



FIFTH FRAMEWORK PROGRAMME



University of the  
West of England



# Participation, Leadership, and Urban Sustainability: PLUS

## Conference Report

*PLUS is a research project funded by the European Commission's Fifth Framework programme, involving research teams from nine countries, 18 city authorities, and two international networks of cities.*

*64 delegates attended the final conference of the PLUS project, held in Bristol in May 2004, from 10 countries in Europe and beyond. It attracted 11 city leaders and many more policy-makers.*

*This report presents the material supporting the conference, including the slides of speakers, the deliberations of workshops, and the research report presented to the delegates.*

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West of England



FIFTH FRAMEWORK PROGRAMME



ENERGY, ENVIRONMENT  
AND SUSTAINABLE DEVELOPMENT



## Conference programme

### **PARTICIPATION, LEADERSHIP AND URBAN SUSTAINABILITY: PLUS**

**The European Dimension: Findings from an EU Cross-national Research Project**

**@Bristol Conference Centre, Rosalind Franklin Room  
Bristol, England, May 7<sup>th</sup>- 8<sup>th</sup> 2004**

#### **Fri 7<sup>th</sup> May**

**09:50**      **Visit 1 – Create Centre:** Bristol's sustainable development Centre

**Visit 2 – South Bristol URBAN II/YOURS:**  
Regeneration project in the South of the City

**14:00**      **Welcome and Overview by Conference Chair**  
Professor Murray Stewart

**14:30**      **New Directions in European Urban Research**  
Dr Eric Ponthieu, European Commission

**15:00**      Parallel workshop Sessions 1, 2 and 3:

- 1. Economic competitiveness**
- 2. Urban Leadership**
- 3. Social Inclusion**

**17:00**      **Plenary Session: Keynote Speech**  
Cllr Barbara Janke, Leader of Bristol City Council

**Regeneration in Bristol**  
Liz Bisset, Head of Regeneration, Bristol City Council

**19:00**      **Reception** hosted by Bristol's Lord Mayor, Bill Martin

#### **Sat 8<sup>th</sup> May**

**9:00**      **Briefing** by Conference Chair  
Professor Murray Stewart

**9:15**      Parallel workshop sessions 4, 5 and 6:

- 4. Institutional Capacity**
- 5. Community Involvement**
- 6. Complementarity of Urban leadership and Community Involvement**

**11:15**      **Feedback on parallel sessions**

- 11:35**      **Final Plenary Session – Reflections on Leadership**  
Mike Wolfe, Mayor of Stoke-on-Trent
- Comparative Urban Governance: the Future Agenda**  
Dr Christine Cheyne, Massey University, New Zealand
- Closing Remarks**  
Professor Murray Stewart
- 12:30**      **Close of Conference**  
**Reception hosted by the University of the West of England**  
Professor Colin Fudge, Pro Vice Chancellor and Dean
- 14:00**      **Boat Trip in Bristol Harbour**
- 15:00**      **Visit 3: Barton Hill**

## List of Delegates

Title	First name	Last name	Organisation
Cllr	Peter	Abraham	Bristol City Council
Prof	Rob	Atkinson	University of the West of England
Prof	Alessandro	Balducci	Milan Polytechnic
Ms	Helen	Ball	Bristol City Council
Ms	Liz	Bisset	Bristol City Council
Dr.	Roelof	Bleker	City of Enschede
Mrs	Pia	Borg	City of Göteborg
Mr	Ian	Bottrill	Warwickshire County Council
Dr	Claudio	Calvaresi	Milan Polytechnic
Dr	Laurence	Carmichael	University of the West of England
Dr	Christine	Cheyne	Massey University
Dr	Frans	Coenen	University of Twente
M.	Steinar	Daler	The City of Oslo
Mr	Jaroslav Maciej	Dohnal	Poznan City Hall
M.	Björn	Egner	Darmstadt University of Technology
Mr	Thomas	Franke	German Institute of Urban Affairs
Ms	Sandra	Fryer	Bristol City Council
Prof	Panayiotis	Getimis	UEHR, Panteion University
Cllr	David	Gillett	Havant Borough Council
Mr	Jordi	Gómez	EUROCITIES
Mr	Mikael	Granberg	Orebro University
Ms	Despoina	Grigoriadou	UEHR, Panteion University
Mr	Nick	Gurney	Bristol City Council
Cllr	Peter	Hammond	Bristol City Council
Mrs	Gro Sandkjaer	Hanssen	Norwegian Institute for Urban and Regional Research
Dr	Michael	Haus	Darmstadt University of Technology
Prof Dr	Hubert	Heinelt	Darmstadt University of Technology
Ms	Jo	Howard	University of the West of England
Cllr	Barbara	Janke	Bristol City Council
Ms	Anna	Johansson	City District Committee of Bergsjön
Assoc Prof	Folke	Johansson	Goteborg University
Mr	Jan	Kaaling	City of Göteborg
Mr	Tomasz J.	Kayser	Poznan City Hall
Mr	Jan Erling	Klausen	Norwegian Institute for Urban and Regional Research
Mrs	Urszula	Klimska	Warsaw University
Dr	P J	Klok	University of Twente
Mr	Roar	Kristiansen	City of Bergen
ir.	Peter	Kuenzli	City of Enschede
Ms	Eleni	Kyrou	UEHR, Panteion University
Mr	Roger	Lawrence	Wolverhampton City Council
Mr	Andrew	Lightfoot	Devon County Council
Mrs	Teres	Lindberg	The City of Stockholm
Mrs	Carina	Lundberg Uudelepp	The City of Stockholm
Mrs	Nektaria	Marava	UEHR, Panteion University
Dr	Reinhard	Martinsen	City of Hannover
Prof	Stig	Montin	Orebro University
Dr	Ita	O'Donovan	Stoke-on-Trent City Council
Mr	Bjorn	Olberg	City of Bergen
Mr	Ragne	Rommetveit	City of Bergen
Dr	Cristiana	Rossignolo	Politecnico e Università di Torino
Ms	Elisa	Rosso	Associazione Torino Internazionale
Dr	Marco	Santangelo	Politecnico e Università di Torino
Mr	Bruno	Schmaus	City of Heidelberg
Mr	Vasilis	Sgouris	DEMEKAV
Ms	Helene	Solbakken	The City of Oslo

## List of Delegates

Title	First name	Last name	Organisation
Prof	Murray	Stewart	University of the West of England
Dr	David	Sweeting	University of the West of England
Prof	Pawel	Swianiewicz	Warsaw University
Mr	Jerzy	Swiatek	City Hall in Ostrow Wielkopolski
M.	Adiam	Tedros	Goteborg University
Mr	Anthony	van de Ven	EUROCITIES
Mrs	Sylwia	Wawrzyniak	City Hall in Ostrow Wielkopolski
Mr	Mike	Wolfe	Stoke-on-Trent City Council
Ms	Val	Woodward	Civil Renewal Unit, Home Office

## **Welcome and Overview by Conference Chair**

Professor Murray Stewart

Professor Murray Stewart opened the conference by welcoming the delegates to what would be the final event of the PLUS project. This was therefore a meeting of Steering Committee members designed to make a contribution to the final findings of the project. This was a time for a warm welcome, a sense of satisfaction, a set of thank yous, a happy celebration but above all a test of findings.

The aims of the Conference would be to:

- Validate the research process
- Examine the final (draft) report
- Explore and test the findings
- Consider the implications for policy and practice

The conference would hear from the European Commission on future directions in urban research and from the City of Bristol on their progress and achievements in the fields of partnership, community involvement and urban regeneration.

The research work had been grounded in an evidence base which was firm in theory and full in empirical terms. From nine countries, eighteen partners, together with Eurocities and Quartiers en Crise, had worked together. Eighteen cities and thirty six initiatives had been explored. Methodologically a common theoretical framework had been supported by national and local contextual papers, by analysis of the eighteen case study cities with detailed fieldwork on thirty six initiatives. A survey of local opinions about political culture had deepened the comparative analysis.

Delegates would contribute to workshops on key issues emerging from the research, with city partners and academic teams combining to share experience and develop practical messages for the Commission, for national governments and for cities themselves. Key themes for the workshops would be:

### **Competitiveness:**

- Major , often city wide, initiatives
- External linkages
- Role of corporate, business leaders
- Much less local community involvement

### **Social Inclusion**

- Many 'neighbourhood' projects
- Communities need information
- Reliance on short-term, small area initiatives
- Role of central/regional governments

### **Leadership**

- Different styles and types of leader
- The 'city' boss less relevant now
- Importance of holding together a range of interests
- Vision still important

### **Community Involvement**

- A wide range of interests
- The extent and power of involvement

Different methods (political/services)  
Communities of place and interest  
Listening to the hard to reach

### **Institutional Capacity**

The importance of institutional arrangements  
Institutions crucial for sustainability  
Clear rules and protocols  
Accountability in partnerships

### **CULCI**

Legitimacy and information for leaders  
Brings effectiveness to communities  
Supports democracy in governance  
The role of intermediaries (councillors)  
Makes 'local' more significant

Slide 1



Slide 1 content: A light green rectangular area with a black border. In the top left corner, there is a logo with the text 'PARTICIPATION LEADERSHIP EUROPEAN SUSTAINABILITY'. In the top right corner, there is the University of the West of England Bristol logo. The main text in the center is: 'Plus - The final project Conference', 'Bristol May 2004', and 'Professor Murray Stewart'.

Slide 2



Slide 2 content: A light green rectangular area with a black border. In the top left corner, there is a small red box with the text 'PLUS 2004'. The main text in the center is: 'A warm welcome', 'A sense of satisfaction', 'A set of thank yous', 'A happy celebration', and 'Some findings to test'.

Slide 3



Slide 3 content: A light green rectangular area with a black border. In the top left corner, there is a small red box with the text 'PLUS 2004'. The main text in the center is: 'Aims of the Conference', 'Validate the research process', 'Examine the final (draft) report', 'Explore and test the findings', and 'Consider the implications for policy and practice'.

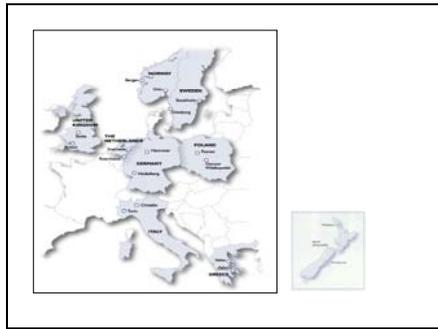
Slide 4

**PLUS 2004**

**The Evidence base**

- A Grounding in Theory**
- Academic and city partners**
- Nine countries**
- Eighteen cities**
- Thirty six initiatives**

Slide 5



Slide 6

**PLUS 2004**

**Methodology**

- Common theoretical framework**
- National and local contextual papers**
- Analysis of the eighteen case study cities**
- Detailed fieldwork on thirty six initiatives**
- A survey of local opinion**
- Comparative analysis**

Slide 7

PLUS 2004

**Competitiveness**

Major , often city wide, initiatives

External linkages

Role of corporate, business leaders

Much less local community involvement

Slide 8

PLUS 2004

**Social Inclusion**

Many 'neighbourhood' projects

Communities need information

Reliance on short-term, small area initiatives

Role of central/regional governments

Slide 9

PLUS 2004

**Leadership**

Different styles and types of leader

The 'city' boss less relevant now

Importance of holding together a range of interests

Vision still important

Slide 10

**PLUS 2004**

**Community Involvement**

- A wide range of interests
- The extent and power of involvement
- Different methods (political/services)
- Communities of place and interest
- Listening to the hard to reach

Slide 11

**PLUS 2004**

**Institutional Capacity**

- The importance of institutional arrangements
- Institutions crucial for sustainability
- Clear rules and protocols
- Accountability in partnerships

Slide 12

**PLUS 2004**

**CULCI**

- Legitimacy and information for leaders
- Brings effectiveness to communities
- Supports democracy in governance
- The role of intermediaries (councillors)
- Makes 'local' more significant

PLUS 2004

**Programme for the Conference**

**Visits (one to come)**

**Workshops**

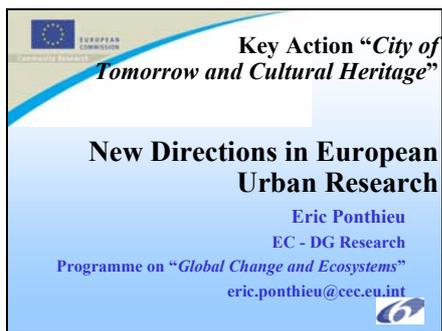
**Civic reception and dinner**

**Final reflections**

# New Directions in European Urban Research

Dr Eric Ponthieu, European Commission

Slide 1



Slide 1 content: The slide features the European Commission logo in the top left corner. The main title is "Key Action 'City of Tomorrow and Cultural Heritage'" in a serif font. Below this, the subtitle "New Directions in European Urban Research" is displayed in a bold sans-serif font. The presenter's name, "Eric Ponthieu", and his affiliation, "EC - DG Research", are listed. The slide also mentions the "Programme on 'Global Change and Ecosystems'" and provides the email address "eric.ponthieu@cec.eu.int". A small logo with the number "6" is in the bottom right corner.

Slide 2



Slide 2 content: The slide features the European Commission logo in the top left corner. The title is "Content of presentation". A bulleted list with red arrowheads contains the following items: "Objectives of the Key Action", "The needs of the urban stakeholders", "Examples of deliverables of the Key Action", "Urban research in FP6", "Thematic Strategy and future of urban research", and "Conclusions". A small logo with the number "6" is in the bottom right corner.

Slide 3



Slide 3 content: The slide features the European Commission logo in the top left corner. The title is "The main objective of the Key Action". A central box contains the text "To promote sustainable development in urban areas". A small logo with the number "6" is in the bottom right corner.

Slide 4

**The original approach of the Key Action**

- ➔ **Holistic approach and integration** as absolute requirements at the proposal evaluation stage
- ➔ Strong emphasis on the development of **affordable, effective and accessible tools** for the application of SD in urban areas
- ➔ **Involvement of all stakeholders** within the research-demonstration-dissemination phases
- ➔ Contributes to a wide range of **EU/MS policies**

Slide 5

**The needs of the urban stakeholders (1)**

- ➔ **How to select the most cost-effective measures?**
  - existing and/or new **policies** (in virtually all domains of the city administration)
  - **approaches to urban management and governance** (incl. participatory approaches)
  - **methodologies, techniques and/or technologies**
  - **services** which offer an alternative to product ownership

Slide 6

**The needs of the urban stakeholders (2)**

- ➔ **But a lack of understanding of their potential**  
Long term impact of new measures almost ignored
- ➔ **But a lack of understanding of their possible synergies**  
Best solution often a package of measures
- ➔ **But a lack of understanding of their transferability**  
What works well in Vienna could fail in Gdansk!
- ➔ **But a lot of barriers limiting their implementation**  
Institutional, financial, legal, etc.

Slide 7

**The needs of the urban stakeholders (3)**

**WANTED = New range of "tools"**

- databases
- indicators
- models and simulation tools
- accounting frameworks
- scenarios
- risk analysis
- codes of practice
- guidelines

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Slide 8

**The needs of the urban stakeholders (4)**

**To support the whole decision implementation process:**

- Ex-ante impact assessment
- Support to decision-making
- Implementation
- Monitoring of performance
- Benchmarking
- Transfer of good practice

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Slide 9

**Examples of deliverables: the PROSPECTS project (1)**

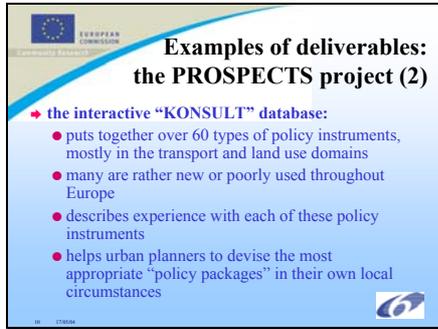
- PROSPECTS aims to integrate land use and transport planning

**Two main deliverables:**

- Three guidebooks, incl. a "decision-makers' guidebook":
  - To help politicians in taking the initial decision
  - To help planners and developers mitigating long term impacts on sustainability
  - To help measuring the progress towards sustainability

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Slide 10



**Examples of deliverables:  
the PROSPECTS project (2)**

- **the interactive “KONSULT” database:**
  - puts together over 60 types of policy instruments, mostly in the transport and land use domains
  - many are rather new or poorly used throughout Europe
  - describes experience with each of these policy instruments
  - helps urban planners to devise the most appropriate “policy packages” in their own local circumstances

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Slide 11



**Urban research in FP6 (1)**

- No more appearing as a single entity
- Scientific support to policy-making (in priority 8)
- Through priority 6.3 on “Global Change and Ecosystems”
- Through priority 7 on “Citizens and governance”
- Through CRAFT, Specific Support Actions (SSAs) and ERA-NET

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Slide 12



**Urban research in FP6 (2)**

- **Scientific support to policy-making**
  - Task 3: “Underpinning the economic potential and cohesion of a larger and more integrated European Union”
  - 3.4. Forecasting and developing innovative policies for sustainability in the medium and long term
  - *Sub-Task 1 - Development of the appropriate tools to assess the effectiveness of the Urban Thematic Strategy*

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Slide 13

**Urban research in FP6 (3)**

- ♦ **Scientific support to policy-making**
- ♦ **3.6. The protection of cultural heritage and associated conservation strategies**
- ♦ Task 1-Identification of durable ancient or traditional materials and craft technologies for application in modern conservation treatments of movable cultural heritage
- ♦ Task 2-Idem for immovable cultural heritage
- ♦ Task 3-Sustainable impact assessment of conservation treatments
- ♦ Task 4-impact assessment of results achieved in EU research projects related to the movable & immovable cultural heritage

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Slide 14

**Urban research in FP6 (4)**

- ♦ **Priority 6.3 (call publication: 16 June 04; 1<sup>st</sup> deadline: 26 October 04)**
- **V. Strategies for sustainable land management, including coastal zones, agricultural land and forests**
- **V.1. Sustainable use of land**

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Slide 15

**Urban research in FP6 (5)**

- ♦ **V.1.1.1. Land use and landscapes in sensitive regions**
- ♦ **Concepts and strategies for sustainable land-use and landscape development, in sensitive regions such as mountains, coastal zones, islands as well as post-industrialised zones, will have to be defined, taking into account the existing knowledge on this matter. Modelling approaches for integrated land-management, highlighting regional issues, will be developed or improved if already existing. A European-wide knowledge and database on rural development practices, policies and other data, usable for modelling and future land-use management decisions, will be built.**

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Slide 16

**Urban research in FP6 (6)**

- ♦ **V.1.1.1. Education and training**
- ♦ **Learning methods and tools for sustainable impact assessment and policy analysis relative to land use, in particular agriculture, forest, coastal zones and urban areas, stressing the role of information, innovation and communication technologies, and addressing industrial, local and regional institutions and academic needs. A special focus should be put on the transfer of methods and tools for their application and integration at the local, regional and national levels. (Topic for up-to-two STREPs and/or Co-ordination Actions)**

Slide 17

**Urban research in FP6 (7)**

- ♦ **V.1.2.1. Integrated coastal zone management**
- ♦ **Development of decision-making tools to identify options for Sustainable Development through ICZM to monitor the implementation of specific strategies based on forecasting scenarios, cost-effectiveness and cost-benefit analysis, consistency with policies, including precautionary principle, environmental regulation and economic instruments evaluation, technological assessment. This shall be based on the description of the human activity in the coastal zones and structuration of the various societal and environmental functions of these zones. On the basis of a sound description of the state of the environment, qualitative and quantitative analysis of the causes of environmental degradation (e.g. pollution, loss of habitat, coastal erosion, urban expansion, development of large infrastructures, tourism) and their impacts on the coastal zone, definition and evaluation of thresholds of sustainability for the coastal zone. (Topic for up-to-one Integrated Project)**

Slide 18

**Urban research in FP6 (8)**

- ♦ **Priority 7 (call publication: end of 04; tbc)**
- **Research area 5: Articulation of areas of responsibility and new forms of governance**
- **5.1.2. Multilevel governance, democracy and new policy instruments**

Slide 19

**Urban research in FP6 (9)**

- **Through CRAFT, SSAs and ERA-NET**
  - **CRAFT:** “small” research projects designed for SMEs (next deadline: 21 October 2004; tbc)
  - **SSAs:** to support the implementation of the thematic priorities (next deadline: 26/10/04)
  - **ERA-NET:** networking of national and regional programmes (next deadline: 2 October 2004)

Slide 20

**Urban research in FP6 (10)**

[www.cordis.lu](http://www.cordis.lu)

Slide 21

**The research needs of the urban thematic strategy (1)**

➔ From the Sixth Environmental action programme, a mandate from the Council and the EP to propose a “Thematic Strategy on the urban environment”, promoting an integrated horizontal approach across Community policies and improving the quality of the urban environment

Slide 22



**The research needs of the urban thematic strategy (2)**

- Communication “Towards a Thematic Strategy on the urban environment” (COM(2004)60) adopted on 11 Feb 04
- Sets the scene for a wide stakeholder consultation in 2004
- Final Thematic Strategy in 2005

Slide 23



**The research needs of the urban thematic strategy (3)**

- Interim Communication lists possible action points in four themes (management, transport, construction, design): e.g.
- Each city of over 100,000 inhabitants to adopt an environmental management plan and a sustainable urban transport plan

Slide 24



**The research needs of the urban thematic strategy (4)**

- A research working group (part of TS definition process) has been created in April 2004 – first meeting 25 May 04 in Stockholm
- Mandate will be to identify research needs to implement the Strategy
- Final report by 2004

Slide 25

**An unpredictable future (1)**

→ **Interim Communication of the TS states that** *“the knowledge gaps identified in the preparation of the TS should be the basis for the continuation of the EU urban research and demonstration activities, including enhanced dissemination of the results from existing and future European urban research”*

Slide 26

**An unpredictable future (2)**

→ **HOWEVER, future will depend on “external” factors:**

- Political packaging of the 7<sup>th</sup> FP
- Financial perspectives
- Level of support from MS (Council) and EP
- Capacity to show relevance for topical and strategic problem areas

Slide 27

**An unpredictable future (3)**

→ **A possible evolution?**

- Integration with broader issues relating to sustainable development (e.g. natural resources protection)
- Focus on other emerging problems such as tourism or land use planning
- Provision of tools for the management and implementation of sustainable development
- More economic (e.g. external costs) and technological (i.e. ETAP) approach to SD

Slide 28

Slide 28 features a blue gradient background with a white curved line at the top. The European Commission logo is in the top left, and the number '6' is in the bottom right. The text is in blue and red.

**Conclusions (1)**

- Move from “SD theory to reality” is made possible for the first time
- New range of tools/measures will become available from now until the end of 2005
- Limited funding possibilities exist in FP6

Slide 29

Slide 29 features a blue gradient background with a white curved line at the top. The European Commission logo is in the top left, and the number '6' is in the bottom right. The text is in blue and red.

**Conclusions (2)**

- Identification of future research needs is in progress: your input is welcome!  
(eric.ponthieu@cec.eu.int)
- Future is uncertain

Slide 30

Slide 30 features a blue gradient background with a white curved line at the top. The European Commission logo is in the top left, and the number '6' is in the bottom right. The text is in blue and red.

**Exploitation of the results (1)**

**The main goal of the Commission for the coming two years!**

- Two main types of customers:
  - the urban “practitioners”: e.g. local and regional authorities and their elected people, environmental consultancies, industry (including SMEs), utilities, managers of cultural heritage, mobility agencies, building sector, **and also their networks or lobby groups** (e.g. EUROCITIES, Regional Offices)
  - policy-makers at all European institutional levels: e.g. central governments, regional authorities, the European Commission

 **Exploitation of the results (2)**

**Dissemination through different means:**

- **Direct involvement of urban stakeholders** in the project or cluster consortia : 600-700 European cities participate in KA projects!
- **Impact assessment of all projects** to be implemented by the end of 2004
- **EU decision-making process**: recent creation of an EC inter-service group
- **Media briefings/conferences/targeted publications** (e.g. Praha conference in July 2004; citizens' conference in 2005)



21 070002

## Workshop Session 1: *Economic competitiveness*

### Workshop outline



## Participation, Leadership and Urban Sustainability

# WORKSHOP 1: COMPETITIVENESS

### Aims

The objectives of the conference workshops are to share the main findings from the research work, to discuss the extent to which and to agree whether the implications for policy and practice are sensible or should be amended, added to, or omitted.

Attached to this note are:

- the summary section on the workshop theme from the draft final report
- the general findings and lessons from the draft final report
- the implications for policy and practice from the draft final report

As a starting point for discussion, each workshop is offered two propositions about the theme in question. The propositions are challenging and workshop discussants may well disagree with them, but they offer a starting point.

In each workshop there will be an initial presentation from one of the research team; one or two of the city partners have agreed to make a contribution to the discussion and/or to make a short presentation about their own city. A member of the Bristol team will take notes and offer a brief feedback in the final session on Saturday morning.

### Workshop 1 Competitiveness

Initial presentation      **Alessandro Balducci**  
Bristol support            **Laurence Carmichael**

### Propositions

- **Initiatives to improve the competitiveness of cities often require external support from national or regional governments, making local community involvement difficult.**
- **How can economic development initiatives which usually involve corporate and business interests be made more transparent and accountable?**

## SOCIO-ECONOMIC CIRCUMSTANCES

The relative **competitiveness** and economic circumstances of the eighteen cities vary widely. Some are relatively prosperous and operate as engines of their regional or sub-regional economies. Others have been affected by the decline of a traditional economic base and the struggle to capture global markets and regenerate the local economy. The need to sustain growth in a competitive global economy, together with the need to address disparities between richer and poorer neighbourhoods, presents the main substantive challenge confronting urban leadership. Thus many of the competitiveness initiatives seek to recreate the physical infrastructure necessary for growth (Enschede, Cinisello, Stoke on Trent) or to regenerate the city centre (Bristol, Poznan). Others seek to build capacity in new sectors of the economy such as information technology, bio-products, or cultural industries (in Turin, Stockholm, [Göteborg](#), and Bergen), or to engage the corporate sector economic in strategic economic or labour market planning (Ostrow, Oslo, Roermond, Hannover, Heidelberg). There is evidence that in some cities business engagement is expected to be high in relation to planning and decision making for economic development, and in several cases that expectation is realised. A number of corporate stakeholders are engaged and there are also examples of the delegation of leadership to key corporate actors. At the same time local community involvement in competitiveness issues is limited, and there is a lack of transparency in a number of the case studies, despite the active involvement of the city leader in supporting competitiveness initiatives. There is limited evidence - other than perhaps Athens and Stoke-on-Trent – of attempts to target disadvantaged groups or to engage local community networks.

The **social inclusion** case studies fall into three main types - those which are directed towards the improvement of living conditions in particular neighbourhoods (Bergen, Oslo, [Göteborg](#), Stockholm, Bristol, Hannover, Cinisello, Turin, Enschede), those which aim to support disadvantaged groups across the city (Roermond, Volos), and those which are concerned with inclusion in the broader sense of inclusion in the political processes or in the decisions about services across the whole city (Heidelberg, Stoke-on-Trent, Ostrow Wielkopolski). Although there is little evidence of business involvement with social inclusion initiatives, the neighbourhood cases illustrate a range of mechanisms used to involve large numbers of residents in planning and decision making about the area, thus fostering political inclusion. There are fewer illustrations of the inclusion of marginal groups - the disabled, long-term unemployed, the elderly, minority ethnic groups. The case studies reflect the engagement of leadership with communities of place but less so with communities of interest.

Many of the social inclusion initiatives have involved the establishment of special purpose, short-life institutional arrangements to plan and deliver a project, which is often at least partly nationally funded. One important lesson for sustainability from these initiatives is the long-term need to sustain arrangements established to implement short-term programmes.

## Workshop Session 1: *Economic competitiveness*

### Workshop discussion

Report from Workshop 1: Competitiveness

The delegates focussed on the following issues:

**Workshop leader:** Alessandro Balducci, Politecnico di Milano  
**Bristol support:** Laurence Carmichael, UWE Bristol

#### 1. Multi-level factors of competitiveness in the urban context:

Cities face a number of dilemmas: compete or cooperate, address different agenda, local/regional/national or even European?

A number of multi-level factors must be taken into account when defining city competitiveness:

**EU level:** there are both comparative and supranational sub-dimensions:

- Comparative dimension: cities do not compete in a level playing field, they are constraint by their own culture, national regulations
- Supranational level: EU agenda for a more competitive Europe create challenges for cities

**National Level:** cities depend on a favourable national context to become more competitive. The national level must give cities and not only capital cities, the opportunities, resources and structures to compete at European level.

**City level:** cities must cooperate as well as compete if they want to become more competitive at national or EU level

**Neighbourhood level:** competitiveness requires the involvement of citizens and local communities.

#### 2. New challenges for city competitiveness

Cities must develop new ways of competing, understand multi-level nature of competitiveness and change their strategies: cooperate with city/ town next door rather than compete is necessary in a global environment

City competitiveness is not anymore simply about ranking but also about meeting a number of sustainability standards.

#### 3. Urban qualities of competitiveness

In order to be competitive, hence to attract outward investment, delegates felt that cities had to meet the following criteria:

- Leaders/city must be aspirational
- Cities must cooperate as well as compete (eg Stoke-on-Trent and Newcastle-under-Lyme)

- City governance must be able to make strategic decisions
- Cities must be able to diversify, be flexible (eg Turin)
  - Cities must be able to create wealth and jobs
  - Cities must offer good living standards
  - Cities must offer good housing standards
  - Cities must be well connected
  - Cities must have good connection with education/learning organisations
  - Cities must be able to innovate

A problem for cities is that the European commission has got an economic agenda for city competitiveness rather than an all encompassing one. EUROCITIES tries to challenge this agenda and promotes a more balanced view on competitiveness including sustainability and social factors. For instance, EUROCITIES sees access to commodities at local level as a right of citizens.

This more sustainable definition requires community involvement as well as style of leadership.

#### **4. Community involvement**

There are different ways to involve communities, which come out of the PLUS research. Community involvement depends on the type of project.

It seems that PLUS projects form two broad categories:

- a. strategic planning projects where community involvement has taken place
- b. single projects where interaction has been mainly between City council and investors (seen as the “community” themselves)

However, for delegates, community involvement is key to both categories and examples were mentioned of cases where community involvement should have been more prominent (Poland).

#### **5. Leadership and Competitiveness**

An early point was made that cases of social inclusion and economic competitiveness might require different styles of leadership: consensual facilitator for social inclusion and city boss for competitiveness. The workshop came back to the difference between social inclusion and economic competitiveness cases:

Social inclusion: often projects are linked to national programmes and local authorities are seen as implementation authorities, with constraints over budget, structures and programme. Economic competitiveness, whatever the form of local government across Europe offers perhaps more freedom for city leaders and other city actors to demonstrate innovative qualities.

## Workshop session 2: *Urban Leadership*

### Workshop outline



## Participation, Leadership and Urban Sustainability

# WORKSHOP 2: LEADERSHIP

### Aims

The objectives of the conference workshops are to share the main findings from the research work, to discuss the extent to which and to agree whether the implications for policy and practice are sensible or should be amended, added to, or omitted.

Attached to this note are:

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### Workshop 2 Leadership

Initial presentation   Pawel Swianiewicz  
Bristol support       David Sweeting

### Propositions

- **If the 'city boss' can no longer impose his/her will on others, how can visionary leadership be useful in the more collective and consensual multi-actor governance?**
- **Leaders are not borne to be leaders but – with new skills and training - can learn to be leaders in the new collective forums of local governance.**

## LEADERSHIP

Case study analysis confirms that leadership **styles** and **types** matter in the promotion of CULCI and urban sustainability. Such styles are not static or identical throughout all the stages of the development and implementation of policy initiatives, but are dynamic and responsive to the particular needs and challenges posed to leadership throughout the stages of development, decision-making and implementation. The PLUS case studies do not observe one single leadership style throughout, but rather several combinations of leadership style.

By *leadership style* is meant the way those who hold a leadership position act out their roles. These styles depend on the leader's political values and on his or her perceptions of the political importance of particular social or economic challenges, as well as on the extent to which the leader has power to act. The way in which the leadership role is acted out depends in part on the personal way in which leaders envisage their role in relation to the use of power, in part on political culture, and in part on the capacity and strength of the institutional base upon which city governance depends.

The PLUS research, following John & Cole, developed a categorisation of four leadership styles:

- The **visionary** leader, able to forge a powerful and effective coalition, bring together different sides, establishing innovative policies and effective co-ordination, strategic and long-term objectives, and combining elements of strong leadership with capacity generation.
- The weak **caretaker** leader, unable to manage the complex coalitions and networks that emerge in local governance, encountering difficulties in coping with policy changes and preferring to maintain the status quo.
- The more adaptable **consensual facilitator**, generating capacity through persuasion, and identifying the best in others; failing, however, to develop strong, coherent and strategic decision-making with local policy driven by the demands of powerful local actors and parties.
- The strong **city boss**, unwilling to adapt to the complexity of networks and the flexibility needed to cope with rapid policy change, relying less on the capacity of other local actors but by-passing conflicts and disagreements in political networks in pursuit of her/his policy.

The evidence from the cases is of course mixed, but in broad terms, the styles that can be empirically identified as particularly facilitating and promoting CULCI are those of the **visionary** and **consensus facilitating** leadership. A combination of these styles allows for:

- flexibility in responding to specific needs as well as changing situations,
- openness of policy-making towards particular forms of participation,
- generation of new capacity by empowering local actors,
- increased accountability, linking arenas of public deliberation with representative democracy.

Nevertheless, recognising that style can, and perhaps should, change during the different phases of policy development and implementation, it is further clear, that a **city boss** style can also be important at the time of policy and programme implementation.

Any particular city government leadership style depends in part upon the conditions within which the leader operates. Most important here is the nature, form and structure of the local government system, which can help to explain the leadership **type** which is to be observed across countries and across cities. By leadership type is meant the way in which the position of political leaders is institutionalised within the context both of the city itself and of broader political systems. Leadership types in local government are affected by:

- ❖ **vertical relationships** - the relationship between city government and the higher regional, national and European levels (reflecting the extent of fiscal autonomy, financial independence from upper levels, centralisation or decentralisation of power between central and local state).
- ❖ **horizontal relationships** – the political and administrative relationships between the mayor (or other political leaders), the council, and the head(s) of the executive within city government, as well as the relationships with external stakeholders who contribute to the networks and coalitions of local governance. Four (ideal types) of municipal organisation illustrate the key aspects of horizontal structure within which different types of leadership can evolve. Drawing on Mouritzen and Svava, these are:
  - The **strong-mayor** form - based on an elected mayor who controls the majority of the council and constitutes the central figure of the executive.

- The **committee-leader** form - based upon the sharing of the executive powers between a central actor, who is clearly the political leader of the municipality, and several standing committees.
- The **collective** form - based on the collective leadership by the executive committee of the council consisting of elected councillors and the mayor.
- The **council-manager** form – based on a city council and a city manager, the former with general authority over policy but with restricted involvement in administrative matters, the latter appointed by the city council with responsibility for all executive functions.

Although there is no clear link between between the different styles of leadership and the 'strong mayor' and 'committee leader' type of municipal organisation, the evidence suggests that the 'collective' and 'council manager' types favour the emergence of 'consensus facilitating' and 'visionary leaders' which in turn enable an above average level of success in CULCI.

## **Workshop session 2: *Urban Leadership***

### **Workshop outline**

Workshop leader: Pawel Swianiewicz, University of Warsaw

City contributors      Roelof Bleker, Alderman, City of Enschede  
                                  Thomasz Kayser, Vice Mayor, City of Warsaw

Workshop support      David Sweeting, University of the West of England, Bristol

Pawel started the discussion with a short presentation on the different types and styles of leadership, and outlined recent reforms to experiment with the direct election of mayors. He summarised the PLUS research project's findings on leadership, including that the consensual facilitator and visionary styles of leadership were found to be most successful by the research team.

Thomasz responded, drawing on his experience of Vice Mayor in Poznan since 1990. In his experience leadership entails: the development and the selecting of ideas; the persuasion of other to believe in these ideas; and to see plans through, even in the face of opposition. He suggested that large, ambitious projects were not possible without drawing on the resources of other actors.

Roelof, Alderman in Enschede, talked about his experience of leadership in the rebuilding of Roombeek following a firework factory explosion in 2000. With combined executive and administrative powers, he led a highly interactive, participative process around the design and reconstruction of part of the city. The problems to which he responded were to ensure that plans were made, to maintain the participation of residents, and to avoid bureaucracy.

During the discussion, several points were made about the appropriate styles of leadership. It was suggested that effective leaders changes their styles during the policy process. Different styles that might be appropriate for implementation (e.g. a city boss style) would not be appropriate for initiating projects, where a visionary style might be needed. Style might also change according to the type of project. Some projects (e.g. especially those relating to social inclusion) might imply more inclusive styles. This was emphasised by the suggestion that in dealing with different constituencies (e.g. businesses, communities, neighbourhoods) leaders style could change.

One comment was that PLUS had examined projects that looked at economic competitiveness and social inclusion, and these sorts of projects are necessarily complex, involving the collaboration of many actors. Therefore, the styles of leadership found to be successful by the project were those that are effective in these more complex arenas. Given other sorts of cases, other styles of leadership might be found to be effective.

In relation to the types of leadership, the impact of the direct election of mayors was discussed. It was thought that direct election could both strengthen and weaken leadership. It could strengthen it by giving a direct link between citizens and leaders, strengthening legitimacy, giving independence from the council, enhancing accountability, and offering clearer visibility. Nevertheless, direct election could make it more difficult for mayors. They may not have the support of the council e.g. a right wing mayor could be elected with a left wing council, hampering efficient decision-making.

## **Workshop 3: Social Inclusion**

### **Workshop outline**



## **Participation, Leadership and Urban Sustainability**

# **WORKSHOP 3: SOCIAL INCLUSION**

### **Aims**

The objectives of the conference workshops are to share the main findings from the research work, to discuss the extent to which and to agree whether the implications for policy and practice are sensible or should be amended, added to, or omitted.

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**Initial presentation**    **Hubert Heinelt**

**Bristol support**        **Joanna Howard**

### **Propositions**

- **It is only by giving control over local services to local residents that the needs of the most disadvantaged neighbourhoods can be met.**
- **It is the responsibility of city leaders to make sure that the needs of the most marginal and disadvantaged groups (for ethnic minorities, people with disabilities) are met through the programmes of government and agencies.**

## SOCIO-ECONOMIC CIRCUMSTANCES

The relative **competitiveness** and economic circumstances of the eighteen cities vary widely. Some are relatively prosperous and operate as engines of their regional or sub-regional economies. Others have been affected by the decline of a traditional economic base and the struggle to capture global markets and regenerate the local economy. The need to sustain growth in a competitive global economy, together with the need to address disparities between richer and poorer neighbourhoods, presents the main substantive challenge confronting urban leadership. Thus many of the competitiveness initiatives seek to recreate the physical infrastructure necessary for growth (Enschede, Cinisello, Stoke on Trent) or to regenerate the city centre (Bristol, Poznan). Others seek to build capacity in new sectors of the economy such as information technology, bio-products, or cultural industries (in Turin, Stockholm, [Göteborg](#), and Bergen), or to engage the corporate sector economic in strategic economic or labour market planning (Ostrow, Oslo, Roermond, Hannover, Heidelberg). There is evidence that in some cities business engagement is expected to be high in relation to planning and decision making for economic development, and in several cases that expectation is realised. A number of corporate stakeholders are engaged and there are also examples of the delegation of leadership to key corporate actors. At the same time local community involvement in competitiveness issues is limited, and there is a lack of transparency in a number of the case studies, despite the active involvement of the city leader in supporting competitiveness initiatives. There is limited evidence - other than perhaps Athens and Stoke-on-Trent – of attempts to target disadvantaged groups or to engage local community networks.

The **social inclusion** case studies fall into three main types - those which are directed towards the improvement of living conditions in particular neighbourhoods (Bergen, Oslo, [Göteborg](#), Stockholm, Bristol, Hannover, Cinisello, Turin, Enschede), those which aim to support disadvantaged groups across the city (Roermond, Volos), and those which are concerned with inclusion in the broader sense of inclusion in the political processes or in the decisions about services across the whole city (Heidelberg, Stoke-on-Trent, Ostrow Wielkopolski). Although there is little evidence of business involvement with social inclusion initiatives, the neighbourhood cases illustrate a range of mechanisms used to involve large numbers of residents in planning and decision making about the area, thus fostering political inclusion. There are fewer illustrations of the inclusion of marginal groups - the disabled, long-term unemployed, the elderly, minority ethnic groups. The case studies reflect the engagement of leadership with communities of place but less so with communities of interest.

Many of the social inclusion initiatives have involved the establishment of special purpose, short-life institutional arrangements to plan and deliver a project, which is often at least partly nationally funded. One important lesson for sustainability from these initiatives is the long-term need to sustain arrangements established to implement short-term programmes.

## Workshop 3: *Social Inclusion*

### Workshop discussion

Initial presentation: Hubert Heinelt,

Workshop support: Joanna Howard

Hubert Heinelt introduced the topic, saying that after 21/2 years, and with 8 country reports of over 100 pages each, we have a lot of information and the challenge is to summarise and condense the main findings. The propositions are therefore a starting point for discussion, and the city partners may disagree and bring in their own questions. The general question to address (in Hubert's view) is, is there CULCI? Can there be a trade off, bringing community organisations together with leadership? Can their interaction create greater knowledge about the problems to be solved? Can community involvement address the concerns of policy implementation? And who is accountable when decisions are made? Can leaders encourage CI, and also ensure accountability? The two policy areas of social inclusion and economic competitiveness involve different communities. What are the difficulties of involving these different actors, for example in social inclusion cases, actors tend to be harder to reach, less organised.

There are some lessons arising from our research. Firstly, the problem of building long-term horizons into mobilisation. Bruno Schmaus from Heidelberg can talk about their long history of maintaining mobilisation through district planning, and that efforts are made so that policy making in the council reflects what people are saying in the district processes. Rules need to be built up, and communication processes developed between residents and policy makers. Second, there is the question of how to mobilise the social excluded? In Hannover, we find that community involvement happens through advocates. The most deprived may find a voice through these intermediary actors. There is also the issue of how to institutionalise processes of communication that begin as small localised experiences.

The participants then reflected in turn on these questions:

Steinman: In Oslo we have a 10 year development programme for 3 deprived districts. It is generally successful and focuses on young people. The problem has been, how to engage people in decision-making outside the district councils. These councils feel that they represent the whole district, and we have not found a way to involve more people directly.

Hubert responded that formal rules for participation are important, and that this is a finding of PLUS.

Roger Lawrence reflected that in Wolverhampton City Council, they have found it a huge challenge to spread the benefits of economic competitiveness to reach the socially excluded. They are developing a neighbourhood strategy to engage more people, but they have found that economic programmes have created 10,000 new jobs, but unemployment has only gone down by 1000. Social Inclusion should be a priority across all policy areas.

Helen Ball of Bristol City Council raised the question of cohesion, and the need to engage with faith communities. This has been an issue for Bristol, as the faith 'representatives' on the Bristol Local Strategic Partnership are not representative. There is a need to look at communities of interest as well as place.

Anna Johansson of Goteborg, raised the question of how to include more broadly, and that the question of exclusion is not just about 3 or 4 isolated districts, but more broadly, across the city. She identified a connection between social inclusion and education, and felt that Goteborg should measure its development against the social, economic and environmental criteria. She also identified a need for strong leadership, which does not mean interfering, but which supports the creation of a system for social inclusion with clear rules.

Gros Hanssen of Norway raised the question of 'who represents the residents', and whether this is more appropriate in the form of community based organisations, or district councils.

Eleni Kyrou of Greece explained that both the Greek social inclusion cases involved interest groups, and both were instigated by local politicians but relied on EU funds. SI norms were passed down by the EU, which created norms for partnership. Greece has a different institutional context from other EU countries, and EU rules provided potential for innovation and the creation of new partnerships.

When there are unequal partners in a partnership, what is the leader's role?

Stig Montin (Sweden) raised the issue of the relationship between the democratic institutions of the political system and the communities that we want to include, along with the local elites, the one issue participants, etc.

Bruno Schmaus (Heidelberg) explained the origins of the district planning process, which the mayor called for so that people could better identify with city planning. Hubert called this initiative the 'intelligence of political practice', because it evolved and changed over time. It also recognises the need for different forms of involvement for different groups, for example setting up a separate space for women to participate, not alongside agencies. Hubert also referred to a bias in the PLUS research, which looks for the 'active' citizen. This tends to disregard voting, which is an important form of participation in decision-making, and can be seen as complementary.

Andrew Lightfoot (Devon County Council) raised the issue of comparing urban and rural social inclusion questions, and finding linkages. He made three further points; community planning is gaining favour at neighbourhood, town, district and county levels, but the further up you go, the less 'community involvement' there is. Secondly, at the local level people aren't aware of the strategic issues, and thirdly, that the majority of people when it comes to involving the wider community have numeracy and literacy problems (1/3 of adults).

Vasilis Sgouris (Volos, Greece) argued that in order to involve excluded minorities, there needs to be leadership, or some kind of intervention plan to involve these people in decision-making, otherwise their concerns won't be represented. Experience from other EU countries has resulted in the mobilisation of local communities in Greece because of the EU rules. It's about the institutionalisation of best practice.

Val Woodward (Plymouth) finds that students experience a tension between work, academia and policy, and that we need to address this when we think about social inclusion.

Frans Coenen (Netherlands) has lived in both the SI case study areas from the Netherlands, and has observed a history of a paternalistic approach to deprivation. Politicians and agencies speak for the deprived, and there's a divide between those that gained and those that lost from the latest developments in globalisation. Some groups have a lack of skills to engage and integrate, e.g. some ethnic minorities may not know how to use the transport system and so miss out on employment opportunities. They need to acquire the skills to discuss their problems. There is an important role here for street level bureaucrats, or 'advocates'.

Hubert also emphasised that advocates are important for groups that find it hardest to mobilise/have voice. They can assist individual actors to become collective actors, and also provide fora for different groups to come together. However, it should also be noted that newly established collective actors can be exclusive and to recognise the limits of membership of collective actors.

Thomas Franke (Berlin) has found in his own research that social inclusion is a jigsaw, with different levels, different actors, and different forms and methods of participation. There is also a lot of talk (and confusion) about who, what, whose voice etc, but not enough discussion of AIMS.

Paul Owens (Bristol Objective 2) mentioned that the regeneration action plan focuses on disadvantaged groups.

Liz Bisset (Bristol City council) was concerned about the impact of policy and legitimacy on participation levels. There is an on-going debate in the UK re. the legitimacy and consequences of participation and whether it is really 'a good thing'. This is worrying, as the reasons for encouraging the participation of excluded groups are complex and hard to measure, and difficult to justify. PLUS needs to inform this debate.

Hubert responded that the conclusions on CULCI are positive; 20 of the case studies show CULCI, and we are asking how this supports effectiveness and legitimacy, and what does effectiveness mean?

Adiam Tedros (Sweden) explained that the Swedish team chose the same initiative for both policy areas, which facilitated cross policy comparisons. One case had a more institutionalised approach than the other.

Cristiana (Turin) described the strong leadership in the Turin case study, and how participation was used to gain consensus over the project.

Carina (stockholm) commented that after 5 years of a social inclusion programme, they are still trying to figure out what was good/bad, and are still confused.

In the ensuing discussion, some points were raised:

- It is important for socially excluded actors to have contact with politically relevant actors; the leader, or a delegated leader. The issue of the interface between representative and participatory democracy is central.
- Our initiatives are generally long term
- Mediators can be very important
- Traditional representative forms can be questioned when new participatory forms are institutionalised, but it is important to limit the risks by providing clarity over what can be achieved in each arena
- Arenas can be a battle for dominance between elected political leaders and organised interests
- Participatory arenas can also give councillors a greater sense of legitimacy through the greater engagement of residents
- Rules of participation in the UK can change quickly, even during the lifetime of one programme due to changes in approach dictated from central government, and this is a problem. We should not be naïve about who sets the rules, but recognised that disempowered communities have few resources to challenge this.
- There is a difference between SI and EC cases, as in some EC decisions have to be made in the council. Actors involved in the SI cases tend to be less powerful.
- The legitimacy of participaiton should be scrutinised, as it is generally endorsed by leaders, but can take many forms and is sometimes cosmetic, sometimes deep.

## **Workshop 4: Institutional Capacity**

### **Workshop outline**



## **Participation, Leadership and Urban Sustainability**

# **WORKSHOP 4: INSTITUTIONAL CAPACITY**

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### **Workshop 5 Institutional Capacity**

**Initial presentation** Pieter-Jan Klok

**Bristol support** Laurence Carmichael

### **Propositions**

- **Networks are helpful, but effective problem solving through partnerships needs clear rules, procedures and protocols to tell actors how and when to get involved.**
- **Sustainable links between leaders and community need permanent institutional arrangements.**

## INSTITUTIONAL CAPACITY

A central feature of the research approach was to make use of Ostrom's Institutional Analysis and Development framework which identifies 'rules' against which institutional performance can be analysed – rules relating to position, boundary, authority, information and so on. The thirty-six initiatives illustrate that in local governance the institutional arrangements are more fluid, more complex and more vulnerable to change than the arrangements typically seen in municipal government. Across all the rules, the case studies offer important evidence:

- **position rules** – varying practices about which interests – community, agencies, government, associations, businesses - should be represented in the institutional arrangements (and indeed who decides who should be represented)
- **boundary rules** - unclear rules about the conditions which govern the entry, continuity or exit of individual participants in an initiative
- **authority rules** - no clear protocols which specify which actions are assigned to which position or stage in the decision process
- **aggregation rules** - very different ways of moving from intentions, policies and plans, to implementation and actions which lead to desired outcomes
- **scope rules** - clear differences between the competitiveness and inclusion initiatives in terms of whether the initiatives are directed at short, medium or long-term outputs and outcomes.
- **information rules** - different levels of information available to different participants, and in particular the possibility that local communities may suffer from the lack of information.
- **pay-off**- struggles over who gains and who loses and which actors can or should benefit from urban initiatives

Against this empirical background, a number of elements of 'successful' institutional arrangements emerge as being helpful to the development of a sustainable local governance:

- durability, especially if contextual conditions change – e.g. a change in personnel (including the mayor),
- institutionalisation of developed forms of interactions and problem solving,
- creation or widening of participation, especially regarding initially opposing (interest) groups,
- mobilisation and activation of (new) community leaders,
- increasing acceptance of interventions by those to whom policy initiatives are addressed and to citizens at large,
- policy learning and the development of a common understanding of what are the problems and how to solve them,
- development of trust and personal relations between the involved actors and a search for collaborative advantage and mutual gain.
- publicity for the pros and cons of public choices, transparency of decision making, and accountability of the responsible actors.

At the same time there can be a number of less helpful institutional arrangements:

- closed interactions between stakeholders, and in particular a specific concentration on corporate actors,
- limited information about decision-making and implementation,
- unclear rules and structures of interaction,
- ad hoc solutions and discontinuities in process and action,
- an oppressive top-down approach in decision-making and implementation,
- restricted openness for and limited reflections on alternatives, blocking learning processes,
- opaque decision-making with little transparency) and a lack of accountability, mistrust, suspicion, self-interest and confrontation.

# Workshop 4: Institutional Capacity

## Workshop Slides

Slide 1



### Institutions setting the arena

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Bristol PLUS conference  
7 – 8 May 2004  
Pieter-Jan Klok

Slide 2



### Arenas and rules, some results

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- Typical arenas
  - Initiation, development, decision
- Observations on results

Slide 3



### Arenas and rules

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- The policy process as a set of arenas
  - Initiation, development, decision, implementation
- Arenas structured by rules for interaction
  - How to enter and leave positions with certain rights
  - How to take decisions on which options and with which consequences

Slide 4



### Typical arenas 1: Informal partner start-up

- Informal agreement on basic idea, no rules
  - Leader with few resource owning others
  - Participants selected on invitation bring their own competence and decide in consensus
- Influence usually high, external legitimacy?
  - > Develop together, convince decision makers
  - > Bring in relevant others, let them have a say, formulate conditions, stay tuned

Slide 5



### Typical arenas 2: Leadership agenda

- Leader has basic idea and commissions development
  - decision by competence of leader (simple 'arena')
- High influence leader, mobilisation of support and resources in process crucial
  - > Check on 'real' support
  - > Organise development and resources

Slide 6



### Typical arenas 3: Partner co-development

- Resource owning actors develop together
  - Informal start, formalisation as decision (and costs) comes nearer
  - Limited entrance, low public visibility
  - Decisions by 'weighted' consensus (resources)
- Partners have high influence, external legitimacy?
  - > Council decision or public consultation (limited)

Slide 7



### Typical arenas 4: Public co-development

- Explicit 'open' arenas with citizens (or their organisations) and public officials
  - Open for citizen entry, ideas and information
  - Aggregation: 'apparent' consensus, specific position (public officials), (in)formal
- Influence depend on aggregation and implementation
  - > Conditions for officials/experts
  - > co-implementation with citizens

Slide 8



### Typical arenas 5: Expert development, consultation

- Proposals by experts are discussed in public and improved by experts
  - Closed expert arenas, open discussion arena (entrance, ideas) with limited scope
  - Apparent consensus, (in)formal
- Influence depend on expert/media/leader sensitivity or council decisions
  - > Organise sensitivity!

Slide 9



### Typical arenas 6: Formal decision making

- Traditional arena of representative democracy
  - Council or leaders decide
  - Explicit rules on who decides what based on competence (leader) or voting (council)
- Influence through anticipation, but limited if proposal is supported by others
  - > Set clear conditions in advance!

Slide 10



### Some atypical decision arenas

- Citizens vote (and decide) on a number of expert proposals (Roombeek)
- Citizen boards (representation) decide on proposals

Slide 11



### Some observations on setting the rules 1

- Formal competence and EU / national law are important for setting the rules, but local leaders (and councils) are equally important
- In many arenas the rules are hardly articulated, leaving room for informal rules to develop

> Give more attention to setting the rules!

Slide 12



### Some observations on setting the rules 2

- Informal rules create flexibility, but also uncertainty, discussion and conflict
- Rules define rights (and obligations) for participants and are as such mostly needed by participants with less power
- As stakes are getting higher, more formalisation is needed

> Only real rights breed real consensus!

Slide 13



### Some observations on results 1

- **Setting the rules is not enough!**
  - Rules create possibilities and set constraints, but they don't 'dictate' what participants actually do
  - Experts and professionals are well equipped to act both within and 'with' the rules (and between arenas), citizens might need a helping hand

Slide 14



### Some observations on results 2

- **Creating opportunities is not enough!**
  - Even if everybody is 'invited', actual participation and influence depend on motivation, skills and trust
  - Arenas geared towards special groups can help participants that are usually passive
    - Meetings for minorities
    - Opportunities to speak freely (small groups, no press)

## **Workshop 4: *Institutional Capacity***

### **Workshop Discussion**

Workshop leader: Pieter-Jan Klok, University of Twente

Workshop support Laurence Carmichael, University of the West of England, Bristol

#### **1. Typical Arenas and their Characteristics in PLUS**

The workshop started with a detailed presentation by Pieter Jan Klok on the typical arenas identified in PLUS case studies. Pieter Jan explained to practitioners that arenas were found at initiation, development and decision-making stages, i.e. that the policy process was made of a set of arenas. Each arena is structured by rules for interaction, mainly explaining how different actors enter, participate, influence and leave the area. He then gave us 6 typical arenas and their characteristics:

- Informal agreement on basic idea
- Leadership agenda
- Partner co-development
- Public co-development
- Expert development
- Formal decision-making

#### **2. Setting the rules: Power and Limits of rules**

Pieter Jan then made some observations on setting the rules:

- Formal competence and EU and national law are important for setting the rules, but local leaders are equally important.
- Informal rules create flexibility, but also uncertainty, discussion and conflict. Some cases showed deficit in transparency and a need for more formality was seen as important.
- Rules define rights and obligations for participants and are needed by participants with less power.
- Rules need to be developed to breed consensus.

However, setting rules are not enough:

- Rules create possibilities, but do not dictate what participants actually do.
- Experts and professionals are well-equipped to act both with rules and citizens need to understand and master the rules.
- Rules create opportunities but actual participation is not created just by inviting people. It depends on skills, expertise and trust.
- Arenas must be geared towards special groups who are usually passive.

#### **3. Arenas as Practitioners' aid**

Following this presentation, a point was made that the arenas defined by PLUS were very useful to practitioners, provided they were presented in a practitioner-accessible way, i.e. as a tool-kit, identifying problems linked to specific arenas, e.g. in the case of development of partnerships in economic competitiveness cases. However, the point

was raised that it is difficult to develop a recipe book as it is as much the content of the rules as how you set the rules that is important.

#### **4. Trust and the Rules**

Trust is a principle that has been mentioned to ensure the functioning of an arena. Political culture can define the level of trust between participants and hence, differences between PLUS cities will exist. The level of trust also defines the type of arena that will work. For instance, where trust is high, then less formality in the rules is adequate.

However, Hubert reminded us that trust must not be overemphasised as a means to ensure rule compliance. Another way is through ensuring that the rules have a guardian, be it the law, a government office or even the medias. In most of the PLUS cases, guardians are inside the arena, in particular the local leadership has the responsibility to organising the guardians, whether through delegation of responsibilities or whether the leaders are guardians themselves. A third way to ensure rule compliance, where no trust and no guardian exist, is through self-binding mechanism (or “governing by paradigm”), allowing diverse participants driven by similar objectives to ensure rule compliance. The case of Hannover-Impuls was mentioned.

## Workshop 5: *Community Involvement*

### Workshop outline



## Participation, Leadership and Urban Sustainability

# WORKSHOP 5: COMMUNITY INVOLVEMENT

### Aims

The objectives of the conference workshops are to share the main findings from the research work, to discuss the extent to which and to agree whether the implications for policy and practice are sensible or should be amended, added to, or omitted.

Attached to this note are:

- the summary section on the workshop theme from the draft final report
- the general findings and lessons from the draft final report
- the implications for policy and practice from the draft final report

As a starting point for discussion, each workshop is offered two propositions about the theme in question. The propositions are challenging and workshop discussants may well disagree with them, but they offer a starting point.

In each workshop there will be an initial presentation from one of the research team; one or two of the city partners have agreed to make a contribution to the discussion and/or to make a short presentation about their own city. A member of the Bristol team will take notes and offer a brief feedback in the final session on Saturday morning.

### Workshop 5 Community Involvement

Initial presentation    Jan Erling Klausen  
Bristol support        Joanna Howard

### Propositions

- **Governments – national and local – are dominated by short-life, special initiatives which bring temporary but unsustainable benefits. How can lasting benefits to communities be brought about?**
- **Community involvement tends to engage those who already have access to decision making processes, and new ways of involving the ‘hard to reach’ must be found.**

## COMMUNITY INVOLVEMENT

The case studies confirm that, like leadership, community involvement matters. In this project a broad definition of 'community' has been taken. A wide range of actors from local civil society take part in the decision-making, programme development and implementation processes of urban governance and urban policy affairs in general. It is through such 'collective' community involvement that the effectiveness, as well as legitimacy, of the arrangements for local governance can be secured and enhanced. The case studies show how effective community involvement can:

- Ensure that policy making can more easily identify local needs and concerns and that these are taken seriously
- Identify alternative possibilities for action which professionals or administrators might otherwise overlook
- Increase public awareness of policy issues and bring transparency to decision making
- Secure legitimacy for decisions and secure willingness to follow in the implementation process
- Mobilise the resources (including knowledge and commitment) necessary for implementing policy objectives

The PLUS initiatives show that there are a number of starting points for the emergence of community involvement – the community itself which demands a voice, the initiative which requires a community input, the commitment and/or vision of the political leader who needs community support, or the institutional rules applied by upper-level governments at regional, national or European level. Whatever the starting point the PLUS project confirms that political leaders recognise the significance and the contribution of community involvement to the policy process. The various initiatives thus display a range of approaches to community involvement and to the engagement of a wide range of societal actors who can, and should, participate.

There are wide differences in the degree of institutionalisation of community involvement across the policy process in different countries and cities. The research has revealed a variety of institutional mechanisms, stakeholders' constellations and degrees of institutional innovation in promoting the insertion of community participation in the policy process.

Despite these rich experiences of community involvement, however, the evidence is also of bottlenecks that arise in making community involvement and leadership fully complementary. The durability and sustainability of arrangements differ across the selected initiatives depending on the specific focus, timing and local circumstances of each. Nevertheless it is clear that institutional rules play a crucial part in determining how effective can be the interaction between leaders and communities. These institutional rules are often imposed through programmes established by upper-level governments – for example the partnership arrangements required both by European programmes and increasingly by national and regional levels. At the same time the precise application of such rules is often determined locally, and the case studies illustrate a number of ways in which locally determined rules and procedures – often sanctioned by leaders - can support (or sometimes hinder) effective community involvement. Where policymakers wish to avoid the concentration of power in a few major corporate stakeholders and to ensure that the benefits of major initiatives are spread more widely amongst communities, institutional arrangements can provide for transparency and legitimacy.

# Workshop 5: *Community Involvement*

## Workshop slides

### Workshop notes: Community Involvement

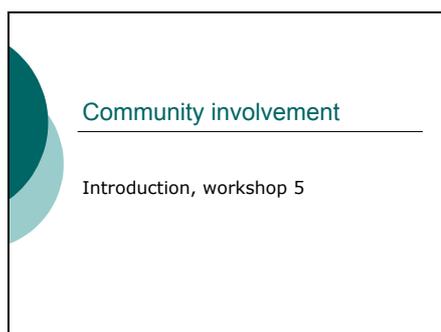
Workshop leader: Jan Erling Klausen, NIBR

Workshop support: Joanna Howard, University of the West of England, Bristol

City contributors: Bruno Schmaus, Heidelberg  
Helene Solbakken, Oslo

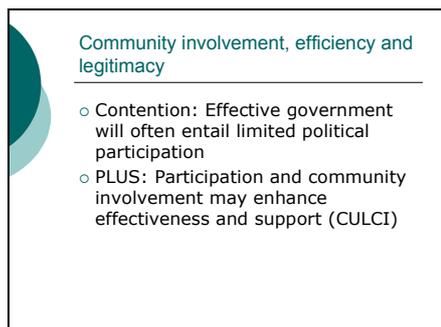
Participants: Frans Coenen  
Andrew Lightfoot  
Ian Bottrill  
Mike Wolfe  
B. Egner  
Stig Montin  
Urszula Klimska  
Alessandro Balducci

The session was introduced by Jan Erling Klausen, who gave a short presentation on community involvement:



I believe most of us have some notions about what community involvement is. Although local inhabitants may involve themselves on an individual basis, we often think of community involvement as **activities involving organised groups in the local community**. Although this could be debated, these groups will normally be parts of the local civil society. They could be sports clubs, religious associations such as church congregations, housing associations, charity groups or other kinds of voluntary associations, each of them in different ways concerned about local issues and willing to put in an effort to improve local conditions. But in principle, an **even broader range** of actors could be included in the term community involvement, as used in PLUS. For instance, we would include local businesses insofar as they get involved in community issues. Developers and real estate holders will often be key actors in urban regeneration efforts. Furthermore, in policy initiatives concerning economic competitiveness, we would include even major enterprises, business associations, chambers of commerce or labour organisations. Of course, the bulk of activities in such groups would in most cases not be related to political decisions or public plans. In PLUS, however, we do focus on the part that individuals and organised actors in the local

community play in relation to the public sector, or to be more precise, related to specific policy initiatives. Such activities would include these.



Community involvement, efficiency and legitimacy

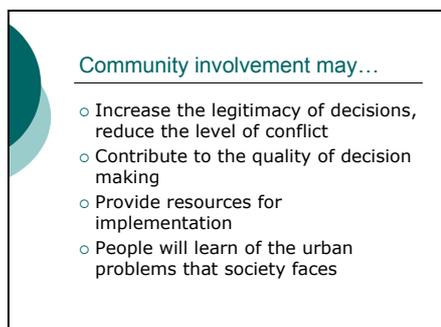
- Contention: Effective government will often entail limited political participation
- PLUS: Participation and community involvement may enhance effectiveness and support (CULCI)

Slide 3

A common contention is that effective government will often entail limited political participation and community involvement. This is partially because it can be cumbersome to involve a high number of people in decision-making. Today, complex political issues require “governance” in informal networks with a limited number of participants. In order to be effective, these networks should be small and closed.

In PLUS we argue the opposite: Under certain conditions, community involvement may enhance political effectiveness. We focus especially on situations in which there is a complementarity between urban leadership and community involvement – CULCI.

What may the contributions of community involvement be? [Next]



Community involvement may...

- Increase the legitimacy of decisions, reduce the level of conflict
- Contribute to the quality of decision making
- Provide resources for implementation
- People will learn of the urban problems that society faces

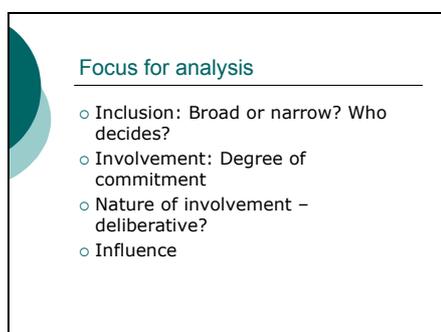
Slide 4

1. Community involvement will increase the legitimacy of decisions taken and reduce the level of conflict by allowing the interests of the different stakeholders to be articulated.

2. Community involvement contributes to the quality of decision making, because it gives government information necessary for decision making and contributes to the systematic identification of problems and their causes and the consideration and assessment of alternative strategic options.

3. Community involvement may provide resources for implementation of policy initiatives.

4. Through community involvement, people will learn of the urban problems that society faces (e.g. due to unsustainable policies).



Focus for analysis

- Inclusion: Broad or narrow? Who decides?
- Involvement: Degree of commitment
- Nature of involvement – deliberative?
- Influence

Slide 5

Selective inclusion affects/biases the principle of equal democratic rights. There is also a danger of excluding sectors and their resources (including knowledge).

BUT: broad inclusion won't get the same level of commitment.

A distinction between aggregative and deliberative involvement is that aggregative is about standing on the outside, wanting to influence, whereas deliberative is between insiders.

There followed a **presentation from the City of Oslo** on the regeneration of Inner City Districts (initiated by central government):

In this programme, local communities are represented by district councils. The ten-year programme covers 3 districts, and targets children and young people. It aims to strengthen the influence of local communities. District councils have close ties with the community. Meetings are open to the public. The elected representatives on the district council must live in the area. District councils act as an interface between communities and city-level government. District councils are part of the governmental system, but are also key actors in the local community. There was a 60% turnout for their election. The gap between the government and the people is thus reduced. Local organisations have not participated as much as we would have liked, due to a lack of organisational capacity and skills.

Question: Who represents the disadvantaged groups?

Oslo - there is a strong tradition of political parties working with local groups. Political parties represent women and BME groups.

The programme is about improving the quality of service delivery. This requires a long time-scale. Different kinds of CI have different timescales.

Observation - To involve community organisations, they need to have premises and assets transferred to them so that they can get experience and become empowered. This requires change within existing institutions. Community involvement is not 'what the public sector "does" for the community'.

Frans: who represents the socially excluded? Here, it is clear that you need advocates. Councillors don't represent the interests of the socially excluded. Councillors might not have the local knowledge, or awareness of real issues. Maybe the district councils are good, but you need an additional forum to hear from the genuinely excluded. Advocates, or street-level bureaucrats can help here, e.g. teachers who can act as advocates

Oslo – social services and local schools do this.

Social exclusion is not such a big issue in Scandinavia, but it is a growing problem. The Representative Democratic system in Scandinavia is based on political parties, not so much on social representation. The tradition is therefore of opinion representation. This is a problem of the political parties in Scandinavia.

District councils in Sweden have been abolished, because they were counterproductive. They were designed for politicians to get closer to citizens, but they were abolished because politicians have got *too* close.

### **Presentation from Heidelberg (Bruno Schmaus)**

The philosophy of CI in Heidelberg is that of a debate with citizens over short and long-term problems and strategies, and long-term as well as ad hoc solutions. CI is a 'trick' in order to address both short and long term issues. We are a city of dialogue. Costs incurred by the city would be higher if we didn't have dialogue. Discussions are time-consuming, but we're convinced that it's worth it. We think that ordinary people are experts, and that we need to make use of their knowledge.

We have experimented with different forms of CI, broad and selective. The broadest discussion concerned the traffic development plan. This was completely open, and took 3 years. We talked to 120 institutions, organisations and individuals. It was hard for 'big' players to accept that the small fry should have the same vote/influence. In the end, we didn't reach consensus because the big groups e.g. the AA opposed the plans. We won't repeat this entirely open debate again.

Learning – we now work with new forms of CI. The Sustainability and Tourism Plan is not for the whole city, but is developed in single city districts. District development plans include workshops only for women (decision of the lady mayor), because women have better local knowledge. The district councils have only a consultative role, although they are directly elected.

We feel that it is essential to involve the community in the policy development stage and no later, if good communications between the communities and the council is to be developed.

There's a peculiarity in Heidelberg that there is a high proportion of people with a university degree. It's hard to find 'normal' people.

Heidelberg is an unusual city in PLUS, where both the SI and the EC case studies had a strong community involvement component.

Community involvement is also important to build social and intellectual capital. Heidelberg is an example of this; building social capital, trust, and political capital. This is important, otherwise CI becomes instrumental.

The Heidelberg case argues for a commitment to the long-term, and connections to the urban leader.

Mayor of Stoke-on-Trent– we're also trying to transfer assets. We have to get citizens seriously involved in decisions that affect them. The council needs to take higher level strategic decisions. For example, the mayor of London introduced the congestion charge without any consultation with the community. It wouldn't have happened if there had been broad involvement. In Stoke-on-Trent we have a series of community forums for community involvement. The cost of *not* doing this is much greater, because of the expense of failed initiatives. The received thinking is that participation holds up development processes, so urban leaders are against it, but these are processes that need to cut across the administrations of different political parties. If the grassroots is involved and engaged, they'll accept bigger, unpopular decisions e.g. increases in taxation (recently introduced by the Mayor in SOT). If there is local ownership of a process, it can ride over the different political party terms.

## **Workshop 6: *Complementarity of Urban leadership and Community Involvement***

### **Workshop outline**



## **Participation, Leadership and Urban Sustainability**

# **WORKSHOP 6: CULCI**

### **Aims**

The objectives of the conference workshops are to share the main findings from the research work, to discuss the extent to which and to agree whether the implications for policy and practice are sensible or should be amended, added to, or omitted.

Attached to this note are:

- the general findings and lessons from the draft final report
- the implications for policy and practice from the draft final report

As a starting point for discussion, each workshop is offered two propositions about the theme in question. The propositions are challenging and workshop discussants may well disagree with them, but they offer a starting point.

In each workshop there will be an initial presentation from one of the research team; one or two of the city partners have agreed to make a contribution to the discussion and/or to make a short presentation about their own city. A member of the Bristol team will take notes and offer a brief feedback in the final session on Saturday morning.

### **Workshop 6 CULCI**

**Initial presentation** Panayiotis Getimis  
**Bristol support** David Sweeting

### **Propositions**

- **There is an important role for intermediaries (and especially local councillors) in building links between leaders and communities.**
- **The most important ingredient for strengthening the complementarity of leadership and community is transparency in decision making and accountability for outcomes.**

## **General Findings and lessons**

The analysis allows a number of broad general findings to be identified and some lessons for policy and practice developed. With all the dangers of over-simplification, the following general findings emerge:

- **With many ‘successes’ and few ‘failures’ the PLUS research demonstrates the potential for building stronger linkages between city leadership and urban communities**
- **The major challenge for cities is to find policies which enhance economic efficiency and competitiveness whilst at the same time offering distributive justice to citizens**
- **Successful local governance relies on the collective engagement of a range of local interests and their involvement from an early stage in decision making about policies and programmes**
- **The most effective leadership style seems likely to be some combination of ‘collective/council manager’ types with ‘consensus facilitating/visionary’ styles.**
- **Conversely the leadership of ‘city boss/caretaker’ is less likely to generate complementarity between leaders and community, although the ‘city boss’ style may be useful for policy development and implementation may be useful for particular initiatives.**
- **Urban leadership needs to recognise more clearly the contribution to be made by disadvantaged communities of interest – race, gender, and disability – as well as by residents in communities of place.**
- **In specific initiatives there may be an important role for ‘delegated’ leadership – to corporate leaders and to neighbourhood leaders**
- **There is a need for institutional structures which are sustainable in the face of the shocks of sudden political or economic change**
- **The creation and maintenance of collaborative working (e.g. partnerships and coalitions) requires investment in time, energy and resources**
- **The political and institutional learning gained from special initiatives need to be incorporated into the processes and procedures of government and the major service providing agencies**
- **Legitimate and effective governance requires that external influences and constraints – especially those of national governments - leave room for the exercise of local autonomy**
- **Cross-national exchange of ideas and good (as well as bad) practice provides a stimulus to leaders and can legitimise innovation and change**

# IMPLICATIONS FOR POLICY AND PRACTICE

## At the European level

- European structural programmes and initiatives must continue to emphasise the utility and importance of community involvement in urban programmes
- International exchange-contacts are an effective source of innovation, and should be further supported (with special reference to new accession countries) but involving actors other than local government elected members or officials.
- External expertise can reinforce local capacity, bringing knowledge and skills, which offer technical support as well as legitimacy for new approaches. External experts should not, however, be allowed to overturn local community inputs.
- Cross-national training and development programmes with a specific focus on leadership and community involvement should be developed, piloted, and delivered through further cross-national exchange and capacity building action learning programmes.

## At the national level

- Broadly based community involvement supports stabilisation of city policies and may help to avoid radical change in policies, even in case of leadership change. National policy changes which disrupt local governance should be avoided.
- Effective leaders must have local discretion to exercise their vision, drive and capacity building skills. National policies should leave room for the expression of local autonomy.
- The combination of central and local resources may be necessary for the implementation of major projects in the fields of both competitiveness and inclusion, but central funding should not be an excuse for central control at the expense of community interest.
- National governments must recognise that community based capacity building for sustainable local governance takes time; new partnerships or coalitions require the building of trust and interpersonal relations; nationally driven initiatives cannot be delivered in haste.
- Where central governments initiate new programmes, more thought must be given to the design of appropriate local institutional and organisational arrangements

## At the city level

- Leaders should not assume that their policies and projects are self-explanatory. Effective communication is needed - not only talking and explaining, but also listening and responding. Innovative means of communication with communities must be well resourced.
- In building partnerships, care must be taken over the selection of members, the allocation of responsibilities, the scope and boundaries of collaboration, and the availability of information.
- Talking and listening are important ingredients of joint working but joint arrangements such as partnerships need clear structures, procedures and protocols of operation and accountability.
- Leaders represent the bridge between community and executive, and have the responsibility for ensuring that messages from the community are heard, accepted, and implemented.
- Local councillors represent an important bridge between communities and leaders, and the routes for elected local politicians to inform and support leaders needs careful consideration.
- Quick wins may be necessary to maintain the commitment and trust of residents but sustainable community involvement requires long term commitment from the council and other major stakeholders.
- Attention should be given to ensuring that the community impacts of economic development projects are fully assessed and that communities are involved in their early development.

## **Workshop 6: *Complementarity of Urban leadership and Community Involvement***

### **Workshop discussion**

Workshop leader: Panos Getimis, Pantteion University of Athens

City contributors Roar Kristiansen, City of Bergen  
Carina Lundeberg Uudelepp, City of Stockholm

Workshop support David Sweeting, University of the West of England, Bristol

This workshop was started by the presentation of Panos, who said that the research project was based on the bringing together of two reform and research streams that had previously been separate: the reform of urban leadership and increasing levels of community involvement in governance. Could the interplay between these two elements of governance make up for government and governance failures and be complementary in their interaction?

The project had uncovered many examples of a complementarity between urban leadership and community involvement (CULCI). Good examples of CULCI featured completed policy objectives, durable structures, wide participation, transparent and accountable decision structures, mobilisation of wide support, policy learning, and trust between communities and leaders. Less successful initiatives featured closed relation between leaders and communities, corporate actors only, limited transparency, ad hoc solutions, top down decision-making, and a lack of trust.

Roar pointed out that the research project focused on a particular period, took a particular view of leadership, and examined project participation. This focus had implications for the research findings. For example, the limited time span of the project meant that in some projects research only policy initiation and decision was possible, and a fully rounded view could be taken once implementation had taken place. As well as individual urban political leaders, leadership in the political system as a whole was important (e.g. administrative leadership, community leadership). Also, project based community involvement might be rather different to community involvement in the day-to-day management of a municipality.

Carina suggested that political parties gave leaders considerable support and room for manoeuvre. It was important to set clear, achievable goals that citizens could contribute to, and that leaders should be visible and accountable to citizens.

In the discussion, it was felt important that leadership is situational, and leadership style depends on context. Leadership is sometimes symbolic, with city leaders that provide legitimacy giving way to others, and therefore leadership can sometimes be about stepping back from a process.

Trust is an important aspect of the relationship between leaders and citizens, and is a two way process. CULCI implies that not only should citizens be able to trust their leaders, but leaders should also trust their citizens and would have sometimes to let power go. CULCI might facilitate the emergence of new community leaders, therefore adding sustainability to the cycles of involvement.

CULCI might also entail a new role for councillors, as intermediary between leaders and citizens. In response to greater citizen involvement, councillors roles could evolve to act as a link between citizens and communities.

# ***Regeneration in Bristol*, Liz Bisset,** **Head of Regeneration, Bristol City Council**

Slide 1



**Liz Bisset**  
**Head of Regeneration**  
**Bristol City Council**

Slide 2



**Regeneration in  
Bristol**

- The challenge
- Priorities
- Participation and delivery

Slide 3



**Approac  
h**

- Evidence based
- Strong community focus
- Measurable improvements
- Cohesion between programmes
- Cross agency / sector working
- Learning from good practice

Slide 4



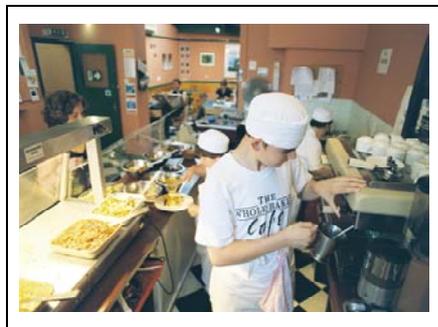
Slide 5



**Closing the Gap**

- Crime
- Jobs and enterprise
- Educational attainment
- Housing
- Health
- Transport

Slide 6



Slide 7



Slide 8



Slide 9



**Shaping  
Priorities**

- European Union
- National Government
- City Priorities
- Local Action Plans

Slide 10



Slide 11

### Achievement

- Focus on outcomes
- Measurable improvements
- Partnership working sustained at all levels
- Results
  - 1100 fewer claimants
  - Educational attainment improving
  - Burglary levels falling
  - Number of start up enterprises increasing
  - Fewer homes with no central heating

Slide 12

### Challenges

- Degree of local control
- Transparency and accountability
- Sustaining participation levels
- Understanding what works

## Conference Close

In making final remarks Professor Murray Stewart repeated his thanks to the delegates for their contributions. The quality of debate at this final conference had reached new heights and it was clear that the project partners had grown in their understanding of the problems confronting leadership and community involvement. If this final conference could have been held at the start even further progress might have been made. Some themes - trust, for example, - had only emerged in the final discussions.

His own thanks as leader of the co-ordinating team project team were due to all concerned – the Commission, the city and academic partners, all those helping to support and assist the project. Importantly the contribution of Robin Hambleton, now at the University of Illinois, Chicago, and so instrumental in establishing the project should not be forgotten.

Professor Colin Fudge, Pro Vice Chancellor of the University of the West of England and Dean of the Faculty of the Built Environment, also expressed his thanks to the Commission and to all the project partners. From his contacts in Brussels and elsewhere he had heard good reports of the PLUS project and he congratulated all concerned on its success.

Comparative European research was central to the work of the University and the Faculty, within which the Cities Research centre was a key unit. He looked forward to further contacts with both the participating cities and the academic partners. Both sixth and seventh EU research frameworks required further collaboration and the PLUS experience provided a firm foundation for moving forwards.