Interact Guide

Urban Governance in Practice
Think differently - Act differently

Table of contents

Urban governance in practice

Urban governance seems a very abstract word describing an obscure and complex reality in our cities. However, almost everyone agrees that this governance reality is a concern for more and more officers in these cities. They have a role to play in the implementation of integrated strategies, they need to work with new partners, they deal more directly with citizens, etc. The question is, how can this guide deal with such a complex topic and still claim to be pragmatic and practical?

▸ Firstly, this fiedlbook was written for practitioners and was founded upon **three principles** that put forward the capacity of reflection and action of such practitioners. Of course the world is complex and full of constraints, but we must believe that things can be done and **change is possible.**

▸ Secondly, we present a clear **comprehensive approach** that articulates the governance context, the different **forms** of governance and the underlying **processes**. This allows the practitioner to consider his role from a global perspective and to take part in the implementation of strategies.

▸ Thirdly, we offer a **detailed reflection guide** which enables the practitioner to go in depth into 16 key governance issues, **focussing on all the important questions he faces** in his work, helping him to analyse his own situation, to think differently and act differently.

Founding principles: change is possible

Before reading this Guide you must believe that change is possible and that you can play a part in that change. The three founding principles of our approach are:

Principle 1: Make the most of your context
When you are responsible for managing a strategic project or policy (or taking part in it), you need to gain a good understanding of the whole governance issues within your city in order to play with the right levers and activate the most efficient mechanisms. If you understand your governance system better, **you can make the most of your contex**t, gain the support of emerging leaders, build onto an existing evaluation framework, link up with trusted partners, get round the traditional decision making processes, etc.

Principle 2: Take a different point of view
When you are working in a partnership, dealing with citizen participation, managing a project or taking part in a network, you need to look at the way you manage **from a different point of view**. Instead of having only in mind existing structures and rules, you can probably find

new ideas and develop more efficient management approaches if you think in terms of power games, trust building, conflict management, organisational learning, etc.

Principle 3: Play your part within the system
Whatever your role in a partnership or your hierarchical position in an organisation, your actions are never totally constrained by the system. No single individual can change the metropolitan governance system in your city, but **you can play your part within the system** and manage your project or policy through partnerships, networks or any other form that fits into the whole picture. By doing so, maybe you will reinforce the system, but you might also be initiating a small revolution…

▶ ▶ ▶ A comprehensive approach

Given the complexity of the governance system in European cities, a comprehensive approach is necessary for anyone taking a part in the implementation of integrated strategies. Whether you play a leading role or you are simply responsible with part of a project or policy, it is important that you have a full understanding of the whole governance and management system.
The implementation of a strategy, an important project or policy, requires that you focus your attention on three key aspects.

The first aspect is **the governance context** affecting your city is comprised of many different forms of co-operation work, involving different types of partners and even the citizens.

- This **governance system** has evolved through time, some of its components being institutionalised, others remaining very informal or temporary. The present governance system has been influenced by three major elements:

- the **liberal globalisation** which has an impact on competitiveness and financial resources,
- the **integration of strategies** which requires more transversal work between partners,

- and the necessary a**rticulation between metropolitan and local perspectives** for the implementation of most urban policies.

The second aspect is the management of different governance forms. Four major forms of governance will be presented:

- **managing partnerships** involving public and possibly private actors to design and implement a strategy,

- **managing citizen participation** which is more and more often used to for strategic projects,

- **managing projects** in which a defined group of partners collaborate towards a set goal,

- and finally **managing networks** which are less formal means of facilitating work and dialogue between different actors.

The third aspect is the **development of all the underlying processes** that exist in the governance context of your city and that you can use to manage the relevant governance forms and implement your strategy.

- Some processes are useful to set directions (**leadership** and **decision making**),

- other processes help to coordinate different actors and actions (**building trust, managing in the power system, consensus building** and **conflict management**),

- and finally some processes will accompany change and adaptation (**organisational learning, evaluation and monitoring**).

The comprehensive approach that we suggest takes into account the way these aspects are linked to each other:

‣ You should reach a good **understanding of the governance context** that surrounds your project or policy.

‣ This will allow you to identify, **develop and make good use of relevant governance processes** that underlie the implementation of your strategy.

‣ These processes should enable you to **manage efficiently the different forms of governance** that you chose to structure your strategy.

Finally, the forms of governance that you will use depend on the governance context. You most probably will be constrained in your choices by what the existing governance system offers and requires. At the same time, the different forms of governance that you manage will influence the governance system and maybe make it change.

Understanding the governance context
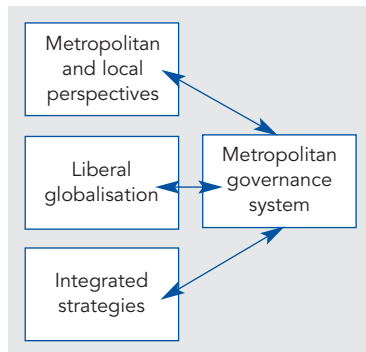
Managing different governance forms

Metropolitan and local perspectives

Liberal globalisation

Integrated strategies

Metropolitan governance system

Principle 3:
Play your part within the system

Managing partnerships

Managing citizen participation

Managing projects

Managing networks
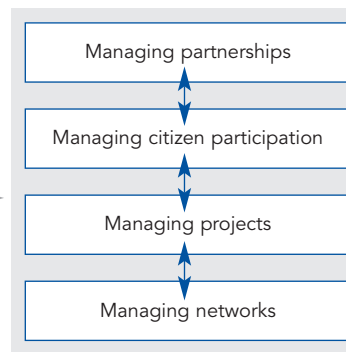
Principle 1:
Make the most of your context

Principle 2:
Take a different point of view

Developing efficient governance processes

to set directions ←→ to coordinate ←→ to adapt and change

Exercising leadership

Decision making

Building trust

Managing in the power system

Consensus building

Managing conflicts

Organisational learning

Monitoring and evaluating
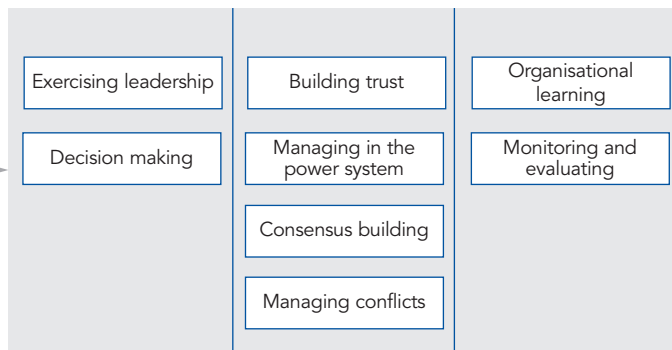
A detailed reflection guide

The Interact Guide covers the 16 key issues presented above and addresses them in the following way:

- a brief definition to explain **'what is'** each issue,

- items to help you **'analyse your own situation'**,

- questions to look at your situation from a new point of view and **'think differently'**,

- and suggestions to change your approach and 'act differently'.

This reflection guide that we suggest is based upon the work of the Interact group, dealing with the implementation of strategies and projects through partnerships. It only covers indirectly the topics of institutional structures and modernisation of public administration.

It will be illustrated with **examples** of our own experiences that will point out a specific aspect of each issue.

The topics covered in this Guide are structured and linked to one another but not in a hierarchical way. You can of course read the whole Guide from the beginning to the end if you want to have a general feeling of what approach we suggest. But you can also feel free to browse through the Guide, select a few issues that are relevant to you, think about our suggestions, discuss our ideas with others or even organise real work sessions with your partners.

To help you actually work on your own project, with your team or your partners, you can use the Clarity and Coaching tools from the Interact Managers Toolbox.

PART I

UNDERSTANDING
THE GOVERNANCE CONTEXT

Interact Guide "Urban Governance in Practice"

1 The impact of liberal globalisation

Since the 80's or the 90's, the development strategies of European cities are strongly affected and determined by the liberal globalisation context:
■ a new globalisation of financial markets, mainly based upon short term transactions;
■ globalisation of production, linked to processes of business concentration and restructuring;
■ globalisation of information and communication, accelerating the speed of innovation;
■ development of an economy based on service relations and networks.

Three phenomena stemming from this globalisation context affect more directly European cities:
■ activities are more and more concentrated in the metropolitan areas ;
■ location factors that attract new businesses in cities and favour economic growth are no longer purely tangible and linked to physical resources, they are more intangible and linked to image, urban design or services;
■ therefore, competition between cities is strongly intensified.
Metropolises compete against each other to attract business and activities. Therefore, many urban strategies are oriented by economic goals, aiming to develop infrastructures, shopping or leisure centres, image-effective exhibitions or cultural events, etc. The priority is often given to those aspects of urban development that increase the attractiveness and the 'marketability' of the city.
At the same time, cities are facing growing constraints that affect their development strategies. First, the regulations and prescriptions of supra-local institutions such as the European Union have a strong influence the scope of action of local authorities. Secondly, the liberal changes in tax regulations and policies (at national or supranational levels), combined to the slowdown of the economy, can have a negative impact on the financial resources of local authorities. And finally, there is a slowly growing awareness that our economic development model, based on ever-increasing consumption, will lead to drying up the resources of our ecosystem.

To sum up, European cities are faced with new challenges to develop their economy and to increase their competitiveness, as well as with many constraints limiting their possibilities of action. As a consequence, this globalisation has lead to various responses within our cities, some of which can seem contradictory:
■ most cities have created professional promotion structures in two fields, to attract investors and to develop tourism. These organisations often work quite independently from other parts of the city administration but would need to be more closely connected to those who develop urban strategies and projects;
■ more and more cities are involved in the definition of comprehensive strategies, which seek to combine economic growth with other goals, such as social integration, quality of life, health, respect for the environment, etc.

p.17

These integrated strategies are designed to promote a more sustainable development for the metropolis;

■ many cities have engaged in a process of 'modernisation' of their local administrations, trying to copy the effectiveness of the private sector (citizens viewed as clients, more and more contract-based relationships, service quality controls, and even privatisation of some local public services, etc.);

■ finally, new forms of governance emerge. Different public actors can work together to implement more integrated strategies, and partnerships with the private sector are more and more frequent. For example, some large urban regeneration projects can therefore be developed combining public and private funding ;

■ major issue for European cities is probably to combine in a better way these different responses: How can sustainable development be used as a lever to attract investors? How can the economic aspects of modernisation be reconciled with the more integrated approach of sustainable development and a Local Agenda 21 for instance? How can a partnership approach that requires complex management structures be made consistent with cost reductions and economic effectiveness?

Analyse your situation

How does your city deal with competition and promote itself?

In which economic sectors are you competing? Against whom are you competing? Who in your city is responsible for monitoring this competition? Who is responsible for designing the 'marketing' strategy? What are your main strong points and differentiation? Do you co-operate with others to strengthen your stance in the competition?

Are you competing for tourism? Against whom are you competing? Who in your city is responsible for monitoring this competition? Who is responsible for designing the promotion strategy? What are your main strong points and differentiation?

How does your city deal with modernisation?

Can you describe the major 'modernisation projects' that your city administration has launched? Focus on the more recent ones.

Who initiated and promoted these changes? Do they come from the European level, the national level, your city administration?

How have they affected your department and your work? In what way?

How does your city deal with sustainable development?

Has your city developed specific schemes to promote sustainable development and more integrated strategies? Have you prepared a Local Agenda 21? Who initiated such a scheme in your city? Who is responsible for their promotion and implementation? How does it affect major projects in your city? How does it affect your department and your actual work?

How does your city open up to private intervention?

What power do private actors have in urban development partnerships? Have some local public services been privatised? What are the consequences?

Think differently

When your city promotes itself, whether it is to attract new business or tourists, what is put forward most often and is it linked to what is actually happening in your city:
■ infrastructures, buildings, tangible resources of your city, geographical location, etc. ;
■ intangible resources such as innovation and business networks, cultural life, quality of life, education and research systems, big events, etc.?

How can you or your colleagues overcome some very frequent cliché views:
■ Do you think that public administration is bureaucratic, not flexible and not very reactive ? Can you give some counterexamples based upon your own experience?
■ Do you think that private firms are flexible, efficient and productive? Can you give some counterexamples based upon your own experience?

In urban projects involving public and private partners, do you think that the involvement of elected councillors from the city administration:
■ can lead to a reduction of the efficiency of the project by slowing down the implementation? They should only be involved at the initial agreement stage to guarantee that both private and public interests are met;
■ is necessary to ensure a true democratic control throughout the project, which is necessary to guarantee the legitimacy of the project.

Act differently

To implement your project or policy in this growing complexity (global competition, financial restrictions, modernisation of your administration, new sustainable develop requirements, etc.), think of all the forms of co-operation you could use and don't overlook any opportunity: formal public-private partnerships, informal networks, co-operation between different departments of your administration, delegation to an association or agency, privatisation, involve citizens or NGOs, etc.`
To get a better understanding of private partners, take part training sessions with private sector employees about service quality management, marketing, private finances, entrepreneurship, etc. Or you could even seek work experience in the private sector. You could also try launching training programs for other officers of your city administration.

To adapt efficiently to new forms of governance and modernisation (partnership working, outsourcing, product orientation of your administration, etc.) try considering all the impacts in a comprehensive way. What complementary changes are necessary? What are the costs of adapting to these new forms of governance?

The impact of liberal globalisation in Munich

Interview with Stephan Reiss-Schmidt (Head of Urban Development Planning, Department of Urban Planning) and Hans Peter Heidebach (Head of Economic Development and Employment Strategies - Department of Labour and Economic Development)

Throughout the country, local authorities have faced growing budget deficits over the past years. How do you analyse this phenomenon?

Besides the burdens of unemployment and social assistance, this financial plight is aggravated by the national financial system and the high volatility of local revenues. In Germany, the legal framework for the most important local tax, the business cycle-dependent trade tax (Gewerbesteuer), is set by the Federal State. There have been frequent modifications in this system, which in most cases have not been favourable for local authorities. For example, in 2002 private businesses were allowed to balance gains and losses between the mother company and its subsidiaries. This resulted in most of Munich's global companies paying significantly less trade tax for several years, some of them even receiving high tax refunds from the city. In 2002, Germany set up an expert committee to reform the local financial system. It is still under discussion. At least, slight relief was achieved recently through some amendments, especially regarding the impact of the newest federal regulations in the field of unemployment and social policy.

There are also deeper reasons for the local budgetary crisis. The German Constitution (Deutsches Grundgesetz) guarantees the municipal right of self government through democratically elected local governments. In comparison to other European countries, German local authorities could develop a significant political and functional role in many fields. But all the same, local authorities are only a secondary administrative level as part of the German Laender. This leads to their rather systematic exclusion from many political processes, which is especially damaging in the wake of globalisation and European integration. We can see that the legal framework does not safeguard the strong local role in this new environment. For example, new tasks are often delegated to the local level without extra financial resources; and direct financial relations between the Federal and the local level are even ruled out. I believe that a new and more co-operative relationship between the different political levels in Germany – as well as between the cities and their regions – would be needed to improve the cities' financial situation in a sustainable way.

What effects do the deficits of your budgets have on the implementation of your strategies? Have you changed your organisation or the way you work?

First of all, German municipalities have drastically reduced their personnel. From 1991 to 2001 the number of full time employees of local authorities in the western German Laender fell by 22 percent. This reduction is accompanied by a concentration of their efforts on obligatory tasks like social welfare. Financial and human resources tend to be reduced on many "optional" policies such as promotion of the local economy, or sport and culture. However, according to me, such policies and initiatives are especially important for integrated strategies in our cities. To compensate for budget restrictions, up to a certain extent, focus has been put on co-operation with external partners and active citizens in order to achieve such necessary public projects. On the one hand, this has probably led us to improve the quality of local services and public goods. The need to be more efficient also asks for clearer priorities, strengthening the role of integrated strategic planning and innovation. But on the other hand, managing partnerships and citizen's participation has a cost! This new approach requires new skills from the local administration and a constant commitment to provide a stable framework in which the private partner's contributions can be integrated efficiently and effectively. Munich already had a history of co-operation to build on; and effective financial consolidation has been going on for more than a decade. Nevertheless, advancing to new forms of governance is especially difficult in a situation of budget constraints and personnel reductions.

p.20

2 Global issues and integrated strategies

Today, metropolises are facing new complex issues which lead them to rethink the way they design and implement public strategies. The latter were traditionally sector-based but now strategic approaches require deeper integration of policies and projects to reach more global goals.

A strategy can be considered integrated when it simultaneously addresses economic development, social development and quality of life. It should also consider development issues linking both endogenous and exogenous points of views.

In this context, strategic planning more and more often presents a comprehensive vision for the development of the metropolis:

■ there is a well accepted political vision or long term perspective which is formalised in a document;

■ it is clear to all what the priorities of the metropolis are;

■ it is based on a process of interaction with different city departments, inhabitants, and other partners;

■ the strategic document is linked to implementation: action plans, programmes and projects, finances, etc.

One of the goals of integrated strategies is to create links between issues, projects, policies and programmes. However, it is not always easy to abandon sector-based ways of thinking and acting. They have proven their worth and usually match the administrative structures as well as the fields of expertise of many business and community groups.

More and more cities are designing their strategic visions and plans with an integrated approach. For them, the question remaining today is about retaining this global and integrated aspect throughout the implementation stages. Cities have still to move from integrated thinking to integrated acting.

Analyse your situation

What kind of strategic planning do you have?

Could you describe your city's strategy in three sentences?

How important is strategy in your city? Who is responsible for it?

Does your city have a strategic plan or a strategic document? Is it helping your city? Or is it just for show?

Is it structured according to internal departments or according to external partnerships?

Is the main scope of your strategy the city itself, the metropolitan area or the whole metropolitan region?

Which is the dominant process underlying the strategic plan, the political process or the technical process?

Is the strategic planning based upon participatory thinking or scientific thinking?

Is the plan oriented by ideas and vision or by funding possibilities?
Is the plan mainly focussed on the long term or on medium/short term?

Does your city have an integrated approach to implementing a strategy?

Do you think that the implementation of policies and projects is part of an integrated strategy in your city?
What is integrated in your city? Visions, programmes, projects, planning, finances, people, partners, indicators, etc?
How many physical planners does your city have, and how many social and economic development officers? And how many know each other?
How often do you refer to the strategic plan or strategic document in the implementation of your projects and policies?
Is there a clear recognition, at the operational level, of the added value of integrated implementation of strategies?
Is there strong political and technical support in favour of integrated implementation of strategic visions?
What kind of support or incentives does your administration give you to encourage an integrated implementation? Dedicated communication tools? Special training? Extra financial resources? Extra time or manpower?

Think differently

In your city administration, is 'integrated strategy' viewed as a positive issue? By whom?
Do you, yourself think that integrated strategies are necessarily positive?
What are the possible drawbacks negative consequences of implementing strategies with an integrated approach? How can they be overcome?
What can hinder the integrated implementation of strategies in your city? (culture, organisation, individual people, etc.)

Try listing some of the concrete effects of the weak integration of policies in your city:

Example of weak integration	Consequence / concrete effect	Reason for weak integration

Act differently

To design your strategic projects or policies in an integrated way

Keep yourself informed about other projects and policies in your city that could be related to yours and imagine some possible bridges or partnerships.

When writing down the goals and implementation process of your project, think about your city's strategic plan/vision.

Open your mind to possible outcomes of your project that you had not immediately thought of, you might raise new interests and find new partners. Think about social, economic, environmental or physical outcomes.

Work on your strategy with people that have different cultures from yours.

When designing an integrated strategy, always think about the financial reality and constraints.

When designing an integrated strategy, always think about the necessary organisational resources (staff, time, co-ordination process).

To implement your strategic project or policy in an integrated way

Gather partners (internally or externally) that have resources or know-how that are complementary to yours.

Develop, at the same time, joint planning, joint programmes and joint evaluation with all the partners of your project. This means internal and external co-operation.

Try to focus the implementation of integrated strategies on specific local areas to strengthen integrated thinking and acting by being very concrete.

Promote awards for best initiatives of integrated implementation.

City Mondial project in The Hague

Interview with Ernst v.d. Berg (policy advisor - Spatial Planning and Economic Department)

Since 1994, the government and the largest cities in the Netherlands agreed on the necessity to design integrated strategic plans in order to tackle the typical metropolitan issues. Each city launched a Major City Policy with a series of concrete plans and projects.

Could you give us an example of such a project?
The project City Mondial is a good example. The idea is to develop new tourist activities within the deprived inner city area of The Hague, with city tours, annual events, restaurants and shopping, etc. The originality of the project is to promote the culture and the folklore of the immigrant population living in this area as one of the key attractiveness assets. The goal was also to stimulate local and immigrant entrepreneurship in the tourism industries.

How does this type of project deal with global metropolitan issues?
The inner city of The Hague is an Objective 2 area and receives grants from the EU and the local government. The City Mondial project fits in very well with this development and regeneration strategy offering a renewed approach to traditional policy making. Up to now, the ethnic minorities were mainly a concern for the social welfare department and were often associated with unemployment problems, high crime rates, etc. With this project we chose a different perspective, focussing upon the cultural wealth of these ethnic communities rather than on their social and economic weaknesses. Tourism is a particularly effective approach which can integrate the social, economic and cultural aspects together. This integrated strategy involves many different partners and has achieved good results up to now with an impressive number of visitors, a growing number of business creations and a strong reduction in the unemployment rate.

What are the difficulties that are encountered with this type of integrated approach?
The main difficulties are linked to the diversity of the partners involved, which have different backgrounds, work styles, time scopes, etc. Another issue that has to be carefully tackled is the financial issue. Funding of cross-boundary working and innovative approaches is always complex and sensitive. We need to start thinking now about how this integrated project will last after the end of the EU objective 2 funding. Hopefully the successful outcomes will gain the project some political support for its continuation.

p.23

3 Metropolitan strategies with local perspectives

One of the key issues facing all major European metropolises is to integrate themselves in the global economy. Taking into account the changing world, impending opportunities and restrictions, they draw-up global metropolitan strategies, which materialise a continuous effort to develop an innovative, balanced and liveable metropolis. However, such global policies can only be implemented if they are imbedded in the metropolitan territory, at the level of local areas where problems and challenges are concretely addressed.

Giving local perspective to global strategies has to do with the spatial relevance of policy-making, stressing the necessary relationship between the local and metropolitan dimensions of projects and policies. Because this connection has not always been made in an effective way there is today a strong pressure to decentralise, i.e. to give more power and autonomy to local government bodies, not only at the municipal level but also at the neighbourhood level. This decentralisation trend appears to be legitimate but it has nevertheless contributed to the fragmentation of power in urban areas, making it more difficult to design and implement area-wide policies that also have to apply to neighbourhoods (or at least that impose policy constraints at the neighbourhood level).

A good balance has to be found between the area wide and the local perspective of policy making. However, European metropolises are organised in very different ways, from the most centralised to the very decentralised. Some have metropolitan government bodies, some do not. Therefore, if the issues to be addressed are common, the ways to deal with them in the implementation of strategies will be different:

■ the metropolises in which local levels have only few responsibilities need to incite them take part in strategic debates and to give them means to be more involved in the local implementation of area-wide strategies;

■ the metropolises in which local levels are very strong (districts, neighbourhoods) have to create good conditions to make them understand the challenges of global issues to build a common strategy.

Analyse your situation

The organisation of your urban system

Is your urban government system organised in a decentralised way? Which are the different tiers of government?
What is the share of responsibilities between them?
How is power distributed between the metropolitan level, the City level and the levels below? Generally who has the leadership? Are there examples of different leaderships in different projects or policies?

p.24

Do the different levels work with each other in the design and implementation of strategy?
Are the different relationships conflicting or consensual? To what extent?

The link between area-wide and local perspective in your city

Do you have a global metropolitan strategic plan? Does it include locally oriented projects and actions?
Have all the different tiers of government been associated in the design of the plan? Are they all associated in the implementation of the projects and policies? To what extent?
Do concrete local projects usually refer to the global strategy document?

Think differently

How can you make sure that a strategy aimed at increasing the global competitiveness of the metropolis does not reduce the quality of life in certain areas?
How can you make sure that local demands are well integrated in the definition and implementation of an area-wide strategic project?
How could you encourage your partners to refer to a global vision when defining and implementing their local projects and policies? And how could you encourage the planners responsible for the global strategy to take into account a more local perspective?

Act differently

To give a local perspective to your area-wide strategies

Two approaches:
■ involve the local communities, local stakeholders and local tiers of government, right at the beginning in the design process of the metropolitan strategy. This should help include local needs and constraints into the strategic plan;
■ to implement your strategy locally, build different partnerships in different local areas. Identify in each area the most relevant partners, listen to their suggestions and marginally adapt your strategy in order to gain their support for your project their area.

To give a global perspective to local projects and programmes

The main goal is to design local action programmes in accordance with the global strategy so that the general interest is preserved. This can be reached:
■ by developing a good understanding of global issues at a local level, through communication, education, etc.;
■ by giving financial or other incentives so that local projects are linked to a pre-defined global strategy.

p.25

Brno: Local perspectives in city-wide strategies
Interview with Jana Drapalova (District mayor of Novỳ Lískovec district- Brno)

The City of Brno is comprised of 29 Districts with their elected District Assemblies and mayors. These City Districts have got very limited competencies, which are listed in a decree (the City of Brno Statute). According to the rules of the Statute, the Districts must maintain some of the property which belongs to the City of Brno, e.g. the District have competence over the maintenance and repairs of all flats owned by the City. There is a framework strategy for this field of work but the way this strategy is fulfilled depends on the City Districts. For example, Novỳ Lískovec District has decided for a complete regeneration of prefabricated blocks of flats. This programme is mainly focused on maximum energy saving.

What are the reasons for which the City council delegates some parts of its strategic plan to Districts?
The Districts have been given certain competences before the strategy plan was created. Now the strategy plan has to be realised with respect to that division of competences and it is a very demanding process in terms of communication and co-operation between the districts and the City. The rules must be the same for all the citizens of Brno but each District has its own unique conditions, some areas are mainly comprised of prefabricated blocks of flats while others contain historical buildings. The Districts need to be able to adapt the common rules according to their local situation, especially as the District Assemblies usually know better the needs and opinions of their inhabitants.

What forms of co-operation are there between the city level and the district level on this type of work?
During working on the housing strategy, seminars for elected mayors and members of assemblies have been organised. The Districts were asked to make suggestions, which buildings are suitable for privatisation and which of them will remain as a property of the City. The General Assembly of the City of Brno accepted the proposals made by the districts and the City has created funds to support block of flats restoration. These financial sources can be used either for restoration or for building new flats. The Districts can also benefit from donations and loans, which act as a motivation tools because only those districts which have strategies and project proposals have a chance to get such donations. As a complement, the City helps the Districts with applications for financial support from the state.

What are the difficulties you face in such projects?
Firstly, the financial strategy of a District has to follow the strategy of the whole City, which is especially important when dealing with external loans. The Districts cannot decide by themselves about using external loans, because the City controls its overall debt. As a result, the Districts are limited in the use of long-term loans paid back by rent revenues and are pushed to use short-term internal loans given by the City.
Secondly, the Districts have limited human resources so they are it makes it difficult for them to look effectively for new and innovative solutions or to search for state or foreign investors. This situation could be improved by better horizontal co-ordination among the Districts and the City could play a role in some form of mediation or exchange of experience and information about successful projects in different Districts.

p.26

4 Metropolitan governance system

Metropolitan governance may be defined in simple terms as co-operative approaches in city-regions/metropolises between the stakeholders who can influence development strategies. Those co-operations may take on different forms and are mostly a necessary reaction to the mismatch between the metropolitan challenges on one hand, and the fragmented political and administrative organisation on the other hand. This miss-match is not a recent phenomenon and most of the challenges that require an improved cooperation at the metropolitan scale are not new either. Among them are:
■ the sustained expansion of the built environment, driven by the dynamics of economic growth and social demand;
■ an increasing functional interdependence between metropolitan entities;
■ issues and problems that reach across administrative boundaries (planning and control of the built environment, regional economic development, area wide environmental protection issues, etc.);
■ a growing financial gap between core-cities, suburbs and surrounding areas that threatens the overall development of urban regions, and which results from an uneven distribution of costs and revenues.

The Europeanisation and globalisation context can also be seen as a set of external causes that encourage improved area-wide co-operations:
■ the regionalisation of financial support at the supranational (EU) and national levels, which requires regional alliances and partnerships;
■ the growing importance of the regional level in the intensifying international competition between cities, which leads to integrated metropolitan strategies;
■ the often confusing co-existence of different actors with overlapping competencies and responsibilities that proves to be a serious disadvantage for the efficient implementation of strategies.

All those challenges have been met in various ways by different metropolises and in different countries. Different governance forms have emerged with different purposes and goals, different types of partners involved, and different types of relationships. We have identified 6 major forms of metropolitan governance systems, which are described bellow. However, most of the time, these different forms are adjusted to a local or national context, and are very often combined in various ways to make up the governance system of a metropolis.

Different forms of metropolitan governance	Metropolitan governments	Agencies or associations	Public Partnerships	Public-private partnerships	Metropolitan networks	Citizen participation
What are they?	Overarching metropolitan institutions, responsible for the implementation of metropolitan strategies	A stable coalition of public institutions that design and empower a separate organisation to implement a defined policy	Formal co-operations between public institutions (local authorities, agencies, etc.) that aim to design and deliver policies or projects together within a set period of time	Formal co-operations between public and private partners that aims to design and delivera specific project within a set period of time	Informal relationships between different metropolitan actors that can coordinate their actions towards a common goal	Formalised processes, often managed by a public institution, to consult and involve, up to a certain degree, citizens, NGOs or private businesses in a project
Purpose	Policies and projects	Mainly policies	Policies or projects	Projects	Mainly projects	Mainly projects
Type of partners	One representative institution	A stable coalition of public institutions with a common goal	Public-public with different interests but a common goal	Public-Private with different interests but a common goal	A changing group of actors (public or private or both)	Public institution in relation with citizens, NGOs or businesses
Type of relationship	Subsidiarity	Formal coalition	Formal and contract based	Formal and contract based	Informal and often interpersonal	Formal process but spontaneous relationship

Despite the wide span covered by these governance forms and the different ways in which they can be combined, they have in many instances not been an optimal solution for existing problems. Quite often they are practical arrangements based upon compromises that have even contributed to a further fragmentation of the local level. The transformation of concrete necessities for cooperation into practical forms of cooperation is by no means an automatism. It is always dependent on the local circumstances, the political and administrative structures, and the individual strategies of different actors (mainly public) with various positions, interests and powers.

The term of 'metropolitan governance' can suggest a somewhat harmonic togetherness of different partners from public and private sectors. However, one must not forget the actual circumstances, the complex organisation and the contradicting interests that are behind that term. The metropolitan governance system that is described in this guide is not an ideal to reach but should be seen as part of the context – a changing context - in which metropolitan strategies are designed and implemented.

Analyse your situation

Analyse the context of co-operation at the metropolitan level

Which forms of metropolitan co-operation already exist in your situation? (networks, metropolitan governments, agencies, public-private partnerships, etc.)
Is this metropolitan co-operation system based upon a national model or has it been developed locally?
Where does the legitimacy of this metropolitan co-operation system come from? Political legitimacy or technical legitimacy? Does it make a difference?
In which terms is there a debate about metropolitan governance in your city?
Which local stakeholders (public and private) can be considered as proponents or opponents of metropolitan co-operation?

The metropolitan governance system and your project or policy

Is the existing metropolitan governance system well adapted to the strategic project or policy you are implementing?
Did the strategic orientations of your project originate in this metropolitan co-operation system?
Does the governance system cover a territory which is relevant to your project?
Does it have the necessary competences and resources to support the implementation of your project?

Think differently

When launching a new strategic project do you consider the advantages of building a new partnership around the project compared to those of fitting the project into the existing metropolitan governance system?
Do you willingly join an initiative promoted by another metropolitan stakeholder if it contributes to the strategic vision of your city?
Have you imagined altering the existing governance system, in the long run, by progressively introducing new metropolitan projects with new partners?
Could you use European programmes as frameworks for metropolitan cooperation (think of the EQUAL Community initiative for example)?

Act differently

The main idea is to take into account the metropolitan governance system when designing and implementing your strategic projects.

Identify the different stakeholders of the metropolitan governance system and analyse their position:

Metropolitan stakeholder	Possible impact on your project	Quality of your relationship
	power to hinder it	trust / conflict?
	resources and expertise to support it	frequent / inexistent interactions?

p.30

Metropolitan governance in the Birmingham area
Interview with Sandy Taylor (Senior Regional Adviser – Birmingham City Council)

English local government is traditionally built up upon a two tier system, with County Councils (about 40) and a lower tier of District Councils (of which Birmingham is one). In 1974, six new Counties were created for the six major English metropolitan areas. In the 'Greater Birmingham' area for example, a Metropolitan County was created to cover the seven existing Metropolitan District Councils. The new Metropolitan County Council provided vital strategic spatial, economic and transport planning functions for the conurbation as a whole. However in 1984, the six Metropolitan County Councils were abolished and, locally, the Metropolitan District Councils had to develop new ways of collaboration.

Why was it possible to relaunch the co-operation at the Metropolitan Level in Birmingham?
Historically, the relationship between Birmingham and the surrounding areas has been shaped by a feeling in the neighbouring authorities that Birmingham's agenda was simply about dominating the wider metropolitan area for its own benefit. The acceptance of reform was therefore driven by a number of new factors: recognition in Birmingham that, to punch its weight internationally, it had to develop strategy and alliances at the city-region level; recognition in surrounding authorities, that their future prosperity depended upon being linked to a successful Birmingham; and finally changes to the external environment, which included the Government's Communities Plan, the establishment of regional institutions, the emergence of the Core Cities Group; etc.

What are the new forms of governance that emerged and what is their focus?
There are basically three new forms. First, formal joint partnerships were established between the seven Metropolitan Districts to pick up the responsibilities of the abolished County Council in areas such as transport, police and the fire service.
Second, a number of practical projects were established between some local authorities that demonstrated the practical value of collaboration at a metropolitan level. For instance, a high technology growth corridor is being developed between Birmingham city centre and the city's southern hinterland, a number of large housing projects are being developed that cross local authority boundaries, and the Airport expansion master plan is engaging all of the authorities surrounding the airport.
Third, and potentially the most important in the long term, a City-Region network, comprising the seven Metropolitan Districts plus neighbouring authorities, is being established. Its focus is two fold: first, the competitiveness of the whole city-region (strategic transport, innovation and knowledge industries, place marketing and the development of regional and national facilities, etc.); second the urban renaissance of the metropolitan core comprising the seven Metropolitan Districts).

p.31

PART 2

MANAGING DIFFERENT GOVERNANCE FORMS

5 Managing partnerships

The context in which European cities are designing and implementing their strategies almost necessarily leads them to some form of co-operation with external partners. Partnerships represent one form of co-operation or governance which is more and more frequent. It is based upon some kind of formal agreement (contract, association, etc.) to implement a policy or a project. It gathers partners seeking a positive and concrete outcome from the co-operation, that they could not reach alone. The actual achievements of such partnership working depends on:
■ the commitment of partners to play their part in reaching the common goal and the resources they can invest in the partnership;
■ the will to achieve a win-win outcome for all partners;
■ the trust and respect between all partners;
■ the common belief in the importance and value of the partnership itself (e.g. will it be more efficient or competitive than working separately?)

Vertical partnerships

In most European countries, urban matters and metropolitan functions are the responsibility of several tiers of government (municipalities, regions, national state, Europe) that share competencies on different fields. The increasing need for vertical partnerships in large metropolitan areas is also due to urban spread: the traditional institutional boundaries no longer define relevant metropolitan territories. As a consequence, master planning, transport, social cohesion and economic development issues are often subjected to cross strategies, intervention and funding between different tiers of government. Moreover, in the context of globalisation, major cities develop those vertical partnerships to strengthen their position in their region, their country or even at an international level.

Horizontal partnerships (public-public or public-private)

To implement integrated strategies at the metropolitan level, cities also need to build partnerships with local stakeholders that have different competencies and resources. Such partnerships can involve various types of partners, from private firms, to public organisations or NGOs. They can be focussed on very concrete projects or service delivery; but they can also have a strategic dimension and deal with global and long term issues. Therefore, they take different forms, from a straightforward contract agreement, to a long term organisation taking the shape of an association for example.
In all cases, these partnerships are complex systems, in which each partner has his own goals, his own mind set, his own ways of working, particularly in public-private partnerships.

The organisation of partnerships

Partnership can take various forms and have various goals, according to different national and local contexts.

Among those different forms:

■ Associations or Agencies: debate plate-forms designed to address metropolitan issues between key partners;

■ Charters: agreements on some general principles or strategic lines;

■ Contracts or other types of specific agreements: focus on a particular policy/project and a comprehensive action plan (objectives, time table, funding);

■ European projects (EQUAL, etc.): frameworks for both vertical and horizontal partnerships.

In fact, the issues raised by these different categories of partnerships are quite similar. However, two characteristics make the difference between the three categories:

■ the position of the municipality in the partnership: it is usually the most powerful partner at the metropolitan level, whereas in vertical partnerships, its capacity to negotiate and to make its views adopted is more limited ;

■ the proximity of interests between the partners: in public-private partnerships, the profit orientation of the private sector businesses creates an important cultural gap.

Analyse your situation

If you are involved in a partnership or are planning to be, you should first describe it simply:

■ Which category does it belong to (vertical / metropolitan, public-public / public-private)?

■ Who are the partners?

■ What form does it take (contract, association, informal meetings, etc.)?

Analyse the partnership itself

Ask yourself the following questions about the partnership itself (this is probably even more important):

■ Where does its legitimacy come from (political decision, common interests, common culture, history, etc.)?

■ Does the partnership have precise and well defined goals and priorities?

■ Are the roles of all the partners clearly set? What do they bring into the partnership?

■ Which role does the city level play in these partnerships? Does it have means and influence to negotiate on major points or just on details?

■ Is there a common culture? or what are the different cultures?

■ Do people trust each other and/or trust the partnership?

■ How was this trust/mistrust built?

■ Is there one or several leaders? does leadership change over time?

■ What are the resources of the partnership as a whole?

■ How is power shared among the partners? Who has power? What type of power?

■ How is information shared among the partners?
■ How is the communication system organised?
■ How is the performance of the system monitored?
■ How does the partnership learn collectively? How does it adapt to changes in the environment and improve?

Analyse the different partners

Ask yourself the following questions about each partner and about each potential partner:
■ What are his general interests and priorities?
■ What are his goals regarding the project/partnership?
■ What are his general resources (time, money, etc.)
■ What are the unique and outstanding resources he can put into the project (energy, expertise, useful contacts, information, etc.)?
■ What power does he have to influence the outcome of the project?
■ What is the quality of your relationship with him?
■ What is his cultural background and his type of mind-set?

Think differently

Apart from the official goals, what do you really expect from this partnership working?

Do you see the partnership:

■ as a relationship amongst partners with equal rights and status in a consensual environment,
■ or as an arena for competition and conflict between partners with unequal power?
In both cases, try looking at your partnership from the other perspective.

Is there a risk that your partnership benefits mainly to the more powerful partners - promoting their own interests – rather than to more disadvantaged groups? Do you accept this?

Do you think is it better:

■ to revive an old partnership, set new goals and modernise its organisation,
■ or to create a new partnership from scratch?
■ If you have to build a partnership to support your project, look at both perspectives.

If the partnership fails to meet your expectations:

■ should you blame other individual partners and change the partnership arrangements,
■ or should you try, together with all the other partners to look at the partnership itself from a new perspective and try to keep it going?

p.37

Act differently

Initiating a partnership

Clearly define what goals you have and why you think a partnership approach is best.
Draw up a list of all the potential partners you could need.
Try adding different stakeholders to your list, by challenging the assumptions made about the traditional core competencies of the public, the private and the voluntary sector.
Talk about the idea and find out about those who are willing to take up the partnership challenge.

Choosing the partners

Before building a partnership, try classifying the different stakeholders related to your project according to:
■ the influence they can have on the partnership's goal
■ the quality of your relationship and their willingness to enter a partnership approach

If you place each stakeholder on the following table, it can help you select the level of investment you should put into each relationship. When selecting the stakeholders to start building your partnership, priority will go to those in the top left quarter but you must also find the adequate attitude towards the other stakeholders.

	+	
	Priority investment	Selective investment
Influence on the partnership's goals	Maintain	Abandon
	-	
	+	-
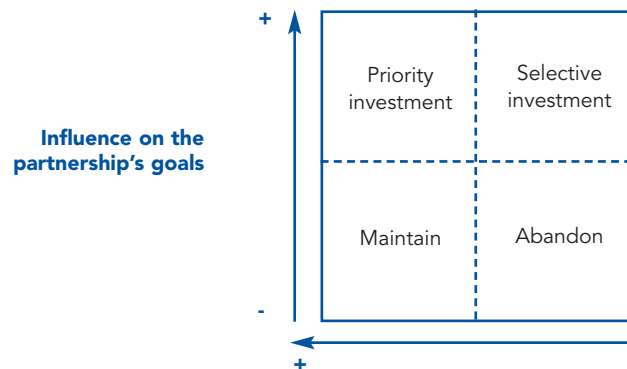
Building the partnership with the partners

One of the partnership's first goals is probably building the partnership itself. You might hold a seminar, supported by an independent facilitator, in order to explore the nature of partnership working. Together, the partners could analyse their partnership from a systems perspective and:
- acknowledge their differences (different resources, different cultures, etc.);
- assume that everyone in the partnership is equally honest, hardworking and competent, and therefore strengthen shared trust;
- analyse together the partnership as a whole (cf. questions above) rather than point out the failures or weakness of individual partners;
- focus on the design, and redesign, of processes and mechanisms, rather than on 'improving' individual people;
- focus on the capacity of the partnership;
- focus on building the capacity of those partners that have less resources;
- adapt the time scale and the work processes, bearing in mind the constraints of all the partners.

Organising the partnership

When organising the partnership, the working mechanisms need to be subject to a 'reality check' to ensure that their need are well adapted to the time scales available for the project, to the capacity of each individual partners, to the skills available to the partnership, etc.

This reality check should be undertaken by the partnership collectively, rather than by the 'lead' partner, as the partnership's effectiveness depends upon all partners having a shared understanding, and shared ownership, of the partnership building task.

Try to write out a document mentioning all the partnership actions and have it formally approved by the different partners in order to ensure their commitment, even in a rather informal type of partnership.

Managing the life of the partnership

Instead of monitoring only the policies, projects and programmes that are delivered by the partnership, you could also monitor and review the effectiveness of the partnership itself. Imagine new indicators such as the percentage of key stakeholders engaged during the year or the satisfaction of partners regarding the communication within the partnership.

Dedicate a person to be specifically responsible for the partners' relationship management (communication, mediation of disputes, spotting in advance potential conflicts, etc.)

Open the partnership to new, unexpected partners. Include members with different mind sets (maybe academics?).

Share credit of successful outputs amongst all partners.

Try to keep the leadership rotating amongst the partners, when dealing with different topics or at different times.

Public-private partnership in Munich
Interview with Theo Bauernschmidt (Dep. of Urban Planning)

Hofmannstrasse is the largest production site of Siemens Inc. with 14,000 employees. It is located in Munich and covers 450,000 square meters. Recently, Siemens Inc. has decided to make better use of the site and convert it into a modern urban neighbourhood featuring office space, apartments, green park areas as well as comprehensive infrastructure to ensure a high quality of life. The project is called Isar Süd Campus and will be completed in 2016 (see http://www.isar-sued.de). It involves strong partnership working between the City of Munich and the private company.

What is special about this partnership between the City of Munich and Siemens?
At the beginning of the project, the two partners agreed on general objectives, seeking to produce a high quality urban quarter with mixed functions. With a common goal and highly qualified staffs on both sides, the work was ready to start. However, things are not that easy. In a way, this type of public-private partnership is a meeting of two worlds with different mind sets, different organisations, and different work cultures. Our overall successful working process needed a lot of fine tuning and was even slowed down in some phases of the project. For example, a public referendum about high-rise buildings in Munich has had a strong influence on the project and its schedule. Overall, with this large project we have learnt a lot about partnership working itself and feel that we could use this experience in the future.

According to you, what is the key success factor of this type of public-private partnerships?
In order for this partnership to work, both organisations need to learn to know each other better. A challenge for both partners is to be more transparent about their internal organisation and processes. They also need to understand better each other's ways of thinking so that communication and co-operation are made easier. One of the success factors of the Isar Süd project is the stability and the commitment of competent actors on both sides, right at the heart of the partnership. Also, one of the key actors plays an important role of mediation between the public and the private "worlds", thanks to his professional background. Finally, throughout the project, three 'forums' have been designed to serve these communication and co-operation processes. An expert board serves as a think tank at a strategic level, an implementation team brings staff from both organisations together, and a steering committee delivers information update for decision makers. These 'forums' help information to circulate, decisions to be made and trust to be built step by step.

p.40

6 Managing citizen participation

Citizens are more and more called upon to participate in public life, policy making and implementation of projects in the city. The reasons for that are both practical and ideological.

From a practical point of view, it helps to keep in touch with the inhabitants, those who benefit from public policies. They can bring new ideas into the policy designing process, they can express their preferences and finally help the implementation process to succeed by taking part in it.

From a political point of view, citizen participation is seen as a way of legitimising policy decisions and strengthening civic involvement. In most European countries, at national and local levels, this participatory democracy develops, not as a substitute for representative democracy but more as a necessary complement. Some legal frameworks for participation have been designed and cultural changes are also beginning to appear. Both elected representatives and officers are modifying their mindsets and ways of working. This new approach to project implementation, more directly related to the end-users and the inhabitants, is probably the most significant change citizen participation has induced in our cities.

Depending on the project, the local culture, and the political will, different forms and degrees of participation can be found. They are listed from the lowest impact of citizens upon policies to the highest:

■ public relations and 'communication' (citizens receive promotional messages about a policy or a project);
■ information (citizens receive relevant information about a policy or a project);
■ consultation (citizens can express their opinion about a policy or a project);
■ participation in planning (citizens take part in the design of a policy or project);
■ participation in decision making (citizens have a direct impact on a decision about a policy or project).

Analyse your situation

If you consider including some form of citizen participation in your strategic project, you should ask yourself three key questions:

Why do you intend to implement a participation process? What kind of added value are you expecting?
■ to improve acceptability of public policy or output;
■ to foster direct democracy as a complement to representative democracy;
■ to build trust between your administration and the citizens;
■ to strengthen civic capacity;
■ to achieve a more effective project/policy implementation (new creative ideas, solutions adapted to the public's needs);

- to develop local identity and civic involvement
- to support or create solidarity between citizens (community building)

Who will participate?
- Which is the population that should participate? (inhabitants, workers, users, visitors, etc.)
- Who are you going to invite and who is going to actually come and participate?
- Do they form a representative sample of the considered population?
- Are they informed about the project and are they competent to give their opinion?

How are you planning to organise the participation process?
- Where and when will the participation take place?
- What type of participation will you implement? Will it be direct participation (meetings) or indirect (surveys)?
- Who will facilitate or be in charge of the process? Will the elected representatives take part?

Think differently

Do you think that:
- all strategic projects need to include a true participatory approach;
- it is a good idea to include some sort of 'alibi' participation in your project, rather than no participation at all;
- or it is sometimes best not to ask for citizens to participate (in order to increase the speed and efficiency of the project, to avoid conflicts, or to save money, etc.)?

To solve the representativeness problem of the people who participate, do you consider:
- that, anyway, those that took part are representative of the population that had something to say;
- that you must find a way to take into account those who did not take part before making your decision;
- or that anyway, you will never be able to take into account everyone's opinion, so you believe that what was important in the participation process was the process itself rather than the result?

For a project with high financial stakes, do you prefer:
- very strong involvement of citizens in the participation process to be sure they will support the final output;
- or, low involvement of citizens to be sure they do not have to much impact on the final output and the project does not get out of hand?

When it comes to decision making or project implementation, do you feel:
- that it is possible to take into account the different – and sometimes conflicting – interests of communities expressed during the participation process and reach a consensus;

■ or that, whatever the preferences expressed by the citizens, some more powerful stakeholder – maybe the city itself – will have to make a decision according to his interests or to the so-called 'general interest'?

Act differently

Setting the scope for participation

In a strategic project:
■ you need political support to define what you want to do, to give orientations and to make final decisions;
■ you need technical competencies to build realistic suggestions and follow those orientations;
■ you need citizen participation to put forward the inhabitants'/users' point of view and to express preferences about different alternative suggestions.

Before you promote a participation approach, you must define the roles of elected representatives, of the city administration and of the citizens. Then you must ensure that each can and will actually play the role that was set for him:
■ the elected representatives need to be involved right at the start and throughout the process;
■ the technicians must be able to explain clearly the different alternatives or components of the project;
■ the citizens must be well informed about the project, they must feel concerned by it, and the participation process must be easily accessible to them (at appropriate times of day and in appropriate places).
In the project, you must identify clearly and honestly where there is scope for genuine community influence over decisions and where there is not.

Organising the participation of citizens

The project itself must be interesting for the citizens, they must feel it is feasible and open to change.
It takes time to build trust and a constructive relationship with the citizens, so appoint one person to lead the whole process – maybe and elected representative. This person will first listen to criticisms and answer questions, before starting to build something concrete with the participants.
Provide sufficient resources to support participation (human resources and organisation, financial resources, time, places…) and to 'educate' citizens and enable them to take part actively in the process.
Appoint someone to create links between the different participation processes in the city and to facilitate exchange of experiences.

Taking into account citizen participation

Imagine solutions for those who feel marginalized by the chosen outcome.
Throughout the participation process, clarify for the participants the role they are playing.
At the end of the process the elected representatives must explain the choices that were made and why some of the opinions expressed by the citizens were discarded.

p.43

Utrecht: Citizen participation in the station area project

Interview with Leen de Wit (project manager of Vredenburg Project)

Vredenburg is one of the first parts of this project to be implemented. The municipal department responsible for the management of this project has designed a strong participation process, especially during the first policy phases, problem definition and planning. Many participation instruments were used such as city debates, public hearings, consultation meetings, information letters, information in local newspaper, or local stakeholders meetings.

Why was a participation approach so important for the municipality?
The municipality of Utrecht had three main reasons to develop such strong participation instruments. First, we believe that participation is important to give citizens and local stakeholders the opportunity to influence the plans. In fact, the democratic values on which this approach is based are central in the municipality's policy. Secondly, by consulting citizens and stakeholders, the project team believed they would gather useful knowledge and insights from their opinion. Finally, the assumption is that participation would yield more support for the project.

What are the main results of the involvement of citizens and stakeholders?
Both citizens and stakeholders participated. Citizens were not very deeply involved but their support was gained quite easily because the project immediately appealed to them. Therefore, our main focus was to give local stakeholders (especially local shop owners and businesses) more opportunities to get involved. Finally, all those who had a stake in the outcomes of the Vredenburg project were convinced and supported the plans. The other stakeholders with fewer stakes remained involved in a more distant way.
The approach we chose was an open way of communication. The aim was to help stakeholders to better understand the overall process. Even though all the decisions about the project are not made and some conflicting interests remain, the stakeholders that participated had a better insight into the considerations of the local government. That was a very important result for us.

What did you learn from the implementation of this participation approach in a large urban project?
According to me, the first thing to keep in mind is that stakeholders and citizens need to be involved at the beginning of a project as we did, rather than consulting them just before the implementation phase. It is also important to clarify precisely what is expected from them. This has enabled us to build more trust and legitimacy around the project and lead to very effective results.
Another important thing that I have learned from this experience is that if you can give people a good understanding of a project they will mostly have quite realistic considerations about it. For example, we tried to explain to local stakeholders or citizens all the dilemmas of the project and discuss these with them. This certainly helped to guide politicians towards good choices and also enabled citizens to understand the choices that were made. I believe that this is what participation approaches are all about. In my opinion, it is the role of politicians to make the decisions and find solutions to the dilemmas, using their wisdom and their broad vision. Citizens or stakeholders cannot make the decisions in their place!

p.44

7 Managing projects

Within an administration or a partnership, the implementation of strategies is facilitated by a project organisation and management mode, which often form a transversal organisation within the traditional hierarchy.

One way of organising activities in an integrated manner and with different partners is through project-based management. In a project resources are organised in a novel way to carry out a unique scope of work of given specification within constraints of time and money[1].

Quality

Cost   **Time**

A major difference between project-based management and other ways of organising work is the equal attention that is given to the quality of the work, the cost constraints and the time constraints. This quality-cost-time triangle highlights the three goals that project managers need to reach simultaneously, and reveals all the difficult trade-offs that have to be made.
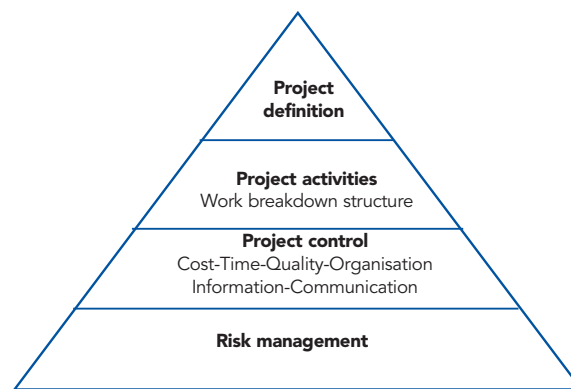
Projects are normally managed following a carefully designed plan, with:

■ **Project definition:** The final purpose of the project and the specific results which the project has to deliver.

■ **Project activities:** All the activities needed to reach the results defined are listed following a work breakdown structure showing the order in which the activities have to be carried out, the relationship between them and the time each of the activities will take.

■ **Project control:** The mechanisms through which the efficacy and efficiency of the project are ensured. Costs are managed with computerized budgeting systems. Time is managed according to a milestone planning system with bar charts. Quality is managed using quality assurance and quality control systems. The project organisation is managed by clearly assigning roles and responsibilities, using contracts to ensure proper work is done and adopting a simple reporting structure. Basic roles in any project organisation are those of the project sponsor, the project manager and project team members. Information is managed through a project management information system, in which procedures for decision making and data storage and retrieval are laid out. Controlled communication with the environment of the project is carried out based upon a communication plan in which target groups, media and messages are defined.

■ **Risk management:** This approach aims to foresee and therewith reduce unpleasant surprises. In a risk management system potential risks on the project are listed and their expected impacts are assessed. Strategies to cope with these risks are developed, carried out and monitored. Risks management is usually carried out on the quality as well as on the cost and time aspects.

1- R. Turner, The handbook of project-based management, 1999, Mc Craw Hill.

As a consequence, it is obvious that project management requires both some organisational skills to follow this plan and some relational skills to obtain a strong commitment of all the project team members, and the support of the project sponsor.

Within your city organisation, project-based management will organize the work across the traditional departments. This matrix organisation can often result in power struggles between project managers, which seek to achieve their project plan and line-managers, which usually function along sector based lines. The resulting conflicts can only be dealt with by a strong steering from the top management, and cultural change within the whole organisation.

Project definition

Project activities
Work breakdown structure

Project control
Cost-Time-Quality-Organisation
Information-Communication

Risk management

Analyse your situation

Your organisation and project management

Is project management seen as a profession within your organisation?
Is there a training policy to develop project management? Are enough resources spent on project management training and skill development?
How would you, yourself, define your position and role as project manager in the organisation?
Are there conflicts of power between projects managers and line managers? Are they made explicit and are they resolved?
Does your management system encourage partnerships on projects between different departments? How and on which aspects?
Are specific budgets, of money and human resources, allocated to projects?

The management of your project

Do you write a project plan before the start of a project?
Do you, as a project manager, refer to a clearly defined project sponsor?
Do you set up specific project teams and do you assign specific responsibilities towards its members?

Are you as project manager endowed with clear responsibilities and resources?
Do you have enough knowledge and skills about project management?

Think differently

Do you think that problems with project working between different departments or organisations are mainly due to:
- the organisational structure and the set procedures;
- human and culture reluctance;
- or both?

In your city, do you believe that:
- more work should be organised in separate projects;
- more links should be found between existing projects;
- or more resources should be given to line departments to cope with cross-sector projects?

To develop more project-working in your city, do you need:
- to share good examples of ongoing projects throughout the organisation and get people interested;
- to share information about starting projects and to facilitate contacts between different departments so that project teams can be developed more easily;
- or to create a clear structure and organisation for project management, with clear roles, clear budgets, clear reporting systems, etc?

If your projects are failing to achieve their expected results, is it:
- because you do not take enough time to collectively and clearly define the expected results;
- because the structure and procedures of the projects are not strong enough;
- because people involved are not cooperative?

Do you think it is better:
- to anticipate all that can go wrong and prepare some alternative plans;
- to design a project structure that is flexible enough to adapt to possible failures or unexpected constraints?

Act differently

Change your general behaviour

Talk and meet colleagues from other departments. Try understanding their projects, their ways of working.
Enlarge the scope of your work by looking at it from more and more different perspectives.

p.47

Include specific control elements in the way you organize your work.
When you don't know how to solve a problem, try asking someone from another department and listen to their suggestions

Manage your project differently

The start up meeting is important, to gain trust and commitment of the partners and to design a clear and complete project plan, together, at the start of the project.
Try to express the expected results in clearly defined and measurable terms.
Plan in advance the different tasks to be undertaken, with a precise time-table and a deadline.
Clarify the resources needed for the project, including the working hours to be spent. And check the resource allocation between the different partners and team members.
Remember all the roles are important in a project, the project sponsor, the project manger, and the team members with specific skills. If one is missing, the project might fail.
Write down the commitment of all the participants in a contract, describing who does what, with what resources and before what deadline.

Project Management in Greater Lyon
Interview with Simon Davias (Coordinator for the implementation of project management)

In Greater Lyon, you have launched a new program to improve Project Work. Could you tell us why?
Greater Lyon is a very large public organisation, with more than 4000 employees, and with an incredible number of simultaneous projects going on. How can we share information about who is responsible for what, about who decides, about the final deadlines or the global cost of each project, etc.? A clear answer to all those questions would probably improve the overall efficiency of our organisation but also the individual comfort of all those who are involved in projects.

What concrete initiatives did you implement?
First of all we tried to get people to share a common language and a common culture, so we wrote a guidebook and launched a training program for all those that are involved in projects. Project managers and line managers are also trained in using software for physical and financial monitoring of projects that was specially designed for Greater Lyon. Finally, a group of internal advisors has been set up to help project managers and line managers to use the software, on the job. For the moment, half our projects are already monitored with the software, but we still have a lot of work to do!

Now that you have launched this program in your city administration, what new issues are you facing?
First, we must stay close to the preoccupations of project manager and assist them in their work. We must help them to set up operational project teams and use our software on the long run. Secondly, we need to share the project management culture with officers that are not directly involved in a project. This is really necessary to crea-te links between line management and project teams. We have already started to organise meetings and pre-sentations in which we can discuss the meaning of project management with all our colleagues and prepare the evolution of our public organisation.

p.48

8 Managing networks

In our modern societies, the relationships between individuals or between organisations (firms, local authorities, pubic organisations, NGOs, etc.) are more and more complex. Along side hierarchies and contracts, network links are taking more and more importance. They are less formal, less stable, less visible, but can be very strong and efficient. In European cities, networks appear as a form of governance attempting to counterbalance the fragmentation of the metropolitan administrations and territories:

■ partnerships are useful to design and share the implementation of policies or projects between several partners. They require some kind of formal agreement and commitment towards a common goal that could not be reached by the partners individually;

■ networks are useful to create some coherence in the strategies of the different members of the network. They allow for exchange of information, for better coordination, for building a common culture, and gather members around a shared vision.

From a practical point of view, a network is:

■ a group of people or organisations linked to each other by non hierarchical or contractual relations;

■ a common goal or vision (not necessarily operational);

■ a flexible system, with various types of links between the members;

■ an open system, which allows for arrival or departure of members;

■ a feeling of belonging, which ensures the stability of the network in time. Finally, networks we are dealing with here are not just people that happen to meet each other from time to time and discuss some ideas. Networks need to be managed if they are to become efficient forms of governance. Therefore the final characteristic of a network would be that it is managed in some way, by one or several people.

In a metropolis, many kinds of networks can be found. For example, some can gather public actors from different tiers of government seeking to deal with the issues related to the metropolitan territory, for which none has direct responsibility. Some can gather private and public actors to deal with the issues of a specific sector of the economy and to coordinate their efforts. Obviously, such networks can sometimes give birth to more formal partnerships or start working on concrete projects, other forms of governance being developed in the process.

Analyse your situation

Are you member of a network (or several networks)? Is the project or policy you are responsible for directly related to the network's purpose? How does it related or could it relate?

Given the project or policy you are responsible for, can you identify other networks which could be relevant?

To identify and analyse a network:
■ clarify the purpose of the network;
■ identify the actors;
■ describe their roles (theoretical role, wished role, actual role), especially the coordination/management role;
■ describe the relations between the actors (draw a matrix of relations, identify central actors, analyse the type of relations, the connectivity of the network);
■ analyse how it is related to your policy or project.

Think differently

When considering a network:
■ do you believe the common goal was chosen and built collectively by the members;
■ has it be imposed on them by one of the members or by a powerful outside actor?
Does this have an impact on the efficiency of the network, on the trust and feeling of belonging, on the actual usefulness of the network?

Act differently

If you are in charge of a network or part of one, think about the following success factors:
■ existence of strong personal relationships;
■ involvement of a already existing professional community;
■ personal involvement of key players;
■ being free of institutional constraints;
■ having a limited number of members;
■ clearly stating the added value of the network for the all the members;
■ organising and structuring the meetings and the exchange of information;
■ making the progress and the outputs of the network visible, within the network, and outside the network;
■ clearly identifying a leader and a facilitator;
■ building a feeling of belonging;
■ ensuring the sustainability of the network.
Which are the most important, according to you? Which are not relevant?
Based on this list, how can you improve your network?

If you experience difficulties to implement a project or policy because of coordination problems with various actors (within your organisation, or outside), why not try networking?

You can link up to an existing network:
■ try to identify existing networks that deal with problems similar to yours (at the same territorial scale, in the same field of activity);

- start to link up with some of the members of such a network, make yourself known to the facilitator;
- show your interest for their common goal and share information and experience;
- commit yourself to their meetings or their work process.

Or you can try starting a new network:
- identify the important players concerned by the same issues as you are and initiate interpersonal relations;
- define in a few simple sentences (with the help of the other future members) the objective of the network;
- find a volunteer to facilitate the network or commit yourself to that role;
- start up the network (meetings, exchange of information, communication, group building, etc.).

The Birmingham Community Strategy

Interview with David Howl (Co-ordinator of the First Community Strategy – Birmingham City Council)

The Birmingham Community Strategy comprises a long term vision and action plan for the city as a whole. It is a statutory requirement, and the City Council is required to produce and implement it through a local partnership.

How did Birmingham go about producing its first Strategy?
Well, we were conscious of frequent criticism that the Council did not always engage partners as much as they would like, so we deliberately designed a highly collaborative process. A network of about 40 officers was established with representatives from all the key Council departments, local agencies and existing partnerships. The intention was that each member of the network would have a major role in preparing and implementing the strategy.

Was this approach successful?
Unfortunately, no! In my view, there were two broad types of problem. First, whilst the partners were very enthusiastic, in practice the officers in the network could not commit the very substantial amounts of time required to contribute in the way that was envisaged. Second, although in theory the process was a high quality one, in practice the City Council could not devote the staff resources required to maintain the systems and processes required - for example, to deliver good public participation, performance management, communication, etc.
So what were the lessons for you? In effect, we were well intentioned but too ambitious, and unrealistic about the effort required to lead such a large collaborative exercise. For me, the learning point was that you must match your processes and systems with the staff resources available to you and your partners. If these resources are limited, keep your systems simple and easily maintainable; conversely, if you want a high quality process, make sure that you and your partners provide the capacity to operate, and maintain, the complex systems that such a quality process involves.

p.51

PART 3

DEVELOPING EFFICIENT GOVERNANCE PROCESSES

Interact Guide "Urban Governance in Practice"

9 Exercising leadership

The function of leadership is to generate new directions for a city, an organisation, a partnership or a team. Exercising leadership has two dimensions:

■ the first is about sensing an opportunity, having a new insight, taking a risk or forging a new way ahead;

■ the second is about enlisting support and really inducing a change in direction.

The first dimension requires inspiration, creativity and a spirit of adventure. The second one is based upon on various conscious or unconscious influencing skills. Some leaders show charisma and passion, some are quietly persuasive, some use their legitimacy and power and others simply lead by showing the example.

The essence of leadership is not necessarily linked to a position of power or of management. Someone cannot either be officially appointed to be the leader if he lacks the potential. In fact, some people simply happen to become leaders, for a certain time, on certain topics or in certain circumstances. This occurs when others acknowledge their ability to design a new insight (the first dimension of leadership) and to enlist support (the second dimension of leadership).

Usually, in our cities, the only people who can actually induce change in direction – and therefore become leaders - are those in position of power (high management, elected councillors, etc.). The administration and the existing partnerships are not always open to the emergence of other leaders and, as a consequence, they sometimes miss opportunities to be innovative by waiting for leadership coming solely from the top.

When talking about a new urban strategy, the initial leadership is usually political and exercised by an elected councillor who has the greatest legitimacy to do so. However, in the implementation phase of a project, it appears that exercising leadership is not always a top-down process, dominate by those who have power. It can sometimes be shared by different partners and even change hands through time, according to opportunities and competencies.

Analyse your situation

Analyse leadership at all the different phases or in different parts of your project by asking yourself:

■ Who is the leader? The person that others believe to be the leader?

■ Where does his/her leadership come from? From his/her hierarchical position, from his/her charisma, from his/her competencies, from his/her exemplarity, from his/her enthusiasm?

■ What is the new direction or the new idea that he/she promotes? Is it a general strategic orientation, a new way of working, a new output for a policy?

■ How does the leader enlist support for this new direction or new idea?

p.55

Is it by logical persuasion, by offering financial compensation, through personal skills, through authority?

Phases or parts of the project	Who is the leader?	Where does his/her leadership come from?	What is the new direction that he/she promotes?	How does his/her enlist support for this new direction

Is the leader always the same person? Is the leader always someone in a position of formal authority?

Think differently

To launch a strategic project in your city:
■ is an elected councillor always a necessary leader;
■ or can the leadership be exercised by someone else, with the backing of a councillor?

To promote leadership and change, do you think that you should try:
■ to back people with innovative ideas and give them the means to find support and become leaders;
■ or to suggest new directions to people who are already in position of power and capable of inducing change?

Act differently

To identify new visions and insights

Political visions are always a starting point in cities strategic projects. Try to identify the elected representative that promotes the idea that is relevant for your project.
Promote a learning organisation, where new ideas are produced by the organisation through exchange, team work, personal development, etc.

To gain support

If using authority is not the only leadership style, why not think of the following:
■ use logical argumentation and persuade some important partners to follow your lead,
■ convince and enlist opinion leaders (experts, media, personalities, politicians, etc.),
■ show enthusiasm and use charisma to get public support,
■ set an example and do yourself what you would like others to do.

To become a leader, understanding the power system in which you are working will probably help you enlist the most useful supports.

To foster leadership in others

First, keep a look out for leadership coming from unexpected people, within or outside the partnership.
Then, give them the opportunity to express their ideas and maybe you will recognise an enlightening vision for your project.
Finally, as you cannot appoint them to be the leader, you should be supportive and find a way of empowering them.

Genoa: New initiatives in Quarto Alto
Interview with Paola Cermelli (Director of Citizen Services – Municipality of Genoa)

Six thousand people live in the district of Quarto Alto. It was built at the end of 80's on farmland but the urban development was not very well controlled by the Municipality. The neighbourhood rapidly became the scene of many social problems, with high unemployment, vandalism and crime. Overall, the district lacked basic urban facilities, the social services were poor and the public space was quite neglected.

How did a new project emerge to improve the situation in Quarto Alto?
In 1997, Don Enrico, a priest of the Salesiani Order, took the initiative and launched a project seeking to improve the quality of life in the area through a participatory process. Since the beginning the inhabitants were involved in the project, a team carried out some research about the real needs of the inhabitants, they even organised a referendum and trained some volunteers to take part in concrete actions such as gardening, assistance to the elderly, sport activities for the children, etc.. This process gave birth of the association 'Progetto Quarto Alto'.

Did this initiative seek the support of the Municipality?
Right at the beginning, the project depended a lot on Don Enrico as a charismatic leader. He promoted a new vision for Quarto Alto and gained the support of many local citizens by activating many networks of relations. After the creation of the association, this local initiative founded on citizen participation started to obtain some support from the Municipality. However, the latter never took over the leadership and management of the project. In a sense, the fact that the leadership is still held by the voluntary sector can help gain a high commitment from the inhabitants who feel they are responsible for their own wellbeing. But, there is always a risk that voluntary efforts can decline if there is no stronger involvement from the Municipality.

How could the Municipality perhaps share the leadership?
We want to show the commitment of the Municipality in the project, and show that we are follow closely this initiative but we do not wish to impose ourselves. If we took over the leadership and created a project team internally, the whole project could loose all its legitimacy that was originally based on citizen participation. Several departments support the project with financial investment in many of the association's activities and promotion of all the participatory activities.
In a way, by doing so we try to stimulate this participatory approach which fits in with our global strategy to promote Genoa as an Educating City. But we believe that it is important for all projects of this type to share the leadership with local stakeholders. In this particular case, it was a great opportunity to benefit from an original impulse coming from local inhabitants.

---

p.57

10 Decision making

In the implementation of urban strategies, many decisions have to be made about resource allocation, problem solving, direct action, management or partnership building. Traditionally, local government is based on a dual decision making process involving politicians and officers. Elected representatives are said to base decisions upon political values and judgements or loyalty to a political party, whereas officers are seen to make decisions on the basis of expert technical knowledge and a rational analytical process.

In reality, the distinction between political and technical decision making processes is not clear cut. Officers/experts are not perfectly and objectively rational, they have a partial educational background, they have underlying political values, they owe loyalty to their particular profession, they have self interests and make opportunistic deals with each other. Just like politicians. The latter being also 'rational' in a way because their decisions are actually made on the basis of a reasonable evaluation of the consequences for the city as a whole and a strong day to day link with the public opinion which officers sometimes lack.

Finally, both decision making processes are subjective, judgmental and political. However, they introduce relevant skills and experiences into the overall decision. In addition, this dual system provides an important check on decision making, because it subjects decisions to scrutiny from at least two different perspectives.

Furthermore, the implementation of integrated strategies in cities often leads to a decision making process involving other external stakeholders. This adds to the complexity by introducing more different 'rationalities', different cultures and different interests, but complexity does not necessarily lead to inefficiency. There again, different points of view can actually improve the decision and make it acceptable to more people.

To sum up, power structure is probably the most relevant criteria to understand the decision making process and explain its outcome: those who have more power or who can gather more support will probably have more influence on the outcome. And efficiency is probably the most relevant criteria to assess the outcome of a the process: does the decision meat the initial goals in the best possible way, acceptable and desirable by most people.

Analyse your situation

Who are the partners/stakeholders that really take part in the decision making process?
To what type of 'rationality' do they refer?

How is power distributed amongst the different participants in the process?

Who is dominant, politicians, officers or other stakeholders?

What are the factors influencing the decision making process? Especially external factors such as economic or social forces, financial restrictions, etc.

What is the aim of the decision making process? How do you plan to assess the results?

When is the deadline (if there is one) for the decision to be made?

Think differently

About the process
Do you think:
■ that those involved in the implementation of the decision should be part of the decision making process;
■ or that this would reduce the efficiency of the decision process?

Do you believe that a citizen participation process:
■ can never really influence decision making for a strategic project;
■ can influence the decision if you ensure a strong involvement of the decision makers in the participative approach;
■ can influence a decision if participation is limited to those aspects of strategy that are realistically open to public influence?

About the outcome
Once you have started a decision making process:
■ can 'not deciding' be the good decision;
■ or should you always try to reach a conclusion in order to implement your project?
All decision has an opportunity cost. Deciding to expend some resources on a project is also a decision not to use those same resources to address another issue. Therefore do you believe:
■ you should always critically analyse the outcomes of your decisions from a 'who gains/who loses' perspective;
■ you can reach an outcome that is the 'best for all'?

Act differently

To create new orientations

When making a decision, instead of looking at problems to solve, also seek opportunities to seize.
Organise group decision making in order to avoid 'groupthink' (ie. the group thinks the same as the first person to speak or the loudest person to speak): structure the debate to let different opinions express themselves and be taken into account.

When making a decision, check it first against the initial goals. But you should also analyse the peripheral consequences, the acceptability and the feasibility.

To solve problems

When tackling a problem, avoid symptom-solving decisions and try to analyse the causes before making a decision.
When making a decision, consider indirect actions that can lead to the desired effect.

Belfast GEMS project
Interview with Siobhan Watson, (Economic Development Manager)

Belfast GEMS is a local employment initiative, launched in 2002 to provide a co-ordinated and effective network of employment support services which meet the needs of long-term unemployed people living in South and East Belfast to return to work. The South Belfast Partnership Board adopted full responsibility for the organisational management, and administration of Belfast GEMS, as a subsidiary of the oval partnership board which also covers arts and culture, health, housing and environment, etc. The funding was secured by Belfast City Council, Laganside Corporation, the Department of Employment And Learning, and Belfast Local Strategy Partnership.

How was this project structured with the different partners?
For the operational management of the Belfast GEMS team, the Director reports directly to the CEO of South Belfast Partnership Board. Alongside the core staff an Advisory Group was designed to help inform the strategic direction of the project as well as oversee the monitoring and reviewing of the project performance. It comprises the statutory bodies, the non-governmental agencies and community based organisations that have significant influence and input into the operation of the project. It obviously includes the funders of the project and is chaired by the CEO of South Belfast Partnership Board.

How did you deal with such a complex structure to ensure a smooth decision making process?
We made a clear separation of operational and strategic decision-making. The day-to-day decisions are taken by the CEO of South Belfast Partnership Board and the Belfast GEMS Director, while the Advisory Group is more involved in future planning of the Belfast GEMS initiative. This separation has proven to be a tool of good governance, enabling the operational decisions to be made without too much bureaucracy and the strategic thinking to have more perspective. Interestingly, this process was not designed by some conscious effort but because, initially, importance was mainly placed on trying to get on with running the project. The members of the Advisory Board were content with a more distant role in the project and trusted the CEO of South Belfast Partnership to lead the project efficiently and according to their common goals. The simplicity of the decision making process depends a lot on this leadership and the distribution of power within the partnership. The funding partners have agreed to delegate the operational management to an existing structure and keep some control through the Advisory Board. The project also works as long as the non-funders accept to take part in the Board and contribute their ideas, although their real power remains low.

p.60

11 Building trust

The implementation of complex strategies always involves different partners from within your organisation, or from outside. This requires some kind of management skills related to co-ordination and collaborative working. The most obvious and easiest way of getting people to work together is to design:

■ formal contracts, in which the activities of all partners are defined and agreed upon in advance;

■ performance contracts, in which partners agree upon goals rather than means;

■ hierarchical relationships, in which the roles, the rules, the procedures and the responsibilities are defined for all.

However, there are other approaches to nurture efficient collaboration between people. Not everything can be codified by contracts, rules and procedures, a lot is based upon implicit knowledge and mechanisms. Trust is probably the most important of these informal co-ordination mechanisms and it is necessary to encourage different partners to work together in an efficient way.

One trusts a partner when one assume that he will act – including in unexpected circumstances – according to behaviour rules that one finds acceptable. It does not necessarily mean that one shares his goals and agree with his choices totally, but one feels he is both competent and honest.

Mistrust, on the opposite, comes from the fear one has that a partner will not act in an acceptable way. This fear can be based upon:

■ past 'betrayals' or inadequate behaviours (of this person or of a similar type of person) that make you feel he is unreliable;

■ a lack of information and communication between the partners that do not know each other well;

■ unbalanced power between the partners, that can make one want to take advantage of his position;

■ unequal commitment to the common project, that can lead to partners backing out of their responsibilities;

■ initial disagreement on goals or strategy, that can lead to individual strategies with negative effects on other partners; etc.

Building trust means creating a positive context for working with partners. Successful outcomes of this work can reinforce trusting attitudes and launch a positive spiral of trust and collaboration.

Analyse your situation

How would you characterize the level of trust between your individual partners (the people you have to work with, inside or outside your organisation)? What signs can you identify? What mechanisms are used to build trust?

In the project you are dealing with, how would you characterize the level of trust between the partner institutions, organisations or departments? What signs can you identify? What mechanisms are used to build trust?

Think differently

How do you choose partners for a project:
■ is it because their organisation is trustful;
■ is it because you cannot do without them;
■ is it because you trust them personally as individuals?

When building a partnership, are you aware that you are taking a risk with some of the partners?
In that case, will you:
■ design a strong contract binding you together and committing them to your project;
■ or try to develop a trustful atmosphere and rely on informal commitment?

Act differently

In a situation where trust is lacking, it can be built into a partnership or an organisation following two different approaches:
■ a small steps approach: small achievements, which are acknowledged as group achievements, help partners to know each other better and to commit themselves to further projects;
■ a more comprehensive approach: the partnership is first built upon a clear political goal and some formal agreement on procedures. Then, if the partners are well chosen and agree to work together, if communication is maintained, trust will slowly build itself into the project.

In a situation where trust is already present or growing, it needs to be nurtured through:
■ continuous and transparent communication about the work process and achievements;
■ recognition of the collaborative achievement (joint credit and ownership);
■ careful management of the decision making processes, of the power balances, of the shared leadership, etc.

In any case, remember that building trust is an ongoing process, trust is never given, it is always building itself. Try to keep up the trust:
■ when new partners come in, and others leave the project;
■ when circumstances change, the context becomes more or less favourable;
■ when the first outputs of your project become visible, and some are successes, some are not.

Malmö: urban renewal in the Western Harbour
Interview with Mats Olsson (Director of the City Planning Office)

The Western Harbour is a 160 ha area very close to the city centre. It is a former shipyard that is being transformed into a new modern city district, with housing, offices, shops and local services. The project started in 1998 to build 25 ha of the area for the European Housing Expo in 2001, testing new ideas for a sustainable urban environment. Today the urban renewal project continues, to create a large, densely populated and environmentally sound neighbourhood.

It must have been quite difficult to get many different partners to work together on such a large and innovative project. How did you manage?
As you pointed out, we are faced with two major issues here, for the management of this project. First, it is a very large project that has been going on for many years. That means that we have to organise co-operation between many different partners, some public and some private, with different backgrounds, different interests and different mindsets. And this is even more complex when some of these partners change over time and we have to keep the work going. The second issue is related to the innovative and sustainable results we want to achieve. As a consequence, we constantly needed to stimulate creativity and allow the different partners to express their whole innovation potential quite freely. To deal with those two issues we chose to develop a very light and flexible partnership approach.

How did this partnership working reach its ambitious goals?
We organise very frequent meetings and workshops with all the external partners of the project, the building companies, and the city planners. Parallel to this, a similar co-operation group was formed within the municipality with all he involved departments. No formal structure was designed but these frequent meetings, the shared vision for the project and the necessity to solve problems together, led to building more and more trust between all the partners. Obviously, trust is necessary to make a co-operation work on such a large project but I believe that trust is also very important to create innovation. If you trust your partners, you can take the risk of trying out a new idea.

How did the City Planning Office and the municipality show the way, prove that they are trustworthy and contribute to build trust into the partnership?
The first sign we sent out was the commitment of our hierarchy to the project. I myself, as Director of the City Planning Office, chaired all the meetings with the partners. But we also showed our will to try implementing new approaches in the project. We created the LOTS/PILOT group with junior representatives from different departments. The group was asked to look at planning from a fresh angle and test new ideas. It especially focussed on transparent communication and citizen participation.

p.63

12 Managing in the power system

The role of management is to implement or execute strategies efficiently. However, different styles of management are best suited to different environments:

■ in a consensus environment, management can be defined as 'helping the partnership/organisation to achieve its collective objective';

■ in a conflict environment, where actors have different policy priorities and vested interests, management can be defined as 'influencing the partnership/organisation in order to achieve what the manager perceives as desirable outcomes, despite the lack of consensus.

In both cases, the manager has the same responsibility to achieve positive outcomes – the difference in the conflict environment is that the manager's definition of positive outcomes is not shared by all partners. Then, the manager's influence is achieved through the building of partial alliances rather than universal ones. He has to play within the power system of the partnership.

Ideal models of partnerships and organisations are generally built upon the assumption that partners either already share a consensus, or, that there is a universal commitment to achieve consensus over time and that this commitment is possible to achieve in practice. As a consequence, consensus building is often presented as one of the priorities of a good manager.

However, conscious understanding of the different interest groups within the organisation/partnership can lead to design other management approaches based upon power relations.

In a relationship, one individual is said to have power over others if he has the capacity to obtain favourable outcomes for himself in this relationship. Managing in this power system implies:

■ understanding who has power and analysing the relationships between the different partners;

■ understanding where does power come from (coercion, legitimacy, expertise, human or financial resources, control over information flows, access to key external decision makers, etc.);

■ negotiating and manipulating power relations or establishing alliances to achieve goals.

Analyse your situation

The power system in your organisation

What are the interests of the different partners/colleagues involved in the implementation of the strategy?

What power do they have? Where does it come from?

What power do you have? And what power do others think you have?

What are the positive outcomes that are expected from the partnership/organisation?

What are the positive outcomes you personally await?

Management styles in your organisation

Would you say your work organisation is consensus oriented or conflict oriented? What style of management do you think is best suited to this situation?

Personally, what style of management approach do you feel more at ease with? Should you change your style?

Think differently

If you feel you do not have much power in your organisation/partnership, do you think you should:

■ find means to increase directly the power you have (increasing your legitimacy, your expertise, your financial resources, your control over information, etc.);

■ find means to reduce the power others have over you be challenging the conventional belief that they are powerful;

■ or share the little power you have with other partners so as to increase its overall effects?

In an organisation or a partnership, do you feel it is better to:

■ clearly identify conflicts and open negotiation on those terms before moving forward;

■ or always seek to achieve consensus - even on some very general terms – in order to move forward, leaving individual partners interpret some points in their own ways?

If you are aiming at a long term consensus to implement your strategic project:

■ are you prepared to use any short term tactic;

■ or do you feel that the end does not justify the means?

Do you think:

■ that it is possible to design a policy 'for the benefit of all';

■ or that you will always have to chose 'who gains and who loses'?

Act differently

Managing the everyday life of a project

When building a partnership or a team for a project, seek to design work processes that achieve a distribution of power that is consistent with the aims of the project. For example, think how difficult it is to integrate voluntary sector partners effectively into a project and give them some power, while they usually have limited resources.

When you are managing a project, provide plenty of time and space for individual negotiation and 'deal making' between different partners. A process built mainly upon public or group meetings will probably result in difficult issues being avoided.

Also imagine 'social events' or 'team building' sessions that can help create an environment where conflict is more easily managed, where partners can take time to understand each other, forget personality clashes and prepare the way to more mature negotiation, compromise and deal making. Always keep the contact with those you are in conflict with.

Power games and negotiation

When negotiating with partners:
■ try to separate the people from the problems;
■ avoid starting with a set position but try to focus on your underlying interests;
■ invent options for mutual gain and win-win outcomes;
■ discuss upon objective criteria.
In the negotiation, avoid acts of coercion as they invite acts of resistance or retaliation.
During a negotiation, avoid making enemies amongst partners. You may not need their support at the time, but during the life of the project, you will probably have to be able to work harmoniously with every partner.

Budapest: a comprehensive transport and parking policy
Interview with István Schneller (Chief Architect of Budapest)

In 1993, the Budapest Municipal Assembly voted a comprehensive transport and parking policy which was to be implemented throughout the 23 Districts of the city. Its main goal was to improve transport conditions within the city by increasing the level of public transport and regulating parking. The introduced parking fees were meant to help finance off-street car parks and public transport.

How did you try to implement this strategy in the context of Budapest?
Our context is very complex and the implementation of such an integrated strategy requires very strong management skills. The organisation of our city is very decentralised and fragmented (with districts having almost equal rights to the municipality); even for parking issues many different stakeholders are involved. Because of the EBRD loan taken for the project, it became necessary to establish a Project Implementation Unit within the municipal structure, helping the cooperation between different departments. In the course of the years three parking associations of district governments were formed, which agreed to unify their parking policies. The cooperation between these organisations is not perfect and the implementation of the comprehensive parking strategy is still only partly achieved.

Where do the problems come from?
The implementation of this parking strategy illustrates very well the power games that can occur in the case of such complex issues, requiring comprehensive and integrated strategy. The Municipality of Budapest, the different district governments, and the parking associations each use their power to serve their different interests. The districts have different political colours, even the parking companies functioned on different bases, mixing public interests and profit-oriented functioning in different ways.

How could you manage such a situation?
There is an urgent need to counterbalance the political power with two other forms of power: legal power based on a comprehensive regulation about the payment of parking fees; and professional power based on cooperation between the technicians responsible for the implementation in the Municipality of Budapest and the district governments. That is why I believe that we should create a dedicated agency to manage transport and parking issues, where all the stakeholders could be involved and negotiate in a unified framework.

13 Consensus building

Most public policies today include some form of participation through which external stakeholders can share information, exchange arguments and intervene to some extent in the decision making process. Partnership approaches even move a step further by involving external stakeholders throughout the entire process, right up to the implementation phase of strategies and projects.

The dominant idea underlying these management approaches is that consensus should be found amongst the partners and the community in order to design and implement the best policies 'for the benefit of all'.

Building consensus within a partnership or around a project does not necessarily imply that all partners get what they want individually, it means reaching a common explicit agreement, acceptable by all. A truly consensual process is therefore based upon a unanimity decision rule that should ensure:

■ a greater legitimacy of the strategies and projects;
■ the speeding up of implementation because the partners are more committed;
■ the reduction of subsequent conflicts and even legal challenges;
■ the quality of the solutions designed (innovative, adapted to all needs, well informed, etc.).

Analyse your situation

Have you clearly identified the strategic goals for which you want to build a consensus?
Have you identified what consensual result you think can be achieved?
What are the personal goals that you are prepared to abandon for the sake of reaching a consensus with your partner?
Have you identified and involved in the consensus building process all the most important stakeholders for your project?
Are the roles, interests and resources of the partners clearly identified by all to start with? Does the organisational structure of your administration/your partnership allow for this clear identification of roles?
Are all the partners committed both to the project and to the consensus seeking process? How can you measure this commitment?

Think differently

Have you thought of new conflicts that can arise from a consensus building approach:
■ conflicts over who takes part in the process and who is left out;
■ conflicts over the meaning of some 'consensual' terms used in the agreement;
■ conflicts over what was not included in the final agreement?

p.67

Do you think:

■ that a consensual decision will commit all the partners to move forward on very strategic issues;

■ or that there is a risk that such a decision lacks strength because it is based upon the 'lowest common denominator'?

According to you, the process of building a consensual strategy:

■ should lead all partners to progress together;

■ or might lead to conformity rather than innovation?

If you want to attract participation and stimulate innovation do you think:

■ that it is a good idea to promote a participatory approach that seeks consensus, where everyone feels their opinion will be taken into account;

■ or that it is better to support other means of expression (think tanks, street demonstrations, etc.) in which some people feel less constraints and more sense of purpose?

Act differently

You can choose a consensual approach

Make sure that you avoid creating unrealistic expectations about what it is possible to reach through consensus. It can be a good idea to discuss limited issues: a strong and enthusiastic consensus on precise issues can be more efficient that a weak consensus on more global issues.

Gather all the key stakeholders around the table and make sure they have enough resources to actively take part in the consensus building process.

Building consensus for the implementation of a strategic project is easier if everyone agrees to start from:

■ a clear political mandate or common goals;

■ proven community needs;

■ existing financial resources, shared amongst the partners.

If there is no such starting agreement, the consensus building process should start by defining those three points.

Give enough time to the consensus building process for all partners to express themselves, but you must also at one point stop endless debates and impose a decision.

You can try another approach

Consensus building can be time consuming and requires a strong involvement of all the partners to reach a consensus. Try another approach if:

■ the partners are not prepared to invest time and money in the process;

■ you do not wish to leave the less well endowed behind;

■ you feel some important stakeholders do not wish to take part in consensus building.

A participatory approach can be more adapted:
■ listen to the expression of different opinions and points of view (individual interviews, group meetings, etc.);
■ make the decisions yourself, taking into account as much as possible the different points of view;
■ demonstrate clearly and consistently that partners' inputs have a real effect on the decision – even though it is not consensual.

Utrecht: Social Partners Collaboration in Kanaleneiland
Interview with Nancy Kok, (district manager)

Kanaleneiland is one of the most deprived districts in Utrecht. Nevertheless, the municipality believes that it holds many opportunities to become a lively multicultural district, if a particular attention is paid to its economic and social regeneration. In 2002, an experimental project was launched by the municipality and many social partners (education, housing, police department, private companies, social institutions, etc.) were aiming to develop a collaborative approach, identify measurable objectives and design result-oriented contractual agreements for operational sub-projects in Kanaleneiland. This Social Partners Collaborative Project is based on a strong consensus between all the partners that are all considered as equals and feel strongly committed towards common goals.

What are the main obstacles and problems that can arise with such a consensual approach?
It is possible that the partners may feel the compromise they make towards the common goals do not directly help them to reach their own objectives. If so, their commitment could decrease and they could even quit the partnership if nothing is done to stimulate their energy. Another problem can arise if all the partners do not have the same financial resources so it can be difficult to maintain a balanced partnership.

How does the Collaborative Project overcome those difficulties?
For the moment the partners express a very strong commitment to the project and they also have a more open mindset to work with the other partners. This enthusiasm of all partners is obvious and it is kept up because the project produces visible and measurable results. Also, all the co-operation work between the partners is designed according to very clear and explicit contracts. Every one knows what one invests and what one gets in return. To conclude, one of the main achievements is that the partners get to know each other better, and can therefore really work together towards win-win effects. The consensus culture has created strong dynamics between the partners. One of the remaining challenges for the Collaborative Project is to find a good way to maintain coordination between the partners, while none of the partners wishes to take the lead and none of the partners wants to finance the coordinator.

p.69

14 Managing conflict

Whatever the form of governance (partnerships, networks, projects, etc.) or the organisation, it is usually assumed that the actors involved share a common vision and act according to a consensual strategy. In reality, the co-operation between partners is characterised by conflicting cultural values, priorities and vested interests. And sometimes the conflicts between different actors become so serious that co-operation is no longer possible. Then, the partnership will fail to work efficiently and may collapse all together, never achieving the implementation of the initial strategy.

An open conflict, either between organisations or between people, appears when at least one of the sides tries to push his position forward and serve his own interests, by opposing itself to the other side. By doing so, that side takes the risk (or seizes the opportunity) of putting an end to the whole co-operation process, if the loser quits the partnership. The outcome is either win-lose or lose-lose.

However, very often the partners seem to avoid talking about problems and the conflict remains hidden. The risk in that case is to see the relationship gradually grow weaker and weaker. The outcome is either a small lose or a small win for both sides.

The third possible option occurs when the partnership tries to manage its conflicts in an appropriate way. In that case, it is quite often necessary to call upon a third party, which can act as a mediator or as an arbitrator.

In this perspective, the management of a conflict can also be viewed as a way to progress in the relationship and even learn from problems that arise.

The different ways of solving a conflict will lead to different outcomes for the partnership:

Solving the conflict	Outcome for the partnership
If the conflict remains hidden	The partnership grows weaker
If the conflict is fought out and one of the sides wins	The power system is clarified
If the conflict is solved through rules and regulations	The regulation system is strengthened
If the conflict is solved through negotiation or mediation	The trust between the partners grows
If the conflict is solved by creativity and shifting the problem into anotherframework	The capacity of the partnership to change has increased

Analyse your situation

In your project or partnership, try to identify potential sources of conflict:
■ disagreements about priorities and goals;
■ disagreement about means and strategies;
■ unequal distribution of resources;

■ different values, different mindsets, different cultures;
■ communication problems and lack of exchange of information;
■ bad definition of roles and responsibilities, etc.

Are you sure there is a conflict? How would you define it? Do you think that the other partners experience the conflict in the same way? How would they define the conflict?
What form does the conflict take?
■ avoidance by all partners;
■ one party yielding to another;
■ open conflict;
■ negotiation and attempts to manage the conflict (with or without a mediator)

Think differently

Do you think that:
■ some form of conflict can be good because it stimulates competition between partners and the winning solution will push the project further;
■ or neither of the two contenders in a conflict need to loose a competition, the best solution can always be found collectively?

Do you think that:
■ It is better to point out conflicting issues and try to find solutions as soon as possible;
■ It is better to avoid talking about those problems, keep moving forward and maybe reach an acceptable outcome without opening up a conflict?
Which of these options is safer, given your context and your situation? Which of these options can give the best results, for you and for the partnership as a whole?

When you are in a conflict, do you think that:
■ it is a good idea to shift the problem to someone further up the hierarchy so that the solution cannot be challenged;
■ it is a good idea to involve a third party that can have a neutral point of view and help you solve your problem;
■ it is a good idea to open the debate to a larger group (experts, citizens, colleagues) and see how they can contribute to solve the problem;
■ or it is best to keep the problem between you and your 'opponent' in order to keep control over the situation (especially the schedule)?

When you are in a conflict, do you believe that:
■ it is always better to speak first so that you get a good chance to explain your position and convince the other parties;
■ it is better to listen first to understand the other point of view, in order to counterattack or to build a common solution?

Act differently

When dealing with a conflict, keep in mind that the different actors' positions are not only based on objective facts. Their positions can stem from:
■ their analysis of possible alternatives, given the data at hand;
■ their needs that have to be fulfilled;
■ their fears of losing something, of losing face, or of being wrong;
■ their attempts to gain more power; etc.

Try managing a conflict by following three important principles:
■ The conflicting actors need to acknowledge there is a conflict and decide that they need to take action and maintain their co-operation.
■ The conflicting actors should all try to shift from 'trying to explain my point of view in a more convincing way' to 'trying to listen and understand better what the other side thinks and feels'. In that way, a constructive dialogue can start and the two 'opponents' can start learning from each other.
■ The people in disagreement should try and focus on 'needs' rather than on 'positions'. In that way they can collectively attempt to reach a win-win agreement, satisfying all the different needs, rather than trying to make their position win over that of the other side. Discussing positions often leads to opposition, whereas discussing needs often leads to exchanges.

To do so, use the following guidelines:
■ the participants should try to understand and clarify both positions;
■ the participants should try and list the needs of both sides and also identify the common interests;
■ the participants can start working on the needs, imagining common ways of satisfying the needs of both sides as well as the common needs;
■ the different solutions should be evaluated together by both sides;
■ the might lead to change the initial positions or even to formulate a common position.

Side A	Side B
Clarify position:	Clarify position:
Clarify needs of side A:	Clarify needs of side B:
Identify common needs:	

Pay particular attention to the situation and the setting of the negotiation or the mediation:
■ check that the venue secure and neutral;
■ check the arrangement of the room, chairs and tables;
■ be sure that the mediator is legitimate and trustful for both parties;
■ clarify whether or not observers are allowed;
■ always start way an agreement on a few basic behaviour rules;
■ allow for enough time, etc.

Venice: Managing the Strategic Plan
Interview with Turiddo Pugliese (Chief Manager of Strategic Planning)

In Italy there are no laws or regulations that define the organisation of strategic planning at municipal or metropolitan level. The Strategic Plan Office of the municipality chose to design a development strategy with a new partnership approach, involving many public and private actors in the definition of the strategy and its management. In December 2003 the Strategic Plan was approved by the Municipality and selected actors. From January to June 2004 a new phase of organised consultations took place involving a wider number of actors. The different issues were studied in depth with the supervision of a non-formalised Promoters Committee.

In Venice, the system of local actors is very fragmented and many disagreements exist in various fields. How did you manage to overcome those difficulties and design a common strategy?
We have managed to avoid conflicts by combining two approaches. First, we focussed the Strategic Plan on long term issues, with broad definitions, allowing for future adjustments and different implementation options. Secondly, we put a lot of energy into the building of the partnership itself, the networking processes and the creation of an organisation to monitor and manage the Strategic Plan. Maybe this second aspect is the most important because it strengthens the 'relational capital' of our city. Even if the actors involved still disagree and conflicts can appear at any time, shared habits and values are beginning to appear. This is the basis for future partnership working, revision of the Strategic Plan and effective implementation of common projects. I underline that the main output of the Strategic Plan process is the creation of a coherent framework of actions that are lead by different actors and also the intensification of the relations between those actors.

What are the next steps in this process that you describe?
What we have to do now is to give this partnership working a real structure, which has enough strength, and flexibility to accompany the life of the Strategic Plan until 2010. We are trying to design an independent body gathering the different partners of the Promoters Committee. Our aim is for this structure to become autonomous from the Municipality but this is still another step further, especially considering financial issues. Some conflicts that we have avoided might reappear.

p.73

15 Organisational learning

Within any organisation, within any partnership, a good information system is one of the keys to an efficient implementation of strategies and projects. Based upon this information system, the different partners are well co-ordinated and the monitoring process makes sure the initial goals are met. However, an organisation/partnership is more than a plain information transmission process between individuals that work together as a network. There is also a learning process, in which individuals develop the following capacities:

■ understanding other people, other points of view, other ways of speaking;

■ memorising and restructuring the information, ideas and experiences they collect;

■ using this memory for their own future actions, for adapting to change or innovating.

Even more important is the collective learning process, in which the organisation/partnership as a whole learns, builds a common memory and capacity to change. This is necessary because in an organisation/partnership, leadership changes hands, power is shared and decision making is collective. As a consequence, no one can, alone, be responsible for the changes and innovation of the whole group. The focus for learning must therefore be upon the organisation/partnership collectively as well as on individuals, project managers or heads of departments.

A collective learning process requires:

■ individual reflection and individual learning;

■ sharing experience and ideas between individuals to produce knowledge collectively;

■ collectively integrating this knowledge and building new capacity,

■ collectively creating new decisions and new ideas based upon this common base.

A true learning organisation is an organisation which facilitates the learning of its members and which continuously transforms itself.

Analyse your situation

In your organisation, which type of learning takes place:

■ mainly individual learning or collective learning;

■ mainly focussed on behaviours and culture, mainly focussed on methodologies, or mainly focussed on expertise in specific fields?

How is knowledge created and disseminated in your organisation:

■ through interactions between individuals;

■ based upon some technical systems (Information Technology);

■ gradually integrated into social norms and values;

■ based upon some management systems or training systems?

p.74

Think differently

Do you feel your partnership or your organisation should be more focussed on:
- delivering your policies or your projects efficiently;
- or its capacity to reflect, learn, and change?

In order to develop a learning organisation:
- do you invest time and money to implement workplace learning programs;
- or do you try to build a shared vision of what your learning organisation could look like and trust people to develop learning dynamics in the field?

Do you believe:
- that you can learn from analysing your failures and understanding what went wrong;
- that it is better to forget about failures and move forward;
- or that failures must lead to new experiments, focussing on the same goal but in a different way?

Act differently

To learn collectively rather than individually

Try to bring together the three following components:
- **People:** stimulate exchanges of experience; build a supportive culture, etc.
- **Processes:** develop some processes to simplify, share, validate and distil information in a more transparent way.
- **Technology:** use information technology to facilitate the processes and the exchanges between people.

Try and integrate the learning processes at all the stages of your work process, from planning, to management and implementation:
- use simple words to describe organisational learning principles; avoid jargon and use the language your organisation is used to;
- base your learning initiatives upon existing frameworks;
- start learning yourself or with your team before becoming the sponsor of new learning organisation projects.

To favour innovation and change

- **Recognise change in your environment:** 'If we continue to do what we do now, what will our organisation be like in five years, given the changes in the environment?'
- **Experiment:** Try giving rewards to those who can point out new problems and new solutions, instead of giving rewards to those who are loyal to the traditional way of working.

p.75

■ **Learning from experience:** take the time to reflect on what is happening and discuss with others. Practice appreciative inquiry and build upon what works well in your organisation. Use a grass-roots approach.

■ **Learn from others:** arrange for people from your organisation to meet other people, within or outside the organisation. Visit other organisations, see how they do the work and be open-minded.

Vienna: Gender mainstreaming implementation

Interview with Kurt Mittringer (Coordinator of Urban Development Plan 2005 - Head of the section for Urban Development Planning - Department for Urban Planning and Development MA18)

Over the past few years, in the Vienna municipality, Gender Mainstreaming as a strategy to attain equality between women and men has become increasingly pertinent throughout all fields of administrative work. At the same time, the city is preparing a new Urban Development Plan called STEP 05 for the next 10 years. The Department for Urban Development and Planning is responsible for the design of this plan and has defined Gender Mainstreaming as an important cross-section issue.

How do you believe Gender Mainstreaming can truly be implemented in your administration?
Like most social structures, city administrations are characterized by internal politics, conflicts and power games. All those aspects have a huge impact on the capacity of individuals to act on Gender Mainstreaming. However, I believe that implementing GM in an administrative context requires that we develop an organisational learning process, with internal and external partners. And this is more than simply training some people to use a new technique or tool, we really need to change individuals' mindsets and develop adequate procedures within the organisation.

So who should be responsible for this GM learning process?
A learning organisation is characterised by the efforts undertaken to utilise the knowledge and capabilities of different departments, internal and external experts more effectively, to learn from others and to develop new opportunities or solutions together. Therefore I believe everyone is responsible for this learning process; a learning organisation is about working together, not against one another. In Vienna for instance, it is important for us to diversify the promoters of this GM approach. For the moment, is mainly supported and monitored through the Women's Office and women appointees in different departments but I feel that is not right to hand over the full responsibility of equality to women only. As GM brings advantages to both men AND women, we need to involve more men in the implementation process. We need more collaboration between different departments and also between men and women. It is the role of leading executive managers to show the way and to give their backing to such initiatives. For example, the Department for Urban Planning and Development is especially involved. We have defined GM as a cross section issue and try to develop the capacity and expertise of all the officers involved with STEP 05.

But does that really get things done?
Internally, working groups have been set up to exchange views on the implementation of GM in the administration, and to discuss the evaluation of this process. In parallel, seminars and courses are organised with GM experts to help create some Gender Mainstreaming practical know-how. We are mainly working on the conditions for GM to emerge in actions. We try to create a shared vision with political backing, but also to develop individual capacity and understanding. But to help the integration of Gender Mainstreaming into work routines, one of the best approaches is probably to make the pilot projects and their positive results more visible to convince other officers that GM can become a familiar dimension of their work. Communication is part of the organisational learning process; so is empowerment, to let each individual take initiatives.

16 Monitoring and evaluating

The implementation of any strategy ought to be evaluated in terms of effectiveness and efficiency. In other words: 'are we doing the right things?' and 'are we doing things right?'.

The first question refers to the quality of the output, which can be analysed in different ways:

■ have we reached the goals initially set? This depends on the goals and the indicators defined in advance;

■ have we achieved good and desirable outcomes? This implies a broader understanding of the outcome from a political and moral perspective.

The second question refers to the process of implementation, which can also be understood differently:

■ is the cost (economic, social and environmental) of the implementation process equal to what was planned? This implies precise planning of resources and impacts of the project;

■ is the process the best, in the given circumstances, to reach the goal? This implies a continuous assessment of political, economic, social and environmental opportunities and constraints.

To sum up, the different perspectives used for evaluation can be :

■ focussed on the process or focussed on the outcome,

■ based upon the set goals and plan, upon global political values or upon strategic management of opportunities and constraints that appear.

Whatever the chosen perspective, it is necessary to design a monitoring process that delivers continuous information to policy makers and managers in charge of implementation so that they can reflect on their decisions and adjust their actions.

In the case of urban integrated strategies the evaluation task is more complex because the implementation of such project is usually based upon partnership approaches. In consequence, it is necessary to distinguish individual goals from partnership goals as well as individual achievements from partnership outcomes. When designing the evaluation process both the individual and the collective perspective must be taken into account.

Analyse your situation

In your city, what is usually evaluated: effectiveness (outcome), efficiency (process) or both?

What criteria are most commonly used for the evaluation of a project?

Has a formal monitoring process been designed at the same time as the strategic plan? Who designed it? For what purpose?

Are you in position of designing a monitoring process, of improving an existing one?

How much time and resources are you and the other partners prepared to spend on evaluation and monitoring?

p.77

Think differently

If you are responsible for designing an evaluation system for strategic projects in your city:
■ do you wish to integrate a political and strategic dimension in the system by involving some elected councillors;
■ or do you prefer the system to be based on more objective technical criteria?

Act differently

To design a collective evaluation processes

Explain to all the partners that success can be seen from different perspectives, their own, that of other partners and that of the partnership itself. The monitoring regime should meet the needs of the partnership and not those of a single partner (e.g. one sided goals, criteria not applicable to all, etc.) Make sure the evaluation system is fair to all the partners. The goals set should take into account the means and resources of each partner.

If the evaluation process is designed to suit all the partners, they will feel more involved in the data collection and also in the corrective actions that can be needed.

To provide appropriate feed-back

Design a monitoring process that provides each different actor with the appropriate type of feed-back corresponding to his/her role:
■ provide senior managers and elected councillors with an evaluation of the overall performance of the partnership regarding the strategic goals of the partnership. Their role can be to redefine the strategic goals, change partners, cancel the partnership;
■ provide managers of each partner organisation with an evaluation of the performance of some key operations. Their role is to adjust their actions and their involvement in the partnership, and to improve co-ordination with other partners;
■ provide all the operational staff with a precise and operational assessment of each type of operations. Their role is to be responsible for improving the operations delivery;
■ provide the project managers / partnership co-ordinators with a global evaluation of the project progress and performance. Their role is to improve the overall co-ordination between the partners.

To anticipate and react

When designing the evaluation process, try to link it to improvement. This will ensure that the results of the evaluation can really be taken into account and have an impact on the strategy.

When designing the evaluation system and criteria, anticipate the consequences of a poor evaluation:
■ what corrective actions can be taken;
■ can the strategy be abandoned;
■ can the implementation be transferred to others;
■ can new partners be brought in?

Belfast: Monitoring and evaluation

Interview with Paul Sheridan, (Business Support Manager for the development Department– Belfast City Council)

Why has Belfast City Council developed a monitoring and evaluation culture?
The culture of monitoring and evaluation was developed by Belfast City as a way of ensuring that the projects we develop and deliver meet the needs of the municipality. We ensure that all our officers treat their work the way that any project manager would that is always to review the outputs of each project with relation to the objectives which were set at the start

Which form does it take? Which instruments do you have?
The form that this review process takes is that each officer builds a portfolio for each project. Contained in this portfolio is site visit information. Timescales for each project increment - whether these have been met. Review evaluation forms - whether the project has delivered the required outputs.

Do you have a concrete example showing the added value of this process?
Belfast City's Local Economic Development programme is a very good example of the monitoring and review process works in that the projects will not be funded if they are not meeting the desired outputs.

What should still be done to improve it?
All processes like this can never be fully complete; we are always looking for ways to refine the process. This is why there are review and evaluation steps in each project, if we are not getting the desired outputs from a individual project then the way it was reviewed and monitored will be investigated. It is an evolving process.

p.79