



# **Exclusion in Area-based Urban Policy Programmes**

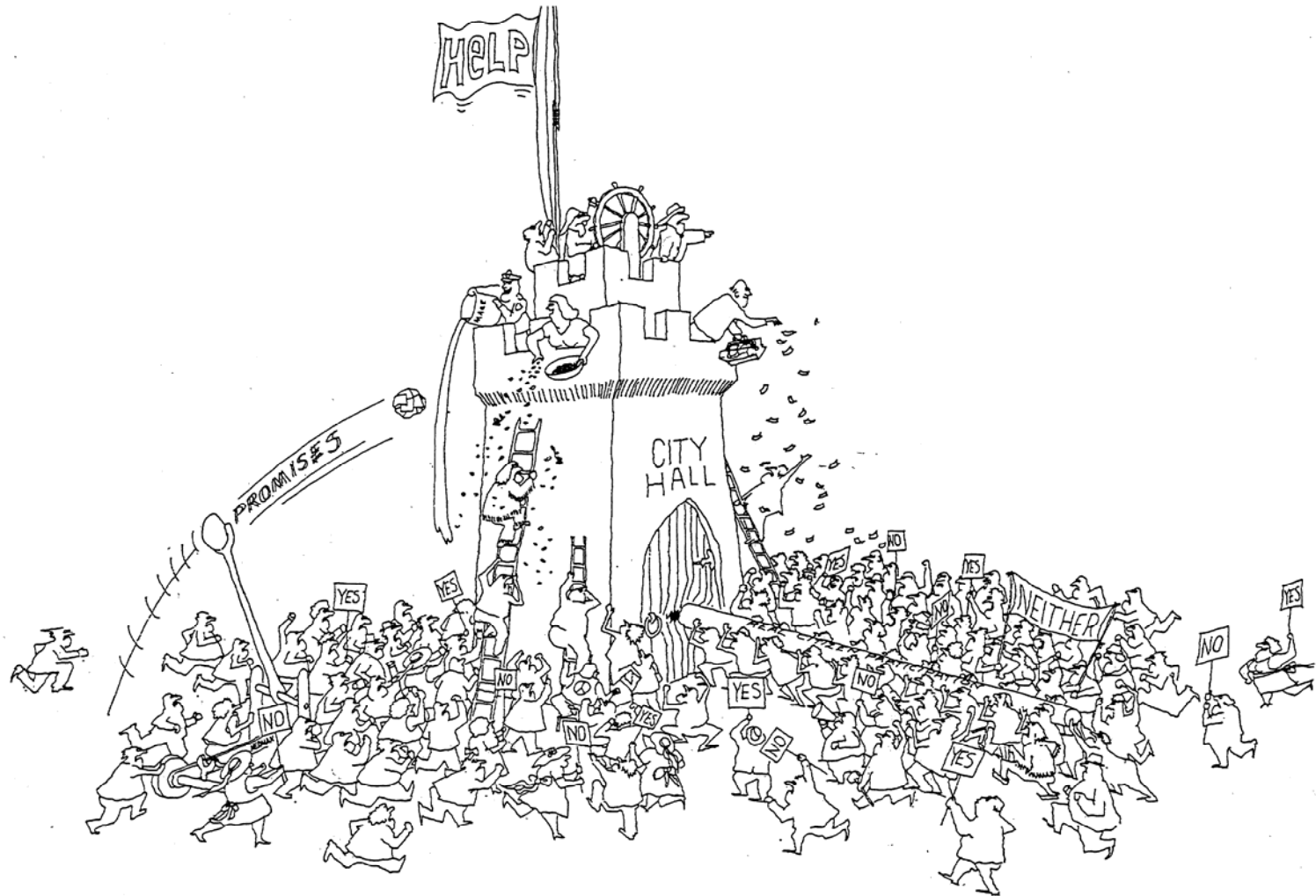
EURA 10th Anniversary Conference *The Vital City*,  
University of Glasgow 12-14 September 2007



Annika Agger, ph.d. & Jacob Norvig Larsen

Centre for Democratic Network Governance,  
Roskilde University and Danish Building  
Research Institute, Denmark,

# Participatory processes – who are in and who are out?



# Enhanced Focus on Participation...

- Active involvement and participation of local communities, citizens and other stakeholders play an increasingly important role
- Particularly so in area-based initiatives where partnerships with local actors are often highlighted as core components for facilitating and encouraging local engagement, responsibility and sense of ownership
- Public participation often considered to be a prerequisite for effective solutions to local projects, as well as for shaping sustainable political solutions (Pløger 2004:77).
- As a result, citizens have a number of new arenas where they can seek influence on issues that affect them directly in their daily life.

# Less focus on exclusion in participatory processes

- exclusion is an inherent characteristic of all urban decision processes; it happens
  - all the time
  - at all levels
  - in different ways
  - may be the mechanism that makes projects work
- three types: *structural, discursive, deliberate* exclusion!

# Structural exclusion

## EXCLUSION OF ACTORS!

- Refers to structural inequalities that make it more difficult for certain groups to participate and that favour citizens and representatives with resources (Fung 2004:49)

## FAVOURS CITIZENS WITH RESOURCES!

- In spite of public meetings open to all the reality is that few citizens participate ... the ones that possess resources in the form of political know-how, information, time and professional knowledge (Innes and Booher 1999, 2000, DeSantis and Hill 2004)

## METHODS MATTERS!

- The choice of techniques and involvement methods is part of shaping the nature of the participatory process and their overall inclusiveness and representativeness (Gastil and Levine 2005).

# Discursive Exclusion

## EXCLUSION OF ISSUES

Discursive exclusion refers to the way involved issues are described and discussed. Discursive exclusion is as much about the analysis and diagnosis as it is about the initiation of activities and allocation of expected funding!

- *Planning systems are ways to arrange the order of power through procedures and hierarchies, and therefore they are tools to govern and structure possible fields of other (Pløger 2001:6)*

# Deliberate Exclusion

## EXCLUSION DURING THE PROCESS

- Deliberate exclusion is about making the process run smoothly; it is a means available to the most powerful actors. It is operated to achieve certain ends.
- Bureaucratic or project management views on an issue necessitates the exclusion of views, viewpoints, diverging opinions, details, etc. in order to reach the goal, for example that a project has to be decided and implemented before some deadline

# Exclusion - Inevitable? Harmful only?

- Illusionary that no exclusion should take place → not fair to pretend otherwise
- Exclusion takes place, it occurs in different forms and it is operated on the basis of economic or political power. Sometimes exclusion may be detrimental to a neighbourhood project, sometimes deliberate exclusion can further and improve a project process and its outcome.



# Summing up.....

- Consequently, in practical urban planning it is decisive to incorporate exclusion as a factor that is at play in any case, rather than denying or ignoring the existence of it.
- Strike a balance between consensus anarchy or stalemate and central control hierarchy and top-down
- Not pretend total equality among participants