been involved in compiling a masterplan, an instrument for the whole local development, described in four action lines. This kind of participation process started with the establishment of a Local Support Platform and of a Joint Project Office. It is worth noting that residents look more motivated to take part directly in decision-making processes about the development of the area if they realise that public authorities at different responsibility levels co-operate with each other and share common purposes.

Finally it is necessary to underline that promoting integrated approaches implies changing sectorial policies: this depends on the enlargement of the local partnership to the top managers or their representatives of different departments of involved administrations. This involvement in the Steering Group of the project is a top issue for the development process.

5.3.2. Neighbourhood management in small local communities - from village management to regional development

"Traditionally, a neighbourhood is small enough that the neighbours are all able to know each other. However in practice, neighbours may not know one another very well at all. Villages aren't divided into neighbourhoods, because they are already small enough that the villagers can all know each other." (Wikipedia)

After the family, the neighbourhood or the village is the next extension into community. It is based on geographical proximity and is limited in number to a few people. Initially it has the most significance to children as they explore outside their family members and the family home, and afterwards it remains as a human need and a priority for establishing relationships.

As in urban neighbourhood communities face-to-face interactions are limited, the possibilities of small local communities and their values, even if located in the so-called "deprived areas", are becoming stronger and stronger, especially for other-culture communities, or highly educated groups. Facing the problem of NM in areas like Scrivia Valley, partly industrial areas and partly rural remote areas, it is necessary to acknowledge their vulnerability in order to establish a strategy.

The fragmentation and strong individualism makes these regions vulnerable and, consequently, innovative systems relatively weak and ineffective. Furthermore, there is strong evidence of weak learning capabilities, and the strong traditional background and habits, with few exceptions, hinder ability for knowledge-sharing and competence-building. Such regions require specific cultural and institutional changes that will allow interactive learning to bring forward innovative solutions to meet local needs for overcoming vulnerability.

NM in these regions seems founded on two different pillars: on the socio-political side the real strength lay in the free space for strong and lasting personal relationships; a natural and spontaneous involvement of citizens, built up in informal places, with no institutional roles. Mayors, who generally live in the village, know all the people and the context and they work as real neighbourhood managers "on the ground". Institution is very close to people, and sometimes this might make participation insubstantial; on the other hand, this close relationship between politicians and citizens sometimes prevents having the distance for seeing new solutions.

On the planning/management side a large-scale strategy must be put into place once the requirements are identified and appropriately adapted to the local needs. The strategy should take account of the potential resources and objective weaknesses, generating an action plan.

The action plan should develop so called "embryonic competitive strengths"¹⁰ in order to provide transition from vulnerability to sustainability. An embryonic regional competitive strength is the creative potential that emerges out of regional innovation, providing the project(s) that are planned and then implemented in the context of specific regional cultures and institutions. On the large-scale approach is related the topic of "identity as a valley" and not as six different municipalities, which is central: any step made as individuals brings nothing to the others.

Finally the action plan should foresee an important role of actions to strengthen this global identity, especially on the political side, also with actions leading to train and educate local mayors and politicians to the coordinate work and to the need of establishing a lasting local partnership (steering group, or other) in order to have a stable committee and active platform for the valley.

¹⁰ "Competitive strengths" (CS) is a dynamic term that refers to innovative activity that develops into some form of competitive advantage (Richardson and McCombie, 1987).

5.4. London Haringey

Zena Brabazon, Jason Bradley, Sue Grant

5.4.1. Working with diversity

Visitors to Haringey see a borough of stark contrasts. The railway line through Alexandra Palace to Moorgate acts as a dividing line between the affluent and wealthy west, and the poor, disadvantaged east. The Tottenham parliamentary constituency, in the east, is home to people from all over the world, an area which David Lammy, the local MP describes as the 'most multi-cultural constituency in Britain'. More recently the Institute of Public Policy Research has confirmed this, and it is probable therefore, that Tottenham is the most culturally diverse community in Europe.

Nineteenth-century Tottenham, with the arrival of the railway, was home to lower-middle class traders and clerks. It was a desirable area. In the early 20th century, it became home to a Jewish community, moving north from the East End and Hackney as they became more affluent. In the fifties and sixties, African Caribbeans settled here first, as have, over time, Greek and Turkish Cypriots, West Africans, Indians, Pakistanis, Bangladeshis, Vietnamese, refugees from war zones including Kurds, Somalis, Afghans, Eritreans, Central Africans and Kosovans. Most recently immigrants have come from Russia, Albania, Poland and other areas in Eastern Europe.

Today, with over 190 languages spoken, Tottenham is diverse, spirited and lively. For many decades the area has been a 'gateway' for people coming to Britain – an area which welcomes people from everywhere, and the area from where they begin their lives in this country. This positive approach to cultural diversity is one of the community's great strengths. But it also means there are very significant challenges in building community participation and the active citizenship where residents champion their neighbourhoods, and see themselves as 'citizens' of Haringey with both the benefits and obligations that implies. This huge, and ever changing mix of nationalities, religions, and cultural groups is central to Tottenham's experience, and Haringey has made great efforts to meet their needs. Often this has reflected a top-down social welfare model.

There are huge pressures on services in Tottenham, which is one of the poorest constituencies in Britain. Haringey as a whole has one of the highest levels of homelessness in Britain - currently increasing with over 5,500 homeless people. At least 12% of the borough's population comprises refugees and asylum seekers – but this masks the reality that a vast majority of these are living in Tottenham.

The demographic reality is one of continual and relentless population turnover. Several local schools experience significant annual pupil turnover of over 35%, with families moving from property to property every six months, in temporary accommodation. The significant levels of private sector properties used for temporary and rented accommodation contribute to environmental problems.

Neighbourhood Management works in this environment to involve and engage local people in service reshaping and improvement, and over the last five years has built a strong foundation of local participation. This has driven service improvements and changes in several localities, where very committed local people have made clear their priorities for action. The Council and partners have worked collaboratively with local people to implement local changes working to the Haringey Neighbourhood Renewal Strategy, (HNRS). One aim in the strategy is to build sustainable and stable communities in the neighbourhoods where there is significant transience, service fragmentation and shifting funding streams. There was, and remains, a clear focus on developing area-based working, with teams from different services and agencies coming together to work in ways which are more responsive to local needs, with accountability to local people where they have a dialogue and partnership shares knowledge, ideas and intelligence to achieve better outcomes for the community.

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The scale and complexity of issues facing our communities has given an added impetus to work this way – over the last few years the Council has learnt that community engagement and ownership are central to making the improvements to peoples' quality of life, and recognised the challenge of the National Strategy for Neighbourhood Renewal – that for people in poorer areas to receive better services they needed to be empowered, have their skills developed and supported in order to advocate change and improvement.

Since 2001 Neighbourhood Management has developed a network of local partnerships bringing residents, councillors, partner agencies, local businesses and voluntary groups together to tackle and solve local problems. There have been significant and genuine improvements, many of which have received national attention and awards. "There has to be intervention, but it has to be done through local empowerment and partnership. What we cannot do is regenerate local communities without local people doing it themselves"¹¹.

With five years' experience in this work, Neighbourhood Management has now extended borough wide with an explicit brief to widen and embed area-based working in key services - starting with the environment. From our experience, and the national research we know that citizen involvement and participation is central to making this work effectively, but in Haringey with its diversity, population turnover and extreme levels of poverty and housing problems, we have to recognise that many people – those we most need to engage, who we need to be active citizens – are not equipped to do this. This is the context for our work, and has been a central issue over the years.

5.4.1.1. What have we done?

Across our neighbourhoods we have looked at our constituent communities and thought about how we can best engage. This might vary from neighbourhood to neighbourhood and community to community. We have run multi-lingual open days, green events such as community clear-ups and bulb planting, music evenings, cultural activities and often events targeting specific communities. These are accompanied by many services where people have the chance to find out what is happening and also what is available – with information in relevant languages. Using community planning techniques we've involved people in redesigning their neighbourhood – with information and guidance in English and Turkish. The approach means holding events at times convenient to the relevant community and in venues where people feel safe and comfortable. It means going out to them and seeing things from their point of view.

Neighbourhood Management has pioneered a local community forum – Area Assembly – held in three languages simultaneously in an effort to encourage wider participation. We have also recruited staff who speak many different community languages so we can go out to people – door to door if necessary – to communicate and involve them in our activities. We have produced DVDs and videos in community languages to explain how services work – although much more needs to be done on this. We work with many community groups to network with their own communities to ensure we reach our diverse population. At local level other agencies, such as the Police also recruit staff from ethnic communities – this builds confidence and trust, and of course enables communication.

In one particular community we have supported the development of a culturally specific library, funded specialist advice and children's' activities as we know this community is very distinct and separated.

We have built partnerships with local businesses, and brought traders and residents together to discuss local problems such as parking, waste, social clubs, transport, gambling, and serious crime around drug dealing etc. so these can be tackled together.

The Council has invested in local learning centres where people can develop their skills, learn English (and other languages) and acquire the competencies to secure employment. Local job fairs to help people find employment build on this. In Neighbourhood Management we are piloting bringing communities together through a healthy eating and healthy living project. Called 'Under One Sun', women from many diverse communities – Kurdish,

¹¹ Tony Blair, Groundwork Conference, Croydon May 2001

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Albanian, Turkish, Somali, Colombian for example – all meet together for lunch and discussion, with one community cooking for the others and their families.

Through POSEIDON we've piloted an accredited community leadership course which brought young and old together, and included Turkish, African, Asian and English residents. The course was highly praised and we will be running it at least twice more this year. POSEIDON has also enabled a range of youth work in one of our most diverse neighbourhoods – Seven Sisters. This includes youth forums for Turkish and Somali young people, as well as a more mixed and mainstream group; events around music and film which engage young people and raise their awareness as citizens, and also a youth residents' association on one housing estate.

5.4.1.2. What have we learned?

We know this work is very labour intensive – requiring great effort in our many communities. But we also know that working this way strengthens community understanding, and we can be proud that Tottenham is tolerant and welcoming. But because the community changes all the time we have to be persistent and consistent in our efforts to involve people. We have to focus on enabling people to learn and communicate in English, and to ensure they understand the way services work, and also their rights and obligations. Through this approach we can support people in becoming active citizens in their communities and new homes.

5.5. North Kent

Richard Dawson, Joanne Cable

5.5.1. Community development work in North Kent - an evaluation

Executive Summary May 2005¹²

The North Kent Gateway & Urban partnerships have played a key role in supporting the regeneration of the North Kent Thames Gateway. Over the last 7 years we have supported over 100 projects across the sub-region. The partnerships believe that community development work is fundamental in building community capacity to engage in the regeneration process and in working with local government, statutory agencies and the private sector to ensure that the benefits of new investment reach both new and existing communities. This document presents the key findings and proposals of an independent study commissioned by The North Kent Gateway Partnership to assess the contributions and impact of community development work in the North Kent Thames Gateway. The study considers the lessons learnt from current approaches and delivery models, identifies areas of best practice and outlines a future strategy to sustain and extend the important progress that has been made across the sub-region in recent years.¹³

5.5.1.1. Key recommendations

The key recommendation is that **local, regional and central government should provide increased support for the community development work carried out by the Voluntary and Community sector (VCS); in order to sustain and scale up its impact.**

To achieve this it will be necessary to: **strengthen community engagement in the planning and delivery of key statutory services and regeneration.**

This is particularly important given the demise of The North Kent Gateway Partnership which has been instrumental in supporting the delivery of community development (CD) work in North Kent, and the winding down of Single Regeneration Budget funding, and of the EU Urban Programme in Kent Thameside at the end of 2008. The minimum requirement is to sustain existing, successful CD projects and to ensure that existing local communities are not left behind as the new developments and new job opportunities, which are planned for the Thames Gateway, come on stream.

Following analysis and mapping of the new Indices of Multiple Deprivation (IMD) 2004 statistics compared to existing provision, as well as analysing information from a broad range of stakeholders, including local residents in deprived areas, it is clear that current provision cannot adequately meet demand. Expansion of the current programme is needed, combined with the adoption of a more coherent, strategic approach, in order to maximise impact, tackle deprivation and to keep pace with the proposed regeneration of the Thames Gateway. Consequently, the study recommends a strategy which will increase and scale up the impact of CD work by continuing support for existing successful projects and building on these to extend community development interventions into other deprived areas, and across a wider range of beneficiaries - to include the most vulnerable and minority groups. This includes three main areas of action:

1) We support the **maintenance of existing community development** work projects, where these are effectively tackling deprivation. This will cost up to £6.76m revenue and £9.75m capital to 2010 (to support the work of around 21 projects and delivery agencies

¹² Executed by the University of Greenwich: Valerie Nelson, Julian Quan and Pauline Forrester, with Barry Pound. Funded by the North Kent Gateway Partnership, with support from the EU Urban Programme.

¹³ The full report can be downloaded at www.nri.org/projects/cdw/index.htm

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across the four Local Authority districts of North Kent) and represents the minimum required to maintain momentum, preserve essential services for deprived communities and to avoid a collapse in community trust and loss of CD staff. While funding allocations will increasingly be made at local level a coordinated bidding process, which reflects the overall strategic priorities across North Kent would be desirable.

2) To tackle deprivation effectively across North Kent we recommend the **expansion of community development provision** to other deprived areas and an expansion of BME focused interventions. This will have the added value of ensuring that existing CD projects have sufficient capacity and capability to be inclusive and meet local needs. It is proposed that a longer-term partnership approach is adopted, with collaboration between local authorities, the VCS and statutory bodies to deliver key services, regenerate neighbourhoods and tackle specific aspects of deprivation. These could be underpinned by Local Area Agreements as well as locally negotiated Community Service Agreements. It is estimated that this would cost a further £7.71m to 2010. Part of this investment should be used to create more systematic links between existing community centres and neighbourhood-based projects with the community enterprise hubs (CEHs), as well as to guarantee revenue funding for CEHs. Local fora funded through the Local Strategic Partnerships could provide the co-ordination for this process.

3) A package of measures is proposed in a £2.75m programme of expanded provision, which should be undertaken to enable **adoption of a more strategic approach to respond to need and to maximise impact**.

Key elements of the strategic approach include:

- Improved co-ordination of CD at North Kent level together with better strategic analysis and targeting of interventions (estimated cost £0.25m).
- The creation of a new virtual Centre of Excellence which would support strategic analysis, intelligence gathering and bid development as well as partnership building and CD worker training, recruitment and retention initiatives (£0.3m).
- Capacity-building for the voluntary and community sector (VCS) to improve engagement between the VCS and local authorities as well as in planning processes and to improve the training of CD workers (estimated cost £0.98m).
- Community-based regeneration planning associated with major regeneration schemes and growth areas (1 site per area per year – estimated cost £0.624m).
- The creation of a small grants fund to provide seed funding for new initiatives and strategic studies (estimated cost £0.6m).

5.5.1.2. Summary of current community development provision - its impacts and effectiveness

Four main types of community development work have been identified:

- Community centres and neighbourhood based projects;
- Community hubs with outreach functions;
- Thematic projects for specific social groups/specific social needs;
- Community participation in regeneration planning and neighbourhood renewal.

Good practice and successful working methods have been developed and there are many examples of successful projects across North Kent having positive impacts in acutely deprived areas.

5.5.1.3. Best practice

A comparative analysis of different approaches to CD work in North Kent has identified their differing strengths and weaknesses. For example:

- **Community centres/neighbourhood-based projects** provide a focus for service delivery for different age groups and community needs, as well as a focus for volunteer development, collective action and improved stakeholder partnerships at neighbourhood level. However, they sometimes face difficulties in addressing social inclusion and diversity issues and they vary in terms of success in building sustainable community institutions. Many face severe funding shortfalls in the future.
- **Community hubs** can deliver a range of services, facilities and outreach activities, including training to a diverse range of community groups, stimulate social enterprise

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and provide a focus for important partnerships which assist the delivery of services to deprived areas. The social enterprise element provides an element of financial sustainability, although future revenue funding is uncertain. There is a high potential to link up with economic regeneration processes.

- **Thematic projects** can have a strong impact on social exclusion for individuals and specific social groups (e.g. BME groups) and on specific aspects of deprivation (e.g. access to health services, education and training). These initiatives are unevenly distributed throughout North Kent and some are poorly linked to established neighbourhood or hub style projects. There is a dispersed pattern of need, and youth and BME provision are absent in a number of areas.
- **Community participation in regeneration planning** strengthens the voice of local people in planning decisions and is critical in building links between established and new communities. However, the quality of the participatory process is critical in determining impact.
- **Neighbourhood renewal initiatives** support community engagement in planning and collective action and are strong in building stakeholder partnerships. However there is also the need to improve inclusiveness of approach and to build sustainable community-based institutions.

The comparative analysis of approaches to CD work shows that the **most successful projects** tend to be those that follow certain **principles**, namely:

- High quality participation throughout the project cycle.
- Delivery of high quality services across different age groups in response to community needs.
- Inclusive in approach - reaching all sections of the local community.
- Strengthening community ownership of activities and building sustainable community-based management arrangements and institutions.
- Building up local peoples' lobbying and advocacy skills and promoting collective action.
- Developing and supporting high quality community workers, extending their skills base and mentoring volunteers into paid employment and training.

5.5.1.4. Deprivation and targeting expanded provision

The nature of deprivation in North Kent is challenging because beneath the district-level lie considerable pockets of deprivation and social exclusion characterised by restructuring economies and vulnerable groups. Analysis of the new Indices of Multiple Deprivation data was undertaken using the new geographic units – Super Output Areas (SOAs). These are designed to improve the reporting of small area statistics and provide a more fine-grained picture of the spatial patterns of deprivation.

This information can be used to inform the future targeting of CD interventions - for example, at those specific wards which contain SOAs in the top 20% of most deprived in England. A significant number – 35 – of SOAs in the four Local Authority areas of North Kent fall within the top 20% of most deprived SOAs in England.

Mapping of this data with existing CD projects indicates that, broadly speaking, CD provision is located in the right places in terms of alignment with deprived areas, but not all are covered by CD workers. It is also clear from stakeholder consultations that most projects need to expand their capacity and capability to meet the needs of all deprived people in their areas. Successful neighbourhood projects and neighbourhood renewal initiatives need to be rolled out across all the deprived areas of North Kent.

The extent and sustainability of CD coverage of deprived areas merits more systematic investigation and mapping in the light of fuller analysis of IMD 2004 data for North Kent, communities' own priorities and in particular, the dynamic changes underway in the area.

Specifically, in terms of targeting of CD provision, it is possible to say that:

- The sustainability of many of the CD projects is under threat as key funding streams wind down and there is increased competition for funding. Moreover **not all SOAs with high levels of deprivation have access to a minimally resourced CD work project**, although efforts are underway to initiate activities in some areas. Rural areas and rural fringes are particularly badly covered.

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- There is little **CD work coverage in the Faversham area** of Swale, despite significant levels of deprivation, because it is outside the Thames Gateway and therefore does not benefit from sustainable communities funding.
- **Not all funding stream managers are aware of the nature of needs in specific areas**, of who the real local actors are, or of how to implement good quality CD approaches.
- The **relative balance of funding between the areas** of Kent Thameside, Swale and Medway given the variation in the extent and types of deprivation identified by the study's initial IMD 2004 data analysis is an emerging issue, requiring further debate and co-ordination from a North Kent perspective.

5.5.1.5. Key strategic issues

Despite the positive impacts and best practice examples found in the voluntary and community sector (VCS), as a whole, the sector still has limited capacity to deliver community regeneration. Increased support is required if the VCS is to increase its engagement at a strategic level and to expand its service delivery roles in response to local demand and social need. This support should also seek to build the capacity of the VCS to engage with local and statutory authorities. There is also the need for statutory agencies to increase the effectiveness of their engagement with, and support for, the VCS in order to maximise delivery on the ground.

The VCS faces a difficult funding environment in which to sustain effective projects, and to expand to fill important gaps and replicate success. This challenge exists in spite of sustained overall funding for economic regeneration and government policies that favour community engagement as a result of two major factors:

- The high transaction costs faced by community workers and voluntary agencies. These stem from the need to draw on multiple funding streams, report on multiple prescriptive targets and to compete with other projects in maintaining the funding base to sustain priority community activities. Available supplies of funding for CD work significantly fail to meet demand, both for ongoing local projects and expansion to address deprivation in priority groups and areas across North Kent.
- The institutional context is rapidly shifting in North Kent towards devolved delivery arrangements and as Single Regeneration Budget funding winds down, the VCS will not have continued support from NKGMP as a dedicated programme management resource - which in recent years has helped CD projects negotiate the complex funding and institutional environment with considerable success.

The key issue in sustaining and developing community engagement with regeneration in North Kent to tackle deprivation in a systematic and effective manner is therefore to bring in more **long term funding** for community work at **lower transaction costs** and to implement this in a **more strategic** fashion via the development of effective partnerships between the VCS and local authorities and statutory agencies.

- Funding is needed to sustain existing projects that are successfully meeting the needs of deprived communities and to extend these approaches to other neighbourhoods and social groups in need.
- The funding requirements are potentially considerable: one estimate of the overall costs from a leading advocate for community regeneration in North Kent is that a capital programme of between £30m and £50m is required to rehabilitate and put in place a networked infrastructure of community buildings and learning centres across the sub-region. More importantly, this would require significant annual revenue funding for community workers to staff and develop such a network.
- The funding situation is especially critical for some projects, which are identifying a shortfall for this current operating year (05-06). Furthermore, many project managers have emphasised the need to expand their activities to adequately meet community needs in their local area and inclusion objectives.

The study concluded that continuing and future funding to sustain existing provision and respond to the needs and opportunities in North Kent should be formulated as a **rolling programme of partnerships** to be developed by the VCS with Local Strategic Partnerships and local delivery vehicles to deliver essential services and social, economic and environmental improvements and overall regeneration targets at community level.

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Simply increasing generic funding targeted at the VCS in parallel with local authority led planning and delivery of physical and economic regeneration is unlikely to prove sustainable. In particular, it is unlikely to reduce transaction costs for delivery bodies and the VCS itself, nor to achieve decisive outcomes for community regeneration.

In order to deliver real community engagement with regeneration, government bodies need to pursue partnerships actively with the voluntary and community sector, and to invest in strengthening and developing its capacity to engage and deliver.

5.5.1.6. Future strategic options

The following options were identified to take forward CD work in North Kent.

Option	Implications	Cost
1. Do Nothing	This would result in the collapse of many community development initiatives and would undermine the trust that has been established in the communities. Potential loss of many existing projects. Around 2030 CD worker posts at risk.	No funding. It is important to highlight the hidden social and economic costs, including the continued suffering of deprivation and exclusion, opportunities lost for economic regeneration and the loss of trust of the community.
2. Develop a sustained revenue and capital funding stream to support existing effective projects	This option would support the work of existing effective projects and delivery agencies across North Kent and represents the minimum to maintain current levels of baseline activity. It would preserve essential services for deprived communities and avoid a collapse in community trust and loss of CD staff and expertise, which has developed over a number of years.	£6.76m revenue and £9.75m capital to 2010
3. Develop an enhanced revenue and capital funding stream	<p>This third option is for an expanded and more strategic approach to increase and scale up the impact of CD work by supporting existing successful projects and extending these effective approaches to other deprived areas. This would address need in areas that do not currently benefit from CD interventions and also extend the range of beneficiaries to include the most vulnerable and minority groups.</p> <p>This option would also help to strengthen community engagement in the planning and delivery of key statutory services and regeneration and to support mainstream collaboration of the VCS within LSPs in North Kent.</p> <p>This option would help ensure that the benefits of the Thames Gateway regeneration are delivered for both existing and new communities</p>	£11.43m revenue and £15.55m capital to 2010

Option 3 is the preferred option and is the most desirable since it would represent a means of developing a coherent, targeted approach to tackling deprivation across North Kent and is the option which would maximise the impact of CD interventions. **Option 2 is the second best option** as it represents the minimum required to sustain support to deprived and isolated communities, and to ensure that the considerable successes achieved to date in tackling deprivation are maintained. **Option 1 is the least preferred option.**

5.5.1.7. Key elements of a proposed strategic framework

A strategic framework is proposed to increase and scale up the impact of community development across North Kent, comprising the following two strands:

- Combined capital and revenue-funding framework for community partnerships in each North Kent district.
- Strategic support fund to develop VCS capacity, community work skills and strategic voluntary–statutory partnerships across North Kent

These two funding streams would support wider and more effective partnerships with the statutory sector and strengthen community engagement and integration in the planning and delivery of key statutory services and regeneration. In particular, they aim to mainstream collaboration of the VCS within LSPs in North Kent.

This strategic framework should be jointly developed by LSPs, local delivery vehicles, and the VCS in consultation with government and supported through the development of an enabling policy environment. The framework would need to be funded initially by SEEDA, AIF and ODPM resources and to access wider public and private development funding for a community venture trust linked to the North Kent regeneration and area investment frameworks. The possibility of charging a development levy on new developments (e.g. Section 106 agreements), or similar mechanisms to unlock private sector funding, to feed into the partnerships fund should be explored.

To achieve the proposed objectives, the strategic framework would need to incorporate a number of innovative design features. It is also important that future support for CD work should encompass the following:

- More specialist provision: particularly for the elderly, youth, BME groups and the medium and long-term unemployed enabling them to access and benefit from community facilities;
- Making CEH hub funding work in practice, learning lessons from existing hub-style projects and building sustainable networks with neighbourhood and specialist community projects. Local fora should be funded via the LSPs to develop systematic strategies for strengthening community enterprise, skills training and access to opportunities for all, via improved networks and linkages between different projects and delivery agencies;
- Developing and supporting high quality community workers and extending their skills base through improved training provision;
- Funding for projects should be based on assessment of their actual and anticipated outcomes and impacts – a process in which local people should participate and including consideration of the important principles that should guide CD work identified earlier (e.g. strengthening community ownership of activities, mentoring volunteers etc.).
- Building on early years/childcare projects and Sure Start initiatives as an entry point for wider community development and better delivery of statutory services in deprived neighbourhoods. Moving towards better, joined up provision for different age groups.

5.5.1.8. Conclusion

It is imperative that the successes of community development work in North Kent achieved to date are sustained, transferred and replicated if a serious effort is to be made to tackle deprivation, poverty and exclusion.

There is an impending funding crisis for many successful projects that are currently providing important services in isolated areas, improving social cohesion, building self-confidence and community capacity and delivering environmental improvements. At an absolute minimum it is essential that support is provided to ensure the continuance of existing effective CD provision. Ideally, a more strategic, coherent and targeted approach to community development would be adopted in order to achieve a significant, higher magnitude impact on deprivation. This type of strategic approach is also essential to keep pace with the planned investment in the Thames Gateway, and for ensuring that the opportunities arising from this investment for deprived communities are grasped and the risks of increased inequality and social division avoided.

Finally, the CD stakeholders interviewed consistently raised a number of policy issues which are beyond the remit of existing delivery partnerships to change, but that need to be tackled

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if deprivation is to be seriously addressed. The policy findings highlight the need for a strategic approach, having local authorities take more of a lead role, mainstreaming public participation in planning including regeneration planning. The present requirement of CD projects to report regularly to funding streams on performance against multiple targets is highly restrictive and a fundamental improvement in the funding environment and in the monitoring and evaluation of community development is required. Local Authorities, the VCS and local delivery agents should work together to lobby for changes in the policy environment, so that CD work can be more effective and have a greater impact.

5.6. Stockholm

Pia Sundqvist

5.6.1. How to ensure co-operation and involvement from all?

Participation as the key message during development of present Urban Development Programme in the City of Stockholm

The City Council of Stockholm has over several decades launched a number of initiatives of its own, in order to regenerate deprived suburbs. With the launching in 2003 of the City District Regeneration Programme, the City Council initiated a more long-term and cohesive Urban Development Programme (UDP) than before, including nine of the city's eighteen city districts. The overall aim of the programme is to ensure a safe and comfortable life for all Stockholmers, regardless of where in the city they may live. During the period 2003-2006, a total of €65 million is being invested in target areas within the nine city districts.

However, the City District Regeneration programme is not just a huge pot of money, nor is it a "project" running in parallel to the city's regular operations – quite the contrary. The UDP is a tool for creating participation and co-operation. It is a tool that brings together individual Stockholmers and municipal actors in the pursuit of jointly formulated visions and aims for the continued development of the city. Everyone – councillors, staff and citizens alike – contributes their unique knowledge and experience. The municipality's resources are co-ordinated and used effectively. That's the idea.

Leading up to the decision in the year 2003 in the City Council regarding the aims, objectives and guidelines of the programme, there was a period of intense talks among all involved parties. Residents, staff, local councillors, private entrepreneurs, public corporations and many other actors who had been involved in previous UDP's were invited to meetings, both at the City Hall and in the suburbs that were considered for the programme. Everybody was asked to give their opinions and to share their thoughts regarding the present possibility to influence local development processes. All meetings were chaired by the deputy mayor in charge of the UDP. This effort at very broad participation in the early stages of the planning process, before the actual launching of the UDP, was considered by the deputy mayor as vital when it came to ensuring the success of the upcoming development processes.

While drafting the objectives and guidelines for the UDP the city administrators also looked to the research done on previous UDP's, both locally and nationwide. Many of the more important leads and key issues that influenced the guidelines can be found in the UDP checklist provided elsewhere in this Neighbourhood Management Guide.

In order to achieve the important aspect of vertical co-operation the UDP involves not only some of the larger municipal corporations and the nine City District Councils but also some of the major Specialist Committees, such as The Education Committee, The City Planning Committee, The Real Estate Committee, The Traffic Committee, The Culture Committee, The Sports Committee and The Environment and Health Committee. Many different sectors of the public administration can and must contribute if there is to be a positive and sustainable development in deprived local areas.

In order to achieve the equally important horizontal co-operation among local actors and different departments within the local public administration, the guidelines put great emphasis on the need to involve all public services in the development work. City District Councils and local administrations are also asked to support the establishment of local partnerships and close co-operation between the administration and other local stakeholders.

To ensure continuity and long-term positive effects the guidelines state that concrete measures should not be implemented arbitrarily and out of context, but as part of a coherent plan for the area's further development. In order to develop and implement this plan, local

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support structures should be established within the regular administrations (for example a development co-ordinator who is given the mandate to access the different departments of the administration). It has become common practice in the implementation of the UDP for the director of each district administration to supervise the ongoing development work through regular meetings with the development co-ordinators and the local steering group, which usually comprises all department managers within the district administration.

The development co-ordinators are also vital when it comes to ensuring the participation of residents and a wide variety of local actors. Public meetings are held on a regular basis in order to discuss suggested activities, but also long-term development issues. Smaller groups of residents and staff are formed in order to further develop the activities suggested at the public meetings or initiated by staff members.

It was decided very early in the process that the focus of the UDP needed to be on the positive aspects of the target areas rather than on the negative. One of the more important lessons learned from previous initiatives is that too strong an emphasis on problems, deficiencies and other aspects of deprivation runs the risk of being detrimental and stigmatising to the areas instead of strengthening them. Thus, the objectives and guidelines even avoid using the very word "deprived", focussing instead on the capacity of young people in multi-ethnic and multicultural suburban environments for being inventive, innovative and entrepreneurial. In order to be successful, UDP's should focus on empowerment and capacity-building.

The progress of the City District Regeneration Programme is being monitored regularly by the City Executive Board and their staff. In addition to this, the programme is being evaluated by external researchers from one of Sweden's universities, commissioned by the Executive Board for this specific task.

6. Appendix

6.1. Points of reference in literature, a selection

6.1.1. Vienna

Milo Dor (Pub.): „Angekommen. Texte nach Wien zugereister Autorinnen und Autoren.“ (ISBN 3854524897)

Christine Klusacek: „Favoriten: Zwischen gestern und morgen - Ein höchst ungewöhnlicher Wiener Bezirk“ (ISBN 3901761381)

Kinz, Maria: „Lebenswertes Favoriten“. (ISBN 3850580830)

Friedrich Achleitner: „wiener linien“. (ISBN 3552052879)

Karina Schwann: „Breakdance, Beats & Bodrum - Türkische Jugendkultur in Wien und Berlin“ (ISBN 3205994647)

Wolfgang Maderthaner, Lutz Musner: „Die Anarchie der Vorstadt - Das andere Wien um 1900“ (ISBN 3593363348)

Gert Jonke: „Himmelstraße - Erdbrustplatz oder Das System von Wien.“ (ISBN 3701711720)

6.1.2. Amsterdam

Geert Mak: „The brief life of a city“ (ISBN: 1860465986)

Geert Mak: „De Engel van Amsterdam“ (ISBN: 9045004291)

Margalith Kleijweg: „Onzichtbare ouders, de buurt van Mohamed B.“ (ISBN: 9058072312)

Igor Wijnker: „Onder Marokkanen, een jaar bij FC Chabab“ (ISBN: 9046800296)

Pieter Hilhorst and others: „Dikke Ayse, Tante Hennie en de Ayatollah“ (ISBN: 9081040914)

Arnold Reijndorp, Stadswijk: „Stedenbouw en dagelijks leven“ (ISBN: 9056623540)

Kees van Beijnem: „Oesters van Nam Kee“ (ISBN: 9023419006)

6.1.3. Genoa

Fegatelli Colonna Aldo: „Luigi Tenco. Vita breve e morte di un genio musicale“ (ISBN 8804500875)

Maurizio Baggiani: „La regina disadorna“ (ISBN 8807015439)

6.1.4. London Haringey

Zadie Smith: „White Teeth“ (ISBN: 0140297782)

Kwame Kwei-Armah: „Fix-Up“ (ISBN: 041377497X)

Ian Rankin: „Tooth and Nail“ (ISBN: 0752877275)

Nick Hornby: „High Fidelity“ (ISBN: 0140293469)

6.1.5. North Kent

Stuart Beaney and Diarmuid O'Leary: „Medway Towns“ (ISBN: 0752422871)

Francis Frith: „Chatham and the Medway Towns: Photographic Memories“ (ISBN: 1-85937-611-8)

Philip MacDougall: „Old Gillingham“ (ISBN: 0948193328)

6.1.6. Stockholm

- Jonas Hassen Khemiri: „Ett öga rött“ (ISBN: 9113011804) - in German „Das Kamel ohne Höcker“ (ISBN 3492048196) - in Dutch „De kameel zonder bult“ (the Dutch translation will be published in February 2007)
- Jonas Hassen Khemiri: „Montecore“ (ISBN: 911301546X)

Appendix

Lena Andersson: "Var det bra så?" ISBN: 9127107663 – in German "Die Idylle von Stensby" (ISBN 3821808861)

Lena Andersson: "Du är alltså svensk?" (ISBN: 9170012482)

6.2. Interregional glossary

On tokenism, NIMBYism and bridgers & bonders

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 were of particular importance within the respective theme and have been defined under various perspectives. The purpose of the glossary was to develop and use a common language, aiming at an improved understanding among the partner areas and at finding common definitions for further exchange.

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 co-operation 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 that 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 that 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.

Appendix

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 that 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 co-ordination (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

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 that 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 that 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.

Appendix

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 co-operation 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.

Appendix

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.

