

CoNet's Guide to Social Cohesion

Integrated Approaches
in Disadvantaged Neighbourhoods

URBACT II



Many neighbourhoods in European cities face growing social exclusion, segregation and associated urban decline. Numerous different efforts have been undertaken to turn these developments around—what have we learnt from these successes and failures? The experts and groundlevel practitioners of the Cohesion Network explore this question and summarise their findings in seven core tasks outlined in this Guide to Social Cohesion. Much depends on political and societal will power and action. However, developing common understanding and shared interests in order to find efficient strategies is an essential precondition. The very interrelated issues demand a comprehensive approach—pooling the actions of everyone able to contribute together and taking into account quality of life as a whole is decisive. The potentials of integrated approaches have by no means been used to the full! This book presents hands-on procedures and examples for all those who want to know how to make more of an impact.

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Introduction

How can we lessen poverty and exclusion in disadvantaged neighbourhoods? With this objective in mind, many efforts and notable steps forward have been made. But we cannot at all be satisfied, facing the ongoing social polarisation and segregation in urban areas where mainly the poor live.

Getting more impact from everybody's efforts using integrated approaches is the current promising concept. That which belongs together must be dealt with together. This is done by means of comprehensive activities in all the important fields of life—education, economy, employment, community life, housing, health and environment. The expected synergies can only be achieved when everybody who can contribute does.

How to best put integrated approaches to strengthen social cohesion in neighbourhoods into action? This forms the focus of the CoNet exchanges and this guide.

- ▶ What do these approaches precisely look like, especially in terms of our main topics: education, employment and community life?
- ▶ What really works and what doesn't?
- ▶ And what especially will work in the long-term?

In integrated procedures different partners' know-how and experiences are very diverse. This guide was written for all professionals as a backbone for common understanding and a shared language for working together.

Each chapter begins by summarising key concepts and research results. It is of utmost importance that we reflect on why we do what we do.

Methods for realising these approaches are then elaborated on, with the aim of bridging the gap between rhetoric and reality. In light of current trends, this seems more relevant than pushing new idealistic concepts.

The examples from the eleven CoNet cities reveal the wide spectrum of multi-purpose and transversal actions to strengthen social cohesion in neighbourhoods.

The following seven tasks have proven to be crucial in bettering the situation of the people and the neighbourhood.

The seven core tasks improving disadvantaged neighbourhoods

1. Improve inclusion in all important fields of life! Proceed as comprehensively as possible!
2. Include and motivate everybody able to contribute and give citizens an active role, especially also young people!
3. Strengthen inhabitants' local networks and their feeling of being at home in the neighbourhood!
4. Open up and adapt amenities and services to the inhabitants' needs, so that also disadvantaged persons find access!
5. Youth and children first—draw on their potentials and strengthen intergenerational understanding!
6. Reduce segregation—develop the inhabitants' quality of life and undertake efforts to overcome prejudices!
7. Better the neighbourhood's connections to the whole city and boost the city's solidarity with the neighbourhood!

1

Improve inclusion in all important fields of life! Proceed as comprehensively as possible!

Tasks which belong together should also be thought about and tackled together. All actors who can contribute, especially also the citizens, should be included. This is the idea of integrated approaches used to improve disadvantaged neighbourhoods. Strengthening social cohesion means enhancing inclusion in every important field of life: economy and employment, education, community life, environment, housing and health. The opposite correlates to poverty and the concentration of poverty in disadvantaged areas, which occur because of different and interwoven causes.

Integrated approaches require a new-style of government, based on enlarged cooperation of public administration, civil society and private agents and by including more deliberative decision making. This new form of governance increases governing capacity and should be better able to cope with today's changing society.

For mainstreaming and sustainability it is most important to develop traditions of cooperation. This is best achieved by not only coordinating the overall strategies, but by cooperating on many—also smaller—tasks too. Through better cooperation many synergies are able to be generated—more effect for less cost. Very different neighbourhood management schemes exist, but all local integrated approaches profit from an established, well known and comprehensive local platform for information, coordination and cooperation.

1.1 Social cohesion and integrated approaches—increasing governing capacities

We chose CoNet—(social) cohesion network—as the name for the network of our eleven cities. Our intended understanding of cohesion in this context is portrayed by the cohesion windrose: the inclusion of people in all important areas of life. Part of the cohesion windrose is the involvement in community life which is precondition and result of a sense of belonging, a shared identity and togetherness. Together with the objective facts of inclusion, the subjective dimension of the term cohesion is also an important basis for cohesion.²

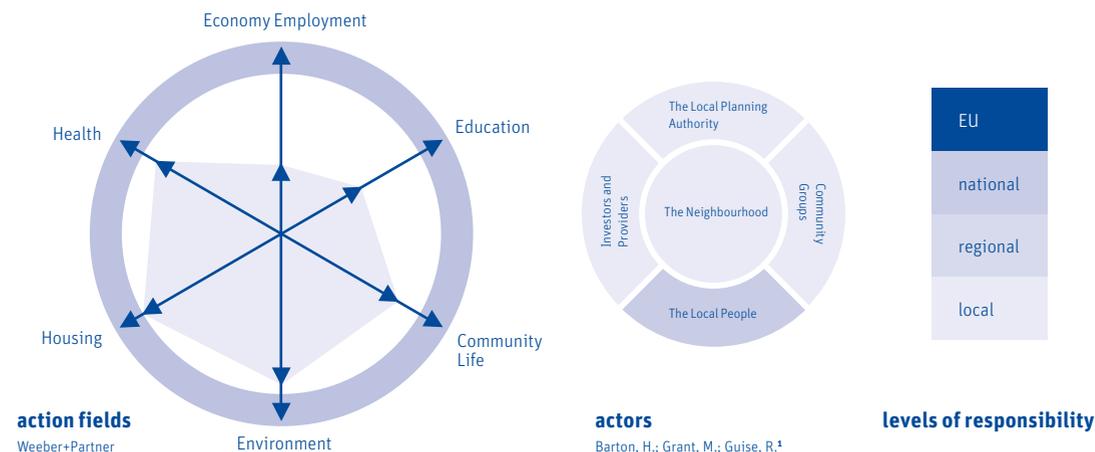
When inclusion is lacking, we speak of poverty. Poverty is complex, multi-layered and not only based on the fact that those affected do not have enough money. Often the poor are also more or less excluded from employment, education, civic life, good environmental and housing conditions and health and these disadvantages mutually reinforce each other. In neighbourhoods where these social problems concentrate the value of the area

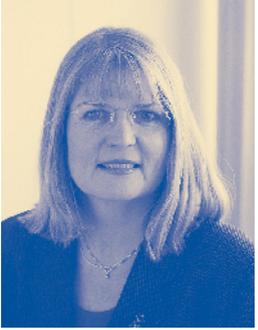
depreciates—housing industry, urban development and municipal economy problems also evolve. For this reason, in neighbourhoods where social problems concentrate, the integrated approaches promise more success than individual measures undertaken alone.

Integrated urban policies are area based. They reflect the complexity of urban life in a different way compared to only sectorbased traditional administration. The policy making thus becomes more bottom-up and less top-down.

Integrated policies at the local and project level are only possible by introducing a new style of governance. In doing so it widens the awareness and fields of action—taking into account the wider configuration of the state, markets and civil society and ensuring their cooperation. This shared responsibility and partnership associated with the term of new governance or new-style governance is needed to increase the governing capacity of cities and to cope with the societal change. This is a huge step to make.

Social Cohesion Windrose → inclusion in all important fields of life Integrated approaches—bringing together: action fields, actors, levels of responsibility





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In Berlin, the Socially Integrative City programme was implemented proactively and creatively. Where did the drive, dedication and creativity come from?

↳ After the fall of the Berlin Wall, a strong socio-spatial process of segregation took place within a very short period of time. This brought about the decision from the Senate Department for Urban Development to go on the offensive and initiate positive developments in the neighbourhoods, together with residents, active local agencies in the education and social sectors as well as with housing associations.

What do you see as the most important step towards more social and urban cohesion?

↳ Success is based on the fact that integrated approaches are applied. The measures in the neighbourhoods are implemented on both structural as well as socio-cultural levels and complement one another. A great number of voluntarily active citizens were also successfully motivated.

Citizen participation plays a very important role in Berlin. Was that not sometimes also very arduous?

↳ Comprehensive citizen participation certainly places high demands on the local actors. In Berlin, voluntarily active neighbourhood councils take part in decisions about the distribution of financial resources in the neighbourhood management areas. Of course, it is also a challenge for the Berlin administration to confront the somewhat long debates about the pros and cons of supporting projects. Nevertheless I find that the effort is worthwhile, because it

shows that we take the idea of “empowerment through participation” very seriously.

What has been especially worthwhile?

↳ To a large extent, the Berlin administration broke new ground with its neighbourhood management, as suitable models and procedures first had to be developed and then put into practice. We found and still find ourselves here in a permanent learning process, in which our instruments are tested, evaluated and continually improved. The fact that in the meantime the disadvantaged neighbourhoods are not so far removed from city-wide development and to some degree are even on par with the rest of the city shows that we are on the right track. Particularly pleasing is that we have been successful at involving people from different cultural backgrounds and various age groups in equal measure.

What are integrated approaches?

What is to be integrated? Bringing the different action fields together, CoNet highlights six areas to improve deprived neighbourhoods:

↳ economy and employment, education, community life, environment, housing, health

Who is to be integrated? Bringing the different actors together:

↳ different kinds of stakeholders: the local planning authority, community groups, the local people, investors and providers, small businesses and the local council
↳ stakeholders of different action levels, neighbourhood, local, regional, national, EU, if different vertical responsibilities and input are concerned

Integration by doing what? CoNet identified six different types of integrated procedures. All of them are part of the integrated development of deprived neighbourhoods:

↳ integrated campaigns: increasing visibility
↳ integrated tools: increasing visibility
↳ integrated infrastructure and services: more quality, more effect with reasonable costs
↳ integrated organisations: reducing inefficiencies and advancing professional qualities
↳ integrated project or programme planning: harmonising actions and searching for synergies
↳ integrated neighbourhood management schemes to support integrated procedures: managing complexity and making new governance a matter of course

1.2 Working more comprehensively—bringing action fields and actors together

This idea is expressed by the Social Cohesion Windrose graphic. Today in all fields of urban development we want to work more comprehensively. This is especially needed in fighting poverty and the segregation of the poor in deprived neighbourhoods.

The elimination of poverty is a central aspect of social cohesion. But the poor are not only those who do not have money—they are those, who have so little economic, cultural and social means, that they are excluded from a normal (minimum) social life in society. This modern multidimensional understanding of poverty explains that more is needed than just giving money, alimony or maintenance. We know—and it is well proven—that the causes of exclusion are highly interconnected. Accordingly, interactions are important: social deprivation in different fields of life enhance each other. If for example a jobless person is not properly housed and is suffering from alcohol addiction it is not enough helpful to just give him monetary support or a job offer.

Living in a highly segregated badly perceived neighbourhood additionally adds further deprivations—stigmatisation, negative reinforcement, pessimism, low buying power and a weak local economy. It is obvious that an integrated approach to tackle poverty in a segregated area of the poor would be more successful.

Bringing actors and action fields together—by doing what?

To strengthen social cohesion is to enhance inclusion in every important field of life. Thus, different action fields should be brought together. The legal and professional responsibilities are normally structured mono disciplinary. The splitting of tasks into different specialised fields is far advanced.



Engaging multiple partners— and delivering real results

Respect Weeks of Action, LIVERPOOL

This campaign in Liverpool illustrates the increased impact and synergies of an integrated procedure which involves many partners, however it also requires a high level of professionalism to be managed effectively.

City Safe is the Crime and Disorder Reduction Partnership and Alcohol Action Team for Liverpool. Partners include Liverpool City Council, Merseyside Police, Merseyside Fire and Rescue Service, Health, Service Mersey Travel, National Probation Service Merseyside, the universities, local businesses, community organisations and many others all working together to build safer communities.

City Safe's main objective is to work with partners to reduce crime and grime, the fear of crime and anti-social behaviour. The partners developed a programme of monthly Respect Weeks of Action in wards across the city where crime and environmental issues were identified by the local community as a concern in order to build a stronger and more coordinated approach.

Respect Weeks are very varied and no two weeks are the same. One week could include a disco for young people, fly tipping removals, family health and wellbeing events, graffiti removal, job fairs offering new local vacancies, litter pick-ups, police enforcement operations, crime and fire prevention, truancy watch and the provision of community skips.

The fields that should be implicated, depend on the specific needs, priorities and opportunities in the area to be developed. The spider web of the CoNet's cohesion diagram might be helpful to discuss action field priorities. In the disadvantaged neighbourhoods in Berlin for example, main deficiencies were seen in the fields of education, employment and the integration of migrants into community life, whereas the environmental conditions and the housing situation accounted for the neighbourhood's strong points.

There are many different kinds of integrated procedures—integrated campaigns, tools, infrastructure, organisation, management—many possibilities can be used.

Integrated campaigns and tools—increasing visibility

Campaigns and public communication can have much more impact when different partners take part and related issues are bundled together in a bigger campaign, also when different department responsibilities are concerned. This integration of activities and their coherent communication optimises efforts and benefits much more than many small initiatives which go unnoticed.



WELCOME TO THE SPEKE-GARSTON RESPECT WEEK OF ACTION!

We will be visiting your area during the week of 9th to 16th December tackling neighbourhood issues on your behalf. This is the sixth in a programme of Respect Weeks of Action being held across Liverpool. We will work with you by taking action to deal with issues you say are a problem, such as crime and antisocial behaviour, improving job and training opportunities and reducing litter and fly tipping. Action will include enforcement, both young and older people alike.

Liverpool safer, stronger, cleaner and greener.



Closer to the citizens

GIJÓN's integrated municipal centres and the citizen card

“Proximidad” (closeness) is the key to Gijón's approach of delivering municipal services and facilities to the citizens. Six integrated municipal centres—each serving approximately 50,000 residents—are cornerstones of the approach. Here citizens can register, get passports, file applications or obtain permission and documents.

At the same time, five of these integrated municipal centres are hubs for learning, culture, sport and community life. Playrooms for children, libraries and study rooms for students, theatre halls and in some cases sport facilities, attract the residents to these centres. A monthly agenda for each centre provides information about events and activities. Language classes for children organized by an immigrant association, a training session for trade union members and performances of an amateur theatre group can all be found in the agenda. Through the associations, citizens also contribute to the centres' programme. 1,278 associations are registered with Gijón's municipality and thus become eligible to use the facilities of the integrated municipal centres. At the same time the associations are included in deciding on over 2% of Gijón's annual budget for projects in the neighbourhoods.

The citizens' card—an integrated tool

In 1999, the citizen's card (tarjeta ciudadana) was introduced. This personal card, with the photo and name of the bearer and a touchless chip, gives easy access to many municipal services from libraries, public transport and municipal car-parks to sport facilities. Everybody living in Gijón, including immigrants, can apply for the card. A bank account is not necessary as the card can be recharged at cash points. Today more than 70% of all people living in Gijón use this card.

The card has many benefits for all involved:

- ▶ for the citizen it is handy to visit a one-stop-shop, this saves time and form-filling
- ▶ the municipality officials have less bureaucratic and maintenance expense
- ▶ the outcome is more far-reaching, services are easier to access, information distribution is faster and tasks mutually reinforce each other.



Infrastructure and services serving multi-layered goals: more quality, more effect with reasonable costs

Projects, contributing to several goals and supporting other actions are best, yet difficult to realise. This often involves a certain amount of creativity to get around administrative restrictions, to break down boundaries between professions and to merge different budgets. Normally municipality departments try to avoid mixed responsibilities and mixed financing. The CoNet partner cities have developed several good practices of this type which are shown in this book. Often these are single 'lighthouse' projects to demonstrate progress and innovation. But in many fields they have also disseminated, for example the integration of job support into youth centres or community centres and multifunctional community centres. By developing and running convincing integrated services experiences and routines of integrated procedures evolve. These kinds of projects are important pacesetters towards more interdisciplinary practices.

A model of integrated service delivery by multi-agency networks and teams are the United Kingdom Children's Centres. In the 1990's several countries looked at ways of integrating services for young children and their families more effectively. The United Kingdom government has undertaken a series of initiatives and programmes to provide cohesive support to families to give pre-school children the best start, especially also the most disadvantaged children (Early-Excellence Centres, Sure Start Local Programmes, Neighbourhood Nurseries). The report Every Child Matters in 2003 was key to furthering the dissemination of the Children's Centres. As of 2010, about 3500 Children's Centres existed in the United Kingdom. The centres are a one-stop-shop bringing a range of services together, which differ depending on local need.

At the direct service level, integration can take many forms, which follow a continuum. In this context a lot of research into best practise, the barriers to and enablers of effective multi-agency teams are identified³.

Service coordination grid

	Coexistence	Cooperation	Coordination	Collaboration	Integration
Stand alone	Services operate independently ↳ have no formal or informal links	Services operate with consultation ↳ meet to network and share information	Service operate with informal agreements ↳ planned harmonisation of activities to provide a multi-agency service	Services operate with binding agreements ↳ shared resources, particular services jointly planned and delivered	Services are combined to form a single entity ↳ provide integrated interdisciplinary services
Co-located	services are colocated	services are colocated	services are colocated	services are colocated	services are operating from a single location

Weeber+Partner, based on: Department of Education and Early Childhood Development (2008): Evaluation of Victorian children's centres, Appendix C.

Service delivery integration—producing positive outcomes for families

Vauxhall Children's Centre, LIVERPOOL

Vauxhall Children's Centre provides services for families with children from birth to five years of age and for expectant parents. The integrated advice and support services cover:

child and family health, ante natal and post natal issues, healthy eating and exercise, speech and language development, child disability help, training, employment and family learning, safety at home and on the streets, family and parenting difficulties, in addition to play and activity opportunities full day care and childcare wrapped around education.

There are 24 centres across the city, 4 of which are delivered through third sector organisations or social enterprises, 8 directly through the Local Authority and 12 through schools.

Links with Job Centre Plus encourage and support labour market participation by parents and carers who wish to consider training and employment.

Volunteers into placement opportunities are also provided. Unemployed members of the community are helped into work placements at the Children's Centres across the city, where they carry out 12 weeks' voluntary placement and work towards a national qualification. After 12 weeks, if they have enjoyed it and completed all sections of the training then they will be taken on permanently or helped to find a job elsewhere.





mediation (conflicts between people), school mediation, prevention through alternative measures and penalties, prevention by presence in the city-districts, prevention through improving the quality of life.

This integrated institution Bravvo enhances the proper management of the structure and all the organisation’s employees. It ensures that each of the policies necessary for the implementation of the different projects (teaching, communication, human resources, etc.) is executed in a coherent way with the necessary resources and supervision. The coordination also guarantees the implementation and follow-up of the different subsidy programmes.

Integrated project planning—harmonising actions and searching for synergies

Often integrated approaches are simply understood as environmental and social projects in deprived neighbourhoods that are realised at the same time. But the most important thing with integrated processes and projects is: all the different issues are purposefully aimed at achieving synergies.

In integrated approaches, the seven basic questions of project planning—why, what, where, who, how, by means of what and when—are posed slightly differently. In the ideal case of integrated planning: goals, projects, actions, actors, financing and methodology should be ‘integrated’. The job is always making sure that they are:

- ▶ at a minimum harmonised
- ▶ better supporting each other.

The listed issues to be clarified in project planning, shown in the diagram, give the framework of the complex methodological issues of integrated approaches.

Integrated organisations—reducing inefficiencies and advancing professional qualities

How can we work together beyond the bounds of administrative division, hierarchy and competence within local and regional administrations? Sometimes services are very much split into different competing departments or NGO’s and it is a good solution to establish an external new enterprise and to pass on to it an enlarged package of tasks previously implemented by different administrative or private bodies.

The Prevention and Security services of the City of Brussels were regrouped into the new organisation Bravvo, financed by the “Région de Bruxelles Capitale” and the federal state. Tasks are for example: coordination, integrated actions and individual support in the fields of youth (youth centres, street work, school drop outs), social mediation, local

Integrated neighbourhood coordination schemes: managing complexity and making new governance a matter of course

For a more long-term form of integrated development processes to evolve in a disadvantaged area, it is vital that suitable working methods and forms of organisation are established: this ranges from local platforms for coordination and cooperation to well established neighbourhood management schemes.



Integrated Projects: Issues to be clarified in Project Planning

Issues in short	To clarify	Questions for integrated approaches
Why	Goals	Are they multi-layered? Are they harmonised and supporting each other?
What	Actions (means ures, projects)	Concerning different action fields? Harmonised and supportive? Anything that weakens this project?
Where	Location urban design	Inviting and connecting urban design: accessible, central location? Connected to education and community hubs? Barrier-free environment? Mixed-use neighbourhood?
Who	Those responsible and partners (stakeholders)	All stake holders involved? Their actions harmonised/coordinated/supporting each other? Partners acting together?
How	Methods	Are beneficiaries and stakeholders active in developing, deciding, running and communicating the project?
By (means of what?)	Resources	Harmonised/supporting finances/budgets in different action fields? Pooling of resources? Are resources (money, locations, equip-ment, staff, volunteers) efficiently contributing?
When	Time	Harmonised/supportive timetable? Which important tasks should be done first? Which projects should be done simultaneously, to support each other?

1.3 Developing the framework—enabling area based cooperation and integrated action

Different organisational contexts

Integrated neighbourhood management can take place in very different organisational frameworks—depending on the policy constitutions and programmes in the countries and cities. The CoNet cities represent a large scale:

- ▶ city-wide neighbourhood management schemes—district management schemes—(Liverpool, Apeldoorn, Gijón): implemented on a long-term basis, forming the umbrella for the decentralised neighbourhood managements
- ▶ neighbourhood management schemes in selected deprived neighbourhoods within urban regeneration programmes (Berlin, Malmö, Vaulx-en-Velin), implemented for a limited development period
- ▶ no formal neighbourhood management scheme, but community development activities supported by the municipality (Zabrze-Biskupice)
- ▶ starting or no area based management approaches (Alba Iulia, Sofia), starting by action planning and project development in the most deprived areas.

Embedding the activities into the neighbourhood's and cities' context

Developments, initiatives and projects that will be put into action, never exist in an empty space. Existing community groups and services sometimes mistrustingly consider new players and projects as strangers or competition. One must reckon with much resistance if the social context is not taken into consideration. Conversely, only when purposes and activities are well adjusted to the situation and well communicated, can the hoped for synergies of integrated approaches evolve.



All qualified procedures of integrated urban development start with a phase of getting to know each other, communicating needs and ideas and building up confidence. New players and initiatives have to learn: Who is who? What has happened up to now? Where are the local focus points of activities? Who are the local drivers? Who decides what? Their new initiatives and aspirations should be coordinated with the local stakeholders, wanted and accepted by them. The success of many new projects is diminished or wasted by not recognising the importance of this field work during the preparation phase. This is happening because short-term project financing is increasing and more and more last minute approval and starting is taking place.

In connection to this, this guide doesn't focus on tools for kick offs, workshops, data collection, information—we highlight the importance of personal local contacts and learning. The growing importance of paperwork to ensure budgets and write applications and the professional focus on strategies and tools restrain the professionals in their office. They seldom leave their desk and fail to develop an understanding of the day to day social, cultural and economic life.

On track to developing sustainable local coordination platforms for integrated development

In most European cities there are little or no coordinating persons or responsible bodies connecting projects and policies on a neighbourhood level. In large cities the civil councils and administrations are often further divided into districts, which are still relatively large. However these districts include very different neighbourhoods. Each have their own specific needs and the distance between area policies and the people living in the neighbourhoods is palpable. Without local community development management, the advantages of integrated approaches can't be exhausted—a missed chance to fight poverty and exclusion. It is very much worth while to launch a local association or forum to bundle citizen's participation, coordination and the cooperation of initiatives and projects together.

Especially in segregated neighbourhoods where the poor and ethnic minorities live little happens without paid staff and the municipality's personal and financial support. This cannot be had for free and the needed budget for neighbourhood management is part of the necessary compensatory measures in deprived neighbourhoods. But many cities are also discussing how to implement more long term area based coordination platforms all over the city—integrated procedures and citizen participation have become important values. Otherwise financially too demanding concepts for neighbourhood management—at least in the highly segregated areas—have little chance of being implemented in the foreseeable future. Neighbourhood management schemes requiring few staff and little money are of greatest importance. This is true not only when cities are first developing a neighbourhood management scheme, especially in deprived areas, but also in the long term, when special programmes (co)financed by the EU, national or other donors come to an end.

Setting up a local coordination platform—who are the drivers?

Existing formal and informal focus persons and groups represent the framework for future activities and projects. The starting points and the wished for emerging future schemes can be very different. Three types are frequent: a citizenled organisation, a municipalityled organisation or a platform led by both, a community group and the municipality.

On the one hand the drivers of neighbourhood management activities are mainly the citizens. Local associations are active in bettering the quality of life, involving the citizens and representing their residents interests. Within integrated approaches active community groups or associations are very welcomed partners: citizens are proactive and they bring in their local knowledge, evaluations and perspectives. Especially in deprived neighbourhoods it is worth while encouraging the development of a citizen association.

In many neighbourhoods several community groups are active, mostly representing different perspectives and interests. Furthermore, from important informal focal points initiatives develop. For mutual information, coordination and common projects, the community groups and local stakeholders can launch a neighbourhood coordination platform. Sometimes the group's capacities to cooperate are highly developed, sometimes competition and jealousy hinder cooperation.

On the other hand the municipality is the main driver of the neighbourhood management activities. These municipalities launch local coordination platforms, e.g.

- ▶ regularly organised citizen assemblies open for everybody
- ▶ work groups with representatives of associations, institutions and key citizens
- ▶ information and meeting points, which may be integrated with other services or venues.

The municipal employee encourages community groups, projects for self-help and citizens participation.

If citizens, local stakeholders and the municipality are running a local forum together—e.g. meetings four times a year—organisation and moderation can be done by the members of the forum, often alternating annually. Forums, platforms or ‘round tables’ like this can be small—only main stakeholders meet—or bigger—the public is invited.

Regardless of the type, a key factor for long term success is the municipality’s commitment and support: to participate if wanted, to give information, to provide an affordable venue and if possible a small budget for media, stamps and so on. Sometimes there is also a municipal employee, who has a small time budget for coordinating activities. In the Urbact Programme the ‘Local Support Group’ can be a model of these coordination platforms.

Based on these pillars—active community groups, local services and providers and the commitment of the municipalities departments—an effective and lasting neighbourhood management structure can be evolved and cooperation develops as part of the local culture.

Often management schemes for area based integrated action are complemented by existing well established networks in special action fields, e.g. in youth work, support for the elderly, local enterprises.

- ▶ These issues to used networks are often pace-setters towards more comprehensive neighbourhood management schemes. In this way neighbourhood development structures can also be started by developing thematic networks or networks for a specific project. This should be seen as a step towards a more comprehensive neighbourhood management structure.
- ▶ If new or more impetus into existing activities is needed, it is a successful way to launch thematic subgroups. In many neighbourhood management schemes thematic groups—e.g. education, local economy, housing and environment—are an integral part of the neighbourhood management scheme.

Complex neighbourhood management schemes—making integrated procedures and citizen participation a matter of course

Public (financed) community development activities can be seen as a part of the public responsibility to fight poverty, to better supply municipal services and to develop the quality of life. In cities with well-established programmes for integrated development policies, staff and funding are also available on a local level, at least for a set period, allowing stable work structures to evolve. Thus, in the deprived urban areas of Berlin, Liverpool, Brussels, Apeldoorn and Gijón multi disciplinary neighbourhood management teams are at work to support involvement in community life and participation.



All local differences aside, organisation and tasks are often similar: Some positions are filled by professionally staff, third-sector personnel and volunteers are also included. One part of the team often reflects the ethnic diversity of the area concerned. The teams mostly work on site, where they run information and meeting points. They manage the coordination and participation processes involving local stakeholders. They also support the citizens to realise their own ideas. In most cases, the neighbourhood management teams also elaborate area based development concepts. The action plans also serve to report to the city council, who decide over general strategies and money.

Results of this kind of neighbourhood management in deprived areas were often assessed, for example, with the following conclusions⁴:

- ▶ “Crucial importance is attached to activation and participation of the citizens.
- ▶ Mention of high-performance organisational and communicational structures as prerequisites for effective activation and participation.
- ▶ Emphasis on the need to clearly define responsibilities, duties and decision-making powers in order to avoid false expectations and resulting disappointments.
- ▶ The conviction that shifting administrative responsibilities to local level will encourage inhabitants to participate.”

When integrated neighbourhood management is connected with urban renewal programmes the activities are planned for a set period of intensive development. In several cities, the question of how to follow-up on consultation and participation when special financing programmes end or are downgraded is widely discussed. A concept of how to follow up on when the programmes are to be closed down should be included from the beginning. In this way sudden funding cuts, frustrations and the loss of the developed culture of cooperation should be prevented.

The advantages of long-term city-wide implemented neighbourhood management groups is evident.

¹ Barton, H.; Grant, M.; Guise, R. (2003): Shaping Neighbourhoods. A Guide for Health, Sustainability and Vitality

² The Council of Europe defines: “Social cohesion is the capacity of a society to ensure the well-being of all its members, minimising disparities and avoiding marginalisation, Council of Europe (2008): Report of the High Level Task Force on Social Cohesion in the 21st century

³ E.g. see: Robinson, R. Halloran, D. Moore, T. (2008): Evaluation of Victorian children’s centres, Literature review

⁴ Deutsches Institut für Urbanistik (Difu) (Hg.) (2003): Activation and Participation. A Survey of Seven European Countries, newsletter info. S. 14

An alliance for community life and much needed services

The cooperation agreement, Biskupice, ZABRZE

In the Zabrze Biskupice District, neighbourhood management has evolved by ongoing cooperation between the Municipal Family Help Center (MFHC)—the district point of social help—and local partners. The MFHC's main task is to help and support families in overcoming difficult life situations. The center has constant cooperation (formal and informal) with local schools, kindergartens, hospitals and health centers as well as with the police, municipal police, churches and local social organizations. Moreover, since 2009, the MFHC has carried out a Local Activity Programme, co-financed by the ESF, whose main aim is to activate the district's residents in social and professional ways. Actions undertaken within this programme are aimed at the social integration of the district's residents.

The municipality's social workers practise comprehensive social work, which includes community development as part of their methodological approach, in addition to the usual individual help and group help. This is a major pillar for local coordination and shared activities because it offers a stable professional support base.

Biskupice is the oldest district in Zabrze, which developed because of heavy industry. Due to the decline of the mining industry, the Silesian city of Zabrze, in the south of Poland, has undergone tremendous social and economic change since 1989. The isolated district of Biskupice is very poor, the high unemployment rate causes major social problems and the social infrastructure is still very modest.

Together with other local partners—especially the City Hall, Local Job Center, Nasze Biskupice Association, Guido Association and the Holly Mary

Congregation—the family help team participated in meetings and actions connected with the REKULA project (2005) aimed at the renovation of the historic Borsig estate. Although the housing area project didn't continue, the local partners made an agreement to carry on the cooperation. A major lesson learned was: contacts and networks have to be developed first as a much needed basis for involving inhabitants in more ambitious projects.

Community development activities started with the organisation of meetings for district residents, firstly mainly managed by social workers. These meetings encouraged other institutions into further cooperation, leading to the opening up of a day room providing free-time activities for children. This day room still continues to carry out its own activities. A lack of funding meant partners had to be inventive about collecting money—selling home made cakes and other charity actions helped to cover the costs of the day room and other activities for children. Meanwhile target groups and activities have broadened—a food center which is used by many poor residents of the district and a Friends Help Point which supports unemployed people and other residents to prepare job applications etc. have opened up. Moreover with City Hall and local teachers initiatives there are additional activities for the school children.

Despite no tradition of citizen participation, popular creative ideas have succeeded in involving inhabitants in the development of a local action plan, e.g. information and discussion as part of a community picnic.

The MFHC organises the meetings, together with the headmasters of local schools, priests and the local associations, every 2 to 3 months.



Applied cohesion policy—integrated social urban development

Neighbourhood Management Scheme, BERLIN

In 1999, the Berlin Senate introduced the programme “Districts with Special Development Needs—Socially Integrative City Programme” to revitalise disadvantaged neighbourhoods and foster social integration. Following the reunification of the city, social segregation has increased and the inhabitants in the concerned areas have suffered from unemployment, dependence on state aid and further issues arising from a lack of social and ethnical integration. Currently 34 neighbourhoods are included (originally 15). Neighbourhood management is at the heart of this strategy.

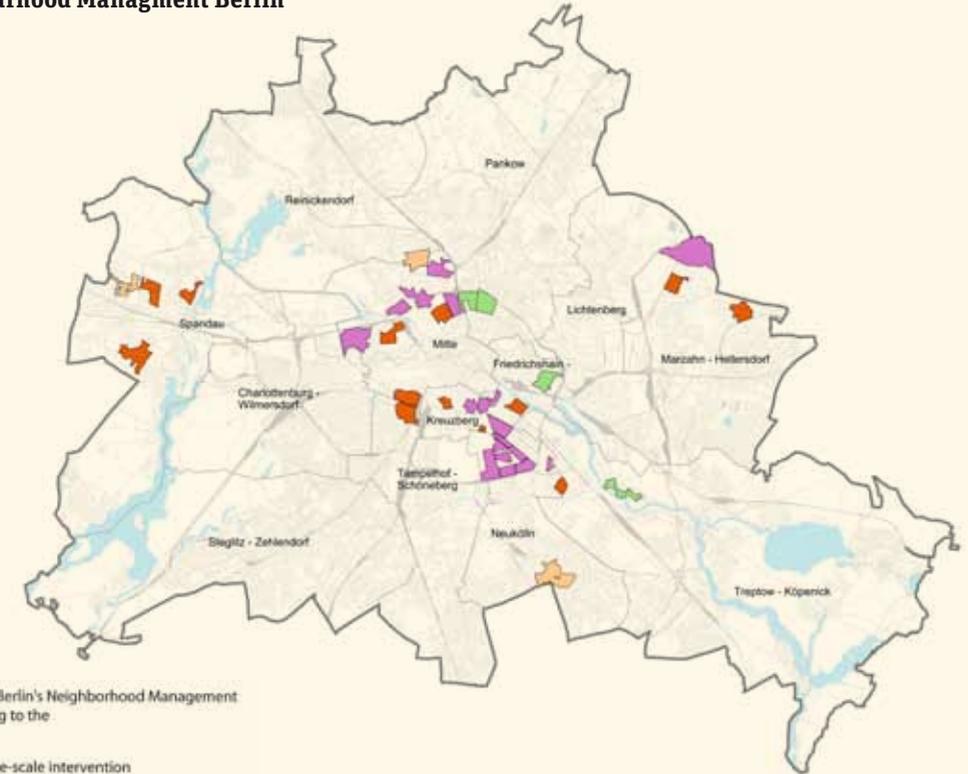
Central elements of the approach are:

- ▶ on-site-offices: neighbourhood management teams are contracted
- ▶ integrative Action Plan: every programme area is elaborated on and regularly up-dated
- ▶ structured participation, Neighbourhood Councils, empowerment, “helping people to help themselves”
- ▶ neighbourhood fund, intensive involvement of citizens participating in neighbourhood juries
- ▶ a multitude of small and middle-sized projects within the different focus areas
- ▶ networking embedded in cross-departmental work, administrative steering groups.

A monitoring system was launched in 1998 and since that time it has been refined and improved. It records twelve indicators in the fields of unemployment, welfare reciprocity, stability and the mobility of the residential population. In this way the monitoring system pinpoints socio-spatial development trends at an early stage and thus serves as an “early-warning-system”. Depending on the requirements perceived this way, the neighbourhoods are assigned to one of the categories of support: strong intervention, intervention and prevention. For the various categories different amounts of funds and management resources are made available. More than € 200 m have been invested since 1999, by ERDF funds, the federal programme Socially Integrative City and the state of Berlin.



Neighbourhood Management Berlin



Map showing Berlin's Neighborhood Management areas according to the 4 categories:

- 1 - Large-scale intervention
- 2 - Medium Intervention
- 3 - Prevention
- 4 - Continuity



Doing it together—the Apeldoorn approach

District Management, APELDOORN Zuid

Citizens' wishes play a key role in the Apeldoorn district approach. To connect more effectively to the wishes of its citizens in terms of its method of working, in 2006, Apeldoorn opted for a new district approach. This approach involves drawing up an agenda for the future of each city district containing the subjects and wishes that the local residents find important for the years ahead. It is followed by a city district plan, which is drawn up every two years by municipal services, social organisations and the district council, under the guidance of the district manager. In the district plan, the citizens' 'demand' (the agenda for the future) and the 'supply' (as offered by the Municipality and the partners in the district such as housing corporations, social work and the police) come together in one plan. This plan is approved by the district platform made up of representatives of the key partners in the district. This approach centres on translating wishes into concrete actions for the years ahead, i.e. in the short term.

South Apeldoorn is traditionally a green working-class district, which itself consists of numerous smaller neighbourhoods. In this district, Steven Gerritsen keeps things rolling as district manager. He underlines: "The involvement of the residents is very important. You achieve this by personally seeking out citizens, organising neighbourhood meetings, approaching residents via clubs and neighbourhood organisations, but also by means of research like the quality of life survey. The residents are experts by experience and it is consequently very important to take them seriously and to keep an open mind for their ideas. In addition, I believe that you need to be very consistent: this creates clarity. I devote a lot of attention to our young people. There's so much talking about them and so little with them. This often forms a key to success."





South Ahead—based on three pillars, namely, the social, physical and economic

The Zuid Vooruit Master Plan, APELDOORN

A relatively high percentage of the residents of the district of South Apeldoorn—both of Dutch descent and ethnic minorities—are socially and economically vulnerable. There are relatively high levels of unemployment and dependency on welfare (double the city average), and public safety is worse than elsewhere in town.

Collaboration

A variety of partners are currently working together in the Zuid Vooruit Master Plan. The partners in question are: the Municipality of Apeldoorn, three housing corporations (De Goede Woning, Ons Huis, de Woonmensen), welfare job organisation Wisselwerk, South Apeldoorn's district council (Wijkraad Zuid) and the tenants' association Sleutel Apeldoorn. In addition, the Province of Gelderland helps with subsidies.

According to programme manager Erik van Ophoven, what is special about the Apeldoorn approach is the length of the partners' collaboration: "In 1997, the partners formulated the direction that they would be jointly heading towards. In my view, this is a major key to success: the early cooperation of all partners in the Master Plan."

Social and physical

Another important characteristic of the Apeldoorn approach is the attention to both the physical, social and economic infrastructure. Erik van Ophoven: "The physical component brings us new houses and community centres; we built the multipurpose centre dok Zuid with the aid of the European Union (ERDF subsidy), we improved the social environment etc. The housing corporations are the main actors in this process.

In addition, we do a lot in social terms—this is an extremely diverse programme. One example from the social programme is income support. Two income support pilot projects 'behind the front door' were successfully implemented. The customised home visits have yielded an average of € 400 per year for the households involved. Another example is the work coach: an intensive guidance programme was recently initiated in South Apeldoorn that makes use of Work Coaches. And finally, there is the example of the music studio: this opened its doors in the summer of 2009 for the young people in South Apeldoorn.

Success requires hard work

A recent inquiry of the inhabitants of Zuid shows that they are far more pleased with their neighbourhood and optimistic about the future than they were several years ago. The residents are happy to live in Zuid and have far fewer complaints about other inhabitants or the youth than they did in the past. Nevertheless, this success is not evenly spread across the area; in some parts of Zuid, we see less progress in the way people experience their immediate surroundings than in others. Erik van Ophoven: "Success doesn't come easy. In SWOT terms, there are not only strengths and opportunities, but also weaker moments and threats. There is an economic crisis going on, and all parties are suffering from cutbacks. Selling houses has become difficult. Some projects have been delayed, and some will not start at all. Still, the bigger ideas contained in the Master Plan are not yet at stake. The Apeldoorn Approach means that very different parties work together, although each interested party has its own specific language and aims. Having a mutual goal and realising the Master Plan helps in strengthening cooperation but truly understanding each other and continuing to understand each other requires lots of work, just like a marriage."



2

Include and motivate everybody able to contribute and give citizens an active role, especially also young people!

With integrated approaches the most important point of new governance is to make more of an effort to strengthen cooperation and participation. Administration, municipalities, those in politics, investors, providers, social organisations and last but not least citizens should act together.

It is especially important that the citizens themselves—the beneficiaries—should have a direct role in finding solutions to their own problems. The chance to participate in urban, social and also project planning, often motivates inhabitants to join. That said, participation needs different communication forms for different target groups. Via personal contacts and networks less-educated and migrant people can also be motivated to join.

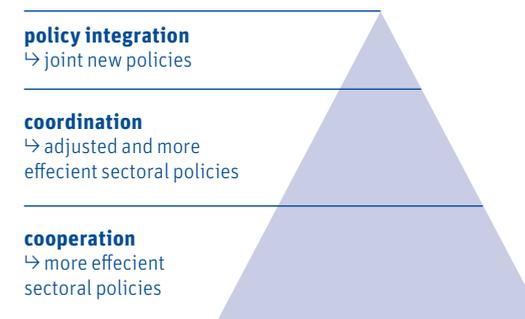
To be successful in participation practice CoNet professionals strongly recommend: reflect on the political concepts involved, clarify the specific aims of participation concerned and choose the most feasible participation forms for the local context and the different target groups. Citizen participation has to be seen in relation to other decision making bodies. Above all, transparency should be paramount.

2.1 Different administrative responsibilities—different kinds of stakeholders—different territorial levels—how to enhance cooperation?

Different responsible departments of the municipal administration and other public institutions

Without well developed cooperation between the departments of the municipal authorities and other important responsible bodies it is difficult to act comprehensively in improving the quality of life in deprived neighbourhoods. In urban governance management concepts, the ideal is to develop new joint policies of cross-cutting issues—city-wide or even region-wide—to overhaul governing in a fragmented way. But in many local neighbourhood development projects, joint strategies and advanced cross-cutting management structures can't be presupposed. In any case, cooperation is the basis and developing feasible forms of this in situ with local partners is always the starting point of integrated procedures and projects.

Integration pyramid



Graph: Schwedler, working group metropolis, draft 2010, based on: Stead, D., Geertlins, H. (2005): Integrating transport, land use planning and environment policy, in: Innovation, Vol. 18, No. 4, p. 443-453

Those responsible in the action fields of inclusion are often different departments of the municipal administration and other public institutions. The first very important challenge is the different partners' will to cooperate, which is sometimes lacking, especially when they are also wanted to contribute to the financing. Additionally there is often a big difference between what is promised and what is done. When partners behave ambiguously, it is worth thinking about and being aware of which restraints might intervene and how to overcome the obstacles.

- ▶ Sometimes there are traditions of non cooperation between municipal departments, because of negative images, different corporate cultures and competition—especially when departments are headed by directors belonging to different political parties.
- ▶ Coordination increases work load. Employees are often very busy and already have a lot of responsibility.
- ▶ Sometimes there is fear of less individual power or a fear of criticism. In every bureaucracy, tendencies to protect the territory and claims of one's own department exist. It is easy to understand why institutions are often not pleased when everybody wants to have a say.
- ▶ Work load and time schedules often grow because of the long paths due to the ladder of hierarchy in bureaucracy. Ideas move from the bottom up to the boss opinions or decisions from the top move down to the bottom—the decision between the responsible employees must first be approved by each of their bosses. So colleagues in a meeting often have no say power, resulting in a lot of discussion and a lack of decision.
- ▶ Last but not least—communication mistakes often happen: This may be as simple as a colleague not feeling invited to participate and punishing this by his lack of cooperation.



**SUSANNE
VAN DER PUTT**
Senior Communications
Adviser, Apeldoorn

**How to avoid
communication
mistakes in project
or neighbourhood
management,
which often strain
cooperation and
partnerships?**

↳ Set up a closer structure with partner—organisations plus citizen’s neighbourhood representatives: regular meetings etc.

↳ Don’t forget the politicians: inform aldermen and municipal councilors, give them the credit for success

↳ Give feed-back to the neighbourhood about what you did with their input

↳ Level with partner organisations about communication in direction of people and politics

↳ Manage expectations

↳ Engage people from the neighbourhood in the area meeting

↳ Work with partners including the local housing companies to share information.

He can even boycott the project by doing his job corresponding exactly to all regulations. Multi-goal projects and those which are elaborated on by local people often don’t fit exactly into the given regulations—they often depend on partners willing to help.

For many neighbourhood development projects, private enterprises and non-profit organisations must be brought in and motivated to enlarge their activities and investments in the area. Last but not least the local people and community groups are the most important stakeholders to be involved. These different kinds of stakeholders all have their own ways of doing things, different backgrounds and associated interests. To make this manifold cooperation work, it is often a good solution to have different boards or forms of participation—so that the contacts and meetings can be better adapted to the needs of the different stakeholders. Especially the local people often have to go through a phase of group building or network building. Otherwise the people, who are invited to the coordination platforms or the Local Support Groups, might feel too isolated and miss the support from other local people. At the same time, neighbourhood managers have to find ways to allow cross-cutting contacts across all groups, the exchange of results and guarantee the transparency of the overall opinion building and decision making process.

Motivation and moderation are keys to strengthening the will to cooperate and contribute. Cooperation is hard work, easier and more successfully done, when:

- ▶ the working structure is accepted and appreciated
- ▶ the relations between partners and the atmosphere are positive
- ▶ the benefit of participation is acknowledged
- ▶ know-how in group dynamics and skills of moderation and communication exist
- ▶ and a consensus on goals and procedures has been developed from the beginning.



JAAP VAN LEYDEN
Neighbourhood Manager
Zuidoost, Apeldoorn

Setting up a neighbourhood development process should include the contributions of many different partners. How to make this work?

↳ Firstly, find partners who want to collaborate. Develop a shared aim in order to have similar working areas and shared boundaries. Learn to trust each other, especially by sharing successes. Creating a friendly atmosphere and getting to know each other is also valuable.

One positive development I have experienced is e.g. that youth workers and the police used to be separate, now they have joined efforts and better complement each other. Depending on the problems with the youngsters they both develop a common strategy how to help them.

What do you see as the main challenges here?

↳ Money is always a problem. It is important to have people of the right management level around the table—people who can really make decisions are needed. Success brings success—like a snowball effect—and trust grows. You need quick visible results. It’s also very important to communicate the outcome of these efforts to the tenants or inhabitants of your neighbourhood. Even other stakeholders like politicians are to be communicated to.

2.2 Citizen participation¹—choosing feasible participation forms

In EU policies and political programmes, citizen participation is promoted as a must in developing deprived neighbourhoods. This is widely accepted and many cities have very much enlarged their participation activities. But there is also much scepticism about the results in concrete projects, which often isn’t openly discussed. With citizen participation, a huge chasm between wish and reality exists. Doubts mainly concern three questions:

- ▶ Do people have enough knowledge and understanding of complexities involved? Topics are ever more complex.
- ▶ Are people interested enough? Do they really want to actively participate?
- ▶ Does open public participation have enough democratic legitimacy, when participants don’t represent the population as a whole and might only bring in their own interests?

The ladder of participation—the more the better— an outdated linear concept

A very well known and popular participation concept is described by the image of the “ladder of participation”². Sherry Arnstein discusses eight rungs of participation from manipulation to citizen control, representing a normative linear hierarchy, which assumes that progress is about going up the ladder—maximising participation for direct public control. Participation is valuable to the extent that it “is the redistribution of power that enables the have-not citizens (..) to be deliberately included in the future”³. This concept is nearly forty years old and still vivid, but used as a guideline for participation activities without further reflection it might produce disappointing results and prove helpless in dealing with conflicts in everyday local politics.

These idealistic ideas of participation are connected with the methods of community organisation, aimed at generating power, based on the ideas of Saul Alinsky (e.g. see Rules for Radicals: A Pragmatic Primer for Realistic Radicals; first published in 1971).

- ▶ In this concept, the problems of dispossessed people and neighbourhoods do not result from a lack of solutions but from a lack of power.
- ▶ The aim is to generate power by organising people and money around a common vision.
- ▶ The process is based on indigenous leadership—building up a pool of civic leaders (key persons, central persons).
- ▶ As a rule: Never do for others what they can do for themselves.
- ▶ This is communicated as ‘ideas for those, who want to change the world from what it is, to what they believe it should be’.

Generating power and change by people acting together—this type of community organisation is sometimes successful—a lot of examples show that change is possible. Meanwhile many other groups have also adapted community organisation strategies and methods for their own interests: Including: labour unions, churches, right and left wing political groups, fundamentalists, the media and consumer marketing. The Greenpeace community organisation and campaigns show the very professional use of these methods, which nowadays include managing publicity in the media.

But there are also a lot of failures in deprived neighbourhoods:

- ▶ They often lack a sufficiently talented organiser—people with these skills often have better career chances in other jobs than in neighbourhood management.

- ▶ They often lack a convincing vision—many visions are used-up.
- ▶ The mobilisation often doesn’t succeed, people don’t get involved, there is not enough mobilisation to generate power—people are sceptical and rather passive.

Mobilisation success is the result of a set of circumstances, not easily transferable. Neighbourhood managers and municipalities are struggling with rife participation conflicts. For example: a one sided group dominates proceedings and claims to represent all. Sometimes their ideas are not acceptable (i.e. fundamental right or left wing ideas). Always the same few citizens are involved and preoccupy the administration with demands. The well known ‘not-in-my-backyard’ problem often occurs when people fight for all disturbing activities to take place somewhere else.

Today’s community development in deprived neighbourhoods is more aimed at generating social, cultural and economic capital:

- ▶ The problems of dispossessed people and neighbourhoods result from a lack of cultural (education, positive tradition, role models), social (networks, trust and identification) and economic capital (jobs, income)—corresponding to the multidimensional understanding of poverty.
- ▶ The bottom up strategies in the neighbourhoods are under the umbrella of top down strategies—community organisation is part of welfare state activities.
- ▶ The supporting of local people’s participation in urban and social planning and projects is embedded in these overall strategies of empowerment. Citizen participation should benefit the local people as individuals and the neighbourhood as a whole.



MARCIN BANIA
Zabrze Municipality,
Senior Expert

Young people often express little interest in local social, cultural and political affairs. How can this be changed?

↳ First of all it is important that young people find out how important personal engagement is and what advantages can come from their involvement in social affairs. The future of neighbourhood life depends on them and they can make the difference. We should create more opportunities for them to turn to their teachers or other important people in the neighbourhood, who will listen to them and give them guidance.

What have you done in Zabrze to better address young people?

↳ We have a Youth Council which is organized in exactly the same way as the City Council. Young people have a chance to reflect and comment on the resolutions and proposals, which are then voted on by the City Council. They can also submit their own proposals, which can be transferred into local law. We must also mention the NGO’s, where different groups of young people are involved.

What are the key factors for success?

↳ In my opinion they are:
— fostering a sense of responsibility
— the involvement of the two parties (youth and local authorities)
— creating opportunities for young people to be involved through additional school clubs and youth clubs
— training active young people to be role models—later these role models are followed by other young people.

The ladder of participation, Arnstein, S.R.



Giving the citizens a say

Neighbourhood Councils, Neighbourhood Management Scheme BERLIN

An essential prerequisite for stable communities is to create ownership in the community by involving its members into the improvement process on an ongoing basis. The establishment of Neighbourhood Councils and their involvement in the overall Neighbourhood Management on the one hand and in the decision-making process related to the use of the programme funds on the other hand is therefore of vital importance.

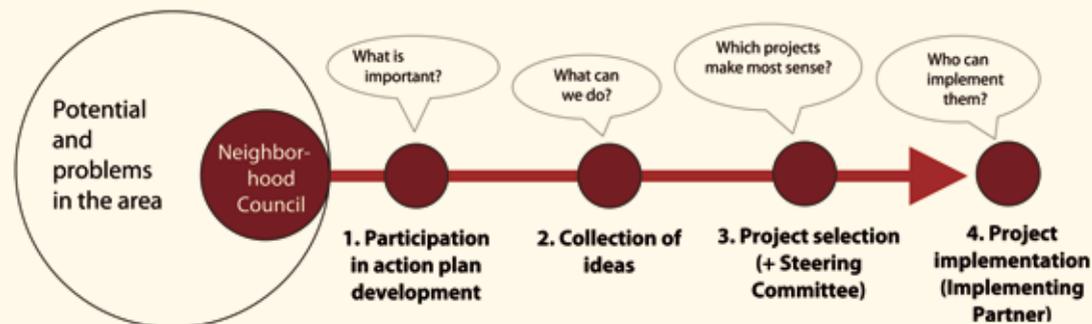
The councils also provide a platform for discussion and consultation and their work contributes to improved networking among local actors, the neighbourhood communities and the governmental administrations. E.g. in the Neighbourhood Council the school headmaster meets the housing provider and the chairman of a migrant association to share their views and ideas on the neighbourhood.

The members of the Neighbourhood Councils are elected; the majority are residents, the others are representatives of institutions and groups like schools or associations. The desired integration of migrant population groups has been successful: 32 % of the 34 Neighbourhood Council members have a migration background.

The action plan development and the collection of ideas are fostered by workshops, citizen's forums, planning units and experts. Basically everyone looking for certain improvements can hand in a proposal—be it a resident or a local organisation. A public call for proposals is issued in the neighbourhoods, requesting all residents and actors to submit their project ideas. All project proposals are subject to a review by a steering committee to make sure that they fulfil the eligibility criteria.

Implementing partners can be organisations, cooperatives, educational institutions and agents, welfare associations, churches, local businesses and business associations but also individuals.

How an idea becomes a project



© Gesine Schulze



Kandidatin für die Quartiersratswahl 2008

Nuray Örnek

Meine Ziele für den Kiez:

- Verbesserung der Lebenslage von Kindern und Jugendlichen
- Anbindung von Jugendlichen an Gremien
- Bestehende Probleme im Kiez lösen bzw. Lösungsansätze finden

Nuray Örnek (27):

- Seit 2006 im Kiez tätig
- Schwerpunkt offene Kinderarbeit (insbesondere Beteiligung und Berufsorientierung von Kindern)
- Vertreterin vom frisbee Kinder- und Stadttreff (Casablanca)

➢ kandidiert als Vertreterin einer Institution
➢ Erstkandidatur





CHRISTEL DE LUTIS
Social Mediator
Neder-over-Hembeek,
Brussels

Your team is very active at involving local partners. What are you doing to strengthen the impact and move Neder-over-Hembeek forward?

↳ In our neighbourhood social coordination is practised together with all kinds of partners: public services, social housing companies, youth houses, inhabitants etc. We use participation and prepare recommendations to the local authorities to involve all local partners and foster awareness together.

How do you manage this?

↳ We have produced our “white book”. We work in workshops to write a recommendations plan together. It is a list of the needs, diagnoses and recommendations. In this

way we have an exchange with the authorities in the social worker field. This book is sent to the local authorities and there is an official presentation with all the partners. It is updated together every four years.

What are the main challenges you have faced?

↳ Involving inhabitants from all walks of life, who really represent the people. Some kinds of inhabitants participate more than others. The problem is that the representatives of some committees work for their own interests (for example, “no more new buildings in the neighbourhood” or “no social housing in front of my garden”).

What are the keys to success?

↳ Involving the other (fragmented) inhabitants: building partnerships with the social housing companies, helping them to organise meetings and working with the schools to make links between parents, families, students and teachers in a spirit of networking. We have to open the schools to the outside.

Participation by voting—contributing to better voter turnout in disadvantaged neighbourhoods?

In political theory there has been a lot of reflection, especially concerning the interconnections between aggregative decision making (by voting) and deliberative decision-making (by discussing and negotiating). In a democracy the right to vote is the main way to influence politics, but the poor, migrants and young people extremely often stay away and renounce or don’t have the right to vote. As a consequence they might only be weakly taken into account by politics.

Low voter turnout has become an indicator of deprived and segregated areas. This was the case following the March 2010 regional elections in France for example. In some disadvantaged cities or suburban districts, the high number of non-voters (up to 80 %) was seen as a symptom of the ongoing “ghettoisation” of deprived neighbourhoods. “A phenomenon, which is still massive despite tens of billions of Euros invested in urban regeneration.”⁴ Following poor polling, doubts have surfaced as to whether “la politique de ville” is effective and brings a sufficient return on investment.

People’s perceived self-efficacy—in this context their votes’ influence on the course of actions affecting their lives—makes them more likely to go to vote.⁵ The low voter turnout in disadvantaged areas can to some extent be explained by the inhabitants’ low self-efficacy. Making the possible influence concrete might be a lever to increase voter turnout.

So, contributing to better voter turnouts in disadvantaged neighbourhoods? The answer in CoNet’s discussion was: in principle yes, it is very important, but very sensitive and rather difficult to manage. The pros and cons of enlarged coopera-

tion with politicians and providing forums for political discussion near elections have been highly controversial and resulted in the more fundamental and not yet answered question—can or should neighbourhood management in general be neutral and even apolitical?

Urban participation in modern governance—achieving synergy with representation and expertise

In modern governance the interplay between public participation, political representation, administration and experts is the focus⁶. Public participation is part of a much bigger framework of decision making. Urban decision-making “often results from interactions between multiple arenas that include planning agencies, stakeholder negotiations, neighbourhood councils and public hearings”. In order to avoid a too narrow viewpoint, Archon Fung adds “It should also be noted that the space is delineated to include arenas in which there is no public participation at all—for example in which public officials in insulated agencies operate without direct public oversight or input. This space is a tool for considering various governance choices and so it is appropriate that the tool includes the alternative—often the norm—of no citizen participation to enable comparisons and juxtapositions”.

There have been many advances in the political theory and practise of participation. In contemporary democracy, modes of participation are and should be manifold, depending on the local conditions and the problems, which are to be addressed. In all European countries there are formal regulations as to how the public should participate in local public planning. In the meantime a broad range of additional, more informal procedures has developed.

- ▶ Informative public events with dialogue possibilities for a wide ranging group of participants.
- ▶ Forums, hearings and neighbourhood conferences for public discussion of specific themes.
- ▶ Using cafés for a casual and open round of talks on specific themes.
- ▶ Neighbourhood walks, allowing the young and old to mingle, to find out more about and explore the neighbourhood together.
- ▶ Mutual productive workshops—future, planning or history workshops, a planning cell which is more formal than future workshops.
- ▶ Tangible practical participation (e.g. building playgrounds, tree sponsorship, cleaning drives)
- ▶ Work and project groups with definite duties and committees of different forms to accompany the project.⁷

Direct public participation is not seen as an alternative to political representation or expertise, instead it is hoped that it operates “in synergy with representation and administration to yield more desirable practices and outcomes of collective decision-making and action.”⁸ How much and what kind of direct public participation should be reflected in an unbiased way, to find the most feasible and useful variety of participation.

“Out of these many ways in which people come together to discuss public matters, three questions of institutional design are particularly important for understanding the potential and limits of various participatory forms”:

- ▶ The scope of participation: “Who participates?”
- ▶ The mode of participation and decision: “How do they communicate and make decisions?”
- ▶ And the extent of authorisation: “What is the connection between their conclusions and opinions on one hand and public policy and action on the other?”

Choosing feasible and useful forms of participation: Addressing important problems of democratic governance and pragmatic expectations

Political theory measures the value of citizen participation as how much it contributes to enhancing legitimacy, justice and effective administration in the decision making process.⁹

Legitimacy—Study Circles, varieties of public hearings: When elected officials and public administrations are not able to assess the public will and operate at great distance to the ordinary citizens, their decisions might lack legitimacy. For this situation, participation forms have been developed to seek wide public advice on issues that may prove controversial or for which they lack a sense of public sentiment and need to develop public consensus. “Participants—recruited with diversity in mind—are organised into small groups for parallel discussions on some controversial issue. These conversations are facilitated and participants are usually given background materials”...¹⁰.

Justice—changing the actors who are authorised to make decisions: When social, economic and political inequalities influence decision making often, justice is lacking. The excluded or weak organised groups are likely to be ill served by policies. Participation mechanisms can increase the justice of democratic governance in two ways: by replacing the authorized decision-makers whose actions have become systematically unjust with direct citizen participation or they can create popular pressures. An example is the Participatory Budget in the city of Porto Alegre. Decisions over the capital portion of the city’s budget are shifted from the city council, where the well-off neighbourhoods are more strongly represented, to a system of neighbourhood and city-wide popular assemblies.

Effectiveness—including non professional citizens, who possess local knowledge to improve public action, co-production of professionals and local persons: When municipalities and professionals are unable to cope with the local context, in which problems occur, and to find innovative solutions, their actions might lack effectiveness. To increase the quality of some services and their outcomes—e.g. in the field of public safety, environmental regulation and social services—these strategies have been quite successful.

Nowadays supporting public participation in deprived areas is part of the welfare state’s more pragmatic activities in deprived areas based on multiple expectations:

- ▶ open discussion of goals and solutions, more alternatives, broader point of view
- ▶ need oriented results, those effected are able to bring in their standpoints
- ▶ higher acceptance of results, more legitimacy
- ▶ early notification of problems and opposition, leading to time and money savings in the planning process
- ▶ publicity—showing how much is done for the poor
- ▶ strengthening the citizens pro-activeness, social networks, local life and identification of the people.

2.3 Bringing in inhabitants, especially also the less educated or less independent or migrant people: participation embedded in community development

In the end the success of public participation is highly dependent on if and how the local people’s expectations are met. They expect:

- ▶ that their participation is taken into account and appreciated by those responsible

- ▶ effectiveness from their efforts
- ▶ a sense of well-being and fun—they participate in their free time
- ▶ a personal pay-back in the form of interesting experiences, informal learning opportunities, a sense of importance, contacts and friends.

The invitation to participate in an urban and social planning process is often very motivating. But different opportunities must be made available to inhabitants, to those who want to invest more or less engagement. For example on the one hand the highly involved “super-citizen”, or on the other hand, those who want to just look and see. Nowadays people are more and more inclined to be interested in only limited engagement, not to be roped into never ending meetings and listening to boring presentations, demanding precious time and energy. It is important to check exactly what the outcomes of the participation processes will be. If there is no will and no financing to realise something, it is better for the municipality or the neighbourhood manager to leave it and move on to more rewarding activities. This also limits the pedagogical expectations associated with participation in deprived neighbourhoods: When these outweigh the effectiveness of the time and effort invested, people vote with their feet and turn away.

All public participation is dominated by middle-class people. Especially when also less educated or migrant people are wanted to be included, participation processes have to be embedded in a wider community development process. This is especially true in areas without well developed local networks and a weak community life. When inhabitants vote with their feet and stay away, it doesn’t always mean that they are generally disinterested. Often it is just a matter of communication form. Traditional communication methods in citizen participation are often too far away from the day-to-day reality of the local people.

In urban and social planning language, personal logic and procedures show up huge differences—the professional and lay worlds collide. It may be that planners want to talk about a big project and policy matters, while the locals want to talk about the rubbish on the ground or other more basic items.

The best way to bridge these gaps and to bring in inhabitants is:

- ▶ to build personal acquaintances and relationships to local groups, especially via personal contacts and networks also less educated and migrant people can be motivated to join
- ▶ to focus on the topics which people bring to the table
- ▶ and starting at the places the people themselves frequent, e.g. mothers at the kindergartens
- ▶ providing spaces and free choices.

Young people are less likely to participate in local activities and workshops of their own accord and on their own. Still involving them is of utmost importance—the neighbourhood benefits from their energy and fresh perspective, for the young people it is a good experience and more intergenerational contact is very much needed. This was highlighted by Bertil Nilson, project manager in Malmö: “In housing areas characterized by social exclusion, many—especially young people—are facing a challenge. The view on young people from these areas is often negative; they are seen as a burden instead of an asset, a problem instead of a potential. This highly affects the young people’s possibilities to become included in society in several aspects. One key challenge is to look to the potentials of the city’s young population and to highlight the competences the young people have.”

Competences have to be experienced—involving young people

Young in Summer and Young in Research, Fosie District, MALMÖ

Young in Research combines the empowerment of the young people with academic research. Nine students from the Fosie district worked with the Malmö summer job scheme exploring youth culture, young people's relations to peers, authorities and their conditions of life, thus making use of the youths potential within research.

This was part of the MOD-research project at the Department of Urban Studies at Malmö University, which focusses on conflicts and tensions between young people and authorities in areas marked by exclusion and on methods for dialogue in order to include young people in society.

This research approach was developed according to the five success criteria—compiled by the URBACT I networks—bringing young people from exclusion to inclusion:

- ▶ empowerment
- ▶ strengthening social relations
- ▶ structural changes of schools
- ▶ cooperation with local society
- ▶ renewing the approach to knowledge.

Young in Summer, the Malmö summer job scheme launched in 1994, offers work experience to youths aged 16 to 19 years during the summer break. The city provides jobs for four weeks, located in elderly services, child care, sports, cultural centres, civic associations and in the private sector. In 2010, a parallel programme was launched for 14 and 15 year-old youths to work in cultural projects. In the disadvantaged areas social workers support students and contact employers in order to raise participation to a similar level as in the middle class areas. Summer jobs are paid about € 4 per hour by the City as an employment measure to get youths into work. The programme aims to give youths insight into and experience of working life, strengthening their self-esteem and their ability to cooperate with others, as well as occupying them with productive activities.



JEAN PIROT
Directeur Général Adjoint,
Social Affairs, Culture &
Education,
Vaulx-en-Velin

How can we include and motivate everyone capable of playing a part and give citizens an active role, especially the young?

↳ I find this to be an essential question. In my capacity as head of the council's social sources, I'm in charge of carrying out the mayor's line of policy and I feel that motivating and involving citizens is a key issue.

Why is this?

↳ Very simply, because the system we live in is called democracy. Legislative power is only delegated power and democracy cannot survive without the cooperation of the citizens, and other local actors as well.

Is it difficult to obtain the involvement of all the local actors?

↳ I can quote at least three problems:
1—Participatory injunction,
2—The growing individualism of people,
3—The fragmentation of competencies between different authorities.

Participatory injunction?

↳ By participatory injunction I mean the fact that the political authorities and those in charge of local administration all insist on the commitment and necessity of respecting the inhabitant's opinion in every action that should be taken. Alas, this is quite often in vain. At best it leads to engaging in projects in all peace of mind, at worst it serves as an alibi when it comes to discussing the impact of democracy.

Your next point was growing individualism

↳ Yes. The individualism of people is largely encouraged in the name of the respect owed to every individual. This tends to turn each citizen into a consumer rather than an actor. "I expect the government

or the community (or whoever) to supply what I personally need—baby-care for my child, parking spaces for my car, etc.” This may also promote the opinion that those who hold power “help themselves before they help citizens” and thus justify the loss of interest in public affairs.

What about the fragmentation of competencies?

↳ I think public action for inclusion is too fragmented among a multitude of institutions. For example, the actors involved in a project to build social housing blocks in the south of our town include: the City Council, several State services, the Urban Community, the building promoters, the companies funding, letting and managing the tenements and a multitude of other local associations. In order to get an acceptable final product, a good compromise has to be found among all these participants. This proves difficult. There is much temptation to give in to fatalism, to abandon even the idea of collective reflection

and, in the end, to allow free reign to the managing companies.

Does this mean that involving local actors is definitely impossible?

↳ No, I don’t think so, but regarding the essential role of organizing social life in the housing estate being allotted to politicians and heads of the local administrations, I consider a few prior conditions need to be brought together. Firstly, the delegates and deputies should think of themselves as social pedagogues: They must always take care to explain their vision of the city and living in the city, the following-up projects, the consequences on cost and the environment and the changes involved for people. And in terms of social objective, they must of course establish meetings between officials and inhabitants, like our Assemblée Générale de Quartier (AGQ). But above all, they must join in with daily neighbourhood life and participate in sports and/or cultural activities and simply go out to meet people on their doorsteps, at the social centre or even at the local bistro.

What are your personal experiences in this domain?

↳ My own personal experience has inspired these thoughts. For example I used to take part in the Lyon Biannual Dance Parade. This turned out to be an opportunity to be questioned by fellow citizens. There I could avoid binary replies like “We do/don’t” or “It’s necessary/It’s secondary”, in favour of more detailed accounts of a project’s genesis, the procedure leading to decisions and the weighing up of the pros and cons.

Is there a parallel for better communication between local institutions?

↳ As far as the public authorities are concerned, particularly the municipality, this means they must make every effort to get together with their colleagues from other institutions to elaborate a joint diagnosis of common local problems and tasks. The idea is that all the institutional actors come to move in the same direction, giving the public a clear and comprehensible picture of public works.

What is your way to put this into practice?

↳ It’s with this idea in mind that, with our Local Support Group, we plan to open “La maison carmagnole”, situated in the south of our town—a venue for meetings with all socio-cultural actors and also for dialogue with the inhabitants on projects concerning them.

It is from the entity of these measures and suggestions that we hope to imply and mobilize our citizens and especially our youth.

2.4 Developing a common understanding and shared interests—how to find convincing strategic visions?

How to reflect on issues open mindedly and far-sightedly to move the current situation forward? Involving citizens, local stakeholders or municipal personnel to work out diagnoses, ideas and projects is often connected with the expectation of innovative new ideas as a result. However in practice workshop outcomes can be rather disappointing, highlighting only one-sided, unproductive or already worn out ideas.

There has been a lot of research and practice as to how to achieve more innovative communication results. The future workshop method developed by the philosopher, journalist and peace movement activist Robert Jungk, the classic workshop prototype of the 1960’s, is especially aimed at socially innovative results, following his motto and question “With fantasy against routine and resignation” and “How to create desirable futures?” Three main ideas of this approach are still very relevant nowadays.

Allowing and enforcing critique—making the way free for ideas which push the situation forward

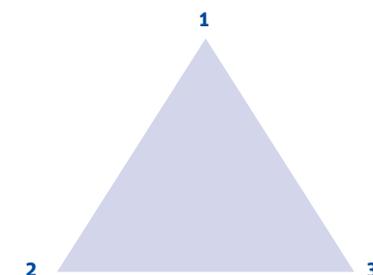
The future workshop starts with a critique phase. The critique phase helps to find the workshop’s main issues—the workshop focus. In this phase it is really welcomed, that participants put all things on the table, which they dislike, which they complain about, which they object to or even hate. Nowadays we have to think positively. Normally it is not so politically correct to express the negatives, especially not the negatives that are emotionally charged. Normally in official contexts we also don’t dare to argue emotionally, we are used to rationalising also emotional aspects. Jungk’s understanding is: The intuitive and emotional sphere is closely linked with the rational and analytical sphere.

Both are helpful and should fit together. It is counterproductive not to include people’s feelings. If the negative aspects are kept secret, they hinder productive discussion later.

Enforcing fantasy, open mindedness and alternatives

In the future workshop’s fantasy phase participants are encouraged to bring in all ideas, even if they seem to be unrealistic, crazy or stupid. Nothing should be excluded. Firstly all ideas are important and of value. There is no distinction between the professionals and the laypersons. The professionals participate as people, they don’t claim, that their ideas are more helpful than the ideas of Mr. Everyman or Mrs Everywoman.

Triangle of Expertise—stereotypes for reflection



1 Inhabitants

- + users expertise
- little capacity to think about the future

2 Academics

- + capacity to dream
- little knowledge about daily life

3 Technicians

- + knowledge of the procedures’ complexity
- little capacity to dream

This fostering and supporting of open thinking is also scientifically based—especially by the sociology of knowledge. Normally our thinking and reasoning is based on accustomed routines, thought patterns, habits of reasoning, also called paradigms. This prevents or makes it difficult to develop alternative ideas and concepts. This is described by the image of “the scissors, which we have in our minds”, when we cut off those ideas which are out of the ordinary before we dare to think them.

The brainteaser games, which demonstrate people’s barrier to think outside the box is similar to what psychologists term confirmation bias, the tendency for people to prefer information that confirms their preconceptions or hypotheses, independently of whether they are true or not. So if we don’t want to stick to ideas which didn’t move the current situation forward, we have to do something against the common inability to see beyond the current models of thinking. Project planning often suffers from a lack of thinking alternatives.

Opening up the group beyond the same old members who always worked together—systematically including people from all walks of life

Who are the participants? Furthermore, concerning local action plans, urban or social development or projects, it is very important to include people, who will bring in different view points. Often administrations or organisations think: the colleagues in the municipality and the professionals know all the important aspects, they prefer to stay among themselves, but it is very productive to have a heterogeneous group. This is proven by social, psychological and management research about collective intelligence and the competence of groups. A popular question is: Are individual groups smarter or more intelligent than experts? The generalized answer is: Individuals and experts are more capable of solving a task, where it is

important to find a precise answer, when it is necessary to concentrate and focus on a task.

However groups are often more capable than the best individual in the group, when:

- ▶ solving brain teasers and tasks of evaluating and estimating and to recognise the pattern behind it
- ▶ finding new ideas and decide on the best
- ▶ solving problems, which demand lateral thinking
- ▶ finding answers, for problems, where no unique solution exists
- ▶ groups are especially much more capable, when the task is to make a prediction about a future event: election results, economic developments, results of a football match.

But group’s success also depends on the setting. A group of ten individually intelligent people is not necessarily an intelligent group. Often group dynamics disturb communication. Beside the willingness to work together, some common values and being able to think in a complex way—several big studies have proven, that the diversity of the group members is most important. Success factors for intelligent groups in terms of diversity are: Independent opinions, equality of the group member’s treatment, very different people work together, taking different roles: different social, ethnic and professional back-grounds. The “triangle of expertise—stereotypes for reflection”, which CoNet much discussed is included to underline the need for involving different kinds of thinking.

All this underlines how complex working with groups is and how important animating moderation, which allows room for creativity, is.



1 The term participation has different connotations in different countries and contexts. In social science and some countries it refers to decision making, exerting influence on political, economic, management or other social decisions by the public or concerned groups. The term is also used in a wider sense to describe inclusion of people and groups in the social, cultural, economic or political life. In the following text we talk about participation in a decision-making sense.

2 Arnstein, S.R. (2006): A Ladder of Citizen’s Participation, <http://lithgov-schmidt.dk/sherry-arnstein/ladder-of-citizen-participation>, originally published in: JAIP, Vol.35, No.4, July 1969, pp216-224

3 Arnstein, S.R., see above

4 Le Monde, 19.03.2010, frontpage

5 Thomassen, J.(2009: The European Voter, A Comparative Study of Modern Democracies

6 Fung, A. (2006): Varieties of Participation in Complex Governance. Forthcoming in Public Administration Review, December 2006—www.archonfung.net

7 Steffen, G. (2010): Studienbrief Lernort Gemeinde, p. 148

8 Fung, A., see above, p. 2ff

9 Fung, A., see above, p. 15–21

10 Fung, A., see above, p. 15

From Future Workshop to Local Action Plan for the “New World”

Lumea Nouă, ALBA IULIA

Lumea Nouă (new world) is a disadvantaged neighbourhood north of Alba Iulia’s city centre. Situated between housing blocks and an industrial area 1900 people, mostly from the Roma minority, live in small makeshift houses. Housing quality ranges from basic to very poor. Many residents are unemployed, some work by collecting and trading old metal. Poverty is very visible here. Improving the living conditions for the people of Lumea Nouă and reducing welfare dependency are the aims of Alba Iulia’s CoNet Local Support Group.

At the CoNet network meeting in Alba Iulia a Future Workshop was held in two groups (English and Romanian), in order to explore the internal views of local stakeholders and the external views of CoNet partners. Many aspects were agreed on by both groups, the English speaking group emphasising more the process of participation learning, and whereas the Romanian speaking group focussed more on housing and infrastructure development needs. Results are summarised by these four points:

1. Representation for the neighbourhood

A lack of representatives of the inhabitants of Lumea Nouă neighbourhood is a major obstacle for future development. These structures must grow slowly from local networks of groups like mothers or people in the metal recycling business. The process will take at least one year and should be supported by the municipality.

2. Cultural and ethnic stereotypes

Nearly all inhabitants of Lumea Nouă (97%) are from the Roma ethnic group and their exclusion from many aspects of city life in Alba Iulia is linked to their ethnic background. Participants suggested two strategies to deal with this problem, either to promote a positive image of Roma culture e.g. through music and history or to strictly ignore the cultural differences and to make sure that projects are not “Roma-projects” but projects for the neighbourhood.

3. Education and Health

Mayor Mircea Hava pointed out that Roma in Lumea Nouă have the same access to education like every other citizen, but some Roma families lack interest in school and education. Participants of the Future Workshop suggested a whole range of ideas to bring education to the Roma community of Lumea Nouă, from trying curricula for parents and children, incorporating aspects of Roma culture into the curriculum, preventative health-care education and creating occasions for informal or disguised learning. The idea behind many suggestions: if people don’t come to school than school must come to them.

4. Urban development and Employment

Land ownership problems have to be tackled. Social housing and a mixed-used community centre have to be developed and realised in combination with training and income generating projects, e.g. cleaning the area employing people from the neighbourhood and social aid beneficiaries.

Sociologist from Alba Iulia’s University together with local experts from Alba Iulia City Hall, made a survey in the neighbourhood and a detailed analysis. According to this the residents objectives are:

- ▶ modernisation of the quarter, paved roads, water and sewer for all inhabitants
- ▶ measures of stimulating employment, information about employment, training and qualification
- ▶ providing material to rebuild the houses—roofs, floors, bathrooms
- ▶ providing social housing for single parents
- ▶ providing educational facilities in the vicinity, kindergarten and primary school with arts and crafts profile
- ▶ develop free medical services for people without insurance.





Alba Iulia Local Action Plan for “Lumea Noua” Neighbourhood

Phase 1 Action Plan

(2011-2012): in the “Târg” area, a Community Centre will be built, “A NEW WORLD” having the following objectives:

↳ offering services of social counselling, psychological counselling, medical counselling addressed especially to the young mothers

↳ offering qualification trainings

↳ building social houses for young Roma people with their direct participation through professional and mutual aids networks training

↳ offering services such as kindergarten also with the implication of some networks of young Roma women especially trained for this purpose

↳ develop the cultural animation

At the entrance of the Gh. Sincai boulevard an area will be allocated, rented and arranged for an agro-food market.

The COMMUNITY will be connected to the project of Remedial Education “The second chance” from School no. 9, so that the educational chances are maximised

Phase 2 Action Plan

A traditional living area for the Roma couples will be developed in the vacant area behind the current car market and the Community Centre; here constructions will be made through the involvement of Roma NGOs, stakeholders, in a gradually way.

An ecological animal farm to provide employment behind the traditional living area.

Phase 3 Action Plan

A park and a sports area will be built through public private partnership also involving the Roman-catholic church.

A plot of approx. 500 m² is forseen to be developed into a sight for cultural tourism.

The Local Action Plan involves the Alba County and the Alba Iulia Municipality. The possibilities opened by the European Parliament to use ERDF to improve housing for marginalized communities shall be used.

3

Strengthen inhabitants' local networks and their feeling of being at home in the neighbourhood!

Many people and politicians think fostering local community life in disadvantaged neighbourhoods is just nice, but not important. This chapter highlights the current brain, network and well-being research results, which throw a new light and give more exact details about the importance of local networks. It is not only the individuals who benefit, but also the neighbourhood as a whole.

This underlines that investing in strengthening local networks and community life has a tangible return on investment as part of the mixed welfare production within integrated approaches. In disadvantaged neighbourhoods an above average public effort in community development is needed and part of compensatory policies. The challenge today is to ensure specific and targeted implantation of approaches to optimise effectiveness.

Four approaches are discussed focusing on: opportunities for everyday informal contacts, key persons and their networks, shared activities and neighbourhood committees.

3.1 Social and cultural capital—forces to cope with difficult living conditions

Why so much focus on enhancing local social life, people's involvement in local activities and public participation, especially in disadvantaged areas? In middle or upper class districts there is often less of it and it is not seen to be a problem—so why? This is often asked. Building social networks and enhancing people's know-how to invest in their own interests is to develop social and cultural capital, the reason is not only the usefulness of the inhabitant's expertise and the needs of democracy. In neighbourhoods where mainly less well-off people live, this is especially needed.

The sociologists Pierre Bourdieu (France) and Robert D. Putnam (USA) describe in their research and theories the importance of social and cultural capital. While Bourdieu focuses on the benefits to individuals, Putnam emphasises the benefits to the neighbourhoods. Social capital is seen as an important indicator of social cohesion⁴, in the wider sense of keeping society together. Important aspects of social capital are:

- ▶ involvement in associations and the public sphere
- ▶ relations with friends, family and acquaintances
- ▶ trust in fellow-citizens and institutions
- ▶ a feeling of security and a sense of belonging.

Welfare Mix



Quelle: Klie, T.;Roß, P.S. (2007): WelfareMix: Sozialpolitische Neuorientierung zwischen Beschwörung und Strategie, in: dies. (Hg.): Sozialarbeitswissenschaft und angewandte Forschung in der sozialen Arbeit. Festschrift für Konrad Meier, S. 71, translated

Proven good practice—mutual benefit for students and children

The Nightingale mentoring programme, MALMÖ, Fosie

The programme Nightingale (Näktergalen) began in 1997 as a joint enterprise involving the Department of Teacher Training at Malmö University and a number of schools in Malmö which have a large number of pupils from a variety of ethnic backgrounds. As part of the programme, a student “adopts” one mentor child between the ages of 8 and 12. The mentor and child get together for 2–3 hours once a week over a period extending from October to May.

The programme is based on the idea of ‘mutual benefit’—benefit for both the child and the student. The mentor gives the child a positive role model by establishing a personal relationship. This in turn helps strengthen the child’s personal and social confidence. The goal is that the child will perform better in and out of school and will be more likely to apply for university when the time comes. On the other hand the student benefits from the programme, too. They get the practice in didactic approaches and learn about how children think and act. In order to improve diversity in Swedish universities there is a need to recruit students from cultures and societies where there is little or no tradition of children being involved in higher education studies. Nightingale is one effective instrument that, in the long run, can help to turn this imbalance around.

So far, over 1,000 children and 1,000 students have participated in the scheme. The Nightingale mentoring programme has expanded to more than 20 sites. It has also been developed to target other groups: Nightingale Youth, Nightingale Senior and Nightingale Entrepreneur. Berlin started its own Nightingale programme in 2006. All European partners have joined The Nightingale Mentoring Network (www.nightingalementoring.org). This model has often been evaluated and the positive outcomes proven.



Strong broad networks and civil and civic involvement also benefit people’s skills and knowledge. The evolution of neighbourhood habits and customs of social relations, exchange and cooperation form lasting cultural capital.

People in disadvantaged neighbourhoods are much more personally affected by economic globalisation, the increasing risk of unemployment and poverty, growing social and cultural diversity and exclusion. But the social and cultural capital, which is needed to cope with these difficult living conditions is often less existent in these areas.² In his studies Putnam claims that ethnic diversity reduces solidarity, social capital, trust in one’s neighbour, community cooperation and having friends. Thus in multicultural areas an enhanced effort is needed to strengthen social networks and community life. This is an important approach to sustain and strengthen mixed neighbourhoods and to fight social segregation, which constitutes an important aspect in the regeneration strategies across Europe. “To address social disparities, then, we must recognize that our connections matter much more than the color of our skin or the size of our wallets. To address differences in education, health, or income, we must address the personal connections of the people we are trying to help.”³

Making above-average efforts to develop social life in disadvantaged neighbourhoods is part of compensatory policies, which further somewhat more justice. In their every-day-life it is people in the disadvantaged areas who create integration for the entire city, not the people in the segregated upper class areas. So it is only fair that these efforts should have the best support, including stable and long term staff and project financing.

Converse trends—neighbourhoods on the decline as a habitat of the people?

Recurring doubts have surfaced as to whether the focus on area based action, on local life and on community involvement are based on nostalgic wishful thinking. Neighbourliness and local belonging are supposedly on the decline. Modern society is mobile, individuals have become more individualised, social and cultural diversity has grown. People’s activities—friendship, leisure time, jobs, shopping, services—are increasingly spread all over the city or even the region. Many cities are losing vital services provided at a local level, like corner shops, grocers, post offices, churches and pubs. People go shopping in the huge supermarkets, which have been placed on the city rim and due to economic concentration the retail markets have very much changed. Mono-functional neighbourhoods, especially small housing areas have more and more evolved to become dormitory towns. This is not only a loss of convenience, especially for the elderly and non motorists, shops and businesses have always been important communication points.

Long live the neighbourhood—hurrah for the social networks

Yet—all the more—people’s connections to the immediate locality remain in the mainstream. The growing number of elderly, single person households and single-parents depend on mutual support. Children and the multiethnic communities need lively local life for their positive socialisation and togetherness. Though in Europe civil and civic involvement have a long tradition and are still lived—they are being promoted and re-invented to adapt their forms to modern society and to make them more attractive—especially also to those in the disadvantaged neighbourhoods. Well-being and network research are enforcing these trends.

Being happy and healthy is very much influenced by social networks

The strong increase of the Gross Domestic Products in western European societies with no corresponding rise in people's happiness has led to elaborated well-being research, which has also highlighted the importance of social ties and environment. The lower life expectancy and poor health of those with less income—a vicious circle of exclusion—highlights the need for a much stronger more targeted health and well-being policy in deprived areas.

- ▶ Brain researchers have rediscovered the well-being and even the healing power of social ties. Summarised: People living in strong and positive relations are less often ill, their wounds heal more quickly, they are less inclined to depression and anxiety and live longer.⁴
- ▶ Happiness is contagious was the conclusion of the research of more than 5,000 individuals, which proved that happiness spreads through social networks. A happy person within a social circle quickly influences those around him or her to be happy. But the strength of the effect dissipates over physical distance, with friends living nearby getting the biggest boost.⁵ Additionally the influences of friends and neighbours evokes stronger effects than is the case with spouses.
- ▶ Furthermore the influence of the personal networks and the social environment on healthy behaviour is well proven—not only in the obvious cases such as that it is highly difficult to stop smoking or abusive eating when the individuals live in a strong smoker or eater milieu. Social and health politicians recommend focusing less on only the individual person, but on developing trust and the empowerment of groups.
- ▶ Unselfish people, who are socially and politically engaged are happier than individuals, who only strive at their own career and material goals. This was again proven by a huge long-term study.⁶

The feeling of being needed having something worth while to get up for strengthens well-being and health.

Ties between people of different social characteristics benefit cohesion and an individual's chances

Putnam distinguishes between bonding and bridging social capital, where the former refers to networks and ties between people with similar and the latter between those of different social characteristics. Bonding social capital is more often existent and easier to develop. It might contribute to exclusion and segregation, when people, belonging to a different culture or religion, stand aside. Bridging social capital is more important for the development of a cohesive society with a shared sense of belonging. This is especially necessary in neighbourhoods, inhabited by a heterogeneous population. Individuals being connected to wider social networks through 'weak' ties—casual acquaintances beyond family and the inner friendship circle—benefit from more chances, they are more likely to be hired or housed, to find the qualified doctors and to get important information etc.

What gives people a sense of belonging and feeling at home in the neighbourhood?

The inhabitants' perception and emotional relations to their locality is crucial for their feeling at home, being rooted somewhere, inhabitants' inclination to stay if possible and their positive attitude towards the people and places nearby. The Young Foundation has teased out the most common threads which make people feel they belong. It is mainly based on their feeling of being accepted by groups—family, colleagues, neighbourhood, associations and society. Informal feedback circuits reinforce a sense of belonging or make individuals feel excluded.⁶ Personal relationships play a central role more than attractive buildings, niche shops or shared values.⁷

“Face-to-face encounters constitute the basic elements of community and identity with place that allow an individual to set down ‘roots’ into a particular space”.⁹ “While different people place different emphasis on the importance of links that exist between family, friends and neighbours, there was a general recognition that their presence does help sustain a sense of community and their own sense of involvement in that community”.¹⁰ What constituted, created and maintained community was often “based on innumerable, outwardly almost insignificant, fleeting and ephemeral interactions between individuals within the general context and infrastructure of each locality”.¹¹ ‘Community’ was often rooted in informal contacts such as chatting at the post office, regular meetings at the hairdresser's and conversations related to the school and suchlike.

Different approaches to boosting local networks and citizen' involvement—strong and weak points

CoNet partners discussed the potentials and difficulties of four different approaches to increase local social capital:

1. The Informal Relationship Approach (Fostering conviviality and informal contacts)
2. Key Persons and Interpersonal Relationship Approach (Fostering key persons, central persons, local leaders, examples: family centre in Liverpool, link workers around the libraries in Malmö)
3. Group Approach (Fostering local groups, associations, clubs, projects working to develop cooperation between groups, examples: organisation of seasonal events, cultural activities, volunteer activities)
4. Committee Approach (Fostering traditions of committees and round tables, enabling people to have a say, examples: neighbourhood committees, local support groups).

Ten feedback circuits which make people belong—identified by the Young Foundation

1. informal but strong ties to family and friendship
2. 'weak' ties of association that bind people together in churches, clubs and voluntary bodies where they find connection and common purpose
3. messages from the economy, positive ones if it offers entry level jobs as well as opportunities for advancement, negative ones if it overtly discriminates, or simply has no place for a significant part of the population
4. messages from power and politics—a political system in which key roles are filled by people who look like you and share your values will encourage feelings of belonging
5. messages from culture in its widest sense that reinforce a sense of belonging or of alienation
6. messages about physical safety— levels of violent crime and anti-social behaviour strongly influence feelings of belonging
7. physical environment
8. everyday public services—schools, hospitals, frontline government offices
9. homes—where there are homes for people like you, your friends and family
10. law and its enforcement—if people help to shape and believe in the law, they are more likely to obey it.

The Young Foundation, Hothi, M., Cordes, C.: Understanding Neighbourliness and Belonging, 2008, page 3

3.2 The Informal Relationship Approach—strengthening opportunities for the familiar but mundane and everyday contacts between people and places

Among other things, the importance of informal contacts was highlighted in the cited research of Robertson at the Stirling University. Thus stabilising and developing diverse local economic opportunities, viable retail and social facilities and friendly and safe environment are basic also to evoke local activities and communication. Beyond these action fields the Informal Relationship Approach aims at improving the inviting character of places for informal conviviality and animating ‘kick offs’ that people get to know and meet each other.

A lot of public places, play grounds, streets and squares, libraries, swimming pools, kindergartens, public benches, shopping areas, house entrances can be optimised to better stimulate informal communication—not only by physical improvements, but also by actions to use these places. In these kinds of projects the owners, managers, housekeepers

and inhabitants are involved—how this can be done best. The public participation processes around the embellishment and improvement of public spaces are often starting points to get in contact, presumed that also more isolated persons participate, which can be arranged by outreach activities.

Encouraging neighbourliness—inhabitants of a house or a small street knowing, greeting and helping each other out, chatting somewhat—is an effective way of creating a friendly and more supportive atmosphere in neighbourhoods. It is also a successful approach of outreach—landlords, community and social workers getting in contact with the inhabitants, also inviting them to participate in local activities. This is especially wise in houses, where the inhabitants suffer from conflicts and a very anonymous atmosphere. This helps to bridge the barriers between heterogeneous cultural identities. The most appreciated quality of neighbourliness is in the middle of a continuum. Most people don't like too much neighbourliness, but appreciate friendly but not too obliging contacts among their neighbours. But friendly relationships with the

Understanding neighbourliness and belonging

Provocatively negative	Passively negative	Passively positive	Passively supportive	Interactive and supportive	Intrusive, “nosey”
(antisocial, disturbs norms of privacy)	(no acknowledgement, maybe deliberate avoidance, non-social, may imply isolation)	(noncommittal acknowledgement, accentuates privacy, “keep meself-to-meself”)	(recognition, hesitant inquiry, minimum conversation, possible readiness to help in time of need, not clarified)	(expressions of interest, readiness to help and support in time of need is made clear, balanced with sensitivity to personal privacy)	(proactive interference—perceived or real—excessive inquisitiveness, lack of sensitivity, disturbs norms of privacy)



Graph: The Young Foundation (Hg.) or, Hothi, M., Cordes, C. (2008): Understanding Neighbourliness and Belonging



Art and more in Brussels—striking a balance between the artistic, social and urban world

Recyclart, Chapelle-Kapellekerk Station

This Brussels-based project was initiated in early 1996 by the Delegation for the Development of the Pentagon (Urban Development Department of the City of Brussels) in cooperation with various other services.

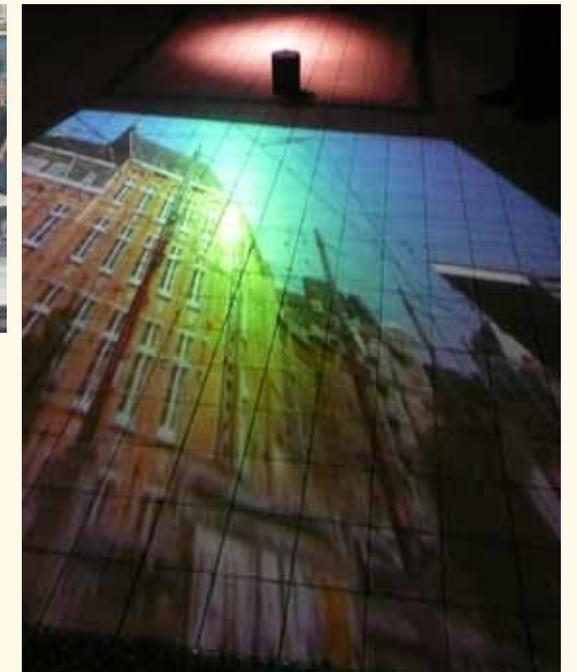
Recyclart operates as a professional organization and has redesigned the previously inhospitable and vandalised area around the Chapelle-Kapellekerk train station, integrating the underpass, the spaces under the arches and the public space in front. This has resulted in a lively and well frequented meeting place.

Recyclart now functions as an artistic laboratory, a creative centre for cultural confrontation, an actor in the municipal public arena, a training centre and as a place for meeting and experiment. Recyclart finds its inspiration in the capital's fascinating daily reality in a local, national and international dimension. This reality is fed by the city's varied cultures and communities. It devises projects and concepts that link people, various media, expressions and sectors.

The program includes:

- ▶ artistic programming, one-off projects alternate between long-term processes
- ▶ urban reflection and art in the public arena, offering new impulses in a social perspective for particular areas in the city
- ▶ training and employment for the long-term low educated unemployed, provided by several technical teams: renovation, woodwork, metal work and catering.

Currently Recyclart is even providing three apprenticeships places for printers.



Volunteers from five to more than a hundred

Community development, High-Deck-Siedlung, BERLIN-Neukölln

Finding more than 100 volunteers who regularly support community activities is not a matter of course even in middle class areas. However social conditions in the High-Deck-Siedlung, a social housing area built in the 1970's are different: two thirds of the inhabitants have a migrant background—mainly from Arabia or Turkey, a third don't speak German, many are unemployed and dependent on welfare benefits.

At the beginning of neighbourhood management there are very many small tasks to do: to make contact with inhabitants at every opportunity to take their questions into account, to serve their wishes and to be attentive by remembering birthdays etc. This allows people to always be approachable. Especially with migrants, personal contact is a precondition for involvement.

During the neighbourhood management's starting phase tenants and the landlords were invited to "home and yard talks" on housing issues, conflicts and questions, leading to more trust and relationships. From these contacts a tenant's advisory committee and a 50+ computer club have evolved—the latter sees volunteers supporting inhabitants with computers and the internet and has circa 50–60 members and a 15 member core. These contacts allowed the organisation of an "ideas workshop" with 80 participants from all walks of life. As a snowball effect many different projects have come to be:

- ▶ a small neighbourhood centre with circa 25 active volunteers, where events and consultations are organised
- ▶ the "Kitchen of the Nations" cooking and eating international food together; over 100 meals have taken place with many changing participants and a regular core of 15 people

- ▶ very popular are the markets—flee market, Christmas market, children's fete—circa 40 regular actors to manage this
- ▶ a major event is the balcony competition—a rather German tradition, but even migrant inhabitants participate
- ▶ parents groups, who organise trips, small projects like "Discovering the Arabian World" the idea of a group of Arabian mothers
- ▶ self-help group for parents with disabled children, mainly of migrant parents.



people living nearby—having good neighbours—proved to contribute very much to a positive community feeling.¹²

"House and courtyard talks" can be organised to hear and discuss inhabitants' needs and opinions, to discuss planning projects, to clarify neighbourhood conflicts. The barrier to join is low, when it takes place near by, maybe under an umbrella in the green spaces, on the roof garden, in the entrance lobby in a relaxed atmosphere. In many countries housing companies have installed lasting forms of tenant's participation, forms which are included in the committee approach. Here we wanted to highlight the importance of informal contacts between immediate neighbours—and the manifold possibilities to encourage this by small interventions.

Extended families living in the same local area are still a reality for a lot of people, especially those in the less educated and less mobile social milieus and family contacts significantly contribute to the sense of belonging. But these networks are barely in the focus of community development—they often contribute too little to bridge social groups—they can enforce exclusion in closed communities and continue behaviour patterns of exclusion. Housing companies sometimes support the tenants' relatives to move in, on behalf of social stabilisation and intergenerational support.

At the core of these procedures is the premise, that the informal contacts are basic in everyday life and once got underway, getting and staying in contact might continue by itself. Though strong as starting and outreach activities, more drivers—beyond the planners, community workers and the staff of housing societies—are needed, so that this really happens, especially in disadvantaged neighbourhoods, inhabited by a culturally very heterogeneous population.

3.3 The Key Persons and Interpersonal Relation Approach—multiplied effects through networking

The Key Persons Approach, fostering key persons, central persons and local leaders was very much pushed by the community organisation researchers and promoters in the United States in the 1970's based on the ideas of Saul Alinsky. In this tradition the problems of dispossessed people and neighbourhoods were seen as not resulting from a lack of solutions but from a lack of power. The aim was to generate power by organising people and money around a common vision. This was based on indigenous leadership. In this tradition training opportunities to build up a pool of civic leaders have been set up.

Yet also in less ambitious and pragmatic contexts—finding and involving key persons, representing the needs and opinions of special groups—is very common in community development. European programmes also offer opportunities for local people to learn more about community development and develop social networks. A strong point of this approach is the capacity of key persons to create contacts to groups, which so far stand on the outside, e.g. ethnic minorities, people with a handicap, the elderly, the unemployed. When this is followed by enlarging the connections to and between these groups, this is a very feasible way of enlarging social capital. Success very much depends on the key person's integrative capacities. Sometimes this approach leads to a deadlock. The invited "representatives" feel very important, communicate personal views not shared by others, act very demanding and hinder other people joining.

Conscious, sensitive outreach to immigrant groups

Neighbourhood Mothers, Neighbourhood Management, BERLIN

“Red scarves, bright smiles, focused training those are the trademarks of Berlin’s Neighbourhood Mothers campaign, an effort to mobilise woman power to break the walls of isolation surrounding immigrant communities”. The Washington Post article (June 14, 2009) highlights the project’s success working as a transferable outreach concept to support migrant women’s and their families’ integration.

The Campaign recruits Turkish women themselves to make contact with the newer immigrant mothers—mainly of Turkish and Arab origin—in parks, at kindergartens, at schools, at markets or door to door. The selected families are visited at least ten times, generating trust, which allows them to voice the real questions and concerns. They systematically talk about such subjects as health, education of their children, gender issues, German language, skills and employment. Equipped with bags full with information flyers, they inform about how to access the medical system, the schools, kindergartens, language courses and the available local services or activities. They learn about the immense advantages of full education, finding employment or access to local networks to overcome loneliness.

Over a six month course two days per week the women are instructed about these issues. A Neighbourhood Mother applicant must be a migrant herself, a mother, a native speaker of Turkish or Arabic, jobless and a fluent speaker of German. Normally it is their first job. They work 30 hours per week, yielding a small income. This is a huge self-confidence building step and often it is the first time that they earn their own money in Germany.

In 2004 this capacity building project was launched in one Berlin neighbourhood and 28 Neighbourhood Mothers were trained in two courses. Following an external evaluation, which has proven the project as highly successful, it has subsequently been applied to a lot of neighbourhoods in the district of Neukölln, which are included within the Socially Integrated City Programme.



Concentrating only or mostly on key persons has become a little bit old fashioned.

Both starting points are mostly connected by networking to better the accessibility of public amenities and the impact and benefits of public amenities. Examples are the family centre in Liverpool, parents’ involvement in the kindergartens and the schools, the opening up of the houses for the elderly for other citizens’ activities. In the Fosie district in Malmö a wider concept of link work was developed. One focus within investments in the environment is to enlarge the socio-cultural infrastructure by providing attractive meeting places. In the economic field some small local businesses are subsidised and assigned to act as a ‘contact point’ for the local people. This can be seen as a compensation to counteract poor economic life in a large housing estate district—poor local business life is very much connected with poor communication. Furthermore former unemployed people belonging to different social milieus are hired to work as link workers, for example around the library. Their task is to bring in ‘their’ people and to enforce security.

- ▶ The big plus of these proceedings of enforcing social networks around key persons is: Community development activities are undertaken by many institutions and professional partners, thus developing a culture of active participation. If there is a neighbourhood management, the professionals support the partners at the beginning to invite parents, family members, clients, customers, people from local businesses and others to join activities and events and to prepare and moderate this coming together.
- ▶ More complex networks emerge with a lot of nodes, ties, bridges, in-betweenness, closeness, centrality and leaders.
- ▶ The huge number of convincing projects, which have found key persons or link persons in different social and cultural milieus and have

connected them with kindergartens, youth centres, training institutions and libraries have proved that this can be an efficient way of contacting and connecting people of different social milieus.

3.4 The Group Approach— Doing something together connects

The Group Approach aims to develop a broad range of local groups, doing something together, more or less regularly and obligingly, providing contacts and self-help, thus providing and enriching local life. Classic examples of this kind are:

- ▶ groups, which organise seasonal or other recurring events, often together with different local groups and institutions
- ▶ clubs and associations, e.g. senior citizen groups, self-help groups like the anonymous alcoholics, community groups or community associations
- ▶ volunteering in sports, social and cultural projects, groups joining around charitable projects—sometimes partly subsidized by the municipality, European programmes or foundations.

Seasonal or other recurring events in the neighbourhood—like a summer party or Christmas market, an autumn and a spring flea market, a neighbourhood or school anniversary reunion—are very much appreciated by most inhabitants and contribute to their sense of belonging. Organising these events provides many opportunities to link very diverse people. Doing something together connects. Often more so than usual in neighbourhood activities, also men, people belonging to ethnic minorities, workers and unskilled persons join in—preferring practical activities, maybe to manage the grill or to put up the tents. It is easy to contribute, open as to whether to invest little or much time and without

an obligation to join next time again—a low-threshold opportunity, which people often enjoy.

The balance between empowerment support and citizens' consumer behaviour support is often fragile

Though the events must evolve out of people's initiatives and be based on their self-organisation, neighbourhood managers, city administrations and professional staff of local institutions often contribute very much to coordinate and support these activities—it is often based on co-production. Questions are: How much of professionals' time can be invested in starting and following up local event traditions? The wise rule of community organisers is: Never do for others what they can do for themselves. But in disadvantaged neighbourhoods it is difficult to assess: How long and how much "empowerment" is needed till local people can organise their wanted event by themselves? Sometimes inhabitants behave very demandingly. For sustainability, practitioners recommend starting small, helping the people to develop doable concepts. Maybe people in the neighbourhood themselves decide to set up a neighbourhood association to have a more stable basis also for bigger local events and to manage the financial risks. But also the professionals shouldn't have too many demanding expectations.

In disadvantaged neighbourhoods, inhabited by a culturally very mixed population, the professional support for creating or enlarging clubs and associations is mostly focused on those, bridging different groups. Another focus is supporting community groups coming together to implement new projects, put on the agenda in a collaborative planning process. The support for setting up local groups' and their associations—especially also for giving people a say to promote their own interests, is part of the empowerment strategies. The empowerment concept came up in the 1980's and

though imprecise and nebulous it is very much recurred by neighbourhood development projects. The main new aspect might be the emphasis on rights and abilities rather than deficits and needs—addressing persons as citizen, acting in their social and political environment, mainly focussing on a long-term process of adult learning and development.

In the context of this chapter empowerment takes different forms:

- ▶ Organised groups, which regularly meet, and associations tend to be lasting, changing along the typical cycles of group development—from the starting phase with the spirit of departure, the enlargement and the peak with some success, realising the ideas, the decline with bureaucratisation and shortage of new members and maybe a new departure phase.
- ▶ Organised groups provide arenas for coming to talk and work together, for the formation of public opinion and the exchange of opportunities.
- ▶ New needs and common projects can be more easily tackled, if active groups already exist or are built up.
- ▶ Group activities and management provide a lot of opportunities for the members to develop personal communication talents and know-how, thus are important fields for informal learning, also for the less educated and migrant people, who join.
- ▶ Projects and events, organised by community groups contribute in bettering the internal and external image of the neighbourhood.

Weak points can be the limited number of actors, who are continuously willing to invest much time and to organise these activities. Many groups start being dependent on public subsidies. Creating one or several jobs is becoming part of the motivation and the following insecure financing produces a lot of frustration and the up and down of projects.

On the move—co-production of sport and fitness events

Sport and fitness in the neighbourhood, Mehrower Allee, BERLIN-Marzahn

This project was launched in 2008 in the large disadvantaged housing estate area mainly comprising high-rise buildings—which very much lacks community life. Sport and fitness motivate people to get out and to do something together. The inhabitants contribute very much to enlarging the sport activities provided, adapted to their ideas. After having surveying needs and wants, this was realised by means of co-production with associations, schools, day-care centres, the neighbourhood management and the district sport department.

The biggest seasonal event on the calendar is the Sport Action Day with a running race. Participants collect donations for charity for every kilometre run. The wheelchair user is just as welcomed as the seasoned athlete.

The Family Sport Sunday motivates families to meet. A citizen initiative fought for the retention of an old gymnasium about to be demolished. This is now used for family sport and as an indoor playground.

Activities are varied and aimed at all inhabitants and age-groups:

- ▶ Seniors 50+, 3000 Extra Steps (weight loss), walking and running groups.
- ▶ Cycling tours, table tennis championships, hiking, beach volleyball.

It is hoped that these citizen driven activities will continue independently, long-term and become self-sufficient—something not at all usual in such an area.



From volunteering to co-production— a new take on old concepts of cooperation between professional services and citizens

The long tradition of volunteering in sports, social activities and culture in many European cities is great social and cultural capital. Volunteering is not on the decline. This is often feared, but in the public volunteering is very much appreciated and also very much pushed.

Volunteering is more frequently done by middle and upper class individuals, traditionally there are often not employed housewives with more available time. For those people, who very much lack jobs and money more tensions arise between volunteering and paid work for example in the city or church provided services. These people mainly seek jobs or additional income—why accept or seek work without payment? Volunteer groups should supplement, not replace remunerated jobs, but the differences between remunerated and additional work are often small. The flat rate reimbursement of volunteers expenditures can touch the level of minimum wages—for example migrant housewives, who have never earned their own money, e.g. working in neighbourhood care services, appreciate this money, but with more experience they doubt if the reimbursement is just. The legal, administrative and financial frameworks differ very much between the European cities—some cities and job centres use special programmes to remunerate work which is very similar to volunteering activities, being the first steps towards jobs. Other cities refuse this, in order not to spoil the clear altruistic basis and tradition of volunteering and not to start financing, which in the countries regulations have no sustainable base. Some convincing projects in Liverpool or Malmö are not considered transferable or sustainable in other cities.

Co-production of social and cultural capital—this is more and more a headline reflecting the cooperation between lay persons, beneficiaries or community groups and public and private institutions to provide services. Is this just a new term to overhaul some of the negative connotations of volunteering? To take advantage of volunteers' work and to give them only a friendly handshake?

Services for the elderly, especially in old people's homes, have been the positive frontrunner with the idea of co-production. The hierarchical distinction between the professional staff and the involved families and other volunteers have been blurred and co-production in providing care extended.

The booming consumer co-production has rather negative connotations. In commercial services—banking, retail and the travel industry—consumer co-production has led to huge staff losses and negative service quality. But also in social services the never ending promises, that volunteering—citizen unpaid co-production—is no way to reduce the costs of services, show that there is a problem.

Yet the new term co-production expresses a new understanding and changing objectives in the cooperation between professionals and lay persons, institutions and community groups adapting the forms to societal change:

- ▶ blurring the hierarchical distinction between the professional staff and the involved lay persons
- ▶ better respecting the volunteers' independent decisions, how much time and effort she or he wants to bring in and avoiding informal pressure
- ▶ well clarified roles and regulations as to the cooperation, self-confident coordination and management of volunteers and community groups contributions, this is often done by paid professionals
- ▶ ensuring the benefits for volunteers.

Though despite all these—manageable, but not solvable—conflicts the benefits of volunteering are huge, also for the people in deprived neighbourhoods. Integration by volunteering, this is an often heard motto of the efforts to also include migrants and other groups, who often stand aside. Volunteers appreciate, being needed to help others and to contribute to projects and tasks, which make sense. They also volunteer for their own skill development, to meet others, to make contacts for possible employment, to have fun, and a variety of other reasons that benefit themselves. A lot of successful projects in deprived neighbourhoods prove that it is also possible to successfully encourage less educated and poor citizens to join volunteering.

3.5 Committee Approach—working best in combination with the other approaches

Implementing neighbourhood committees, local support groups and inhabitants thematic work groups to give people a say in urban and social planning, urban renewal projects and decentralised local politics is discussed in chapter 1. The big benefits of committees including inhabitants in local decision-making are:

- ▶ strengthening the inhabitants motivation, to join and actively contribute, provided they believe that they will have a say and the participation offer is serious
- ▶ providing a basis for a lasting participation culture
- ▶ and offering an arena for learning and deepening the experience with democracy.

Risks are also involved:

- ▶ without previous networking corresponding to the above discussed approaches it is difficult to involve especially disadvantaged groups
- ▶ sometimes a process of bureaucratisation develops and activities loose vitality

- ▶ groups with special interests and anti-social or very demanding ideas instrumentalise the committees
- ▶ frustrations evolve out of misunderstandings: in the end it is the elected people who decide public affairs, active local people give advice, form public opinion and act on their own.

Aiming to build up social and cultural capital in deprived neighbourhoods and strengthen belonging and feeling at home the committee approach should not be the main or only focus of community development activities. Of course in integrated procedures the well reflected combination of the different approaches is decisive for successful and effective strategies and effort.

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4

Open up and adapt amenities and services to the inhabitants' needs, so that also disadvantaged persons find access!

Multifunctional amenity enhancing, co-production and outreach allow local social services to become familiar, trusted and used more day to day. Places such as municipality services, libraries, adult training centres, gyms are developing into a new generation of integrated and integrating neighbourhood centres.

Outreach activities undertaken by local individuals acting as intermediaries bridge distances with their commitment, enthusiasm and their networks to different groups.

How to best adapt job and training offers to the needs of those in disadvantaged neighbourhoods? How to make the most of employment policy means with long term results—also interrupting the “inherited” cycles of unemployment?

The list of current tasks for improvement is long: more comprehensive job support, doable qualification steps also for the less educated, differentiated job activating offers, including motivating and individualised long-term third-sector jobs.

This can only be realised by a strong bottom-up and top-down cooperation, on both a city wide and neighbourhood level.

4.1 Inclusion and an open society—strengthening the accessibility of public amenities

Inclusion is a two-sided active process. Everybody—also the disadvantaged—should be active contributing citizens and not only hold a consumer attitude towards public services. But society must also be open and supportive about letting disadvantaged people in. Adapting public infrastructure and services to inhabitants' needs, so that also disadvantaged persons find access, is crucial for bettering social inclusion. This is not only a question of formal opportunities, but of user-friendly conditions, attitudes and images as well. Of course, public resources are limited and making the most of them is a precondition.

This is often achieved using three different approaches:

- ▶ multifunctional amenity and service enhancing: developing infrastructure and services by combining different functions and goals, thus serving more users and employing places and staff more intensively
- ▶ co-production: involving users, associations and enterprises in providing the premises and services, thus different partners each bring in their wider networks
- ▶ outreach: connecting services to the people and their places to increase the number of participants and the impact of services, thus picking up users and paving their way to services.

We have to emphasise that in some action fields, structural changes are also needed, to open institutions up to the changed needs of society. Discussing this in detail is not within the scope of this guide, which instead focuses on integrated procedures at a local level.

In different action fields project enhancing, co-production and outreach take varying forms and are of more or less relevance. Integrated neighbourhood centres are a good opportunity to explore some of the potentials and challenges.

4.2 Integrated neighbourhood centres—making the most of social and cultural infrastructure

Quality of life is always improved by providing good premises for local cultural and social life and social services—places where people can meet, organise projects, arrange events, run errands, get information and support and where leisure activities, education and sports can take place. In neighbourhoods where such infrastructure doesn't exist, these amenities can mostly be found on the top of people's wish lists for upgrading the neighbourhood. On the other hand, in neighbourhoods where some kind of neighbourhood centre does exist—often built in the 1960's, 70's or later and meanwhile somewhat old-fashioned and run-down, but sometimes also modern well-equipped cultural and social centres—they are often not very well frequented. The appreciation of social, cultural, gastronomic and youth facilities is very sensitive. The lifestyle and likings of different social groups differ very much. People tend to avoid being roped in to overly ambitious social-pedagogical or political endeavours. Local leisure facilities and services compete with a huge variety of offers across the whole city, region and in the media—regarding leisure activities people have become rather picky—free time is precious. Especially for families living in precarious economic situations or those having to manage income, children and health etc., there is little energy left to participate in local social and cultural life.

Synergies by multi-function

How to overcome this dilemma? New combinations and new cooperation partners are enabling interesting solutions and bringing in a breathe of fresh air. The backbones of modern multifunctional neighbourhood centres, which attract broad user-groups, are the municipal services: libraries, adult education centres, health and wellness offers and sports. The integration of children's playrooms and libraries provides a hotspot to also involve children and parents.

Municipality services: The decentralised relocation of municipality services and their combination with educational or cultural amenities is a huge trend in developing citizen-friendly administrations located nearby. The docking of services and facilities to existing infrastructure or to new projects—schools, libraries, churches etc.—is not only beneficial for users, but is also a promising strategy for cities facing declining tax revenues.

Libraries: The district libraries and also the adult education centres have seen a renaissance, being a very integrative nucleus of citizens' life, appreciated by all age groups, non-academics and academics, migrants and those of local origin. Modern libraries are no more mono-functional only suitable places for looking for, fetching and bringing back books. They also provide space for talking and having a coffee, multimedia, computer access and quiet working space. They are increasingly combined with or also act as an adult education centre and venue for cultural events or association meetings. Outreach activities between kindergartens, schools and the libraries, often undertaken by volunteers, contribute to making the library a familiar place. In many cities, libraries are still or again part of the district infrastructure, cooperating with the library in the city centre. The multi-purpose benefits make the (district) libraries' costs more reasonable.

Sports: A further important and very integrating nucleus for local life are gyms and sports halls, which exist in many neighbourhoods in connection with school sports. All age groups and social economic groups—including the poor and migrant groups—increasingly do sports, fitness and health prevention activities and appreciate local amenities. The locations of other leisure activities are often much more spread over the region. Many potentials to enrich sports halls with other "neighbourhood centre" activities exist, especially in neighbourhoods where other venues for local life are missing.

The tendency is to offer facilities of general interest for all citizens, which are attractive and modern in design. Help desks or contacts points for social advice and consulting can be incorporated. Amenities for groups and meetings can be used for different purposes and be docked to a variety of other facilities, especially also the school. By frequenting integrated centres—larger or smaller ones—barriers to use are kept at a minimum because they are familiar, trusted and used day-to-day. This can be practised together with outreach activities, to also bring in the less active and those on the side-lines.

At a district and smaller neighbourhood level, most cities are developing a variety of decentralised places for local social and cultural life and social support, each with an individual profile. The examples shown in the Fosie district in Malmö and in Berlin can be seen as prototypical in providing specific and at the same time individual solutions, well adapted to the local conditions.

A different policy is pursued e.g. by the cities of Gijón (see chapter 1) and in Apeldoorn-Zuid. Big integrated municipality centres have been developed at district level (Gijón in all districts of circa 50,000 Inhabitants, Apeldoorn-Zuid,

Lowng the barriers to reaching services

Medborgarkontor, Fosie, MALMÖ

The Fosie district in Malmö is developing a variety of decentralised places for local social and cultural life and social support, each with an individual profile. It is without a developed urban centre for the whole district and being composed of several small neighbourhoods, each with up to 5–10 thousand inhabitants. Urbanity has little basis to evolve. Together with the greengrocer's, bistro, square and fountain, the 'Fosie Medborgarkontor' combines decentralised municipality services with meeting venues, computer and internet facilities, a copy shop and job and housing information points. By connecting these different functions, this small neighbourhood centre is made affordable. The 'Medborgarkontor' forms an additional point of destination in the middle of this small neighbourhood and brings somewhat more life into the centre of the mono-functional housing area. The municipality, job centre and housing company's services can be reached at short distance—in a friendly and well-known atmosphere. The synergies are considerable.



Synergies by co-location— a social, cultural and training centre

Oslo Street Factory, BERLIN, Soldiner Kiez

The co-location of a variety of services in the Oslo Street Factory allowed the former factory to be used as a cultural centre, offering the benefit of the special brick-factory ambience and the visitors' and staffs' conviviality. Main users are:

- ▶ a neighbourhood centre, NachbarschaftsEtage (registered association): café, stage, meeting point
- ▶ a museum for children, Labyrinth (gGmbH)

Four social, nonprofit organisations:

- ▶ Wohnwerkstatt e.V.: youth career training work-shop (metal workers, bicycle mechanics)
- ▶ Durchbruch e.V.: youth career training workshop (gas fitting, plumbing)
- ▶ Putte e.V.: daycare centre for children
- ▶ German Scout Association

Two private companies:

- ▶ a music school, especially for drums
- ▶ an ecological printing company.

It is also an example of a big complex organisation and finance structure. An umbrella organisation was established to run the project, the Oslo Street Factory (registered association). The main partners of the association are the main users, the neighbourhood centre and the children's museum. The municipality leases the property rent free to the Oslo Street Factory, which sublets the floors to different associations and enterprises, which all have their own financing. The organisation is managed by two social workers paid by the Senate Department for Integration, Social Policy and Employment. Additional staff are provided by the Job Centre run by the Federal Employment Office and the state of Berlin. The running costs are financed by rental earnings, the earnings from the café and donations.



only in the southern district) incorporating varied high quality infrastructure and services—functional combinations which have so far been remarkable. These ambitious social and cultural magnets also contribute to animating urban life in the cities' district centres.

Synergies by co-production

The municipality is not always the best running body, especially within integrated centres, where different partners are wanted to contribute. The municipality is a powerful partner, inhabitants might develop a passive and demanding attitude, the necessary bureaucratic regulations diminish flexibility and it is not always guaranteed, that staff deliver user-friendly qualities—like opening hours also in the evening, at weekends and on holidays. The municipality is politically vulnerable, susceptible to pressure by interest and lobby groups—also by partners, who want to gain privileges and subsidies by offering their charitable services. From time to time neighbourhood centres need redesigning, to adapt to new needs and ideas and to close down activities, which are not appreciated enough anymore. Professional staff and associations can exert a lot of pressure to prevent the necessary reshaping by highlighting their charitable dedication. Last but not least, the well-balanced co-production of public, private and non-profit associations can profit from the partners' different strengths and potentials.

Synergies by mixed financing

Financing in integrated approaches and projects mostly also means mixed or pooled financing. In integrated projects it is mostly a must because of different financial responsibilities. But balanced co-production presumes financial contributions by all partners—in money or in kind, to found the partnership at an eye-to-eye-level. Enlarging activities through common contributions is also a chance to make the most out of limited resources.

Mixed financing often also concerns integrated neighbourhood centres run by the municipality. In cities where no special budgets and responsibilities for integrated neighbourhood centres are defined, the involved divisions of the municipality have to come to agreement. The combined different functions are not strictly separated in order to profit from synergies—thus the financial responsibilities are not always clear and conflicts are not completely avoidable. At higher levels of municipality organisation the involved divisions often belong to different departments and mixed financing (e.g. between the departments of urban development and sports, social & citizen's affairs) gets rather complicated. Most administrations don't like to use mixed financing. Thus it is also a major task to develop a confidential and solid working cooperation between the partners of different municipal divisions.

Conflict prevention: responsibility for the whole and fostering co-operation

Multiple partners often also mean multiple conflicts. Involved partners usually have different needs, perspectives and values. Conflicts in everyday running have to do with different expectations in terms of money (strong reactions to this), cleanliness, noise, order and diverse usage. Different interests in active management (i.e. investment in publicity, future renovation) often also depend on the partners' different financial abilities. It must also be taken into account that conflicts in the life cycle of a project occur. These include the risk that a partner has to close down or goes bankrupt, grows much bigger than the other partners or develops inappropriate bossy or other unacceptable behaviour.

A hub for the neighbourhood

Dok Zuid, Community centre in South APELDOORN

The modern and inviting architecture is the first thing that strikes the visitor when he or she arrives at dok Zuid, a new generation community centre finished in 2009. It was jointly set up by the Municipality of Apeldoorn, the De Goede Woning Housing Cooperation and the Province of Gelderland. It houses a public library, a café, three primary schools, a crèche, an office and meeting centre for the Wijkraad district council, a Youth and Family Centre, halls that can be rented for meetings or activities by associations and clubs like the chess club, and Servicepunt Zuid, which provides assistance in the area of care and welfare. An adjacent building, finished in early 2011, provides room for a variety of medical service providers. The top storeys of both buildings will eventually accommodate around 100 apartments, including homes that are suitable for the elderly and people in need of care.

Boost synergy

Dok Zuid is a good example of how municipal services (like the library) and schools can be combined with rooms and opportunities for civic activity by local residents. It also helps organisations to work together, because they 'live together' under one roof.

Programme director Elske de Jong has been appointed to boost the collaboration. "It is important in the case of such multipurpose centres that parties appoint a project champion. After all, things don't just run smoothly from the start: parties need to get on the same wavelength. It is therefore important that the project champion has enough authorities and elbowroom to get things up and running from the outset." A good example of the synergy that is created through collaboration is the 'Digiproeverij' programme, in which elderly local residents are introduced to working with computers, mobile phones,

iPad, TomTom, etc. The programme was organised by coaches from a cultural institution; schoolchildren from dok Zuid helped the senior citizens to use the appliances; Servicepunt Zuid handled the coffee and biscuits and the entire affair took place in the computer room of the public library in dok Zuid.

Connect

Preparations for dok Zuid were very thorough, and as a result, in the project's first year, it could offer a programme of over 150 activities. The trick is to link the good ideas of local residents and volunteers together, and to ensure that local residents will personally take on the responsibility of organising the various activities. Elske de Jong: "You need to strike the right balance. You need a project champion, but you also need to watch out that you won't be carrying out the entire programme yourself. Everyone needs to do his bit in the collaboration." In South Apeldoorn, this has worked out just fine: many local residents see dok Zuid as an extension of their living room. It not only lifts up the area, but also the people who live there.



As preconditions for the sustainable viability of co-production in neighbourhood centres, practitioners highlighted:

- ▶ clear contracts at the beginning (for the phases from the beginning through to the end of the project)
- ▶ a running body with clear responsibilities and negotiating power, one responsible manager acting as the head of the integrated project
- ▶ active relationship management supporting the partners' cooperation.

4.3 Centralised and decentralised services—connecting services to the people

How much decentralisation is feasible?

The possibilities to decentralise social and cultural amenities are limited by two factors, the urban context and the quality of the social services themselves. In districts composed of several small and barely connected neighbourhoods with different identities (e.g. each with less than five thousand inhabitants), urbanity has little basis to evolve. The location of social amenities is most beneficial when commerce and traffic hubs are nearby, the places are well known and errands can be combined. In small neighbourhoods there are few chances to develop sufficiently qualified and accepted local amenities and services “near” to the inhabitants. More densely inhabited “compact” urban districts, like those in Gijón with lively commercial and cultural district centres, frequented by all the surrounding neighbourhoods allow greater potential for ‘bringing the services to the people’.

With the organisation and methodology of social work, an important question is how to combine area based services and centralised target group services. There has been an intense discussion about the strong and weak points of specialised services for the needs of different target groups

(e.g. the elderly, individuals with handicaps, youth, ex-convicts, minor mothers or those on social welfare). On the other hand, the strong and weak points of the area based decentralisation of services and a more holistic systemic approach by involving the family, social milieu and partners in the neighbourhood, should be taken into account.

Synergies by outreach activities—go to the people, don't wait for them to come to you

Making amenities attractive by combining diverse functions and co-production by offering—both these approaches have one common aim: they make access easier. Offers, which appeal to and are co-produced by many create a lively atmosphere, whereby real and symbolic barriers are lessened. Another way is to actively create access by going to the places where people are: to their homes, public spaces, meeting points, shops, schools, youth clubs, old folk homes or doctor's surgeries. This is certainly not true of everybody, but some people can only be reached by going to them.

Such outreach activities have a long tradition in youth social work, with youth workers visiting hot-spots on the streets. This is one of the only ways to get into contact with young people at risk, who have problems and cause problems, such as excess alcohol consumption, noise and harassment of passers-by. Other examples include the home visitation of troubled families and children at risk by social workers. Volunteers visiting immigrants or the elderly, a community police presence on the streets or the neighbourhood management team running an information desk in a shopping area. This is much more than an emergency solution. It is also an expression of interest and appreciation and a chance to get to know their day-to-day life. Such contacts are often more valuable, also for the quality of professional work, than just staying in the office.

Outreach activities are demanding in terms of staff. Undertaken only by professionals (e.g. the job centre consultants, who make themselves available at the youth centre), the broader impact is limited. More comprehensive effects can be achieved by approaches which are based on multipliers and intermediaries, e.g. to promote reading books, going to the library, learning a language and motivation to participate in music, sports and professional training. There are multiple benefits to be gained from involving local individuals. As intermediaries they can successfully create contacts to their own groups. They themselves gain qualifications and a foot in the door to a career. Thus projects of this kind are very much in the focus of integrated approaches.

The setting approach—making contact and taking action where people meet

The setting approach can also be seen as a more comprehensive kind of outreach. Its key element is to not only focus on the individual, but instead on the living environment and context as a whole. The setting approach was mainly elaborated on in health prevention. The setting could be a school, kindergarten, hospital, company or a street block, a confined system of people and places, where everyday life is lived.

The setting approach directly targets groups of people who act in this system, e.g. students, teachers, the secretary, caretaker, cafeteria staff, cleaners and parents in the school. If the school wants to promote healthy eating, but the school cafeteria sells sweets, soft-drinks and fatty food, the efforts are bound to fail. Using the setting approach the underlying conditions are also targeted for change, e.g. in the case above installing a drinking fountain, offering delicious and healthy meals and introducing a student cooking club. What is more effective, changing people's behaviour or changing the physical and social environment? The setting approach

combines a little bit both. It avoids only telling people what they should or shouldn't do, instead it also changes the setting by offering concrete positive experiences and alternatives.

4.4 Employment—promoting active inclusion also in area based activities

The chapter four motto “Open up and adapt amenities and services to the inhabitants' needs, so that also disadvantaged persons find access!” is also the key to bettering life conditions in disadvantaged neighbourhoods through employment.¹ The motto concerning neighbourhood centres “Making the most of investments and efforts” also characterises the current agenda of job activating projects. Employment (or self-employment) is the most important engine of inclusion. The lack of jobs and the barriers for the individuals to get a job are the most important structural causes for exclusion. A mismatch of job offers and job seekers is part of the problem. A very high rate of worklessness—mostly much more than twice as high compared to the cities average—is the most important indicator of disadvantaged neighbourhoods and it is here that the associated social problems are also concentrated

To fight unemployment, an extensive support package has been developed over the last 20 years in most EU Member States and also in most of the CoNet partner cities.² But there hasn't been enough progress. We are still far from where we should be. Though it is only one element in bettering outcomes: we need to better appreciate that job, training and volunteering support within integrated action is productive—the opportunities this approach provides should be used to the full.



Enhancing job support by more comprehensive and individualised delivery of services also for the long term unemployed

Increasingly job centres have developed into one-stop agencies, open in design and easy to access. The offers of support and advice are being considerably reformed, towards individualised, more qualified and comprehensive delivery.³ For those individuals who have newly experienced the shock of losing their job the immediate support and offer of new job opportunities have become important quality objectives. In cases where other difficulties such as health, housing, child care and debt issues are further barriers to employment, a path to comprehensive measures is coordinated and tackled on site. The job centre’s strategic planning staff steer and manage job activating programmes to provide qualified offers of courses and training places elaborated in cooperation with the experts and local stakeholders in this field. For the long term unemployed and those with deep rooted problems, who lack motivation and confidence to re-enter the labour market more intense consultations are offered, which include outreach activities.

disabilities, chronic illnesses, near retirement age or those not used to working life anymore is a trend seen in much of Western Europe. But this is undermined by cost-effectiveness ratios in job support policies, oriented towards and prioritising those with average job chances. This narrow view of benefits ignores both, the long term costs of unemployment and the health expenses and social service costs—the concerned individuals’ unhappiness is immeasurable.

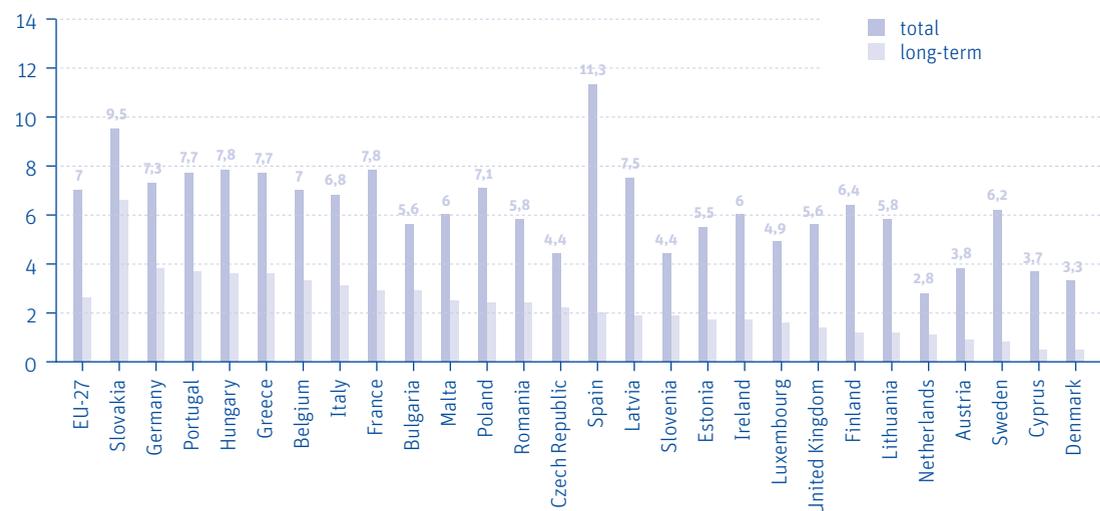
Enhancing job support—especially also in disadvantaged neighbourhoods—is the key to getting more people with low education, lacking professional experience and suffering from prejudices or further problems into employment or training. There are big differences as to how successfully job centres are doing their jobs.⁴

Developing coordination structures—on both a city-wide and neighbourhood level—bringing together bottom-up and top-down expertise

Neighbourhood management is far away from employment policies and has a very restricted influence on how the job centres work and cooperate—especially in those cities where the job centres are not in the responsibility of the municipality but of the regional or national level. But neighbourhood management can provide an active platform to put these tasks into focus and on the agenda, such as ‘round tables’ or smaller forms of Territorial Employments Pacts. Concrete feedback based on local experiences and local stakeholders’ common activities is highly necessary for strategic planning at a city-wide level. The main points, especially in terms of disadvantaged neighbourhoods—explored during the CoNet exchanges—are summarised in the following paragraphs. Sufficiently differentiated audits and case studies, worked out in cooperation with scientists and local practitioners can also contribute to kicking off and steering the

Alas, for job seekers in many cities and all the more for those in disadvantaged neighbourhoods, this quality of job support is still a vision. Even when reorganised comprehensive job centres exist, it is not assured, that the job consultants’ time constraints, priorities and competences will allow sufficient intensive support also for those unemployed with few chances on the labour market. The idea that everybody can do some kind of work and that everybody should be made ready and should also have the opportunity to enter in the labour market is erasing the traditional line between employment policies and social policies. In many European countries this separated allocation shaped thinking, problem analysis, organisational structures and practice for years. A targeted focus on activating everyone, also individuals with

Total and long-term unemployment rate



Source: Eurostat; data: 2008

Services for Increased Integration and Employment

Labour and Integration Centre, MALMÖ, Fosie

The Labour and Integration Centre (AIC) is a result of the Malmö Metropolitan Initiative, which aims to find effective ways of bringing the unemployed into work or education. The AIC is a collaboration between the city district of Fosie, the local unemployment office and the Swedish Social Insurance Agency, in addition to the Work Centre. Through a joint effort based on the unemployed person's own goals and conditions, the aim is that 65 % of all AIC participants start a job or education.

The target group is made up of people who are already or are at risk of becoming long-term unemployed and those needing more comprehensive support. Young people, newly arrived immigrants and Malmö residents that are furthest from the labour market, are homeless or threatened by homelessness are given special priority.

Facing budget reductions in 2010, the Malmö "Action Plan for Increased Integration and More Employed Malmö Residents 2010" focuses on even more cooperation and coordination between the operations—between individual and family care, the Labour and Integration Centre, the Work Centre and associations, e.g. focusing on housing problems or newly released prisoners.

One interesting aspect is the outreach work, practiced directly aimed at employment, e.g. at AIC Fosie the personnel spend several days a week visiting young people's day-to-day meeting points. They visit the local gym, the library and the supermarket to meet and talk to people about employment and education. This has proven to be a very successful method especially when getting young people into work or education.

Another interesting aspect in terms of integrated solutions is: the AIC Fosie shares the office building with the District Project Management.



A collaborative approach to working with partners in the public, private and community sectors

Jobs, Education and Training Service, LIVERPOOL

The Liverpool Jobs, Education and Training (JET) Service offers a range of services to businesses and residents in Liverpool, helping people match their abilities and interests with job or training opportunities. The service encompasses the whole city. There are local JET offices across Liverpool, based in neighbourhoods that have traditionally suffered from disadvantage and high levels of unemployment.

There are also members of the JET Business Engagement Team based within these offices to help local businesses tap into the pool of local labour, and to access products, services and funding from the JET Service and its partners. These staff have specialist knowledge of the local labour market and of the employment sectors operating in their area.

The Liverpool Employment Programme—designed to tackle the challenge of high levels of long-term unemployment—combines training and work experience to give people the skills they need in employment. The programme Step Closer 2 Work helps people who are long term unemployed due to illness and who have been claiming the Incapacity Benefit, Severe Disablement Allowance or Income Support due to sickness.

The Liverpool JET Service is a key player in several multi-agency partnership projects. Streets ahead is an outreach and engagement programme, which addresses a whole range of potential barriers that people face. Staff visit people in their own homes, schools and community centres within areas of high unemployment, to offer help and advice on a wide range of issues such as employment, training, housing, debt, health and childcare. There are many organisations involved, including the JET Service, Job Centre Plus, Connexions, Housing Associations, Citizens Advice Bureau and Primary Care Trusts. The Jet Service is funded by Local Government discretionary funds and the European Union. The Employment Programme Team secures available funding from sources that include the European Social Fund, Area Based Grant and the Learning & Skills Council.

Based on: JET information 2010



Helping clients to work: the 1 day approach

Aktiverium, job centre, APELDOORN

In Apeldoorn, the social security applicant can set to work straight away

For a number of years now, when a resident of Apeldoorn comes to apply for a social security benefit, the key words are immediate action and trust. Immediate action, because on the very first day, the Municipality already lets the applicant take his first steps en route to a new job. Trust, because after this, the social security benefit is immediately arranged and paid out on the first day, without the applicant having to present proof of his situation.

Let's get to work

Theo Beijer, the departmental head of Work & Participation, explains what brought Apeldoorn this far. "We wanted to be more effective, get people back to work sooner. Because we always needed four to eight weeks to request and check the documents of proof and arrange the benefit. Only then did we start the reintegration process, asking ourselves how to get this person back to work. In practice, this meant that in those first weeks, an applicant mainly concerned himself with the question how to survive this period in financial terms. And of course, we want this person to devote his full attention to finding a new job." The Municipality of Apeldoorn has focused entirely on this objective. Immediately upon entering the office, social security applicants are treated to a discussion about work. What is required to get a job again? Which agreements will we be making with one another? After that, the Municipality will arrange the applicant's income that very same day. And this is done on the basis of trust. Theo Beijer: "We already know a great deal about a client thanks to our access to various sources of information. So if there's no history of fraud, there are no behavioural problems and someone tells a consistent story, we pay out immediately.

We ascertain the validity of applications by means of random checks."

Totally different attitude

Apeldoorn is satisfied with the new approach, although it is no easy matter to make a complete about turn as far as methodology is concerned. Theo Beijer: "It wasn't easy to change the attitude of our own staff. To make the switch from retrieving documents of proof to trust is extremely fundamental. We have trained our employees in this approach and given them intensive support. For example, there are techniques that you can use that make it fairly simple to check the consistency of a story." The Municipality of Apeldoorn isn't the first to use this approach; for instance, there's a major Dutch insurance company that also works on the basis of trust. This method of working places considerable responsibility with the member of staff, who needs to substantiate his decision very well in cases where an applicant does not get a benefit straight away.

Results

The results in terms of people leaving the benefit programme are difficult to measure due to the current economic crisis, which makes it a lot harder to find a new job. The agency has since succeeded in settling 50 % of the applications for income on the very first day. Due to understaffing during extremely busy periods, in some of the cases it takes two days to process the application. "Clients are pleasantly surprised and are gratified by the fact that we work on the basis of trust," says Theo Beijer, "and the anomaly percentages during spot checks are limited and the percentage of cases where a benefit is awarded has stayed the same, so nothing points to larger-scale abuse as a result of this approach."





KIM GRIFFITHS
Head of Employment
Programmes
Liverpool City Council

Integrated services—sharing resources, facilities, staff and financing—are a chance to get more out of limited money. How can we make this work?

↳ First of all find common aims and create a common vision so services fit together well, so that they add value and are beneficial (to each other and the client).

↳ Services need to be in the right place (very close to the identified need) so all service users have easy access. This in itself is not easy.

— You have to eliminate duplicate services to achieve economies.

— You have to identify the links between the organizations.

— You do have to have integrated processes and procedures so the client has only one main contact.

↳ You can save money, save time, save effort. Increase the use of services because it's all in one place. There is also an opportunity to do an integrated action plan.

What are main challenges?

↳ Different funders want different reports, at different times, in different formats.

↳ Protectiveness from organisations who may be reluctant to change.

↳ If you do not integrate the decision making process then you have a huge problem (integrated management)

What are the critical points for success?

↳ A shared strategy and a clear structure of responsibility so that everybody knows what to do and when. Because the funding may come from different sources you need good financial systems to clearly account for the spend.

qualification of job support, further adapting to the client's needs. Benchmarking outcomes and highlighting good practices encourage these activities.

Qualifying jobs and training within job activation programmes—doable qualification steps and individualised support

Job activation programmes offer the concerned persons steps into employment, learning and practice to strengthen employability and opportunities to participate in an active professional life. In order to stop ongoing long-term unemployment passed down from generation to generation and generally also due to the falling demand for low skilled people subsidised third sector work (in social enterprises, community work and NGO projects, in short-term jobs, training and volunteering programmes) has experienced a renaissance. This applies even though in the past their results for long-term integration into the labour market were not always satisfactory, also for reason that systematic qualification development was lacking. Providing more doable qualification steps within job activation programmes also for the less educated is essential.

All over Europe experts in the field have been working on the question of how to design a systematic scheme of career qualification especially aimed at those with little education. An important part of this approach is modularization to break down the official qualification programmes into smaller sized steps which are doable by people excluded from the labour market. This is related to the European Qualifications Framework, an EU-wide tool to make qualifications more readable and comparable across Europe.

In disadvantaged neighbourhoods it is especially important to give special attention to population groups facing long-term unemployment and with a strong dependence on welfare.⁵ This long term exclusion from the labour market can only be tackled

by also offering differentiated and individualised training and job placements. Learning and training programmes only in classes are often no more motivating and too far away from individual needs. A common sticking point to overcome is the tendency to take workless people 'doing nothing', lob them into groups and only keep them busy with occupations ill-fitted to individual needs, scarcely motivating and without future perspective.

Opening up local training and job opportunities by networking, cooperation, local agencies and the implementation of social enterprises

The chances to generate some local job, training and volunteering opportunities by networking should not be underestimated. Within the neighbourhood management framework, developing close contacts to trade and businesses creates chances to find placements for local people in need, like a mentally handicapped person or a single mother who would especially appreciate employment nearby. It has been proven that "weak" networks are most efficient at finding placements.

Many encouraging examples have been submitted by projects in the third-sector labour market within integrated action based on enlarged cooperation and public-private partnership. Jobs are created by involving local economic actors and partnerships with third-sector organisations (cooperatives, mutual associations, associations, foundations, charities, voluntary and non-profit organisations) and by providing goods and services in response to new local requirements. New social enterprises have been implemented or existing social enterprises have enlarged their activities.⁶ Over and above the advantages for the beneficiaries, the third-sector labour market projects improve local services.

But is it best, to provide job and training opportunities near the jobseeker's or employee's homes? CoNet experts recommend a mixture of city wide and local job placement structures. The commonly heard enthusiastic motto "People living in the neighbourhood working for the neighbourhood" doesn't always work. It is sometimes better to get away from the influence of neighbours and narrow mindedness—especially in a social milieu of unemployment, where a working person might earn ridicule.

Within integrated procedures promising fields of cooperation are for example:

- ▶ cooperation with housing companies or rather the municipal housing department to create training and jobs chances and to get in contact with long term unemployed inhabitants
- ▶ cooperation with the enterprises in a neighbouring industrial area, to develop internships, apprenticeships and employment
- ▶ cooperation with old-age service providers—for the same reasons
- ▶ cooperation with the civil engineering offices to develop co-production with the inhabitants to improve the water, sewage, garbage services and care of public spaces, especially in the shantytowns.

There are individuals who will not be able to work in the open labour market in the foreseeable future. If there is success in getting them into regular occupation in a social enterprise—it is very impressive to see, how they stabilise, feel better and get physically and mentally healthier. These subsidised jobs are not for free—the working place, the professional staff and the management have to be paid. On the other hand: less healthcare and social costs are important, but a person's social stabilisation and reduced suffering is priceless.

Networking for legality and project synergies

Libera, PALERMO

Libera was established in 1995 as an umbrella organisation for groups, initiatives and associations engaged in the fight against Mafia organisations, organized crime and corruption. Libera operates in all regions of Italy.

In the centre of Palermo a shop confiscated from the Mafia is used by Libera to provide a meeting place and auditorium for civil society activities against organized crime and for training sessions on legality. Varied information is presented. A major focus is their educational campaigns in schools.

They work together with the agricultural cooperatives, which operate as social enterprises on confiscated Sicilian land. These cooperatives strive for ecological produce and fair working conditions, especially for young people, who suffer from high unemployment. The people working in the cooperatives produce oil, wine, pasta, legumes, preserves and other organic goods.

The cooperatives' challenging economic situation is offset by clever marketing—combining selling homeland solidarity and profile enhancement for Libera's goals. "Il g(i)usto di Sicilia". All of the products are marked with the Libera Terra quality and civic responsibility assurance. Every year Libera additionally runs international community service work camps on these lands.

The cooperatives' produce is presented in the shop, enticing people to enter the premise, providing opportunities to further the cause and to generate income by selling the products.



Implementing a social enterprise— key points for success:

- ▶ Build independent social enterprises or public enterprises outsourced from the municipality!
- ▶ Practise strong cooperation with the municipality and the job centre!
- ▶ Guarantee very professional management, professional bosses in all departments, enterprises and products certified by the responsible chambers of commerce and trade! It is important to have a real work milieu, with work ethics. It shouldn't only be seen as a social activity, where the quality of the work and products don't matter.
- ▶ Qualify the jobs, produce something of value on the open market, enlarge the trading income!
- ▶ Provide a great variety of jobs, so that they meet different talents—people are very different!
- ▶ Offer more integrated jobs, organise less separation in specialised institutions and locations, (often social enterprises outsource jobs into the companies they work for as suppliers), decentralise offices, have small working groups!
- ▶ Make the social enterprise more inclusive by also employing people without special difficulties on the labour market!
- ▶ Make the value of the work and the workers visible, if possible offer services to the neighbourhood—like a small supermarket, a cafe or a canteen!
- ▶ Have trading activities very near to the open labour market and bigger enterprises! They have more impact, better performance and stability.

Social enterprises offering qualified jobs not only for persons with mental and other disabilities, but also for long-term unemployed individuals who are not able to work in the open labour market in the foreseeable future are also an important element of differentiated job support within active inclusion policies. The vision and enthusiasm of individuals driven by a strong motivation to improve the quality of life for the disadvantaged often leads to fantastic and convincing projects. "Social enterprises should be regarded as one of the potential problem solvers in partnership with public and voluntary sector organisations"⁷.

As charming as the small initiatives are—in the long-term, the cities should try to find or develop strong partners, social enterprises which can develop professional capacities and enlarge activities. Statistics are obvious: bigger social enterprises are more stable. A fragmented structure of many very small social enterprises is not very effective. To run a business, to comply with employment regulations, apply for grants and so on is a demanding job—best done by professionals.

Coordination, cooperation and networking, the basic activities in neighbourhood management—generate much potential to find partners, to generate jobs, organise job placements and so on. These chances should be used.

Strengthening the cities' economy by means of business development and improving the work force's educational qualifications and skills on a city-wide or regional level is the main approach to fight unemployment, also in disadvantaged neighbourhoods. In order to underline these interdependencies, the job activation activities in Gijón are mentioned, although the overall economic and labour market policies of cities and states are not CoNet's focus. Within business development activities today there is also increased backing for

small enterprises, start-ups and ethnic economies, which should be promoted and made accessible, especially also in the disadvantaged neighbourhoods. However, business development is a major action field within integrated urban renewal projects, see chapter 7.

Agreements for active employment policies

GIJÓN Innova

From the 19th century to the early 1980s Gijón's economy was based on coal, steel mills and shipbuilding. The city grew and attracted people from other regions of Spain. When steel and shipbuilding came into crisis, unemployment increased and people left the city. The city reacted in two ways: by diversifying the economy to reduce dependence on only a few sectors and by creating agreements with trade unions and employers.

The present agreement Gijón Innova, for innovation, economic development and employment, covers the period 2008 to 2011. This includes € 441 m to be invested, 45 % of this from private enterprises. The agreement has five axes: 1. employment, 2. training, 3. the information society, 4. economic promotion & innovation and 5. commerce & tourism.

A “knowledge mile”, a business area for knowledge based industries has been established near the university, the logistical infrastructure has been improved to keep the port an attractive hub on the Atlantic arc, tourism has been promoted and last but not least investment has been made in vocational training to increase the employability of people so far excluded from the labour market.

In 2009 when the financial crisis hit the Spanish labour market very hard, more than 600 jobs were financed through the first axis of Gijón Innova. The agreement allowed Gijón to make optimal use of national Spanish recovery programmes. Although most competences for employment and economy rest with the regional and national level in Spain, the city of Gijón pursues an active municipal employment approach to tackle exclusion from the labour market.

(see: Soto, P. (2010): Urbact cities facing the crisis, impact and responses)



The photos show the Universidad Laboral de Gijón, three miles from Gijón downtown. Built in a monumental Historicist style in the 1950's and 60's, it forms the nucleus of an extensive business development area.

- 1 Aspects especially concerning young people in the transition phase from school to career will be included in chapter 5.
- 2 Hills, J., Stewart, K. (2005): Assessing policy towards poverty
- 3 Knight, G., Winterbotham, M., Policy Studies Institute and IFF Research (2010): Jobseekers Regime and Flexible New Deal: An early process study
- 4 Wagner-Pinter, M. (2007): Mutual learning—Benchmarking among Public Employment Services, Handout and Hills, J., Stewart, K. (2008): A more equal society? p. 13f, 34f
- 5 The Social Agenda of the EU Commission for the period 2005—2010 recommended to concentrate efforts on active inclusion of people furthest removed from the labour market, see European Commission, 2005: Report on social inclusion 2005, p. 193. Linked with these efforts is the difficult question of how to keep income-support schemes to avoid extreme poverty better in balance with activation policies to encourage work effort. See: Nicis Institute, The Hague, 2008: Nine good practices on active inclusion in Europe
- 6 See: European Commission, 2002: The new actors of employment, Synthesis of the pilot action 'third system and employment.
- 7 * ECCO, European Community Co-operative Observatory (no year): Does social enterprise work? The lessons provided by policy and practice in five European countries. Introduction and summary, Report Nr.1, p. 14

5

Youth and children first—draw on their potentials and strengthen intergenerational understanding!

The well being of youth has become a key to social cohesion in disadvantaged neighbourhoods and in terms of this we today find ourselves in a perilous situation. Integrated approaches on the neighbourhood level can very much contribute to better the situation and should be fully exhausted.

Improving the qualities of schools and their ability to cope with the realities of impoverished people's lives and cultural diversity is a main priority. Better educational outcomes require a more comprehensive understanding of learning. Most important is strengthening the student's motivation to learn. Many schools are in danger of being overburdened, but positive change is possible. This is shown by schools successfully undertaking joint-effort quality improvement processes. Further ways to make more effective forms of learning tangible are characterised by enlarged cooperation with external partners: parents, enterprises and social, cultural and educational institutions.

Youth workers and youth help services nowadays work increasingly highly linked with all relevant partners, which allows for better impact, outreach and cost-benefit-ratio. Early prevention of labour market exclusion is of the utmost importance—many offers of help can be implemented at a neighbourhood level. The outcomes of the broad range of youth support projects could be very much improved by more active and binding guidance. Nevertheless, youth work is very often at the forefront of managing good governance, due to the experiences to cope with the multi-faceted action fields and partners.

5.1 Youth—their topics have become an urgent priority for social cohesion in disadvantaged neighbourhoods

The main foundations for positive personal growth and evolving talents are created in early childhood, this is well known. So it is very beneficial to give children the best start in life in a supportive, stable and stimulating environment. However, this chapter focuses on young people for three reasons:

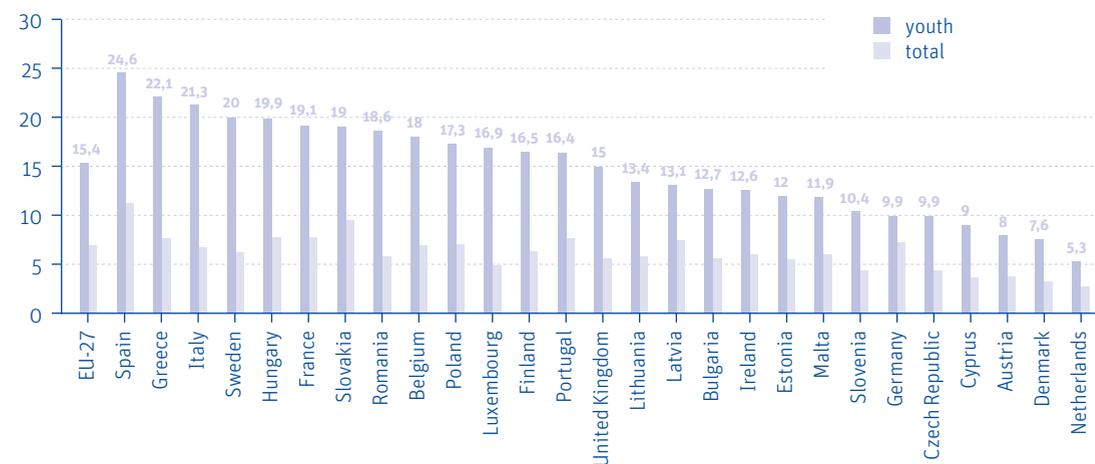
- ▶ To continue on directly: The tasks, discussed in chapter four, to enhance social cohesion in disadvantaged neighbourhoods—'adapt amenities and services to the people's needs, so that also the disadvantaged persons find access' and 'promote active inclusion into employment also in area based activities'—also apply for young people.
- ▶ To highlight importance: Most major life orientation is made during adolescence. Society's and the city's future depend on their talents and commitment. Their well-being is vitally

important for social cohesion and an indicator of social peace. The much feared riots in the suburbs mostly start by youths fighting against their negative situation.

- ▶ To scandalise the current situation: all over Europe there are too many young people, who are unemployed, lacking professional training, working in low-quality temporary jobs, being poorly paid, dropping out of schools too early, with low educational achievements, suffering mental health problems, missing prospects, losing self-confidence and optimism.

Frustrated jobless young people losing faith and opting out concentrate in the neighbourhoods where the less well-off live. Even before the financial crisis, in the CoNet's disadvantaged neighbourhoods the youth unemployment rates were mostly two or three times higher than the national average. Today the situation of youth has become even more difficult due to societal changes.

Youth and total unemployment rate



Source: Europe in figures—Eurostat Yearbook 2010; data: 2008, p. 298

Less demand for unqualified workers, growing number of migrant minorities

As a result of globalisation and rationalisation there is much less demand for unqualified workers, but nowadays there are even more students leaving the school system as low-achievers facing very low prospects on the labour market. Educational systems are mostly still ill-adapted to the changed needs of a knowledge-driven and multicultural society. School systems provide a societal selection mechanism to allocate educational and professional chances. But this only works as long as enough open chances are provided for all and these meet the labour markets demand.

Young people are included within a growing number of migrant minorities, who are more exposed to social exclusion, poverty and prejudices. National education systems still seem not adapted to cope with cultural differences and the specific challenges of bilingualism; schools are designed for young people with a background in the national society. “For that reason, a clash appears in relation to young people with another background.”¹

Shakier family structures, consumer pressure, aggressive sexualisation

The number of families in crisis and in need of coaching has risen dramatically.² Due to the weakened educational potential of many families a more comprehensive education in schools and kindergartens is highly needed, not only focussing on knowledge and skills, but also the growth of trust, self-esteem and social competences. This and secondary reference persons and places are of utmost importance, especially for disadvantaged groups.

Consumer pressure on young people and families and the very long lasting phase of youth without personal income—sometimes up to the age of 30 years—produce much economic dependence

and the stress of competing with peers. Small part-time jobs, some spending money and free or at least affordable leisure opportunities are highly sought after. In deprived neighbourhoods this is even more important but the chances are very much reduced.

Aggressive sexualisation is threatening young peoples’ personal integrity. This includes the sub-lime hidden, but still aggressive sexualisation of children, e.g. little girls posing as sexually attractive women in advertisements, using children and paedophile tendencies for better sales. Subsequently girls—nowadays also boys—start increasingly early to explore their sexual attraction. The demand for an environment and meeting points with the possibility to get to know others without sexual pressure, also the demand for gender separated activities and a network of trusted confidants is very important.

Ongoing individualisation, compulsive peer groups, differentiated sub-cultures

Values and ways of life are less given by tradition and the search to find one’s personal life style is enlarged. Young people must find opportunities to develop interests and talents, to look into different sub-cultural milieus, to resist influences of negative peer or reference groups and to find their own path, if necessary different to that of their family. In disadvantaged neighbourhoods young people’s social networks are much more limited than in middle or upper class milieus.

Current youth culture is characterised by the word “bricolage”, there is a huge differentiation of youth sub-cultures into very specific groups. Furthermore in everyday life a strong separation between youth and other age groups has evolved. Corresponding to this, traditional infrastructure solutions—e.g. one ‘youth club’ for all the young people in a neighbourhood—don’t match young people’s expectations of cultural variety and individualisation.

On the other hand this segmentation highlights the need for bridging and integrated comprehensive events and places for all age and cultural groups. In urban planning this is called urbanity, which is mostly lacking in mono-functional suburbs.

Coping with overburdened schools and cultural diversity

In disadvantaged neighbourhoods schools are facing numerous difficulties in assuring good standards for their pupils. Overburdened schools, suffering from image problems and where many pupils leave with minimum success, enhance segregation. Families move away in order to offer their children a better education. Where the choice of school is free—and where enrolment is affordable—active parents look for other schools for their children, while the ones from poorer families or ethnic minorities are left behind. In many cities, concerned municipalities and schools are fighting for a better image and a more mixed student population.

The current OECD-study on students’ school performance reveals that it is a too short-sighted view to only blame the families, who don’t sufficiently support their children. The overburdened schools themselves also put the children at a disadvantage. School achievement is still highly determined by the social background of the parents. But it is even more determined by the socio-economic background of the schools. Children who visit a school in a neighbourhood with a weak social-structure have much worse grades than those with a similar family background who visit a school in a “better” neighbourhood.³

5.2 Education—better outcomes by making a more comprehensive understanding of learning tangible

Complex benefits of learning—capitalising on young people’s potentials

Learning is an active process “you do and not a process that is done to you”. “Traditional education focuses on teaching, not learning.”⁴ This summarises the decisive change of perspective, based on the frequently proven knowledge on learning outcomes. It underpins the importance of facilitating the process of learning. The complex aims of learning should be taken into account: to enhance the qualities of self-esteem, resilience, self-efficacy and a positive attitude towards learning. These wider benefits of learning, including the psycho-social aspects of competence, are considered key mediators of positive social outcomes. However, learning can very much be impaired when students become identified, and see themselves, as being unsuccessful. “These situations can have serious negative consequences for their psycho-social well being and their future ability to learn.”⁵

Thus the European Urbact networks’ main outcomes in terms of young people’s inclusion is to promote the positive potential of the young generation, “to get the young themselves on the boat, in a real way, and not ending as a ‘target group’ or in a token role”⁶, to involve young people, to enable them to be proactive and to have a say.⁷ Enlarging acceptance and appreciation and putting forward positive role models are central features of good practice projects.

Bringing together the different dimensions of learning—intellectual, practical and social abilities

The process of learning is more effective when the three dimensions of learning are brought together, the learning to know, the learning to do and the learning to be.⁸ Learning to be includes learning as personal growth and the learning to live together—learning for social cohesion. The results of these dimensions of learning are knowledge, skills and competences⁹. And for benefits in personal and professional life it is often decisive to have all the three—intellectual, practical and social—abilities. Furthermore it is important, not to oversee the strengths of the especially practical or socially talented person, qualities which can also be a path to more abstract knowledge.

Bringing together different forms of learning—most learning is informal learning

Most learning occurs through the experience of day-to-day situations and social relations—family, friends, peer groups and also school life outside of classes. To enhance educational opportunities and outcomes, integrated approaches take the broader process of learning and all the institutions and places where learning occurs into consideration with more comprehensive educational strategies. This is especially also needed if other main socialisation institutions—family, peer group, environment—are weak in supporting a child's (or adults' life long) learning. The Unesco 'Education for All' programme demands a comprehensive approach to learning in which non-formal education is an essential integrated part.¹⁰

However, 'either/or solutions', opposing sides of traditional learning and new learning haven't been successful, especially as they are no remedy for unmotivated or over-frustrated students.¹¹ Feasible combinations of formal learning based on a coherent curriculum and decent teaching, 'new' learning based on self-administered knowledge acquisition and a deeper understanding of the learned topics are still rather imperfectly implemented within the school curricula in many European countries.

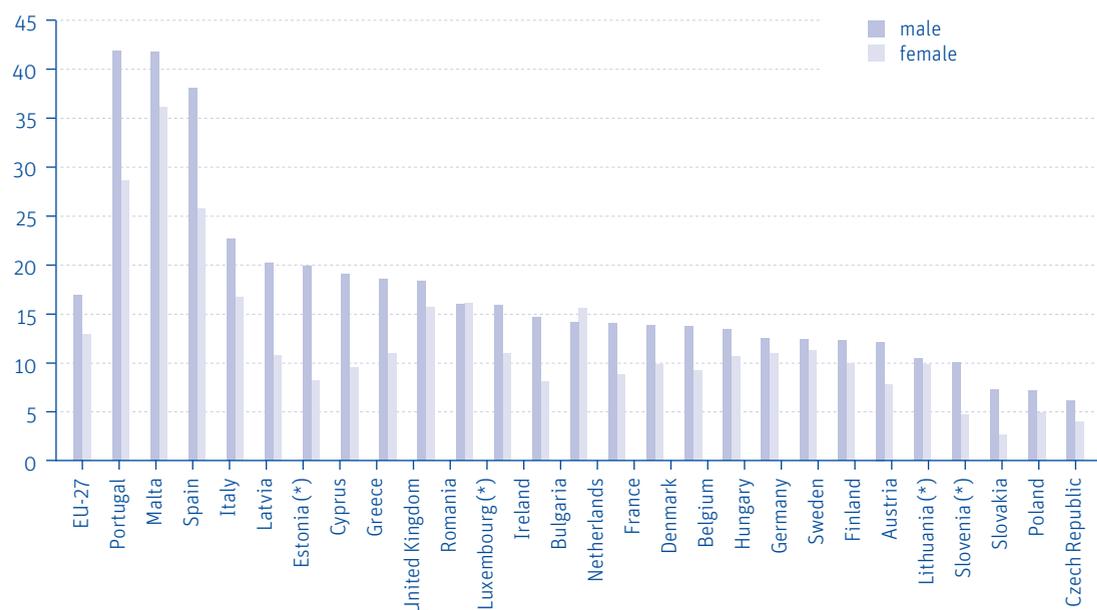
Further essentials for education in disadvantaged neighbourhoods

In addition to including more comprehensive learning opportunities into the educational system important goals of integrated approaches in the field of education in disadvantaged neighbourhoods are:

- ▶ *Involvement of parents*: enhancing parents' understanding and interest in their children's education, building up contacts and motivation for parent's learning, involving their talents and experiences in school life.
- ▶ *Comprehensive kindergarten curriculum for all children*: early involvement of the children's families and social environment, actively practising outreach activities.
- ▶ *School living space*: schools must also be made more of an positive living environment; appropriate premises and environmental design increase the student's sense of well-being.
- ▶ *Bridging the discontinuities between the levels of education*: engineering continuous sequences of learning.
- ▶ *Integrating social work*: "Existing facilities such as remedial teachers, youth workers and youth help services, advisory centres for parents etc. operate inefficiently and must coordinate their work fields much better than is now the case."¹²
- ▶ *Providing care facilities for pre-school children and students after school*: enforcing compatibility of family and working life—supporting job acquisition for parents and siblings.
- ▶ Last but not least; *enforcing life-long learning*: offering second chances, emphasising commonalities between the young and the elderly and overcoming the separation of the age groups "Learning throughout the course of life requires opportunities to learn which are both flexible and attractive for the learners."¹³

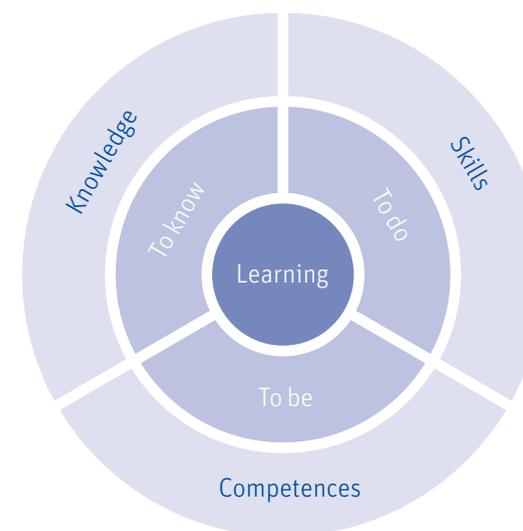
Early school leavers

Aged 18 to 24 years with at most a lower secondary level of education (Maximum 2 ISCED level), not in education or training. Share of the total age group.



Source: Europe in figures—Eurostat Yearbook 2010; data: 2008, p. 254, Data not uniform and (*) unreliable or uncertain

Dimensions of learning



Based on: Hoskins, B., Cartwright, F., Schoof, U. (2010): Making Lifelong Learning Tangible! The ELLI Index Europe 2010

Integrative education—interwoven services for children and families

Part-time kindergarten within a health and social community centre, Fakulteta, SOFIA

Sofia's Fakulteta neighbourhood in the Krasna Poliana district is home to 30,000 people, many of them from the Roma minority. 80 % of Bulgaria's Roma live below the poverty line. In 2002, a health and social centre was set up, financed by the Bulgarian government and private donors. The centre, which exists since 2002 provides subsidised nutrition for small children, medical consultation and information on subjects from children's health, drug abuse and infectious disease prevention as well as social services and job opportunities.

Apart from health issues, the empowerment of the Roma community and the development of skills are the centre's main agenda. People from the community are trained in social work to support programmes based on social skills development for family planning, parental skills, gender equality and the prevention of domestic violence and drug abuse.

Embedded into this integrated approach is a "part-time kindergarten". Pre-school children from the neighbourhood are enrolled at the centre for three hours a day to prepare them for a good start at school, according to the Bulgarian state educational standards. Their parents are involved in a parenting skills programme.

The distrust that is often described in the relationship between educational institutions and Roma parents has been quickly overcome. Parents see and hear directly how their children benefit and develop. They know that education and a successful start to school is the only way their children can escape the vicious circle of poor education, unemployment, bad housing and ill health that still overshadows so many families in Sofia's Fakulteta neighbourhood. The Health and Social Development Foundation (HESED) has elaborated, evaluated and disseminated this approach. The wide-ranging application of this model allows for the delivery of well targeted and effective services.



5.3 Integrated approaches in neighbourhoods to boost education

How can traditional teaching be changed or at least be enriched into a more comprehensive understanding of learning? How to better combine formal learning based on a coherent curriculum and decent teaching and the concepts of self-administered knowledge acquisition, which also stress practical and social competencies? How to bring in the potentials and synergies, which can be provided by other local partners—parents, enterprises, further cultural and social institutions and youth work? Though the responsibility for the educational system is based on the national and the city level—there are lots of opportunities to act on the neighbourhood level, and all in all, every school and every educational facility counts.

Making good schools—quality improvement

The individual school is the main actor for improving the quality of education. Research on education has proven that—despite all the differences of a country's form of schooling—the differences between the individual schools are most important, concerning all quality relevant items. An exemplary view within the debates on how to make good schools is offered by the German school prize. Every year the Robert Bosch foundation honours outstanding pedagogic work.¹⁴ Based on a comprehensive understanding of education, experts developed six quality criteria to characterise and benchmark good schools, especially also regarding current and future societal developments: academic achievement, approach to diversity, quality of instruction, learning and practising responsibility, school culture and school as a learning institution. Cooperation with external partners is also taken into account. With regards to disadvantaged neighbourhoods we highlight the following results:¹⁵

- ▶ Often these prizes were awarded to schools for outstanding school development in extraordinary or even adverse conditions, showing change is possible even in a very difficult social environment.
- ▶ Awarded high quality schools are characterised by very individual profiles and a broad range of solutions in the different quality aspects, in the field of instruction as well as school life. Yet shared principles are: The children's and youths' learning is seen as achieved by the whole school environment, and not only by the activities in subjects and classes. In the organisation development the students' individual needs and the special chances of the local situation are taken into account—the attitudes and talents of the teachers, the commitment of parents and other partners and the individual school culture evolving in the processes of school history and joint work.
- ▶ Quality improvement is the result of processes undertaken by individual schools, the staff and the school as an institution are learning. Sometimes this is done on their own, sometimes an external expert is included to moderate this process, sometimes this is supported by programmes provided by the city, state, foundations or European programmes. Main partners and drivers are often civil society initiatives—associations and foundations.

Schools suffering from strong decline and failing to be accepted by students, parents and teachers, can be seen in many deprived neighbourhoods. Undertaking a well structured and supported quality improvement process can be a way for the reprogramming of a school in crisis, in order to find new aims, forms and rules for learning and school life, and also being part of early prevention to hinder decline or to start a new beginning.

Quality schooling in disadvantaged neighbourhoods

Erika-Mann-Primary School, BERLIN-Wedding

The Erika-Mann Primary School is situated in a disadvantaged neighbourhood, where many inhabitants live below the poverty line and do not speak German as their first language. But the school is very successful and was honoured with the German School Award in 2008. For example, comparatively many students manage the transition to upper secondary school. Truancy is low.

The concept includes:

- ▶ many informal learning opportunities to practise responsibility and involvement
- ▶ alternating learning and free-time modules
- ▶ differentiated and individualised learning
- ▶ a school parliament including students in decision making
- ▶ conflict management training and conflict mediation
- ▶ getting by with heterogeneity: gifted and mentally disabled students learn together
- ▶ independent work, weakly schedules and project plans and research time
- ▶ opportunity to learn a second language
- ▶ teacher-parents-student meetings to discuss progress and marks.

A main important element of school life is putting on school plays, which boosts self-confidence and contributes very much to integration, by giving the students of 22 different nations a common voice.

Based on: Robert Bosch Stiftung und Heidehof Stiftung (2009): Der Deutsche Schulpreis 2008. Was für Schulen! Wie gute Schule gemacht wird – Werkzeuge exzellenter Praxis



Benefits of cooperation between schools and other local partners¹⁶

“Regarding the students, objectives are:

- ▶ Development of social competence (social, sportive, creative talents; positive self-image, self-respect, self-reliance; tolerance and respect for the other);
- ▶ Strengthening the binding with the school (students should feel at home in school; reducing truancy and early school leaving; keeping students longer in school or bringing them back into it);
- ▶ Furthering social participation (useful leisure activities; keeping students off the street; helping them to find their way in society);
- ▶ Enhancing school accomplishment (learning to learn; development of language proficiency).”

“Objectives concerning the organization:

- ▶ Creating a positive and secure school climate;
- ▶ Enhancing the reputation of the school.”

“Objectives connected to the parents of students:

- ▶ Tightening the relationship between school and parents;
- ▶ Conveying information about the development (and problems) of their child to the parents and addressing their educational responsibility);
- ▶ Supporting parents with the education of their child (advising them about low-threshold services).”

“Objectives touching the relation between Brede School (the school) and the neighbourhood:

- ▶ Improving the security in the neighbourhood (see to it that youths do not hang around in the street; participate in crime prevention; help improving the relationship between youths and other inhabitants in the neighbourhood);
- ▶ The Brede School as the centre point of the neighbourhood (make the Brede School the central location and facility in the neighbourhood, thereby enhancing neighbourhood cohesion).”¹⁷

Community-oriented schools, the Dutch Brede School—the school in the centre of a learning network

Within the existing frameworks of the educational systems learning opportunities can be very much enriched by cooperation, in doing so not only the students benefit, but also schools, students’ parents and the neighbourhood. The Brede Schools (and schools in other countries which work in this way) have developed into central institutions for local life and an anchor for community development. Their practised open-door-policy encompasses two directions: Parents, citizens and the economic actors take more responsibility in school life and the education of the children. And pupils also participate and involve themselves more in the local community.

Brede Schools in the Netherlands—developed since the mid-1990s—can be seen as elaborated examples of this approach. About 1,000 primary and 350 secondary Brede Schools exist (2009) and are supported by the municipality and the state. This enables continuous procedures and a broad range of opportunities full of ideas. The initiation to develop a Brede School comes from the school or local actors. The school acts in the centre of the local network and has full freedom to decide about the scope of the programmes, forms and partners.

In many other countries, schools which work within this concept, don’t have similar support and in many European countries the schools don’t have the budgets to decide on things independently. According to this, the partnerships between schools and other local institutions depend very much on additional project financing and the personal commitment of school directors, teachers, parents and partners in the neighbourhood. Adorable projects exist, contributing to very much identification, but they are vulnerable and don’t evolve to their full

potential. Often local partners would like to invest in non-formal educational activities in partnership with the local school and the numerous project financing offers would make an interesting project possible. But it is not unusual that the school doesn't want to collaborate, evaluating non-permanent financed projects as being more stressful than beneficial.

Local educational networks—landscapes of learning

In other neighbourhoods activists working for educational and cultural amenities and projects run platforms for cooperation and coordination as a planning and moderation tool. The aim is to develop a well appointed 'landscape of learning' using multiple synergies.

'Landscape of learning' is also a catchword for projects aimed at making informally achieved qualifications visible and usable for professional applications. The Finnish psychologist and labour market expert Robert Arnkil assumes that the existence of knowledge, skills and competences that are acquired outside of the formal school system are increasingly important for the continued development of the labour market in particular and society in general. Many of today's youth are seeking and finding new ways to increase their knowledge and develop their skills, often within informal and non-formal learning environments. "The key questions are, how can we create legitimacy for—and confidence in—competences achieved outside of the formal education systems, and how can we develop models of understanding and collaboration between the formal, informal and non formal educational systems ...?"¹⁸

Brede School—involving children, parents and local residents

Lugmeijer Public Primary School, APELDOORN

"Since all children go to school, school is a very good place to start for reaching families that could use a bit of support but don't ask for it themselves," explains Headmistress Renée Brunsting. The Brede School offers a wide range of courses outside the normal teaching period: drama, music, photography, drawing comics, sports, language stimulation, self-defence—activities that not all children come in contact with from their own family background. "Every child has his or her own talents and it's wonderful to see how they discover these talents and develop them further," says Annemieke van der Linde, who acts as coordinator within the school. "But we also organise courses for parents and local residents. For instance, a teacher observes in the classroom that some parents do not have an adequate command of the Dutch language. In that case, we invite these parents for a cup of coffee at school: a low-threshold approach. This way, we try to encourage these parents to participate in a Dutch language course. Or we establish a connection with the buddy project organised by neighbourhood mothers aimed at showing new women the ropes in Dutch society."

The first Brede School in Apeldoorn was set up in 2001. In the 2010–2011 school year, Apeldoorn has twelve Broad School partnerships, which serve a total of 32 schools. Every school year, working under the management of the process coordinator, the school draws up a work plan with activities, developed on the basis of the contributions of the parties involved and the demand from the neighbourhood. For the activities, each Brede School partnership receives an activities budget. The process coordinator is employed by the local welfare organisation *Wisselwerk*. Organisations in the district view the Brede School as an important partnership, by collaborating together far more can be achieved.



© Karsten Orth



playground planning participation, De Gentiaan School

Ambitious schooling and social mix for the future

School No. 92, Krasna Poliana District, SOFIA

The School No. 92 in Sofia's Krasna Poliana District is the entry point to a successful future for 304 children. The exterior of the school situated among the tall grey blocks of flats is plain. Inside children's drawings and pictures decorate the classrooms and corridors. More than a quarter of the children here come from the Roma minority, some from families living in difficult conditions.

Director Krassimira Orsova is clear about what is needed for the boys and girls from 5 year-old pre-school children to 15 year-old 8th grade pupils: ambition, support and social integration. Ms. Orsova has high aims for the children: she wants as many children as possible to continue to higher education after leaving School No. 92. In order to achieve that, she does not tolerate truancy. The director calls the parents if children do not come to school. She tries to smoothen the way from kindergarten to school by keeping close contact to neighbouring kindergartens. In addition to the Bulgarian curriculum School No. 92 offers special dance and art classes. The children were encouraged to write about their homes under an European funded programme with partners from Sweden and Spain. These extra-curricula activities create a school identity. Pupils made different proposals for the design of the school uniform.

An aspect that is important to director Orsova is the social mix in all the groups at the school. Her experience shows that each class and teacher can cope when one quarter of the children come from difficult social backgrounds. These disadvantaged children learn from their peers and all children in the group develop to their full potential. If the ratio of children from socially disadvantaged backgrounds is significantly higher than a quarter integration is at risk in the class.



BEATRIZ CEREZO
Director of the Municipal
Foundation of Social
Services, Gijón

Involving young people and enabling them to be proactive and to have a say is central community development task. What are the main opportunities and challenges you have faced?

↳ I've been working for 22 years with young people in my City Council. Young people want to participate but grown-ups don't give them the opportunity because they are generally afraid of the consequences.

We have to trust in young people and give them the tools to be proactive and take part in the community development task. For example, in Gijón we give them the keys of some social equipments e.g. sport centers, schools. So they get quite responsible and it has consequences:

- from this experience they learn how to be responsible,
- they demonstrate to themselves and to others their abilities,
- they become confident in the future, looking for jobs, personal life, and so on.

What are the key points for success?

- ↳ There are three
 - really trust in young people, they are not a problem, they are a solution
 - be focused on young peoples' interest not on ours
 - observe medias evolution: do they focus on youngsters' abilities and not on problems?

5.4 Youth work—leaving in-group-isolation in exchange for working highly linked with all relevant partners

The above are all good reasons for high quality youth work, especially in disadvantaged neighbourhoods. The potential of youth work within area based integrated approaches is mainly:

- ▶ *to open young people's mind to possibilities:* to motivate, to discover, to learn and develop talents based on one's own initiative and ideas. Strong point: social learning
- ▶ *enlarging the variety of opportunities:* To develop social capital in the neighbourhood: volunteers, associations, social and cultural activities, social networks, cultural activities
- ▶ *to bridge access:* to pick people up, to take on the role of „linking people“ to reference persons, associations, social and cultural activities, to bridge and organise contacts to schools, parents and the job centre
- ▶ *to involve young people,* to enable them to be proactive and to have a say.

However, the gap between ambitious aims of youth work—seen as being the third column of the education system next to family and school—and reality is huge. The image of youth work isn't always very good—based on experiences or prejudices. The isolation and negative image of disadvantaged youth also rubs off on youth work (and the behaviour style and low image of youth workers). The segregation of the disadvantaged is repeated at the youth meeting points or youth houses. Middle and upper class or ambitious people tend to avoid these meeting points. Most visitors or clients are boys, girls participate less frequent. In general these meeting points are often rather empty. There is often little success in motivating young people to be interested and do something purposeful. The main activity at some youth houses seems to be lazing around, nowadays more elegantly called chilling out.

Integrated youth work—organized within sport, music, theatre, media or other associations and clubs, based on specific interests—more easily manage these difficulties, but their weak point is sometimes the little contact to the young people, already standing on the sidelines.

However, in many cities up-to-date youth work has already developed to very much better cope with these difficulties: Main remedy: working highly linked with all relevant partners.

- ▶ They have opened up the youth houses for all age groups, and other cultural and social activities and groups and they coordinate these local activities.
- ▶ Multicultural life is present and celebrated—the majority of young people have a multicultural background.
- ▶ 20 years ago, there were walls between youth work and the police, nowadays cooperation with the police is a matter of course.
- ▶ They offer a large educational programme—which attracts a different and broader public, also young people, who want to learn something—they try to connect recreation and learning.
- ▶ They have developed close cooperation with the schools, in different forms, bringing offers of youth work into the schools, or interesting students at school to come to the activities in the youth house. Some relevant activities at the youth house are also awarded by the schools. Schools also charge youth workers with giving advice, coaching or social help.
- ▶ They often provide high technical equipment e.g. for media projects and events.
- ▶ Youth workers also developed regular and lasting coordination structures, where educational institutions, social administrations, youth and sports associations, police, job centre and others come together, called area based

conferences of institutions, which are complemented by action field conferences.

In those neighbourhoods, where a neighbourhood management scheme also exists, both support each other and profit—especially when the neighbourhood management organises broader community development and citizen's participation.

If the schools developed a more comprehensive learning approach and opened their school up to the neighbourhood, the need to enlarge the youth work infrastructure would be more limited. These enlarged interactions between school and youth work include far reaching potentials of better impact, outreach and cost-benefit ratio concerning staff and premises.

The fragmented nature of the responsibilities for youth matters is based on the well perceived integration of youth activities in all important action fields—social, sports, culture, health, education, professional education, citizen's affairs and justice. Only youth work—anchored in the social sector—is comprehensively active in all fields. The great variety of public actors and NGO's in youth activities require well established area based cooperation structures anyway. But on city, national and other planning and programme levels, coordinated incentives and requirements for integrative solutions are highly needed, also to reduce bureaucratic effort for financing projects.

Creating connections through children and a circus atmosphere

Ubuntu—Childcare and cultural centre, PALERMO

Ubuntu is an African word meaning “humanity” or “humanism”. In an inner city neighbourhood near the port a group of young humanists renovated a house and rented it from the municipality to set up a childcare facility for 50 children mostly from immigrant families. Many of them are from Africa. There is a big shortage of childcare places and Ubuntu creates a welcoming place for the immigrant children's linguistic and social integration and additionally enables immigrant parents to work for their living.

For youth, a nearby cultural centre with a stage provides circus training and other cultural activities. This has positive effects in two ways: furthering the concentration, self-confidence and skills of youth and boosting the audiences—the community and the participating surrounding neighbourhood—sympathy and compassion. The volunteers from Ubuntu have mobilised the neighbourhood to prevent vandalism and burglary that are major problems in this neighbourhood. They addressed the municipality to renovate a small square in front of the building to use it as a playground for the children. Apart from that there is little contact between the NGO Ubuntu and the municipality. This is why Ubuntu actively participated in the URBACT CoNet Local Support Group to develop new channels of cooperation between the Palermo municipality and associations like Ubuntu.



5.5 From school to career—bridging the gap

Many countries have tried for years to build and extend support structures aimed at bettering preparation and assistance for young people on the way from school to employment. In the European basket of best practices in disadvantaged neighbourhoods we have a lot of approaches and good examples of bridging the gap. Projects can be divided into four groups.

Putting stepping stones in-between:

Many kinds of help: Career and personal advice, professional, volunteer and senior mentoring, application training, information and support in both youth and community centres.

Shortening the gap, bringing institutions closer:

Internships, career information in schools, work placement days, career fairs, parents talking about their jobs, company projects offered to schools (like advertising campaigns, competitions etc.) ...

Schools give young people the power to jump the gap:

Early prevention in school, opportunities for success, acknowledgements, personal strengths are encouraged—sport, music, theatre, involving parents, strengthening school spirit, school identification, etc.

Employment or vocational centres are open armed and pick young people up:

Provide enough attractive placements (also for the disadvantaged), re-entry programmes for drop outs, or as a substitution, third sector organisation work projects, etc.

Getting more out of the limited resources: enhancing active and binding guidance

This commitment has resulted in very diverse offers of help, but on the other hand, has seen a degree of ‘doubling up’ and highly segmented offers of support. Nowadays, the efforts are aiming at achieving more synergies, improving effectiveness of support structures and ensuring better governance.

Diagnoses are often similar: “The responsibilities of institutions and the governance concerning the employment of young people must be clarified because there are too many actors in this field, which has consequences—efficiency and costs, visibility and overview by the responsible public institutions.”¹⁹: However, CoNet partner cities agreed that ‘horizontal cooperation between different professions and agencies (training, social and professional inclusion, education, economy) is the hardest thing to get going because of the hermetic boundaries between professional cultures, professional ethics or lobbies. This requires the acceptance of different points of view and the agreement to share the same objective’.²⁰ Enhancing active and binding guidance will be decisive for improving outcomes; many interests and big budgets are touched, thus top down incentives, backing and controlling is also needed for implementation.

Early prevention of labour market exclusion—reaching out to young people

While young people remain in ‘the system’—school and vocational training institutions—they are within support structures and they can be reached. As soon as they leave the educational system, however, they fall outside the support structures and contact can often only be made at a local level. Job centres and other responsible institutions may be further away than educational and training institutions; and their work is mostly based on a city or regional level.

There has been little success in making contact with these often demotivated young people (school drop-outs, school leavers with no training placement or job, young unskilled workers who loose jobs, vocational training drop-outs) at an early enough stage to be effective. Youth and social outreach work has been practised by community and street workers for many years, but nowadays outreach work is increasingly directly aimed at employment and career and more systematically organised.

Keep young people busy—but ensure solid qualification and closeness to the real working world

The harder it is to find work and job placements, and the longer this situation continues, the more necessary it is to offer career stepping stones in the intermediate labour market, in internships and volunteering. This is especially true for young people—after a year of bumming around, the barrier to learning and working is much greater. The opportunities, especially within integrated approaches on the neighbourhood level and the main aspects to ensure quality have already been discussed in chapter four.

In the past too many projects suffered from ‘revolving door’ effects and resulted in participants returning to a situation of vacuum and unemployment after completing the programme or project. Ensuring the impact means improving reliable, continuous and holistic support, this at least can be supported on a neighbourhood level. In other respects the framework for school-to-work transition support depends on a city-wide vision and national responsibilities—how to make vertical governance in this field tangible is still an open question.

There is a huge variation in vocational education and training across European countries. In some countries—like France and Bulgaria—vocational training mainly takes place in schools, in other countries they rely more on apprenticeships and the workplace—like Germany. National models for vocational education and training are not transferable. OECD reviews of school-to-work transition identify many different needs for improvement towards “coherent national policy packages that draw from a limited number of key success ingredients: a healthy economy and labour market, well organised path-ways from initial education to work and further study, opportunities to combine study and workplace experience, safety nets for those at risk, effective information and guidance systems, and policy processes involving both governments and other stakeholders. It also looks at the ways that countries are trying to lay solid foundations for lifelong learning during the transition phase through changes to educational pathways and institutions and through adopting more learner-centred approaches to teaching and learning.”²¹

5.6 Challenges of governance—evolving lasting good practise and including fixed-term projects

In the fields of youth work, youth culture and youth job support, short-term project financing is very much on the increase. A lot of ‘best-practises’, delivered with great commitment, are funded by temporary resources, made available by European or national programmes and foundations. Within the mixed financing of integrated multi-aim projects insecure short-term funding is often included.

The positives of fixed-term projects are: Projects must continually fight for funding—the actors don’t get lazy. The municipality and also non governmental organisations gain more flexibility to explore

Motivating learning opportunities

Renovation of the Baerwaldbad, BERLIN-Kreuzberg

Being included within a challenging project—the renovation of a historic swimming pool—developing skills and finding professional and personal orientation: these opportunities were provided by the Baerwaldbad project for young adults seeking orientation between school and career.

Built in 1901 the Baerwaldbad public bath served the sanitation needs of Kreuzberg, a working class neighbourhood. In 2002 the local administration had to close the facility due to rising costs. The Sports association TSB e.V. was formed to lease the building and keep it in partial use.

Since 2007 parts of the building are under renovation according to conservation guidelines giving various numbers of young people the opportunity for job orientation and vocational training. Practical work, guided by professional craftsmen, alternated with training lessons. It is a cooperation project of Zukunftsbau GmbH—a non for-profit training company and L.I.S.T. GmbH—an urban development company, the municipality, the jobcentre and federal and European funds. In 2010 the project received the EU Prize For Cultural Heritage, the Europa Nostra Award.



Façade arts with added value

House refurbishment, BERLIN, High-Deck-Siedlung

The facades were supposed to be an eye-catcher for the area. This was the result of the neighbours' discussions about the renovation alternatives of the houses, mainly inhabited by older people. Artists developed solutions, but the neighbours decided on the motifs. The housing company Stadt und Land commissioned building enterprises willing to give three apprenticeship placements to young unemployed citizens of the neighbourhood—mainly those with a migration background. The people like the result and this remarkable project built bridges between the generations.



innovative approaches and to adapt priorities and budgets to current needs and means. Thus, for sure, temporary and mixed financing are part of a more flexible, differentiated and optimized infrastructure. But the negatives are also considerable: staff face job insecurity and soon spend a lot of time planning for the next ‘hop’, instead of concentrating on the project at hand. There is a large labour force in the cultural and social sector, which relies heavily on project hopping, not seldom a kind of hidden unemployment without the perspective of a professional future. This system also leads to a loss of knowledge-transfer and accomplishments are repeatedly lost. A negative impact on cooperation might be significant. Cooperation increases and depends on growing trust, developed routines of working together and time efficiency—too much ongoing coming and going of short term projects and partners might demotivate the teams, especially when the in the neighbourhood active stakeholder don’t recognise the benefit or when the new projects haven’t been properly introduced.

Thus fund raising-strategies, integration of further projects and well organized kick offs of fixed-term new projects have become an important element of local governance.



NICOLAIE MOLDOVAN
European Projects
Manager, Senior Expert,
Alba Iulia Local Council

How to best develop the talents and personalities of young people far away from education and the labour market in disadvantaged neighbourhoods?

↳ You have to look at talents and personalities and tell young people that education is the only way out of poverty and exclusion. They must be strong, independent and creative. Creativity and effort in education and work will result in self-esteem, respect from others and a purpose in their lives.

What are the main opportunities and challenges you have faced?

↳ The talents and skills of our communities are our main assets. Alba Iulia has a long tradition in craftsmanship and trade. The lack of financial and material resources is challenging. We have to pool national, European and private resources to promote talents—and create a culture of valuing and appreciation.

What are the key points for success?

↳ The willingness of the community and of young people to promote talents is essential. It is helpful to have role models who made their way from disadvantaged backgrounds into a successful career. These role models will encourage others to follow. Creativity is an important factor for the knowledge economy of the future and last but not least the availability of resources to invest not only into the physical infrastructure of our city but also into the education of all our citizens.

A cultural centre providing vocational training

Nevo Drom, Fakulteta, Krasna Polyana District, SOFIA

The building is bigger than the neighbouring houses in Sofia’s Fakulteta neighbourhood, mostly populated by people from the Roma minority. A Roma cultural association runs the place and the Bulgarian Ministry for Culture supports it as one of 3,500 “Chetalishte”, community centres in the country. These cultural centres played a major role for Bulgarian nation building in the late 19th century and are often central hubs in the neighbourhood along with schools and churches.

Nevo Drom has a library with books in Bulgarian and Roma language, a theatre stage and a computer room. But two features distinguish Nevo Drom from other “houses of reading” in more affluent Bulgarian neighbourhoods. Nevo Drom is the home and training ground to a successful boxing club and it provides basic vocational training. On the first floor, rooms are equipped for training hairdressers and tailors. For Simeon Blagoev, chairman of the Nevo Drom association, the vocational training scheme is very important to tackle unemployment, which is the neighbourhood’s main challenge.

But it is always difficult to find financial resources for conducting the trainings. The concept of integrating vocational training into a cultural centre is a good example of an integrated approach and especially important in the Fakulteta neighbourhood, where many residents have no chances on the job-market due to a lack of training. Recently the Nevo Drom cultural centre was able to use funds from Sofia Municipality to train 30 young people as hairdressers and for work in the construction industry.



Starting career guidance in school

The Job-Router project, District Mitte, BERLIN

The idea of Job-Router is simple: do not wait until young people leave school, instead use the last years of school to prepare for the big jump from school to career. Job-Router addresses students in the 9th and 10th grades, 15 to 17 years-old in their last two years of secondary school. In the three chosen schools most students come from immigrant families.

The project will run from 2009 to 2011 and is funded by ESF, the federal budget and the State of Berlin, managed by the L.I.S.T. GmbH.

For each school, Job-Router provides one adviser who can individually coach and support pupils in all matters concerning job orientation, from finding an internship position to writing an application or a CV. In addition the project provides training in social and intercultural skills. Many potential employers complain that young school-leavers lack the social skills needed to enable them to integrate themselves successfully in professional teams.

The pathway from school to career is a complicated affair. Apart from the traditional German “dual” system of apprenticeship in an enterprise and theoretical learning in a vocational training school there is a whole host of opportunities in the form of orientating projects or preparation schemes. The Jobcentres, run by a national agency, the regional school authorities and the district youth administration are involved and make it difficult to keep an overview. Job-Router organises information meetings for parents about the possibilities and prospects for their children.

The project Job-Router helps young people, their parents and their teachers to find the best solution for each individual youngster bridging the gap between school and career.

Preventing young people from opting out

E2C—School of Second Chance, VAULX-EN-VELIN, Greater Lyon

The “School of Second Chance” was conceived for young people aged between 18 and 25 years who have dropped out of the official system ‘Education Nationale’ very early and without any qualification. This new education centre is intended to give the youngsters the vigour to try a new start. In France about 90 E2C’s have been established since 1995. The programme’s aim is “to foster professional and social integration”. Financed by the region, the institution is the first of its kind in the Rhône département. Operating since April 2010, the E2C in Vaulx-en-Velin began with 15 trainees. About 200 trainees are expected in the years to come and youngsters of the neighbouring communities will then be admitted as well.

Beyond providing basic knowledge and skills such as French, maths etc., the school aims to serve as a bridge between trainees and enterprises. The training alternates between school and the workplace, but doesn’t seek to achieve a diploma eligible for the labour market. E2C has signed a partnership agreement with the association “Vaulx-en-Velin Entreprise” (representing 150 firms) in order to enable these multifaceted exchanges. Trainees who are not sure about their talents and wishes may test different professions. The participants are paid € 400 per month by the region. However, there are strict conditions: not showing up or being late will result in no pay.

The E2C Vaulx-en-Velin directly contributes immediately to the social integration of youth and has a positive effect on the trainees’ peers.



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6

Reduce segregation—develop the inhabitants' quality of life and undertake efforts to overcome prejudices!

The concentration of impoverished people, ethnic and cultural minorities in disadvantaged neighbourhoods intensifies the existing social disparities. The main remedy to stop further segregation is integrated urban renewal, assumed this is well targeted and implemented.

Strategies have to find a balance between the desired urban upgrading to reduce segregation on the one hand and sustaining stable and positive living conditions for the existing inhabitants dependent on affordable housing on the other.

Due to the complex and interrelated social and economic mechanisms which cause segregation, change needs effort and staying power.

Especially the social exclusion of ethnic and cultural minorities is a main driver for spatial segregation. The most difficult part of strengthening social inclusion is to change the mentality concerning disadvantaged groups, who face major prejudices and discrimination. Less generalised expectations about the forms of minorities' integration and more understanding of their specific viewpoints improve the chances for change.

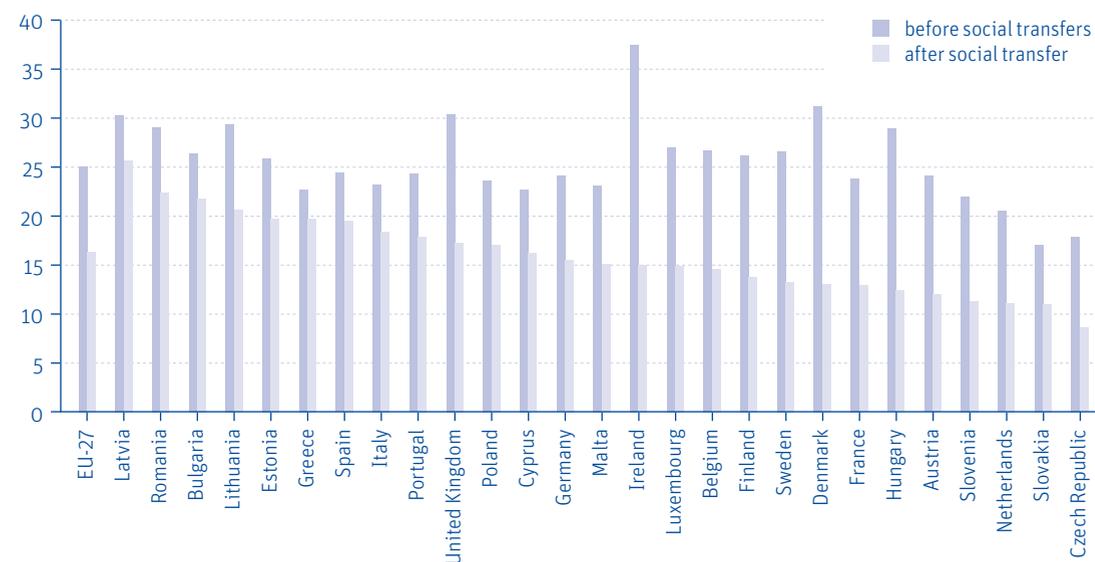
6.1 Reducing residential segregation by urban renewal—adjusting concepts, scale and pace to the specific local situation

All main concerns centre on unemployment and poverty, which concentrate in the disadvantaged areas. Pronounced spatial segregation of less-well-off people intensifies the complex of exclusion. Further disadvantages evolve, not only because the environment and public amenities are mostly unsatisfactory, but also because the negative image, the concentration of individuals without work, with little education and in difficult personal situations further compromise the inhabitants. For good reason, a balanced social mix in European cities is seen as a guideline for inhabitant's living together as well as for positive urban development.

European cities have always been characterised by a differentiated social topography. As a result of their location, history, urban structure and housing stock a city's neighbourhoods are shaped by quite different social milieus. Many of them have a broad, although to some degree middle-class centred mixture of inhabitants, others appear quite homogeneous—especially the neighbourhoods of the rich. This is not normally seen as a problem, but rather a reflection of the varied living conditions. However, the spatial concentration of poverty is considered a sign of a societal rift, a lack of social cohesion and results in serious disadvantages for the inhabitants and the city as a whole.

In disadvantaged neighbourhoods facilitating a broader social mix of residents is often at the top of an urban renewal projects' aims. A rather direct approach consists of demolishing run-down houses

At-risk-of-poverty rate



Source: Eurostat; data: 2009

and building high(er) standard new houses. If this strategy is practised on a large scale and within a relatively short time, this results in the poor being driven away. This procedure has no positive effect on reducing poverty, but mainly only keeps the households concerned moving from one disadvantaged neighbourhood to another.¹ Tearing down and rebuilding houses must be done in conjunction with social planning for the needs of those affected, so that the households' living conditions rise and don't deteriorate. Providing a lot of new apartments as a substitute for the houses to be demolished is rather difficult. Strategies to bring disadvantaged households into more attractive neighbourhoods rather seldom work on a larger scale, as households with little income can't afford higher rents or purchase prices and landlords prefer to let to better well-off households. In upper class areas a relatively large amount of public housing is seldom built—middle or upper class citizens know how to defend their interests. Only a citywide housing policy, able to provide and maintain affordable public housing in all parts of the city, can contribute to preventing greater social segregation. That said, in certain cases tearing down an obsolete larger housing complex and giving the neighbourhood a new structure and face may indeed be the right thing to do.

Developing an areas' quality of life entices more people to move in and stay—voluntarily and not only as a last resort. Within an urban renovation strategy based on the needs of the existent population—and not on the exchange of a part of the population—it is especially important to retain households which are economically and culturally stable in order to achieve a mixed social structure, at least in the long term. The improvement of older buildings can be supplemented by building new apartments or houses in missing market segments, e.g. affordable owner occupied houses or apartments for the elderly. It is hoped that this smoother strategy—conceived from the inside out—enables

the negative aspects of pronounced segregation to change of their own accord, however, the impact on reducing segregation in the short term is limited.

Between these two extreme approaches there are manifold strategic integrated urban renewal concepts, which fit to the specific local situation and focus on especially needed improvements and offer a lot of potentials to assure synergies.

Six action fields of integrated urban renewal—building a positive neighbourhood identity

Effective planning and implementation can make a major contribution to building a characteristic neighbourhood identity, which consists of an urban, social, cultural and historical identity, which allows identification and a sense of belonging to flourish. Furthermore it is a “brand”, the external image of a neighbourhood creates the necessary confidence in terms of the housing and real estate market. A positive identity is an instrument for strengthening citizens' and stakeholders' local integration; from the outside it distinguishes the neighbourhood and attracts new citizens, investment and city-wide relations.²

1. Housing

Explicit differences in housing conditions are seen as evidence of unequal social status and quality of life; visibly poor conditions stigmatise urban areas as much as they denounce their inhabitants. In addition to their appearance, dwellings that are inadequate to tenant's needs aggravate the problems of deprived people. Due to the search for better living, ambitious people may not stay a long time and don't root themselves in the community. Thus, investing in better housing in deprived areas is, especially for people in social difficulties, a necessity and cannot be replaced by social services. A lack of care in terms of housing quality can even diminish the impact of many other efforts.

How to improve the housing estates is very much a question of local architectural, ecological, social and financial analyses and their results. The most appropriate solution—maintenance improvements, modernisation or demolition and rebuilding—depends on the condition of the existing buildings as well as the requirements of the target groups. In any case, any considered solution should see that housing costs stay affordable. A continuous and visible strategy of maintenance and renewal stimulates trust in the positive development—public space as well as urban landmarks are of great importance.

2. Public spaces, landmarks, landscaping and ecology

A pleasant stay, tidiness and security in public areas are paramount. This includes clarity of spaces, adequacy of purpose, reasonable equipment and comfort of use. This achieved, the public spaces will contribute a lot to the image of the neighbourhood and to the affinity of the residents. They will allow for public life, communication and childrens' play, foster leisure time activities, sports and health. A welcome secondary effect of improving public spaces is that it has relatively little effect on the levels of rent, whereas on the plus side it exceedingly supports people's attachment to their neighbourhood.

Obviously the design and maintenance of public spaces are to meet modern ecological requirements. This applies to the buildings' private outdoor areas as well. Investing in high energy efficiency and easy maintenance at an early stage of any measure is money well spent.

3. Central facilities, local economy and work

In a modern 'open' city, a neighbourhood's urbanity depends on its connections to central points of public interest. This is also important in terms of a neighbourhood's role in the city as a whole, thus also contributing to the political and economic

attention it gains. Infrastructure is an integral part of neighbourhood development. Creeping degradation of infrastructure must be recognized as an alarming signal of a neighbourhood's demise and should be immediately stopped by counter-strategies e.g. low-cost embellishment, changed budget priorities, temporary art projects. The quality of public amenities is a big chance to improve the appearance of the neighbourhood, and should never add to the run-down look of the neighbourhood.

Once an area has become deprived, special strategies for saving and developing commerce, services and other enterprises should be applied: identifying gaps in markets, services and institutions; checking appropriateness of locations; involving all stakeholders in a joint strategy, offering consulting and qualification to entrepreneurs and employees, supporting start-ups, avoiding vacancies especially in the shopping area, organising joint publicity etc. Every board of the municipality should be involved in and committed to the concept. In cooperation with the city marketing department regional and international enterprises might be brought in. On the other side activities are aiming at strengthening the local small enterprises and start-ups, especially also those run by migrant inhabitants.³

Besides assuring a livelihood, labour is essential to quality of life—personally and socially. Quite often disadvantaged neighbourhoods are mono-functional residential areas, where economic activity plays a marginal role and commerce focuses entirely on the local demand. On a neighbourhood level only, these deficits are hard to cope with. A more holistic view of a greater area, e.g. consisting of three or four times the size of the neighbourhood, may allow for more efficient strategies to be undertaken—an approach with its own urban planning challenges. Especially in France far reaching innovative concepts have been developed.⁴ Change from mono-functional to multi-functional cities is seen as a key to more sustainability.

4. Infrastructure for education, social and cultural life, leisure and sports

The quality of schools and kindergartens very much counts in the eyes of young families, and in many cases schools with a negative image drive and keep the more ambitious families away and thus enforces segregation. In disadvantaged neighbourhoods an over-above quality of schools is needed to compensate social disadvantages and to reduce poverty in the future. Sport is an underestimated medium for bringing people of all age groups and cultural backgrounds together, also promoting fitness, team-spirit, enthusiasm for activity instead of aggression and enhancing volunteering. Meeting points and facilities for cultural and festive events and opportunities for life long learning provide strong focal points for local social life beyond consumption or production.

Of course, not all kinds of public amenities can exist in every neighbourhood, after all every public infrastructure needs its appropriate coverage area. It is important to undertake efforts to make the most of the areas' potentials, e.g. by multi-functional usage, flexible solutions, optimised placement near transport hubs and better urban integration of isolated small neighbourhoods. Volunteering and co-production benefit vivid appreciated activities corresponding to the demand.

5. Transportation infrastructure, traffic, mobility

Disadvantaged areas are quite often in peripheral locations and underdeveloped in some aspects of traffic infrastructure—which may also be one of the causes of their decline. As compensation for their remote position, above average traffic connections to the city centre and other points of interest must be developed. Optimising mobility infrastructure as a whole is a mayor contribution to alleviate other hardships, e.g. fostering employment, education and participation in economic, social, cultural and political life. The specific aspects of every destina-

tion and mode of transport require particular attention; for poor people, besides distance and time consumption, the cost of mobility is a very important factor. Improving opportunities for walking, cycling and short-distance public transport, leads to the ideal of a compact city, which offers easy accessibility to all facilities and connections between neighbourhoods. An appropriate mixture of land-use features, instead of only mono-functionality, enable effective and convenient mobility.

In general, traffic calming is a first choice remedy to improve public spaces in terms of security and comfort and to make them a substitute for the frequent lack of other open spaces, e.g. for children's play. Only public spaces which are secure and convenient for pedestrians can foster community life and social development. In many cases traffic noise reduction is also an important related issue.

6. Community development, citizen participation, proactive public communication

Community development (building inhabitant's local networks and supporting their sharing activities) and citizen participation (giving people a say) are directly aimed at reducing important aspects of poverty, the people's exclusion from social, cultural and political life, which is often connected with having little money. Furthermore, both are key factors for the success of urban renewal, enforcing a sense of belonging, identification, finding positive solutions which fit to the local needs, accepting necessary compromises and understanding that improvements can only be undertaken step by step. Including the local people and proactive public communication in the wider city is a key to reaching a turning point in public opinion on the neighbourhood's development—people sensing a tendency towards positive change and not an ongoing decline or even aggravation of conflicts and shortcomings.

All action fields can be more or less decisive for success, depending on the local situation. Tackled together—connected by time-frame and solutions—more visibility and impact can be reached. But in any case involving the local people and proactive public communication are a must.

6.2 Complex preconditions to achieving a shift in residential segregation tendencies

The improvement of a disadvantaged neighbourhood's urban quality of life is seen as a key factor for reducing segregation. But this alone can only have limited effect. Further complex interrelated causes impact on the concentration of disadvantaged people, especially also those of migrant or other minority origin. There are many explanations why residential segregation of the poor in disadvantaged neighbourhoods occurs and each deals with a relevant aspect of residential mobility:

- ▶ *The economic filtering down theory:* Older buildings become less attractive and are thus inhabited by less well-off people. The opposite is also true, the better-off people move into new houses and new housing areas and vacate their former apartments for poorer people. Thus in the end the poor live in the most deteriorated areas.
- ▶ *"Invasion and succession"⁵ theory:* New invading population groups are followed by other members of their communities, displacing former long-time residents who are often scared by the unfamiliar language, culture and religion of their new neighbours. These processes of residential mobility are induced by rising numbers of e.g. groups with a migrant background.
- ▶ *Social milieu theory:* New life-styles with purchasing power evolve and these groups invade areas with positive potential (like inner city

turn-of-the-century buildings) and displace those with less funds, forcing them to move e.g. to the suburbs.

- ▶ *Political administrative theory:* One-sided housing policies and urban planning dictate the segregation of the social-economic groups who live in the concerned areas e.g. consisting mainly of public housing, rented housing or owner occupied housing.
- ▶ *Social-economic theory:* A neighbourhood becomes more deprived because the inhabitants' standard of living is falling. Increasingly precarious employment, low employment chances for unskilled workers, migrants' and minorities' disadvantages on the labour market, all mostly affect the lower classes and the lower middle class. The financial crisis has exuberated the decline and the ongoing economic and fiscal crisis will further push the downward spiral in disadvantaged areas.

The disadvantaged areas are diverse urban places in terms of geographical location within the cities and architectural morphology: old neighbourhoods in the inner city or outlying areas; some are the 19th century working class areas, working class estates or industrial housing estates, large public or private housing estate built during the post-war years. They include more recent suburban neighbourhoods of townhouses or detached houses.⁶ Some are slums consisting of makeshift houses. Many disadvantaged neighbourhoods are large housing estates in the suburbs, once built to provide decent housing for all and highly sought after.

Most of the areas are affected by nearly all the processes described above. These complex and interrelated mechanisms explain why, in the fight against poverty and spatial segregation, success is hard to come by.



ROTRAUT WEEBER
Sociologist and Consultant
(Weeber+Partner),
University Professor
(HfWU), Berlin, Stuttgart

Prevention is better than the regeneration cure—what are the challenges of this in terms of disadvantaged neighbourhoods?

↳ It is important to find achievable practices and routines, in order to be aware of local developments and to recognise early enough where the municipality and stakeholders must take action. This applies to stopping downward trends, but also, more positively, to taking advantage of unforeseen chances.

Monitoring is a much talked about topic—what are your experiences as to how to get tangible results?

↳ Monitoring must be seen as a path towards a diagnosis. This sounds simple, but doing it in a well-targeted way beneficial for practice is not easily achieved. The key is being able to recognise relevant indicators and to set priorities, where action should be launched—after all, personnel and financing are very limited and urban life is complex and constantly changing.

How to best manage this in practice?

↳ According to our experience a combination of both quantitative and qualitative data and communication with the local stakeholders and inhabitants works best. In terms of data, the challenge is to keep it simple by finding the meaningful indicators, which already exist or are easy and cost-effective to collect. In terms of communication, the challenge is to allow an atmosphere for open and productive dialogue.

This can take many different forms, but establishing a tradition, e.g. annual meetings, gives the exchange real value.

Is prevention worth it?

↳ Major damage often begins with a small defect, which is easy to repair. Decline often accelerates quickly and is then difficult and expensive to fix. Every-day maintenance of the physical and social environment, so important for stability, is nowadays not such a high priority. The staff and the budgets to cover such matters have been rationalised away—the facility manager, the local police station, the district nurse and the local municipal contact points. A rethink is needed for the benefit of the much talked about sustainability. It is also a topic of governance deciding on the areas where good or low quality green space maintenance, building maintenance, lighting and cleaning takes place.

Rebuilding a City

Integrated Urban Renewal of VAULX-EN-VELIN

Vaulx-en-Velin, a part of greater Lyon with 40,000 inhabitants, participates in the French government's 'Grand Projet de Ville' programme. The city, characterised by social housing tower blocks in the style of the 1960's and 70's, has one of the lowest per capita income rates in France and a very high rate of unemployment. However, the city's ambitious urban transformation process, the high quality of its natural space and the potential of its position between Lyon city-centre and the airport create opportunities for a turnaround.

With the urban redevelopment, a more traditional city structure will be created, with a lively mixed-use urban city-centre, manageable better-structured residential districts and a varied offer of different forms of housing. After the city's decline in the 1980's, the city council and the "Grand Lyon" conurbation arrived at the conclusion that housing conditions as well as the urban pattern had to be radically changed. The Vaulx-en-Velin regeneration is embedded in the conurbation-wide strategy of "Grand Lyon", an inter-communal union of over fifty cities, which is responsible for urban and economic development, public traffic, water and waste disposal.

The regeneration of Vaulx-en-Velin includes the complete restructuring of the city-centre near the city hall and the multipurpose cultural centre. The old abandoned shopping centre has been torn down and a new urban main street, with ground floor shops, services and restaurants, was created in the commercial city-centre within a neighbourhood of classical urban streets lined with 5 to 6-storey buildings.

Strategies focus very much on fighting segregation by transforming the housing supply. A broader variety of kinds of housing should also encourage a more varied social mix. The aim is to replace up to 70 percent of the housing units over a period of 10–15 years. A rehousing charta for housing projects throughout the whole conurbation area assures that everyone seeking a new apartment is individually accompanied throughout the process. The run-down high-rise buildings have been demolished and replaced by low-rise high-density apartment blocks and houses. Selected existing high-rise buildings which were able to fit into the new pattern have been renovated. In some areas new single-family houses have been introduced.

Part of the housing areas' reconstruction is the high standard redesign of the public spaces, thus enhancing quality, security and manageability. Inhabitant's are highly interested in the quality of the property management, e.g. entrances, green spaces, elevators and lighting. Inhabitants are very much included in looking for solutions to these services (Gestion Sociale Urbaine de Proximité), e.g. by undertaking diagnosis walks.

The success is evident. The mixture of social and private housing has reached a 50/50 balance, security in public spaces has improved considerably, the inhabitants appreciate the usability of the environment and the economy in the urban core has stabilised.



In addition to the urban regeneration programme, integrated policies are undertaken within the “Urban Contract for Social Cohesion”. In the action fields of urban renewal and housing, local business development and employment and integration, three overall goals are pursued: firstly, to enhance the potentials of the inhabitants and their inclusion in the development process, secondly, to enable a broad social mix and thirdly, to reduce the gap to the average living conditions of “Grand Lyon”, in all important fields of life.

In the field of business development and employment, activities and cooperation are highly developed. The French “Zone Franche Urbaine” programme offers support and tax reductions to those setting up small enterprises and the Local Mission project provides career advice and professional orientation to young people and access to vocational training or employment. The close cooperation between the different business development institutions and the urban project is a further important building-block of positive development in Vaulx-en-Velin.

The urban rehabilitation of Vaulx-en-Velin is part of an overall strategy for furthering prosperity in the whole metropolitan area of greater Lyon, whereby well-located building sites for companies are being offered and the big shopping and leisure centre “Carré de Soi” is located within a regional catchment area. The process is being backed by a massive extension of public transport (express bus lines, tram-way lines, an extended metroline) to connect the suburban cities with the centre of Lyon.

Many Steps towards a more vibrant and multifaceted urban living area

Integrated urban development, Fosie District, MALMÖ

Malmö is the commercial centre of southern Sweden, having undergone a strong transition from being an industrial city to a city of knowledge—with considerable urban development projects. A third of Malmö's 300,000 inhabitants are born abroad.

Fosie is the biggest district situated in the southern parts of Malmö (40,000 inhabitants). It's a district with a lot of possibilities as well as there are many problems. The district is very much affected by social segregation and unemployment but there is also a great potential and wish to develop the district among the landlords, companies, organisations and citizens together with the City of Malmö. Most of the houses are large housing complexes, built during the 1950's, 60's and 70's, partially quickly created within the 'one million homes'-programme.

The district consists of several small neighbourhoods separated by major streets, attractive centres are missing.

Since the 1990's the city district of Fosie has undertaken a cross-sectional urban regeneration process, step by step with a conservative strategy strengthening the existing structures without mayor changes of the building and land use schemes:

- ▶ creating new and improving existing meeting points, also by subsidising jobs for 'linkworkers' who create bonds between the inhabitants, city officials and social amenities like a library or a gym
- ▶ strengthening local economy and employment developing a business centre, enforcing cooperation with employers in order to create job

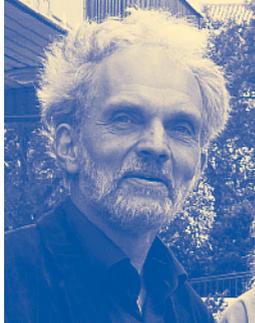
opportunities especially also for long-term unemployed, providing a labour and integration centre

- ▶ undertaking community development and youth work by involving the inhabitants, especially also the young people

- ▶ creating the model area Eco City Augustenborg, one of Sweden's largest urban sustainability projects including e.g. green areas, a storm water system, recycling, many eco-solutions in the school, a botanical roof garden and other green roofs, composting food waste, solar energy projects, insulation of houses, the Ekostaden Day as a seasonal event. All these activities were based on an intensive dialogue with the inhabitants, which created a good breeding ground for local community groups. All actions, such as façade renovations and recycling houses, were agreed on together with the residents. Positive effects are tangible: e.g. more biodiversity, less environmental impact, higher participation in elections, less turnover of tenancies.

The 15 years ongoing work with an integrated approach in the city district of Fosie heavily relies on several programmes like: URBAN Malmö, Urbact I, the government's Local Investment Programme, "The Metropolitan Initiative", the "Welfare for All" programme launched in 2004 and the project South East Malmö (SÖM) Fosie (2008–2010). The SÖM Fosie budget of 3 Million Euros is financed by the EU's ERDF Funds, the ESF Funds, the City of Malmö, the Streets and Parks Department, the housing company, MKB, owned by the City and STENA, a private landlord.





BERTIL NILSSON
Project Manager, District
of Fosie, City of Malmö

What are the main starting points for the work of re-developing Fosie in the future?

↳ An important over-reaching goal for the whole city of Malmö is to be sustainable in the long term ecologically, socially and economically. The urban development process in Fosie has already started in the 1990's. 2009 we have undertaken a further dialogue process with the citizens, working groups and varied stakeholders focussing on future change, renewal and improvements of the city district's physical structure—that is its buildings, streets, bicycle and walking paths, city squares and parks. The implementation of these efforts should support the district's development towards an increased sustainability.

1997 when the eco-model project Ekostaden Augustenborg has been started, it was said: It is without a finishing point. Where to now more than ten years later?

↳ Fosite is already a green city district—but it can become even greener. The Eco-city Augustenborg has shown how a conversion to a more ecologically sustainable system can be achieved in the post-war residential areas. With the lessons from Augustenborg, the question is now: How can investments in long term sustainable solutions be implemented in the rest of Fosite? Could Fosite become a “turquoise” city district where greenery and water in the city landscape contribute to its identity?

Have the topics to be tackled in the next period changed—what is to be continued, what is the new focus?

↳ The new focus is to highlight even more the development of a social sustainable City. The City of Malmö has decided to develop a new long term area programme for four areas in the City of Malmö.

We will continue providing better opportunities for people to meet and interact in Fosite. Work places and education are essential for the city's development, we keep working on the questions: How can we facilitate the creation of more local jobs and the establishment of new businesses and enterprises? What is crucial in the next period is also to create ways for gainful employment and education and create a social sustainable development especially for young people.

Questions which will be more intensively tackled are: How can Fosite's current physical structure be complemented by new buildings and structures that provide a better mix of functions, housing sizes and forms of tenure? How can the existing residential areas be improved? Malmö and Fosite's populations are growing. There are many places in Fosite where new residential buildings could be built.

Increasingly important is the improvement of the Fosite neighbourhoods' accessibility and connections. Fosite has a traffic

structure which is largely characterized by wide roads and streets. How can their barrier-effects be decreased and the use of more environmentally sustainable means of transport be increased? How can you create better links to the surrounding city districts, the city center and to the new city area in Hyllie?

What also is very important is to work more close between researchers and practitioners. On-going research has been used in the work with the ERDF-funded project South East Malmö (SÖM) Fosite and will also be used in the development of the new area-based programme in the City of Malmö.

6.3 Learning to get by with the people's ethnic and cultural heterogeneity

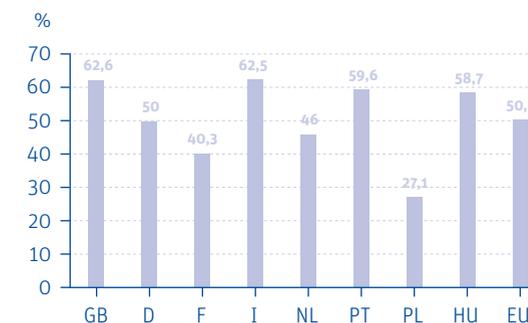
Especially the social exclusion of ethnic and cultural minorities is a main driver for spatial segregation, these groups concentrate in the disadvantaged neighbourhoods. All over Europe societies are becoming more and more socially and ethnically heterogeneous and it is certain that most cities will be more multicultural in a generation than they are today. Though many people don't feel very comfortable with this diversity, there is no other way to sustain peace and cohesion than to cope with this situation. An important action field is the neighbourhood, especially the disadvantaged areas, where integration work is done.

Undertaking efforts to overcome prejudices—practising a differentiated and realistic view of integration

In this context, the issue at stake is prejudices, which conflict researchers call “group-focused enmity towards humans”⁷, including racism, anti-Semitism, xenophobia, self-favouritism, Islamophobia and sexism, disdain of those who are homeless, homosexual, handicapped and long-term unemployed. Low opinions of ethnic and cultural minorities and those in a cycle of welfare dependency or even disdain, are crucial barriers to inclusion. Society must be open and supportive to let disadvantaged people in.

Prejudices are a daily reality and a necessity, social beings have to generalise experiences to rapidly get along in everyday life. Especially negative prejudices are quickly taken on and well memorised. A mayor challenge facing modern societies is learning not to fall into the trap of negative prejudices towards minorities and to pay attention not to involuntarily deepen prejudices. The current situation is alarming, see the diagrams on hostile attitudes towards immigrants and other minorities.

“There are too many immigrants in (land).”



Heitmeyer, Wilhelm (2010): Deutsche Zustände, Berlin: p. 48

“There is natural hierarchy between black and white people.”



Heitmeyer, Wilhelm (2010): Deutsche Zustände, p. 53

“The homeless should be removed from pedestrian zone.”



Heitmeyer, Wilhelm (2010): Deutsche Zustände, p. 55



REINHARD FISCHER
Orientalist, former
Neighbourhood Manager,
CoNet Communication
Manager, Berlin

Prejudices towards ethnic minorities and disadvantaged groups are a main barrier to inclusion and social cohesion. What can be done on a neighbourhood level to overcome these prejudices?

It is essential to separate the everyday neighbourhood conflicts from the cultural or ethnic background of those involved. For example: a typical neighbourly conflict might involve an immigrant family with many lively children living wall to wall with an elderly person from the majority who is sensitive to noise. Both parties need to concentrate on the cause of the conflict: children are mostly noisy and older people often want rest and quietness. If you link the

conflict to cultural background, it remains unsolvable. Within neighbourhood management it is key to establish contacts between different communities and highlight common interests as neighbours, parents, pedestrians, etc.

Professionals also have prejudices and are sometimes the worst culprits. What is your experience here?

We must keep in mind that prejudices and presumptions are only human. It is unrealistic to “decide” not to have prejudices, but it is realistic to try to be aware about your own prejudices and presumptions to prevent them from influencing your attitudes towards others. All professionals who work in segregated multi-cultural neighbourhoods should participate in diversity training as part of their professional qualification. Culturally heterogeneous disadvantaged neighbourhoods are a training ground for the needs of the modern globalised economy and society: cooperating and working with people of other backgrounds is a must. Although multi-cultural living is often difficult, we shouldn’t forget the exchange opportunities that evolve.

A special cause for concern is the fact that attitudes have become more negative in recent years after the financial crisis and that the solidarity of better well-off people is decreasing.⁸

Diversity management is the up-to-date buzz word to better the situation—the potential to actively foster intercultural understanding within neighbourhood management and in local institutions and services is huge. A major restriction for more effective mainstreaming is often the fact that economic, administrative or political leaders are not interested or even feel themselves latently hostile towards ethnic or other minorities. The enforcement of anti-discrimination and anti-defamation behaviour and policies is important. But that said, prejudices towards minorities don’t disappear by being forbidden. A decisive precondition for better understanding and more successful interventions is developing a differentiated and realistic view of integration.

Inclusion and group identity—accepting different forms of integration

Integration is the process of inclusion, getting people or groups, which have been excluded or have lived in separated communities, to grow together. Two aspects are included: 1. the factual inclusion in important fields of life, 2. the community of values, a common identity. Migrants always need integration. But society as a whole also needs integration, to prevent it separating into different “parallel” societies, e.g. the rich and poor, young and old, black and white, religious groups (Orthodox, Protestants, Catholics, Moslems).

The integration chart shows two different forms of exclusion and inclusion. On the far left individuals are excluded—e.g. people with disabilities, they don’t form a discrete social group. The two pictures in the middle show groups which have an independent social identity—like the Roma people—and they are excluded (left) or included (right).

Very often people who belong to the majority would like to see integration as a melting pot, like the picture on the right. The once different group has lost its former cultural identity and has merged into mainstream society. This can often be seen in Europe, where migrants have forgotten their roots after only two generations. However, more conflicts arise, if minorities sustain a strong group identity and don’t want to lose their traditional way of life. Also from the perspective of the majority population, reduced diversity might be seen as a loss.

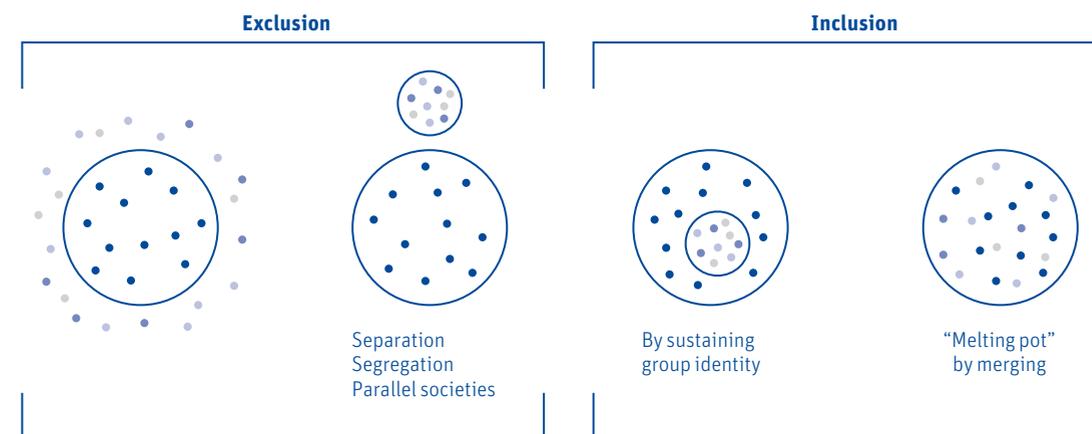
Shared identities and the reconstruction of identity criteria—chances to become comfortable with ethnic and cultural diversity?

People find it easier to live together and to cooperate, when there is little social distance between them. “Social distance depends in turn on social identity: our sense of who we are. Identity itself is socially constructed and can be socially deconstructed and re-constructed. Indeed this kind of social change happens all the time in any dynamic and evolving society.”⁹ An example of changing

categories of identity is the fact, that many Europeans have more or less deconstructed religion as a salient line of social division, though religion itself remains personally important. Thus far this is a fragile hope, that ethnic and cultural belonging will lose importance. Often in everyday life “the trouble is, they don’t mix”, e.g. in student’s classes or in youth peer groups. The last resort is the principle of “separate but equal”, finding tools to make sure, that disadvantages—less accessibility of education and employment, less quality of public amenities and services, less respect—don’t evolve.

However, for better understanding it is decisive not to have a too simplistic or static idea of identity. People can have several identities at the same time and they use their different identities—sometimes very consciously—in different social contexts. In relation to mixed personal or cultural roots, sociologists talk about hybrid identities. The growing number of people having a multiple sense of belonging and shared identities might bridge the distances between different cultural groups.

Integration = process of inclusion



Weeber+Partner: based on Wikipedia

Where do prejudices come from?

- ▶ *social inequality, social exclusion*
the generalising of disadvantages and low status prevalent in the concerned groups
 - ▶ *social and cultural identity*
the feeling of us and you, a tendency of groups to define and emphasise differences, feeling at home and secure in one's own social and cultural group
 - ▶ *self-fulfilling prophecy*
when you are expected not to do well at school, self confidence and optimism shrink and this influences one not to do well
 - ▶ *she scapegoat phenomenon*
if you need a guilty party for negative happenings, you blame the discriminated group.
- How dreadful the consequences of this phenomenon can be, is well known in connection with the Jews.
- ▶ *the just-world phenomenon*
you would like to see the world as being just and so you explain inequality by putting the blame on the disadvantaged people. People often don't notice how thoughts like "poor people are poor because they are lazy" might cause suffering for the persons concerned. Former ideas such as "disability is god's punishment" are a wicked way to blame the affected persons themselves.

How to overcome prejudices?

Steps	In community development, social work, policies
Equal status	Similar jobs, standards of living, education ... To foster inclusion in reality—bringing in persons belonging to a minority in professional life, leisure and civic activities
To prove negative images as being false	To create and communicate positive examples
Contact, cooperation, getting to know each other	In fighting segregation, the loss of contacts is one reason, why segregation is so damaging. Minimised actions and infrastructure for specialised target groups
Shared interests, goals and values	To look for common interests, to promote actions for a common future
Positive social climate	Common meals, parties and other enjoyable events are very effective in bringing people together
Legal protection	e.g. to enforce the legal obligation to attend school Legal rights very much promote the equalisation of opportunities for disadvantaged people all over Europe.
Management of diversity	To foster awareness, mainstreaming in all action fields, targeting different groups together

Multiple synergies—more than just a place to work

Ferme Nos Pilifs, BRUSSELS

The association La Ferme Nos Pilifs is a social enterprise providing jobs for disabled people. Aside from the professional dimension of the project there is strong social added value. It is one of the six associations hosted by the firm "Nos Pilifs", a company dedicated to working with less able people which combines different fields of activity: a garden centre, a store, a tavern restaurant, sections for landscaping, gardening and animal breeding and a dispatch department. The farm pursues the principles of bio-construction and has an ecological orientation. The departments of gardening and animal breeding in particular follow natural techniques.

"La Ferme Nos Pilif" is a very convincing example of how to achieve multi-layered goals within one project:

- ▶ employment for disabled people, which offers attractive job opportunities
- ▶ a much-loved local day-trip destination for the people of the neighbourhood
- ▶ learning opportunities—animals, pets and ecology
- ▶ a chance to overcome prejudices towards mentally disabled people—admiration of their commitment and achievements and also for producing things of market value.



6.4 Attitudes of self-exclusion—municipal responsibility for improving inclusion in highly segregated neighbourhoods

Inclusion is a two sided active process. But how to foster inclusion, when the disadvantaged persons don't take an active part to be included—in the important fields of life e.g. education, economy and community life? This question arises, when a part of cultural and religious minority groups very largely withdraw into their own communities—like some Roma or Moslem groups. Not wanting to be included is often seen as a major barrier to inclusion. However this argument is also often used as a reason to justify disadvantages and discrimination.

Why do people, belonging to a minority group, stick to traditional customs and attitudes, which make inclusion difficult? E.g. families who restrict their activities to family life only and don't learn the majority's language; Roma families who marry their 12 year old girls and don't send them to school anymore; fundamentalist religious groups, who stick to Islamic clothing like the Niquab and object to the majorities lifestyle and values. These attitudes should also be seen as a result of choices:

On the one hand: There might be more benefits to being excluded—not necessarily economical benefits, but emotional or social benefits. Persons submit themselves to group pressure (by the family, the minority group, the peer group) and feel loved, accepted, sheltered and safe. On the other hand: Change needs effort and includes the risk of failure. Are the expected benefits of change real and strong enough? So interventions trying to make them change should be “sold” very strongly, otherwise, why should they change? And this not only concerns the persons themselves, but also their community.



NIKOLAY VUSHOVSKI
Deputy Mayor Krasna
Poliana District, Sofia

What is the role of Fakulteta in Krasna Poliana within the whole city of Sofia?

↳ Most of the population is from Roma origin. Due to its main characteristics Fakulteta is considered as a ghetto area and is one of the biggest in Sofia. It is constantly growing since many people from all over the country come to make a living. They live in close communities and are usually accompanied by their families, which makes integration to majority a challenge. The unemployment rate is very high and they lack appropriate education. They are mainly engaged in low qualified activities and main income comes from going around the city—collecting and separating garbage. The local authorities' efforts are directed

towards overcoming the existing imperfections.

What is your experience of how to combine special project financing and the normal mainstream financing?

↳ The general funding for the relevant districts comes from the Sofia municipality budget according to the priorities and preliminary approved policies including different strategies. From the other side there is special project financing, coming from international donors. It is difficult to combine both resources and to use them in appropriate ways. Budget is restricted, but we succeed somehow in balancing the situation. We try to maintain the already existing public premises and infrastructure though renovation and rehabilitation is not enough. We need resources for new initiatives and constructions.

As a deputy mayor I am on-site every day. Sometimes I feel decision makers should be in a more constant contact with their constituency and not only rely on the information from the

media. Every action plan needs financial back up to be sustainable. Illiteration of adults as well as education for young Roma people is significant but it should go together with building infrastructure that meets the people's elementary needs. In Fakulteta 80 % of inhabitants don't have sewage and 60 % don't have a water supply systems.

Transparency in disseminating funding from European and international donors in the respective area is a sensitive issue. The local authorities support and resources should be aligned with the efforts of the donors and the non-government organizations implementing activities together with the Roma people. Sofia Municipality has proactively developed integrative policies to further the process of inclusion, however it is not possible to promote them without resources. We intend to provide the new water pipes from the municipal budget and expect contribution from the Roma people by engaging themselves in the manual

construction work in ensuring the improvement of the sewage system. The municipality is also working on improving the waste collection system and renovate open spaces. We elaborate annual plans and last year we developed a five-year strategy for improving the living conditions of the Roma people.

In the Sofia approach to Roma minority integration, social mix is a main topic. What are your ideas?

↳ We need better integration activities, starting from early childhood. With regard to the issue of social mix, our approach is to have inclusive schools and kindergartens. The idea is to integrate the Roma within the mainstream society. The teachers in mixed schools and kindergartens achieve a higher level of tutor skills, which helps inclusion of minority groups in the mainstream society. Here in the neighbourhood the Roma speak Romanes language, so it is important that the children learn to speak Bulgarian from a very young age.



Huge population growth in the deprived area

CoNet's recommendations for the development of the area Fakulteta in the Krasna Poliana district of Sofia may contribute to the general discussion, though it is an extreme example. In the area Fakulteta—characterised by bad living conditions—there are approximately 30,000 inhabitants. In the year 2010, a majority of the residents belongs to the Roma minority, but back in 1999 their percentage only accounted for approximately 50 percent. The population growth in Fakulteta is not only due to the high birth rate, but also to the immigration of poor Roma people from other parts of Bulgaria. This shows the dynamics of decline, when early prevention against segregation is missing and the enormous effort needed to better the situation.

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Ten steps towards change of an almost completely ethnic segregated neighbourhood:

1. Public responsibility

Even if there are strong tendencies for disadvantaged groups to withdraw into their segregated minority community, the municipality must take responsibility to overcome this negative situation. Prevention of further degradation and of enlargement of the poverty area is important and a long term development strategy is needed.

2. Importance of subsistence needs

When people are struggling with the basics of existence, efforts to train them and to provide a job don't have much chance of success. Working on basic subsistence needs should be the starting point.

3. Positive role models

Every person, who takes successful steps to overcome poverty might show the benefits of being included and can be a positive role model.

4. High quality of the segregated school

Efforts to make the local school an attractive and successful school in Sofia will be a key project for more inclusion. School No. 75 is a segregated school for one thousand Roma pupils.

5. Tolerated and intolerated aspects of diversity

It is necessary to discuss and come to agreement on which aspects of diversity are to be tolerated and which not. E.g. in many European countries the legal obligation of parents to send their school-aged children to school is nowadays much more strictly enforced, mainly by support but in some rare cases also by prosecution of the parents. School-aged girls with children are offered child-care enabling them to go to school.

6. Avoiding frustrations from unfulfilled promises

Unfulfilled promises destroy the impetus and optimism, to act for a positive future. Clarifying feasibility of projects, long-term financing and continuous backing from the whole city is important.

7. Creativity and dialogue

Riots turned out to be a chance for change. Out of the crisis came creativity and out of the dialog people started more productive approaches. In the black British communities in Liverpool similar attitudes to those in the Roma community were common. A lot of prejudices prevented open interaction. Lots of money was spent. After the riots and the resulting dialogue, people started to build services.



8. Learning from other Roma communities

In Sofia, as well as in other places, more successful Roma communities with less poverty do exist. A dialogue about what has worked might be fruitful.

9. Cultural life should support open-minded public opinion

Public opinion about the chances of Roma inclusion is rather negative. Artistic, cultural and intellectual life can support a productive dialogue and better understanding.

10. A reliable area plan, based on intensive co-production with the inhabitants

Together with other stakeholders in the area, starting points should be developed. There are people, who are already active, who have for example made pretty gardens with snowdrops, which can be seen from the street and who might be interested in helping to better the living conditions in the neighbourhood. The huge garbage problems can also be tackled by providing jobs, delivered by a social enterprise. Starting and realising a reliable and sustainable area plan in intensive co-production with the inhabitants is the only chance for positive change.

7

Better the neighbourhood's connections to the whole city and boost the city's solidarity with the neighbourhood!

A one-city mentality is the basis of a city's capacity to cope with the inhabitants' heterogeneous interests and needs in order to shape a sustainable future.

Excellent accessibility, motivating events and occasions for visiting the neighbourhood, "place-making" to achieve a characteristic and positive neighbourhood identity, participation in city-wide networks, proactive public communication—especially also on the neighbourhoods ongoing recovery and the involved people—helps disadvantaged neighbourhoods to be connected.

The potentials of integrated procedures are still far from being used to the full. Mainstreaming integrated approaches is done by undertaking integrated projects benefiting multiple aims whenever reasonable, additional to pursuing overall comprehensive strategies.

Elaborating on local action plans and local stakeholders sharing diagnoses and evaluation are important tools for the needed new-style governance connected with integrated approaches. This is not only a task for the local teams, the key actors of the whole city must also take responsibility.

The swings and roundabouts of society's controversial positions on the increasing social disparities, weaken the needed continuity of programmes and the outcomes of efforts for fighting concentrated poverty in disadvantaged neighbourhoods. A steady hand, open minded and active leadership as part of new-style governance, optimism and empathy for the people are vital.

7.1 The neighbourhoods' integration within the city—sustaining a one-city mentality

There are many reasons why we should beware of only looking at the disadvantaged neighbourhoods and their needed improvements in an isolated way. Above all we should insist that these neighbourhoods are not perceived by the city's citizens as being far away and alien. In this case, people push the problems aside, they are not interested, don't know what life there is like and don't feel responsible. After that it's only a short step towards berating the inhabitants as annoying and burdening—to let off steam or make a name for oneself. This causes enormous mental damage for those concerned and puts integration successes back a long way.

A sense of community—a one-city mentality—is one of the greatest achievements of European cities. They have developed a culture able to negotiate attitudes and needs to facilitate peace and to find solutions for the future. In today's urban life there are tendencies to solve the problems of living together by separating and "demarcating". This produces a lot of indifference, which means the end of productive dialogue and removes the basis for finding ways of living together despite different interests and shaping a mutual future. Person to person human curiosity is lost.

The overriding need is for solidarity in the urban community as a whole so that it does not disintegrate into separate groups. Cities face the biggest challenge and risk if they wish to safeguard social cohesion. No other societal or national level can replace this function of the cities.

7.2 Links and accessibility—bringing the city to the neighbourhood and vice versa

Easily reaching other places shortens distances. Improving accessibility and developing a convenient network of public transportation, cycling, walking and traffic routes is a vital issue of integrated regeneration, already underlined in chapter 6. Clearly displayed presentation in maps, orientation signs, the marked names of public transport stops and other city wide information contribute to the neighbourhood's prominence as part of the city. Inhabitants are mostly very interested in these topics, a fact which makes it easy to involve citizens in finding inventive and well adapted solutions—this also includes little projects like the design of the bus shelter or optimising transfer connections.

Providing motivating occasions to frequent the neighbourhood enhances connections. Cultural and sports events, festivities and markets attract visitors—if they are something interesting with a special ambiance or other unique selling point and if they are connected with the place itself, this enforces a positive identity. It can form an integral part of neighbourhoods' and cities' strategies to "reinvent themselves", get rid of pessimistic images and overcome decline. Recovering and bringing local history to life often successfully motivates local people—in the neighbourhood and the whole city—to take part in the activities and generates empathy, from the inside as well as from the outside of the neighbourhood.



Medical equipment recycling—a win-win partnership based on volunteering, education and patronage

Canhumanitaire, VAULX-EN-VELIN

Civil society taking responsibility and tackling social problems is a great European tradition, which needs the citizen's new ideas, commitment and persistence. The Canhumanitaire and the Centro Astalli examples are included to highlight the ongoing topicality.

The 'Hospital Assistance International' (HAI) is a humanitarian project, where volunteers collect medical equipment in order to deliver it to developing countries. They collaborate with the school 'Lycée des Métiers les Canuts'. Students are involved in repairing some of this technical equipment—an introduction to and practice in technical professions. The association 'Vaulx-en-Velin Enterprises' supports the project. Patronage is provided by "Canhumanitaire", an association founded in 2007 in the former Lyon stock exchange by the above mentioned partners and the mayors of Vaulx-en-Velin and Lyon and the Rhône region.

In addition to the humanitarian benefits, there are also three advantages for the students: *Education*: in terms of personal competences such as responsibility, commitment, self-reliance and self-confidence.

Social: Many of the students need to work in order to finance their studies, they can do that here without diminishing their educational opportunities. In addition, about 12 young people benefit from grants. They are chosen as being the most needy of help and most willing.

Economic: Creating connections to the local companies should facilitate an introduction into work.

The Vaulx-en-Velin Enterprise association is run by important local enterprises. Their work generates a lot of activities in close partnership with the

responsible employment institutions and the stakeholders in the field of education: sponsorship, internships, professional information, job placements, experience exchange and reflection.

Canhumanitaire—patronage

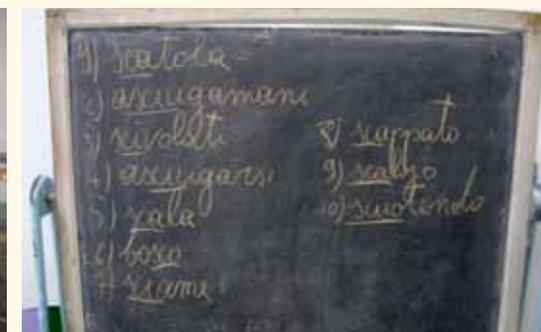
- ▶ Organises annual fundraising events
- ▶ Administrates the subsidies given by public, semi-public and regional authorities
- ▶ Acts as the point of contact for all relevant communication
- ▶ Provides the administrative infrastructure and assures coherent activity
- ▶ Assures the safe transportation of the repaired equipment and of the accompanying students.



Civic action—know where there is real need

Centro Astalli, support for immigrants Ballarò, PALERMO

Centro Astalli started 30 years ago as an initiative of the Catholic Jesuit Order to support refugees. Active in Palermo since 2003, Centro Astalli has used a house in the disadvantaged inner city Ballarò neighbourhood since 2006 to provide Italian language classes, training and legal advice for immigrants, and especially for refugees. More than 60 volunteers are involved. The Centro Astalli is an active NGO in the inner city Ballarò neighbourhood, which has increasingly more residents of immigrant origin. The volunteers take pride in creating a "welcoming culture" and tolerant atmosphere towards immigrants in Ballarò that is in contrast to less welcoming attitudes in richer parts of Italy. Next to the front office, there is the breakfast room, where every morning immigrants come for a cup of coffee. On the first floor, there are several rooms arranged for medical assistance, legal assistance, three classrooms, a wardrobe for the delivery of used clothes, job assistance and a music room, etc. Additionally they offer the use of showers and a laundry service. Part of this support involves immigrants making contact with each other and local people and finding their way back to normal daily life.



Placing an important central institution—such as a stadium, university or cultural centre—in the neighbourhood can have a major impact on the revaluation of the area, provided that excellent accessibility is guaranteed. This location policy was pursued on the level of the metropolitan region of Greater Lyon, to name only one example, the Ecole Nationale des Travaux Publics de l’Etat, part of the University of Lyon and the Ecole Nationale Supérieure d’Architecture de Lyon, were both located in the most disadvantaged part of the metropolitan area in Vaulx-en-Velin. Institutions of region-wide catchment areas give special importance to different districts of a city (respective metropolitan regions) acting as links and fostering exchanges across the region.

Particularly important is the city-wide dialogue on the intended, starting or ongoing upgrading process. Learning from those neighbourhoods, which have successfully undertaken change, means recommending: present work in progress, e.g. organise guided city walks or open-house days. These are good opportunities to report on projects and people in an interesting and realistic way, true-to-life and likeable. CoNet’s recommendation is: “Show the local heroes and heroines”, “connect issues with concrete persons” in order to win the hearts of the people. A major challenge is communication in terms of applications for funding. In order to get or to justify funds, the negative aspects have to be stressed, but it is important not to involuntarily deepen prejudices. Then again, only using nice words is easily recognised as advertising: “Look for real potentials, describe problems realistically, allow inhabitants to show who they are. If you want to change the image you have to change reality.”¹

The bigger the city, the more difficult it is to publish a neighbourhood’s issues city-wide while avoiding that there is only publicity on shortcomings and negative events. In order to get more constructive city-wide reports, local key persons should maintain contacts and cooperate with the media. Undertaking integrated campaigns or events ensure more influence on and visibility of topics and content. The neighbourhood’s integration into the whole city takes place by being present and active in the networks and projects in the whole city or metropolitan region, in sports, culture youth work, libraries, during festivities and by putting the neighbourhood online. This also applies for business, highlighting opportunities and including local enterprises.

7.3 A tool for governance—elaborating on integrated local action plans, best done by embedding them into city-wide or regional-wide strategies

The municipalities undertaking responsibility is made palpable by launching and supporting the drawing up of a local action plan. Within up-to-date integrated approaches, area based action plans are conceived as a tool for governance:

- ▶ including citizens and local stakeholders and encouraging cooperation and coordination between the stakeholders involved
- ▶ including the different municipalities departments and experts, undertaking planning by co-production of professionals and lay-persons
- ▶ serving as a goal and a platform for shared diagnosis, planning, monitoring and evaluation
- ▶ improving effectiveness of coordination, more binding agreements and integrating the different responsibilities
- ▶ connecting and finding agreements on the neighbourhood and city level, receiving backing from the mayor, department heads and the city council.

Creating action plans links into city-wide or regional-wide strategies can enhance many synergies: many challenges can only be tackled on higher level,² e.g. a well balanced housing policy, the location of industrial areas or large scale shopping centres. Facing implementation shortcomings of national programmes in terms of budget, bureaucracy, land use, planning and governance strategic planning emerges as a very useful tool for vertical governance between local and global levels.³

Finding strategies, key projects and enforcing small scale good practise

The Urbact II local support toolkit⁴ describes the local action plans as “a concrete roadmap to tackle the identified problem, within a defined area”. In English speaking project planning contexts the term road map is used as a synonym for a strategy or project plan, breaking down the main steps of the procedures. For urban planning it is notable, that—using this picture of the road map—format, function and role of the local action plan remain open. This corresponds to the growing importance of informal planning processes as a tool for the dialogue with the citizens and cooperation with the stakeholders.

In former times specialised or integrated urban plans were only elaborated on when major investments lined up. Urban and social planners also tried to elaborate on detailed and comprehensive plans for integrated urban development, in order to comprehensively include all important issues. Nowadays and especially within integrated approaches, most cities focus on drawing up loose frameworks towards action: guide lines and key projects to be realised in the next years (additionally to the legally and technically required detailed planning procedures). This is not only due to the protracted timeframe and costs needed to elaborate on very complex plans, sometimes already outdated when they were decided on. Strategic

plans should also be available for public communication at the beginning of the planning process.

Changing planning procedures are also due to societal changes. Planning doesn’t have very much say in today’s fast paced life. Planners and politicians have lost confidence in detailed comprehensive and long-term plans. Additionally, cities and planners attach importance to having the flexibility to benefit from unforeseeable opportunities. This might be to seize on good situations, economic demand, programmes’ funding opportunities increasingly often changing and last but not least the initiatives of citizens, especially important when citizens themselves should be proactive. So the idea is: elaborate on shared guidelines to find orientation and concretely prepare the key projects which might also highlight central guidelines and are doable in the next years.

Within integrated urban development a further line of thought speaks for undertaking local action plans even though major investments are not in the municipalities budget pipeline. These approaches to planning were called the “method of muddling through”, or “incrementalism” and are based on policy evaluation⁵, showing that in political decision making change mostly happens by small incremental moves based on particular problems rather than through a comprehensive reform programme. This underpins the importance of improving the day-to-day tasks, e.g. the grounds keeping, traffic control, maintenance repairs or current renovations, opening hours of public services and the atmosphere in the school canteen—tasks which the local people often find very important and which offer a lot of opportunities for improved cooperation.



KENT ANDERSSON
Mayor, City of Malmö
(Social Democrat)

Social cohesion is also a major concern in Malmö. What are the main challenges you are facing in the City of Malmö and the Fosie District?

↳ The City of Malmö has undergone a transformation from industrial to knowledge based, manifested by the establishment of a university, many new knowledge-based companies and high-end housing areas. There have also been several urban development projects during the years also with European funding, for example the URBAN programme and the development of the Eco City Augustenborg and the project South East Malmö (SÖM) Fosie in the District of Fosie.

↳ However the new life opportunities are distributed very unevenly and Malmö has become a divided city. In March 2010, The City of Malmö adopted the decision to develop the social sustainability of the city, “with the goal of all residents of Malmö being included and integrated into society and participating in its prosperity”. The response is not so much a response to the direct effects of the current economic crisis, but rather depends on the structural and demographic need for a social recovery of the city to complement the economic and environmental recovery that followed the 1980s economic crisis.

The city of Malmö has a long experience in promoting integration and urban development in Fosie. What is crucial to further the cause?

↳ What is crucial is to strengthen the city’s social sustainability. The new policy will be implemented through four area-based programmes for socially sustainable development, wherein all three concepts of sus-

tainability—environmental, economic and social sustainability—are mutually reinforcing. The area Lindängen (District Council Fosie) is targeted by these programmes together with three other geographical areas in the City of Malmö, Seved (district council South Inner city), Holma-Kroksbäck (district council Hyllie) and Herrgården (district council Rosengård). Area-based programme implementation is part of the administrations’ normal budget, and will thus be integrated into its ordinary plans and budget. The area-based programmes will have a duration of at least five years. This decision was based on an exchange of experiences with other Cities. There was a general consensus that an area-based programme needs to continue for at least five years.

Including partners in integrated procedures—between which partners does this work well and in which fields is this hard to achieve?

↳ There is a long experience about working together in close partnership to develop the City

further in an integrated process. Now in the development of the area based programme in four areas of Malmö we will take one step further in an even stronger partnership to really involve more partners in the work. We have since the Metropolitan work good cooperation with national authorities’ local offices, but here we want to go further now. We also make more efforts to engage the civil society and to get NGO’s even more close in our work. What is a problem in some areas is if there are many different landlords and the ownership about the buildings in the area is unclear and changes too often. The cooperation with the landlords is very crucial. We have both in the District of Fosie and in other parts of Malmö seen the positive effect of long term cooperation with both private landlords and the house company MKB owned by the City of Malmö.

A support center for local enterprises

Les Ateliers des Tanneurs, BRUSSELS

The former Palais du Vin, a spacious Art-Nouveau building, nowadays houses local enterprises. The enterprises are offered a wide range of services such as a reception, helpline and telephone exchange, secretariat, accountancy and even management and training. This allows start-ups to keep their infrastructure lean and utilize high-quality services and advice. They are housed either in the all-equipped offices or in the open space of the ‘enterprises nursery’. Rates are considered to be very competitive. In addition, Les Ateliers provide various rooms for meetings, conferences and events and corresponding services. A café and a restaurant are available as well.

Les Ateliers des Tanneurs are a joint project of the CPAS/OCMW of Brussels, a city-organization for social aid, and of the European Fund for Regional Development ERDF. CPAS acted as purchaser of the Palais du Vin and as client for the construction and restoration work. ERDF contributes to covering investment and running costs. The SDRB (Société Régionale d’Investissement) and the Authority for Promotion of Trade and Industry are partners of the Ateliers as well.

It is very positive and encouraging to see that creative and entrepreneurial forces can be successfully mobilised. Just as impressive is how this approach was realised with such a clear and stimulating cultural concept—a historical building not only benefiting the enterprises, jobs and services but also the neighbourhood and the visitors.



Putting Biskupice back on the map

Nasze Biskupice Association, Biskupice, ZABRZE

Biskupice is a neighbourhood on the eastern edge of Zabrze, a city with an important industrial heritage. At the end of the 19th century, some of the oldest and biggest coal mines in Europe were founded here. After the decline of the mining industry, they were classified as historical monuments. The Mining Museum Guido and the open-air Queen Luisa Museum have developed into major European tourist attractions.

Biskupice itself, today a poor isolated neighbourhood not at all at the attention of many people in the city, still offers amazing cultural and historical places of interest. The association Nasze Biskupice, established in 2003, wants to highlight the value of the local history, promote pride in their native country and to show the beauty of the landscape in and around Biskupice.

The Borsigwerk housing estate, built between 1863 and 1871, was once an exemplary workers' housing colony at the forefront of progressive social thinking. It is now inhabited by very deprived people, but still well preserved, with characteristic rows of semi-detached red brick houses—a place of morbid beauty. Our Biskupice strives for the recognition of the value of this historic monument of Zabrze's industrial past and pushes for it to be preserved. They organise photo exhibitions and tours and inform the public about upcoming activities and events on their website.

The association's target group is the residents of Biskupice, who are encouraged to be proud of their neighbourhood. Our Biskupice cooperates and joins forces with other groups in the neighbourhood to promote this local identity. In addition, the association wants to address people living in other neighbourhoods of Zabrze and in the wider metropolitan area of Silesia to promote regional visits and tourism around the historic sights.



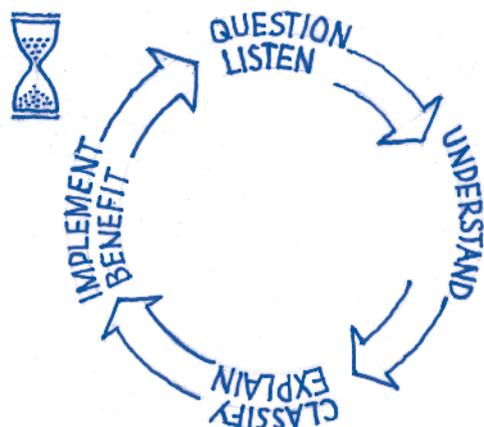
Assuring positive planning results—clarifying the decision making process

When involving inhabitants and local stakeholders in elaborating on an action plan, it has to be clarified and clearly communicated from the beginning, what the local action plan is like:

- ▶ a proposition: voicing an idea
- ▶ advice for further elaboration
- ▶ a draft for the responsible decision makers' further discussion and decision
- ▶ or a highly coordinated plan, the responsible decision makers are expected to agree on.

When assuring impact and motivating partners to participate in working out the integrated local action plan, it is decisive, that the municipality and the city council are encouraging the process of area based action planning, best shown by covering its costs, and are open to taking over the local action plan's recommendations so far as the municipality is concerned. Some cities practising this type of area based action planning do this all over

The diagnosis—action circle



Weeber+Partner

the city e.g. in a bi-annual years rhythm, others put the districts on the agenda alternatively, still others do this only in sensitive areas—possibly in line for being included in an urban renewal programme or an application for financing.

Action plans can be elaborated on for all action fields—also being a tool for including user and other partners, sharing ideas and for cooperation. Applicable here too, to avoid frustrations, is that the responsible bosses must back the process.

7.4 A further tool for governance—sharing diagnosis, monitoring and evaluation

The growing public concern for the accountability of urban and social programmes requires evaluations to determine what the best way of achieving results is. Yet, this is an ambitious and politically sensitive task. In this context we highlight the important contribution of evaluation for the projects themselves, namely for the teams working on site and the whole city, the investors, sponsors, supporters and critics. Shared reflection and communication of diagnoses, concrete aims, the course of projects and their results are a vital basis of new-style governance.

Diagnoses is part of the project management tasks at the beginning. However, it is also an integral element of the ongoing circle of diagnoses—action in order to know: What has been going on? What are the strong and weak points? What are its causes? What are the levers for change? How do they work? Which measures do well, which not? This feedback allows for the adjustment and focussing of actions. Within new-style governance it is a shared activity and not only done by key actors or critics behind closed doors.



PETRA NOTHDORF
CoNet Manager, Head of Unit Neighbourhood Management, Section Socially Integrative City, Senate Department for Urban Development, Berlin

Berlin has a city-wide strategy for disadvantaged neighbourhoods, why?

↳ At the end of the 1990s it got clear that the specific problems of disadvantaged neighbourhoods could not be solved by the classic methods of urban planning and social policies. In order to fight the vicious circle of poverty, bad image and unemployment, a new, integrative strategy was required which suited to the specific needs not only on the neighbourhood or district level, but also to city-wide cooperation structures.

What are the main challenges Berlin has faced?

↳ Firstly social spatial monitoring. This standardized index analysis for the whole city on social data shows developments from year to year and identifies target areas for the Neighbourhood Management Scheme and its funds. It is a useful instrument but also promotes competition on political level between deprived areas and districts for the funds.

↳ Secondly pooling resources. A major task was to bring together relevant expertise, personnel and financial potential from all fields: cross-departmental work at the level of the local municipalities and the Senate departments. Even after 11 years of implementing this strategy it is often still difficult to overcome the usual barriers between sectors. Due to financial problems and budget cuts in other sectors, the expectations grew over the years to mainly finance socio-integrative projects through the Socially Integrative City Programme.

↳ Thirdly the aim of empowerment. With the neighbourhood management scheme a new approach in decision-making for project funding was developed. The residents decide locally, which projects get funded. This new bottom-up approach is very successful, but is in contrast to decision-making processes in other fields of politics and therefore partially disliked by some local politicians.

What are the key points for success in your opinion?

↳ Constant communication and good networking among the different stakeholders is a prerequisite. The most important task for the future is to much more direct additional financial resources into the disadvantaged areas. More commitment is needed from other sectors in the action fields education, employment and economy. Therefore the Senate has started the strategy of the "Action Areas Plus".

An evolving partnership

Liverpool First, LIVERPOOL's Local Strategic Partnership

In 2010 Liverpool First announced a revised version of its local strategic partnership structure to make it more delivery focused, and to build on the work previously done to create strong links between public, private and charity and voluntary sector organisations. The revised structure can be viewed at the graph.

The premise of Liverpool First is simple. Focus on the outcomes of the Sustainable Community Strategy, Liverpool 2024: a thriving international city and maintain strong strategic partnerships between Liverpool City Council governance, key agencies, local communities and groups who represent Liverpool residents. Furthermore the work and priorities of these partnerships filter down to the city's five neighbourhood management areas, each comprising six wards, and encourage neighbourhoods to influence the overall strategic direction of city policy decisions.

Partnership stakeholders are wide-ranging and include government organisations, public sector agencies and representatives from voluntary and community groups. Representatives sit on a number of themed groups, or Strategic Issue Partnerships and Task Groups, depending on their role within their host organisation and how they can best influence the partnership agenda. Other representatives at chief executive and senior decision-making level sit on the Liverpool First Executive Board and the Delivery Group. These groups play key roles in setting policy, work programmes and ratifying decisions.

The key aims of the partnership are to embed the Liverpool 2024 city vision in their own organisation's planning, achieve the aims set out in the strategy and delivery key projects, such as the city's Health Inequalities and Digital Inclusion strategies and the Liverpool Apprenticeship Scheme.

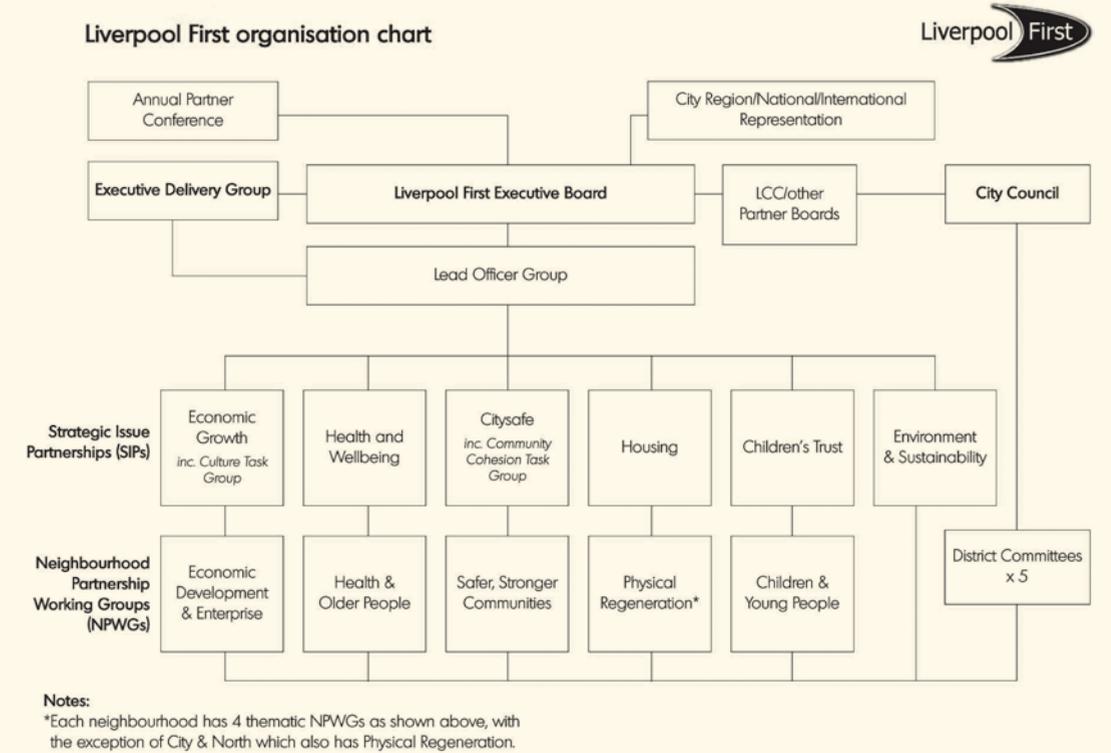
Liverpool First partnership is supported by a small Executive Team, which provides support to partners in the development and coordination of the partnership and its work.

At a neighbourhood level, each area is supported by Liverpool City Council's Neighbourhood Management Service, organised by a Neighbourhood Manager and a team, which is responsible for:

- ▶ Improving local service delivery and the quality of life for residents
- ▶ Identifying areas that need priority action and target problems that need to be addressed
- ▶ Helping partners and agencies to identify where they should invest their money to improve the area
- ▶ Identifying how partners can work together to deliver better services.

Each neighbourhood has its own range of local partnerships which mirror the Strategic Issue Partnerships. The Neighbourhood Partnership Working Groups, which there are five of in each neighbourhood, bring together neighbourhood specific partners from across a broad cross-section of organisations who focus purely on solving issues and making the most of opportunities for their areas. These groups are led by elected members who chair meetings and hold partners to account for delivery and communication of work undertaken in each neighbourhood.

Liverpool First organisation chart



Reflecting and deciding on evaluation methods

There are a lot of monitoring and evaluation methods, tools, contexts and aims of evaluation:

Programme and projects evaluation

Evaluation should also include programme evaluation, which sets the projects' framework (launching procedures, time-frame, guidelines, regulations and so on.). Projects' evaluation might include the individual projects' assessment and comparing different projects. For local teams, self-evaluation networks with other comparable projects are often useful.

Process evaluation and outcome evaluation

Process evaluation questions the strong and weak points in the course of activities, during the projects time-frame. Outcome evaluation asks how the aims are reached after the project or programme, at its end, after halfway or at the projects' milestones in-between.

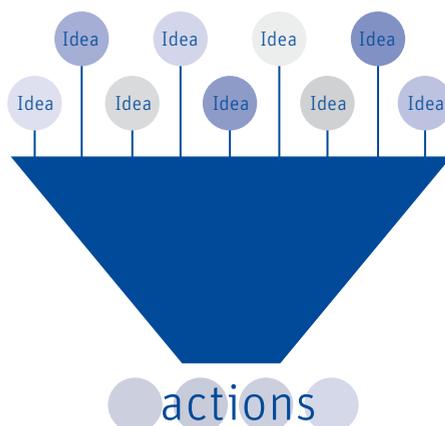
Self-evaluation and the view from the outside

Team-members exploring the evaluation questions by clarifying the indicators, collecting data, doing field research based on a shared concept can produce multifaceted synergies. However, team members often don't succeed in avoiding in-group bias from personal attitudes and success pressure. A view from the outside is also needed, which increasingly takes the form of the peer review method or more informal exchanges within project networks. The city to city advice was also an important part of CoNet exchange procedures. However, the experts viewing from the outside are also subject to group dynamics, they often don't want to seem impolite and want to respect efforts, thus they don't say everything they are thinking. If more external researchers undertake the monitoring and evaluation, this problem also still exists—most research is not completely independent, they also want to respect efforts,

the clients often accept only limited critique and sometime results, which claim to be “scientific”, lack methodological quality.

The scientific questions of proper evaluation are not discussed here. A lot of challenges concerning the measurement of outcomes of complex processes, multi factor causes, multi level influences and intersectional interventions and several interconnected programmes have to be tackled. Knowledge is still very much missing and interdisciplinary basic research is currently taking place. However, disadvantaged neighbourhoods and active practitioners, acting on their behalf, are concerned by the results of a lack of differentiated outcome measurements. Experts experienced in project consulting and research are favouring monitoring and evaluation concepts very near to the concrete activities and the assessment by the different stakeholders, actively involved inhabitants, local public, institutions and professionals, we name this actor-oriented evaluation.⁶ A major need of projects in the field is to properly focus on the levers for change and concerning this, understanding the different actors logics “how the different actors tick”.

Governance—including contributions and producing results



FREDDY THIELEMANS
Mayor of the City
of Brussels

Brussels: on the one hand very splendid and the heart of Europe, on the other hand, also a city with a very multi-cultural poor population—how do you get along with these contrasts?

↳ Our city Brussels is very cosmopolitan and shows to some degree all aspects of globalisation. We see a major difference between the business districts, the richer international population and the less well-off neighbourhoods. This development is connected to urban decisions made back in the 1950's, with the aim of developing Brussels' service economy. Over the past years, we have made great efforts to turn this segregation around and encourage citizens to rediscover and move back into the central neighbourhoods.

But we must do this in a way that doesn't displace the people already living there, who have developed their networks and found the needed infrastructure for integration.

Here in Brussels, poverty is more visible than in other capital cities—even though Brussels is 3rd in Europe in terms of Gross Domestic Product. But this fact ignores the exodus of the disadvantaged to the outlying suburbs, which are difficult to reach, have little infrastructure and where they are left to fend for themselves. But the situation in Brussels is favourable for a certain degree of social-mix—you can pass quickly and easily from a popular area to a less favourable one.

What are Brussels' main approaches to improve social cohesion in the disadvantaged neighbourhoods?

↳ Firstly, the territorial structure of the city (la Région de Bruxelles-capitale) is composed of 19 municipalities, of which the City of Brussels is one. We in Brussels pursue real policies of

close links within the neighbourhoods. On the one hand, we have a close network of associations, which create extremely strong connections in the communities. On the other hand we offer a wide variety of services—e.g. the C.P.A.S. for social integration, the municipal service BRAVVO, the House of Solidarity for newly-arrived migrants, etc.

↳ Social cohesion is, first and foremost, access to fundamental rights, such as healthy housing, financial help, emancipation activities, education, etc. The challenge we face is to make people aware of the services that best fit their needs.

↳ We focus on the most disadvantaged neighbourhoods and those areas with social housing blocks which above all are areas of urban decline. Urban revitalisation is an important action field here. The programmes concentrate the resources on small areas and are accompanied by social activities to foster participation, partnering and the strengthening of local social services.

Main accents include prevention, gender equality, school support and the receiving of newly-arrived migrants.

What has proven to be successful?

↳ With social cohesion, a local approach is fundamental. The inhabitants of a neighbourhood should have the possibility to meet and to get to know one another. Through the local neighbourhood projects, e.g. neighbourhood and neighbourly fêtes, multi-generational projects and an anti-racism day, we encourage exchange and dialogue between different cultures and generations. These activities also aim to foster the positive aspects of the area, of living well together and the networks of solidarity. Our hope is that this positive image can be carried on by the inhabitants. When they feel at home and part of life there they involve themselves more.

↳ Our municipal service BRAVVO highly values the social mixture within the scope of the activities proposed by the people and especially those concerning youth. They undertake

systematic efforts to ensure effectiveness, e.g. theatrical activities, a video exhibition and a mutual project between five schools on the subject of prejudice. Many projects have been realised by youth, which have also contributed to the continuing debate. BRAVVO also has a project strongly focused on cooperation between local, municipal and other services about how to live well together on social housing sites. These projects are always undertaken together with other local partners.

What fields do you hope for more success in?

➔ In terms of giving young people access to the labour market, we still have a long way to go. A large number of young people from the disadvantaged neighbourhoods have a fairly problematic school and vocation path, chaotic even. Many are school drop-outs and have never gained skills that are required on the labour market. When they do find employment, it often takes the form of short-term insecure work. This does not give them

the perspective to develop a better personal situation and gain independence. Efforts have been undertaken to launch projects that help young people with the jump from school to career. For example, a work-experience agency POTENTIA was set up in the area of Laeken for youth between the ages of 18 and 30 with weak qualifications. The coaching sessions evaluate competencies and prepare for a work-placement plan. This empowerment sessions aim at motivating them towards getting further qualification, the only way for them to find more stable work. Motivation and self-confidence are important for youth. The fight against school drop-outs is a major challenge in the problem of getting young people into professional life. To achieve this, we have to consolidate the bridges between schools and employers.

7.5 New-style governance and leadership—increasing governing capacity

Bad governance is one of the main causes of misery and poverty. This was emphasised by the World Bank in the ‘The Political Risk Yearbook 1989, Sub-Saharan Africa’. The push for good governance became a central focus of development policies. And of course we must also ask ourselves to what extent and by what factors poverty and the segregation of the poor in European cities are the result of unsatisfactory governance.

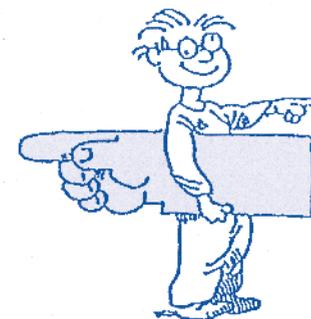
The integrated approaches to develop disadvantaged neighbourhoods have been a major step for better results. These courses of action are not only based on comprehensive actions in all important action fields. They are characterised by a new more inclusive style of governance, to increase the governing capacity of cities and to cope with the changing society. The wider configuration of public administration, private agents and civil society representatives is taken into account, instead of only focussing on the state and the municipalities activities and guidance. Aiming at better and more comprehensive cooperation and more synergies between the different actors involved municipalities are increasingly taking on mediation. And for sure: none of the three actors—state, markets and civil society—alone can successfully build a more positive future for disadvantaged neighbourhoods and their inhabitants.

Integrated approaches are meanwhile state of the art within all kinds of urban policies all over Europe. The Netherlands, France and Great Britain have all been at the forefront with their innovative national programmes for integrated development of their disadvantaged neighbourhoods. However it has to be questioned, whether a steadier hand and more continuity would have an even better effect. Well funded programmes have repeatedly changed, more quickly than practitioners in the

field have been able to develop optimal practice. Also Germany, which first launched the Socially Integrative City Programme in 1999 and further promoted integrated approaches with the European Leipzig Charta, has only eleven years later reduced funds and the combined financing of bricks-and-mortar investments and social projects. In most other European countries well appointed and steady national programmes for integrated urban development in disadvantaged neighbourhoods are urgently needed.

The book title “Monsieur le Président, expulsez la misère” (Mr. President, abolish misery)⁷ from a French activist against homelessness fascinates because of its ambiguity. Ambiguity also describes policies towards the disadvantaged neighbourhoods. On the one hand, the title is an urgent cry for action against hardship. On the other hand, one is moved by its naivety—misery could be eliminated by quick solutions from above. Moreover “those above” are also seen as part of the problem.⁸ Derogative attitudes towards troubled groups and blaming the victims have increased with the financial crisis in the last years, especially among those in upper income-groups. Tendencies towards decreasing solidarity are growing, especially among the higher status groups.

Governance—dealing with the contradictions



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People welcome the political promises and activities to reduce the growing and concentrating social problems in the suburbs or other disadvantaged areas. However, negative attitudes against weaker groups and deconstructive publicity and research concerning the limited benefits of investing in disadvantaged neighbourhoods are well suited to justify winding down investment.

The stops and starts, ups and downs of integrated urban renewal programmes for disadvantaged neighbourhoods mirror societies’ controversial disputes on how to deal with the increasing social disparities and the financial, economic and fiscal crisis in Europe.

Enhancing implementation—questions for integrated approaches for further progress

To achieve more continuity of efforts and good practice, the aims and benefits of integrated urban renewal must be better clarified and communicated. Projects often don’t meet all expectations. The huge number of strong points have already been discussed in this guide. But what are the weak points in these cases?

- ▶ Deficiencies of monitoring and evaluation?
- ▶ Implementation shortcomings?
- ▶ Motivation lacking?
- ▶ Knowledge gaps?
- ▶ Unrealistic expectations of area based policies’ influence?⁹

Area based policies have to be seen as one of several pillars of social cohesion policies, so expectations should be appropriate to the economic and social context. Unclear and overly demanding expectations might be connected to deficiencies of monitoring and evaluation. The European Commission’s Fifth Report on Economic, Social and Territorial Cohesion¹⁰ has again confirmed the importance of area based policies to lift people out of the risk of poverty

and exclusion: ...“the nature of disadvantage affecting people in situations of poverty and social exclusion is influenced by the area where they live. The link between individual circumstances and local situations runs both ways.” These findings call “for increased efforts to combine ‘people based’ and ‘place based’ approaches.”

The three key questions for further progress in implementing integrated approaches in disadvantaged neighbourhoods—CoNet’s exchange focus, based on CoNet’s members groundlevel experiences and literature—suggest further discussion.

How to proactively use the synergies of integrated approaches?

By realising integrated projects wherever possible and beneficial?

Though multifaceted good examples in the eleven European cities could be explored, the potentials of integrated procedures are still far from being used to the full. Experiences, trust and routines have to grow and need time. Far reaching changes are connected with the more comprehensive cross-sectional working and management style of new governance. Learning and exploring new governance and including citizens, enterprises, different municipality departments and other public institutions by realising shared projects, is crucial for the needed “bottom-up” enlarged cooperation culture. Exploring integrated solutions for as many projects as reasonable should be seen as a main element of integrated procedures instead of only highlighting the multi aimed overall strategies in neighbourhood development and the involvement of citizens.

How to enlarge the outcomes of integrated proceeding?

By active leadership and a well reflected mix of traditional and deliberative procedures?

Participating, discussing, negotiating and cooperating takes time. Time is precious not only for the

concerned professionals but also for the citizens, who participate in their free time. Motivation quickly goes down, if the benefit—in relation to the topics’ importance, the invested time and the meetings’ pleasure—is too limited. Political science describes: very few citizens are “super citizens”, highly interested in politics, many citizens are very unsophisticated citizens, “political ignorants”, little interested, but many citizens are characterised as “political misers”, “potentially active citizens”, who are interested, if he or she feels personally concerned and if sees their participation effort as useful.^{11,12} Other stakeholders act similarly.

Finding the appropriate mix of interventions and instruments—on the one hand, traditional administrative procedures based on clear responsibilities and on the other hand, procedures based on voluntariness, cooperating networks and consensus oriented joint decision—should be further explored. The current optimism about deliberative decision making and self-steering shouldn’t be overestimated, not all shortcomings of interventions evolve by coordination deficiencies, but are based on different interests and power.¹³ Not all stakeholders are interested in cooperating—strategies are often reduced on feasible projects based on the interests of those partners willing to cooperate. Leadership and backing from open minded city leaders is also needed—in order to convince important stakeholders to join, especially when these partners are different municipal or other public departments.

How to reach the turning point towards noticeable recovery?

By believing in success, creativity, optimism and respect towards the people and the area?

This confidence drives the dynamics of well focused integrated procedures and makes the most of money and staff. Although area based development of disadvantaged neighbourhoods can’t change the world, there is no reason not to be optimistic.

Also focusing on deprived neighbourhoods—not only to work on a city’s strong points and to leave the weaker groups and parts of the city behind—is even seen as a success factor for the recovery of whole cities after a period of decline. The elaborate research programme on weak market cities used the “focus on deprived neighbourhoods” as an indicator (among others) of recovery interventions towards positive change.¹⁴

The European Commission’s Fifth Report on Economic, Social and Territorial Cohesion¹⁵ has again and still confirmed the importance of area based policies to lift people out of the risk of poverty and exclusion.

The importance of the whole city’s interest in the development and their responsibility for doing it best for tangible results was highlighted before. This needs active leadership. The city policy makers and key actors concern for strategic reflection on procedures, qualified project management and methodological sophistication is also required, so as not to leave the local teams which often have little implementation power alone.

Innovation and creativity are often highlighted as key factors which make the difference and encourage a spirit of departure and optimism. This is true. However, looking at good practice and the attitudes of the drivers in the eleven CoNet cities, close contacts to, empathy and respect for the people seem even more characteristic.

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Imprint

Publisher:

CoNet

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and contributions from partner cities

Photos:

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Layout:

Moniteurs, Berlin

Print:

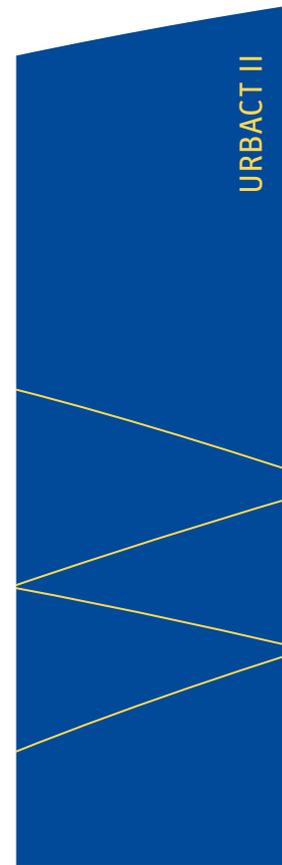
Spree Druck Berlin GmbH

Berlin 2011

Lead Partner:

Berlin, Senate Department for Urban Development

ISBN: 978-3-00-034052-9



URBACT is a European exchange and learning programme promoting sustainable urban development. It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal challenges. It helps them to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 181 cities, 29 countries, and 5,000 active participants. URBACT is co-financed by the ERDF Funds and the Member States.

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