



Democratic choices for cities: practice from innovative localities

International Conference of the PLUS research project
in Heidelberg/Germany, 18th-19th October 2002

*Manuscripts and
background information
to the presentations*

Preface

The following collection of papers provides with background information for the presentations at the conference “Democratic choices for cities: practice from innovative localities” which will be held in Heidelberg, Germany on 18th and 19th Oct 2002. All papers have been delivered by the cities and their speakers who will contribute to the conference. We would like to thank them for their support.

PLUS team at Darmstadt University of Technology

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ATHENS, GREECE

**CITY DEVELOPMENT STRATEGY AND SOCIAL INCLUSION: THE CASE OF
ATHENS**

Dr. Dimitris A. Zeginis

Chief Executive Officer, Municipality of Athens, Development Agency

The difficulty lies not in new ideas, but escaping from old ones.

John Maynard KEYNES

1. Introduction

The 21st century will witness massive and rapid urbanization according to the World Bank. This process, though stimulated by economic development, has also led to sharp divisions in growth between cities and among people. The 21st century will also witness increased urbanization of poverty. So, the challenge for the cities is to improve equity, efficiency, productivity, and governance in order to provide sustainable livelihoods, safe and secure living environments, and a better quality of life for the urban poor.

The challenge for cities is due to the momentous change in global relationships of exchange, coupled with the progressive shift in the balance of power between cities and nation states. The urban transition is an historical shift in political and social relationships between cities and states. The rich diversity in cultural and economic assets of nations are often concentrated in cities, and the power to act on these resources is gradually being transferred to cities, either by deliberate institutional shifts through decentralization policies or by political and economic reality.

Improved urban governance is one of the most important keys to success in making cities work, not only to address the challenge of urban poverty, but also to harness the opportunities that globalization provides. With decentralization, the task of administering civic capacity to prepare development strategies falls increasingly to city government. Much work will be needed to put enabling conditions and the norms of good governance into place so that cities can respond to the challenges before them. The norms of good urban governance characterized by sustainability, decentralization, equity, efficiency, transparency and accountability, civic engagement and citizenship, and security are mutually reinforcing. The participation of all the key stakeholders is essential for this process. Participatory governance is the only sure means of achieving an authentic vision of the future and the only sure way to achieve improvements in economic and social status for all citizens.

The Municipality of Athens in 1996 established the Athens Development Centre, which is comprised by the Municipality of Athens Development Agency, the Municipal Vocational Training Centre, and the last two years the through this endeavour the Centre for Employment and Entrepreneurship was created. The Athens Development Centre from its beginning at-

tempted an application of the CDS in the city of Athens. More than this the Centre attempted a radical change in the understanding of urban planning and development, mainly by bringing know-how from European and International institutions as well as other cities, primarily in the EU.

In that respect, City Development Strategy (CDS) for us is not merely old master plan in new clothes. Better, it is a new approach to urban development adapted to the changing global environment of liberalized trade, globalization, growing urban poverty, and rapidly shifting structures of city economies.

To put it in another way, CDS is an urban version of a corporate strategy, which reflects the need to accommodate the rapidly evolving business environment brought about by globalization in the business and financial spheres and decentralization and democratization in the fiscal and political arenas.

CDS above all should help Athens to envision a future and manage an urban transformation to make the city function more efficiently FOR ALL

City Development Strategy addresses at least four broad themes, two may be thought of as establishing enabling conditions for growth and development and the second two as outcomes. Taken together they are seen as the fundamental elements for sustainability in urban development:

- Good urban governance; as characterized by the norms in the campaign
- Fiscal balances, i.e. cities that are credit worthy;
- Livability, especially for the urban poor in environmental, social, and economic terms;
- Competitiveness, i.e. the ability to improve productivity.

2. What making cities work FOR ALL means

Cities that are governed and managed well can expect to improve the efficiency with which their scarce resources are allocated. In effect, this means spending on infrastructure and services that will earn tax and service payments, as well as complementary private sector investments. These are needed to maintain and improve public services, especially for the poor. CDS is expected to contribute to wasting less on poorly maintained infrastructure and subsidized services that do not serve the intended beneficiaries – the poor.

On the other hand, expanded productivity in the private sector, as well as in the public area is expected through the application of the CDS. Cities that understand their competitive advantage, and move wisely and quickly to capitalize on their comparative advantage can expect economic returns.

Also, cities that plan their strategic moves can expect to waste fewer resources on “catching up”. A well-managed growth can extend services to low-income population.

3. Phases of CDS exercise

A City Development Strategy starts with the commitment of the city, backed by regional and central government, to take stock of how the city will confront the major challenges in economic and social development. The first steps begin with participatory processes which evolve and engage stakeholders (local government, community groups, private business sec-

tors and civil society) in analyzing the city's problems, exploring their vision for the city, identifying opportunities for development, agreeing priorities and developing strategic action plans.

The various phases of the CDS exercise are:

- **PREPARATORY PHASE** – identification of key partners, base-line information and consensus-building of a common understanding of city's priorities.
- **CONSULTATIVE PHASE** – stakeholder group meeting to arrive at a formal political commitment, agreed vision and strategic framework.
- **STRATEGY FORMULATION** – evaluating options, analysis of strengths and weaknesses, identification of stakeholders roles, developing action plans within a realistic financing framework.
- **IMPLEMENTATION** – implementation of demonstration projects, resource mobilization by stakeholders, investment plans and donor negotiations.
- **REGENERATION** – stock-taking and strategic visioning as and when appropriate in the future.

4. Products of the CDS

Specific outcomes expected from the participatory CDS process will vary in accordance to the specific context, but are likely to include:

- A consensus vision statement for the city that recognizes its comparative strengths and advantages in the national and regional context, and is owned by the city administration and the majority of stakeholders.
- An agreed strategy framework for growth and poverty reduction and identified action areas with assigned roles for each stakeholder group.
- Demonstration or pilot activities to be carried out by internal resources, highlighting the commitments of the city government and local stakeholders.
- An investment framework with sources of finance, including donor support.
- Increased capacity in the city to conduct strategic development planning.
- At the European, national or regional level through associations of local governments and other institutions, to spread this capacity to other cities

5. Role of Leadership

The problem of urban leadership is defined in a normative way as following:

How to develop more public officials who can draw others into a strong spirit of public service geared to the needs of contemporary society, and thereby make their services to city and to citizens more effective?

In that respect, main feature of a public service organization would include:

- Excellence in service delivery

- Inspiring change
- Modernization and change management
- Operating within the legislative, legal and regulatory framework
- Democratic responsiveness accountability
- Effectiveness
- Value for money

Key element in the assessment of organizational leadership is that leaders need to show a clear understanding of who their various customers are, their differing requirements and how these can be balanced with political imperatives, demonstrating clear commitment to customer / citizen, as well as to other stakeholders.

6. Impact of CDS on social inclusion

The main results that the local CDS has on social inclusion are the following:

- **ENCOURAGING LOCAL BUSINESS GROWTH.** Providing advice, support and resources to enable existing local business to grow with the goal of retaining and strengthening existing local business. Ensuring a favorable business enabling environment within the local authority.
- **ENCOURAGING NEW ENTERPRISE.** Providing assistance, technical support, information and resources to help individuals set up new businesses.
- **AREA TARGETING.** Addressing specific area-based problems such as regenerating a neighborhood.
- **POVERTY REDUCTION PROGRAMS.** Programs to mainstream the poor and disadvantaged populations into the economy. Ensuring that new growth industry extends employment opportunities to low-income workers.
- **REGENERATION STRATEGIES.** Targeting communities that have suffered from structural change such as loss of a major employer or change of economic activities in a particular area
- **CIVIL ENGAGEMENT AND CITIZENSHIP.** People are the principal wealth of cities; they are both the object and the means of sustainable human development. Civic engagement implies that living together is not a passive exercise. In cities, people must actively contribute to the common goal. Citizens, especially women, must be empowered to participate effectively in decision-making processes. The civic capital of the poor must be recognized and supported.
- **SECURITY OF INDIVIDUALS AND THEIR LIVING ENVIRONMENT.** Every individual has the inalienable right to life, liberty and the security of person. Insecurity has a disproportionate impact in further marginalizing poor communities. Cities must actively avoid human conflicts and natural disasters by involving all stakeholders in crime prevention and disaster preparedness.
- **PRINCIPLE OF CAPACITY BUILDING.** Achieving good governance requiring building capacity of civil society organizations as well as city government institutions. Through the CDS process, it is expected that institutional capacity of all stakeholders will

be built for participatory governance. Capacity building here implies the need to ensure that diverse social groups are able to get needed information and participate in the making of public policy.

It includes the need for development of a vibrant market and a confident private sector that contribute energetically and creatively to a partnership with local government.

BERGEN

PARLIAMENTARY GOVERNMENT AND URBAN DISTRICTS

1. City Districts and Parliamentary Government.

After the local elections in 1999, the City of Bergen implemented two major political reforms. From January 2000, Bergen has been divided into eight urban districts. Each district has its own district council and its own local administration.

Each district council has 13 members, and the City Parliament appoints all of them. The district councils also reflect the political composition of the City Parliament. The districts are responsible for about 85 % of the expenditures (investments are not included).

In June the same year, Bergen implemented a Parliamentary system of government. The City Parliament elected a City Government. The City Government has 7 commissioners with extensive executive powers. The commissioners' heads the municipal administrations and they are responsible for the entire municipal activities.

The City Government must have confidence in the City Parliament. If they do not have this confidence, a new City Government can replace them. 28 representatives out of 67 voted for The City Government we have now.

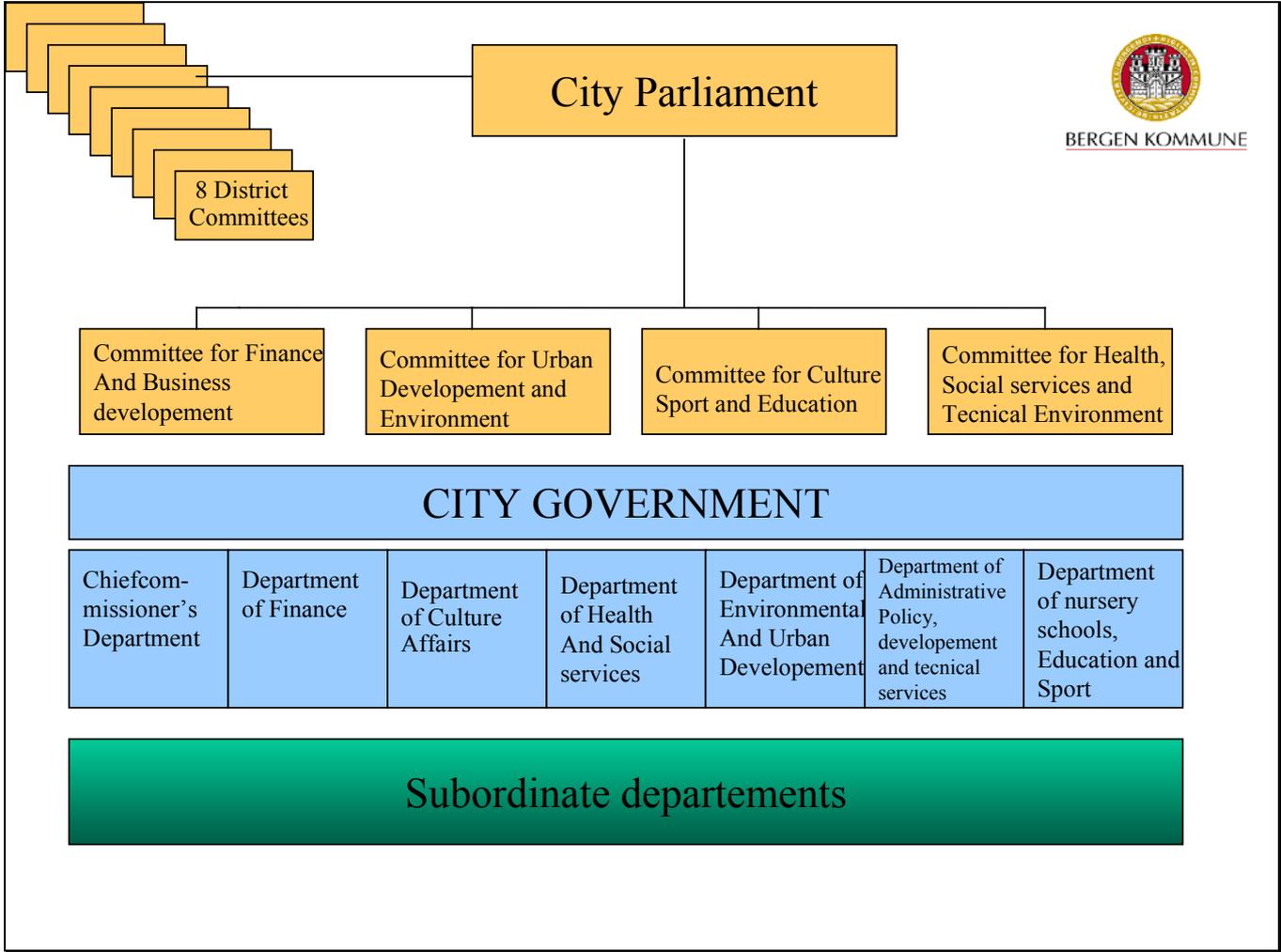
2. A short description of the political system in Bergen.

The political system in Bergen looks like this:

- The City Parliament has 67 representatives and is the highest political authority in Bergen. Four standing committees are responsible for preparing propositions and reports to the City Parliament. Including the Mayor, there are 7 full-time politicians in the City Parliament system. The City Parliament has their own administration.
- The City Parliament also elects the members of the District Councils. They have 13 members each. At least 3 of the members of each district Council (including the leaders) are a member of the City Parliament. The leaders of the District Council are half-time politicians.
- The City Government has 7 commissioners, each responsible for their own departments. The City Government is also responsible for the City Districts administrations.

In figure 1 there is a schematic overview on how the City of Bergen is organized.

Figure 1. A schematic overview on how the City of Bergen is organized.



Bergen has a total population of 230 948 . The city is divided in 8 City District, ranging from a population of 12 000 to a population of nearly 40 000.

The City of Bergen has about 11 500 employees. About 9 000 of these work in the Districts.

3. Tasks and responsibilities of the Districts Councils.

The City District Councils have wide powers over a wide range of the welfare tasks. As mentioned above they are responsible for about 85% of the net running expenditures. The services they are responsible for are :

- ❑ Care for the elderly
- ❑ Primary health care
- ❑ Social services
- ❑ Care for the disabled

- ❑ Primary schools
- ❑ Kindergartens
- ❑ Local culture
- ❑ Parks and recreation
- ❑ Some technical services

The District Councils come together once a month. Their main task is then to make decisions on how to provide for services and how to spend the resources they are responsible for.

The District Council also has a role in communicating with their inhabitants. Before the formal District Council meeting take place, representatives from the local population can bring forward arguments on any topics. Members of the District Council (especially the District Council leader) also make themselves accessible for their own population in different ways, varying from thematic meetings with different interest groups to direct communication on market-places, stores and other places people are gathered.

The District Councils also have a say in topics where the decisions are made at the City level and in the City Parliament. In questions about local planning and regulation and local investments, the District authorities are invited to make their views known.

4. Expectations of the City District reform.

The main goals or reasons for implementing the City District reform was the following:

- ❑ Increased local democracy
- ❑ A higher degree of participation and community involvement
- ❑ A more effective use of the municipal resources
- ❑ Better working conditions for the employees

The arguments for the reform were mainly political. It was implemented for democratic reasons, and for reasons concerning the involvement of the local population. But there was also an expectation of a better cooperation between representatives from different units of the local services and a better use of the resources available.

By focusing on the working conditions of the employees there was a wish to use this reform as an opportunity to increase the involvement of the employees.

5. Expectations of the Parliamentary reform.

Some of the arguments for the Parliamentary reform have been:

- ❑ To make the politicians more visible
- ❑ To increase the responsibility and accountability of the politicians
- ❑ To sharpen the political differences between the political parties
- ❑ To increase the political control and influence over the municipal administration
- ❑ To make people more interested in politics

- Increased control over the municipal expenditures

The Parliamentary reform can both be viewed as a democratic reform and a governing reform. The reform can be seen as a strategy of making the people more interested in local issues. It can also be seen as a way of getting a better financial management.

6. Who took the initiatives ?

The initiatives for these two reforms came from the politicians. A great minority opposed both reforms. 44 out of 67 representatives supported the City District reform. 22 representatives supported the parliamentary reform. This is shown in table 1 :

Table 1. An overview of parties supporting and opposing the District Reform and the Parliamentary Reform.

Party	Seats in Parliament	Support for the District Reform	Support for the Parliamentary Reform
Arbeiderpartiet (Labour Party)	20	Yes	Yes
Høyre (Conservative Party)	14	Yes	Yes
Fremskrittspartiet (Progressive Party)	13	No	No
Kristelig Folkeparti (Christian Democratic Party)	7	Yes	Yes
Sosialistisk Venstreparti (Socialist Left Party)	5	No	No
Rød Valgallianse (Red Electoral Alliance)	4	No	No
Venstre (Liberal Party)	2	Yes	No
Pensjonistpartiet (Pensioner's Party)	1	No	Yes
Senterpartiet (Centre Party)	1	Yes	No

BRISTOL

MAKING IT HAPPEN: THE INTERPLAY, TENSIONS AND BENEFITS BETWEEN NATIONAL AGENDAS, LOCAL POLITICAL LEADERSHIP AND COMMUNITY ASPIRATIONS TO DELIVER SUSTAINABLE ECONOMIC COMPETITIVENESS

Diane Bunyan, Leader of Bristol City Council

1. Bristol City Council's medium term vision for Bristol is for the city to be:

the regional capital of the south west and a successful European city, valuing and offering prosperity and a good and sustainable quality of life for all its citizens.

The councils' ability to deliver this vision is bounded by two important factors:

Firstly, Bristol is a city of contrasts - it is an attractive city, with a vibrant national image and yet poverty and wealth exist side by side. The city is ranked as 34th highest GDP in Europe. Between 1996 and 2001, Bristol has seen a 9.3% growth in the number of VAT registered businesses: against the UK average of 4% growth. It is a cultural, media, historic and academic centre. Its communities are increasingly diverse with an estimated 7% of the population drawn from the Black communities. It is the 8th most popular tourist destination in England.

In contrast, 10 of the cities' 35 wards are amongst the poorest 25% in the country, and 2 are amongst the worst 10%. The city is ranked as 69th most deprived area out of 354 in England. Educational attainment is low; teenage pregnancies are higher than the national average; recorded crime is high; 27 wards have health outcomes below the national average; traffic congestion is a major issue and the local housing market is increasingly unaffordable to people on average incomes.

The second important factor is the constitutional, legislative and budget framework within which local government operates in the United Kingdom. In contrast with much of Europe, local government can only act within the powers it is directly given, and has very limited powers to act on its own account. This has been slightly eased recently with council's being given the power of well-being: to promote the economic, social and environmental well-being of an area. However, the scope of this power is ill defined and, recent reports have identified that it is not as strong an enabling power as it might have first appeared. There are a wide range of national policies, for example, on improving education attainment, tackling crime and reducing teenage pregnancies against which local government is set targets to deliver. There is an extensive national monitoring and auditing regime in place, which is generally reported on annually and through which performance of individual councils is compared against others.

In addition, central government funding regimes to local council act as a further constraint and have become more directive in recent years. Over 2/3rd of our income is directly from central government, with the remainder raised from a locally levied council tax, which is constrained by nationally set guidelines. Whereas in the past, local government was given a gen-

eral grant allocation and discretion as to how to spend this, increasingly budget allocations are given to deliver specific targets, and the money cannot be used for other purposes. Within this constitutional, legislative and budgetary framework, there is an ongoing debate as to how far local government is acting simply as an agent of central government and how far it can develop and deliver local aspirations.

Within this context, what then is the contribution that a city council such as Bristol can make to delivering sustainable and just economic competitiveness in the city? Three different actions by the city will be described. Each illustrate a different aspect of the leadership role of local government; and the unique interplay between operating at a European, National, regional, local and neighbourhood level which is the task of local government in the United Kingdom today.

2. “Bristol Women Say” consultation: June 2002 - the council facilitating in partnership to get voices heard by decision makers

All cities are working to develop local strategic partnerships. The aim is to develop a commonly owned vision for the city, and act as a vehicle through which resources from a wide range of institutions and public agencies can be directed at joint objectives. The potential long term impact of the Bristol Partnership is large, both on the economic and social well-being of the city. In its first year the Bristol Partnership has been working on the community strategy, the document that sets out the vision for the city over the next ten years and details the priorities and actions of the Partnership over the next five.

As Leader of the council, I chair the Bristol Partnership and in drafting the strategy I was very aware that the needs and aspirations of women as a constituency were not being heard. With most other marginalised groups we were able to identify a locally based umbrella organisation to consult with, this was not the case for women. The Council and other agencies in agreement with the partnership decided to redress this imbalance by creating a consultation process which would access the voices of as many women in Bristol as possible. Also in creating the Bristol Women Say process we hoped to access the often hidden voices of women in minority groups, such as women in refugee communities. The council acted as a facilitator, helping to bring leading women in influential agencies in the city together to run this process and ensuring that the aspirations and priorities of women were being picked up by the Partnership. The Bristol Partnership agreed to take account of all recommendations brought forward through this consultation.

Over 3,000 women were contacted during the Bristol Women Say consultation. Two voluntary sector organisations: VOSCUR (an umbrella regeneration focussed voluntary organisation) and BDA (a black- led voluntary organisation), used their own funding for community consultation to speak to women in hard to reach communities. The council used the internet to run online questionnaires and polls and a women led, locally run media organisation was employed to make a short film using their own networks of women in the community. Then in June over 200 women attended a full day conference. Throughout the consultation process women were asked what was the best things, what was the worst things about Bristol and what would they like to see happen in the next five years.

After a full days debate, women came together as a women’s Parliament and voted on the issues which most concerned them: this is how women voted:

In education women considered that adult education courses were too expensive and identified financial assistance as the main thing they would like to see change over the next five years.

The main priority for change for their children's education was smaller classes, but also raising awareness of cultural and racial differences in society.

In regard to employment women in Bristol wanted more support with training and employment opportunities, equal treatment, in terms of pay and career advancement, proper recognition of their skills and better child care solutions.

In terms of health women identified a major gap in the provision of mental health care and wanted access to alternative and preventative medicine.

Women in Bristol felt passionately about their environment, they saw solving the public transport problem in Bristol as a key issue which would significantly improve their quality of life and sense of well being in the city. Suggestions were as far reaching as creating safe zones around bus stops and all women taxi queues.

These priorities and suggested actions proposed by the women in Bristol are being fed in to the action plan of the Bristol Partnership and the community strategy. It is intended that an annual event is held by the women of Bristol to monitor the progress that has been made by the Bristol Partnership and to ensure that the views of women are kept at the centre of shaping the future economic and social well-being of the city.

3. Major city centre regeneration - building benefit for the whole community

The city centre is being transformed. There has been major redevelopment around the Harbourside: bringing homes back into the city; creating new and vibrant entertainment and cultural centres which attract increasing tourism. Historic locations such as Queen Square have been restored to their former glory and new public spaces created. The shopping centre has had large scale investment and is about to be substantially expanded. The council leadership was clear from the outset that such large scale development needed to address issues of sustainable development, that there had to be high quality design, and that there should be affordable housing built into all developments, and that local people and stakeholders are engaged at an early stage in developing ideas and practical proposals. In this way social and sustainable benefits have been built into regeneration activity.

The council has made a major contribution to these developments. It has worked to deliver these outcomes through its role as the planning authority for the city; through the development of a blueprint for development in the City Centre Strategy and in the establishment of a public/ private partnership to drive forward major capital investment in the city centre: the Broadmead Board. A thriving and attractive city centre is vital to the prosperity and future quality of life of Bristol as a whole. Future developments include a tram system, an 8,000 seater arena, more park and ride facilities, and a top quality concert hall.

Many of these projects are long term and take years to come to fruition. The major benefits are in the future. However, the council has seen it as essential that immediate benefit is built in as well. Many of these projects are major construction projects. Through the councils' Economic Development Unit, and in partnership with other public and private employment agencies, opportunities were created to give training to unemployed people from the inner city so that they could be employed on these construction projects, and benefit from this renaissance. The initiative was called "On-site". Since 1999, 236 people have taken up con-

struction apprenticeships; 1,000 vacancies have been filled, and 690 people and organisations are registered on the skills register. This experience has been built on, and is now part of all major regeneration initiatives in the city.

Some of the areas with the highest levels of unemployment are literally within walking distance of the city centre. The council was determined that the benefit of this city centre regeneration activity would reach these communities, and support the economic competitiveness of the city in a sustainable way and in a way that brought social and economic justice to the poorest communities.

4. Communities helping themselves - the role of the social economy

The physical regeneration of a city is important, but for the council as important is social regeneration. Over many years, the council has supported, facilitated and invested in the development of the social economy where local people and groups are empowered through owning and developing community owned and run businesses. This can range from development trusts, credit unions, LETS schemes, co-operatives to small scale businesses. The council can be seen to be a social entrepreneur.

From survey work undertaken, it has been shown that around 10,000 (4.6% of Bristol's total) people have employment in the social economy, and that these people are drawn from people who can be most excluded from the employment market: 25% older people; 4% disabled people; 15% black people and 67% women. The value of the social economy is more than £223m (4.34% of Bristol's GDP). The largest social economy business has a turnover of £6m. The average size is around £10,000. At least 60% of established organisations have been established for 7 years or more: 9% are less than 2 years old. The range of activities undertaken include advice, care, housing, property management, health, transport, manufacture, environment, culture, recreation, sport, community and economic development.

The social economy can be very adaptable and versatile. It can be a first step back into economic well-being. The benefits are not only individual but offer real benefit and renewed hope in communities which have felt forgotten, particularly in the outer estates. The council is there for the long term, and therefore is uniquely placed to support and facilitate this sort of development, which in its early stages is not necessarily seen as attractive to others. In the council's view this work can help to deliver sustained economic well-being in a way that large scale capital projects can not.

5. Summary and conclusion

I started by setting the local context in Bristol, and the context within which local government operates within the United Kingdom. There are constraints and demands, and the environment is at times very challenging. In my view, the starting point for the local leadership in the council is to be clear about its direction, and to use its power and influence to make a difference. Despite the constraints which have been described, I hope this paper has illustrated the substantial role that local government can play in delivering sustainable and just economic competitiveness in the city.

Key to achieving real benefit for our city is the council's enabling, influencing and facilitating role. Moreover, the power of representative legitimacy of an elected council cannot be underestimated. A council such as Bristol uses its powers on a very broad front: in Europe,

nationally, regionally, locally and at a neighbourhood level. We can act as a broker, for example, in bidding for European resources and then once received, can act as a facilitator to allow local communities to gain the skills and competencies so that they can manage these much needed resources themselves. We can use our power to get behind local people or excluded communities or individuals so that their voices are heard by other powerful decision makers in the city. Our legitimacy can help to make sure that issues of social justice are addressed. In this way, we can work to deliver local community aspirations and at the same time deliver sustainable, just economic competitiveness

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CHRISTCHURCH

ACHIEVING SUSTAINABLE QUALITY OF LIFE

1. Christchurch as a case study: the never ending story

This paper looks at the journey on which Christchurch, under the leadership of its City Council, has been embarked since 1990. Although written from the viewpoint of a practitioner and so lacking academic rigour its aim is to draw out principles of general application and to raise questions which I hope are useful for consideration in other cities; the aim is not to document specific examples or case studies.

The principles shared reflect my personal views as of September 2002. I have been at Christchurch 13 years and am in my 10th year as Chief Executive. During the course of the PLUS Project we hope to share a significant new leg of our journey towards sustainable quality of life in our city.

This paper comprises two brief sections on context and four sections on our shifting focus, these are the ones of most direct relevance to the PLUS Project. They deal with: the reasons for shifting focus, the theory underlying it, the practice to date and the challenge over the next twelve months.

2. Brief Context: New Zealand and Christchurch

Christchurch has a population of 320,000 and is the principal city of the South Island. New Zealand itself is the most remote nation of any size on the earth being some 2,000 kilometres east of Australia, 8,000 kilometres west of Chile, 10,000 kilometres south-east of Los Angeles and 20,000 kilometres from Heidelberg.

The city is 152 years old. It provides the principal port and service centre for much of the South Island including the Canterbury Plains, the largest area of flat land within New Zealand which is for the greater part a hilly and mountainous country. From its origins as an agricultural service centre the city has developed a handful of internationally competitive secondary and tertiary activities such as: bioengineering, electronics, software development, higher education and tourism.

New Zealand as a whole is similar in land area to Italy or California but has a population of 3.88 million (one-third of whom live in Auckland the principal urban area of the North Island).

Because of the country's small population and its new world culture the nation has shown a tremendous capacity to adapt rapidly to changing circumstances. This has been particularly evident over the last 20 years and contributes to us attracting a disproportionate amount of attention from those studying macroeconomic and public sector reform.

3. Brief Context: reform of local government

Radical reform of the public sector began with central government in 1984 and saw a new framework for local government put in place by the end of 1989.

Four main thrusts can be identified:

- (1) Legislated amalgamation of smaller units of local government into larger councils (the current Christchurch City Council was established in 1989 with the jurisdiction of the whole urban area which had previously been divided between councils).
- (2) A requirement to put a range of local government services into corporate structures.
- (3) A detailed system of business and financial planning. This system requires councils to be very specific about the “outputs” which they will deliver, the cost of each and how performance in delivering it will be monitored. This has led to the development of a highly sophisticated accounting system able to reconcile the inputs purchased by Council with the outputs which it plans to deliver. The service standard which is fixed for a particular output represents explicit trade-offs between the cost of provision and the quality or standard of a service. “Transparency”, “accountability”, “separation of activities” and “performance measurement” were cornerstones of the reforms. In short, New Zealand became a leading example of the “new public management”, of a managerial approach to local government.
- (4) By international standards a very high level of public input into decision-making. Every year a two-month process of public engagement is centred around the planning process outlined above. A battery of techniques is used to enable community participation and to inform Council on community attitudes. We have a substructure of elected community boards which network with local residents associations, a variety of participation exercises using traditional and web-based techniques, participation processes targeted at youth, children and other groups, extensive use of focus groups and statistically based surveys and collaboration with local media to provide forums on specific issues.

4. Shifting the focus: the reasons

So, New Zealand had put into place a highly effective version of the “new public management” model of local government. The underlying paradigm was that we were a business supplying services. The cost – quality trade-off in determining levels of service were informed by excellent information on the structure of our costs and feedback on customer attitudes from a range of tools commonly used in the private sector. Transparency, accountability and performance measurement were key principles.

Many aspects of this model are excellent. Its focus, however, is services or outputs rather than quality of life in the community. During the 1990s it was becoming increasingly evident that many New Zealanders felt the paradigm of more market – less government had delivered reasonable successes for the economy but had fallen badly short in terms of social and in some cases environmental outcomes. Debate began on the importance of social capital and approaches which embraced a “triple bottom line” or a “balanced scorecard”. (As a parenthesis, Christchurch was the one city in New Zealand which had resisted the prevailing paradigm of the years 1984-1999 and was dubbed by critics, “the people’s republic of Christchurch”.) During 1998 we began to investigate the “community governance” model which I associate with the authors Michael Clarke and John Stewart.

The basic premise of the community governance model is that in order to achieve a high quality of life in a city there needs to be agreement around a strategic vision for that city and that agreement needs to embrace all of the agencies, businesses and individuals who are able to play a part in achieving that vision. I liken it to a jigsaw puzzle. Christchurch as we want to see it in 2010 is like the picture on the box lid of a 1000 piece jigsaw, many people, locally, nationally and even internationally, have some of the 1000 pieces: public sector agencies, the private sector and the not-for-profit sector; unless all sit down at the same table we will never be able to successfully make the picture.

5. Shifting the focus: the theory

Adopting a community governance focus shifts the emphasis for local government from the managerial paradigm which focuses on financial efficiency and *means* to a framework focusing on the outcomes to be achieved or *ends*. As a city we have to establish our own agenda, deal with our own problems and realise our own opportunities. The key role of Council becomes one of leadership in a multi-stakeholder environment. The Council is unable to coerce or control the decisions of the other stakeholders who hold critical pieces of the jigsaw which is the city's future. Operating in this environment requires a shared understanding of problems and opportunities and agreement around an agenda for change. Many agencies and organisations will be involved in pursuing that agenda, the danger lies in lack of co-ordination and fragmentation of effort. So a key feature of city governance becomes a capacity for integration.

This capacity for integration is first required to enable the construction of a shared vision (the picture on the jigsaw box). Inter-agency agreement at this level may take time and effort but is likely to be achieved. Agreement, however, must go beyond vision to embrace strategy (ie, means of implementation). To express this in different terms, the priorities adopted by the organisations must come into alignment. Even beyond alignment of priorities, if the full gains are to be made from the community governance approach, then collaboration is required on the design and the delivery of specific programmes.

Often this is thought of as a model of partnership. The change which I see is needed, however, in achieving the community governance model goes beyond a partnership which is often based on the belief that by operating in partnership two organisations can achieve a "win-win". Such a model still reflects what I would call the transactional paradigm, expressed in some form of contract or legal agreement. Rather, the key change is to shift towards a relationship paradigm in which organisations co-operate on the basis that they are seeking to achieve outcomes which are so similar that any specific collaboration which benefits one of the agencies must in the long term benefit the other agency too, even if in the short term there is no advantage or even a cost. The instruments to give effect to such relationships include memoranda of understanding and protocols for collaboration.

6. Shifting the focus: practice to date

There are three recent examples of our efforts to effectively implement the community governance model.

During 2001 Christchurch City Council worked together with the 11 other Councils in the Canterbury region (approximately 20 per cent of New Zealand's land area, the size of Denmark) to develop a Regional Economic Development Strategy (CREDS). Such collaboration

between neighbouring councils was hardly novel but what was more significant was the engagement as partners of a wide range of groups: commercial bodies, farmers, universities, research institutes; trade unions; employers groups, central government agencies and others with a direct interest in economic development. Engagement between the stakeholders was organised through a tightly managed process of face-to-face meetings and web-based networking. The outcome over a period of six months was agreement around a vision for the region's economic future, strategies and priorities and a lengthy list of specific initiatives to which stakeholders committed themselves either individually or in partnership with one another.

Secondly, within the city of Christchurch itself more than 120 agencies, mostly in the public and voluntary sector have signed a Healthy Christchurch Charter in which they commit to working together to promote shared health and social well-being outcomes. This charter includes a vision (expressed as a set of principles) but more importantly, in my view, a set of protocols of how agencies will work together. I see it as critical that collaboration extends beyond planning and priority setting to operational and service delivery areas where there are gains to be made both in terms of efficiency and also effectiveness by adopting casework management and similar principles.

Thirdly, the City Council is working with central government to produce a social outcome plan for Christchurch. As a result of the detailed business planning process the City Council uses (section 2 above) we have clarity as to what services we are delivering. There has always been much less clarity, however, around the nature and standard of the services delivered into the city by central government departments and agencies. This project represents a systematic effort to describe the services of central government delivered into Christchurch. We believe that by simply documenting their scope and nature for all to see there will be immediate opportunities for improved efficiency and effectiveness as a range of stakeholders come together and identify new opportunities for collaboration.

7. Shifting the focus: the next twelve months

By early 2003 the New Zealand Parliament will have put in place a new Local Government Act. This represents the most fundamental review for decades of the role of local government.

This Act will extend to councils a power of general competence. It will also give councils a very wide brief in terms of their purpose:

“The purpose of all local authorities is to enable local decision-making by, and on behalf of, individuals in their communities, to democratically promote and action their social, economic, environmental and cultural well-being in the present and for the future.”

This new legislation will require councils to undertake prior to the financial year 1 July 2004 a new style of planning. This new style of planning has been in significant part foreshadowed by the examples I have summarised above. It requires councils to identify the other stakeholders who are likely to be significant in helping them achieve their purpose (above) and then to enter into collaborative planning arrangements with them. The new Act will also require ongoing protocols to be in place which will set out how collaboration with them will take place at a more operational level.

Summary

This new style of planning represents a fundamental shift in thinking. The model which New Zealand was using during the 1990s stressed accountability and so separation of functions. It was based on the premise that different agencies should be clearly given different functions and each should then deliver a range of outputs related to its functional brief. The architecture of our new Local Government Act assumes that central government, local government and a range of other agencies are all seeking to achieve very similar outcomes and thereby undertaking functions which inevitably will overlap. The planning processes of the new Act are therefore designed to “manage the overlaps”. This represents very different thinking from the previous approach which assumed organisations operated within “separate boxes”.

During the next nine months the Christchurch City Council will be working very actively on this new style planning approach and intends to share its experiences with the PLUS Network.

Mike Richardson

City Manager

Christchurch City Council

September 2002

CINISELLO BALSAMO

PARTICIPATION, LEADERSHIP AND URBAN SUSTAINABILITY

1. Background info

I'm the Major of Cinisello Balsamo since June 1994. At my first time mandate (from June '94 to April '95) I was elected by the members of the Town Council and I strictly represented a political party alliance.

The second time in 1995 (and the third time, when I was re-elected in 1999) I was elected directly by all citizens and I passed the nomination at the 1st attempt, no second ballot. In fact, I'm the first Major elected in Cinisello Balsamo by the direct vote of all citizens and I'm also the first women Major in this town.

My election as Major was driven by a long time administrative and political activity in Cinisello Balsamo. Since 1980 I was a Town Council Member. Then, over the years, I was appointed Town Council Alderman in different roles: Public Education and Schools, Culture, Social Services. At the same time I have always been active in the political party Democratici di Sinistra (formerly Partito Comunista Italiano) and in the Women Rights feminist associations.

The above mentioned activities gave me the opportunity to know very well the city, to growth my personal experience and also to become more and more personally popular in the city. Indeed, when direct elections were called in Cinisello Balsamo I was considered a high probability success candidate also because I was well known in the city.

2. 1995: direct election of the mayor

There are few key points that explains the "leadership" impact in Cinisello Balsamo.

My election happened in a time when political parties in Italy suffered a representativeness crisis. In the same time the rules for government vote changed to the formula "by majority", so the city Majors were elected directly by citizens for the first time. In addition, in the end of the '90s, the public administration in Italy was modernized and many new important laws for the local administration were implemented.

So, in one time, the central government slightly reduced its power and control, while the city Majors received more power and started to be elected directly by the citizens. As a consequence, the Majors became a symbol of the change and of a new welcome trend: less centralized constraints and less influence by the political parties.

So, many Majors had the opportunity to enhance their local positive leadership and to implement local programs with less constraints, more consensus, more support.

3. Local experience is a must

Clearly, the citizen consensus is useful to better govern a local community, but it's not all enough. You need to well know all the rules and all the local interactions to be able to manage a complex city administration system.

Leadership and popularity is not enough. In fact, we saw many potentially good Majors who were successfully elected directly because they were well known. But in the reality, some of them did not perform in line with expectations, because they had little political and/or administrative experience.

Building up experience is, by the way, more and more a general critical point. How to select efficient public administrators without the guidance and preparation done traditionally by the political parties? Many Majors will terminate their 2nd mandate in 2004 (including me) and, by law, they cannot be re-elected a 3rd time. But in the meantime, quite few new potential political or administrative candidates have been growing up. The political parties did not invest and the current Majors have no role and no time to do.

4. Promote participation

In the above mentioned favorable scenario my job as the Major of Cinisello Balsamo has been much creative, exciting and I hope, positive for the town.

Firstly, I had much experience as a former Town Council Alderman for Social Services, and I knew that "quality of life" has to be addressed by considering the citizens problems in a whole. For years the city administration had to respond to the citizens needs by separate priority projects: the job, the home, the social and cultural services, the leisure time. The global town mood, feelings and environment was not considered as a significant component for happiness (or distress).

I noticed that in some critical areas or community groups (e.g., low cost neighbourhood, fast growing residential areas) the offering of services was not enough and could not change the frustration of living in a place that you do not like and that's neither attractive for anybody.

To create a positive synergy in the town life (both in these critical neighbourhood areas and anywhere else in the town) I was convinced that we had to enhance not only the services but also to talk openly about current problems and potential better quality of life. The final objective is to harmonize all components: professional training, job security, public open spaces, green garden areas, shops, socialization opportunities. And, what's most important, to make these initiatives a success, we must plan and developed all projects together with people participation, in order to motivate people ownership of the positive changes on going.

I had the opportunity to utilize some national and European project funding to test the above mentioned vision in Cinisello Balsamo. I tried to leverage citizen participation for some practical urban restructuring projects, and the results were much in line with expectations.

5. Participation: case histories

Based on the above background outline I'm pleased to try to answer more precisely to some key questions posed within the PLUS research about the key word "participation".

I do not believe there's a typical "model" or a formula to activate urban participation. The key driver is to be convinced that participation is important for the positive evolution of a community and to actively promote participation. The key action is to implement participation in practice. The key return is that any theoretic project, even the very good ones, will be tailored and fine-tuned till optimization and consensus.

The participation "model" will come as a consequence, according to the local profile of the town, of the citizens, of the programs. I remind here below some projects done in Cinisello Balsamo:

In a popular working-class neighbourhood where the need was to restructure the apartments and to put in place new services. Here we had to involve the individual tenants, the council of the tenants who live in those apartments and the voluntary service associations (this national funding is called "Neighbourhood Contract").

In a public square where the need was to harmonize the residents with the shop owners and, probably, the open-air weekly market and a school. Here we contacted all the apartment tenants, the shop owners, the association of retail shops, the school board (this is the project called "Piazza Costa" here in Cinisello Balsamo).

In a public school where the need was to restructure and to re-convert the existing building, we had to talk to the teachers, to involve the students and the small children with their families (this project is called "Cite die bambini e dele bambini").

In a neighbourhood where no active association still existed we started participation from scratch, promoting the creation of new voluntary associations, one dedicated to environment protection and one to manage immigration related services (this project is called "Partecinq" where "Parte" means, in fact, Participation and "cinque" is just the local name of the neighbourhood).

6. Participation rationale

There's a high return in promoting participation initiatives. Indeed when the citizens and their associations participate to the tailoring of the town projects, there are clear benefits for both themselves, the town and the town administration.

people will fine-tune the project details up to full optimization

people will take the ownership of the change and will not resist or be scared about the change

people will activate additional resources and energies on top of the public administration investment; even new associations may be born by citizen groups in front of a specific project; if the core of the project is sound, these associations will soon play a proactive role

people will protect and growth the project till completion and also after completion, as a personal owned asset

7. Global decision making

However, participation is not the tool for decision making. Decisions have to be orientated from a global point of view to guarantee that each specific project, managed with participation, is consistent and in-line with the global vision of the town.

The town is a large network of potential opportunities and potential discrepancies. All activities and, namely, all new projects on progress must be harmonized within one vision in order to balance priorities and resources investment. This is the task and the responsibility of the local government on behalf of all citizens.

Also, citizen participation focus mainly on specific projects that represent only a portion of the complex town activity network. As an example, usually the largest structural projects (like public transport, infrastructures, pollution) do not represent a subject for participation. These strategic topics are just a subject for possible objection and dispute, if something does not turn right as it should. Participation is not required here, the local government must keep these strategic topics under full direct control and manage efficiently by default.

8. Leadership share

Leadership is strictly linked to responsibility. As a consequence, in a large organization, leadership should spread out into different levels in the local government administration.

Ideally, the best results in terms of democratic participation to any structural or social innovation will be achieved if all the key responsible people of the administration have the leadership required to promote and to manage participation efficiently.

Today however I see that citizens prefer to report their participation activities under the direct leadership of the Major as the true final interface. This is true according to my personal experience. Citizens indeed believe that all excellent coworkers of mine, who are responsible for different levels in the town administration, always talk directly to me about everything in the end of the day they like the idea that I'm the decision-making Lady Major for all the good, bad, large or small things.

This is mainly a consequence of the direct vote of the Major. In my specific case history it's also a consequence of many years of administration in Cinisello Balsamo, where I indeed know very well all the organizations in depth and also many people face to face.

9. Leadership risks

The above mentioned leadership profile, quite concentrated in the role of the Major, brings also some potential gaps. First of all, the Town Councilors are sometimes driven to take slightly less responsibility.

Secondly, the local political parties, who represented a very active source of inputs, recommendations and experience till the '90s, are now slightly less active.

Thirdly, on the opposite side, the local community seems to have a stronger propensity to aggregate themselves in order to support the needs and the problems of specific groups. In Cinisello we have over 100 associations who represent today a powerful push for participation but, in the longer term, they may focus more and more on their own specific objective. This might result into less democratic synergies in the town or even in associations prevailing on others.

Daniel Gasparini

Lady Major of Cinisello Balsamo

ENSCHEDÉ

ROOMBEEK, A CLOSE-KNIT COMMUNITY: THE RECONSTRUCTION AFTER THE FIREWORKS-DISASTER IN ENSCHEDÉ

1. Background

On 13 May 2000 at 3.35 p.m., a firework depot in Enschede (a city in the east of the Netherlands with 150.000 inhabitants) exploded. The disaster wreaked havoc on the surrounding residential area, a lively area with various neighbourhoods and businesses, with a large number of artists, shops and thoroughfares. Nearby factory complexes were also destroyed.

Some facts and figures to illustrate the impact of the explosion:

Number of people that had to move (temporarily)	more than 4.150
Number of people that died in the explosion	22
Number of people that got injured	± 1.000
Number of badly damaged businesses	± 120
Surface of the disasterarea	42,4 hectare
Number of inhabitants	± 1.500

Estimated damage incurred as a result of the disaster more than one thousand million Dutch guilders

Right after the disaster a group of people started to make plan for the reconstruction of Roombeek. At the end of 2000 the municipality of Enschede formed an official, temporary department for this special task: the Reconstruction Project Office. This bureau has been working on a development plan for the disaster area and its surroundings, but also on social and economical reconstruction.

2. The area

Roombeek acts as a link between the central area within the Enschede “Singelring” and the post-war districts in Enschede Noord. By combining the disaster area with the nearby restructuring site of Groot Roombeek, a planned site of around 65 hectares has emerged; an area larger than the town centre itself. The area as a whole consisted of very varied residential areas, the Grolsch brewery, and dilapidated factory complexes from Enschedes’ textile past. The firework disaster actually destroyed the very part of the old factory buildings that were due for renovation.

3. Participation

The Municipal Executive (Mayor and Aldermen) has pronounced that (returning and future) residents and occupants of the area be offered a “significant participation” in the development of the plans for Roombeek. This means that the participation will go far deeper than is usual in similar developments right from the beginning of the development process.

As a first step, a large number of meetings were held with occupants and residents to determine what their experiences of the area were previously and how they felt the redevelopment should take place. By tackling the various topics in open discussions, without drawings, we were able to ascertain what the ideal scenario was from the point of view of the old occupants and residents.

4. The reconstruction programme

The objective of the programme for the reconstruction of Roombeek is to provide a full, cohesive and well-founded picture of the social, economic and physical reconstruction and the new opportunities for Enschede and the planning area of Roombeek. The urban development plan for Roombeek forms part of the physical reconstruction and aims to make it possible for every one of the residents and occupants of the area before the disaster to return and pick up the threads if they wish. Because the planning area is a combination of the disaster area and the town-centre restructuring site of Groot Roombeek, the aims of restructuring have been added to those of reconstruction: the expansion at the high end of the housing market and the accommodating of urban functions in the buildings that are due for restoration on the industrial estate.

On completion, the area as a whole must form part of Enschede Noord and must fit in seamlessly with the surrounding fabric of the town. The plan must not manifest itself as an alien part of the town.

The quantitative programme for the area includes:

1500 houses, of which 500 will be in the social letting sector, 125 houses for renovation. 50 % of the houses for sale will be developed under private contract. In addition to the houses being developed by private contract, the other houses need to be developed as far as possible with consumer need in mind. Special attention will be paid to senior citizen housing and housing for the disabled.

10.2 hectares for commercial premises, including space for retail-purposes, 7 hectares of high-density commercial buildings and a few business concentrations. The economic function will be combined where possible with residential building in the shape of commuter homes or in low-density commercial premises.

5.2 hectares of non-commercial en public facilities split into groups of clusters for meetings, for (health) care, for culture (in co-operation with the Rijksmuseum) and for educational purposes.

Setting aside provision for high-grade public transport to the Northeast.

Sufficient space for parkland and water, including a place for commemoration and remembrance.

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GOTHENBURG, SWEDEN

THE ORGANISATION OF THE LOCAL GOVERNMENTS DURING THE 90IES, WITH A FOCUS ON THE DECENTRALISATION REFORM

1. Introduction

During the seventies a lively debate took place about different measures aimed at strengthening local influence over the activities in the city of Göteborg. Some of the questions discussed were

- *Is it possible to give the politicians a better instrument for a general view and to decide the activities which traditionally are run by large professional administrations?*
- *Are there any new ideas which help us cooperate, and organise in a rational and efficient way the activities in the municipality?*

In the mid eighties the city of Göteborg initiated different experiments to increase local influence. Later on in the eighties, some of the elected representatives submitted a proposal to establish neighbourhood committees in the city of Göteborg. A city council decision in 1987 introduced *district committees* in the city of Göteborg from January the 1st of 1989. The reorganization was carried out in a way which made it possible for the citizens themselves, together in associations or in organizations, to take part and exercise influence in the activities in which most affected them, and brought political decisions closer to the citizens.

The politicians also wanted to give the city employees better conditions and increased responsibility so that they would get more job satisfaction in their work, become more effective and provide a better service. The political parties all agreed on these reforms and undertook to work to fulfill these objectives.

2. What was the role of political leadership within this initiative?

Today's activities in the municipality are very many-sided. Professional skill levels among the employed have increased enormously. Many of them are experts, have higher education and much experience. This development has increased the demand for knowledge and experience within the elected representatives. Through district committees it has been possible to develop new working methods, recognising the importance of the role of local citizens, so that local democracy could evolve. The role of the elected representative in the neighbourhood committees involves being close to the citizens and to daily work in the district. Because of this most of the political parties have the ambition to choose local representatives who live in the geographic area of the district committee. This promotes a simpler way for the citizen to make contact with "their" politicians and to have an influence on them, before decisions are taken by them on different kinds of questions. This process also combines an increasing knowledge about the activities in their own neighbourhood and makes dialogue with the officials more equal.

The politicians realised from the very beginning that a far-reaching decentralisation demands a strong centralized governing. Because of this a governing committee was established by the City executive board. It was called the *delegation of the district committees*. This committee keeps decision making authority and responsibility for follow-up together, both within the various activities and when controlling funding of the activities. When necessary this governing committee may send issues and decisions to the City executive board and to the City council. This not only includes responsibilities for the public within the geographical area but also tasks which are too small to be divided into 21 areas. One district committee runs some of these tasks regionally. This obviously demands regular meetings involving the presidiums and the chiefs of the district administrations concerned. To maintain the political work within this structure the governing party (the social democrats) have had regular meetings between the chairmen for the district committees. This provides a forum for discussions of issues of mutual interest and allows these to be forwarded to the City executive board.

As from this mandate period the *delegation of the district committees* was dismantled. This meant that the City executive board was to be more directly involved in the practical running and follow-up of the district committee's activities and result. During time the parties involved have discovered that the construction of the district committees might not interact favourably with all the other city planning departments, for example the City Planning Office and the Road Traffic Committee.

Social welfare issues require wide-ranging and constructive discussions. A shortage of time for these discussions can be a cause of dissatisfaction. The demand for more and better service has increased at a time when there is a shortage of funds for local financial planning. This has put pressure on the City executive board and district committees for better co-operation, and for a more and better service offered by the district committees. During the forthcoming mandate period the need for preparation meetings and for steering committees which contain representatives from the City executive board and district committees, has been detected. In these meetings questions concerning policy and goals for the district committees should also be discussed. Quality work and the follow up arising from the financial situation also need to further improve.

In the mid nineties a resource model was introduced within the district committees. The resource model was based on the population structure within the district committees.

This model was constructed because the earlier one failed to give a fair allocation of resources. The resource model is based on the size of the population, and the demographic and socio economic structure. These factors give the base for a division of the resources between the district committees. It is also important to balance the different age structures and socio economic structures against each other. In addition to these resources the district committees receive funds for local responsibilities. These are based on local needs and priorities. There is a broad acceptance of the resource model. But as in all democratic systems the priorities for the resources are always open to debate since all political parties want to change them according to their ideology. One of the discussions now on the agenda is the balancing of the resources allocated for the care of the elderly. Whether resources for pre-school education are adequate is another high priority. There is a tension between the promises made by the members of the city council for better service and the crude reality of the financial situation for the district committees. Follow-ups and auditing tends to highlight to the public whether equal services are being offered to the people of Göteborg. The demand for equal and evenly offered services can sometimes contradict the self-government objectives enshrined within the district committees. One of the main duties for the district committee is to work closer to the people within their geographical area.

**3. What are the strengths and weaknesses of the district committee reforms?
How did democracy and influence improve?**

Without doubt the most positive experiences comes from a representative democracy. Knowledge of the needs and options within the different parts of the city has greatly improved. The closer involvement of the citizen in a district of the city is the most important factor in this conclusion.

The distance between the decision makers and the beneficiaries has decreased. Another positive result is that the increased knowledge of the important issues has greatly improved the decision making of the district committees. On the other hand the higher expectations generated by more public involvement and a greater democratic process have not been managed as well as expected. Democratic reforms take time. The people employed by the district committee also need to be convinced of the benefits concerning active participation of the public. Sometimes active participation by the public is seen as a threat to the authority and power of the civil servant. This means that there is a need for further development of the working practices and methods within the district committee. It did not help the process that district committee reform was introduced when society as a whole was in a recession. This meant that the district committee politicians had to fight questions concerning decreased resources and economies in the activities rather than develop a constructive climate for discussions. As a result meetings between politicians and the public often had a confrontational atmosphere, were de-motivating and required explanation of unpopular decisions. When the question was put to the public if they were happy with the increased possibilities for democratic influence, 80% of those consulted had no opinion since they had never met any of the politicians in the district committee. 10% were satisfied with the local politicians and 10% were not satisfied.

You have to bear in mind that the reforms were planned and the goals were set in the mid eighties. It is very possible that nowadays the interpretation of the word democracy has changed. You can hardly expect the public to whole-heartedly participate in processes involving economies or cutbacks. As explained earlier many of the district committees have been associated with cut backs in important activities. But even this could be turned into something positive. The organisations of the district committees were better equipped to adopt the necessary financial adjustment than the previous centralised organisation. This is due to more contacts and meetings between the citizens and local politicians. The issues concerning the individuals have been brought down to a more intelligible level.

HEIDELBERG

SOCIAL INCLUSION BY DECENTRALISED CITY PLANNING: HEIDELBERG'S DISTRICT FRAMEWORK PLANNING

Office of City Development and Statistics

Background information for the presentation of

Beate Weber – Lady Mayor of Heidelberg

1. Outline Plans for City Districts – Development Planning Involving The Citizens

The district planning outlines put Heidelberg on a new track to urban development. In the past, planning concentrated to a large extent on the historical city centre with its three urban renewal zones. From now on district planning outlines will identify the development potential and limitations of all parts of the city.

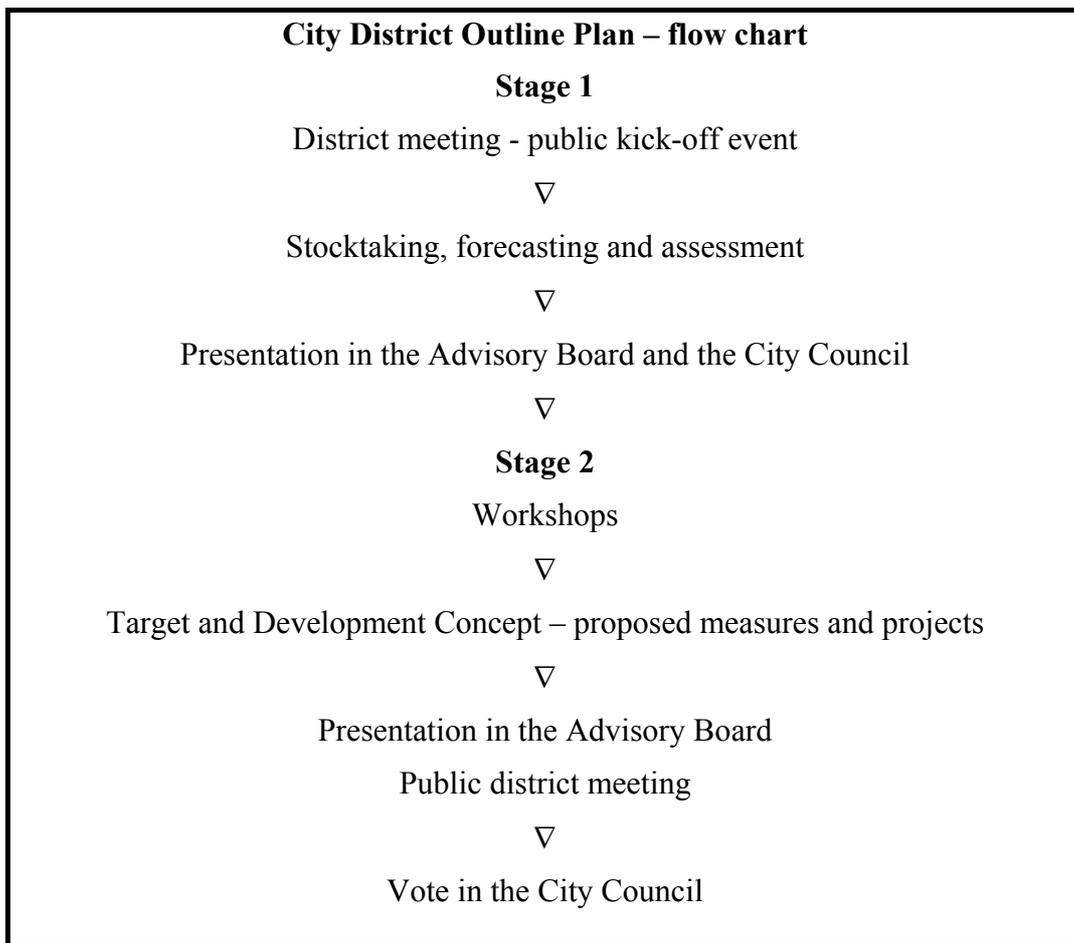
Targeted town planning of urban districts in line with this integrated urban development approach is something new. Until recently diverse projects in some sections of the city were not always optimally coordinated. This sometimes led to bottlenecks in provision of services and to dramatic rips in the urban fabric.

The city government sees the district planning outlines as loose scripts giving a general idea of the future roles of public and private players in individual city districts. Municipal leaders believe the new approach will foster an orderly social and economical development on good town planning and environmental principles. But this will only happen if the general public gets into the act in a big way. Public participation in frame-working had a high priority from the outset. Varied tips and ideas from citizens were major factors in each phase of the process.

Planning outlines are benchmarks that help plot future development. The timeframe is the next ten years. In many cases the steps go over this horizon because of their long-term nature. The urban district planning outlines are forward-looking rough drafts. They don't have any legally binding status. They are conceived as orientation maps. Outlines are drawn up by the city voluntarily. They are designed to serve the city council and city government as decision-making aids and guidelines for future action. Rough urban planning goes beyond land use plans, zoning regulations and building codes which carve up the municipality into residential, commercial and recreational areas and space dedicated to transport facilities and carrying traffic. They also cover spatial structuring, city-shaping and functional, socio-economic and environmental considerations.

Steps in formulating and implementing district planning outlines

2. Stage 1 of the district planning outline



2.1 Kick-off event

The public kick-off for elaboration of planning outlines is always a district meeting. At this session, urban development to date and basic planning goals were aired. Residents voiced criticism and made their own suggestions.

2.2 Stocktaking, forecasting and assessment

The next step involved in-depth description of the district's entire spatial, functional, architectural, social, economic and ecological structure and trends. The presentation was followed by a problem-oriented evaluation. This stage incorporated a large amount of input from people living in the area and from public-interest groups. The ideas generated by the "Zukunftswerkstätten" (workshop to plan future development) had also an impact. "Women Develop Their District" served as the motto. Since women often are more familiar with their urban environment and see the community differently from men, the *Zukunftswerkstätten* provided an opportunity for women to voice their suggestions and concerns in an women-only environment.

The fruits of Stage 1 of the outlining process, involving stocktaking, forecasting and assessing, were presented in a comprehensive dossier to the Advisory Board of each district and later to the City Development Council at a public hearing. The material was based on the findings of more than 20 city departments and the Heidelberg Public Transport and Utilities Service as well as the Heidelberg Economic Development Agency and the Heidelberg Housing and Real Estate Company. The dossier is now available for all districts.

3. Stage 2 of the district planning outline

3.1 *Development concept*

Chapters devoted to special aspects of urban development published in Stage 2 of the District Planning Outline contain proposals for steps derived from stated objectives and the agendas of participating agencies. Two workshops provide vital data. The fundamental, spatially depictable planning elements are mapped out geographically in the development and zoning paper. This document aims to establish the framework for desired long-term development and for imminent planning decisions. It lays the groundwork for the future spatial and structural development. The paper identifies both development prospects and limitations to development.

3.2 *The role of public participation in the planning process*

Workshops are organised prior to establishing this development package. At these hearings residents and various indigenous specialists put their heads together with administrators to draft development objectives and propose measures to achieve them. The heavy turnout of about 50 people at each workshop and the large number of proposals demonstrate the lively interest taken by people living in the district in shaping the future of their neighbourhood. The Workshop focal points refer to :Children - Adolescents - Senior Citizens - Social Affairs - Culture - Recreation - Urban Planning - Housing - Neighbourhood Opportunities - Jobs - Shops - Traffic - Environment - Breathing Space.

Thus people have ample opportunity to let planners know which objectives and projects they consider important and which they see as the most urgent. Street-level preferences had their impact on the final report and gave city council members a broader perspective on which to base their decisions. The results of the two workshops are documented in detail in a separate volume. They should be viewed as a valuable addition to the published second stage district planning outline.

4. Implementation

4.1 *Implementation of measures depends on financing - the long haul*

The incorporation of a project in the district planning outline does not indicate that it has been funded or its implementation ordered. These decisions are up to the city council, allowing for the desiderata of other parts of the city and long-term pursuant costs. For this reason the project proposals are not assigned any dates of expected launch or completion. Implementation of each measure depends on what priorities the city council sets. Following each city council decision, projects must be funded in the annual update of budget planning in accordance with the overall city financial situation, taking personnel and planning capacities into account. The proposed measures are by no means to be interpreted as final. Instead, the function of the planning outline is to illuminate the projects which are crucial for the further development of the district and to highlight interdependencies. Subsequent elaboration of the planning outline must adapt constantly to a changing socio-economic environment. It follows that in long-term development planning as in rough district planning, the goal is knowing how to get there. A seven-league success can be reached one inch at a time.

4.2 *Civic involvement in further elaboration required*

The population is urged to take an active part in further planning and in projects implemented on the basis of the planning outline adopted by the city council. Everyone has the opportunity to make a real contribution to redesigning and expanding their community. Workshop participants made many suggestions concerning issues that could be addressed by groups of individuals and ways they could act on their own to make their district an even better place to live.

4.3 *Planning as an ongoing process*

A planner's work is never done. Elaboration of a district development outline must be open ended like every other planning process which takes new trends on board and channels them. The outline requires constant updating. This means that planning must be transparent and designed to accommodate revisions. This approach to planning processes presupposes that no decisions are made at an early stage of the game before a political consensus has been reached and on-site evaluation has been completed.

4.4 *Keeping options open*

It is therefore necessary to incorporate leeway for new developments and planning concepts. Not everything has to be planned ahead. Some options must be left to the discretion of future generations. It is also essential to forego measures which (at the time) stir up controversy instead of fostering consensus.

4.5 *Responsibility of the city council*

It is the responsibility of the city council to critically assess the submitted development concept and to vote on the final version.

Heidelberg, September 2002

BEATE WEBER
LADY MAYOR OF HEIDELBERG

**SOCIAL INCLUSION BY DECENTRALISED CITY PLANNING: HEIDELBERG'S
DISTRICT DEVELOPMENT PLANNING**

Presentation at the PLUS-Conference in Heidelberg, October 19th 2002

1. *Why district development plans?*

With its district development plans, Heidelberg breaks new ground in urban development. As I came into office in 1990, I soon realized that it is crucial to better coordinate planning within the city districts. For example, some of the city districts were not keeping up with the infrastructure demand, or the townscape underwent drastic unwanted changes. Foresighted integrated planning must avoid such negative consequences and incorporate the people's conceptions of the future of their district. Thus, I decided that comprehensive city district development plans should be elaborated for all districts which would combine the city agencies' specialized knowledge and the residents' experience and identify the development opportunities and limitations in each district.

With its district development plans, the city government intends to establish a framework defining the future roles of public and private stakeholders in each district and to foster an orderly social, economic, urban and ecological development within a time horizon of ten years and longer for certain long-term measures. The district development plans constitute rough drafts for future development, without any immediate legal force. Drawn up voluntarily by the Office of City Development and Statistics since 1992, they are designed to serve the city council and government as decision-making aids and guidelines for future action.

At the moment, Heidelberg extends over an area of ca 109 km² and has a population of ca. 141.500 and ca. 95.000 workplaces. The population of the 14 city districts ranges from 3.500 to 17.000. A district development plan is being elaborated for each district, irrespective of its size. Until now, city development plans have been drawn up for all districts except four (**dia 1**).

The district development plans are part of a whole network of comprehensive town planning designed to complement the range of legal instruments regarding building planning, to ensure coordination of the city government's activities and to improve public involvement. The objective is to reach more workable and implementable decisions. (**dia 2**)

Every district development plan consists of two parts (**dia 3**). In part 1 comprising situation analysis, forecasting and assessment, the entire spatial, functional, architectural, social, economic and ecological structure of the district was subjected to a thorough analysis, followed by a problem-oriented evaluation. This part incorporated a wealth of suggestions by residents and public-interest groups and in particular proposals generated in the „Zukunftswerkstätten“

(development workshops) under the motto „Women shape their district”. Since 1995, the dossier of all districts is available free of charge to any interested resident of Heidelberg.

Based on part 1 part 2, the actual development programme, proposes in the specific chapters measures to attain the objectives stated. In addition to administrative planning by the competent agencies, this part incorporates in particular suggestions and criticisms put forward by residents in two workshops to which I will come back in a moment.

2. District development plans in the social context

District development planning is based on the conception that urban development shapes the way people will live together in the future and thus goes beyond mere spatial development planning.

An urban development policy also involves a social dimension and obligation. The question is whether the individual's aspirations for a certain lifestyle should not take second place to a sustainable and ecological way of life, becoming evermore necessary, in a social and just community. (STEP S:7/8)

To achieve such a sustainable urban development, as required by our urban development plan and our local agenda, it is thus sensible to ensure the participation of the people concerned.

3. How and when the residents are involved?

At the beginning of the elaboration of the each district development plan, a public **district meeting**, a residents assembly, was held where the goals and contents of the plan as well as the most important facts and pending problems were exposed and subsequently discussed together with the residents. Taking place in large meeting halls, these assemblies generally had a good turnout. Every resident could ask to speak and ventilate her/his concerns and wishes. At this stage already, the first suggestions and criticisms were registered. The measures which could and had to be immediately implemented were directly communicated to the competent agencies. The kick-off meeting plays thus a double role. It provides information about the district's strengths and weaknesses, presents the general objectives and shows the residents that their concerns and suggestions are taken seriously by the city government.

For part 2 of the development plan, the guidelines and objectives were established at the start in a five-hour **workshop** held on two evenings and conducted by independent experts (psychologist and architect) with three or four work groups focussing on different points. The themes range from the classic infrastructure problems to traffic and townscape, as you can read in the background information paper.

Each workshop was attended by ca. 50 to 60 persons. Experts and representatives of the churches, social institutions, schools, kindergarten, retail salesmen, businessmen, clubs and associations, members of the district advisory council, representatives of citizen initiatives, of nature protection groups and of the “*Zukunftswerkstätten*” were invited. In small work groups together with representatives of the city government, these stakeholders defined very concrete objectives and measures for the district and prioritised them on the basis of urgency and feasibility.

To recruit the participants, you have to approach about twice as many people. It is particularly difficult to get foreign residents to attend even though special attention is given to them when the list of participants is being drawn up. Obviously, they are not so well organized as the

Germans and not so represented in the executive committees of organizations. Even the businessmen among them do not always attend when invited.

It is also difficult to reach people with little time to spare, such as businessmen or craftsmen. To get them to the discussion table at least in a certain number, you have to write a large number of letters.

When part 2 is concluded, containing objectives and measures based on part 1, the results of the workshops and the other administrative specifications, a **public presentation** takes place in the local district advisory council to which all residents are invited and can also express their opinion once more.

No essential changes were made by the competent representatives of the district advisory council to the content of the district development plans presented until now. The workshops helped to solve the conflicts in advance. The majority of the residents regarded the plans adopted as their own product and could identify with them.

3.1 „Zukunftswerkstätten“

It is striking, but not surprising that, at the kick-off meeting, men for the most part asked to speak. For this reason, but also because women are in general underrepresented in planning offices and politics, I supported the conduct of so-called „Zukunftswerkstätten“ (development workshops) to which all women of a district are invited by the Gender Equity Office. (dia 4)

In a daylong meeting, the women were able to voice their criticisms about the present situation and development of the district. In addition, they were invited to formulate utopian alternatives to central aspects which they had criticized. The basic principle of the „Zukunftswerkstatt“ is that the ideas brought forward must be systematically assessed as to feasibility. Possible forms of codetermination and common design are being analysed. Collaboration beyond the daylong meeting is also being supported.

To facilitate participation of the women, the meetings only lasted one day interrupted by long pauses, the themes treated concern directly their own district and child care is provided. The results of the „Zukunftswerkstätte“ have been incorporated in a particular chapter in the analysis of the current situation, part 1 of the development plans.

The main reason for organizing planning workshops (*Zukunftswerkstätten*) intended exclusively for women is that women are more attuned to their dwelling environment and generally know their way around better than men. As a rule, they experience every single day the deficits in a more concrete and immediate way than (their) men. If they have a job, they know for example how difficult it is to reconcile work and child care if the infrastructure is of inferior quality.

The majority of the female participants were interested to continue to work to implement the ideas developed in such a process. Eleven of the daylong meetings have given rise spontaneously to groups and other women have joined. In most districts, the „Zukunftswerkstätten“ are still active. The size of the groups fluctuates and has stabilized around a small core of participants. They are still active where actual plans or activities in their own districts are on the agenda. Their representatives are also invited to the workshops as stakeholders. Through initiatives of the „Zukunftswerkstätten“, in particular several specific projects have been realized in the meantime, such as new weekly markets which improve the supply of goods and enables communication.

The „Zukunftswerkstätten“ allow to profit from the high competence of women not only for the district, but also for the development of the city as a whole and to specifically take into

account their approach to future planning. Until now, this approach has not found sufficient expression in urban planning due to the gender repartition in the competent agencies, architect's offices and city councils.

3.2 To which extent do residents influence decisions? What happens when the resolution has been passed by the city council?

Even if it is incumbent on the elected city council to ensure financing of the measures and to take the final decision, the residents' participation described above allow to test new approaches to city government, to address new problems and to bring forward sensible suggestions. Residents and city government bring their different points of view closer to each other, they work together and learn to reconcile opposite positions in pre-negotiations. The development plans help us to become more client-oriented, to come closer to the residents and to gain their comprehension and confidence.

It must be made clear repeatedly to all participants that, if certain particular objectives and measures are being favoured, it does not mean that they have to be implemented right away. They must be founded and approved by the city council. The city government has emphasized this point again and again in the meetings, but the district development plans nevertheless arouse expectations.

Desirable measures which, obviously, cannot be realized in the next ten years must also be presented clearly in the development plan as long-term goals or options. Financing of the measures must be ensured. This is particularly the case where follow-up costs arise. Small steps can also lead to the goal where large steps are impossible because of financing problems.

The one district's interests sometimes clash with another district's interests (the Königstuhl tunnel for example). Here at the latest, it is clear the final decision must always remain the city council's prerogative: It must examine critically the development concept and adopt it in its final form.

A district can best lobby for its own interests in a decision of the city council if its representatives, without ifs and buts, hold the same view on a particular controversial point (Wieblingen about Neckar crossing). The bigger the unanimity in a district about a project, the better the chances that it will be approved by the city council. Conversely, it would be better to give up projects which generate more controversy as consensus.

4. Summary or: the path is the goal

In Heidelberg also, one has to fight to reach consensus, in particular concerning traffic issues. Every day, one has to fight to achieve and live „social inclusion“. The district development plans and the „Zukunftswerkstätten“ contribute in an important way to address the issue of shaping the future life environment.

As a whole in Heidelberg, aside from the long-term goal-finding processes described above, public involvement und encouragement to get involved have permitted to make progress in decision-making processes and projects which had been stalled for a long time. The collaboration between the different city offices has improved. In Emmertsgrund, for example, the district development plan constituted the basic document in support of the application to the Bund-Länder-Programme „Socially Integrative City“ with promotion funds amounting to several millions Euro. I would venture to say that we would not have succeeded if we had not had

such quality development planning. These documents are also indispensable for the application to the UNESCO World Culture Heritage.

The involvement-oriented approach can be very productive commercially and socially. Even if in Heidelberg, reaching decisions takes longer, even if it requires more efforts and more personnel, the public identification with the objectives and measures is however much higher at the end.

Cooperative projects in many fields of politics have changed the role of the city government in Heidelberg. Public participation has allowed to avoid delays costly in time and money. The city government provides impulses and supports the residents in their involvement or acts a mediator which causes the other institutions to enter into a dialog.

The discussion with “dissidents” in the work group, in the plenary session and during break almost always leads to solution-oriented, constructive proposals, fosters mutual comprehension and encourages to develop ideas and solutions to minor problems on its own or in a group.

Furthermore, district development planning has brought and brings many people to examine the actual situation and the future of their own district in initiative groups. This creative commitment for one’s own neighbourhood is of critical importance to ensure the future of the city. Many sensible and often low-cost proposals have been brought forward in this way. In addition, people often completely unknown to each other in spite of being neighbours have got to know each other.

But it is also a fact that the yearlong participation of women – continuing beyond the „Zukunftswerkstätten“- has initiated an urgently needed and intensive process among the public leading to a comprehensive discussion about the life situations and the equal treatment issues of women in the context of urban planning for the public administration, the commercial offices and institutions concerned, the political representatives and the interested public.

In addition, the „Zukunftswerkstätte“ have encouraged many women to take part in politics, an important impulse to be pursued as part of the programme „Women in Politics“. Two female participants stood for election to the city council, about 15 women joined the district advisory councils, 9 women were elected as officials responsible for children’s affairs.

As a whole, participation of women in politics has considerably improved. In the elections to the city council of 1994, women won 32,5 % of the seats, in 2001 their representation had increased more than 10 % or almost one third to 42,5 %. In the district advisory councils, the women’s representation as a whole is only 32 %, but in some districts, new records regarding women in politics have been achieved. In Ziegelhausen for example, 50 % of the members of this body are women.

Public involvement remains a challenge and a perpetual learning process for the city government and the population. The first reason is that we are not used to accept the opinion of others. More than consensus, democracy needs a decent way to deal with dissenting opinions, even to learn from them and to conduct a dialog in a tolerant manner. For the city employees, it also requires courage and training to go into meetings without being able to present a final decision, but with an open mind.

To achieve a consensus, disagreement (dialog) and a fair exchange of arguments are necessary. Productive collaboration and open dialogue activate strategies for finding adequate solutions neglected in the past. All too often, politicians find this however an irksome restriction

of their room for manoeuvre. But they must learn to think differently and admit constructive protest lest they hinder the citizens in their creative outburst of social commitment.

OSLO

THE DEVELOPMENT OF THE SYSTEM OF GOVERNMENT IN THE CITY OF OSLO

In the year 2000 the City of Oslo celebrated its 1000th anniversary. During these 1000 years, the local level of government has greatly influenced people's everyday life. Today's arrangement with a popularly elected local government dates back to the Acts of the Municipal Executive Boards from 1837. Since then, several changes have been implemented. Common to all of them is the fact that local self-government has been strengthened. Over the years, an increasing amount of the municipal responsibilities have come to be governed by popular election.

The development of the present system of government in the City of Oslo began already in the mid-1950s. In 1948, the City of Oslo merged with the two surrounding municipalities to form one big municipality. As a result, the area of the municipality increased from 16 to 441 km², and the number of inhabitants went from 247 488 to 424 000. Oslo became a large municipality. Until the merge, the old surrounding municipalities had been split into parishes, with parish councils being the popularly elected bodies on the local level. These councils covered the need for popular contributions in local matters. When the municipalities merged, the arrangement with parish councils was discontinued.

The new municipality got a more rational size, but it now became so large that the inhabitants lost the feeling of closeness to the municipal governing bodies.

The large municipality needed a more efficient political and administrative government. Consequently, the work on reforms in the central government of the municipality started relatively quickly. Similarly, because of the need and wish for local participation, attempts were made to find ways of organising the municipality that would ensure local participation.

The supreme body of the municipality was and still is the City Council. The remaining political government of the municipality used to be the Mayor and the Municipal Executive Board. The Municipal Executive Board was elected by the City Council following the method of proportionate representation. In addition, the municipality had a number of committees that were in charge of specific areas of the administration. The administration in the municipality was headed by chief municipal executives with separate areas of responsibilities. The chief municipal executive of finance was the first among equals, and the top manager of the administration.

As for the running of the municipality, the administration had the authority to make decisions in a whole range of matters – so-called "current matters". Non-current matters had to be decided by the Municipal Executive Board or the City Council. The Municipal Executive Board had relatively extensive authorities, and very many matters had to be decided by them.

The popularly elected members of the new, large municipality often felt that they did not have sufficient insight in the matters that were to be decided. Only the Mayor was a full-time politician. Even though some of them came to receive a salary after a while, the amount was so small that the common popularly elected member could not cut down on his ordinary work to have sufficient time for the municipal politics.

In addition to feeling that they lacked sufficient insight into the matters, the politicians complained that the matters only were presented to them at a too advanced stage. The

possibilities for changing the recommendations made by the administration were thus very limited for the common member of the City Council. Gradually, more and more of the employees in the municipality had solid professional backgrounds. Thus, it became increasingly difficult for a popularly elected/layman to raise objections to the advice of the professional administration.

Another weakness of this system of government was that it made it difficult for the voters to pinpoint political responsibility. The way the municipal executive board works, all parties who get a certain percentage of the votes at an election will take part in the government. The ideal in this system of government is compromise. The important thing is finding solutions that will achieve a majority of the votes, preferably by as much as possible. The dividing lines between the political parties disappear, and it is difficult for the voters to place the responsibility on one particular party if something goes wrong.

The administration itself was also not happy with this system of government. It administered large sums of money, but had relatively limited formal authorities. The administration was split into departments and agencies, some of which also had their own popularly elected boards. There was a lack of unity in the municipal administration.

Because of this, a committee was appointed in 1956, whose purpose was to make suggestions for a new political and administrative system of government for the City of Oslo. One suggestion was that the City Council should choose popularly elected chief municipal executives for the term of election. This suggestion did not receive a majority of the votes. Instead, an attempt was made to increase the influence of the popularly elected by strengthening the position of the Committee of Finance. This committee was the second most central political committee, preceded only by the municipal executive board, and was where the leaders of the largest parties served. The number of members was increased from seven to nine.

Such a modest reform did not solve the problems. There was little improvement in the possibilities of the popularly elected for increased influence. A new reform committee – the Organisation Committee of 1969 – was appointed. In 1971 a new arrangement was established, with seven programme committees dedicated to political administration by formulating the goals of the municipal government. Each committee was headed by a full-time politician. The role as Head of Committee was incorporated into the commission of the Mayor. The Resource Committee had responsibility for budget, personnel and organisation. The seven heads of committees were to have full-time political secretaries, thus increasing the number of full-time politicians from one – the mayor – to 14.

The full-time politicians now had time to spend on political work, and consequently more influence. However, the relation between the popularly elected and the administration was not changed in this reform, and the work of the programme committees did not satisfy the politicians' wish for a more direct contact with the municipal administration. As a consequence, the programme committees were closed down. The heads of committees now became leaders for the different departmental committees that headed the political work in each chief municipal executive's department. After a while, it became clear that this arrangement did not solve the problem of political government either. The City of Oslo entered a very difficult period economically in the 1980s, and the need for an efficient management was acknowledged by both of the large political parties. A new reform committee was founded – the Administration Committee of 1982. The committee decided to discontinue the present arrangement and introduce a reform where politicians elected by a majority vote were to replace the chief municipal executives and take over the responsibility for the different sectors. The elected politicians were to form a body – the City Government –

that would be the top level of the administration and would make recommendations to the municipal executive board. The proposed system of government was modelled after the parliamentary model on the national level of government, and was not possible to implement within the limits of the current legislation. The development in other Norwegian municipalities had also pointed to a need for legislation that allowed differentiation as regards organisation and execution.

In the final phases of the reform, representatives for the administration of the City of Oslo entered into close co-operation with the Ministry of Local Government to obtain statutory authority. There was extensive support for the reform in Oslo both among politicians and employees. This reduced the hesitation of the national government to make a special arrangement for Oslo. In January 1985 the City Council was able to pass its fundamental decision to introduce a new system of government. The Parliamentary Model. The act that authorised the arrangement was passed on June 21, 1985. The goals for the reform that was effective from January 1, 1986 were as follows:

- To clarify political responsibilities
- To increase the influence of the popularly elected
- To improve the service for the citizens
- To increase co-determination from the municipal employees
- To increase decentralisation of political and administrative functions

The reason behind the last goal was to maintain the wanted local participation and influence. In order to reach this goal, an arrangement with politically governed districts was established on January 1, 1988.

On January 1, 1986, the City of Oslo was the first Norwegian municipality to establish a parliamentary system of government. Since then, a substantial change has been implemented: Since 1992 the separate members of the City Government have been given direct authority over their respective parts of the administration. Some smaller changes have also been done over the years. In 1988 the arrangement with politically governed districts was established, thus making the City of Oslo what it is today – a parliamentary system of government with districts.

More about the system of government in the City of Oslo on www.oslo.kommune.no

OSTRÓW WIELKOPOLSKI

CAPITAL MARKET AS A PRACTICAL TOOL FOR THE ACHIEVEMENT OF SUSTAINABLE DEVELOPMENT

Mirosław Kruszyński (City Mayor of Ostrów Wielkopolski, Poland)

The political-economic changes and re-activating in 1990 of Local Governments in Poland caused essential changes in functioning of the local communes and enabled to solve many problems, in accordance with interests and needs of the communes' inhabitants.

Centrally-governed economy of the previous system did not perceive for many years the actual needs of local communities. There was plenty of negligence in Ostrów Wielkopolski, in particular in the sphere of technical infrastructure, infrastructure of roads and in communal services sector. The water quality was fatal, there was the lack of sewage water plants and sports rooms in schools, while the waste economy was not run at all. The communal enterprises functioned as ineffective budget-run plants, based on the municipal finances.

Since 1990 the process of property transformations in the Ostrów Wielkopolski City's communal economy has been started. That process brought fruitful and efficient mechanism, named by the numerous people as the Ostrovian-like managing model.

The initiator of changes in Ostrów Wielkopolski City's communal economy was Mirosław Kruszyński, the City's President since 1990. The concept of changes consisted in decentralising of public services and rendering their operations to the limited liability companies operating on the basis of Civil Code. Only within a few years' time the communal services sector was no longer donated from the city's budget. The Civil Code companies performing the public services as the independent economic subjects run the effective investment activity, making use of the capital market for the purpose. The following were built: a modern co-generation heating plant and a water treatment plant, thanks to the last plant out of Ostrovian taps there runs water of the highest standards; sewage water treatment plant; modern landfill for communal and mineral wastes; there are communal blocks of flats built, we replace the bus transport stock – all those investments without spending a single zloty out of city's budget.

The HOLDIKOM S.A. Company, established by Ostrów Wlkp. in 1996, manages the shares and share capital of seven municipal commune companies:

Ostrovian Heating Plant -Ostrowski Zakład Ciepłowniczy OZC S.A.; Water and Sewage Treatment Plant - Przedsiębiorstwo Wodociągów i Kanalizacji WODKAN S.A., The Municipal Sanitation and Waste Management Plant - Zakład Oczyszczania i Gospodarki Odpadami MZO S.A.; Municipal Bus Transport Co. - Miejski Zakład Komunikacji MZK Sp. z o.o.; Municipal Housing Estate Office - Miejski Zakład Gospodarki Gospodarki Mieszkaniowej MZGM Sp. z o.o.; and Municipal Marketplace - Targowiska Miejskie TM Sp. z o.o. and Municipal Green Plant Care Co. - Miejski Zakład Zieleni MZZ Sp. z o.o. Three communal companies out of the capital group: heating, water-sewage and waste management plants located their shares in the public circulation market, and through this market they search for capital to develop and invest. At the present moment the Municipal Bus Transport Company prepares to enter into the public circulation. Since May 2001 the

shares of the Ostrovian Holding's mother company - HOLDIKOM S.A. Company - have also been located in public circulation market. The scale of investments run by the companies is possible owing to skilful usage of the capital market tools. The presence in the capital market does not only consist in gaining the capital for developing their undertakings, but also in obtaining the additional contribution of legibility and credibility for the companies servicing the public sector.

The city's inhabitants have an opportunity of participating in the communal capital managing process by purchasing the HOLDIKOM S.A. Company's shares – the Local Government (LG) decided that 49% of the shares will be transferred to the inhabitants.

The Ostrów Wielkopolski Local Government (LG) has been successfully issuing its bonds. Many kilometers of new roads, pavements and cycling paths were constructed out of the means gained from issue of bonds. The Ostrów Wielkopolski City's bonds are noted in the public circulation market, and so far we are the only municipal commune which went through the procedures of Commission for Securities and Stock Exchange (Polish abbreviation: KPWiG). Ostrów Wielkopolski has got high assessment of credibility A-(pol), granted by the International Agency Fitch Ratings.

The important tool for managing the communal sector, applied for several years in Ostrów Wielkopolski, is the Consolidated Balance for the municipal commune of Ostrów Wielkopolski. This balance sheet allows to obtain the real picture on the financial means flow in the commune, perceived as the whole, in the entire sphere of communal economy interacting. It also includes, except for budget sector entities, HOLDIKOM S.A. Company with their property assets, size of investments being run, capital stock and financial outcome of the holding as the capital group. Continuously increased activity scope of the territorial LG entities as well as more and more complicated economic reality cause that the LG's must have at their disposal the efficient and modern economic reporting system, i. e. more modern tools allowing to estimate the current situation and resources of the possessed property, flows of revenues and expenses, they must determine the capacity of generating the revenues and possibility of gaining the means for development. The commune's Consolidated Balance enables to achieve a wider range of information on the whole complex organism, which the territorial LG entity is, together with its reach of interaction.

The commune's Consolidated Balance distinctly and clearly shows also the investment scale into communal sphere, which in case of Ostrów Wielkopolski exceeds the revenues coming into the city's budget. This is a proof of efficiency of transformations made in the communal economy of Ostrów Wielkopolski and this is also a proof that organisational-legal transformations, using the capital market tools, not only rationalise the expenses and the entire financial economy, but also determine the sustainable development.

POZNAŃ

QUALITY OF LIFE INDICATORS IN POZNAŃ, POLAND

Tomasz J.Kayser, Deputy Mayor of the City of Poznań;

Poznań City Management Board, as a part of a wider program designed to improve the operations of the City Hall, expand the relations of local authorities with residents, and obtain a broader picture of local residents' life, has initiated a program aimed at assessing the quality of life indicators for Poznań. The approach saying that modern city management requires the establishment of an effective communication system between local government agencies and residents constituted the main premise for the introduction of the program in Poznań. Starting from the year 2002, the analysis will be conducted each year and specially designed data collection tools will allow for full comparability of obtained results.

City authorities in co-operation with Adam Mickiewicz University have established an independent unit responsible for the preparation of the assessment methodology and conducting the monitoring of local residents' quality of life.

The quality of life indicators will be of use both to local residents and authorities.

Thanks to these indicators, *local residents will be able to:*

- formulate opinions and evaluations regarding issues, such as: the operations of local authorities, functioning of municipal services, the condition of environment, sports and leisure facilities, personal well-being and many others,
- influence public issues, especially these regarding day-to-day life, such as: cleanliness of the streets, safety in housing estates, the number of police patrols, and purity of potable water,
- formulate independent opinions on the condition of the city, based on indicators obtained with the use of standardised scientific methods and compare Poznań with other cities in Poland and abroad.

local authorities will be able to:

- obtain a larger picture of local residents' living conditions, based on objective indicators (e.g. number of robberies, car burglaries, arrested criminals), and indicators obtained from the surveys of residents' attitudes, opinions and assessments (e.g. feeling unsafe on the streets),
- integrate data indispensable for the decision making process into a small number of synthetic, standardised and clear indicators,
- obtain a synthetic picture of local residents' expectations regarding current policies and enterprises in the city and the evaluation of services provided by local authorities and municipal institutions,
- construct a consistent concept of public communication and public relations activities, based on objective indicators, including shaping the city's image in local media.

In the first stage, the Quality of Life Indicators Program for Poznań focused on the choice of those city life dimensions that should be subject to evaluation, due to their importance for the quality of residents' life. Local residents, experts (in such fields as sociology, demography, economy, political science, educational sciences, geography, chemistry, physics), and City Hall officers made the selection of these dimensions.

The importance of those dimensions was evaluated in a few stages:

- In the first stage, a desk research was conducted, where a number of QoL programs from the USA, Canada, GB, Germany and Australia were analysed. As a result, an introductory selection of the dimensions that were used in those programs was made.
- In the second stage, the selected dimensions were subjected to the evaluation of various groups of Poznań residents with the use of quantitative methods (focus group interviews).
- In the third stage, the same dimensions were evaluated by experts in various fields of science with the use of detailed interviews.
- In the fourth stage, City Hall officers with the use of detailed interviews evaluated the same dimensions.

As a result, 12 dimensions of life in Poznan have been selected for systematic monitoring:

- self-assessment of personal well-being,
- apartment, house and neighbourhood,
- city and urban space,
- health and health services,
- public safety and crime,
- work and working conditions,
- education and educational institutions,
- leisure time: sports, recreation, entertainment, culture,
- public involvement,
- social welfare and social safety,
- natural environment: its condition and resources,
- population

Based on statistical data and the survey, teams of scientists have developed a set of indicators for each dimension.

Moreover, residents, other experts and City Hall officers evaluated the indicators. Within a quantitative research (FGI and IDI) a framework for indicators' selection was established based on two types of criteria; these concerning the subject matter and methodological ones.

The criteria concerning the subject matter of the QoL survey were formulated as follows:

Importance for residents: Whether the indicator refers to an important aspect of residents' life? Whether a particular set of indicators covers all of the important aspects of a particular dimension of the quality of life?

Importance for residents' activities: Do the indicators refer to residents' activities? Would the residents be able to affect the indicator's value by changing their life styles or by being active as a community?

Importance for the local government: Is the indicator an important element of the picture of the city life? Can the indicator or a group of indicators reveal areas that could be improved?

Importance for the decision making process: Can the indicator or a group of indicators affect the local government's decision-making by process? Can the indicator or a group of indicators have clear practical implications for planning local government's activities?

Importance for the quality of life: Would a change in value of a particular indicator or a group of indicators lead to a definite conclusion as to the change in the QoL? Whether a change in value of a particular indicator or a group of indicators in the successive survey cycles would enable the team to discover trends regarding the QoL in the cities.

Methodological conditions regarding the inclusion of indicators were formulated as follows:

Accessibility: Whether the indicator is accessible and measurable in successive yearly cycles?

Reliability: Whether the source of the indicator is reliable?

Stability: Whether the indicator is constructed in such a way that its stability in successive measurements is ensured?

Sensitivity: Whether the indicator promptly and clearly reflects actual changes in the quality of life in the city?

Changing in time: Whether the indicator changes in time? Whether the indicator allows for periodic monitoring and control?

Comprehensibility: Whether the indicator is constructed in such a way that residents are able to understand it?

Duplication of viewpoints: Whether the indicator describes the dimension with respect to the objective as well as subjective aspects?

Range: Whether the indicator or a group of indicators concern all residents?

Formulas: Whether the indicator is expressed by means of a set of figures that can be broken into simple components?

The first five requirements concerning the subject matter played a decisive role, and the rest was related with certain demands of a systematic measurement.

The simple indicators, both statistically based and resulting from the survey, were chosen according to the following criteria.

The set of statistical indicators comprises 270 indicators. The set of survey indicators comprises 370 indicators.

In December 2001 and January 2002, an introductory survey was performed in order to verify the effectiveness of instruments. In April 2002, the first of the cyclic QoL measurements in Poznań was completed.

Poznań, 22 September 2002

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ROERMOND

THE DELTAPLAN WORK PROJECT: BRINGING PEOPLE INTO THE LABOUR MARKET

1. Introduction

It has been decided to deal with the Deltaplan Work Project at this conference under the theme heading of participation. The project has the following quantitative and qualitative objectives:

1. to reduce the number of unemployed people looking for work by 400 (reducing unemployment in the town by 16.5% to 14.3%);
2. to strengthen the socio-economic structure in the disadvantaged neighbourhoods;
3. to strengthen the regional economic structure;
4. to improve the working methods on education and labour market activation.

This means that the project could equally well be dealt with under the heading of leadership, economic effectiveness, social exclusion or continuity.

Leadership, in the sense of directing and being accountable for a complex project directly impacting on social processes. Economic effectiveness, particularly in relation to the necessary strengthening of economic activity in the disadvantaged neighbourhoods and in the region. Social exclusion is of course an important factor in the task of involving the long-term unemployed more in society. Work is an important component in the active participation of citizens in society, and the income earned often opens up new opportunities for citizens who find themselves socially isolated. Finally, one could also find a fair amount to say on the sustainability of the project. The Roermond local authority is currently very busy taking forward the project's achievements and addressing the problems arising.

The decision to deal with the project under the heading of participation was of course made for a reason. The project directly calls for the participation of a number of different social security agencies in working together to address a shared set of social problems. Furthermore, the quantitative objective of the project is particularly focused on promoting the participation of the long-term unemployed in the employment process.

2. Background

The Deltaplan Employment Project was set up in May 1999, with the aim of reducing the high level of unemployment in Roermond. At the time, there was talk of the *Roermond paradox*: a favourable economic climate in terms of jobs available, and at the same time extremely high unemployment (16.5%) (Roermond district 9.2%, province of Limburg 9.3%). Before the Deltaplan Employment Project, a number of initiatives were developed in order to combat unemployment. The focus here was, just as in the Deltaplan Employment Project, on involving both the demand and supply side, and many organisations and institutions were

involved in implementing the project. The Deltaplan Employment Project was initiated because it was realised that more was needed.

The Deltaplan Employment Project planned substantive action on the extremely high level of unemployment in Roermond. This was a joint project of the Roermond local authority, the Employment Office (*Arbeidsvoorziening*), the Industrial Insurance Administration Office (*Gemeenschappelijk Administratiekantoor/GAK*), the social partners and the province of Limburg. The initiative to develop the project was made by the director of the Regional Employment Office (*Regionaal Bureau Arbeidsmarktvoorziening*) and the local councillor responsible for Welfare, Work, Income, Education, Culture and Organisation (WWIECO) within the Roermond local authority. The concept developed by them was then submitted to the Limburg Employment Council (*Vertrouwenspact Werkgelegenheid Limburg*). This consultative body is the umbrella organisation for the seven Limburg Employment Regional Platforms. These regional platforms try to match supply and demand in the labour market and to pool resources pragmatically. The umbrella organisation, the Limburg Employment Council has a more strategic role, establishing the broad outlines of an employment market policy and initiating more strategic discussions. The initiative and the developed concept were welcomed at the time by the Limburg Employment Council, and this led to joint financing/subsidy of the project by the Province and the European Social Fund (ESF).

3. The role of the political leadership

In order to obtain the necessary joint financing from the Province and the ESF, it became necessary for one of the partners involved, the problem owners, to take on the task of making and justifying a funding application. The independent project organisation, with a project leader and project manager, although responsible for achieving the project's objectives, did not have the authority to submit this funding application. The Roermond local authority acted at the time as the applicant for both subsidy applications. This step resulted in a whole range of responsibilities, requiring a strong political leader in order to maintain support for the project at the executive, managerial and political levels.

The project leader and project manager of the Deltaplan Employment Project organisation were accountable to the Steering Group, which included the managers of the partners involved. The Steering Group continually updated the local authority on the project results on the basis of progress reports. It is significant that the local authority was itself directly responsible for the correct use of the subsidy funds. This makes clear the first important role of the political sphere: the project was a prominent item on the local authority's programme. The use of municipal funds was always an important parameter in facilitating the project during the project period. Furthermore, the persuasiveness and vision of the councillor holding the relevant portfolio within the local authority was very important. The use of funds to work towards involving the long-term unemployed in the labour market does not yield demonstrable results on an individual level. When concrete results fail to materialise in the initial phase of the project, it is important that the support base for investments remains in place. The binding force of the problem owner in the local authority and the councillor holding the WWIECO portfolio, particularly in relation to the portfolio holders in the fields of economic development, finances, safety and culture, was also vitally important for a well co-ordinated joint approach to the problems. The Deltaplan Employment Project and its final results led to the social objectives being more balanced with the so-called 'hard' sector objectives, on the political stage. Thus far the role of the political will to achieve results at local level.

Another important factor was the driving force of the Roermond local authority in the region. The other executive agencies in the social security implementation field in particular, operate on a more regional level in their service delivery. The breaking down of the barriers between the various different services committed to the project – an overdue operation also embarked upon nationally with a reassessment in 1998, demanded heavy investment on the political level. The role of the portfolio holder as motivator, visionary and networker proved of inestimable value here too. However, this should not be taken to imply that it was easy to convert these strategic and tactical objectives into concrete action at the implementation/project level.

4. The implementation of the project

The objectives of the project were mainly achieved during the two-year project period:

1. a reduction in the number of unemployed people by a total of 892 people, of whom 700 from Phase 3 and 4;
2. a start on improving the physical fabric of the neighbourhoods; a reduction in the numbers of people on welfare benefits under the National Assistance Act (*Algemene Bijstandswet*) in the neighbourhoods of over 200 people;
3. the addition of approximately 250 new jobs;
4. partial success in working in accordance with the principle of ‘work for income’.

The following aspects were important in achieving the quantitative objective – a reduction in the number of unemployed people seeking employment:

- strong economic growth;
- the independence of the project organisation in relation to various different bureaucratic municipal procedures (such as tendering procedures);
- similar initiatives from national government.

The qualitative objectives, such as improving services from the partners to local people, and strengthening the socio-economic structure, were only achieved in part. The factors which can be advanced to explain this are as follows:

- the internal orientation of the various partners as a consequence of changes imposed nationally;
- the lack of clarity about the responsibilities of the various different partners, and the confusion of rules making it hard to gain an overview of the opportunities to pool resources and/or services, or even making it impossible to work towards this;
- the restricted mandate of the project organisation to call the participating institutions to account and/or to direct them;
- large differences in the planning cycle in the social and economic fields;
- the limited duration of the project period.

5. Achievements and opportunities

The evaluation report of the Deltaplan Employment Project includes a number of recommendations. The local authority has decided to allow the working methods of the project to filter through into the local authority organisation. At the same time an indication has been given that the achievements will be followed through on. The achievements of the project organisation can be summarised as follows:

- the joint problem owners in the labour market are talking to each other and are increasingly taking each other into account in setting their agendas at the political, administrative and executive levels;
- in supporting individuals on the path to becoming active/participation in society, the various partners are working together better and efficiency improvements are being carried out.

The recommendations for improvements relate to the following matters:

- socio-economic strengthening of the neighbourhoods
- more needs to be done to strengthen the regional economic structure through the Regional Economic Development Company (*Regionale Economische Ontwikkelingsmaatschappij*) and achieve better co-operation between the local authority's economic policy and the employment market policy;
- methods of continuing development or case management by the local authority and in co-ordination with:
- a strengthening of the role of the region and the purchasing function of the local authority;
- implementation of the policy initiatives of the regional platform in the Roermond region.
- clearer support from the Platform, so that progress is made towards a concrete realisation of the ideas, which can be translated into projects.

6. Current setting

Seen from the perspective of the labour market, the local authority is acquiring a steadily more important role suggesting and implementing solutions for problems which ultimately go back to some level of mismatch between supply and demand for labour. These mismatch problems are often of a structural nature and could eventually lead to a further stagnation of economic growth in the town and the region. Roermond has a dominant position in relation to employment opportunity in the region.

Roermond is still experiencing high levels of unemployment. The report shows that despite a large fall, the figure has still not been brought back to the regional or provincial average. The figures clearly indicate that if Roermond does not invest enough in solving its labour market problems, there will eventually be a further dropping off of job opportunities, which will impact directly on the whole region given Roermond's dominant role in the region in this regard.

7. Looking to the future

There has recently been a redefinition of municipal policy, with more emphasis on a neighbourhood-oriented approach to the problem of unemployment. A start was made on this even during the Deltaplan Employment Project period, in the disadvantaged neighbourhood 't Roermondse Veld. The Council has recently approved a decision to intensify and deepen this new integral neighbourhood-oriented approach. This gives shape to the neighbourhood-oriented approach to unemployment favoured by the local council, and can actually be seen as a start to the approach as formulated on the basis of the conclusions and recommendations of the Deltaplan Employment Project. This more locally oriented approach offers sufficient openings for the regional partners to join in the process of consultation and action.

STOCKHOLM

WOULD YOU LIKE TO CHOSE IF YOU HAD THE CHOICE?

Most people say they would. For many years we hav given services to citisens and taken for granted they would be grateful for given a service at all. They were at the begining.

We have been surprised and a bit irritated when people have had complaints and we have met their complaints with authority. No wonder it went wrong.

Today it is different. How it got different is not the issue of today, it is what is done now and in what way it is better.

We now try to make it obvious what people can expect from a service delivered by us. This takes visibility, dialog, information and communication. We have introduced “quality guarantees”. The guaranties tell you what a school is offering in terms of learning, individualisation, influence and safety, for ex. The guarantee has its origin from what the school is supposed to give regarding to national documents, laws, city guidelines and the profession of the staff. In order to give such a guarantee the staff have to agree among themselves what they actually can provide in terms of learning, individualisation, safety and influence. Ones they have agreed, they have to have a dialog with parents and students as to what they feel is most important. Then the guarantee is presented to the board and hopefully accepted. An absolute must is that what is told in the guarantee, must be held within the budget given to the school. If not, it can not be accepted by the board.

Why is this necessary? It gives us an assurance that what is offered can be held, it is what all involved have agreed is important and it follows the guidelines of state and city will. In order to keep this system going, you have to have an ongoing dialog – within the staff, between parents/students and staff and between the headmaster and the board. To make this work we evaluate both in respect of quality and budget. This has become an ongoing process over the year and it follows the same pattern so it is becoming easier every time.

Complaints are now more often related to what is guaranteed – that is one of the purposes. When students complaints concern what was supposed to be, it is more easy to correct or follow up what went wrong – we have the instruments. If we did not have the instruments the board would not have accepted the guarantee.

The guarantee also allows us to make it more visual what we have to offer in for example schools. If your child is to begin you can read the different guarantees issued by the schools and then you as a parent can decide on which schools you want to know more about and go visit them. It makes it easier to compare, and since you know what procedure has lead to the guarantee you can be more assure than before what is said is likely to be true.

We, the representatives of the city or the staff at the school, learn from this process daily and every year more and more what is important to the citizens. After all, it is not more than fare that we should care since they are paying the taxes.

In order to keep the dialog all around the year, not depending on complaints, we also invite citizens to our meetings whit the board, to tell us what they want by citizens suggestions, by our web-site, by exhibitions, by regular information and by for example voting on the internet on local matters. We try in different ways to make people feel we really invite them to a dialog.

What the citizens have appreciated the most is to be able to choose. But we feel that in order to make the right choice we have to provide information that is as safe as it can be. The guarantee also gives us, the city representatives, an opportunity to compare and evaluate in a comparable way. We, of course, have other ways of evaluation.

The staff have realised more and more that it is not enough that they have their profession. They also need to follow the state and city guidelines and also listened to what those who are going to be their students/parents want and feel is important – we have all grown in this process.

The parents/students have learned that the world of the school is so much more than they had ever expected. They now know more about the days and means of the school as an institution for learning. They can respect what is done and appreciate all things given their children/their education.

The city economy will benefit from this in some year when what is promised in the guarantee is carried out in the most effective way and what is promised is exactly what is the essence of what the state tells us, what the city guidelines spells out, what the staff is capable of and what the students/parents want. We are not yet there, but we will be.

QUARTIERS EN CRISE

HOW MUNICIPALITIES IN THE QUARTIERS EN CRISE NETWORK TAKE INTO ACCOUNT THE NEEDS OF DIFFERENT CULTURAL COMMUNITIES AND MAKE THEIR VOICES HEARD

Lionel B. Martijn, Vice-president of Quartiers en Crise

1. Introduction

The Quartiers en Crise network has, since its foundation in 1989, set out to develop an integrated approach to combat problems in deprived areas of our member-towns. This approach covers topics of housing, work, leisure and social integration. Positive involvement is our aim.

When you cannot help people to improve their position from within, it may be better not to start or to continue helping them. You cannot develop people but you can and must help them to lead a better life. We work on projects to create inclusive societies where respect for diversity has a prominent role. To this end Quartiers en Crise is also promoting a transnational project to ensure social inclusion through means of improving health in different deprived neighbourhoods from the European Union and in Poland.

I will give you some insights into a range of issues, from integration of refugee families in Vantaa (Finland), actions undertaken in the historic inner city of central Lisbon to action programmes in the neighbourhoods of Rotterdam.

All these issues are give proof of existing barriers and prejudices and while they are providing, at the same time, the scope to include people if dealt with conscientiously and responsibly. We have to recognise that everybody has a contribution to make and has to carry his or her own individual responsibilities in the process. Social inclusion is almost equal to corporate social responsibility.

It is not only the government and the institutions who are responsible for assuring inclusiveness and participation of all inhabitants, this is also an individual responsibility on the side of the inhabitants themselves to be receptive and responsive to what the governing bodies are offering in support of their integration.

2. Vantaa (Finland)

I'm going to present you an experience of the Hangool-project in Vantaa, the airport district on the outskirts of Helsinki, Finland. We recently had the opportunity to visit Vantaa through an exchange of good practice examples organised by Quartiers en Crise. Of course they have different structures and systems to my country and the size and scope of the problems they are facing may seem nothing compared to some of the most deprived areas we are working with in other countries. But that is not the whole truth. In their context the problems are how they are perceived and they need to be dealt with, this is their reality and we can only respect that.

The Hangool-team works as a tool for Somalian families in Vantaa and supports their integration. The project is working in co-operation with a Multi-Service Office for Immigrants and the Somalian Language and Culture Associations. This project is funded by the European Refugee Fund.

They are aiming at:

- group activities and meetings for women and children (gymnastics, football etc.)
- accompanied family vacations in the countryside
- family-group conferences where larger family networks participate in finding solutions to a family crisis situations. This new method in social work, originally discovered and formed in New Zealand is being adapted and developed for use in Finland by the National Research and Development Centre for Welfare and the Ministry of Social Affairs and Health.

3. Lisbon (Portugal)

Action on the historic inner city districts of central Lisbon began with the democratisation brought about by the revolution. Under pressure from people living in the run-down, historical and tourist areas of the city centre, the city council began testing out integrated community workshops in 1986. The aim was to halt the decline of historic districts and address community needs across the board, both urban and social. The areas of focus were unsanitary buildings in danger of collapse in the case of urban development and employment schemes along side psychological support in the cases of social deprivation.

The first council-sponsored workshop set up in the centre of one district was purely urban, but in response to local demand rapidly evolved into a workshop delivering an integrated approach where the multidisciplinary team of sociologists, architects and others found their services in daily demand.

Two years on, similar workshops had been set up in all the historic borough centres. Actions are not programmed, but instead respond to urgent problems on a case-by-case basis. The target set out by the Lisbon municipality has always been to keep the established – in general ageing and low-income - local community in place.

Specific resources for housing renovation were created for these districts, and community involvement developed of its own accord, with residents speaking out on all issues. But community involvement is patchy: in another district badly in need of public intervention, local residents felt unable to complain to councillors. Appointing a council employee as a mediator, living locally in council housing, encouraged them to speak out and make their voices heard on a basis of direct, individual communication.

4. Charlois (Rotterdam)

I will now give you an example of our own situation in Charlois. Projects are running as part of the Strategic neighbourhood action-plan (SWA).

The problems we are confronted with on neighbourhood level also affect the whole of the city. That is why we try to bridge the gap between the city and the neighbourhoods.

On a city level the overview is established and kept and priorities are being pinpointed.

It is, however, on a local (neighbourhood) level that projects are initiated and have local support. So the local politicians in the neighbourhood oversee the consequences of projects and work to bridge the distance with the city government.

On city level they try to manage results with help of certain service indicators while we try to concentrate the aid and actions on where they are most needed. This also means co-ordination of policies and budgets.

The so-called SWA project ideas always start at a roundtable meeting in the neighbourhoods. We invite the ensemble of third sector and voluntary associations active in the neighbourhood, along with the inhabitants and the clients of the social infrastructure active in the neighbourhood. These Roundtable meetings are advertised to the public in the newspaper and directly through the social associations. In general they attract high participation. At a recent meeting we had more than 180 participants! On the municipal end, these meetings are attended by the Commission of the Council in charge of neighbourhood affairs and some representatives of the board.

Prior to the meeting a survey is prepared and some statements are being used in order to provoke a dynamic discussion.

In the first part of the meeting people are invited to express why they live and have decided to continue living in the neighbourhood. They are asked to mention positive things, the strengths and potentials as well.

In the second part all participants are asked to speak about everything that is wrong in the area, why, the consequences and who in their view is to blame for it. At the same time potential solutions are proposed and discussed, to establish whether there is enough support to prepare action for a certain problem.

Though the high participation shows an interest in this form of consultation we are aware of the fact that there remains a group that we do not reach. In general, 90% of participants at these meetings are from Dutch origins while in the whole of the neighbourhood the ratio would be 50% Dutch origins and 50% migrants.

5. Conclusions

We are convinced now that a top-down approach or structure doesn't work for complex and dynamic realities, which involve many diversified actors. You need to be equipped with the appropriate toolkit to deal with problems and not toolkits full of structures and demand for positions. Once you organised the right support you can focus on managing the process. We have realised that a picture of the city is more complicated than the government structure or the geographic one.

Each neighbourhood and small community has their own dynamic and local knowledge of how to deal with problems. Most of the so-called social excluded people have a great ability to survive. We have to manage the results of thousands and thousands of interactions between residents and institutions, social services etc. where also on micro-level decisions are made that affect the greater aims on city or national level.

I am not trying to diminish the work of policymakers and the value of what they can contribute to the solutions we seek to find. I just wish to state that policy development needs to be

the result of a complex process of listening, evaluating and exchanging and cannot be the beginning and even less be the whole extent of this process.

We have also discovered a lack of networking skills with the ambassadors of governance, the social workers dealing with a neighbourhood. Since networking and communication are essential for the results we have discovered that better training in communication, social skills and negotiations is a must. A group of academics last year proposed to start a municipal Academy. All public servants must attend an introduction course before they start to work in the neighbourhoods. We believe that this approach will help to open up internal discussions among public servants to the wider audience of their clients, contribute to an open dialogue and minimise the risk of discussion about people, rather than with people.

Why do we need this? is a question that we are frequently asked. In response I will give you an example of a student becoming an architect in our country. You will study drawings and mathematics and static, but you will hardly ever be faced with lessons in psychology or practical experiences of communication. But the buildings you plan and space issues you deal with will always impact on the people living, working or spending their free-time in those buildings and spaces. So at least you should know or be prepared to predict how they will react on what you produce.

An idea that might be worth investigating in the future is to set up bodies of knowledge in all the towns confronted with investments in social inclusion. Some service indicators have been established locally in the past, the urban audit has established indicators to measure the social situation in a neighbourhood. What appears to be missing at this point, from a practitioner's point of view, is a baseline against which future surveys can be measured. In a culturally and socially diverse Europe we will be faced with the challenge of transferability of our indicators. So much depends on the environment that we are using them in. The benefit that we can draw from the work on such indicators depends vitally on an accompanying baseline measure and a description of the social and cultural environment that we are placing them in.

This is where the network is looking with interest and great expectation at the work carried out by the PLUS project. Work with Quartiers en Crise members to be included in the development of individually adequate toolkits and the application of those methods in the neighbourhoods would be of great added value to our members! While Quartiers en Crise is ready and prepared to take its role of dissemination and promoting the importance of this scientific effort very seriously, we would also be very happy to co-ordinate this action in order to make it happen.

Some of you will remember me raising this issue already at an address to the EURA conference hosted in Turin earlier this year, a start could be made if researchers involved with EURA or in the PLUS-project would agree to foster another town and apply the toolkit with indicators that we, the practitioners, need to manage a secure outcome. You the scientists and researchers are best placed to use your knowledge in order to help cities to explore the know-how that their institutions and residents have to develop, draw-up new concepts or at least concepts that last longer and are considered to be investments in a better life for all of us. Especially in the new generation!

Do we really know what the incubation period is for certain issues in problematic areas?

I think we do not yet know, but yes we want to know, that is called leadership and sustainability.