

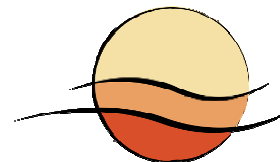


City of Port Phillip: Jim Duggan Reserve Design In

Design In Evaluation Report and "How To" Guide

September 2002

Prepared By Red Road Consulting and the City of Port Phillip



red road consulting



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Introduction and Acknowledgements

This Evaluation Report and “How To” Guide is the culmination of two years of work establishing a new method of collaborative redesign of ‘contested’ public space, the “Design In”. Those of us involved professionally in this process design are very excited at the possibilities it offers for bringing very diverse stakeholders together to mediate ‘win-win’ solutions to contested spaces.

Of course, the Design In process is built on and reflects a range of methods developed through the years as ‘participatory planning’ or ‘community planning’ (among others!). Those foundations are too numerous to cite individually in the Report -- we encourage interested people to refer to the final section of this report, *Section 7: Resources and References*, for more information and learning.

How to Use the Evaluation Report and “How To” Guide

As such, this Report will attempt to have two key uses:

1. As a source of **evaluation information** regarding the two Design In sites, Talbot Reserve and Jim Duggan Reserve (with the emphasis on the later as a report has been prepared concerning the findings and process evaluation of Talbot Reserve Design In).
2. As a source of **practical ‘methodology/methods’ information** to support the Council and others in conducting future Design In processes.

To simplify the navigation of this document and to emphasis to ‘handy hints’ or critical information, these text boxes are found throughout the document.

This Report is structured to reflect the stages of the process as we did them in the Jim Duggan Reserve Design In. In each section, you will find both evaluation and methodology/methods information (including learning from the Talbot Reserve Design In that altered or refined methods for the Jim Duggan Reserve Design In). The Report is organised in the following seven sections:

1. **Introduction and Acknowledgements** -- a brief introduction and description of the Report layout and authorship.
2. **Getting Started and Pre-Design In Activities** -- the things we did and the things we learned about what goes into planning a Design In process and the activities we organised and the tasks that are necessary to establishing a strong start to a Design In process.
3. **Introductory Activities** -- what we did and what we learned about introducing a Design In process, design concepts (such as CPTED) and community research to community, professionals and advocates.
4. **Design In Activities** -- a description and analysis of how we approached the collaborative design work that is the core activity of a Design In and the ‘trick of the trade’ that we have developed after two Design In processes.

5. **Follow Up** -- the types of follow up that can benefit the Design In process.
6. **Conclusions** -- a summary of the findings and recommendations for Design In work.
7. **Resources and References** -- a list of resources and references that provide methodology/methods and evaluation support for communities and practitioners interested in collaborative design and community planning.

The Language and Audience for this Report

This Report has specifically be written in 'plain language', without planning or design jargon/terms. This is done for a couple of reasons.

First, the community is an audience of this Report and we want it to be as accessible and easy to understand as possible. Second, professionals from quite different fields are also an audience and the jargon from one field often doesn't 'translate' well to other fields. What one professional may understand as 'community building', for example, is often very different from another professional. We have chosen, therefore, to steer clear of such terms unless unavoidable.

Authorship and Acknowledgements

This Evaluation Report and "How To" Guide has been written by the project consultant, Red Road Consulting with collaboration and input from City of Port Phillip staff, interested residents and advocates. The views expressed in the Report, however, do remain those of the consultant. As noted, the Design In process does have a strong foundation in practice and builds on/reflects a range of practice as described in the resources listed in the final section.

The photographs on the cover of this report (from top to bottom) were taken by local residents Stephen, Julien and Jill, Chan, Leslie and Steve and Pat as part of the 'week with a camera' exercise (described in *Section 2: Getting Started and Pre-Design In Activities*). Other photographs and graphics in this report are acknowledged where they appear. Many thanks go to all residents who participated in the 'week with a camera' exercise -- the images they have taken of the Reserve are of great quality and have served as a wonderful tool throughout the Design In process.

Finally, warm thoughts and thanks are extended to:

- all the residents who participated in the Design In process, gave up their evenings and weekends and even conducted research for the site redesign -- special thanks to John, Tabitha, Julien and Janet for their research efforts;
- the advocates who represented 'hidden voices' and who brought the homeless, drug users, sex workers and others to the table, and;
- the City of Port Phillip staff who worked extremely hard to facilitate the process well and to extend themselves into new and participatory ways of working.

Getting Started and Pre - Design In Activities

Before any formalised activities, there are a number of pre-Design In issues and activities that need to be considered and planned out. As was done with both the Talbot Reserve Design In and the Jim Duggan Reserve Design In, you may wish to consider how community members and advocates might be involved so that:

- The process can be 'owned' to some degree by participants
- Relationships with potential participants can begin to be fostered

Picking the Space to "Design In"

There are no specific criteria for selecting a space to "Design In". However, the following characteristics of both Talbot Reserve and Jim Duggan Reserve have been conducive to this process:

1. The space has been small scale -- trying to Design In a whole neighbourhood or multiple spaces would have been very challenging.
2. The space has been identified by residents and others -- in other words, there is some community passion about the space and people have felt enough about it to write to Council or discuss it in some fashion. This is not to say that empty places are not potentially worthwhile. Some spaces are potentially important to community but have been abandoned because people don't feel safe or the space is non-functional, etc. Such spaces, though, will require more 'selling' of the process to community members because they will have little invested in it at the time you start.
3. The space has been mapped -- this is not vital but it is helpful to have a space that has already been mapped out by a proper surveyor/landscape architect. A 'to scale' map will help make the process more accurate and will save you time in having to get a good base map to work from (if you don't have a map, you'll need to construct one yourself).
4. The space is 'contested' -- the Design In process is aimed at mediating good outcomes where spaces are used by very different people for often conflicting uses. In the case of the two Design Ins in Port Phillip, the issues have been the 'territorial conflict' between local residents' uses of a space and the uses of a space by homeless people, drug users and sex workers. Other classic 'territorial conflicts' exist between young people, children, adults and older adults and how they use public space. There are also conflicting needs in public spaces for activity, quiet/contemplation, sport, and socialising. So, most public space is, in fact, 'contested' to some degree.

Assessing Resources (People and Money)

A Design In, like all processes, requires resources in terms of funding (money) and facilitation (people). The Jim Duggan Reserve Design In was supported by:

- \$80,000 in capital works for the 2002/2003 financial year with the expectation of further resourcing in subsequent years.
- A strong facilitation team which included a key project manager who was responsible for day to day work and coordination, an external consultant facilitator who acted as lead facilitator and seven **trained**¹ facilitator staff who were available to attend events as table facilitators.
- Direct involvement of the technical support team (the landscape architect who would be drawing up the final plans and Parks staff from the Council)

Communities **do** recognise well-resourced processes -- comments from the participants regarding resourcing and facilitation over the course of the Jim Duggan Design In included comments such as “[the best feature included] access to good quality technical support”.

Establishing sufficient capital works funding prior to starting a Design In process is absolutely critical to the success of a Design In. An improvement of Duggan compared to Talbot was that capital works funding was available almost immediately following the process as opposed to several months later. This built confidence amongst the people participating.

Constructing the Elements of the Process

For the Jim Duggan Reserve Design In, a four stage process was constructed (as opposed to a three stage process as used for the Talbot Reserve Design In). As there was uncertainty at the Council as to the level of interest amongst residents, the introductory session was re-fashioned as a ‘process design’ session where participants had the opportunity to construct the elements of the whole Design In process to suit their level of interest. At Talbot Reserve, we constructed the process prior to people participating.

While it is generally seen to be good practice to have participatory *process* design, we actually encountered some problems as a result of this approach. It made the process **significantly longer** (spread over a few months rather than a few days) which was evaluated as a weakness by some participants. And, **participation declined** from one element to the next and there was less interest in the community research component than we thought based on feedback from the introductory session. These issues will be explored in more depth in the following sections.

¹ For organisations, it is often attractive to use internal staff as facilitators without assessing whether they are well trained. It is an easy method of reducing the cost of conducting processes such as a Design In. This must be avoided as the facilitation of this type of process can be very challenging. The City of Port Phillip is remarkably well-resourced where trained facilitator staff is concerned and other organisations contemplating a Design In process will likely be less well-resourced. If necessary, external facilitators should be used or resources spent on training capable internal staff.

The full process which was constructed by staff and the participants is described by *Figure One: The Jim Duggan Reserve Design In Process -- A Summary*.

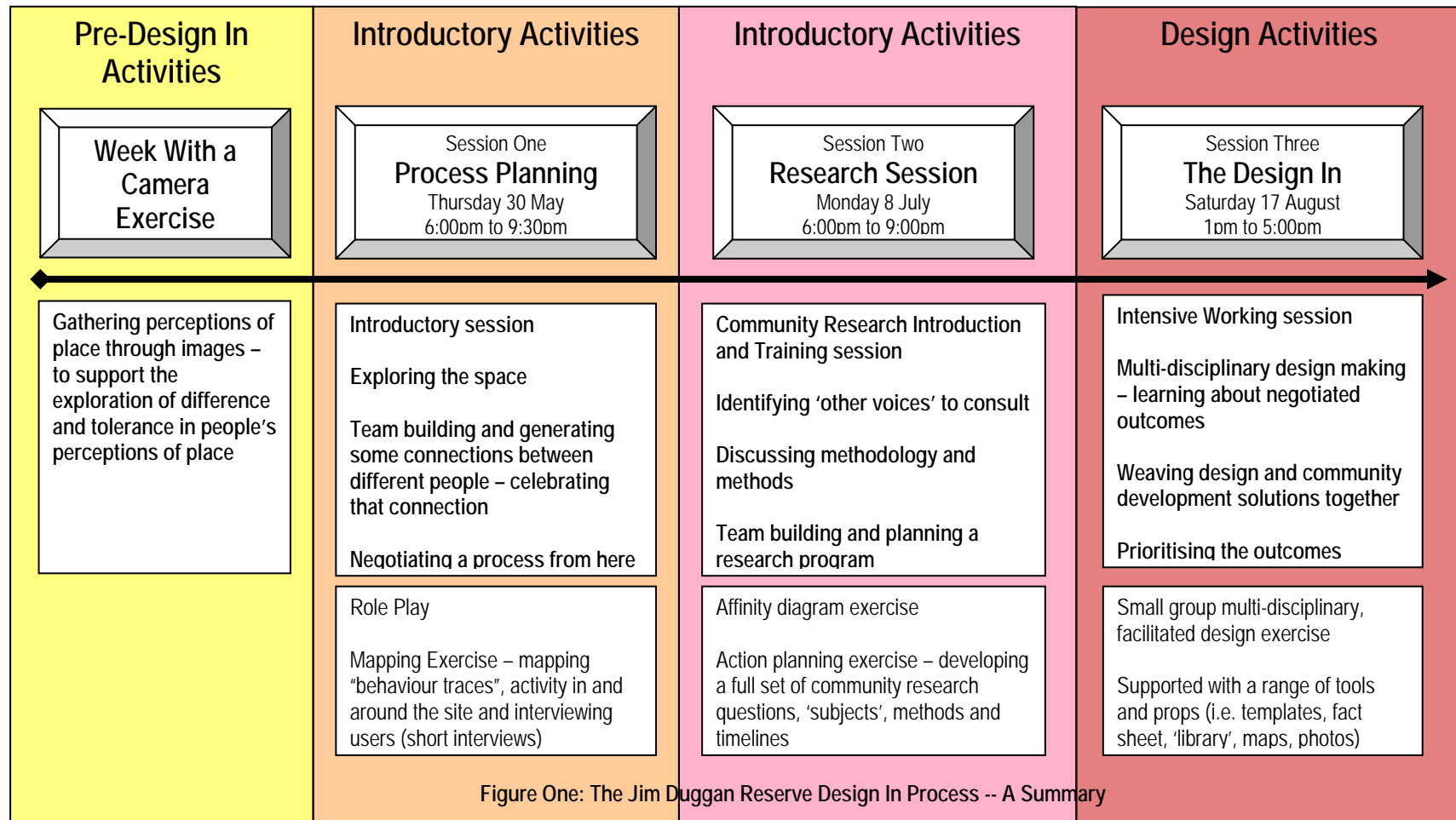


Figure One: The Jim Duggan Reserve Design In Process -- A Summary

A 'Week with a Camera' Exercise: Involving Community in the Preliminary Assessment of the Space



Photo Taken By Chan in May 2002

As an alternative to the project managers simply going out and conducting a preliminary site assessment, we chose in both Design Ins to involve community members in 'cataloguing' the space. This was done by constructing a 'week with a camera' exercise in which staff, local people and users of the space took photographs and filled out log sheets which helped to group elements and places within the Reserve into areas people wanted to keep, areas people wanted to change and areas people were uncertain about.

This technique is a way of helping planners and designers understand the "mental maps" people hold in their heads about their neighbourhoods. It enables participants to document use of environments and to articulate their wishes for that environment. Significant landmarks, play/leisure circuits, focal points, and "sacred places" in the person's realm can also be identified. As this technique requires some understanding of photography (although the

disposable cameras² are easy to use), it is best used with older children, youth and adults. It has been used successfully with children as young as eleven.

In the Jim Duggan Reserve Design In, 11 people (all adults) were 'week with a camera' photographers and a very comprehensive photo gallery of the Reserve now exists. In analysing the log sheets and the photos, we could see themes of:

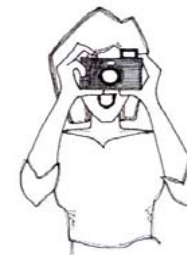
Shared Sacred Places/Elements

- **Views** -- "nice views/vista" (Julian and Jill)
- **Trees/birds** -- "trees - good for hot season" (Chan), "trees are a relief to the eye and soul in urban environment - more please" (Gordana), "birds are good to feed" (Stephen)
- **Paths (as a thoroughfare)** -- "paths run through park on both sides and are great for walkers" (Mel), "we use this regularly to walk through. Please retain through path" (Julian and Jill)
- **Rubbish bins (when emptied)** -- "keep sharps container- assuming drug use in the reserve can't be overcome" (Janet)
- **Lighting** -- "lights -- we need more" (Steve and Pat)

Remember to label all cameras before distribution, to label film before processing and to label all maps and log sheets with the details -- names, addresses, etc. -- of the participants. Provide instruction for the exercise. Participants must be given a copy of their prints after developing.

Materials:

- disposable cameras.
- instruction sheet.
- log sheets.
- pre-printed or handmade map of the area.



² We recognise environmental concerns about this method -- Kodak assures that their disposable cameras, or at least parts of them, are recycled. The cost of this method is about \$35 per person

Shared Hated Places/Elements

- **Covered play equipment** -- "play equipment used as housing means unavailable for children and intimidating" (Janet)
- **Carparks** -- "carpark is hidden away from street - nighttime activity here??" (Janet)
- **Poor maintenance** -- "potential danger of used needles to children" (Janet), "broken TV on ground - big pieces of litter don't look nice" (Stephen), "no bags or signs encouraging the use of pooper scoopers" (Mel), "bin needs emptying" (Steve and Pat)
- **Entrance and signage** -- "rubbishy entrance looks crappy and needs a tidy up" (Julian and Jill)
- **Earth mounds** -- "earth mounds - ugly and a blind spot" (Gordana)



Photo Taken By Gordana
in May 2002

Questioned Places/Elements

- **The basketball court** -- "basketball not big enough for half court game" (Leslie), "basketball - people use actively and regularly" (Julian and Jill), "basketball - eyesore, rarely used" (Gordana)
- **Some seating** -- "benches - nice place to sit down" (Chan) but "no winter sun on seats" (John)
- **Much of the play equipment** -- "the swings get used regularly...old metal swings look old and uninviting for children" (Tabitha)
- **Paths with blind spots** -- "large shrub at bend of walkway - blind spot for intruders" (Gordana)
- **Artwork in the park** -- "the fence with the paintings on it looks old and yucky" (Tabitha), "barrier between playground and park is confusing" (Mel)



Photo Taken By Leslie in May 2002

Having a preliminary understanding of the issues of concern to people using the Reserve (as well as a library of photos from a community perspective) was a great support to tailoring and targeting the rest of the process.

Getting People Involved

In preparation for the first Design In 'event (as described in the next section, *Section3: Introductory Activities*), we letterboxed the neighbourhood to invite participation. But the preparation in terms of getting good participation and representation doesn't stop there. We found it very helpful to:

- Follow up with telephone calls and even visits to interested people to ensure their commitment.
- Be as thorough as possible in explaining the process (in letters and in telephone calls) before people arrive at the first event so that they know what they are committing to. Be clear on what they **can not** expect from the process as well as what they can expect.

- Get the residents/community people 'signed up' first and then match those numbers with advocates and professional staff (including facilitators). This way, you can avoid turning people away from the process because you've only got enough resources for a set number of residents to participate.
- Not outnumber the residents by the professional participants (i.e. not have more staff than residents).
- Have a range of ages and a good gender balance in the participants invited.

We had the following numbers for the different components of the Jim Duggan Reserve Design In:

	Session One: Introduction and Process Design	Session Two: Community Research	Session Three: The Design In
Community Participants	20	4	7
Advocate Participants	10	1	5
City of Port Phillip Participants/Facilitators	12	3	7
Total	42	8	21

Representation - The Design In doesn't lend itself well to certain audiences.

While people with challenging behaviours were represented by advocates in the process, people under 18 and people with limited English literacy would find the format and material complex and were not well represented.

We tried to account for these 'absent' users of Jim Duggan Reserve through the community research process which is described in the next section.

We did find that people were less interested, in the course of the evaluation, with the numbers of people attending than with the quality of the input and that comments such as the following were representative of the qualitative evaluation conducted with the participants (including facilitators) in the Jim Duggan Reserve Design In:

- "You'd like more involvement but it's the ones that really care to come"
- "I had residents pulling me up on making sure that homeless people had somewhere to sleep"
- "People seemed better briefed"
- "The Design In process continues to impress as a fairer process than the usual design process"

More detailed exploration and analysis of representation and participation will be discussed in the following sections that deal with the specific parts of the Design In.

Other Stuff to Think About -- Venue, Food, Timing

It should really go without saying that the Design In process will happen in the evenings and on weekends. It does need to be reinforced, though, that the times that people get together to work on the Design In should be:

1. **Kept as concise and short as possible** -- people do have busy lives and will appreciate not being kept longer than need be. This is also true for advocates who will be attending 'on company time' from various -- and often not-for-profit -- agencies. They need to justify their attendance to their organisation and it is helpful if the time is kept to a minimum for them.
2. **Catered** -- an oft broken community participation/consultation rule. Dinner or lunch **MUST** be provided if you want people to contribute in a meaningful way. Their energies need to be maintained and we have found that the informal meal time is one of the most valuable in the 'agenda' for building relationships and understanding between diverse people. Provide a range of healthy options, including vegetarian food and food appropriate to religious/ethnic requirements of members of your community. We favoured a buffet-style meal rather than a sit down meal.

Positive process evaluation from our first session regarding the social importance of sharing a meal was clear -- "There was a lot of interaction between residents at dinner. They were discussion where they were from, and they were sharing stories of incidents that had happened in the neighbourhood".

3. **Done on site or close to the site** -- "Being at the site was excellent as it kept people 'focused on the park, not the politics'". As site visits support the process, having quick access was a feature that was an improvement for the Jim Duggan Reserve Design In as compared to the Talbot Reserve Design In.
4. **Documented** -- As will be evident in the look of this Report, we place a premium on documenting the process though faithful transcribing of material, taking lots of photos and resourcing each meeting with a dedicated process evaluator.

We encountered the issue of people not being able to participate due to last minute childcare problems. Though we offered childcare, people didn't 'reserve' it, perhaps as they didn't know in advance their needs.

For large Design Ins, we would recommend, from this experience, that childcare be provided as a matter of course (i.e. not booked but just available).

Introductory Activities

Both Design In processes (Talbot Reserve and Jim Duggan Reserve) relied on skill building and resourcing in order that lay people would feel comfortable about taking on professional tasks such as design work and that their design work would stand up to critique. A 'necessary evil', then, was a certain amount of lecture material on design principles and approaches. This was coupled with the desire to involve participants in the design of the process for the Jim Duggan Reserve Design In. These introductory tasks framed the first meeting.

That involvement prompted a new component of the Design In (as compared to the Talbot Reserve process) -- a community research component. This was seen to be an important addition by those involved in the first session.

Professional/Theoretical Learning in Design Ins

The Design In relies quite heavily on two sets of theoretical underpinnings - Crime Prevention Through Environmental Design (CPTED) and Collaborative/Participatory Planning. In addition, the Jim Duggan Reserve Design In explored community research methodologies. This Report will not reiterate those principles -- the reader is encouraged to refer to *Section 7: Resources and References* as well as the Appendices for that information. We are interested in evaluating how the application of the more theoretical information worked and helped -- or didn't help -- to support participants in the Design In.

While the collaborative planning principles were implicit and just embodied in the way the process was structured, the CPTED material was explicitly 'taught' to participants in the introductory session. Certainly, this aspect of the Design In was the least well-received by all participants and some general observations are that:

- The length of time between the workshops (and a small change in the composition of the group) meant that CPTED material was covered twice. In addition, the advocates and staff have already been involved in CPTED learning through the Talbot Reserve Design In and one advocate stated, when asked what features needed improving about the process, that "the way the CPTED stuff is being presented is hard for those who know about it already from other Design Ins".
- Participants did not use the materials, such as books and reports provided, to support their work. In each Design In, a library was provided and was consulted by no one. The CPTED Fact Sheet was more useful and brief presentations did, according to process evaluators, generate some engagement -- nodding and comments especially when examples from Duggan Reserve were used -- and some questions and comments which seemed to energized people.

The community research training/teaching did not create these same issues, primarily because it was a voluntary component of the Design In and those who attended had specifically signed up to learn about community research.

The First Meeting: Introductions and Process Design


		City of Port Phillip Duggan Reserve Design-In First session: The Principles and Process 6:00pm to 9:30pm Workshop Agenda
6:00pm	Workshop Welcome and Introductions <ul style="list-style-type: none"> Port Phillip Welcome Facilitator Welcome and Introduction to the Process 	
6:10pm	Large Group Exercise: Local Stories of the Reserve <ul style="list-style-type: none"> Our Local Stories – Based on the Week With a Camera Whose Stories? Other Stories? – A Role Play Other Community Safety and Community Planning Issues Questions/Discussion	
7pm to 7.45pm: Buffet Dinner		
7:45pm	On-Site Exercise: Duggan Reserve – CPTED, Community Safety, Hot Spots and Issues <ul style="list-style-type: none"> A Facilitated Group "Audit" 	
8:45pm	Small Group Exercise: A Process "Search Conference" <ul style="list-style-type: none"> Work in Small Groups to Design a <u>Process</u> for Redesigning of Duggan Reserve Establishing the "Core Principles" for Each Group's Proposed Process 	
9:15pm	Large Group Exercise: Process Decisions <ul style="list-style-type: none"> Consensus as to the Preferred Process Actions for Council and for the Community 	
9:30pm	Wrap Up of the Workshop	

Figure Two: First Session Agenda

The purpose of the first meeting was to cover the principles (as described above) and to negotiate a process for the rest of the Design In. The agenda is laid out in *Figure Two: First Session Agenda*. Forty-two people participated in this 3½ hour evening session.

The Role Play

The role play was a tool used in both Design Ins to explore the various potential users of the Reserve and to challenge stereotypes about those users. The role play was also an 'ice breaker' of sorts -- a chance for all the participants to meet one another, even if in role.

In total, we used 43 roles, each of which was scripted with four or five points about how that person used the Reserve and the issues that concerned them. The roles were:

Gay Person	Council Planner	Pub Bartender
IV Drug User	Bus Driver	Young Grocery Store Clerk
Secondary School Teacher	Local Resident/Recent Immigrant	Deaf Woman
Single Parent	Local Resident/Shop Owner	HIV/AIDS Worker
Ex Offender	Youth Worker	Local Historian
Police Officer	Middle Aged Woman	Environmentalist
15 Year Old Boy	17 Year Old Girl	Koori Man
Person in a Wheelchair	Local Resident/Husband with Children	Dog Walker/Local Resident
Local Resident/Young Professional	Local Politician	4 Year Old
Shopping Centre Manager	Female Sex Worker	Grumpy Old Man
10 Year Old Kid	Young Shopper with Kids	Local Resident/Young Woman
Bicycle Rider	Council Landscape Designer	Mature Age Uni Student
Journalist	18 Year Old Boy	
Aged Resident	Community Centre Coordinator	
Night Clubber/Pub Goer	Post War Immigrant	

A point of evaluation interest was that most participants stuck faithfully to their scripted roles, even when the script described a role very un-stereotypically. This is not always the case in role plays -- a number of people will disregard role

descriptions in favour of a portrayal they are used to from the media or their own perception (i.e. an unemployed street IV drug user versus an employed and socially integrated heroin user).

The process evaluator noted that the role play generated “smiling faces and laughing -- people really embraced their roles and it provided ‘food for thought’. However, there were many occasions where people found it hard to hear others around the room. People were also able to identify with some of the views expressed by the characters in the exercise”. As with the Talbot Reserve Design In, the role play was a popular and effective part of the process.

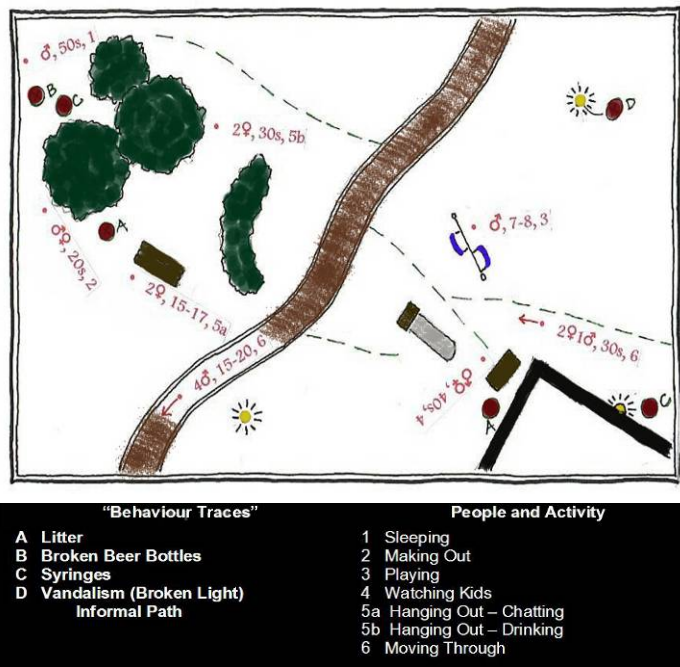


Figure Three: An Example of a Behavioural Mapping Exercise

The Site Visit and Exercise

In both Design In processes, the introductory activities included and on-site ‘behavioural mapping’ exercise (for an example, see Figure Three). The process evaluator had the following observations of the process and findings of the site visit in the Jim Duggan Reserve Design In:

- Residents commented that there appeared to be no landscaping theme across the reserve, and there should be one that covers the whole reserve.
- Maintenance and ownership issues were discussed (people taking care of their own park).
- There were a lot of interest and questions regarding the process
- There was serious looking in bushes and under trees for rubbish and needles (3 were found by one group).
- Residents were acting as experts and giving facilitators a tour around the Reserve and pointing out where activity would normally occur. Only two groups appeared to be taking CEPTED principles into account when discussing the design issues.
- Some members of the group did not participate in the conversations while walking around (perhaps 8 per group was too many people for the on-site exercise).

While some didn’t want to do the POE (they wanted to tell stories and illustrate ‘normal’ usage of the park), the site exercise allowed everyone to focus, allowed people to be less self-conscious and made it easier for people to relate to one another.

The Process Design

The major task of the Introductory Session was to negotiate a process for the Jim Duggan Reserve Design In and this was done as a small group process design. General observations at the time by the process evaluator included that there was a lot of discussion centred around other park users that were not represented at the gathering. It was felt that there needs to be more communication with these people in the consultative process and also about what has been decided and that there needed to be better feedback to everyone. People also discussed the process from that point on, and how it would progress through Council.

There was an eagerness amongst some to get to the more practical work, and feelings that discussing everything to do with the process was a bit of a waste of time. Some were disappointed that they didn't actually get to do design work in the first Session.

However, people also seemed to enjoy the process of talking to others around the table, especially people that they might not have spoken to in their everyday lives.

Finally, people didn't respond well to a re-hash of Talbot Reserve in too much detail while at their small tables -- they felt that Jim Duggan Reserve was different and should be treated differently.

Despite mixed 'reviews' of this part of the first Session, the exercise did accomplish what is set out to do and a preferred process was evident from the mix of small table work -- the final negotiated process was that described in Figure One.

The Prioritising Exercise

We did not conduct this part of the agenda -- people were getting weary and we were short on time. The work produced in the small groups was also not so varied as requiring detailed 'voting' on ideas and the group seemed content for the facilitators to be responsible for drawing up the results and finalising the fine detail (i.e. the time/date of meetings) of the process.



Photo of the process design, Session One,
Jim Duggan Reserve Design In


		City of Port Phillip Duggan Reserve Design-In Second Session: Community Research
		6:00pm to 9:00pm Workshop Agenda
6:00pm	Workshop Welcome and Introductions <ul style="list-style-type: none"> • Port Phillip Welcome • Facilitator Welcome and Introduction to the Process • Community Research principles 	
6:20pm	Designing the Methods <ul style="list-style-type: none"> • A guided process to determine: <ul style="list-style-type: none"> • The people/park users we feel need to be consulted • Issues in consulting the identified people/groups • Preliminary questions to be asked of particular users • Community research teams Questions/Discussion	
<i>7pm to 7.45pm: Buffet Dinner</i>		
7:45pm	Community Research Design <ul style="list-style-type: none"> • A guided process to: <ul style="list-style-type: none"> • Refine the questions • Decide on timelines for this community research task • Decide on ways to report back to the Design In 	
9:00pm	Wrap Up of the Workshop	

Figure Four: Second Session Agenda

The Second Meeting: Community Research Training and Support

The second session was specifically designed as a response to consultation and representation issues raised at the first session. People were concerned that some voices and experiences of Jim Duggan Reserve were not well represented in the Design In process and wanted to do some extra work on consulting with those groups and people.

We decided to construct a very small community research project in the middle of the Design In process and to involve interested residents in doing that research.

The second session had the purpose of introducing the principles of community research and designing a small community research methodology and team which could report back to the larger Design In group. The agenda is laid out in *Figure Four: Second Session Agenda*. Eight people participated in this 3 hour evening session.

Deciding Who and What Would be Researched

The group explored a range of issues about who and what would be researched. It was well understood by the group that some 'research subjects' (for example, homeless people) would be difficult to access and that methodological issues would be complex.

To make some sense of these issues, we used a tailored version of an "affinity diagram"³ exercise. The aim of this type of process is described below⁴:

- It is useful for categorising ideas, concepts, values, and priorities. The process includes a consensus decision-making method, and a means of articulating shared understanding and priorities in the participants' own words.

³ The affinity diagram, or KJ method (after its author, Kawakita Jiro, an anthropologist who designed them for archaeological classifications), has become one of the most widely used of the Japanese management and planning tools.

⁴ Acknowledgement goes to Wendy Sarkissian, Sarkissian Associates Planners, for this summary of the method.

- It can be used to allow a team creatively to generate a large number of ideas/issues and then organize and summarise natural groupings among them to understand the essence of a problem and break through to solutions.
- It clarifies important but unresolved problems by collecting verbal data and analysing the data by mutual affinity.
- Usually, an affinity diagram is used to refine a brainstorming session into something that makes sense and can be dealt with more easily.
- Can be used when facts or thoughts are uncertain and need to be organised, when pre-existing ideas or paradigms need to be overcome, when ideas need to be clarified and when unity within a team needs to be created.

Sources and further information on “affinity diagram” methods are included in *Section Seven: Resources and References*.



Photo of the community research affinity exercise, Session Two, Jim Duggan Reserve Design In

- Enables workshop participants to make decisions about their priorities and values. The groups agreed concepts, values, and ideas are grouped and categorised in an exhaustive, consensus oriented process.
- In this specific case, it will also organise us into community research teams – based on similar groups to consult/consultation issues – to support community researchers in their consultations with other users of the Reserve.

Through the exercise, the following core community research projects were identified:

1. Everybody during a day -- doing a snapshot of the whole Reserve and all users across a typical day
2. Exploring What Worries People -- sex workers, homeless people, drug users and park drinkers
3. Establishing a FODR -- create a Friends Of Duggan Reserve and Potential Users
4. Integration -- doing a ‘policy’ project in the community to establish guidelines for the

Council to adopt

It was also highlighted that the groups that people were most concerned about -- sex workers, homeless people, drug users and the park drinkers -- were the groups and people that the community researchers had least capacity to consult. This ‘capacity’ was related to several things including:

- how marginalised the group we wish to consult is and how hard it might be to engage (or even find) them

Sources and further information on community research capacity issues are included in *Section Seven: Resources and References*.

- how different the person's life experience is from the researcher's and how comfortable the two feel in extending themselves towards the other (and the onus will be on the researcher...)
- how great the risk is of misrepresenting the researched because of different language, concepts, etc.

In the end, the group settled on conducting the "everybody during a day" as their key research project as it could incorporate the most diversity and was still achievable in the timeframe and with the number of researchers who had volunteered.

Findings of the "Everybody During a Day" Research

The following is a summary (taken *verbatim* from the written material produced by the researchers) of the issues identified in the core 'everybody during a day' research and consultation:

Identified Conflicts/Problems

- Poor maintenance
- Park has no soul or beauty
- Fear of mugging due to being closed in by buildings
- There are five seats in the park. All of them are poorly located for winter sun – only two seats near the south-east corner of the park caught the winter sun (briefly)
- There are only three rubbish bins to serve the park and only one of these (near south-east corner) is in a convenient location.
- Some adults use the play equipment
- Sharps bin located near junior play equipment. Is that the right location?
- What is the hard pit-like structure in the middle of the open grass area? Why is located there??
- Unleashed dogs running around and chasing children and the ball they were playing with.
- Pigeons attracted to the park by regular feeding tended to roost on the roof of nearby flats to the annoyance of residents. They do make a noise and a mess.
- Use of basketball hoop at night was very noisy for people in the nearby flats
- Feel unsafe using Argyle St entrance due to bushes – drugs addicts shoot up, sleep and use as toilet

- Car park is a dead end which encourages
 - Prostitutes
 - Condoms, tissues etc.
- Drugs addicts shoot up in broad daylight

Design Suggestions from a Cross Section of Reserve Users

- Bigger and better open grass area (for kicking a ball around and perhaps playing beach cricket). Better grass. No dogs while playing ball.
- Improved lighting.
- Free electric barbeque.
- Relocate mound at eastern end of park (blocks view into park and inhibits general supervision).
- Relocate basketball hoop. Very noisy for residents in adjacent flats. (It is often used at night).
- More seating, better located to catch winter sun and summer shade.
- Shelter
- Well tended flower beds
- Water feature
- Childcare centre
- Sand pit
- Upgrade play equipment – currently unsafe
- More bins

- Police patrol would be good
- Fencing to keep out dogs and better policing of dog owners
- Regular cleaning to remove syringes, rubbish
- Doggie fountain & bowl (tap needs to turn off itself)
- Doggie bag stand
- Signs encouraging the use of bins
- A sign with the name of the park within the park
- Scraps of food left for pigeons making dogs sick – suggest a pigeon feeding stand inaccessible to animals and children

The summary above was based on continuous observation 9.27 AM to 12.30 PM and 2.35 PM to 5.00 PM Friday 12th July (school holiday), and 12.25 PM to 2.30 PM Monday 15th July. These periods were sunny, not too cold, and the breeze was gentle. Further observations were made between 5.15 PM and 6.00 PM Friday 19th July (cold and rather windy). Extrapolating from observations, about 200 visitors could be expected on any day, most of these (150-160) would be people just walking through.

Precise notes were made of;

- visitors to the park, when they came, what they did, how long they were there for
- people who walked through the park
- carpark activity
- animal activity, especially dogs and birds.

There were some conversations with people who seemed to be regular visitors (especially with those that knew others arriving at or using the park). Those conversations are summarised in interview sheets.

From observations, there are many types of visitors/users in Jim Duggan Reserve:

Those who merely walked through the park using one of the five routes identified -- These visitors ranged from teenagers (mainly boys) through young adults of both sexes to elderly folk of both sexes. Most – but especially the younger folk – were clearly on their way to some definite place (eg the Betty Day Centre, the shops/offices on Brighton Road, the tram stops in Brighton Road, home), and wasted no time in walking through. However, others were less hasty, strolling rather than walking, perhaps out to stretch the legs on a daily constitutional.

Parents and grandparents who brought children to the park -- During the observation period 6 adults (parents, grandparents and minders) brought 7 children to the park. The age of the children ranged from a few months (in pram) to toddler ages (up to 4). Activities included playing on equipment, and feeding pigeons.

Other children -- 4 boys, ranging in age from 8-13 came to the park by themselves. They spent a short time on the play equipment then kicked a soccer ball around for over an hour. These lads are frequent visitors. There were no young girls seen in the park during the times of observation noted above, but young teenage girls do use it from time to time, often in the company of a parent or older sibling.

Dog walkers -- During the periods of formal observation and note-taking 12 adults of all ages and both sexes, walked 13 dogs in the park. Some of these people and their dogs came back a second time. This is quite a regular pastime and many dog owners know each other and chat to each other. While one or two people and their dogs spent only 5-10 minutes in the park, others stayed for long periods. Racquets for hitting balls for dogs to chase are popular. It was noted that only a few people cleaned up doggie-do. Most left it lying on the grass. This needs to be addressed, with rules of behaviour promulgated for the park. Some dogs used the bubbler near the infants play equipment for drinking (as did the pigeons in the park). There is a need for proper dog watering facilities.

The lingerers -- During the period of observation an additional 15 adults came to linger in the park. About half of these spent over an hour in the park. There was one of the notorious drinkers with a case of a dozen stubbies. This fellow was known to many of the users of the park (especially the dog walkers). There was a group of 4 young adults just after lunch – a fellow who fed the pigeons, and a pair of lovers lying on the grass for an hour. During the early afternoon, at two points, there were eight people in the park at the same time. With this many, the small park seemed a little crowded.

The handicapped -- During the observation period, one person in a wheelchair used the park. This was quite a feat as the park is very wheelchair unfriendly. Access for the handicapped and for prams and strollers needs to be drastically improved.

Those using the carpark -- While not part of the park, the carpark does encroach into the western side of the park. Also, a few people who park their cars in the carpark, access the Betty Day Centre via route 1. There are currently 24 sealed car spaces, 5 unsealed spaces on the western boundary of the park and 3 spaces (including a loading area) immediately behind the Betty Day Centre.

While there is regular coming and going of cars throughout the day, regular observation shows quite clearly that at peak parking periods (the middle of the day and evenings when there is a function on at the Betty Day Centre) no more than 17 spaces are ever used. Moreover, 4-6 of those spaces will be filled by the cars of owners and visitors of houses in Farmer and Bath Streets.

It is perfectly obvious that the 5 spaces on the western boundary of Duggan Reserve could be returned to the reserve immediately. Further, the remaining car parking in the area needs to be rethought and redesigned.

Other animals and birds -- From the droppings that are seen, there is no doubt that the park is the haunt of possums at night. Thought could be given to making it more possum friendly by the use of nest boxes (though this might be opposed by residents with fruit and other food trees). I have never seen a cat in the park. The park is used regularly by 10 species of birds.

Design In Activities


		City of Port Phillip Duggan Reserve Design-In Third Session: The Participatory Design In 1:00pm to 5:00pm Workshop Agenda
1:00pm	Workshop Welcome and Introductions	
1:15pm	Short Presentations <ul style="list-style-type: none"> • The Role of Advocates and Facilitators • Community Research Done as Part of the Design In • CPTED Basics • Today's Session – Rules, Process and Intended Outcomes 	
2:00pm	Lunch	
2:30pm	Small Group Design In <ul style="list-style-type: none"> • Documenting and Prioritising Issues • Negotiating Responses • Redesigning the Space 	
4:00pm	Plenary/Presentations and Open Discussion <ul style="list-style-type: none"> • A Presentation of each Small Group Design • Discussion and Questions 	
4:30pm	Large Group Prioritising <ul style="list-style-type: none"> • Prioritising the Design Elements 	
4:50pm	Conclusions and Next Steps	
5:00pm	Close of Workshop	

Figure Five: Third Session Agenda

The third and final Design In session was the main element of this process -- a participatory re-design session done in small groups.

This second session had the purpose of bring diverse people together in small groups to negotiate design solutions and prepare a team redesign plan which was reported back to the larger Design In group. The agenda is laid out in *Figure Five: Third Session Agenda*. Nineteen people participated in this 4 hour weekend session.

Some general observations about the Session were that:

- There was mild tension between advocates and residents on particular issues (eg provision of toilets) but general acceptance and productive negotiation.
- Everyone contributed.
- Energy was high at the start of the session, particularly when people were out in the Reserve.
- Energy waned by the end of the day and people seemed to get complacent (eg "Is everyone happy with the fountain here?", "Yeah, whatever"). Evaluator observations that there may not have been enough time and that people felt rushed towards the end.
- No one used the CPTED library provided and that the 'secret design feature' was successful almost by accident in that groups did not invest a lot of energy in designing for their secret features.
- People seemed unclear and/or disinterested in the community building tasks. No community-driven projects were designed in either small group.

Supports to the Process

Presentations - Advocates' Roles, Community Research Findings and CPTED Refresher

Some preparatory work needed to be covered before people settled into the redesigning work. We covered the role of advocates, the findings of the community research and a brief CPTED refresher.

Generally speaking, people were quite anxious to move beyond the discussion and 'theory' and into the practical work and we tried to make this component of the Session as brief as possible. The following are some process evaluation notes regarding the reactions to and engagement in the presentation material:

The 'role of advocates' discussion elicited:

- Resident asking for creative examples of designing-in people with challenging behaviours
- Concern about encouraging an increase in use by people with challenging behaviours
- One person nodded at points to do with the range of people using the Reserve

The 'community research findings' discussion elicited:

- Surprise at the number of people using the Reserve in a given day
- Reading of paperwork/documentation (loss of focus or increase in focus?) and doodling (loss of focus)
- Laughter at jokes (engagement)
- Some disagreement at mention of tree removal
- Surprise at the amount of dog poo

The 'CPTED refresher' discussion elicited:

- Some engagement -- nodding and comments especially when examples from Duggan Reserve were used
- Some questions and comments which seemed to energized people - eg. shrubs/landscaping, crime, graffiti, maintenance

It was clear that people were really ready to move on to the design work and no questions were asked at the conclusion of the presentations.

The Secret Design Feature 'Competition'

Each table was given two special design features that they were to work into their overall design. This was a design competition of sorts, with the table that succeeded in incorporating the most number of secret design features (theirs and the other tables') into their final plan winning a small prize. The secret features were:

1. Better located seating - to catch winter sun and summer shade.
2. Upgraded play equipment which is functional, interesting and safe
3. A dog friendly park – 'pooper scooper' facilities, water, dog and non-dog areas
4. Facilities and design that minimises the risk and rubbish from drug use in the Reserve

The purpose was to challenge participants to bring CPTED issues explicitly into the design and to ensure that non-participating users' needs were also met in the design outcomes.

Both tables succeeded in incorporating their own and at least one other secret design feature in their final plan. The competition prizes (small pots of indigenous plants) were given to the residents as the competition was too even to award them to a particular table.

This feature of the process was not as successful as it had been at Talbot Reserve Design In, probably because there were fewer tables and fewer secret design features. Nonetheless, it was a nice way to reward participants for their hard work.

The Library and Roving Consultant Supports

Additional resources were available to the participants should they need more detail on CPTED principles, particular issues or in mediating conflict. They included a library of printed material and a roving 'consultant' who could join the group and support them with trickier design and process problems.

Neither of these resources were used.

Materials needed for Small Tables at a Design In:

Each small table (or design team) was supplied with:

- A fully briefed facilitator
- Large plans of the site
- Pens, textas, pencils, post it notes, blank paper
- Four fact sheets on design issues, community research findings, CPTED and a 'story of the Reserve'
- Their secret design feature
- Copies of the agenda
- A3 templates to document design features and community building solutions
- Process evaluation sheets

for the design work they undertook.

In addition, they had access to a library and a roving 'specialist consultant to answer trickier design questions they encountered.

Design Outcomes

The tables established, each set off to create their new design of the Reserve. Both groups discussed strategy and how to accomplish tasks in the timeframe as well as the key issues. Both groups visited the site which helped to encourage everyone to contribute as it was less formal. There was high energy and high engagement when in the park.



Photo of the design process, Session Three, Jim Duggan Reserve Design In

Both groups discussed conflicts between the 'legitimate' users and the homeless, drug users, sex workers and others. "It's not a park for residents only, it's a park for whoever wants to use it" said one participant -- a sentiment that was generally shared and a principle that people really tried to embody in their work.

Two-way learning was a feature of the day -- residents learned of other examples from CoPP staff (eg difficulties in locating BBQs and basketball courts) as well as technical details such as the durability and cost of surfacing. Professionals were learning from the community and, in some cases, were kept mindful of the needs of absent users by residents. As one advocate said, "I had residents pulling me up on making sure that homeless people had somewhere to sleep!". There was on-going discussion about how to build relationships between residents and people with challenging behaviours who use the park

The tables each worked primarily on a map/plan with the following written supporting material that summarised their design solutions to the issues of Jim Duggan Reserve:

Figure Six: Summary of Table One Design Solutions

Design Issue	What is the Problem?	Possible Design Solutions
People sleeping in the park	At present, sleeping in the play area	<ul style="list-style-type: none"> ➤ Provide a sleeping area under shelter ➤ Mound closer to Bath Street - leave as some shelter
Play area	Split into two, in need of repair and boring	<ul style="list-style-type: none"> ➤ Move to a more central area ➤ Use a combination of rubber rock and grass as surfacing
Basketball hoop	Too close to the flats -- creates a noise problem	<ul style="list-style-type: none"> ➤ Move
Lack of wheelchair access	Paths are hard to access	<ul style="list-style-type: none"> ➤ Main paths must be wheelchair accessible with other areas accessible to pull up to
Seats	Not good for catching winter sun	<ul style="list-style-type: none"> ➤ Move
Activities	Not enough variety in the park	<ul style="list-style-type: none"> ➤ Large chess board in-ground ➤ Can we please have a BBQ? Near the existing kitchens
Dogs	Dogs off lead and dog poo are both problems	<ul style="list-style-type: none"> ➤ Provide "dogs must be kept under control" and "clean up after your

		dog" signs ➤ Provide bags and bins for dog poo
Drinking fountain	The existing one is not pleasant and is full of leaves	➤ Have the existing one for dogs ➤ Put a new fountain in near the new playground area
Lighting	Has been improved but still might be better	
Sharps bins	Too hidden where it is	➤ Provide next to bins so that people can be discrete about disposal

Figure Seven: Summary of Table Two Design Solutions

Design Issue	What is the Problem?	Possible Design Solutions
Connecting lane	Adds no value to the park and is not used much	➤ Use it for park - grass it
Use of space at south-west corner	Not much value in this, doesn't add value to the play space	➤ Use for seating -- as a contemplative area
Legibility	No one would know where the park is	➤ Signage at Argyle Street
Power lines	Visually ugly and dangerous	➤ Underground the power and remove the pole
Spooky shrubs	Some shrubs next to the Betty Day Centre provide hiding spots/entrapment spots	➤ Remove
Water for people, dog and birds	Crappy water fountain	➤ 3 tiered facility to cater for all three users (example from Canadian parks)
Ground surface	So much mulch provides opportunity for hiding syringes and gravel paths restrict access for wheelchairs, walkers, prams	➤ rubber rock (or some other less permeable cover) in the play area ➤ smoother path surface -- asphalt?
Pathways	Good for 'desire lines' but cuts across potential activity areas	➤ Providing a low curved wall with seating discourages 'cutting across' access ➤ Relocate the existing E-W access
Syringes	Kids pick them up	➤ Design a message for kids re: what to do
Swings	Not good for older kids	➤ Provide sturdier swings for older kids and adults
Basketball ring	The hoop is too close to residents -- noise factor	➤ Relocate to existing toddler play area or in reclaimed car park
Space for gathering	There is no space currently for convivial conversation	➤ Create a BBQ area

Community Building Outcomes

Very little energy went into developing community-based solutions to design or social issues affecting the Reserve, unfortunately. This may be a reflection of a couple of things:

1. People felt that the addition of the community research project had taken some of the urgency out of this issue
2. The shorter timeframe for this Design In (as compared to a 6 hour session for Talbot Reserve) meant there wasn't enough time
3. Discussions at the tables about possible community building initiatives weren't well recorded

Two issues were recorded as possibly involving community building/negotiation:

Figure Eight: Summary of Community Building Solutions

Design Issue	What is the Problem?	Possible Design Solutions
Lack of toilet facilities	Human faeces found in the park	➤ Negotiate public toilet access within the Betty Day Centre
Community art	Need some non-'daggy' art at the entrance	➤ Involve the community in designing the art

Follow Up

This process and the Talbot Reserve Design In process have both illustrated the need to follow up the Design In work with subsequent events and communications.

At the minimum, an event such as a BBQ with a public display of the final plans drawn up following the Design In needs to be held so that participants **and others** can see how the process has informed the final drawings. As only a small number of the final users/community members will actually have been involved in a Design In process, this is mandatory for illustrating the re-design to those who weren't involved.

All Design Ins, though, come to an end at some stage. Once the work is complete, the community takes over in how it uses and 'owns' a local Reserve.

Through the two Design In processes, we have attempted to get the foundations of on-going community activity in the reserve happening as a flow on from the Design In. We don't feel that we have been very successful in that endeavour and we offer the following advice for community members as a result of our experiences of Design Ins:

Community life -- excitement, involvement, activity, care and tolerance -- is not something that can be constructed by an agency like a Council. It lives and grows within community and the ultimate user-friendliness of a Reserve such as Jim Duggan Reserve will depend on the local community generating, long-term, the sorts of 'social redesign' solutions that will complement the physical redesign done in a Design In.

Conclusions

Process Evaluation -- Findings for the Full Design In Process

The final Session, the Design In, was also evaluated through the observations of a process evaluator through the meeting (including at the facilitator debriefing) and through a workshop evaluation/comment sheet filled out by 7 participants (a response rate of 37%). The following are results from that participant evaluation.

Q: Which sessions did you attend and which sessions best contributed to your understanding of the aims and was engaging and interesting?

	Contributed to understanding of aims			Was engaging and interesting		
	Session One	Session Two	Session Three	Session One	Session Two	Session Three
Attended Sessions One, Two and Three (3 responses)	0 (0%)	2 (67%)	3 (100%)	0 (0%)	1 (33%)	3 (100%)
Attended Sessions One and Three (4 responses)	4 (100%)	n/a	4 (100%)	3 (75%)	n/a	4 (100%)

Q: Generally speaking, was the full Design In process worthwhile?

	#	%
Very Worthwhile	4	57
Quite Worthwhile	3	43
Average	0	0
Not Very Worthwhile	0	0
Not At All Worthwhile	0	0

Q: Best features of the Design In?

"Cross sectional representation. The ability of diverse groups to amicably negotiate. Access to good quality technical support"

"Both groups coming up with similar design solutions"

"Two designs with similar design features"

"Looking at the park and doing the actual designing"

"Full day three"

"Near consensus for the future of the park"

"Forum for discussion and views from a diverse group of residents. Very productive and interesting"

Q: Features of the Design In that need Improvement?

"These may evolve over time"

"--"

"Vegetation - limited time to discuss this. Day Three - too much time briefing people"

"The way the CPTED stuff is being presented, it's hard for those who already know about it from other 'design ins'"

"Day one was frustrating because of perceived lack of progress"

"--"

"--"

Overall Findings and Conclusions

From the range of evaluation sources, a number of conclusions and recommendations can be drawn about the Jim Duggan Reserve Design In and future Design Ins in Port Phillip and elsewhere.

We have learned a great deal and our **strongest conclusion/recommendation is that Design Ins need to remain a reflective process, building and taking shape from one Design In to the next** -- Design Ins require that we do tailor processes to the community the Design In is happening in and that we need to be flexible and accommodating along the way. In trying a couple of approaches to Design Ins in Talbot and Jim Duggan Reserves, we suggest (as general rules) that:

1. **Session One and Session Three are necessary sessions** and should run approximately 3 hours and 4-5 hours respectively. Keeping these sessions close together, time wise, would eliminate the need to review CPTED and other material, an aspect of this Design In that attracted poor evaluation marks from participants.
2. **Session Two was is an optional session.** A community research process may be better situated in the process prior to the other sessions as the trade-off for having a community research process as part of the Jim Duggan Reserve Design In was a very drawn out process which was evaluated poorly by the participants.
3. More **intensive briefing of advocates** in addition to more comprehensive discussion with residents about the role of advocates improved the experience for them markedly.

4. **The more Design Ins that are run in a neighbourhood or Council area, the higher community expectation will be.** Each will need to be at least as well organised and facilitated as the one previous, if not better organised and facilitated.
5. Despite the poor use of supports such as a Design In library for Session Three, we **recommend that the support tools be made available.** Fact sheets and summaries of critical information were much better applied by the design groups and we certainly recommend developing user-friendly, one sheet supports rather than relying solely on documents and books for technical/methodological support.
6. We do have, from both Design ins, a **strong indication that communities find the Design In process, overall, a very worthwhile experience** and one that is an improvement over traditional design process that only minimally involve users and communities.



Photo of the process design, Session One,
Jim Duggan Reserve Design In

Resources and References

Useful Websites

Community Building Resource Exchange:

www.commbuild.org/html_pages/links.htm

The Citizen's Handbook: <http://www.vcn.bc.ca/citizens-handbook/Welcome.html>

Community Builders New South Wales:

<http://www.communitybuilders.nsw.gov.au/>

Sustainable Communities Network: <http://www.sustainable.org/index.html>

Earthscan Publications: <http://www.earthscan.co.uk>

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