

TOOLKIT FOR COMMUNITY PARTICIPATION IN **POCKET PARKS**









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"Citizen participation depends largely on the local government's political will, its way of relating to the population, and its collaborative, informative and regulatory instruments."

Jordi Borja



Source: UN-Habitat

"Cooperation is the thorough conviction that nobody can get there unless everybody gets there."

Virginia Burden



Source: Pausa Urbana

"Democracy's work is not to end conflict, but to enable us to identify the next problem and solve it."

Dayna Cunningham



Source: SEDESOL

1. About the authors



The American Planning Association is an American independent, not-for-profit educational organization that provides leadership in the development of vital communities. APA and its professional institute, the American Institute of Certified Planners, are dedicated to promoting the art, science and profession of good urban planning — physical, economic, and social— in order to create communities that offer better choices for where and how people work and live.

APA members help create communities of lasting value and encourage civic leaders, businesses, and citizens to play a meaningful role in creating communities that enrich people's lives. APA has offices in Washington, D.C., and Chicago, Illinois, with more than 40,000 members worldwide.



CTS EMBARQ México is a Mexican nongovernmental organization that aims to catalyze sustainable mobility solutions to enhance quality of life and competitiveness in Mexican cities. Historically, CTS EMBARQ México has focused on promoting quality public transport and the integration of urban development and mobility systems, giving special prominence to successful and quality public space.

In this pursuit, CTS EMBARQ México collaborates with the government, businesses and society, and takes part in decisions that advance the construction of safe, healthy, friendly, and competitive cities, through more effective and less polluting mobility solutions, by implementing strategies that promote walking, bicycling, and the use of public transportation within the communities, and discourage automobile use.



2. Introduction

These days, many societies are advancing towards governance models that incorporate community participation into urban planning and decision-making processes. Within this new model of governance, public space is a potential paradigm shifter; it implies a **leap from "technical urbanism" to "social urbanism".**

Public space is recognized as a strategic urban element, since, through it, it is possible to rebuild the social fabric that was torn apart due to the spatial segregation prevailing in contemporary cities. From this perspective, new methods of public space creation are being generated, through quick, inexpensive and ephemeral actions designed to change public awareness and improve ownership.

In Mexico City, there are leftover spaces at a neighborhood level that represent an opportunity to improve the city's image, road safety, and quality of life; thus knitting together a symbiotic relationship between two dimensions: the social and the territorial. The Public Space Authority of Mexico City has acknowledged this huge opportunity by launching a strategy of converting small leftover urban or road spaces into a new kind of public space known as a Pocket Park (PP).

This document is intended for **local governments** and public decision makers who are involved in the creation, use, and maintenance of public spaces. The *Toolkit for Community Participation in Pocket Parks* offers recommendations on how to implement community participation processes for the diagnosis, design, execution and evaluation of small-scale urban projects. It is very important to note that the proposals within this document are only intended as guidelines, since collaboration with the communities should always be flexible and open to change, as well as able to adjust to the spatial and temporal context, and to the specific conditions of the urban project.



3. The importance of local management

In Mexico, **local governments** bear the primary responsibility for providing services that have a direct impact upon urban communities, areas, and neighborhoods; it is the level of government closest to the people. The link between community and government is built at this level, and it is of the utmost priority to maintain it in proper conditions, to strengthen and promote it. From this perspective, it is local governments that **should take the lead in implementing various programs and projects to improve public space**. As part of these actions, **they should be the ones to promote Pocket Parks (PP)**.

Community participation is critical to the success of any governmental program. Going beyond the notion of participation as a mere process of legitimization, it is a process that aggregates efforts and facilitates decision-making within a project. To achieve **effective involvement in a PP project**, it is essential to have **institutional coordination** across several government sectors; creating a common agenda, with cross-cutting objectives, that takes into account the processes of conformation and consolidation of existing communities. The government should aim **to build on what already exists, taking previous work into consideration and generating new changes from it.**

Taking action at the local level is one of the best ways to achieve fundamental change; and **the participation of the community that lives and experiences public space day after day is vital**, since they have a better understanding of the problems and can provide the best solutions.



4. Community participation in Pocket Parks

Pocket Parks (PP) are small-scale urban spaces, located in leftover or residual spaces within the cities, which often pose a risk to the health, safety, and wellbeing of neighbors and passersby. Rehabilitation projects for these spaces not only allow the allocation of road space in a way that gives priority to the pedestrian, but also may encourage community participation processes that help strengthen social cohesion and ownership.

Given that such citizen participation processes apply to projects that were previously identified and that rest on the assumption that a PP should be built in a short time, be inexpensive and have a positive impact in the urban image, it is necessary to implement community participation processes that are very dynamic and agile to achieve successful diagnosis, design, execution, and evaluation.

A methodology to promote community participation in a PP project is provided below. It is worth mentioning that community work always involves a significant amount of effort, and this effort must be fully appreciated by all the stakeholders, since a successful project is the result of the work of every person involved.

To promote a good level of community participation in a **Pocket Park** project, it is necessary to:

- ensure transparency in all the project's information
- analyze and recognize the **real scope** of the project along with the community
- create and strengthen spaces for dialogue and consensus
- be flexible when making decisions and setting goals
- avoid scenarios where the project is defined and solved exclusively by "experts"

How to use this toolkit?

We recommend referring to this toolkit from the very moment when the potential or opportunity for building a PP is identified.

To facilitate the implementation of this process, the toolkit describes **four simple phases** to follow, regardless of the scale or complexity of the PP. Each phase suggests strategies and recommendations that can simplify or expedite completion.

We invite you to **check the list of references** for more information on tools, activities and case examples of implementation for the strategies included in this toolkit.

PHASES

Basic supplies

Community outreach

Community design and diagnosis

Monitoring and evaluation

In this first phase we present three simple steps that provide insights into the types of community participation that can be established in a Pocket Park project.

It is crucial to identify and invite community leaders. local organizations and supporters of the PP ideals, as well as all its possible beneficiaries and potentially affected population. In this phase. we propose three actions and examples to achieve this.

- 2.1. Neighborhood organization
- 2.2. Recognizing allies
- 2.3. Convening and dissemination
- 2.4. Actions to build a community

For this phase, we review four recommendations and examples to bring about a process of community participation in the diagnosis and design of a PP, as well as to determine the next steps to realize the project.

- 3.1. Community diagnosis
- 3.2. Design assumptions
- 3.3. Generating, sharing, and approving proposals
- 3. 4. Feasibility and viability
- 3.5. Actions to foster community ownership

implementing After project, there is a pressing need to consider the future of the PP. In this phase. describe we some strategies for continuous maintenance and evaluation, designed to improve spaces and foster the constant implementation of PP projects.

- 4.1. Continuous improvement
- 4.2. Impact assessment

- 1.1. Building a team
- 1.2. Identifying the working environment
- 1.3..Objectives, goals, and timetable

PHASE ONE. Basic supplies

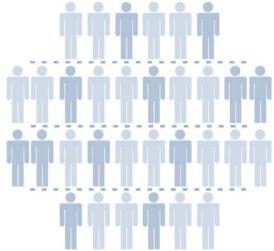


When properly planned, community participation is not complicated nor does it require a great deal of extra time compared with other aspects of a PP project. While direct interaction with the community is not shown in the development of each step, it is important to understand that the main objectives of this stage only deal with recognizing the project, as well as outlining its objectives, goals and implementation time frame.



Source: CTS EMBARQ Mexico, EPVP Handbook

1.1 Building a team



Source: Prepared by the authors

The first step should be to create a **small, diverse, and multi-disciplinary workgroup**, including architects, engineers, traffic specialists, landscapers, psychologists, sociologists, social workers, urban planners, and other members. After creating the team, **specific roles and tasks should be assigned**; it is important to keep the team informed at all times of the progress and goals achieved throughout the process.

All working group members should survey the neighborhood, district, or area that contains the Pocket Park or Parks where the intervention could take place. The main purpose of this exploration is to have a general picture of the territory, trying to avoid immediate conclusions that could predetermine or skew the results.

- Have at least one person in the team that works as a direct liaison with the community, someone
 that people can identify with or a local expert in community participation.
- Ensure the continued involvement of at least one project leader from the local authority.
- Have a dedicated work space; this will focus the team's attention and prevent outside distractions.
- Include men and women in the team, to incorporate a gender perspective into the project.
- Create an environment of respect, consensus, and creativity from the beginning of the process.

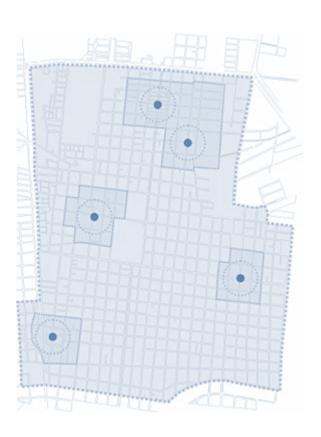
1.2. Identifying the working environment

It is necessary to **set territorial boundaries for the project.** This working area should be flexible enough to allow for modifications during working sessions with the community.

Similarly, the next step is to identify the potential Pocket Park or Parks to intervene, according to the criteria set by the competent authority. At this time, the number of spaces identified is irrelevant, since the final amount of projects to undertake will be determined during the community working sessions.

One aspect of identifying the working environment is **collecting and mapping data** that may affect the relevant area. This data may include traffic accident rates, socio-economic classification of the area, levels of pedestrian traffic in the Pocket Park or Parks that were identified, crime rates, demographic profiles, etc.

- Identify an immediate area of influence for each PP in order to determine, specify and delimit its impacts.
- Create a file for each PP identified as a potential subject.



Source: Prepared by the authors

1.3. Objectives, goals, and timetable



While there are general objectives that apply to all PPs, it is important to establish specific goals and objectives for each PP project.

These may be determined by the type of space that will be intervened, by the community profile of the surrounding area, or by political and administrative factors.

The working group should propose a real timetable that includes all resources, both human and financial, involved in the project. For PPs, both the feasibility of the community leaders agenda and the fiscal calendar for the implementation will be crucial in designing the original timeline.

- Create an initial list of objectives, goals, and responsible parties, regardless of their direct link to the PP, and then organize the material according to the issues and impact levels for the project.
- Consider a degree of flexibility when setting objectives, goals, and dates, since they may be subject to amendment or modification after being presented to the community.

PHASE TWO. Community outreach

Before any direct engagement with the community, a reconnaissance effort must be undertaken, in order to identify the technical, financial and human resources available in terms of community organization.

We should take into account that the **community is not only composed of the residents or neighbors** that make up the neighborhood or defined working area, nor the Pocket Park's immediate users; **there are additional stakeholders** that can assist in the project and could become a part of the working community, to the extent that they are included in the process.



Photo credit: Natasha Uren

2.1. Neighborhood organization

The first step should be to **identify the level of neighborhood organization** present in the neighborhood, district, or area, such as neighborhood committees, voluntary brigades, etc. This will allow for a **better understanding of the kind of relationship that could be developed between the project and the residents**, and will provide some indicators as to how well organized they are, in terms of solving problems and achieving common goals.

At the same time, it is important to **identify neighborhood leaders**, **key informants**, **or individuals who are willing to cooperate with the project** and may help promote it in a positive way, always with an inclusive approach towards all sectors of the population.

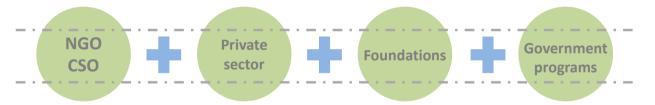


- Conduct a historical review of the relevant neighborhood, district, or area to learn the problems it has faced and the solutions provided, as well as the level of involvement by the local authority.
- Clearly identify the problems and the solutions given by the residents on the issue of public space.
- Involve all possible and potential stakeholders since the project's inception.
- When identifying the leaders or interested residents, do not enter into any kind of commitment or provide more information than the strictly necessary.

2.2. Recognizing allies

The process of team creation also includes identifying and **engaging non-governmental organizations (NGOs)**, **civil society organizations (CSOs)**, **foundations**, etc. These organizations can take on a key role as neutral agents within the project, which are particularly useful in conflictive situations. The contribution of their human, technical, or financial resources may aid with the project's implementation. Occasionally, these allies can also expand the objectives and goals of the project, and may even handle the execution of some of its stages.

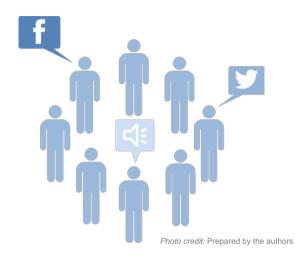
Likewise, it is important to survey the **governmental offerings** available: local or federal programs compatible with the PP project, which could contribute financial or in-kind resources.



Source: Prepared by the authors

- Contact the identified allies immediately, in order to know if they are interested in the project and to determine the strength of the working group.
- Try to align the project's objectives, goals, and values with those of the allies, to strengthen the shared message and efforts.
- Acknowledge that the allies can use their contact network to assist in achieving or improving the project.
- When identifying the governmental offerings, it is important to match their implementation time frames with the previously created timetable.

2.3. Convening and dissemination



Alongside the **selection of community participation** techniques in line with the characteristics of the project and of the community involved, it is essential to **define and schedule the necessary working sessions**. The various techniques, materials and working sessions should all be as efficient as possible, so that poor planning does not hamper the process.

No less important, it is necessary to define the means that will be used to invite participants and disseminate the project. These actions should fit the spatial and social context, since a poor convening and dissemination strategy can limit the impacts of the project.

- Define a specific place to work with the community, preferably as close as possible to the PP.
- Identify participatory techniques appropriate to the social context and diverse interests within the community.
- Use all kinds of data collected while identifying the working environment, but in a way that is clear, concise, and easy to understand.
- Consider all kinds of dissemination media, from the most basic (loudspeakers, leaflets, etc.) to more technologically sophisticated channels, such as social media.
- Acknowledge that the process of participatory diagnosis and design cannot take too long, since there are other activities to carry out.

2.4. Actions to build a community

Community work is ever changing; each community's forms of expression, objectives, timeframes, and even levels of commitment are different for every project. Conducting and promoting community activities at various stages of the work process is a strategy that bolsters the construction of a PP. These kinds of actions can aid in conflict resolution, improve the dialogue between members, and strengthen the levels of community ownership and co-responsibility.

Sometimes, the community does not exist or is not organized entirely, or there are internal problems (among neighbors and different kinds of groups, for example) that hinder consensus and organization. Under these circumstances it is paramount for the team to be responsive and creative when identifying and creating a working group within the community.

Here are some recommended actions to create a working community and promote resident participation in the diagnosis, design and implementation of a PP. It is worth stressing that these activities are only suggestions; there are many other alternatives that could be proposed and implemented.



Photo credit: Luis Saenz

Photo credit: T. Luke Young



Source: UN-Habitat



Source: UN-Habitat

Activating the collective memory

On a specific day, preferably a non-business day, children, adults, and seniors are invited to tell their own "vision-history" about the neighborhood or the PP in particular. This action is intended to reconcile the views of various groups and integrate them into a shared project.

Generating futures

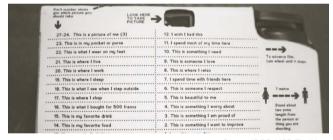
During drawing workshops, the residents, especially children, are asked to imagine how they want to live their space. These visions of the future can then be exhibited so the entire community can see and analyze them.

Creating spaces

Using recycled or inexpensive materials, the entire community is invited to join a session to design and create a 1:1 model; the dynamic is that each person or group can use the materials to delimit o create an environment within the PP. At the end of the day, there should be a visual record of each proposal, which may be assessed and incorporated into the final design of the space.



Source: Juligon Foundation



Source: IDEO, HCD Toolkit



Photo credit: Luis Saenz

ldea kiosk

A community consultation day is organized so that all members, whether they are residents or visitors to the neighborhood, can contribute their ideas for the PP. Blackboards or thematic mailboxes are placed so that every citizen can submit his or her idea. Eventually, the information is collected, assessed, and incorporated into the final design.

Personal photo documentation

Neighbors or people who walk through the area are gathered and given disposable cameras or drawing notebooks. They are asked to document their daily life for a week, with clear instructions about the information to be recorded: spaces they like and dislike, busy spots, places of value, etc. During a second session, the participants are asked to explain the motivation behind their pictures and drawings.

Sacrificial concepts

After identifying an important issue for the project or community, a specific question that needs to be answered should be formulated. Then, the organizers must propose two scenarios, concepts, or possible solutions for the participants to choose from and discuss among the group.



PHASE THREE. Community diagnosis and design

One of the best ways to turn a PP into a social space, that has a high level of activity and is a part of the neighborhood or district's identity is getting the community involved in identifying the problems and suggesting potential solutions.

Broadly speaking, the diagnosis is expected to identify the various problems facing the PP. Afterwards, the design principles will be established in a collaborative manner, proposals will be developed, and their feasibility and viability will be determined. It is important to lay the needs and interests of both the community and the government on the table, in order to reach joint solutions, based on the values of the PP program.



Photo credit: Claudio Sarmiento

3.1. Community diagnosis

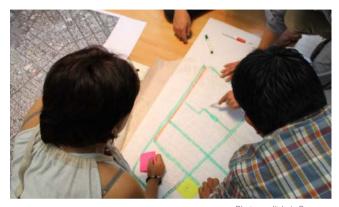


Photo credit: Luis Saenz

Before opening the discussion of the project issues to the community, it is necessary to set in motion a reconnaissance and integration activity. This improves communication within the group and, therefore, simplifies the rest of the diagnostic process.

Afterwards, a list of agreed problems and opportunities should be obtained from the community. During this stage, it is important to rethink the previously established objectives and goals, as well as to redesign the timetable, taking into account all changes to the project.

- Implement a proper technique for community reconnaissance and diagnosis, for example, safety audits.
- Use technological tools, such as Google Earth/Maps/Street View, if a group visit is not possible; or implement videotaping techniques.
- Conduct dynamic workshops with the community, using Human Centered Design (HCD) methodology.
- Develop observation and problem detection guidelines to be used during the reconnaissance and diagnosis sessions.
- Use an appropriate language, tailored to the social context, and try to avoid excessive use of jargon.
- If not previously able to form a working community, hold public events on-site for consultation regarding the project.

3.2. Design assumptions

Building on the previously agreed list of problems and opportunities, these **should be classified into primary and secondary**, **as well as possible and desirable**, respectively. This categorization should drive the development of **design assumptions to guide an architectural project and a social strategy of community action** intended to recover or create ownable, sustainable, and inclusive PPs.

Each assumption should be developed through the participation and consensus of everyone involved, regardless of the profession or degree of technical expertise of the various groups that make up the community.



- Consider design assumptions that are relevant both in the local context and at the city level. For example: public and road safety, universal accessibility, sustainable mobility, social identity, environmental management, etc.
- Conduct **dynamic design workshops** using "best-case scenario and conditions" techniques.
- Schedule at least two working sessions with the community, to demonstrate a clear diagnosis and feedback process.
- Allocate enough time for each session; never let the sessions last too long.

3.3. Generating, sharing, and approving proposals



Photo credit: Katalina Mayorga

The technical teams are responsible for translating the design assumptions into projects, which will then be submitted to the community for their analysis and, if necessary, amendment or approval. However, the entire community should feel free to submit a proposal or give an opinion.

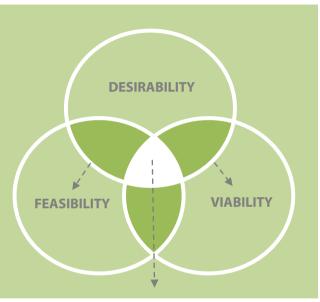
The final project for a PP is a collaborative creation, which must be approved by the entire community. It should reflect the majority of the objectives and goals agreed during the working sessions. In a real scenario, it is difficult to satisfy "everyone"; therefore, it is important that flexibility and clear communication with all members involved is maintained at all times.

- Each proposal should be submitted using clear and descriptive language; pre-designed formats, plans, models and target images are very useful to record and understand the ideas.
- Allocate enough time to review, understand and evaluate each proposal.
- Narrow the scope of technically or economically difficult proposals in time.
- Discuss identified features, problems, and opportunities, which may not be apparent to all, with the community for their assessment and incorporation into the project.
- In the event of any changes, set deadlines to submit the modifications so that the group can evaluate them again.

3. 4. Feasibility and viability

Feasibility refers to the technical and organizational capacity available. As for viability, it is necessary to evaluate if the financial resources required are available; the necessary resources should have been determined beforehand. These actions will enable the organizers to modify the proposal, and to know if it will take more time to achieve all the objectives or if the project needs more funds.

After this resource management exercise, a final implementation timeline should be drafted. It is worth mentioning that the information regarding available resources must be clear and transparent with the community at all times. This will give the project and the process itself an added value: resource transparency.



Source: IDEO, HCD Toolkit

- Draft a table with the estimated costs of the project, preferably disaggregated.
- Compare costs, construction times, and positive impacts with similar or alternative projects, to clarify the real value of the current project.
- Use a Venn diagram to facilitate decision-making between the proposal (or what is desirable), the feasible, and the viable.

3.5. Community actions to foster ownership of Pocket Parks

The process of implementation and execution of a PP project is an opportunity to take ownership of the new space for the community that will enjoy it, maintain it, and adjust it in the future. Each action suggested below proposes a specific activity with certain community groups; as the actions mutually reinforce each other, the community and its sense of identity will be formed and strengthened.



Source: UN-Habitat



Photo credit: Claudio Sarmiento



Source: UN-Habitat

Community mural

A thematic competition is launched to promote the creation of a continuous or fragmented mural; it can be located in any available space within the neighborhood, but preferably inside the PP. This activity may be aimed primarily at children and young people.

Photo exhibitions

An invitation is launched or a workshop is conducted to select a cluster of photographs depicting the past and present of the neighborhood or PP; afterwards, the material is made public through an outdoor exhibit. This action may be capped by a contest, judged by a group of adults from the community.

Plant or care for a tree

Depending on the final design for the PP, the community is asked to donate or participate in planting the botanical species proposed. Then, they are asked to commit, individually or as a group, to maintaining and caring for the specimens.



Source: UN-Habitat



Photo credit: Claudio Sarmiento



Photo credit: T. Luke Young

Decorate a Pocket Park

The participants of the community design sessions develop a graphic design plan for the PP that is not fixed, so that, occasionally, different groups within the community can create their own designs and give the PP a variable and dynamic image. It is important to stress that whoever creates the design is also responsible for its execution, that the funds should preferably come from individuals, organizations, or private companies, and that art should be favored over advertising.

In-kind contributions

An event is held where community members can take their own chairs, tables, pots, and recreational objects to occupy the PP space on a temporary basis. It is essential to keep a record of the objects provided and the use they received, to gain an insight into the preferences of the community and the real purpose of the PP. Similarly, it is important to ensure that the space returns to its original condition in terms of impact and cleanliness.

Learning plan

A meeting is held where the community and the working group go back to the problems and opportunities detected in the diagnostic phase. After a determination of the progress made through the proposals and design plans for the PP, a plan for the future is drafted, identifying the potential benefits and new challenges that the project may bring about. The goal is to acknowledge the learning process generated by the PP and the lessons it may provide in the future.



PHASE FOUR. Monitoring and evaluation

Each one of the groups that made up the working community should monitor the project in order to improve its operation and implementation, to verify the gradual fulfillment of each goal and objective, and to document lessons learned for the promotion of other projects. Both the maintenance strategy and the monitoring mechanisms for the project should be established before its implementation and reached through a consensus among all the actors involved in the community participation process.

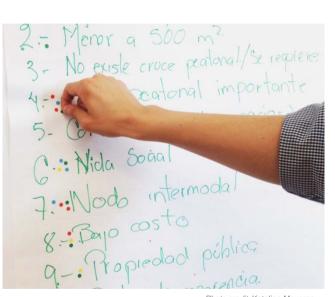


Photo credit: Katalina Mayorga

4.1. Continuous improvement



Photo credit: Claudio Sarmiento

A successful PP goes beyond temporal boundaries, maintaining its original quality for a long time. To achieve this, it must be socially and economically self-sustainable, not only keeping a clean image, but also having a positive contribution to the essence of its neighborhood or district.

To ensure the longevity of the project, it is imperative to anticipate the possible physical modifications that the PP may experience over the years. The design should allow its **adaptation to the needs of the community**, thus encouraging ownership of the space.

- Look for public-private partnerships that can help sustain the PP.
- Plan future events aimed to preserve, improve and promote the PP.
- Agree on clear rules for the use, modification, and enjoyment of the PP, and assign the responsibility to enforce them.
- Establish a permanent means of communication between those in charge of maintaining and operating the space and the general public (phone number, email, etc.).

4.2. Impact assessment

Mechanisms should be implemented to evaluate the objectives and goals achieved, as well as the effectiveness of the participatory process. Each one of the objectives and goals set must be measurable, so that the government agency running the project and each working group within the community can assess them (simultaneously or not).

All the information collected is vital to improve the implementation of future projects.



Photo credit: Autoridad del Espacio Público

- Make qualitative and quantitative reports, such as: satisfaction surveys, pedestrian counts, accident rates, state of repair, added commercial value, etc.
- Schedule regular visits to the project site to note progress, problems, and unexpected impacts.
- Select evaluation indicators that all participants can understand.
- All data collected must be shared with the community and interested public.



5. International examples

The strategies described in this toolkit have not only been implemented in Mexico City's first Pocket Parks. Several international examples of projects similar to PPs are presented below; these projects included processes of community participation that had a direct influence in their success.

Source: Instituto Distrital de Recreación y Deporte



Pocket Parks
Bogota, Colombia

Urban strategy incorporated as a public policy in Decree 619 of the year 2000, Article 230. Currently, the city has 1,768 Pocket Parks, which are spaces recovered to be used mainly by children and seniors for primarily recreational purposes.

Photo credit: Brad Aaron



Pedestrian Plazas New York, United States

Known as "car-free zones", these are residual spaces that incorporate a new dynamic into their surroundings, through pedestrianization and the addition of various usages to the space. Their implementation reflects a desire to reorganize and streamline traffic in the area, as well as to reduce pedestrian accidents, decrease CO₂ emissions, and improve the city's image.

Photo credit: Aaron Bialick



Better Streets.
San Francisco, United States

Several measures supported by a public policy to promote the construction of "complete streets", incorporating pedestrian, bicycle and vehicle mobility. The street is perceived as a public space for interaction, encouraging residents, developers, communities, and city agencies to carry out this kind of project.

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