

nature of citizens' possible roles in the day-to-day management of parks have restricted the extent to which communities can become directly involved.

Community participation is, however, a vague term, which can mask different degrees of involvement from different groups of the population. Where the cities encountered difficulties in involving minority groups in open space management, this issue was being tackled in a number of ways. In Århus, recent immigrants often occupy the less desirable 1950s housing estates with their poorly defined public/private space relationships, making their lack of engagement in open space issues a particular problem. In an attempt to reverse the situation, the city is trying new approaches through an EU-funded URBAN initiative which aims to enable excluded and deprived communities to influence changes in their own environments. The approach is aiming to involve these groups directly in the ambitious Hasle Hills project, not least through the direct employment of these groups in the operational staff.

Although there is little specifically done to address other minority ethnic groups in Wellington, consultation with the Maori is obligatory when formulating open space management policy. The Treaty of Waitangi is based on the principle of autonomy for the Maori and of mutual consultation, and it forms part of the original constitutional settlement between the indigenous Maori peoples and the Crown. Iwi (Maori) Management Plans are now produced as a vehicle for local Maori to articulate their aspirations, including the protection of Maori heritage sites.

In Hannover, the council works with identified representatives of the disabled, migrant communities, the elderly and women's groups, who are informed about any proposal that might affect them before any decision is made and who have the opportunity to thereafter help to shape the proposals. Similarly, in Tokyo, residents are increasingly being directly involved in various stages of open space management, from local to large scale parks, from planning to operation (see Box 7.1). The initiative is particularly focused on the increasing numbers of elderly residents, as a means to tap into their knowledge and skills. Some 30 community groups are now directly involved in restoration and beautification projects.

## Conclusions

### Understanding the types of public open space and their needs

The experience of the eleven cities confirms that the good management of open spaces depends upon a correct understanding of the nature and

needs of different types of public open spaces, and that one-size-fits-all standardised approaches are rarely appropriate. Therefore, a typology to differentiate amongst open spaces can be a useful management tool to establish common management regimes within categories of public open space.

Those experiences also suggest, however, that this should not be primarily a matter for standardised national classifications to which local open space managers have to conform, but the result of locally generated criteria, shaped by history, geography and ecology, as well as by national standards where they exist. In the international cases where formally defined typologies have been particularly beneficial (e.g. Wellington, Curitiba, Groningen and Malmö), clear linkages are also found between open space typologies and active management strategies, explicitly connected to clear, but differentiated, public space quality aspirations.

Typologies also offer the opportunity in several cases to explicitly establish a link between the open space classification and broader local government policy objectives, especially as regards issues of sustainability. Taking this broader policy context on board has not only helped to deliver overarching policy objectives, but also reinforced the position of open space management and its needs and priorities within other areas of the local government remit.

As regards the ownership of open space, the ideal scenario seems to be one where one organisation both owns and manages all key open spaces across a city, from the large to the small. Minneapolis is perhaps the closest to this ideal, with MPRB being almost the sole agency in charge of deciding on management policies for the city's public open spaces; a set of responsibilities aided greatly by the conflation in one organisation of the financial and legal means to implement its own policies. However, the case is unique, and most of the other cities have had to operate within a historic legacy of different types of open spaces being owned by different agencies and levels of government.

A key lesson that emerges from their experiences is therefore the need to establish a coherent management strategy to cope with the diversity of open spaces, integrating and unifying management regimes, preferably under the auspices of one organisation. The dissociation between ownership and management responsibility seen in many of the cases seems to be the key to achieving that unification, with, for example, open spaces owned by multiple organisations, but managed collectively by one. How this has been done, to what extent open space owners have transferred power and control to management agencies, whether this has involved setting up new organisations or using existing ones, and so forth, is a function of the institutional, legal and political context of each of the cases, and no single 'right approach' is apparent. The benefits of a dedicated public open space agency/authority are nevertheless readily apparent. Removing