HANDBOOK
FOR **INCLUSIVE** **DEMOCRACY** & **EMPOWERMENT** AT **LOCAL LEVEL**

Heiko Berner
and Markus Pausch

PRACTICIES

aims at supporting frontline
practitioners in their work against
violent radicalization from
a range of research tools in
social sciences and information
technology.

ABOUT THE AUTHORS:

Heiko Berner is a social worker and educational scientist. He is a Professor at Salzburg University of Applied Sciences, where he gives lessons and does research in the Department of Social Work and Social Innovation. He dedicates his work to the topics of racism and (anti-) discrimination as well as empowerment and participation, always with a focus on (post-) migration society. Heiko Berner also researches in this field. He participates in the Partnership Against Violent Radicalisation in Cities (PRACTICIES) research project, from which he hopes to establish how early preventive measures can help with empowering excluded social groups. He is also interested in various methodological approaches, such as qualitative and participative methods or action research.

Markus Pausch is a Professor in the Department of Social Work and Social Innovation at Salzburg University of Applied Sciences. He is a political scientist with a focus on democracy and participation. He is involved in various research projects, such as the EU-H2020 Partnership Against Violent Radicalisation in Cities (PRACTICIES) on inclusive democracy, democratic innovation and civic education as methods of early prevention of anti-democratic extremism. Grounded in the belief that social and political exclusion increases the danger of anti-democratic movements, his theoretical and empirical research focuses on concepts of democratic inclusion and the connection between constructive and non-violent revolt and democracy (www.markuspausch.eu)

CONTENTS

This handbook is primarily aimed at people who are professionally involved in the question of how to prevent political radicalisation processes towards violent extremism at local or regional level. It is therefore about early prevention or primary prevention in cities and regions. Target groups include employees in the field of **social or youth work, teachers, NGOs, policy makers, associations of all kinds, politicians and an interested public.**

Three levels of prevention can be distinguished in the work against violent extremism[1]. Primary or early prevention aims to make societies inclusive and democratic and to offer individuals the opportunities for participation. The basic assumption is that people who have a say in their own lives and social conditions are less likely to become radicalised. Thus, early or primary prevention aims at reaching the broad public. It raises awareness of radicalisation processes and violent extremism and it strengthens social cohesion, democratic culture and human rights. Although in itself it is not aimed at a specific target group, it can often have a specific focus in practice, for example on young people, parents, certain areas or others. Secondary prevention, by contrast, is focused on individuals at more specific risk of radicalisation and tertiary prevention focuses on radicalised individuals who are actively planning or have already committed violent acts. This manual is aimed exclusively at primary prevention.

Two terms are of central importance for primary prevention: "inclusive democracy" and "empowerment". Inclusive democracy means a community in which political decisions are not made exclusively by elected professional politicians but in which participatory processes take place with the aim of involving the entire resident population[2]. Empowerment means processes that "aim to reduce powerlessness[3]" – in many cases this concerns marginalized or stigmatized individuals or groups and enabling them to participate in decisions that affect their daily lives or in local politics. The basic assumption is that radicalisation is closely linked to unequal access to public expression, to discrimination and structural exclusion. It has to do with manipulative, unequal and exclusive speech and should therefore be tackled by its opposite, which is open and inclusive dialogue between all social groups and individuals.

In recent years, awareness of radicalisation processes and the need for prevention have increased at local and regional level. Many European cities have been affected by terrorist attacks and anti-democratic extremism. In numerous projects, experts and practitioners have developed measures to respond to these developments. With this manual, we present and analyse some current examples from the EU-funded project Partnership Against Violent Radicalisation in Cities (PRACTICIES)[4].

In a work package entitled early prevention and inclusive citizenship (education), we supported and evaluated measures of cities that pursued one or more of the following objectives, categorized in modules:

Module 1: Exchange of views and perspectives between different groups (possible interventions: city dialogue, intergenerational and intercultural city walks, socio-spatial community and youth work or others).

Module 2: Making needs and opinions visible (possible interventions: public speech – speakers' corner, poetry slam or others). Public space is offered for the expression of opinions on different issues and/or for work in alternative settings to make expression easier and to overcome obstacles to participation.

Module 3: Inclusion and participation of (young) people in local decisions (possible interventions: training/workshops for youth participation and participation of other target groups, youth parliaments, round tables with politicians etc.).

Module 4: Joint action with social and educational structures. This is about building relationships with schools and cultural centres to improve the impact of these actions by training teachers and intervening with families in schools.

Since this concerns the use of public space in a city or region, with the aim of broad participation of different social classes and citizens, we summarized the activities under the more memorable title "Citizens' Agora". The idea of Citizens' Agora in the PRACTICIES project is to install and use public social spaces for inclusive citizenship participation and citizenship education, in order to prevent anti-democratic extremism and violent radicalisation at an early stage. The activities were carried out in close collaboration between academic institutions and city administrations or social workers participating in the project.

Table 1 : Overview of activities evaluated by the Citizens' Agora (PRACTICIES), according to the form of intervention (mode) and the main approaches of the different offerings (category). One category ("Networks & Social Capital") is not included here, because it is a cross-sectional topic and thus part of nearly every intervention.

Place	Activity	Mode	Category
NICE	Trouve ta place!	Workshop	Information & Awareness Raising
NICE	Les promeneurs du net	Youth outreach work: virtual space	Dialogue & Empowerment
TOULOUSE	Point Information Laïcité et Citoyenneté	Information point	Information & Awareness Raising
TOULOUSE	Conseil des Jeunes Toulousains	Youth council	Voice & Participation
LILLE	news craft	Serious game	Information & Awareness Raising
SALZBURG	Streusalz	Youth outreach work: municipal district	Dialogue & Empowerment
SALZBURG	88 gegen Rechts	Campaign	Information & Awareness Raising
SALZBURG	ComEx	Workshop	Information & Awareness Raising
KUREGEM, MOLENBEEK	Digital Me	Digital storytelling	Voice & Participation
SFAX	Fakebook App	Serious game	Dialogue & Empowerment
TUNIS	Survey on parental resilience	Workshop	Information & Awareness Raising
JERBA	Parlement des Jeunes	Youth parliament	Voice & Participation

The aims of Citizens' Agora can be summarised under the general idea of inclusive citizenship but can take a variety of specific forms, depending on what the participating cities identified as the most important challenges. They can provide information and training on politics and participation for different target groups, bring together different generations and ethnic or religious groups for better mutual understanding, offer space for dialogue and discussion about political, social, religious or other questions. They can give a voice to those who often have no or little access to public debate. Further specific aims of Citizens' Agoras could be to enable young people to learn about history, to criticize and consider arguments, and to participate in political discussion and decision-making processes. In all their forms, Citizens' Agoras allow for democratic experience, empowerment and self-efficacy.

In this manual, we divide the measures evaluated from planning to implementation into the following four categories (see also Table 1):
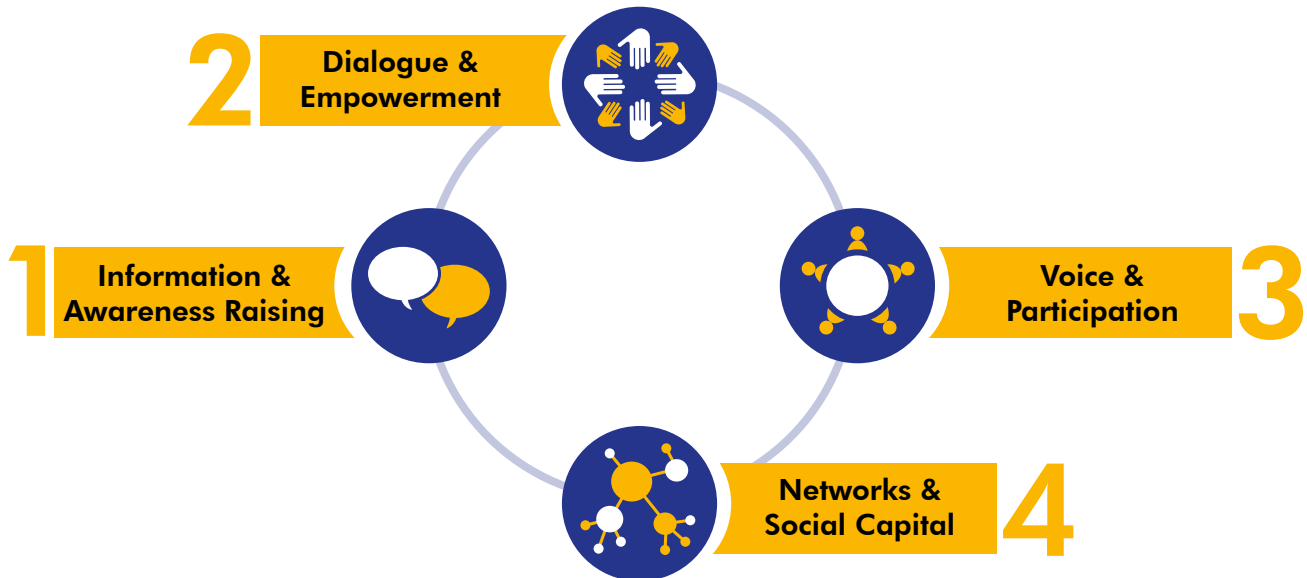
In terms of their content, the four categories – 1) Information & Awareness Raising, 2) Dialogue & Empowerment, 3) Voice & Participation, 4) Networks & Social Capital – more or less correspond to the four modules mentioned above. The difference is that the modules describe the contents that seemed important for the choice of different measures to be evaluated, whereas the four categories here summarize the outcome of the evaluations of these measures: they define the main approaches of the different provisions. As the illustration shows, the four categories are interlinked. This means: an intervention that concentrates on Information & Awareness Raising may also realize new networks or it may strengthen the voice of young people.

The titles of the following chapters correspond to these four categories. Each of them summarizes the main findings of Citizens' Agora, using some of the interventions, evaluated by the project. Each chapter starts with a text box that defines the crucial terms used here (such as participation or empowerment) and ends with a second text box that summarizes the main findings. The goal of these discussions of different interventions, their strengths and weaknesses, is to give practitioners an overview of different possibilities and to inspire them when it comes to organizing their own early prevention measures.

After presentation of the findings and after the interventions, we will add some lessons learned. Here, we will present some general findings and remarks. These seem especially important to us, when it comes to the creation of new measures and strategies for early prevention in the field of radicalisation.

A

FOUR GOALS AND EXAMPLES

1. INFORMATION & AWARENESS RAISING

This goal aims to provide information about concerns in daily life, addressing a basic need that helps young people to participate in decision-making processes. These processes may take place in questions of social participation, e.g. in the neighbourhood or at school, or in local political decisions. People suffering from a lack of information are unable to participate to the same extent as people who know their environment well.

The measures considered in Citizens' Agora that offer information and raise awareness primarily refer to module 1, as described above. These interventions are about the exchange of views and perspectives between different groups and they aim to offer information to different target audiences, such as young people or parents.

Information & Awareness Raising

One of the core competences for education in democratic citizenship is so-called cognitive competence. It concerns knowledge of the political system and of the rights that citizens have in their local or national contexts. In addition, knowledge of the social and cultural frameworks and of the environment is important for the ability to participate in public life and decisions. The living environment may be the social spaces where daily life takes place – e.g. municipal districts – or institutional contexts such as school or workplaces.

In many cases, a lack of **information**[5] prevents people from participating in common activities or articulating opinions within these environments. In other cases, people avoid entering a new environment, because the invisible thresholds are too high. Providing information therefore becomes a central strategy that helps people to participate in daily life and in local decision-making processes.

This primarily concerns vulnerable groups, e.g. who have a mother tongue that is different from the local or national language or who perceive obstacles as a result of being stigmatized for various reasons (social group affiliation, sex, sexual orientation, disability). Information here also becomes a measure for helping these people to gain **awareness**[6] of different forms of disadvantage or exclusion.

Below, we present various types of intervention. What these all have in common is that they aim to offer information and to help their target audience to become aware of structural disadvantages or certain forms of exclusion. Some of them may also include other aims or effects, such as "dialogue" or "networking" but the examples discussed here particularly and primarily have in mind the processes of informing and raising awareness among young people.

INFORMATION POINT

Providing information may be fairly easy: put a market stand in a local market and provide the information to everyone who passes by and is interested in your topic, and then get into conversation with them.

That is exactly what the project "Point Information Laïcité et Citoyenneté"[7] ("Laicism and citizenship information point") is doing in the district of Faourette, in the French city Toulouse. It was implemented in the district market and is open every Friday from 8.00 am to 12.00 noon. The reason for developing this specific intervention was the growing number of fundamentalist stands on the market in Faourette. The organizers are local clubs – led by "Association Partage Faourette" – which collaborate with the local authority. This is an initial observation: expertise in terms of social or youth work and of radicalisation processes is crucial for the success of such an intervention. At the same time, the backing of local authorities and politics is essential when it comes to questions of democratic citizenship. It goes without saying: in addition to political backing, financial support is also needed from them.

One of the biggest advantages – where early prevention is the aim – is that an information point can reach a broader public in a relatively simple way and open up dialogue with passers-by. The market in Faourette is ideal, since it is the most important market in Toulouse, in terms of size. Also, if the target audience is the general public, it would be especially desirable to reach a specific social group. For example, if the topic of the information point is the advertising of tolerance and respect – as in the example in Toulouse – then minority groups who are suffering from experiences of exclusion could be of special interest as a target audience. In this case, it is

important to be open for both: for the broader public as well as for the specific group. This has consequences for the implementers, i.e. for the people who are actively involved. In an ideal case, they comprise a heterogeneous group of social workers, experts on the main topic of the information point and peers of the target groups. Another consequence concerns the place where the information point is located. Is it useful to put it to the centre of the city? Or does it make sense to distribute the information in a certain district with specific characteristics and needs? In the case of the information point in Toulouse, it was clear that it should be located in La Faourette market, because the audience that the implementers wanted to reach comprised residents of the district (and surrounding districts) and visitors to the market. However, this was an innovation, since it is not very common to organize a market stall with political aims in this market, which normally offers only retail outlets.

Beside general topics, such as certain attitudes or certain views of society, implementers of an information point can also distribute specific information. This may include addresses and opening hours of counselling institutions (such as an anti-discrimination office) or – as in the case of the information point in Toulouse – information about citizen awareness, for example including knowledge of the electoral system.

SERIOUS GAMES

If raising awareness is a major goal, an information point could be insufficient, because the target audience cannot usually share personal experiences. An effective means to enable participants to experience new situations is so-called "serious games". In Lille, the University of Lille in collaboration with "Vertical Quality Games" has developed a virtual game called "News Craft", which simulates the production of a journalistic article. The player can choose parts of texts and photos that fit with certain topics. She/he can then reflect on whether the outcome has a certain journalistic quality, whether it has a dubious character or even whether it constitutes fake news. This "learning by doing" method offers the target audience an easy way to discover something about a world with which she/he is unfamiliar. In the case of "News Craft", it is designed in a pleasant way, so that it is actually fun to use. Also, if it is tried

in a group, e.g. during a school project, participants can enter into a dialogue about their experience. Of course, the production of such a game is quite expensive but existing games can also be used, such as "News Craft" from Lille[8].

Another important issue – regardless of the format you chose – is the activities behind the scenes. These could comprise a combination of the information point with other provisions, such as a workshop programme or a specialist counselling service, or the integration of an information provision into a broader (municipal) strategy against radicalisation. One very specific topic is consideration of everyday experiences: the implementers should meet and develop their activity regularly, including with partners from other institutions or with the involvement of local authorities and politics. If possible, expectations and goals should be evaluated at these meetings. Possible questions include: Were we able to reach the target group? Were we able to reach a heterogeneous public? How can we describe their reactions? Did they contact a provision we had advertised at the information point? How did we feel? How did we handle unexpected reactions? In the example of La Faourette, after their initial first experiences, the organizers realized that they wanted to enter into dialogue with the public in a more active way, so they planned to integrate dynamic and interactive tools into their market stall.

CAMPAIGN

An information point or a Serious Game may be a component of a bigger campaign. Usually, a smaller institution does not have the resources to realize such a campaign, so it is more often organised by local authorities or political establishments. It is a good idea for the campaign to be produced with the support of a marketing department that specializes in the issues. However, marketing departments do sometimes tend to overemphasize their own experiences and logic. Although this may be helpful to a certain degree, the content of the campaign should be the core issue. This chapter concentrates on this aspect of the plan.

In 2015, together with representatives of civil society, the Austrian city of Salzburg started a campaign against right wing extremism, called "88 gegen Rechts"[9] ("88 against right-wing

extremism"). That year, there was a specific cause: a large amount of right-wing graffiti had appeared in the city, using the number "88" as a symbol ("H" is the 8th letter of the alphabet and "88" symbolizes "HH", a shorthand for "Heil Hitler"). The city officials hoped to give this symbol a different meaning and asked 88 local opinion leaders to provide statements against Nazism and racism. These statements were used to design advertisements, which were displayed all over the city and in various printed media. At the same time, the local authority organized public events such as lectures, concerts, video presentations, flyers, posters and so-called "photo corners" in public spaces. They installed these corners – like information points – at public events or in shopping malls and tried to make contact with passers-by; everybody was invited to take a photo with their own personal statement against hate or extremism to take away.

This example of a campaign demonstrates different characteristics and includes several experiences that may be useful in the design of campaigns in general. One initial issue concerns the cause. Is there a specific reason or is the campaign intended to accompany a general political attitude in a community? If a cause exists, the campaign will probably attract greater attention.

The main goal of "88 gegen Rechts" was to raise awareness among the population of Salzburg. Among the population of the city, the slogan "88 gegen Rechts" became so visible that it grew into a kind of brand and was well known to the public. It can therefore be considered a success. This demonstrates that the use of resources is worth the effort: a campaign is successful only when it is well planned and if there are enough resources to realize it.

Another issue concerns the single parts of the campaign. These must be appropriate to the target audience. In the case of "88 gegen Rechts", the "photo corners" and the rock concerts in particular reached a mature audience. Young people had little interest in the measures used in this campaign.

That is why the authorities decided to redesign the campaign in 2018. The major difference from the first appearance was that, this time, they especially targeted young people. A video was therefore created. The youth office of Salzburg asked young internet influencers to provide statements against racism and produced a short film of this material. This idea has two disadvantages: it was unclear how the target audience would be reached, i.e. which channels will be used; and it fosters no dialogue between the local authority and the target audience. As such, an approach that might reach the target audience more effectively could be to invite members of the target audience to participate in the production of such a film. This is possible if the campaign has a specific local reference. In the case of "88 gegen Rechts",

this reference was the city of Salzburg. Another advantage of such involvement of the target audience with the production (here the short film) lies in the interaction. It is obvious that a film can foster the process of raising awareness but collaboration with young people can turn one-way communication into a dialogue.

Again: video can be very effective if it is part of a bigger campaign. This could be arranged around a video production and include public discussions, round table discussions with young people and different stakeholders or collaborations with areas where young people meet, such as schools or youth centres. We come to the topic of "Networking" in chapter 4.

GENERAL CHARACTERISTICS AND QUESTIONS

- Cooperation between professional experts and local politics or administrations is helpful.
- Keep in mind the backing of the latter and financial support.
- In the case of a campaign: Which channels should be used? Do they allow dialogue with the target audience?
- What are our objectives? The dissemination of a general attitude or is there a specific reason?
- Who is the target audience? The broader public or specific target groups?
- Depending on this: Where should our activity take place?
- Who could get involved? Social work professionals or experts (in terms of de-radicalisation) or peers or a mixed team?
- Don't forget consideration and development of the activity.

One final point refers to the implementers of the campaign: "88 gegen Rechts" was organized, realized and distributed directly by the youth office of the city of Salzburg. One aim was to communicate the official attitude of the city – here, an attitude against racism. This is very important, because it creates an official atmosphere and strengthens the power of stakeholders from civil society.

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2. DIALOGUE & EMPOWERMENT

The examples of "News Craft" and "88 gegen Rechts" have already shown that raising awareness may be easier in contexts where dialogue takes place. The virtual game itself may have an impact on the player but if a whole group plays and discusses it, the effect may be much stronger. Thus, dialogue becomes a first step in processes of empowerment.

The measures, considered in Citizens' Agora, which offer dialogue and aim to empower young people, primarily refer to module 2, as described above. These interventions intend to make the needs of young people visible and help them to express these needs or their opinions in public.

Empowerment[10] means fostering the skills and potential of individuals or groups that are vulnerable or socially disadvantaged in any way. Empowerment aims to achieve autonomy for those people who do not have the resources to participate equally in society. One crucial goal is the establishment of a higher degree of autonomy for these people.

If empowerment is an aim of collaboration between social workers and young people, power relationships between them must always accompany these activities. How can social workers contribute to empowering young people without intervening in their self-perception in a paternalistic way?

This is possible only if relationships between social workers and young people – and between young people themselves – can develop and if professionals offer the young people safe spaces, where they can express their needs without fear of rejection.

In this sense, **dialogue** is a first step towards or a condition for empowerment. Dialogue is a measure that helps with the empowerment of young people, if it is offered continuously over a prolonged period and in a way that tolerates conflict.

WORKSHOPS

Workshops are a fairly common measure to generate dialogue. There are multiple forms of workshop: World Cafés, Future Workshops, Design Thinking or Dynamic Facilitation, to name but a few. Usually, they follow a defined structure, they have a time plan, agenda and a specific method or mix of methods but open formats also exist.

When it comes to early prevention of radicalisation, workshops are a useful tool to enter into dialogue with young people and to bring different young people into dialogue with one another. If the participants form a heterogeneous group, the dialogue is undoubtedly reasonable but it also becomes a challenging task for the workshop moderator.

In Salzburg, a format called "ComEx" ("Comedy and Extremism") was created in 2018. It intends to enable young people to gain awareness of extremism as well as stereotypes and prejudices. The method is an experiment: humour and elements of comedy help the participants to start rethinking their routines and habits. One technique works with photos that are projected on the wall. These pictures show different motifs with "extreme" content: an extremely nice looking cat or an extreme mountaineer, for example. The participants have to decide spontaneously whether or not they consider the motifs extreme. They therefore begin to reflect on their habitual positions towards the meaning of "extreme". It is very important to capture and discuss these experiences with the participants immediately, otherwise they remain unconsidered and have no effect or they have an unforeseen effect. This is why the implementers abandoned their original idea of a stand-up programme designed to convey information about extremism one-way to an audience of young people. Instead, they created the workshop idea, which includes several methods of entering into discussion. The discussions take place between participants and implementers but also between the young people if they have different perspectives or opinions.

"Trouve ta place! Développement de l'esprit critique"[11] ("Find your place! Development of critical thinking") was a workshop project in Nice, which took place in 2017 and 2018, organized by Alter Egaux SCOP. In the two years when the project was running, it reached

94 young people between the ages of 16 and 25, especially those who had experienced difficulties at school. The workshops were intended to develop critical thinking among the young people and to reflect on gender stereotypes with them. The final goal was primary prevention, i.e. to prevent the risk of (in this case religious) radicalisation of people who are socially excluded. "Trouve ta place!" included a package of three workshops, a programme in three steps, in which gender stereotypes and extremist propaganda were the issues. In the first workshop, better understanding of the mechanisms of gender construction and the phenomenon of gender overplay (hyper-masculinisation vs. hyper-feminisation) as an escape from failure were the issues. Then, in the second part, stereotypes with their stigmatizing effects were discussed. Finally, the topic of the third workshop was the critical analysis of propaganda messages. The implementers and participants described the openness of the workshops as an advantage. It was part of the concept of "Trouve ta place!" that the experienced implementers aimed to respond directly to the needs of the participants, thus facilitating dialogue.

Real dialogue becomes possible when the participants trust the implementers. This is a crucial requirement but hard to achieve, since these people meet one another only at a limited number of workshop meetings. This may be only once or – depending on the concept – several times. In the example of Nice, three workshop meetings were planned. "ComEx" includes two meetings. The participants and moderators are therefore unable to get to know one another over a longer period. Trust arises from the personality of the moderators: if they share experiences with their target group (in addition to professional expertise), it may be easier to make connections and create a safe atmosphere. However, similarity with the target group also has a disadvantage: the dialogue itself crosses no boundaries between different social groups. In any case, there should be subsequent reflection on the relationship between implementers and workshop participants.

Another disadvantage of the workshop as a measure for early prevention lies in the relatively limited number of meetings: the relationship between participants cannot develop to great depth and dynamics that result from the expression of deeper feelings should be avoided. The implementers will not have the opportunity to respond adequately to these, so it might also be useful to be in contact with other professionals who work with the young people participating in the workshop – teachers or social educators at a youth centre, for example. Of course, not all types of personal data should be communicated to these people; the exchange should remain on a general level.

In summary, the workshop is a useful format when it comes to raising awareness and stimulating dialogue. For more personal relationships, other concepts might work better.

YOUTH OUTREACH WORK: WORKING IN VIRTUAL SPACES

One of the social spaces most visited by young people is the virtual space. It seems a good idea to implement social outreach work in this space. There are various provisions that aim to make contact with young people via social media. One example is "Les Promeneurs du Net"[12] ("The Walkers of the Net"). Created in 2000 in Sweden, the concept was transferred to France in 2012 and now exists all over the country. The goals of the concept are listening, informing, supporting, advising and prevention. At the same time, so-called "promeneurs" aim to disseminate positive democratic and secular values. Again, as with the measures presented previously, a network of supporters is important. This involves direct contacts between young people and other social work and educational agencies as well as local authorities. The "promeneurs" –education or social work professionals – have accounts on social media platforms and try to make contact with young people. It is important that these accounts are personal accounts, i.e. they are used only personally by one "promeneur" and transparency is an important feature: the users of social media can immediately recognize the "promeneur" as a professional and easily obtain information about his/her role.

This online measure is still fairly new and it has a number of weaknesses. First, there is the question of resources. If the online presence of the social worker is brief – only two hours per week in the case of "promeneurs" – it is hard to make a closer connection with other users. Sometimes, it is easier to make connections if real-life relationships already exist. Also, social media channels change frequently. Where Facebook was often used in the past, it might be Snapchat, TikTok or Instagram today and new ones will emerge in the future. Thus, resources are required in order to stay up to date.

Indeed, one method of youth outreach work is a presence in the virtual space, although that does not mean traditional youth outreach work is obsolete.

YOUTH OUTREACH WORK IN THE MUNICIPAL DISTRICT

Youth outreach work is one of the most demanding measures in the field of early prevention. Usually, a social worker or a social educator is responsible for an area or district in a city but implementation also makes sense in rural areas. The streetworker has an office but the actual work takes place outside, where young people meet. In some cases, youth outreach work also includes organizing provisions for the young people, such as sports or cultural activities. The role of the streetworker is to know the young people in his/her district, to form relationships with them, to guide them within the neighbourhood and to represent their needs and interests. In this sense, quality of life of the area itself may benefit from this work.

Like workshops, youth outreach work requires trust between young people and the professionals. However, in terms of trusting relationships, the two concepts are totally different. Whereas a workshop offers only a short time to get know one another, youth outreach work makes it possible to spend a lot of time together and to undertake so-called relationship work[13]. Whilst trust may be achieved in a workshop through a certain similarity between youngsters and implementers (e.g. in terms of age, sex or belonging to the same ethnic or religious group), relationship work makes it possible to get to know one another over a longer period and to form trusting connections even if the social educator and the group of young people have little in common. This is of major importance, because the process of getting to know one another becomes a process of crossing borders in itself.

GENERAL CHARACTERISTICS AND QUESTIONS

- Which workshop method best fits our target audience and the topic?
- Do we want to enter into dialogue with a specific target group or do we intend to bring different individuals/groups into contact and exchange with one another? Or both?
- Do the participants form a heterogeneous or a homogeneous group?
- Trust is crucial. Aim to enter into trusting relationships!

- Sometimes it is a good idea to collaborate with peers as experts in their communities.
- Do we spend a longer period with the target audience in order to form a more familiar relationship?
- Think about the highest degree of participation that is possible (the "inner democracy" of the measure).
- In the case of virtual contacts, do we have enough time and resources to develop these contacts? Is there an opportunity to form a connection with them in the analogue world?
- Vocational contracts are crucial. Do they allow the development of relationships over a longer period? Or does the project stop after a defined period?
- We have to care for the needs and opinions of our target audience. Try to find out whether they are aware of them. Are they able to articulate them?
- Safe spaces are a necessary tool when it comes to open exchange with our target audience. What kind of safety do they need? This might be a girls' room, a gym or a youth centre.
- Supporters of various institutions, such as teachers or school social workers, are valuable resources.
- Relationships with other people in the social space are important. Who will understand our needs? Where are there – real or potential – conflicts?
- Think about your own well-being! Supervision and team meetings are helpful.

In Salzburg, a project called "Streusalz"[14] (scattering salt") has been running since 2009. The idea is to provide a variety of different activities to teenagers in nine districts of Salzburg. For each district, there is a "Streusalz" employee (in most cases a professional social worker) who works closely with organizations related to youth issues (e.g. youth centres) as well as relevant institutions, such as sports clubs, residents' services, schools and so on. The social workers have an office in the local youth centres but are employed directly by the local authority. They often also have a second vocational contract with the youth centres, so that they work both within this institution and outside in the neighbourhood. Here, they offer a wide programme for the young people: they go swimming or skating, they organize football contests or graffiti workshops. These activities are valuable in different senses: they may serve as safe spaces for the young people to express themselves; they are also a means of forming connections and establishing trusting relationships. One example of such a safe space implemented by Streusalz is the so-called "Mädchentreffs" (girls' clubs). The social worker regularly meets the girls in her district at a sports gym, where the girls can talk in a trusting environment. They

can also choose the kind of sport they like; while interviewing a couple of the girls during our evaluation, they developed the idea of a rugby workshop and the social worker who also was present immediately took the suggestion and started organizing a trainer. This is another element of successful youth outreach work or of early prevention measures in general: they should be as participative as possible. The "inner democracy"[15] of the provisions is an important factor.

One crucial element in youth outreach work is connections over a prolonged period, which allow relationship work. Short-time working contracts are therefore damaging to this approach. Indeed, the working conditions in general should allow social workers to stay for a longer time: supervision and enough staff are important.

A special feature of this intervention is that young people may start to articulate their needs if they feel safe with the social worker and in the environment. It then becomes possible for them to articulate their interests as well and finally to communicate in a local (political) environment.

3. VOICE & PARTICIPATION

Voice and participation are the opposite of resignation and withdrawal. People who live in a community and are affected by decisions should be able to influence these decisions with their voice. This is a basic idea of democracy[16]. This chapter therefore describes democratic innovations that focus on the broad involvement of people in political debates and decisions.

> **Voice and participation** mean that people affected by a political decision can also participate in that political decision. First of all, this requires the possibility of raising one's own voice, articulating one's own standpoint and feeding it into the political debate.
>
> In representative democracy, the opportunities for participation are not equally distributed. For example, people without citizenship and children or young people usually have no right to vote. There are also groups that are unwilling to or inhibited from participation, as a result of socio-economic disadvantages. Cities and regions can implement targeted measures to enable these people to have a voice in the political decision-making process. In recent years, a large number of **democratic innovations** have been developed to this end.
>
> In this respect, voice and participation also mean that the political stakeholders of a city or region incorporate the suggestions of the citizens into their political concepts. Political participation measures make sense if this participation leads to visible consequences. Representatives should therefore commit themselves or in some way be obliged to incorporate or implement the results of participatory activities.

We distinguish the activities that can be included in the "Voice & Participation" chapter into those that serve as **preparation** and those that aim at **participation** in the narrower sense. The starting point plays an important role here. People who are not used to expressing themselves politically or even to talking about their concerns at all must first be enabled to do so through various measures. Everything that is understood under the term democratic or **inclusive citizenship** education can be seen as preparation for political participation. Many preparatory measures happen at school. It is not possible to go into them in detail here but youth work plays a role that is at least as important. From our project we want to pick out an activity that aims, among other things, to give young people the opportunity to express themselves.

PREPARING FOR VOICE & PARTICIPATION

One promising method of supporting and encouraging young people to find their own identity and to express their concerns is digital storytelling. The professional Belgian association Maks describes this activity as follows: "Digital storytelling is a creative process through which people tell a personal story as a two-three minute film, using still images and a voice over. Digital storytelling can enhance social inclusion and active citizenship and it responds to crucial training needs that emerge among young people, such as intercultural and cross-cultural skills, critical thinking, collaborative and project-based learning, creativity and digital literacy."[17]

Maks has created a toolkit for teachers, which should help with spreading digital storytelling. The toolkit available on the Maks website is intended to provide secondary school teachers and trainers who work with young people aged between 14 and 18 with a specific methodology to promote active citizenship, using the digital storytelling technique both in schools and in informal educational contexts.

All the young people write a personal story, guided by the feedback of the group in the Story Circle. Afterwards, they turn the story into a short, 1 to 3-minute video. In a warm-up round, a theme is chosen and explored. The young people then individually answer a question related to the theme and explain their answer in the Story Circle, where the group reflects on the individual story. They discuss how to turn this answer into a story. Starting from their answer and the feedback they have just received from the group, the young people now write their story individually. Different groups may need a different number of Story Circle feedback sessions to get the story right.

In the next step, a storyboard is created. The young people divide their story into different elements of significance. For each element, they think of the best possible image to go with the story. In a final Story Circle, they present the final version of their digital story on paper. They tell the story and show their finished storyboard. Then, the storyboard needs to make it onto the iPad, through drawings, photographs, clippings or decoupage. The young people learn about different ways to produce their digital story and thus acquire the tools to produce

their own media presentation. When everyone has finished his or her story, the group gathers to watch all the digital stories together. This is a moment of empowerment, because the young people feel relieved and proud.

Finally, a moment of reflection is appropriate: What was cool? What was difficult? Is there something you learned that you can use in the future? The young people talk about their experiences and learn to reflect on themselves and society.

Digital storytelling has several positive effects. It enables young people to think about themselves and the world in a constructive way. It gives a voice to those who very often are not heard or who are unused to presenting themselves and their views. Through the various reflection loops and discussions, content is critically considered. Also, during production of the video, manual and technical skills are learned, which contribute to the improvement of media competence. All in all, digital storytelling is a good example of applied democracy learning.

SPECIFIC PARTICIPATION: YOUTH COUNCILS

Among the best known democratic innovations at local or regional level are Citizens' Assemblies, Citizens' Councils and participatory budgeting[18]. In our project, we compared youth councils and drew conclusions from this.

Youth councils are a new participation format that makes it possible for young people to deal intensively with mainly local issues and to find constructive solutions. They create space for young people to participate politically, to express their views and to enter into dialogue. A youth council is a kind of "youth form" of the Citizens' Council and corresponds to it in terms of objectives, processes and results. Like the Citizens' Council, the youth council is an innovative, small format of participatory democracy. Participants are usually selected at random on the basis of the civil register of a district or region and invited to participate (sometimes by a letter from the Mayor). The group then represents the council and works together to discuss solutions to local or regional problems. In the last few years, a broad variety has emerged in terms of topics, procedures etc. Youth councils are therefore a typical form of democratic innovation.

The Council of Young Toulousains was organized and implemented by the City of Toulouse (via an initiative of the Mayor). The target group comprised young people between the ages of 15 and 25, who work or study in Toulouse. 60 people participated in the Council, which met regularly, once per month from September 2017 to July 2018. The Council was organized in the halls of the Mayor's house. The meetings were held in the capitol, which gives a higher relevance and legitimacy to the Council. Different services of the city council or town hall and 100 partner organizations (schools, associations etc.) were involved in the recruitment campaign. The main objectives were the involvement of young people from Toulouse, who should discuss relevant subjects and bring their opinions into local politics. At the end of the period (one year), the young participants presented their work to the elected representative responsible for the respective policy field.

There was no specific problem that led to the activity but rather a general idea of participation and that young people should have a path to influence decision makers and to discuss in a democratic way at local level. It was all about promoting and strengthening participatory democracy among young people, their engagement and their citizenship. The organizers' expectation was also that this target group would bring in new and interesting ideas and suggestions. At the youth council in Toulouse, the support and participation of elected politicians and local representative are an essential part of the success. The organizers wanted to integrate these, as their involvement would give more value, resonance and appreciation to the young people's suggestions.

The Toulouse youth council is a joint body based on voluntary participation with a consultative nature. No binding decisions can be made. The organizers have not worked with this group previously. They tried to reach the young people by means of a communication campaign, both virtual and on paper, to inform young people in Toulouse of the opportunity to participate in the work of the CDJT. A draw was then held among the volunteers, to compose a group of 60 young people. The main challenge turned out to be finding the structures to contact and reach various profiles and not only students. It was also necessary to achieve significant participation throughout the mandate. The year before, out of 60 young people, only 8 were still present at the end of the mandate. In 2018, 35 people remained. There was regular contact with the volunteers and this should be continued in the future. The organizers had support for structures that work with young people and achieved a broad communication campaign. Network partners and stakeholders such as social workers, schools, principals, teachers, sports clubs, cultural initiatives etc. were involved.

The youth councils investigated in the provinces of Salzburg and Upper Austria were based on the "Vorarlberg model" of citizens' councils. In this multi-stage participation concept, the actual youth council event with the youth café and the resonance group is preceded and

followed by elements aimed at effectively linking the youth council with the public and political debate. The processes are supported by external process facilitators, who are often referred to as "moderators" for the sake of simplicity and comprehensibility.

	Toulouse	Salzburg
Number of participants	35 to 60 people	10 to 20 people
Age of target group	15 to 25	15 to 25
Recruitment	Information and promotion, social workers contact target group; open to all young people in the city	Random from the population register, letter of invitation from the Mayor
Topics	Mixed topics, local policy	Broad topics, local policy
Timeframe/frequency	Regular monthly meetings over a year and a half	Single, punctual events, maximum one day (6 to 9 hours)
Final output	Written document with suggestions, presented at an event	Final presentation in a youth café for a resonance group of local politicians and other interested people
Follow-up	Paper published on the website of the city, ongoing discussions and implementation	Resonance group and local players further discuss suggestions and try to implement them
Character of decisions	Non-binding, consultative	Non-binding, consultative

The participants are between 15 and 25 years old, selected randomly and transparently from the population register and invited to participate in the youth council. The sample is drawn on the basis of age and gender, in order to achieve the greatest possible diversity. In Salzburg, the aim is to attract approximately 10 to 20 participants from the random sample of those invited. Experience has shown that the response rate of youth councils is usually less than 10%. The youth councils take place on a Friday or Saturday in a public space (youth centre, community event hall etc.) and last for six to nine hours – i.e. a maximum of one day. Representatives from politics and local government, members of the resonance group, friends and acquaintances of the youth council participants as well as all interested parties are invited to the public presentation event, which is called the "Youth Café", within the framework of the youth council. The youth council participants report on the process and present their results and project ideas. These ideas are then discussed and further enriched at several tables together with the audience by using the World Café method. The resulting additions and reflections for the next steps are then brought together in the plenum. The Youth Café usually takes place a few days after the youth council and is a good starting point for media and public relations work.

HANDBOOK FOR INCLUSIVE DEMOCRACY AND EMPOWERMENT AT LOCAL LEVEL

The so-called resonance group consists of political representatives, employees of the local administration and other stakeholders. They are the link between the group process in the youth council and the political decision-making process. The resonance group should ensure that the experiences and results of the youth council do not come to nothing but are welcomed and followed up politically in the community. The process results of the youth council are included in the political agenda and discussed. Timely feedback to the youth council participants on how the results were treated and on which ideas were pursued in what form completes the circle of the youth council process.

GENERAL CHARACTERISTICS AND QUESTIONS

- A key challenge is to reach those areas that are less privileged in terms of education and income. Preparation for articulation is important, so innovative tools such as digital storytelling are used to empower young people.
- Get in touch with schools, social workers, youth associations and seek their support, but do not organise youth councils in the school context.
- Inform and encourage not only the young people but also their parents, teachers and employers to allow and support participation.
- Offer a friendship ticket ("bring a friend"), which gives young people a feeling of safety.
- Stress the importance by a letter from the Mayor and a prestigious venue (such as the city hall).
- Be very clear on the aims of the youth council and where its limits are (non-binding character).
- Think about the best timeframe and frequency. Decide whether single punctual events or regular meetings over a longer period are better. Both have advantages and disadvantages. For longer formats, it is difficult to maintain the number of participants. The question that arises is how meaningful a citizens' council is if it works only with a few people at the end of its period. Conversely, a one-off event certainly has a much smaller effect on the participants.
- Make travel and participation as easy as possible and support those for whom participation is more difficult (because they live far away or are otherwise restricted).
- Take into account that certain days might not work for certain groups (such as religious holidays) and should therefore be avoided as council days.
- Guarantee a trusting, safe, welcoming and participatory atmosphere.
- Do not exclude unorthodox, critical or provocative suggestions.
- Keep participants informed in a follow-up process.

4. NETWORKS & SOCIAL CAPITAL

When presenting and discussing the different measures of early prevention in the last three chapters, one unifying element emerged: to a certain degree, most of the measures need networks in order to make an impact.

> **Networking** means collecting **social capital**. Social capital means relationships with other people or institutions that support our intentions.
>
> Two types can be distinguished.
>
> The "Bourdieu"[19] type: here, social capital refers to the personal contacts of an individual. These may be family, the peer group, school friends, colleagues, representatives of clubs or associations, or professionals such as teachers, social workers and so on. These contacts help the individual to find his or her way in daily life. They also help him or her to solve problems or to overcome obstacles.
>
> The "Putnam"[20] type of social capital refers to institutions located within a community. These may be schools, churches, the public administration, a youth centre or a sports or cultural club. Here, the assumption is that social cohesion depends on these institutions. The better the connections of the individuals to these institutions, the higher the degree of social cohesion.
>
> Both types of social capital are important when it comes to early prevention and most of the interventions use social capital as a means or as a goal.

NETWORKING – EXAMPLES

Networks can operate on two levels, each of them building up social capital for the people involved, whether implementers or young people.

The first sort of social capital is on the level of the individual: every single individual knows different people, such as his or her family, friends, members of the sports club or professionals such as teachers or colleagues at work and so on. Every relationship may be helpful when it comes to reaching different goals. The relationship then becomes a kind of social capital. There might be very specific goals, such as obtaining help during the preparation of an exercise at school. The "social capital" in this case might be the best friend who is good at school. The goals may also be more general, for example a feeling of safety in a well-known environment. The "social capital" here might be the family or peer group. We would call this sort of social capital the "Bourdieu" type.

The second sort of social capital concerns the institutionalized contact points within a community. These might be sports or cultural clubs, churches, schools and kindergartens, various counselling institutions or civil society agencies. This "Putnam" type of social capital assumes that these institutions guarantee social cohesion within the community. The more they are present and active, the better they can serve the community.

If we look at the different measures presented above, we see that some of them focus mainly on the second approach. An information point may bring individuals into contact with institutionalized provisions by advertising them. This is the case for example with the "Point Information Laïcité et Citoyenneté", which spreads information about citizen awareness and the electoral system. Yet, networking also takes place within the measure itself: usually, different experts and representatives of local authorities work together when creating, planning and implementing the measures. Sometimes they are meeting each other for the first time and thus they expand their professional network.

One result of Citizens Agoras concerns exchange between various stakeholders, which is very important when analysing a specific situation in a community and planning interventions. Ideally, there should be collaboration between experts in social or youth work, experts in radicalisation and prevention (primary and secondary/tertiary prevention), local politicians and representatives of the local administration, academics and representatives of the target groups. The latter also may find themselves in institutionalized modes, such as youth departments of political parties, religious groups or various clubs and associations. However, while it is common to organize an exchange between implementers and local authorities, the integration of young people's representatives is not very popular. Also, advice from academic experts seems crucial but is actually fairly rare within the reality of projects.

Other formats, such as workshops, also support communication and better understanding between young people. Here, we have an example of the first type of accumulation of social

capital. If young people know one another and stop excluding minorities, they can empower one another better. Solidarity than becomes a source of power or, in other words, social capital. Both workshops presented here – "ComEx" and "Trouve ta Place!" – aim to achieve this effect.

The more advanced measures, such as open youth work or youth councils, have an effect on both levels. They systematically contact heterogeneous individuals or groups of young people and they support exchange and social mixing. The methods they use are quite different though. Open youth work, for instance, uses sports or cultural activities as resources for relationship work and therefore works very patiently over a longer period. Youth councils focus on topics that concern shaping the living environments of the young people; the exchanges are on a more formal level and have the aim of expressing the perspectives of participants. Whereas open youth work starts with the communication of needs, youth councils aim at the consideration and expression of opinions.

However, both measures also work on the level of institutionalized social capital. Open youth work depends on good relationships between the social worker and the stakeholders of an area. The social worker needs to lobby various interest groups in the neighbourhood on behalf of the young people. He or she is therefore in close contact with schools, churches, different departments of the local administration and different clubs. Also, for youth councils, the network of people responsible within a community is an integral part of the activity.

Since we consider the establishment of networks to be a crucial step that is part of all the different forms of intervention discussed here, we want to present a tool that helps with analysing and implementing networks within a community: the policy cycle.

THE POLICY CYCLE[21]

Social or political networks are an important research field in the social sciences. In policy analysis and in policy advising, it seems to be a self-evident necessity to build and maintain networks. Networks can be seen as the interaction of organized stakeholders in the political process. They also take into account the fluid boundaries between public and private space.

Network theories have emerged from the simple idea that everything is interrelated. In networks, individuals and organizations maintain relationships with other stakeholders. Despite the frequent mention of the importance of networking, it is not practised systematically in some areas.

In this handbook, we want to underline the outstanding importance of networking and to recommend a few steps that seem important in the context of prevention. This does not require reinvention of the wheel; rather, general rules of networking can be used.

The policy cycle forms the basis for the considerations. If you want to establish a network, you need to perform the analyses below. These need not be strictly scientific but can be adapted for practical purposes in the field of action – in our case, the field of early prevention.

Assuming the validity of the policy cycle, several questions arise, which – in addition to the process – are also directed at the structures and stakeholders. The main levels of analysis relate to the stakeholders, their interests, and their resources and options to assert these interests under given institutional conditions. In order to keep the effort of policy field analysis manageable and to make its application as simple as possible, the following analysis and planning steps are proposed:

1. **Structural analysis**
2. **Identification of stakeholders**
3. **Interest analysis**
4. **Network building from local to global level**

Ad. 1. Structural analysis: In structural analysis, the field of radicalisation prevention is described in structural terms. Which institutions are responsible? Where do the financial resources come from? Which political framework conditions characterise the field? On which levels are institutions and structures located and decisions taken (local, regional, national, possibly also supranational or even global)? In the prevention of violent extremism, we usually find a wide range of degrees of institutionalization. Some local authorities have their own departments for it; in others, the topic is spread across different departments or integrated into others. In some local authorities, only initial one-off projects have been instigated; others are still at the beginning. In some cases, there are well established guidebooks, councils and financial resources; in others, the money has to come from external funds and the work is based on the motivation of individual agents or activists. What is the structural role of the education system and social or youth work?

Ad. 2. Identification of stakeholders: Which stakeholders are important in the field of action? Who is a practitioner – an expert – in early prevention? Who is in charge of security issues? Who works more in the social field and inclusion? What role does civil society play? After having analysed the structure of the field, it is important to perform a broad analysis of protagonists and stakeholders. Who is the target group? Who plays an active and who plays a passive role? Which stakeholders are professionals and experts, and which stakeholders are interested in the policy field? Usually, it can be assumed that the prevention of extremism is a very large field, in which society as a whole has a stake. The identification of stakeholders should include those who are in the educational system and those who work with vulnerable groups but also those who have different everyday associations, such as sports clubs, cultural or religious communities etc. Important stakeholders may also include economic institutions, enterprises, employers or chambers of commerce and employment agencies.

Ad. 3. Interest analysis: After the analysis of protagonists and stakeholders, it is clear that different interests can be assigned to different stakeholders. The police have an interest in security, social and youth work have an interest in inclusion, schools are interested in education, employers have an interest in finding good employees etc. Are there common interests of high priority? Where are there limits of common interests or contradictory interests? Are they negotiable or difficult to negotiate for the stakeholders?

Ad. 4. Networking from local to global level. Who can set the agenda? What are the ways to bring the stakeholders together? A local authority usually has good ways to bring different stakeholders around a common table to start a network.

ESTABLISHING A NETWORK

If you intend to establish a network in your city, you should ensure that you start with soft issues and that no hard decisions are made at an initial informal meeting. Often, different stakeholders in a field are in competition with one another. Especially at local authority level, some are dependent on public funds and see too much networking as a risk to their own existence. A low-threshold format is therefore important as a starting point.

A network can also be started in small steps, for example by first bringing together the stakeholder in the city with the schools, by exchanging ideas with head teachers etc. The same can be done subsequently with the stakeholders of social work, youth work, NGOs, sports clubs, cultural associations, religious communities etc. Law enforcement agencies and companies should also be involved.

In a second step, work can be continued with smaller groups or a larger network can be initiated. If it is possible to establish a network that regularly exchanges information and develops ideas together, the greatest possible benefit is achieved.

Of course, local networks are the most important. They should therefore include staff from cities or regions, teachers, social and youth workers, security forces, associations and NGOs (also organizations that are driven by young people themselves) from all possible fields. Main protagonists in the prevention of violent extremism are also decision makers / politicians on the different political levels. Keep in mind that, from the smallest local level up to the supranational level of the EU and the UN, there are many people and institutions with expertise and experience in the field. Of course, the main focus must be on the specific situation in the local area or region but the rich material from other contexts should not be ignored. Moreover, do not forget the academic field. It makes sense to involve academics, researchers and professional advisors in prevention work, from conceptualization to evaluation. That does not mean practical prevention work has to be judged by such experts. Several participatory and reflective methods of evaluation exist, which aim to focus directly on the point of view of the main stakeholders: the young people. Finally: include the media! Public attention is important for prevention work, because it brings interest, support, respect and mutual understanding.

GENERAL CHARACTERISTICS AND QUESTIONS

- What kind of social capital plays an important role? Individual contacts? And/or contacts to or between institutions within a community?
- Is it a goal to strengthen the contacts and intermixing between heterogeneous groups of young people?
- Is it a goal to inform them about supporting institutions?
- Could the policy cycle be a helpful tool when it comes to establishing networks?
- Could it help to strengthen social cohesion?
- Do not forget about representatives of the target groups: they should also be involved in the planning processes of early prevention interventions.

B LESSONS LEARNED

5. TRUST, RELATIONSHIP WORK AND SAFE SPACES

Trust and Relationship Work

Trust is an important factor for successful early prevention. Trust, as mentioned above, may be the result of shared personal habits or characteristics. If a workshop leader seems to perform in an authentic and credible way and if he/she shows a certain understanding of the life of his/her clients, a kind of credit of trust may result.

Yet that is not enough. If trust is an objective, then participants of the intervention should have the opportunity to participate in drafting the goals of the common activities. This participation is a crucial condition for trusting relationships. Not every form of intervention is capable of offering a higher degree of participation. For example, in many cases the implementers of an information point will create the goals of their activity without entering into dialogue with their target group. This approach is possible but it will not foster closer, trusting relationships with the target audience. A solution – if desired – could be to create the information stand together with young people who belong to the target group. The dialogue between the different implementers and participants in their different roles will benefit from such a method.

In more complex settings, such as youth outreach work, a method and a goal may be to form close relationships with the target audience[22]. This approach is quite demanding, because the social worker and the young people meet one another in different roles with different forms of power. On the one hand, the social worker is a professional who usually has more knowledge, more experience and a higher degree of (formal) education. That makes him/her superior to the young people in one sense. On the other hand, the young people have expertise in their living environments and in their community, and they do not need the streetworker. That makes them independent of him/her. One possible way of forming relationships is to use the specific resources of a streetworker and to support the young people when it comes to everyday problems that they cannot solve without support. This might include conflict in the neighbourhood or planning and shaping their living environment. This way of forming relationships makes sense, because such basic support includes a relationship-building effect. Advocacy is not only an ethical requirement but also helpful in a methodological sense.

Common activities are an important tool for forming relationships. They have various advantages: they may have a direct objective for the young people (e.g. if they practise sports or apply their experiences), they are a medium for getting to know one another better and they are a common framework that helps in shaping the relationship. The main advantage

in this respect is that the relationship gains a focus. This may help with avoiding personal transference and countertransference[23]. These psychological effects may be too far-reaching and should instead form part of psychotherapeutic approaches.

Some general characteristics and conditions of successful relationship work are[24]:

- **Respect for individual coping strategies.**
- **Participatory interaction.**
- **Trust in the expertise of the clients.**
- **Acceptance of the pace and rhythm of the target audience.**
- **Awareness of the rights and obligations of the target audience.**

SAFE SPACES

One of the main findings of Citizens' Agoras is that safe spaces are crucial when it comes to the creation of spaces in which dialogue, discussion and even conflict may be realized. Trust and good relationships among participants are conditions for such safe spaces. They will succeed only if these conditions are met to some extent. Safe spaces are specific spaces where people meet but the term also refers to a methodological approach that helps participants to articulate their needs and opinions without fear of rejection or exclusion. In safe spaces, vulnerable groups suffering from experiences of exclusion may get together and experience a space in which they can express themselves freely without fear of rejection. Heterogeneous groups may also get together, especially if they are accompanied by mediators who support the participants with forming connections and intermixing. Minorities that might need protection from exclusion are especially relevant in such intermixed groups[25]. The moderator particularly has to take care of them. Then the safe space can become a place that tolerates conflict[26].

A special method to achieve this objective is so-called affirmative action[27]. This means disadvantaged or vulnerable groups or individuals experience special support from professionals. The aim of this support is to compensate for a disadvantage in relation to the majority of the group or for a stigma. As a result of feeling safe, young people may start to articulate their needs. A general finding is that, before participants in early prevention measures start to express opinions, they express basic needs. They start by talking about problems in their everyday life or with family or even about taboos. This is a condition for subsequent expression of opinions and therefore for later participation in public issues.

Safe spaces and relationship work go hand in hand and both have to be understood as processes. A safe space is never accomplished in the sense that it lasts – the participants have to cultivate it just like their relationships.

Care for the social workers is another crucial topic. This means they need the opportunity for continuous reflection on their work, ideally in the form of regular team supervisions and internal exchanges with colleagues. They also need good vocational education and – later, in the job – training is important. Here, implementers can learn and reflect on concepts, methods and techniques. Finally, vocational conditions are a major requirement: if vocational contracts are temporary and limited, it is impossible to succeed in establishing relationships with the young people. The general conditions, such as working hours, pay and staff qualification need to be considered.

THREE CONCLUSIONS MAY BE DEFINED:

- Trust and affirmative action encourage young people (empowerment) to participate and to form connections with others.
- Safety before articulation. This means participation and the formation of connections with other young people – who less well known – are possible only in a safe space.
- Needs before opinions. This means before you start expressing an opinion, you start expressing your needs – you talk about everyday subjects, problems with parents, taboos even. This is a condition for the expression of opinions and therefore for participation in public issues.

SAFETY AS A CONCEPT

The prevention of radicalisation is very often a subject of security politics. We may talk about the "securitization"[28] of this discussion. The objective of security politics is a society that is characterized by certainty and peace. There is a price that to be paid for this effect. If by security we mean defence against a potential danger from outside[29], this approach necessarily results in the formation of an inner group (that has to be defended) and an outer group (the potential threat). In the case of prevention of radicalisation, this attitude seems to produce an undesired outcome: it provokes the exclusion of individuals or (imagined) groups and reproduces social stigmas.

There is therefore also a strong argument that not only are security politics an adequate approach for the prevention of radicalisation processes but also that measures to foster empowerment processes are appropriate or even more advantageous[30]. The findings of Citizens' Agoras discussed here correspond to this approach.

The German word "Sicherheit" can be translated into English in two ways: "safety" and "security". Whilst security refers to threats from outside, safety can be described as the interior moment of a system that functions well[31]. Since political and religious radicalisation grow within societies, safety within a group may be a concept that more successfully results in social cohesion and thus in the prevention of radicalisation.

Safety as a concept

- **Safety refers to the interior moment of a system that functions well (a municipal district, a school class) and not to the defence (and formation) of threatening individuals.**

- **Safety aims at protection and empowerment (see also: Human Security; www.icbjapan.org/humansecurity_outline.pdf).**

- **Safety combines security/safety and freedom (of personality development), whereas greater security usually also means less freedom.**

- Safety means specific safe spaces for everybody within a specific social space (e.g. a municipal district).

- Safety means safety for each member of this space (= protection from being excluded) and as a result of this spatial safety (a safe district).

- Safety therefore works in both directions: towards the individual and towards the community.

- Finally, the titles of early prevention measures should imply safety rather than threat. For example, instead of calling an intervention "Against Radicalisation", it could be named "Empowerment and Inclusive Citizenship".

This observation is valuable for prevention in general[32] and most relevant for early or primary prevention. Thus, safety can be understood here as an alternative concept to security; it has specific manifestations in the so-called safe spaces mentioned above.

The findings of the Citizens' Agora evaluations support these arguments:

- Young people in city districts are heterogeneous groups.

- And – more importantly – different majorities and minorities result from this heterogeneity. It is therefore necessary to protect minorities, otherwise they will not articulate their opinions or begin to exchange ideas with members of majorities.

- Protection does not mean protection from majorities but rather support to become a part of a common group. This relates to an inclusive approach.

- Safe spaces with mediators or tutors are important. Trust and relationship work is needed. It is obvious that long-term interventions can succeed better than workshops that are conducted only once.

- Affirmative action helps to create a safe space.

- The goal of safety should not be certainty and peace but rather conflict tolerance, openness and sincerity.

6. POSSIBILITY OF REVOLT IN THE SETTING

If we want to strengthen young people's sense of democracy and give them self-confidence, we must not only tolerate but even encourage revolt. Here, revolt is understood as non-violent resistance to oppression, authoritarianism and injustice[33]. Young people who are to play a constructive role in democracy must experience their revolt not being nipped in the bud but rather having air to breathe and leading to constructive dialogue. This must also be implemented in youth councils but it is not always easy.

Encourage Rebellious Statements

Many young people are not used to expressing their opinions in a way that meets the standards of democratic debate. This should be taken into consideration. However, under no circumstances should it lead to the suppression of opinions. Of course, certain rules must be discussed and clarified in advance. Within the framework of these rules (such as agenda items, speaking times, non-discrimination, mutual respect etc.), young people should be able to express themselves in their own way, without being immediately sanctioned or even ridiculed.

In addition to a certain tolerance for provocative or rebellious formulations, an interest in unorthodox and rebellious content is needed. This should not be immediately sifted out in favour of compromise but rather taken up as original ideas. If strongly divergent opinions and ideas make it impossible to reach a result quickly, the process of discussion takes precedence over the outcome. Nevertheless, an attempt should be made to reach a compromise between the different points of view within a given timeframe.

Dialogue Before Results

The challenge arises from the fact that moderated group processes have an overall tendency to reach consensus or compromise. In particular, formats in which a result is to be produced at the end and presented to policy-makers pose a problem when dealing with dissenting opinions or protest. This holds the danger of exclusion of opinions or conformity in favour of the majority. From the perspective of an open democratic dialogue, this is problematic, because non-conformity and resistance are central elements. One possibility could be to forego a common result, if one cannot be achieved. That would mean seeing the goal of innovation giving space to all opinions, even those that deviate from the mainstream, and starting a dialogue from this but without the pressure to present a result in a short time.

For successful dialogue, an ideal speech situation is important. The criteria for this are that all participants have the same chance of initiation, participation, quality of interpretation and

argumentation. Moreover, power relations must not intervene and deception or manipulative speech is forbidden. Of course, it cannot be easily guaranteed that all participants will respect these criteria in the same way but a moderator or initiator of a democratic dialogue needs to take these things into account and try to approach the ideal speech situation.

If decisions have to be made, they should be the outcome of negotiations and arguments and given sufficient time. All participants should have the opportunity to comment on the decision and if necessary to express their opposition to the decision. Nobody should be forced to agree. Everybody should be encouraged to express opposing arguments or standpoints.

Revolt and democratic dialogue

- Revolt and democracy are inseparably linked. Only when you have the opportunity to say "no" to oppression, authoritarianism and injustice can you experience democracy.

- Young people in particular need such experiences of democracy in their development.

- Their revolt, which can also be provocative and challenging in expression and content, must be answered constructively and lead to dialogue.

- Differing opinions should not be sorted out immediately but should be discussed.

- Dialogue is more important than a result or final output.

- If a final decision or output must be reached, it should be the outcome of an open and inclusive debate.

- Everybody should be encouraged to express opposing arguments and unorthodox ideas or opinions.

7. EVALUATION

General Remarks on Evaluation

Evaluation is a process that examines a project or activity to ensure that it meets its objectives and targets. It checks reality against plans and helps to draw conclusions about perception and satisfaction with results, efficiency, impact and sustainability. Its purpose is to improve projects or activities in order to come closer to pre-defined goals. We understand evaluation as a dialogue between all parties involved, not as a control instrument but as a contribution to the overall success of the project or activity.

Every analysis should start from a basic theoretical assumption. In our case, this is the idea of empowerment and inclusive democracy. The evaluation takes into account the predicted or defined as goals of an activity and compares them with observable results and accomplishments. In a formative evaluation, the focus is on the development and the process, with the intention of improving effectiveness. A summative evaluation draws lessons from a completed project or activity and looks at the impact, sustainability and consequences. Evaluations of activities in the context of Citizens' Agoras and the aforementioned measures should include aspects from both formative and summative evaluation. The analysis should be a systematic, rigorous and multi-methodological process, a critical assessment to improve the outcome of an activity or project and to draw lessons from it. Different stakeholders need to be addressed with the results. Those who organized and carried out an activity are interested in the evaluation in order to improve possible future activities. Stakeholders and partners are interested to learn for their own adaptation of activities and can benefit from critical perspectives and self-reflection.

The methods of an evaluation depend on the specific project or activity and its goals. Usually, it makes sense to interview different groups (organizers, stakeholders, participants, target groups), to observe systematically or to collect data (surveys, media reports etc.). Alternative sources may be photographs, videos, diaries or other empirical material.

Evaluation of Measures Against Radicalisation / For Prevention of Violent Extremism

Evaluation of measures against radicalisation / for prevention of violent extremism is a very sensitive field and needs to take some specific aspects into consideration. First, the field is highly relevant in social and political terms: it is of high public and political interest. Therefore, the general political and social situation of a project or activity needs to be considered more

than in other fields. It makes sense to look at specific reasons and backgrounds, which could explain why a certain measure has been taken or initiated at political or administrative level.

Then, during the analysis, evaluators need to be aware of the difficulties in talking about extremist content or violent action. Participants of activities must be sure that they can speak openly and that their anonymity is respected. The safe space as it is explained above also needs to be respected during the evaluation process. Furthermore, in the conclusions and recommendations, evaluators need to be especially careful and should consider the consequences of their reports. The success of a prevention initiative is difficult to measure, so it should not be expected that only quantitative data will be delivered and taken as indicators of the quality of the project or activity.

Finally, measures for the prevention of violent extremism and against radicalisation can hardly be evaluated in the long term. Because of this, results must be treated and communicated to the different groups in a very careful way, be they organizers/implementers, project partners, political actors, other stakeholders or the wider public.

Specific Design of the Evaluation

For the evaluation of Citizens' Agoras or similar activities, an evaluation plan should be developed in collaboration with academics, practitioners and partners involved. The evaluation will be much more respected if it has been planned in a participatory way. Usually, at least four relevant groups can be identified and should be involved in the evaluation process.

As principals (organizing institutions), we understand those who initiate or order an activity. A principal may be a Mayor who had an idea and directly instructed an activity or the department (with its leaders and staff) of a city or institution. As implementers of the activity, we understand those who carry out the activity on behalf of the principals. Implementers may be social and youth workers, workshop leaders, moderators etc. In the case where principals (organizers) and implementers are the same people or institutions, this should be indicated in the evaluation. As participants, we understand people who belong to the target group and who participate in the activity. A further group, the stakeholders can be understood as people or institutions who are not directly involved in the activities but who could have an interest in the outcome and results.

An evaluation can consist of different parts: a conceptual evaluation, a process evaluation and an evaluation of results (outputs, outcomes, impact and sustainability). It includes a

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general description of the activities, their aims and goals, time, frequency, budget, place and people involved but also the perceptions of principals (organizers), implementers and participants. In some cases, surveys can be filled in by the different target groups; in other cases, interviews or observations form the sources for the evaluation.

We recommend a differentiated approach and qualitative research methods, owing to the sensitive nature of the topic. Under no circumstances should the evaluation be processed as a burdensome obligation at the end of a project. Rather, it should be included as an equal part. The involvement of academically experienced experts to carry out or at least support the evaluation is also strongly recommended.

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