

FOSTERING SUSTAINABLE SOCIAL INCLUSION IN DEPRIVED URBAN AREAS

A GUIDE TO NAVIGATE IN A PUBLIC GOVERNANCE FRAME



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TABLE OF CONTENT

Part 0 Foundations

0. Abstract	6
1. Introduction.....	6
1.1 Background.....	7
2. Contextual lay-out.....	10
2.1 Social sustainability in South Habur.....	11
2.1.1 The intersection between social innovation and a 4. Sector.....	11
2.1.2 Action research in a socio-technical world.....	16
2.2 Cross-Organisational Structures.....	17
3. Research question.....	18

Part 1 - From EU to South Harbour

4. Chosen research theory.....	21
4.1 ANT.....	21
4.1.1 Blackbox.....	22
4.1.2 The concept of an actor.....	22
4.1.3 The Symmetry principle	23
4.1.4 Moments of translation.....	23
4.1.5 Interesement devices	25
4.2 Network governance.....	26
5. Research method.....	29
5.1 Interviews.....	29
5.2 Informants.....	29
5.3 Mapping.....	30
5.4 Participatory observation.....	30

Part 2 - Translating South Harbour

6. Research context.....	33
6.1 Project background.....	33
7. Case data and results.....	38
7.1 The translation process	38
8 Discussion.....	47

Part 3 - Epilogue

9. Conclusion.....	50
10. Reference.....	51

ABBREVIATION LIST

Term	Danish	English
AAU	Aalborg Universitet	Aalborg University
AKB	Arbejdernes Kooperative Byggeforening	Social Housing Copenhagen
ANT	Aktør Netværks Teori	Actor Network Theory
BIF	Beskæftigelses og Integrationsforvaltningen	Administration of Employment and Integration
IURI	Områdefornyelsen Sydhavnen	Integrated Urban Renewal Initiative
SC	SydhavnsCompagniet	SydhavnsCompagniet
SOF	Socialforvaltningen	Administration of social Services
TMF	Teknik og Miljøforvaltningen	Administration of Technic and Environment

PART

0

FOUNDATIONS

FOSTERING SUSTAINABLE SOCIAL INCLUSION IN DEPRIVED URBAN AREAS

A GUIDE TO NAVIGATE IN A PUBLIC GOVERNANCE FRAME

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0. ABSTRACT

In this technological age, society experiences a change in shape and structure. Here, it is often discussed how social exclusion helps to reinforce negative social trends such as unemployment, low education and chronic diseases. Unemployment is high in some parts of Copenhagen, and improved efforts are being made in these areas, but it yet seems to not be sufficient. This task proposes the development of cross-sectoral cooperation - A so-called 4th sector, which will provide a platform that can support the existing treatment of the unemployed, ultimately ensuring that more people becomes employed. This approach requires a greater analysis of how cross-sectoral interests can be addressed, but also how the major differences of interests also have a big influence on how a given project is either translated into configurable settings or not. With the starting point of a specific case in the South Harbour District of Copenhagen, will this thesis guide the reader through a journey of negotiations, relations and networks, which eventually created a platform supporting social inclusion in South Harbour.

1. INTRODUCTION

This research is based on a collaboration with the Integrated Urban Renewal Initiative (IURI) in South Harbour, Copenhagen - A satellite office to the Department of Technology and Environment in the Municipality of Copenhagen. The IURI is an area based 5 year project, which the Municipality grants to deprived urban areas showing negative tendencies on the social, economic and environmental scale. Their primary job is to plan and excel a series of projects which further are reviewed and approved by a local public democratic steering committee. By governmental and municipal funding, project leaders of many different professions in the secretariat of IURI are working place-based and in an local urban context collaborating with companies, citizens and schools as to just name a few. Present thesis will cover a project, led by the district manager Øystein Leonardsen, which was a part of a bigger EU initiative (URBACT) based on a international collaboration between 9 different cities in Europe called URBinclusion.

“URBinclusion is focused on the co-creation of new implementation solutions to reduce poverty in deprived urban areas. The common policy challenge addressed by URBinclusion is founded on an “area-based approach”, concentrated on specific (deprived) geographic

areas, with essentially place-based policies. This area-based approach is in some cases articulated, both with a sectorial approach regarding different dimensions related with poverty like employability, education, health care, housing, citizens' empowerment, social economy, and with a demographic approach, regarding different social groups like ethnic minorities, migrants, women, youth, older people, long term unemployed, Roma people, etc." (URBACT, 2018)

As part of the URBIInclusion project, a workgroup was created consisting local and regional actors, where everybody had at least one thing in common - To increase social value in South Harbour. The workgroup named themselves: South Harbour, acts for job and dignity - an Urban Local Group (ULG). Though, with the agenda of improving the unemployment rate in South Harbour, this constellation should turn out to be rather complex, having many different interests and world-views which ultimately produced a wicked problem that none knew how to solve.

1.1 BACKGROUND

Denmark is globally known for its historic and well-established welfare society, a nation having one of the highest tax rates in the world hereby allowing a social security system that includes and supports the weakest in society. A place of acceptance and diversity, a place that embrace democratic inclusion of citizens in multiple instances of governmental decision making. Even the recognised american professor in political science Francis Fukuyama created a metaphorical reference to Denmark in his attempt to describe the concept of democratic development as a way of "getting to Denmark";

"... it's kind of a symbol for a well-governed, peaceful, prosperous, uncorrupt place"
(Fukuyama, 2014, p.2.)

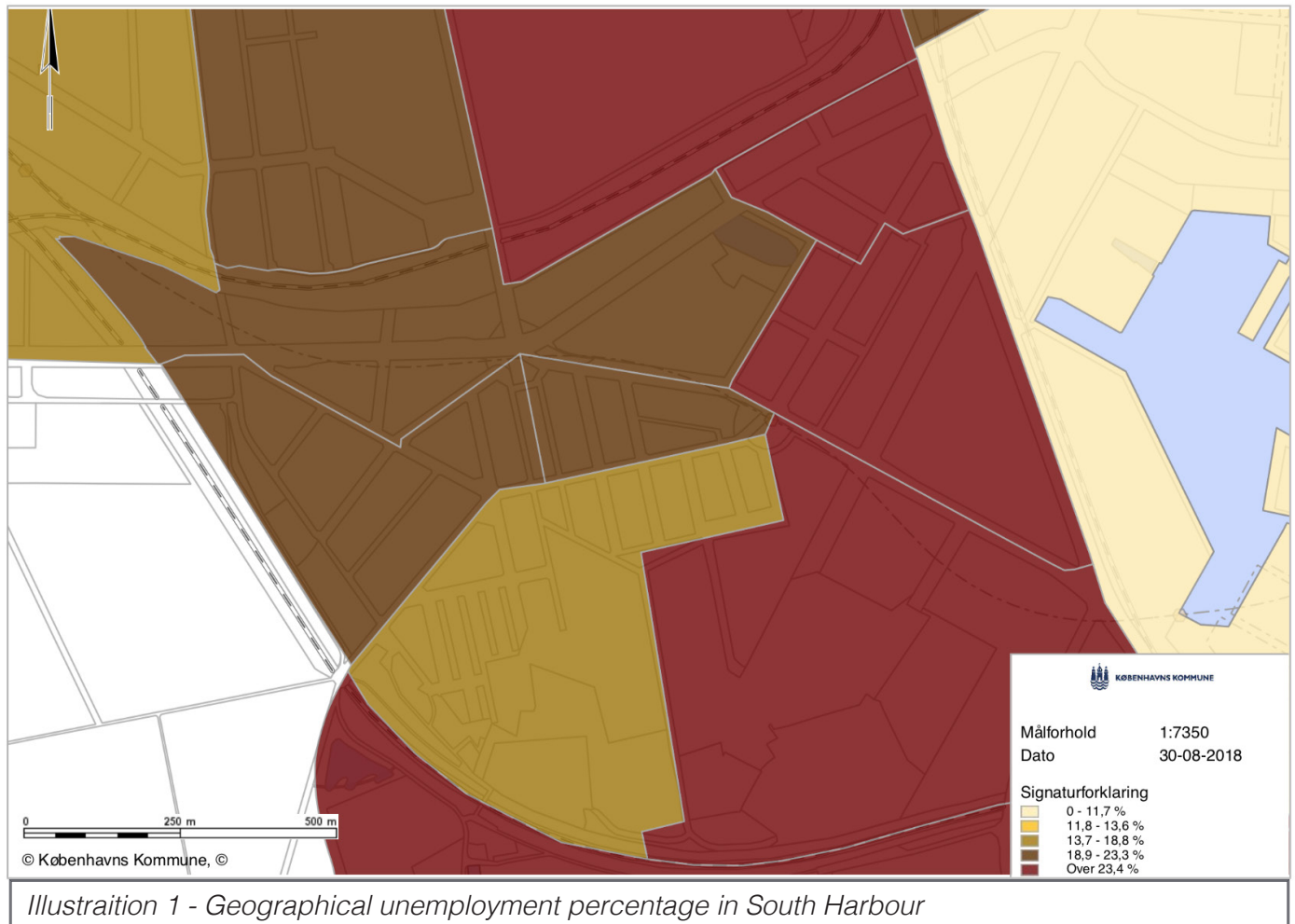
These indeed are fundamental pillars of a proud and long standing Scandinavian welfare model. A model based on the principles of universalism, given that all citizens as single individuals are entitled to social services which is financed by an integrated tax system (Andersen, 1997). This model though, is often considered vulnerable to different externalities such as general globalisation, demographic change, international integration and changing socioeconomic conditions (Andersen, 2004).

Due to technological advancements, the automatisisation of labour is a reality and many jobs are fading away. This especially becomes visible in society through three important perspectives:

- Industries are either reshaping or outsourcing production, (Escobar, Jiménez, et. al, 2011 and Morelli, Nicola, 2007).
- An increasing amount of social security recipients (SØK, 2018)
- The amount/percentage of present recipients which do not return to the labour force due to different reasons (SØK, 2018).

In Copenhagen, Denmark, the unemployment rate is increasing in some local areas, whereas the tendencies are showing that many people in exactly those areas also have difficulties coming back to the labor market (SØK, 2018). The inherent contradiction between the aforementioned

Scandinavian model and the unfolding externalities in the surrounding environment seems to create a rather complex situation. To take an example - The old working class district of South



Harbour is constructed from clay collected in a local quarry. Up through the 1900's were 3-4 story apartments in particular built in the area, by mostly consisting of small two room apartments - A typical apartment for working class families back when the industrial workforce was the main source of employment in Denmark. "Hellerup of the working class" - so were AKB's (General Social Housing Copenhagen) apartments often called until the 1960s. Right from the first carrés were built, there was a great demand to get an apartment in surroundings with light, air and green areas. In addition, the rent was low. Today the economy has changed, as well as South Harbour. Due to the increasing wealth, families are looking for larger homes, while smaller dwellings like in South Harbour are left for social groups with low income, be singles or students. Combining this with the amount of social housing (fairly 3500 citizens), makes this district a place with a weakened socioeconomic diversity. These events feeds the vulnerability of the Scandinavian model, why the current municipal governance process needs to be reassessed in order to accommodate and improve the negative tendencies in South Harbour.

As described above, is the Scandinavian model threatened by a range of externalities which you can examine in many ways. But how can we be sure to change those negative outcomes from recent societal events. The answer can vary depending which actors being asked. The bureaucrats would recommend such problems to be solved by governmental legislations on the labour market ect., the workforce would probably favour the employers to take more social responsibility by amending their values and CSR to a better or the academics would maybe suggest a whole new model of how actors cooperate between sectors. The list of good ideas is long, but many initiati-

ves are yet to show results (Murphy, 2012).

The fact that a society which is built on social values, is in need of new fundamental ways of solving social issues can seem a little contradictory, but indeed is true. In this context will this task address the course of change a workgroup of actors across different sectors had to go through to achieve a common goal - a goal of ensuring social inclusion by improving the unemployment situation in the South Harbour district of Copenhagen. This task will try to make the leap from the normal bureaucratic process, by moving to methods of social innovation, in which bureaucratic processes are exchanged with cross-cutting cooperation across actors instead. However, it is important to recognise the bureaucratic processes that simultaneously act as a framework for the Danish welfare system. While the goal and methods of many organisations in the business, government and nonprofit sectors are becoming steadily more similar, something more than simple blurring of the boundaries is also occurring. Tendencies shows that first mover organisations in the three sectors are in fact converging toward a fundamentally new organisational sector that integrates social purposes with business methods: a 4th sector. This turned out to be a project of developing and implementing an independent platform relying on relations between cross-sectoral interests, more specifically a 4th sector focusing on the situation of unemployment. A 4th sector with the primary objective of creating synergies between different actors that wanted to converge on goals and practices of how to fertilise social innovation in South Harbour. The objectives were further contextualised into a set of more tangible problems which included:

- To ensure local anchoring and a long-term, sustainable organisation for the future
- To enhance and coordinate the local effort to provide more jobs and training opportunities to vulnerable citizens
- To create job opportunities (small scale), internships and apprentice/trainee programs in cooperation with the local actors in South Harbour
- To empower the local vulnerable citizens
- To be able to experiment with temporary methods as a means to create a long-term, sustainable solution
- To create a more vibrant, green and lively high street in South Harbour
- To support the urban and commercial life in and around Borghjergsvej

To accommodate such platform, a strong and reliant collaboration across the public, private and non-profit sectors had to be configured and established.

The contribution of literature within the realm of creating 4th sector models in deprived urban areas, is though far from saturated, however few examples does exist such as; Edwards-Schachter et al. (2012) - A case study on a 4th sector fostering quality of life in Vila-real, Valencia, and Jiménez Escobar, et. al, (2011) - A mainly theoretical work on a 4th sector in relation to the fast growing social economy. None of them are though scoping the relevance of 4th sector creation towards the issues of unemployment in urban areas. This master thesis will therefore go deep into the mechanics of how the aforementioned 4th sector is developed and designed to accommodate social inclusion and equity in South Harbour, Copenhagen. In this respect will this thesis from a designers perspective, address a design agenda which is pushing for a different role for the designer. A role which is inspired by Morelli (2007), including new clients as well as new objectives which goes hand in hand with the common endeavours of sustainable cross-sectoral relations

within a 4th sector;

“The new clients the designers will work for include local networks of small companies, local institutions (banks, libraries, hospitals, and local administrations), associations, cooperative groups, and individual customers. For these people, designers will no longer be required to produce finite solutions but rather scenarios, platforms, and operative strategies to enable them to co-produce their own solutions.” (Morelli pp 8)

2. CONTEXTUAL LAY-OUT

While the conceptual framework of sustainability has contributed to a significant volume of literature in urban design, architecture and planning (iBid), has the agenda rather kept its concerns on the ecological destruction and how to accommodate the consequences of climate threats. This thesis is trying to encounter and address some of the problems within the pillar of social sustainability in sustainable development by elaborating on the organisational framework of a 4th sector model with respect to dignity and sustainable employment of social assistance recipients in South Harbour. To accommodate such problem this research is mainly working between a spectre of academic topics respectively in between; action research, 4. Sector development, socio-technical networks and social innovation. These topics are further contextualised by scoping the case of unemployment in a deprived urban area. This chapter will guide the reader through the above mentioned topics, but before we can understand those, the concept of sustainable development will be explained and in which way this concept is applied and governed in Copenhagen Municipality.

Sustainable development as concept has increased its influential status around the world, and by the UN elaboration of the 17 world goals, is sustainable development only making its way to even more agendas. However, is the specificity of sustainable development still rather insufficient, but it has certainly created a broad appeal through society as the consequences of negative social, economic and environmental indicators are showing. As an example of how sustainable development demands a certain amount of attention is Dempsey (2009) stressing the responsibility of the cities due to the increasing density of people in urban areas;

“The role of cities in sustainable development has become more prominent due to the growing urban population – 2008 marks the first time that over half of the world’s population are urban dwellers, and these numbers are set to increase by 72% between 2000 and 2030.” (Dempsey, et. al, 2009)

The UN has in connection with the 17 world goals, set a total of 169 sub-goals, with associated indicators. According to the Copenhagen action plan of the 17 world goals, the municipality of Copenhagen already has a number of existing, and often more sophisticated, objectives and indicators that are better suited to where the municipality is in the process (Action plan for UN world goals, 2017). The municipality of Copenhagen has already identified 53 sub-goals, where the city is able to make influential actions. One of those actions within sustainable development in Copenhagen Municipality should also appear to be projected in South Harbour with the specific focus on social sustainability.

Sustainable development is usually divided into three separate silos; the social, economic and environmental ones. Earlier did even many debates only consider the environmental issues leaving social and economic concerns to a minimum (Dempsey et. al, 2009), thus have the dimensions of social and economic sustainability been widely accepted later on. Something the Mayor of Copenhagen, Frank Jensen as well recognises;

“With the new world goals, Copenhagen will take a leading role in the international sustainability agenda in areas that go far beyond the green agenda”. (Frank Jensen, 2017)

As a living urban area is Copenhagen able to contribute on different levels of sustainable development and in particular within social development are several factors listed as potential points of impact, be physical or non-physical with examples as:

- Social inclusion
- Social cohesion
- Employment
- Active community organisation
- Accessibility (e.g. to local services and facilities/employment/ green space)
- A Neighbourhood

(Dempsey et, al, 2009)

These factors seems to be deeply interconnected, why it is difficult to isolate a single factor as a definite objective. This is why a range of different non-governmental organisations (NGO), such as SydhavnsCompagniet and Opzoomerne are established in South Harbour - to carry the social issues with a more holistic approach. This thesis will therefore not try to cover all factors but keep its main focus on unemployment. Though it should be recognised that unemployment also correlates with factors as social- inclusion and cohesion (iBid).

2.1 SOCIAL SUSTAINABILITY IN SOUTH HARBOUR

A series of existing study cases have on a theoretical and methodological level influenced this research. By a thorough selection of literature it has been the goal to create a coherent baseline and pave a basis to a framework in context to solving the increasing unemployment in South Harbour. This section will therefore be started by introducing the articles by Edwards-Schachter et al. (2012), Escobar, et. al, (2011) and Mulgan (2006) which covers the topics within social innovation and 4. Sector creation. A series of articles that points towards a trend in which reflects the situation in South Harbour. These articles are further supported by David Coghlan & Teresa Brannick (2005), Klijn & Koppenjan (2016) and Bruno Latour & Steve Woolgar (1986) in relation to how the research in South Harbour on a theoretical and practical level can accommodate the issues within social innovation through the lens of Actor-Network Theory and an action research based approach.

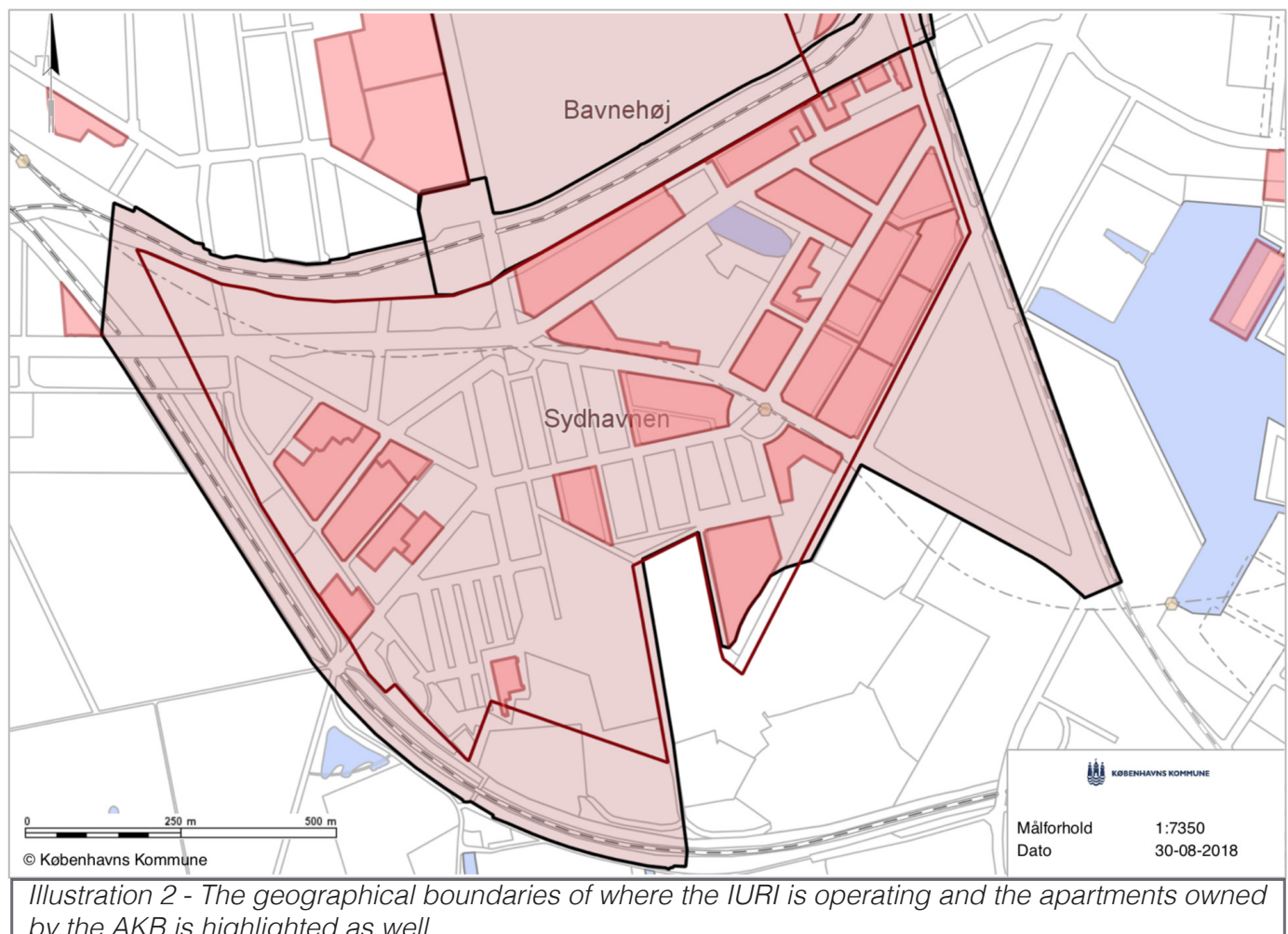
2.1.1 IN THE INTERSECTION BETWEEN SOCIAL INNOVATION AND A 4. SECTOR

South Harbour has developed in a fast pace throughout the last decade. The district in its present state is divided into a new and an old part. The area is fragmented between a jungle of new constructions at the harbour and old brick apartments lying next to the highway approach. According to the statistics, there are fairly 2000 unemployed (SØK,2018). It is quickly learned

that addicts is based in the neighbourhood, and these elements seems to provide a general lack of social inclusion in the district. The complexity is high and this requires a public helping hand, whereas the actors must cooperate across organisational structures if it has to work appropriately. Mónica E. Edwards-Schachter et al. (2012) supports these claims trough their view on structural organisation within social innovation. They have made a policy research on social innovation whereas a case study on local governance processes was made and supported by a comprehensive literature review on the concept of social innovation. The case study on quality of life of elderly in Vila-Real, Valencia, was showing how living labs as a 4th sector activity in the endeavour for quality of life could facilitate and exploit the social empowerment and inclusion that were created. Their research is further proposing an analytical framework which is considering different dimensions of innovation aiming to streamline future research approaches. By doing so is it in particular interesting to look further into their thoughts on Social Innovation and how to understand the societal and organisational structures that lies behind the concept;

“Combining the structural and organizational dimensions to satisfy human needs, SI (edit: Social Innovation) links the various levels in the structure of society; involves a regional and local reorientation of agendas, institutions, and responsibilities; and provides a review of the traditional role of user–producer interaction and collaborative partnerships in the innovation processes.” (Edwards-Schachter, Mónica E., et. al, pp. 681, 2012)

The notion of linking different levels in the structure of society could very well be a key point of how Social Innovation is interconnecting with the principles of a 4th sector model, why Mónica E. Edwards-Schachter et al. (2012) are investigating the potential of collective action and governance practices that promotes cross-sector fertilisation as well as the efforts for “scaffolding” endea-



vours that supports and accomplish Social Innovation. Scaffolding endeavours is here described as a method of involving people that are seen as “out of reach” by creating a cooperation that promotes learning and knowledge exchange across the boundaries of the organisations and the community which has interests involved. The “scaffolding” endeavours turned out to be a critical tool to get things done in a governance perspective in South Harbour. Due to the bureaucratic elements of being a large organisation as Copenhagen Municipality, is action often depended on relations to power, which for this instance included municipal department executives. This was further a strategic tool to mobilise the actants in the network, because the executives from the Department of Employment and Integration as well as the Department of Social Services were involved.

Supporting these practices, it is interesting to put notions to the article; Social economy and the fourth sector, base and protagonist of social innovation written by Julio Jiménez Escobar and Alfonso Carlos Morales Gutiérrez. A research which describes a new group of organisation and business models that lies at an intersection between the social, public and private sectors - An investigation of the new organisational restructuring between sectors in relation to new processes for social innovation. This article has several important similarities to Edwards-Schachter et. al, (2012) according to how a 4th sector model on an organisational level and in the most appropriate way, can be designed to foster Social Innovation.

Yet the returning question on how the aftermath of a social innovation can be profitable, a relevant issue to target, which Escobar et. al (2011) tries to accommodate;

“... the immediate question is how to be both profitable and socially responsible.... the new organizational strategies of outsourcing and networking are being implemented in the business world. These new objectives of a more social nature and these forms of action will encourage cooperation between companies and public and third sector entities. Collaboration will be required to provide an applied and practical approach to corporate social responsibility, not a merely cosmetic or image-based one, and cooperation will also be needed for companies to address the base of the pyramid.” (Escobar, Jiménez, et. al, pp. 39, 2011)

Thus, does it come clear that a profitable outcome is highly relying on a relation to the business world, and this seems to be rather inevitable. This is a key point to the importance of committed contributions from the private sector and good CSR, why interests between different actors in this sector needs to be mapped and analysed in South Harbour.

Though is social innovation accelerating and many believe that the pace will increase throughout the present century. The fact that social innovation has developed so much is not least due to the increasing amount of funding added to NGOs and civil society. This is essentially due to the amount of developed countries that, now a days, are dominated by services rather than our historical industrial traditions. Mulgan (2006) is substantiating this by his predictions of how labours and economies are transforming;

“Over the next 20 years, the biggest growth for national economies is likely to come in health, education, whose shares of GDP are already much greater than are cars, telecommunications, or steel. These growing social sectors are all fields in which commercial, voluntary, and public organizations deliver services, in which public policy plays a key role, and in

which consumers co-create value alongside producers” (Mulgan, pp. 146, 2006)

One important thing to note here, is that traditional business models of innovation in this case only are for a limited use. This means that innovation the next few decades eventually will be set to illuminate patterns within social innovation instead of finding developed innovation patterns in sectors as they are doing in the industrial- and information technology.

But where does social innovation exist and how do you foster such? Many citizens in South Harbour belongs to the social group whose life expectancy is alarmingly low. Here are deaths especially caused by smoking, alcohol, lack of exercise and unhealthy diet. Inequality in health is closely linked to inequality in education, income and employment, and in South Harbour, income levels are low and the average life expectancy is lower than in the rest of Copenhagen. In addition, there are many elderly people in the district and many more early retirees than in the rest of Copenhagen (AKB, 2013). Mulgan (2006) is also pointing out a series of severe innovation deficits and where they exists, whereas it is interesting to select the issues that could be connected

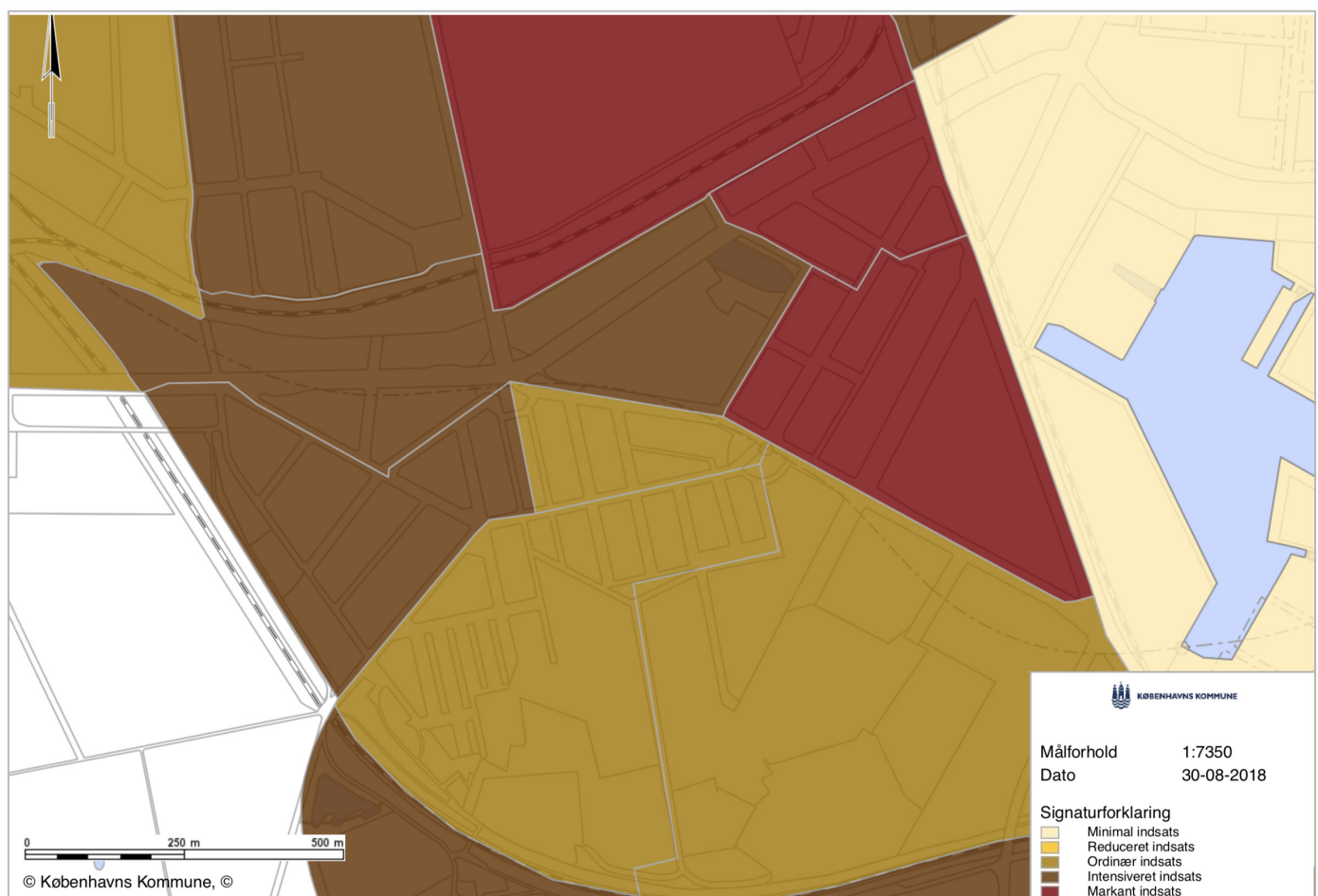


Illustration 3 - The concentration of municipal social efforts in South Harbour

to unemployment in South Harbour;

- The rising incidence of chronic diseases such as arthritis, depression, and diabetes. Some historically acute diseases (such as cancers and heart disease) are becoming chronic. It is widely acknowledged that the key solutions will have as much to do with social organization as with medical provision.
- The mismatch between growing GDP and stagnating happiness (and declining real welfare according to some measures)
- Difficult transitions to adulthood—there is a great need to help teenagers successfully navigate their way into more stable careers, relationships, and lifestyles.

- Ageing populations that require, for example, new ways of organizing pensions, care, mutual support, housing, urban design, mobility, and new methods of countering isolation.

(Mulgan, pp.147, 2006)

Further are South Harbour a part of a social vulnerable urban area in Copenhagen. The vulnerable urban areas in Copenhagen are determined on the basis of a computerised screening of the entire city on five objective design criteria that, in combination with each other, represent physical and social exclusion. The criteria are respectively;

- Residents outside the labor market
- Residents without education,
- Low income residents,
- Residents of non-western origin and
- Square meters per inhabitant

(Københavns Kommune, Politik for udsatte byområder, 2017).

It is not the single criterion that makes an area vulnerable, but the plurality of social and physical issues. Therefore, the designated areas are those most severely affected by the most criteria. As the following map are showing is a big part of South Harbour included as a vulnerable urban area.

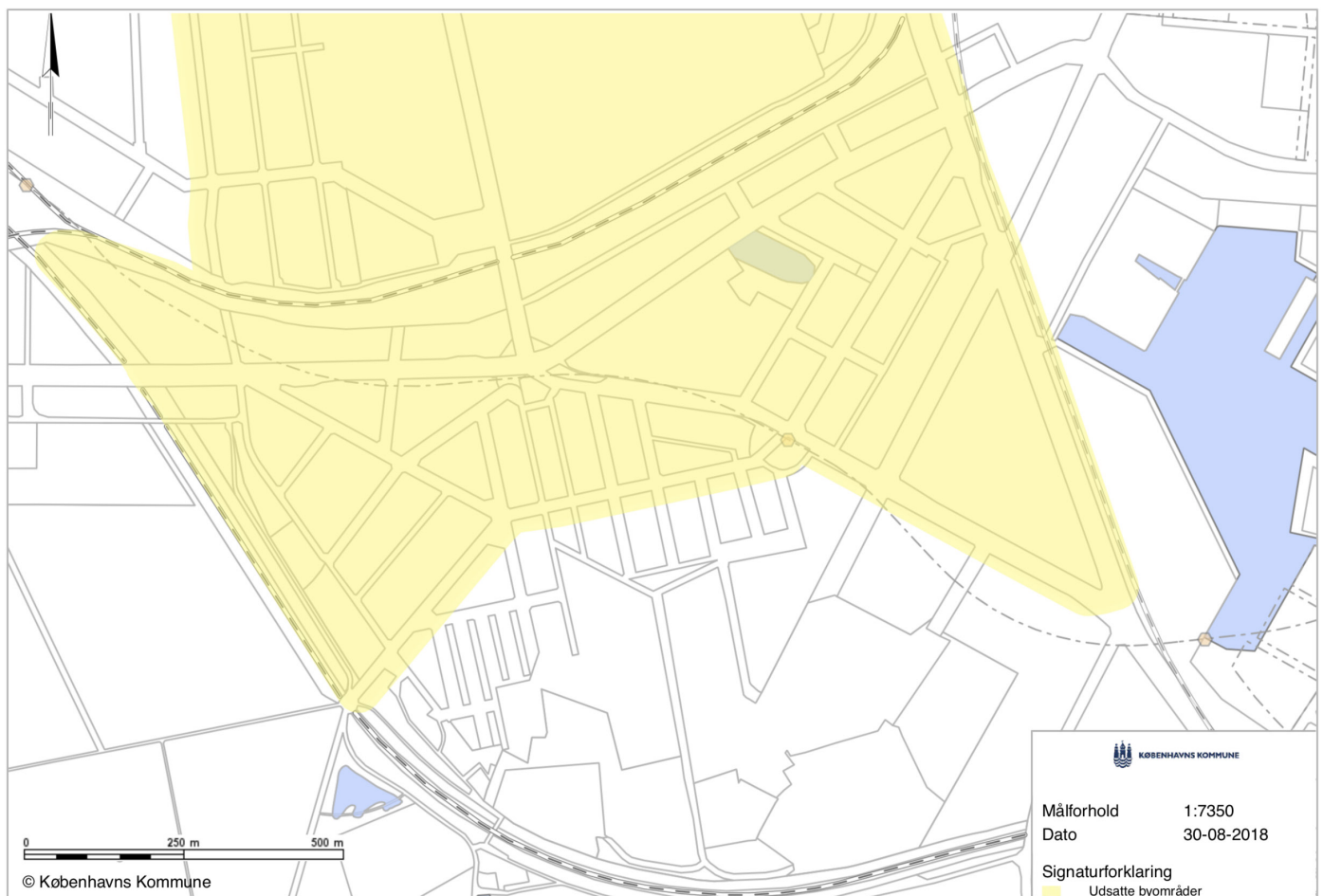


Illustration 4- Part of South Harbour that covers a vulnerable area

2.1.2 ACTION RESEARCH IN A SOCIO-TECHNICAL NETWORK

Having the possibility to do research within a public frame like this, does put questions in place, such as how change is going to happen, how do one mobilise another and how can actors collaborate better between each other. It all seems to be a matter of how you approach a certain complexity which needs to be solved across different organisations;

“Action research aims at developing holistic understanding during a project and recognizing complexity. As organizations are dynamic socio-technical systems, action researchers need to have a broad view of how the system works and be able to move between formal structural and technical and informal people subsystems. Working with organizational systems requires an ability to work with dynamic complexity, which describes how a system is complex, not because of a lot of detail (detail complexity) but because of multiple causes and effects over time.” (David Coghlan, Teresa Brannick, pp. 11, 2005)

The reason that an approach such as action research has been chosen depends on how cooperation across different actors is a necessity to identify and solve a problem that is not so tangible. Traditionally has action research been defined as a method to do research in organisations within the area of collaborative problem solving between a client and the researcher. Due to the wicked problem introduced in the contextual lay-out, is action research therefore a way to accommodate the complexity of the rather diverse group of actors and this will be used as way to facilitate consensus across a complex network of many different world views.

The contributions of literature to the field of action research are impressive, and most have its roots in Marxist and feminist schools, whereas the founding father of social psychology Kurt Lewin repeatedly is cited as the originator of action research (Coghlan & Brannick, 2005). This thesis is inspired and builds on his idea of a collaborative cyclical process. By this it means that the organisation needs to 1) be diagnosed of a problem, 2) plannings needs to be done to further gather the necessary data which 3) needs to be fact-checked and verified and 4) analysed to take further action. The thing about action research is that no specific theory is obliged to be applied, but theory along the way will pave its influential status, why the use of grounded theory could be argued in relation to the selection of theory. This thesis is however applying another view by introducing the concept of Actor Network Theory (ANT). ANT as concept originates from Bruno Latour and Steve Woolgars research on scientific facts in a laboratory (1979) and is further elaborated by many within the field of social science such as Michel Callon (1986) and John Law (2009). In this respect is ANT applied to nourish the project with its descriptive language that makes it possible to put the problem into a more tangible theoretical framework. ANT is further helping on a methodological level, trough a series of steps which one needs to go through to maintain and stabilise mutual interests in socio-technical networks. Inspired by Callon and his research on the processes of scallops being domesticated in St Brieuc Bay, is this thesis aiming to apply the 4 moments of translation in which he has created as a tool to analyse the different interests that comes to play in heterogeneous networks. This will then create a baseline that makes it possible to stabilise a network and hereby a 4th sector.

The 4 moments of translation is relying on a world view of heterogeneous networks, where as human and non-human actors have equal agency. To translate the ambiguities between actors, are the 4 moments of translation applied to understand the complexity between interests in a heterogeneous network. By analysing the network into a phase of problematisation, interressement,

enrollment, and mobilisation, it will be possible to accommodate the problem by stabilising the identified relations and promoting synergies in the network.

By guiding the reader through a structural analysis of the 4 moments, the further aim is to:

1. Create a comprehensive mapping tool showing different interests regarding the working group in South Harbour.
2. Translating this knowledge to stable the network (Stabilising the 4th sector)

One part of the sub analysis will therefore be divided into 4 chapters, respectively; Problematisation, Interessement, Enrollment and Mobilisation. These chapters will further be supported by excerpts from meeting reports, interviews and visuals of the respective networks.

2.2 CROSS-ORGANISATIONAL STRUCTURES

The concept of collaboration between sectors is well known and practiced in many academic fields. This, however, causes some confusion with different definitions of cross-sectoral cooperation. Here it is especially important to distinguish between 3 approaches that are linked in the intersection of policy, governance and sectors, respectively; Governance network, Scaffolding endeavours and 4th Sectors.

Klijn & Koppenjan (2016) are suggesting an approach by the concept of Governance networks - The creation of a horizontal private/ public organisational structure. Instead of focusing on factors of efficiency, this approach is rather trying to facilitate equity by the consideration of different public opinions:

“governance networks [is not to be seen] exclusively as instruments to arrive at effective solutions for wicked problems. A point of departure for the network approach that we envision is that governments have to address and safeguard various competing public values at the same time, including concerns on democratic legitimacy and accountability.” (Klijn & Koppenjan 2016:13)

By recognising the complex issues of cross-organizational cooperation, Klijn & Koppenjan propose that the concept of complexity, which often results in wicked problems, should be divided into 3 phases;

1. The importance of acknowledging that actors across sectors have different expert knowledge and interpretations which is contributing to a substantive complexity.
2. the perceptions are making it hard to find consensus why the complexity is being translated to different strategies trying to satisfy different involving actors.
3. On a meso level, the institutional complexity is mentioned as how different practices and norms covered in ones institutional background are influencing the complexity of collaborating across organisational structures.

These phases creates a starting point to the analysis in regards to how one enters a complex and multidisciplinary field. The governance network approach suggests to analyse the above mentioned fields of complexity, and use both analysis and theory as the foundation to manage the process. In regards to how you approach Callon's translation process, are these phases further a method to elaborate the networks on a deeper level with a more thorough understanding of the

complexity. Furthermore are the three phases of complexity described above, a supporting frame to an action research approach.

Further is the notion of Scaffolding endeavours described as an approach to facilitate a certain understanding across actors in different organisations. The technique of Scaffolding is developed to accommodate different perceptions in a network of actors and is likewise a tool to a better management of the collaboration;

“Scaffolding offers the opportunity to promote development that may not readily be accessible otherwise. It could enable an individual to develop empathy, a key emotional intelligence skill, as a capacity for seeing situations and processes through the lens of other participants.” (Russ Volckmann & Keith Bellamy, pp. 948, 2010).

The scaffolding endeavours are further interpreted as being able to make alliances with strong and influential actors in which can make an certain impact and contribution to the network on a political level.

Last is the concept of a 4th sector a beginning trend among public bodies. Jiménez Escobar et, al. are describing this as;

“a social space where public bodies converge from the business world, from social economy and from the third sector. These entities have common interests (the social approach, a concern for collective and general interest) and cooperative and networking forms of action. In all likelihood this social space will tend to develop and flourish since the increasing complexity of social reality will increasingly require institutions to be capable of social innovation and articulating social governance systems. (Jiménez Escobar et, al, pp 40, 2011)

A 4th sector is ultimately an integrated collaboration between the private-, public- and third sector with the main goal of increasing the synergies and value of the goals that are to be fulfilled by the respective actors. The ULG is in this respect proposed to operate as an essentiality to the 4th sector due to the wide range of professional backgrounds and sectorial affiliations.

3. RESEARCH QUESTION

To sum up, this chapter will concentrate the issues mentioned in part 0 to a set of research questions that I will apply and answer on a theoretical and methodological level. So far, we have learned that the district of South Harbour eventually is facing severe social problems including a high unemployment rate. Many initiatives are operating in the area, but the resources are limited and are very dependent on fundings. As part of a large scale EU project, has the IURI in South Harbour chosen to participate to hereby offer a international knowledge bank in regards to operate with such problems by governance and policies. A series of actors within social services and business have met to discuss the problems and how to solve it. Though, it seems to be difficult to comprehend the complexity of different interests between actors, why the process has been slow. A 4th sector model is suggested, whereas a comprehensive mapping of the network as well as a well-integrated framework is required. I propose to ask the following questions:

What kind of interests are represented in the workgroup? (South Harbour - For job og dignity)
<ul style="list-style-type: none">• Where is the points of convergence between the different actors in the network? (Strategi es, previous cooperation, ect.)• Which contradictory interests becomes visible through the process?
How is a translation process of the network contributing to the creation of a 4th sector in South Harbour?

PART

1

From EU to South Harbour

4. CHOSEN RESEARCH THEORY

To accommodate the aforementioned research questions, this chapter will describe the theoretical point of view and how it is applied in present context. The following theories are further contributing with a sufficient vocabulary which is capable of nourishing the research frame. This chapter will put the chosen theory in perspective to how interests and its complexity inevitably correlates with the main core of a 4th sector. Later in the section I will explain how the different terms are to be understood and how they ultimately are used in this project. The inspiration is drawn from Actor Network Theory, while I chose to include parts of Network governance to accommodate the issues of complexity between interests. Thus, ANT is acknowledging the complexity of interest and deals with such problems by applying the term of interessement devices. I will argue to include the approach of analysing the complexity of interests to support the identification of interessement devices, why I chose a two-folded theoretical view.

4.1 ANT

To begin this chapter I will start by a short introduction to Latour and Woolgar and their comprehensive anthropological work in a laboratory back in the 70's. By summarising some important sections from the article, it is my goal to present some points of theoretical impact in which I have applied in my thesis. This is mainly to clarify my epistemological point of view and introduce the reader to how interests or scientific facts are a product of several negotiations, that are able to be reconfigured.

Latour and Woolgar wrote an article in the late 70's which should become a landmark in science and technology by covering the processes of knowledge production in a laboratory. In *Laboratory Life: The Construction of Scientific Facts* (Latour et. al, 1979), Latour and Woolgar investigates how an observer arrives in a new field trying to find a balance between highly professional scientists and his own position as layman. They discovered quickly how the omniscient part of the field were unable to communicate what was needed for the outside world in an understandable language. This was all about presenting an orderly and systematic narrative of circumstances as well as activities in the field in a way that outsiders can relate to it using known phenomena in the explanation. To begin with, Latour and Woolgar, through a fictional observer, describes how the laboratory is divided into two sections, each containing its contents, activities, functions and relationships. There is a constant transfer of documents from one part of the laboratory to the other. In one part of the laboratory, a large number of experiments are performed where machines transform substances from one state to another. For example, rats combined with chemicals that leads to blood samples that are transformed and printed from machines. The prints or inscriptions are considered to be directly related to the original substance. For each transformation the inscription goes through, for example, from speech to graph, attention is shifted to the new version. These inscriptions are handed over at the end of the day to the second half of the laboratory, described as an office area. Here are they converted into a more comprehensive document type, such as articles, and this part of the laboratory is considered to be as productive as the other half of the laboratory. These

are the articles perceived to be the product of the extensive work of the laboratory, while all the other inscriptions are considered to be internal documents. Articles are discussed internally in the laboratory, but are compared with external literature and at times they are discussed with people outside the laboratory. The Laboratory explains their location in the world as a result of discoveries that have constituted their specific area of research, but it is not only their history of origin that constitutes their culture but also the specificity of the laboratory content. None of the phenomena discussed could be said to exist without the devices forming the inscriptions. The facts presented in the articles are therefore a construction of the apparatus, the inscriptions, the writing, the external literature. The factuality of scientific facts is dependent on writing the material circumstances out of context. Once constructed, they are reproduced in textbooks, re-evaluated in technology and form the basis for new scientific facts.

Putting the events from the laboratory in context to the situation in South Harbour, my aim is to stress how facts in the workgroup (whether they are disguised behind strategies or social beliefs) are constructed like the scientific facts in the laboratory. The world as well as interests are constructed, negotiations towards consensus are always on stake, why the network constantly needs to be stabilised. In order for a network to function fairly stable, facts among the actors must be accepted as valid. Here, the blackbox concept in ANT is used to explain the phenomena.

4.1.1 BLACKBOX

A blackbox is defined as all the facts and beliefs the actors do not find necessary to consider. A blackbox will never be permanently closed, but it can be opened from time to time and the content can be further developed into new constructed realities as new facts are accepted (Olesen & Kroustrup, 2007). Bruno Latour describes the concept as a box of agreed things or a collection of information that people do not question;

“Once a large number of earlier arguments have become incorporated into a Blackbox, the cost of raising alternatives to them becomes prohibitive. It is unlikely, for example, that anyone will contest the wiring of the computer” (Latour et. al, 1979. pp. 242).

A blackbox, will for instance in the analysis, be interpreted as the steering knowledge that relates to the actant’s professional background or strategic interests in the workgroup. I will here argue that 4th sector structures needs to make certain blackboxes to emerge in order to succeed, why this thesis suggests to look at the different strategies as a blackbox to each of the different actants. These blackboxes (strategies and professional backgrounds) creates certain controversies between the actants which manifests itself in confusion due to different perspectives to the main scope. This research is an attempt to find common blackboxes which has a compatible script to the extent of the workgroup in South Harbour. However, should the aforementioned examples of blackboxes between actors be contextualised in mind of a micro perspective whereas the main governmental laws on social work and business acts as blackboxes to the whole network.

4.1.2 CONCEPT OF AN ACTOR/ ACTANT

If you look at the concept of an actor in a sociological context, this will typically include an investigation of one or more action-conscious individuals. In an ANT context, the actor differs

significantly from the sociological thinking. Latour does not distinguish between human and non human actors, and in this connection, he is inspired by the semiotic definition; "A semiotic actor is what is attributed to action, which can literally be anything." (Jensen, 2005, pp. 189). This means that an actor in the sense of ANT does not have to be a person. According to Latour, a table can be attributed to be as important as a person. As the concept of actors in this context can act as a broadly defined concept, Latour chooses to use the term actant in which both human and non-human actors are given equal agency (Jensen, 1999). A key point in ANT is that you can not solely focus on human actants as essential influencers, but that the entire constellation that is the basis of what is found to be objective truth is made through a relational network of human as well as non-human actants (Jensen, 1999). Within ANT, the network has an indefinite number of actants who first acquire agency or attributes when they have relationships with other actants in the network. In this connection, one is interested in how the relationships, based on the symmetry principle, connects the actors with each other in the network. In terms of the workgroup in South Harbour, is the the heterogeneity in the network very present, due to the strategic governance approach. Governance is linked to a range of different laws that creates a certain influence to actions in the network. It is therefore important to acknowledge non-human actants within a 4th sector. To take an example from the field- The workgroup has discussed a lot of different models which could improve unemployment in South Harbour. One model suggested is to implement social clauses in new business contracts in South Harbour. Those social clauses would be an attempt to make the business owners responsible of receiving local workforce, as long is it makes sense in business context. This however, according to the law, would be difficult to enforce. The law is operating as an action-driven actant and stipulates, among other things, that you can not discriminate candidates based on geographical location, why the social clauses became less appropriate. In this case was the law considered a strong agency, why the differentiation of the actor concept is critical to analyse the case from a heterogeneous perspective. To explain these events on a macro level the symmetry principle is suggested.

4.1.3 SYMMETRY PRINCIPLE

Originally, David Bloor helped develop the term called the symmetry doctrine, which Latour in his later design of ANT has been inspired by (Olesen & Kroustrup, 2007). The meaning of the symmetry doctrine was to identify which social causes made a given conviction more or less true or, for that matter, false. In this regard, ANT deals with classical sociological dualism between man and nature and uses the symmetry principle as a reaction to Bloor's social constructionist symmetry doctrine (Olesen & Kroustrup, 2007). ANT also implies that the social does not have a stronger explanation force than other phenomena in our world. Social interests are therefore in ANT, not a satisfactory explanation of how scientific assumptions are explained (Olesen & Kroustrup, 2007). The symmetry principle therefore does not provide the social more value than nature and vice versa. In short, the symmetry principle requires that facts, false as true, must be explained by the same assumptions.

4.1.4 MOMENTS OF TRANSLATION

Torben Elgaard Jensens asks in his article, *"If an actor is a result of networks configured in a certain way, how does this order come around?"* (Jensen, 1999, p. 190). In an ANT context, it

would be precisely central to identify these processes, and the theory also suggests that you use the term of translation for this. Translation should be understood as the processes in a network where an actant acquires strength by joining other actants. This means that an actant through several negotiations between other actants gains a strengthened position, which means that an actant can speak on behalf of others in the network. Latour identifies three dimensions of the concept, in his book *The Pasteurization of France*:

1. Translation expresses both operation, deception and ambiguity. A translation begins by an inequality between language and interests, and it ends with an attempted similarity between two statements or judgments.
2. In a strategic sense, the translation defines a passage point that actors must necessarily pass through, thus promoting the interests of the translation.
3. The term finally has a linguistic meaning, whereby a language seeks to translate all other language and replaces them with the 'actual' meaning of the subject. Translation is thus also creating uniqueness and order in the world. (Latour, 1993)

In an analytical context, it would be obvious here to identify the relevant actants and to investigate what relationship they have with each other and to hereby clarify the scope of the negotiation processes. By doing this, you will have a reasonable basis for identifying the required obligatory passage points. To explain the obligatory passage point, take a spokesperson for a random company's employees. He/she has built a strengthened position through the others' acceptance of him/her as spokesperson. He/she thus speaks on behalf of a network of actors, but his/her opinions are only legitimate and strong if he/she speaks on behalf of the specific actors in the network. Every time a spokesperson gets more talk time, successful translations are obtained and when the spokesperson has strengthened his/her position so much that other actors consider it necessary to go through him/her to get his/her words through, you see the spokesperson as a obligatory passage point (Olesen & Kroustrup, 2007).

HOW TO BECOME INDISPENSABLE

That an actant formulates one new problem or question. This question is however not always enough for the actant to get the impact the actant wants in the network, as the original problem may remain undisputed. The actant needs to ask more supportive questions and this involves identifying the role of other actants in the network. The process of connecting the actant with the others are called the Obligatory Passage Point (OPP), and this makes the actant indispensable, in relation to the other actants' problem. This dual action, as the OPP has taken, Callon denotes as Problematisation, as the OPP has inevitably revealed its objectives in the process and the other actants are locked and identified in the network. If this succeeds, the other actants will contribute to the actants goal. This may immediately seem unfair, but it is one of the natural processes within the concept of ANT (Callon, M. 1986).

HOW THE ALLIES ARE LOCKED INTO PLACE.

ANT has its mainly focus on how strong the relationships of the individual actants are, in relation to what relationships the actors have, as the relationships themselves may seem insignificant in practice. After an actant has identified the surrounding actors who will contribute to their problem, the actant will lock or strengthen the relationship between the underlying actants. This step is by Callon called *Interessement*: To interest other actors is to build devices which can be pla-

ced between them and all other entities who want to define their identities otherwise ” (Callon, M. 1986, pp71-72) Interessement thus strives to stabilise other actants by weaken the relationships between other actants or to strengthen their own relationship with the relevant actants. However there are no rules for how to do this: “The range of possible strategies and mechanisms that are adopted to bring about these interruptions is unlimited: anything goes.” (Callon, M. 1986, pp72).

HOW ACTORS BECOME ENROLLED THROUGH STRONG NETWORKS

In order for Enrolment to be possible, the interessement must be in place. The moment of interessement is kind of a persuasion that does not necessarily mean that the actants are compatible, whereas enrollment represents the process of making the related actants compatible with the OPP. Throughout the moment of enrollment, different roles needs to be defined and distributed to the actants. To constitute such roles, a series of multilateral negotiations needs to take place and a consensus is required to succeed “Enrolment does not imply, nor does it exclude, pre-established roles. It designates the device by which a set of interrelated roles is defined and attributed to actors who accept them. Interessement achieves enrolment if it is successful.” (Callon, 1986, pp. 10)

HOW TO SECURE AND STABILISE

The fourth and last step in obtaining complete power over another actant, according to Callon, is to act as its ambassador/ spokesperson. This phenomenon Callon refers to as Mobilisation. Mobilisation is achieved through a series of displacements, which eventually constitutes a spokesperson as a representative of an actant. This spokesperson must be able to represent the actant in full, without suspicion or misunderstanding, which requires a good communicative relationship with the actant. Though are the network and reality always up for negotiation, why the spokesperson needs to keep maintain and stabilise the network. The mobilisation is also interpreted in present project as the condition where the 4th sector has been anchored in the local community. This moment is though difficult to observe within the period of this thesis, why suggestions in order to streamline an orderly network for the future is the eventual contribution to mobilise the 4th sector.

4.1.5 INTERESSEMENT DEVICES

However, is the spokesperson highly dependent on well configured interessement devices: “To interest other actors is to build devices which can be placed between them and all other entities who want to define their identities otherwise” (Callon.1986, p. 9). According to Callon is Interessement devices a product of certain material artefacts which are able to strengthen the connection between actors, why good interessement devices should reflect upon stable networks. Interessement devices are further a way to extend and materialise the given hypothesis. This is however only possible if the interessement device is equipped with a well-defined script, capturing the possibilities within different actors identities. To a certain extent is the interessement devices fairly similar to Susan L. Star and James R. Griesemer’s concept of boundary objects, though are interessement devices stressing the complexity within the heterogeneous network as well as the strength of the relations between actors. The interessement devices applied to the 4th sector has among other things been developed with help from the actants in the workgroup, and I suggest here that a series of charts created by the department of employment and integration (BIF) con-

tributed as an interessement device helping mobilising the other actants. Here we were able to acquire factual data on the local unemployment situation excerpted from databases that only the BIF has access to. This data was further proven to be an interessement device to mobilise the department executives to order a budget note accommodating a social employment strategy in South Harbour. The interessement device was further a communicative tool to gather the workgroup as well as external actors such as the local committee (Kongens Enghave Lokaludvalg) and employers.

4.2 NETWORK GOVERNANCE

To understand the idea behind governance networks in public sectors, I will start by emphasising on the situation regarding the previous mentioned societal events and how those inevitable produce a range of wicked problems. This is because governance networks in many ways are developed as a reaction to the weak links across sectors that ultimately provides a foundation to wicked problems. From a public perspective are such problems often turning to an enduring processes of public services, policy making and policy implementations. Examples of such complex governance processes can both be found in present project and outside in the world. To start with the present project, has the complexity of how to approach the problem and understand each other, been visible throughout the process, one examples is:

- Due to individual strategies and working areas are people in the working group having trouble to find a common ground. Social services are divided into a cluster of different priorities, whereas some are working with people above 30 years, some are working with citizens within two categories, respectively; Life readiness and Work readiness, and some are working with social youth problems. To develop an area based integrated solution between such range of interests, will inevitably create a rather fuzzy starting point.

In EU, is the problem also recognised:

- “The Europe 2020 Strategy for smart, sustainable and inclusive growth sets targets to lift at least 20 million people out of poverty and social exclusion and increase employment of the population aged 20-64 to 75%. The flagship initiatives of the Europe 2020 Strategy, including the European Platform against Poverty and Social Exclusion and the Agenda for New Skills and Jobs, support efforts to reach these targets. (...)Member States are urged to strengthen the involvement of relevant stakeholders at all levels, most notably social partners and civil society organisations, in the modernisation of social policy as part of the Europe 2020 Strategy.” (European Commission, 2013)

As well as examples delivered from Klijn & Koppenjan (2016):

- Complex decision-making processes in relation to realizing, operating, and maintaining public infrastructural works (like railways, roads, airports, water projects, waste incinerators, power plants, and wind turbine parks) in which governments are confronted with a wide variety of stakeholders (private firms, citizens' groups, other public actors, environmental interest groups, and so on).

- Restructuration processes of inner cities in which municipalities need to work together with non-profit organizations (like housing associations) and also private actors (developers) and citizens' groups.

(Klijn & Koppenjan, pp. 1, 2016)

Business, civil society and governments are however facing challenges which they are not able to solve by themselves due to either lack of problem-solving capacities or resources. The wickedness of the specific problem seems to often concern other actors in a network which makes a certain interdependency between them (iBid). Klijn & Koppenjan are suggesting that these events are a result of governance networks emerging. They are further elaborating on the issues regarding the new way of working between sectors.

“As a consequence, traditional methods of dealing with problems, policymaking, and public service delivery – which often hold complex issues to be an intellectual design question and approach them by giving research and expertise a central role – no longer suffice. The wicked problems that confront governments, private companies, and societal groups in the current complex society require a different, new approach. They require a shift from a more traditional top-down way of problem solving to a more horizontal cooperative approach, which is often referred to as the shift from government to governance.” (Klijn & Koppenjan, pp. 4, 2016)

Organisational restructuring will consequently appear in a shift from government to governance. This will eventually mean that the conceptualisation of governance must be able to facilitate a platform allowing access to collaborate between private companies, governments and social groups why a more comprehensive conceptual clarification between definitions of governance is needed. Klijn & Koppenjan have identified three dominant perspectives in public administration and are as follows:

1. GOVERNANCE AS NETWORK GOVERNANCE

From this stance can the assembly of actors be self steering or non-self steering. The relations between the concepts of governance and network are tightly connected, whereas the processes of governance are taking place within networks of public and non-public actants. The diversity between actants creates a certain complexity which due to its difficulty of managing, creates a set of steering and management strategies. Network governance is here emphasising on the network and the processes of interaction between the private, social and public actors.

2. GOVERNANCE AS NEW PUBLIC MANAGEMENT (NPM)

As from the perspective of NPM, there are a clear set of goals which are translated into policies. The services delivered from the policies which are implemented from the goals, are outsourced to separate agencies, which can be measured and held accountable from a set of clear performance indicators. From this perspective are performances and accountability improving and it is also called market governance. (Klijn & Koppenjan, 2016)

3. TRADITIONAL PUBLIC ADMINISTRATION

A view with a particular focus on the operation of government instead of in which manner it

is organised. A governance supporting a well-functioning public administration. “Such an administration is characterized by the fair treatment of citizens and an unambiguous organization that adheres to the basic principles of the rule of law.” (Klijn & Koppenjan, pp. 4, 2016

The dualist perspectives are important to acknowledge, though one must consider the scope of how to accommodate the 4th sector agenda of improving employment in an appropriate but not least social manner, in regards to the heavy amount of vulnerable people in South Harbour. All these perspective have their own way of dealing with such problems, why it is important to realise what kind of arena you are operating in and eventually how to approach it. The different traditions are each represented in various concentrations throughout the network. With Klijn & Koppenjan’s supporting table of the different perspectives, is the a foundation to the actants organisational background mapped in regards to understand the network of ULG.

	Traditional Public Administration	New Public Management	Governance Network
Focus	Differentiation and coordination within bureaucracy	Internal functioning of governmental bodies and contractual relations	Relations between governments and with other actors (inter-organizational focus)
Objectives	Production of effective and uniform policies and services according to principles of equality, legitimacy and legality	Improving effectiveness and efficiency of public service delivery and public organizations	Improving inter-organizational coordination and quality of policymaking and service delivery
Core ideas	Using hierarchy and command and control; line management; building on rule following, loyalty and a public service orientation of civil servants; policy cycle as control mechanism	Using business and market instruments (modern management techniques, market mechanisms, performance indicators, consumer boards) to improve service delivery	Using network management: activating actors, organizing research and information gathering (joint fact-finding), exploring content, arranging, process rules, and so forth
Politics	Politicians set goals that are being implemented by the executive in a neutral way. Both civil servants and elected administrators are held accountable by representative bodies of elected politicians	Politicians set goals. Policy implementation and service delivery is done by independent agencies or market mechanisms on the basis of clear performance indicators	Goals are developed and negotiated during interaction processes, with no sharp distinction between formation, implementation, and delivery of policies and services. Politicians are part of these processes or facilitate these processes
Complexity in society	Complexities are dealt with by decomposition and assigning task to specialized units; dealt with as intellectual design process with input of policy analyst, professionals an scientific knowledge; controlled by policy cycle	Complexity requires the setting of clear goals and allowing implementers discretionary space to realize outcomes. Keep away from the complex interactions with society. Use market incentives to govern implementing units	Complexity requires interaction and network relations given interdependencies. Taking part in complexity by interacting with actors in society is unavoidable and/or necessary to reach effective and supported outcome

5. RESEARCH METHOD

What are the different interests, represented in the working group? To answer such question, is the next chapter guiding the reader through a series of research methods which is applied and puts hereby the basis for how the investigation was carried out. By having the ability to capture qualitative data from a range of different events in South Harbour, are the methods applied in this thesis very inspired by the ethnographic field. The collection of data has spanned from April, 2018 to August, 2018, where interviews, meetings and mapping has been conducted and analysed. A total of 6 research interviews were conducted with the working group and external actors, I have participated in over 15 meetings, including internal (within URI), bilateral and workgroup meetings. All these events have been grounded through the following methods.

5.1 INTERVIEWS

As a key method for gathering the empirical basis, the research interview has been used. There is no standard procedure for carrying out these (Kvale & Brinkmann, 2009). However, there are some considerations about approaches and techniques that are worth mentioning in connection with this research. Research interviews are, according to Steinar Kvale, a craft to be learned, but thorough preparation of the interview can improve the quality of knowledge produced in the interplay with the informants during the interview (Kvale & Brinkmann, 2009). In this connection semi structured interview guides were developed. This was chosen because I was not interested in bypassing potentially important information and wanted to take advantage of the flexibility to follow up on answers I found interesting. Interviews were performed 'on site', recorded and then transcribed for later use in the analysis. I want to disclaim that the interviews were performed in the informants native language - doing the interviews in english would seem unnatural and be uncomfortable for the informants why performing the interviews in Danish would eventually provide a more nuanced and in-depth data collection. I have only translated the sections of the transcripts in which I have used in the analysis. The informants have had the possibility to be anonymous if desired as well as confirmation of the interpreted data are required from certain informants.

5.2 INFORMANTS

The informants which have been interviewed are representing a wide range of different interests in the local area, whereas a short introduction to the people will follow to clarify that.

- A Business coordinator in South Harbour, which is part of the workgroup. He works for KAB, which is one of the largest property management companies in Copenhagen. His job is to bloome business life in South Harbour and he represents a big part of the small business' in the area.
- A researcher from Aalborg University, also a part of the workgroup. She works at AAU in South Harbour as Postdoc in the Department of Sociology and Social Work. She is a local, and work volunteer as social consultant in SydhavnsCompagniet.
- The manager of the NGO, SydhavnsCompagniet which also is a part of the workgroup. Working with people that are fighting with several social difficulties, trying to get them being ready to live a regular life and further be work ready. An enthusiast with several balls in the air.

- The district manager in the IURI and lead on the EU project in South Harbour. As main facilitator and networker, he is the catalyst of creating the network between sectors.
- A Social worker at the job center for people +30. He is an external actor but was a part of a bilateral meeting the IURI had with the Administration of Employment and Integration. He meets the unemployed citizens and does what he can to guide people back to the labour market.
- A HR Executive that works in a medicinal distribution company with headquarter in South Harbour. A local but external perspective to the problems of receiving social security recipients as employer.

5.3 MAPPING

To support my analysis and with inspiration from ANT, a series of different network maps are produced. Doing so is a way to anticipate the controversies which indicates implications for a 4th sector development. From an ANT perspective is this approach as well a way to understand the meta design of the 4th sector by mapping the participation of actors and what role they have. More practically is this approach inspired by Clarke's (2003) situational analyses. This method builds upon cartographic illustrations of relations between human and non human actors. These illustrations are considered into three different levels of situational mappings, respectively; messy-, ordered- and relational mapping (Harders, 2015). My approach to the different levels of mapping is based on a continuously movement between ordered and relation mapping. The maps that have been made in this research are not necessary a final product of the analysis but rather an analytical exercise and approach to 'opening up' the network and show how the theoretical paths are present in the project. These situational maps are further compatible and configured with coded data that I have identified and added from my interviews and participation in meetings. Though it must be stressed how relations in networks not always might be explicit in the data as it may appear, why you as an ethical accountability researcher needs to accommodate and articulate the silent sites of the data. In local settings such as the ULG, it is inevitable that no underlying relationships are lying between the various actors. These relations may appear as unspoken when the ULG are summoned, why situational mapping are supported by participatory observations to acquire another level of depth in the maps.

5.4 PARTICIPATORY OBSERVATION

Participatory observation (PO) is one of several approaches to the ethnographic fieldwork. PO are not very different from our natural ability to observe other people and phenomena surrounding our sphere. PO however, differs from human natural interpretation of the environment, by using a more conscious and systematic approach in the field, where one's choice is determined by careful considerations (Atkinson & Hammersley, 2007). For example, considerations may be given to which informants are interested or how the project is based on a particular set of theories and methods for achieving a desired result. The intention is however to identify the visible and latent, organisational and technological patterns of behaviour that the field contains. As a central method of collecting empirical information for this project, PO is used and in particular through the many meetings, where I have written summaries and observed, as well as been networking with the workgroup members. Most of my documentation is hereby described in the meeting

summaries I have produced throughout the process. I have chosen this approach because I want to be open to the field and what it has to offer, thus making decisions based on what I observe during the process.

PART

2

“Now I measure how many conversations you have, because we know it’s good. You know - splashing out conversations, but forget and watch why a conversation works. A conversation does not work if it’s only 20 minutes where a social worker who has not had time to prepare and can not do anything afterwards. A conversation works if a social worker is well prepared, knows the citizen, has time to talk with the citizen, and afterwards can put some things into action that makes sense for this citizen. And it’s actually built in you can say. If you read the law, you could do it, but when the government manage in a way that is becoming so standardised, it does not allow such room, and for the citizen, it becomes a part of the whole problem.” (Tanja Dall, 2018)

6. RESEARCH CONTEXT

“... an area renewal (edit: IURI) is an exciting place to be because you are allowed to participate in all the processes at all levels. I usually say that we work from the street gutters to the city hall. Thus, we cooperate with the citizens, together with the local actors to develop the projects, we help to lift them politically, we also help to realize them, so we are part of the whole process.”

(Leonardsen, 2018)

The whole idea of the IURI appears in its entirety to have many similarities with a 4th sector. The IURI is in this sense an intermediary with a method toolbox entering and operating between sectors in an urban context. This creates a cascade of relations that flows through the IURI ultimately producing a series of projects that benefits the local area and the citizens that lives there. The relational ties between the actants in South Harbour and the IURI are therefore desired to be anchored through associations, platforms or networks. Constructions like these have already been implemented and adopted in the community by the IURI, why the goal is to configure and anchor the following project into such constellation as well. The citation above is however also a clear example of how political power may interfere certain projects, why a good governance approach is desired in relation to persuade the strong networks to your own network.

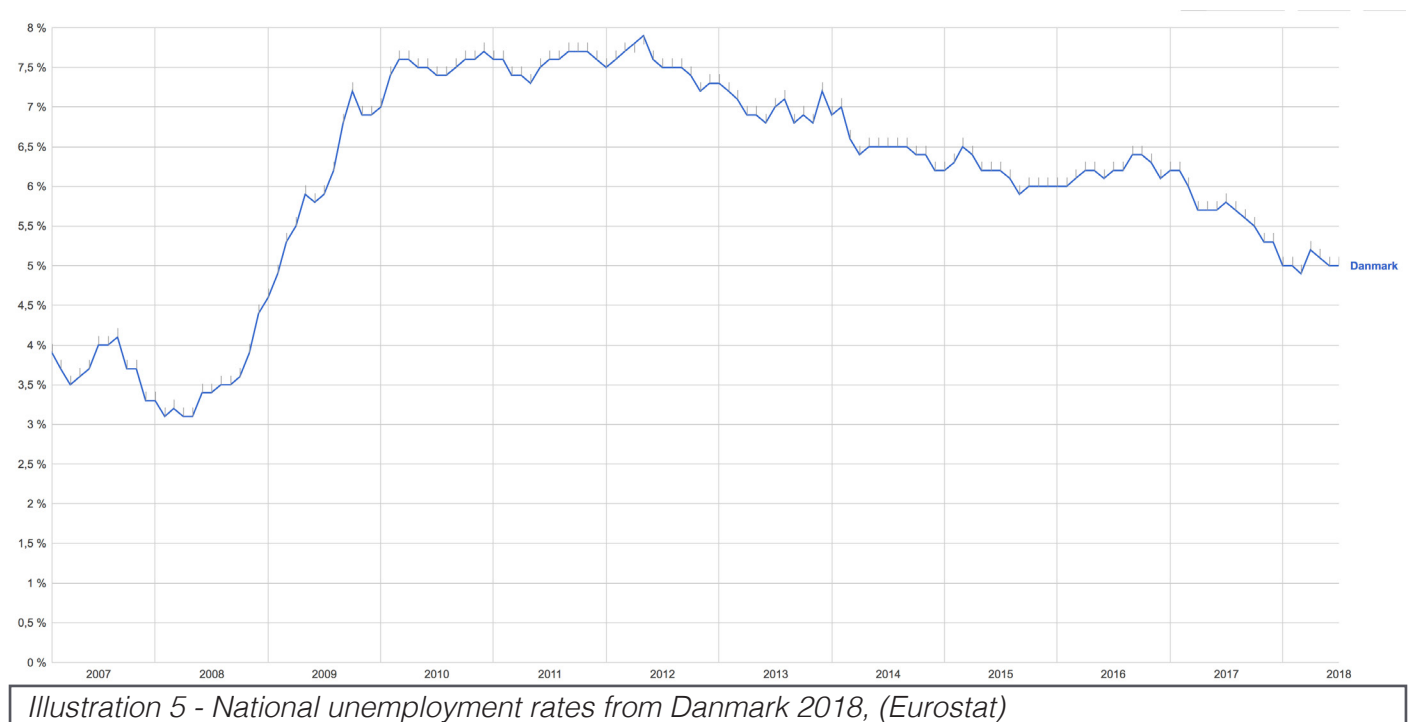
“The urban garden in Sundholm is an example. In Sundholm there are a number of initiatives, institutions, day institutions, companies, there are schools, a homeless effort, social housing, and none of them have an urban garden as their central starting point. Today there is an association and a network that deals with the different interests that keeps the urban garden as part of the community, so all this thinking about producing communities ... A community is a metaphor for one where we are together without there is someone who decides.” (Øystein, 2018)

To do so, you have to configure your own network, why translation processes needs to be performed. To describe how the translation processes unfolds in a network I will use the following case, which is based on the URBInclusion project in the South Harbour where a cross sectorial platform was created to accommodate the unemployment issues in a local urban context - a field where money represents power and the power is represented by politicians. Social efforts from the municipality are required to be approved by politicians in the economics committee why many external elements, call them anti-programs, are interfering with a project concerning social issues such as unemployment. To accommodate big political issues as social exclusion and unemployment, the IURI had to become allies with bigger networks.

6.1 PROJECT BACKGROUND

The district of South Harbour, Copenhagen, is on its way to become a living neighbourhood with good connections to the water, new uses and recreational offers for the benefit of all citizens. The last few years, South Harbour has almost doubled its population with the rapid development of new housing constructions at Sluseholmen, Teglholmen and Frederiks Brygge which are located next to the the seaside (Lokaludvalg, K. E., 2017). Until 2004, these parts of the district were a purely industrial and commercial area and in 2020 it is expected to consist of almost only dwellings. In 2017, the population in South Harbour reached 23.800 people. Such a rapid urban development has not been seen in Copenhagen since the expanding of the bridge districts just

over 100 years ago (iBid). With about 2000 recipients on unemployment benefits are fairly 12% of of the citizens in South Harbour unemployed (SØK, 2018). When the average lies around 5% on national level (Eurostat, 2017), is this a big problem which the city of Copenhagen in one or another way eventually is going to face.



The most updated population number in South Harbour is from 2017, and numbers from the unemployment center, is already from May 2018. These small ambiguities must further be notices in relation to the exact percentage of unemployment.

So, in 2016, when the IURI joined the EU project (URBinclusion) it was among other things an anticipated event and strategic path to get more resources to ensure a socially inclusive urban and commercial development in South Harbour. By november 2016, the project was accepted by the steering committee and became a part of the local Urban and Business Strategy (Reference). March 2017 a seminar was held for interested local actors and members of the steering committee, whereas actors from Sydhavnscompagniet, Opzoomerne, the Administration of Employment and Integration (BIF), the housing association (AKB), Aalborg University and Green Team Copenhagen among others participated. At the seminar, the issues to the already known problems of unemployment in South Harbour were discussed. It was further recommended to create a local urban workgroup (ULG) trying to get better collaboration between the local business community, the municipality and civil society. This was suggested due to the weak relations which appeared between the different actants. The strategy was further adopted by the steering committee of the IURI in September 2017, where the local workgroup at the same time was initiated. In connection with the IURI budget seminar in November 2017, it was further decided to strengthen the project with DKK 500,000. Money that would be used to further development of the project. In the first half of 2018, the IURI have investigated the opportunities within the individual actors to develop a holistic local employment initiative based on people who are socially vulnerable in South Harbour. In this processes my research was included in which involved several interviews and participation in bilateral meetings between actants in the ULG as well as general ULG meetings. The following timeline is illustrating the process on a macro level, whereas my arrival is marked. In between the events in

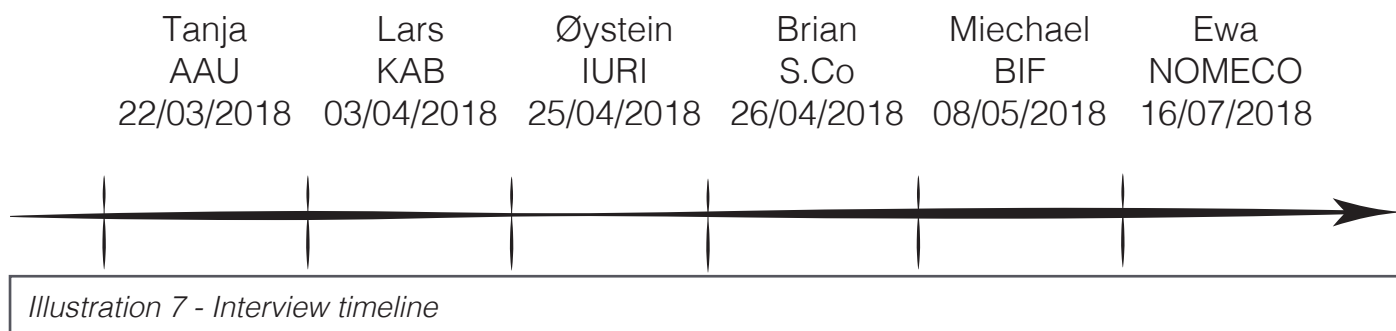
2017, I spent the time on my 9th semester as an intern in the IURI and had built up reliant knowledge about the local area and the actors who moved across different projects in IURI. In December 2017, during my internship, I was asked to participate in present project towards the goal of writing my thesis. With the starting point in the workgroup (South Harbour - acts on job and dignity), my job was to map strategic interests and opportunities within the workgroup. The workgroup also known as the Urban Local Group (ULG), has been facilitated by District Manager of the IURI, Øystein Leonardsen, and he represented the local government through his employment in Copenhagen Municipality. Throughout the course, some of the actants in the workgroup has been exchanged due to new professional assignments or lack of relevance but the network has even though kept its consistency of containing representatives from both the private, public and social sectors. In addition, members from the workgroup have participated in a series of international conferences between the different countries participating in URBinclusion focusing on different topics such as: project economy, learning objectives and knowledge sharing. The members of the workgroup are as follows:

- Øystein Leonardsen - District manager at the IURI and facilitator,
- Lars Strand, Business coordinator at AKB South Harbour
- Merethe Ganshorn, Chairwoman of the IURI steering committee
- Tanja Dall, Post.doc, Department of Sociology and Social work at Aalborg University
- Brian Lentz, Manager in SydhavnsCompagniet (NGO)
- Mia Rahbek SydhavnsCompagniet (NGO)
- Jens, Social worker at Opzoomerne (NGO)
- William Sonne at Opzoomerne (NGO)
- Stine Gammelgaard, Representative from Department of Employment and Integration
- Susan Hedlund, City councillor from the Social Democratic Party
- Gry Pedersen, Administration of Employment and Integration, Copenhagen (BIF)
- Lasse Hammer Holm, Social Administration (SOF)

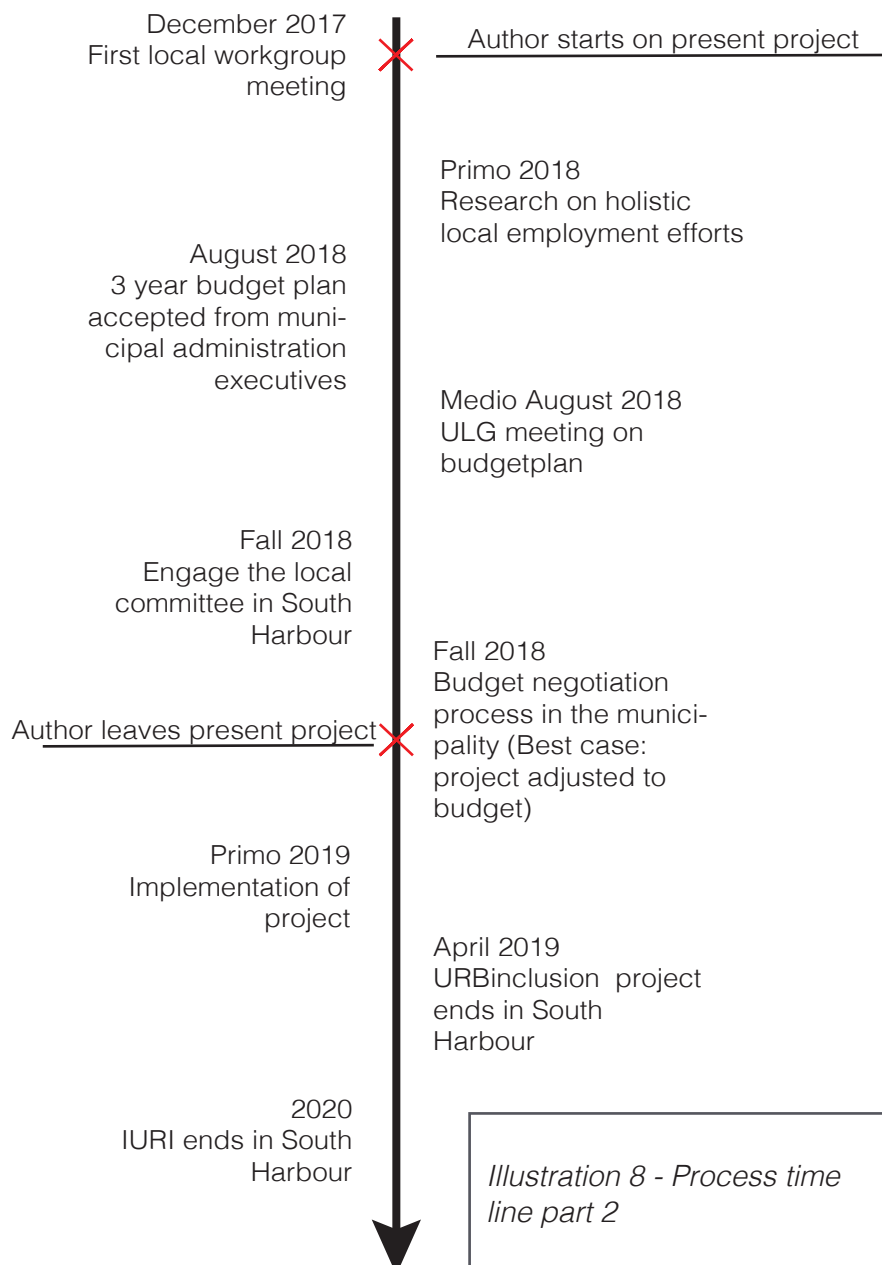
Tanja has taken the place instead of a colleague which got a new job as well as some actors such as city councillor Susan Hedlund has been a silent member until a certain point in the process. SydhavnsCompagniet has also contributed with several actors but Brian has been the main representative in the workgroup. New representatives from SOF and BIF also arrived later as consequence of a series of bilateral meetings between municipal administrations. These events will be described further in this chapter.



A series of interviews have been conducted with different actants in the workgroup as well as external informants. These interviews gave an in depth view of how critical actants across South Harbour and Copenhagen had certain differences in interests, expectations and world views, making it difficult to converge on common ground at start. The process is further illustrated by the timeline below. The research has further been supported by a range of different meetings between actants in South Harbour as well as internal meetings in the IURI. A timeline (Illustration 9) has been produced to illustrate my presence in meetings between IURI and the surrounding



actants, where resumes and jotting notes are produced to cover such data. The project within URBInclusion ends in April 2019, why the processes of initiating the necessary formal policy of a sustainable collaboration between sectors needs to be done by that time. As the IURI in South Harbour is a 5 year project and ends in 2020, it is finally a goal to anchor the relations between the sectors and put themselves out of the equation. Following is a timeline illustrating how the project is desired to turn out from the perspective of the IURI. As a means to create an overview of the strategies involved in this project, different organisational levels to the strategies are introduced, respectively; macro, meso and micro levels. The macro level corresponds to laws adopted by the ministries. The meso level corresponds to the municipal policies and agreements, whereas the micro level corresponds to the plans and strategies adopted by



the subdivisions of the departments in the municipality. Attached to the Appendix, Model 1, is the background of strategic foundations to the project further listed and described.

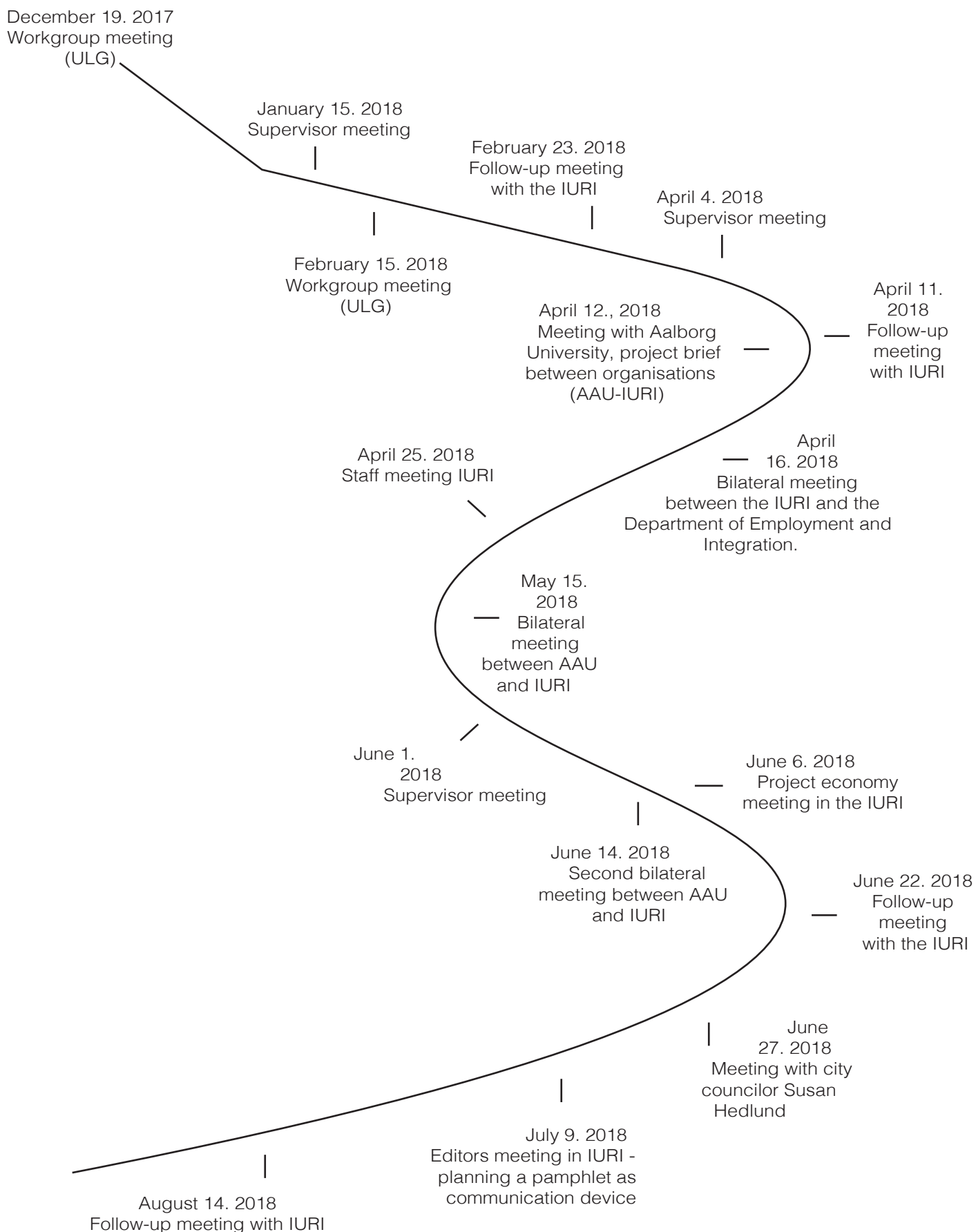


Illustration 9 - Map of meetings

7. CASE DATA AND RESULTS

Throughout this chapter, the reader will be guided by a structural analysis of the translation process that appeared in the network. This is done with a chronological step by step approach to the analysis identifying the theoretical paths as the process unfolds in time. In this context I will allow myself to designate three events that played a certain analytical role to how the translation process became a reality: 1) A meeting with a city councillor in June 2018, which 2) consequently produced a budget note in the municipality and 3) a following meeting with the ULG discussing their contributions to the budget note. But let us go back to the start and unfold the circumstances of present project network and examine how the three steps came in place.

7.1 THE TRANSLATION PROCESS

PROBLEMATISATION

When the author arrived at his first ULG meeting in December, 2017, was the ULG still in an explorative phase. Even though the issues around the unemployment situation in South Harbour were thoroughly discussed and a well known fact among the members of the ULG, it seemed to be a certain confusion about what the project actually was about, what roles the actants were required to fulfil as well as how the relevance were pointing towards their professional background. The members did though agree upon the issues in South Harbour, but had very few facts to actually base the postulated problems regarding unemployment. Throughout the first two meetings, I began to see a potential to clarify the latent activism of ANT as a methodology of implication. The fact that many different professions were gathered with each of their own agendas, made the initial meetings a bit vague in content due to very different views of how to approach the problem. The different perceptions of which target groups to involve contributed very much to the vague starting point, which I found out during my interviews. Business coordinator Lars Strand is here suggesting to look at a target group with relatively strong resources:

"Yes, I can easily participate in dissemination and networking, but also if you do something of what I think might be exciting to put our efforts in mind, is that instead of just finding established renters who can enter and make a business right away, that you instead could make an experiment. I like to see a community of shops that was created from scratch and why not see an employment effort instead of making people job ready for jobs that may not be there, what about making an entrepreneurial effort. I would like to see that 20 people outside the labor market joined forces to create a store. And I can not do that alone, I can get the room and say what we want and then it would be nice if there were a couple of others from this workgroup who said it's a great idea, let's do it . Or something else. That was just an example, and if something appeared, it would make a lot of sense to be part of the workgroup." (Lars Strand, 2016)

Whereas Tanja Dall as example have another scope focusing on a group of people which may not have the resources to aim for an entrepreneurial future.

"I am part of a small research group called social work in the employment policy frontline, so what we are looking at is really much the meeting between the professional level, for example the practitioners and the citizens" (Tanja Dall, 2018)

While the the IURI is much more concentrated about of a third objective concerning how the relation are shaping the project into a certain path.

“And so I am professionally involved in relationships. I am of the fundamental view that results and reality are produced and that happens in relationships. So working relationally, putting together different kinds of people and actors together on a task, I think is interesting.” (Øystein Leonardsen, 2018)

It should also turn out that operations on a governmental level such as dealing with the unemployment issues, very often remains as castles in the sky, prevented by major governmental legislations and bureaucracy, which the members inherently knew due to their backgrounds and experiences within the field.

“There are always conflicts in everything. Conflicts of power in everything and you can not escape it. One should not try to do so. It is a method of embracing that men often want different interests depending on where they come from, who they represent and what they want. I think that it is completely natural. We will never get around it. That is also what makes it fun and brings dynamism, change and life.” (Øystein, 2018)

Whereas SC recognises the operating governmental levels of social policies why cooperation is suggested by Brian Lens to accommodate his own interests.

“I have the possibility to reach a helicopter perspective and be a part of it, I sat in the city council yesterday evening, where I became a member in the council of vulnerable citizens for the next 4 years, and here we were required to give feedback to the Social Mayor and the committee members in relation to their draft for a social strategy spanning the next 4 years, and here, I have the possibility to come with some inputs and that is great. At the same time I can not ignore the citizens and their social problems. Having a base here where people can come and share joys and sorrows, it's important to me, so it gives me some of the energy and nerve to create some frames that makes a difference for people, but also more strategically and politically to develop some larger perspectives so that we can secure the condition of the vulnerable citizens' in the future.” (Brian Lens, 2018)

“Our organisation is in collaboration with other local actors and contributes to a synergy where 2 + 2 gives 5. It creates cooperation, networking and community on many levels.” (Brian Lens, 2018)

To come closer on how the problematisation was unfolding, a further introduction to the specific actants and their correlating interests is suggested. Based on a series of interviews, I have identified a range of different interests which either correlates with positive or negative effects. The interests found in the network are categorised between the different organisations represented in the ULG and I have further put those interests into a scheme to illustrate how the different interests operates between the actants in the network.

	BIF	IURI	KAB	AAU	SC
Professional When talking about professional interests, I have identified it as the specific actants educational as well as professional background. As examples is the institution of BIF hiring educated social workers which then are required to fulfill the overall goals of BIF. The primary goal of BIF is to make sure people becomes employed. By joining the workgroup, it may help facilitate solutions to their problems, why professional interests are allocated to the project.	X	X		X	X
Local Further are local interests identified as a critical element in the network. The local aspect is a well anticipated element which is desired by most actants except BIF which is a much more centralised organ highly reliant on laws written above them, making it difficult for them to scope issues on a micro level. By local, it is meant that the actant have local stakes in the project, by either living in South Harbour or making a professional contributions to the area.		X	X	X	X
Strategic Strategic interests are in its sense identified as the individual strategic plans in which each of the different actants are following. The strategic plans are built on very strong networks making it difficult for the actants to deviate from it. To encounter the differences are the strategic interests unfolded and categorised in compatible settings to each other. Strategic interests are further very close to the professional interests, but there has been made a differentiation due to how professional interests also inhabits elements as educational background.	X	X	X	X	X
Social Social interests are for this instance interpreted as subjective views on a social world. This is very much an element of whether the actants have social stakes involved, whether they wish and have the force to improve the current social status in South Harbour and foster social inclusion in the area.	X	X	X	X	X
Funding Funding interests are included in this context, due to how funding forms the foundation of many institutions today. Funding is an integrated part of how certain actants navigates in the network, due to the importance of showing a certain relevance in the funding applications. A certain amount of relevance is therefore required from the respective actants in which are in need of funding.		X		X	X
Over 30 y. The ULG consists of many specialised professions, either operating with clients below or above 30 years - A server clashing point, in the the workgroup. As example are BIF not required from their professionals interest to participate in any events regarding people under 30 years, but Øystein from the IURI wish to make a holistic platform that are able to accommodate all people no matter age.	X				X
All ages The actants that have interests in all ages are not from their professional background limited to only work with a specific group of people. SC does have interest in both people over 30 years, and all ages, because they aims to ensure social efforts within vulnerable citizens which implies no exclusion of age per se. Even though are most of their clients above 30 years old.		X		X	X
Knowledge sharing Knowledge sharing should be understood as the institutional interests in learning. The present project creates a platform which in many ways can be used to learn certain thing within social work and organisational design. An element which several actants have in mind.		X		X	X

By categorising the different interests, patterns are showing potential points of convergence between the actants. In this way, it is possible to support the strong relations in the network by elaborate on the different themes, which is illustrated below:

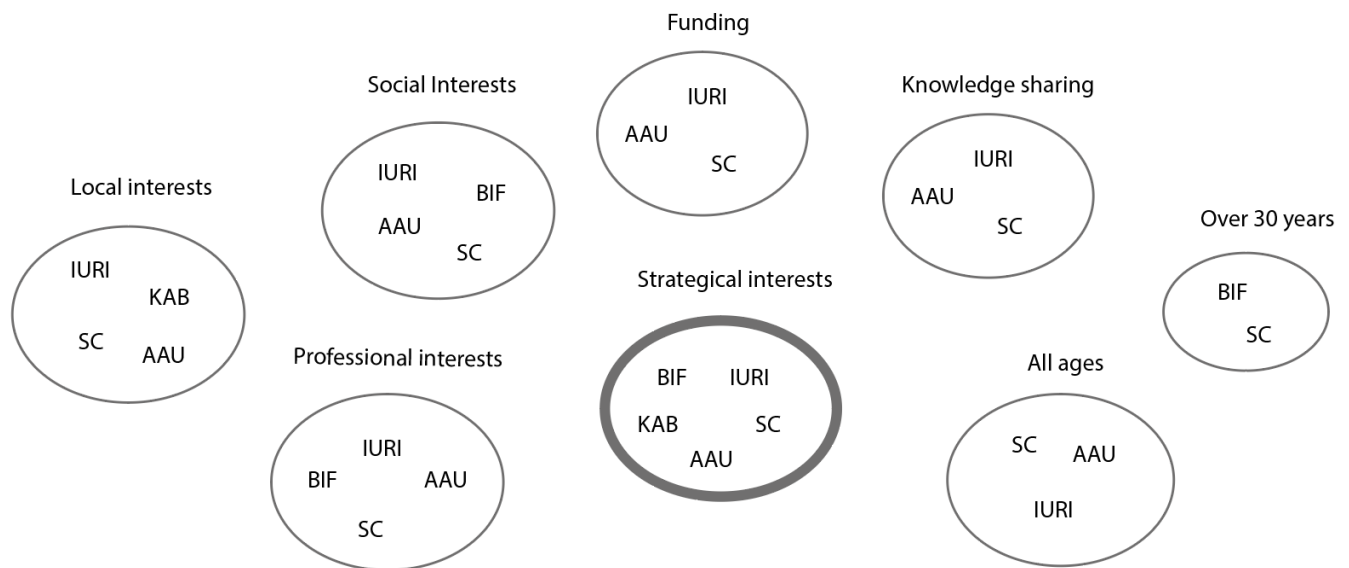


Illustration 10 - Bobbles of interests

As it appear, are the strategic interests a strong place to emerge mutual interests within the network. This analysis will therefore put its mainly focus on the synergies that lies in the different strategic programs in the network and use the other themes of interests to support my further elaboration.

INTERESSEMENT

In spring 2018, a series of interviews were conducted with the members of the ULG. During these interviews I began to understand the uncertainty laying among the actants. Both directly and indirectly, the informants expressed their doubts about the actual purpose and what they could contribute with.

"It's just a little diffused what it really is, also because there are different things you can say. So you know, there is something about children and young people, something about practice research ... " (Tanja Dall, 2018)

"... it has always been balanced, it also requires that you have the feeling that it makes sense. I must see that I get something out of this, and I may need to see some concrete projects soon, because at the moment there is nothing for me to follow in this or to be a part of. It would be quite crucial if I should prioritise my time now here because there are all sorts of other exciting things." (Tanja Dall, 2018)

"I'm in the workgroup because it may make sense and maybe something can happen where I can contribute." (Lars Strand, 2018)

At the same time, the IURI was under the same impression. People began to not attend the workgroup meetings, why it was necessary to reconsider how the different actants could be mobilised. Based on old governance methods in the municipality, it was decided to put the workgroup on hold and try another approach. In fact should a diametrically opposed approach to what a 4th sector stands for, be the helping hand of stabilising the network. As the common experiences in the workgroup reflected chaos and limited focus, it were proposed by the project director of

the IURI, Camilla Ryberg, and District Manager, Øystein Leonardsen, to move towards bilateral meetings. Within the municipal boundaries is this approach well known and proven, why bilateral meetings were a natural municipal step to make a starting point towards a better relationship between the respective actants and the IURI. The project needed to be connected to a hierarchy in order to strengthen the relationship across the network:

"... how is it that you also strengthen the relationships across? In this rhetoric we will call it the horizontal social capital which means bridging and even though we manage to strengthen them at the horizontal level, so to produce their own communities, these does not exist outside the world, we can not create a local ecosystem that is completely self-sufficient, we have to connect it to a hierarki and thus to the vertical social capital." (Øystein, 2018)

This was done by the bilateral meetings that were divided into 1-2 meetings. They were held with institutions where it made sense to find solutions to accommodate individual future strategic interests in regards to the influence they have. In this sense were the bilateral meetings also functioning as an intersement device due to how the circumstances of actants meeting one-to-one easier could shape the roles they intended to fulfil. The institutions which participated in the meetings with the IURI included:

- Aalborg University - Copenhagen
- Committee of the Employment and Integration (City Council)
- The Administrations of Integration and Unemployment (BIF)

In april 2018 a bilateral meeting between BIF and the IURI took place at the headquarter of Administration of Employment and Integration. At this meeting it was discussed how different concepts could accommodate the project as well as what role BIF in this regard had to play. In this meeting an old project in South Harbour became a central point for how a future social innovative concept in the South Harbour could look like. Back in the 00's there was a project in South Harbor called the Growth House, which was very a successful one. In this case, there was an unemployment coordinator who provided the link between the citizens and the various employment efforts in the South Harbour - the same period of time where organisations such as SydhavnsCompagniet and Opzoomerne arises in the local community. Due to a server centralisation of the public sector, the initiative was later closed and the relations disappeared. An alternative to the concept of the Growth House was in this case suggested by BIF, with the possibility of occupying 1-2 employees. Structural dispositions of how such constellation was further discussed, where issues of whether the employees should be placed in a local satellite office and how structures of funding should be shaped became the central points of discussion. This meeting was also made to clarify the input data in which BIF required in regards to extract the statistics desired from the IURI.

Two meetings took further place at Aalborg university, with researcher Tanja from the working group and Maj Britt Quitzau from the Department of Planning. These meetings were intended to combine a scientific part to the platform to be built in the South Harbour. It was among other things discussed how different research projects could be connected to the platform and students were as well suggested as a knowledge source to the project. Though, was the main obstacle of receiving professional researchers from the universities a matter of whether the scope met the funding requirements.

"So it's not because it's officially called for the people who are permanent employees they

have 40 percent research time, but it's not because we sit and look out in the air and just can do what we want. The time has to be spent on generating money for some major projects, which is what we are kept up on." (Tanja Dall, 2018)

These requirements act as critical steering arrows to contemporary research, why resources only can be allocated if present project manages to meet a desired content to the applications for funding. This did not only come clear at the interview held with Tanja Dall, but also at the bilateral meetings with AAU. Over the course of two meetings it was found out that the project needed to mature in regards to align a certain relevance to the actants representing AAU. Practically it were required a more developed platform in which they could ground their funding strategies into. Something that however was not possible at the given time due to the raw state of the URBInclusion project. Discussions were further pointed towards how different professional strategies could synergise across the table and how Aalborg University in the future could represent as an anchor institution in South Harbour. In this regards was the development of new methods or new initiatives to bring the citizens closer to employment, discussed around the table which eventually also is a desired output to the project and South Harbour.

We had to go one step back and analyse the relational interests in the network, why an interessement device was created to foster such. As identified in my arrival in this project, where no factual charts about unemployment introduced to the ULG, so the first objective was to collect a righte-ous view of the situation by receiving updated data from BIF. The socio-economic maps introduced in part 0 was until now the only data we had, but these maps did not show the amount of unemployed citizens, but just the percentage. The interessement device that was provided by the BIF was hereby made as a table and a map of South Harbour. The table was divided into area codes (Rode nr.) that referred to the attached map. These codes are geographical boundaries that with support from different databases can be used to make sense of an isolated urban area. The interessement device used in this network was a combination of the following two objects:

Fakta om beskæftigelsessituationen i Sydhavnen/Bavnehøj

Tabel 1: Antal borgere, der har et kontaktførløb, i alderen 16-64 år i bydelen Vesterbro/Kgs. Enghave

	maj-18									
Målgruppe/Rode nr.	193	194	195	199	200	201	202	205	206	Hovedtotal
LAB 2.1 Dagpengemodtagere	68	56	72	111	64	66	21	11	64	533
LAB 2.2 Kontanthjælpsmodtagere (jobparate)	8	20	36	13	18	13	1	2	24	135
LAB 2.3 Kontanthjælphjælpsmodtagere (aktivitetsparate)	70	120	198	40	85	68	8	2	74	665
LAB 2.4 Revalidender		2	4			3		1	5	15
LAB 2.5 Sygedagpengemodtagere	23	18	31	38	21	14	7	1	22	175
LAB 2.6 Førtidspensionister		2	4	2	1	1			3	13
LAB 2.7 Fleksjobansatte	7	12	12	14	9	6	3		4	67
LAB 2.7 Ledighedsydelsesmodtagere	4	1	7	7	2	4			5	30
LAB 2.11 Ressourceførløb	25	28	45	15	26	19	5		17	180
LAB 2.12 Uddannelseshjælpsmodtagere (uddannelsesparate)	6	5	10	6	7	8	3	2	17	64
LAB 2.13 Uddannelseshjælpsmodtagere (aktivitetsparate)	3	12	15	7	18	7	3		12	77
LAB 2.14 Borgere i jobafklaring	1	12	3	13	10	4	3	1	5	52
Total	215	288	437	266	261	213	54	20	252	2.006

Illustration 11 - Factual chart of the unemployment situation in South Harbour



Illustration 12 - Map of South Harbour and the geographical district numbers (Rode nr.)

The table shows us the number of citizens between 16 to 64 who are in a contact program with the municipality regarding unemployment. The content of the table tells us further that 12 different, more or less, vulnerable target groups are located in the area by the specific area codes. By combining the socio-economic maps of Copenhagen (introduced in part 0) with the information gathered from BIF, actants suddenly began to see some paths that provoked them. By this fairly strong communicative tool, it was now possible to make a certain mayhem in networks above the ULG, why the city councillor Susan Hedlund was invited to a meeting with the IURI. The meeting took place in the Neighbourhood House in South Harbour June 2018, where she among other places have an office. She is head of the Neighbourhood House in South Harbour, member of the City Council for the Social Democratic Party and member in the Committee of Employment and Integration in Copenhagen. With the influence and status of her professional concerns, could resources eventually be allocated to the project. Susan has formally been a member of the ULG since its start, but due to her busy schedule, she has been a silent member until this point. This meeting turned out to be a new starting point for the project and sudden attention began to spark from new networks above in the municipal Administrations. Essentially was the charts of the unemployment situation in South Harbour a critical piece of information with an efficient turnout in shape of a new meeting between Susan, the IURI and the directors of the Administrations of Social Services and the Administration of Integration and Unemployment. At the meeting with Susan it was further discussed what funds could be used and how the entire platform would eventually

look like. Here it was among other things proposed by Susan to develop a concept of a social coordinator who could play a role in relation to various employment projects in South Harbour. An idea which had been discussed in the meetings with the ULG, but yet no actual concept was created or articulated. Due to the relative diverse set of strategies moving across the different actants agendas, was this process though difficult to encounter. In this case a model (which will appear in the Appendix, Model 2), is produced to illustrate how the actants interests are synergising across different strategies that already are implemented in the community. What we learn from this model, is that actants represented as their organisation inherently already are collaborating across other social grounded projects, where the Social Housing Plan (AKB, 2013) seems to be the most established and well functioned example. When you further dig into the Social Housing Plan, you will further learn that the foundation to this strategy is highly relying on collaboration across different sectors while goals such as professional knowledge sharing and synergy creation in the areas are top priorities (iBid). The overview of the different strategies presented in Model 2, is further an attempt to illustrate how the organisations involved with the ULG actually are cooperating and already make things happen in other settings. These alliances are in this fact needed to be articulate better in relation to maintain a mutual cohesion in the network, why this is a suggested approach to obtain the final Mobilisation in the translation process. Therefore I propose the necessity to specify the cohesion of existing cooperations between actants on an organisational level. By doing so, you increase the possibility to strengthen the relational network, ultimately creating a bigger agency. To contextualise this, I suggest to move to the moment of Enrolment to unfold a cascade of events which founded the common ground between the actants.

ENROLMENT

On a macro level, the obligatory passage point (OPP) is identified as the main driver that connects the other actants and keeps them stabilised with each other. In this case, the district manager Øystein Leonardsen articulated the original question of social exclusion in South Harbour and initiated the project with the basis of integrating the international EU collaboration URBIInclusion. By facilitating the initiating ULG meetings he launched the project, and interests were from now on mediated through him throughout the meetings with him as facilitator. With Øystein being a representative from the IURI, I propose him to be the translator through the lens of the IURI and their agenda. The OPP should further be seen as a narrow end of a funnel, that forces or enables the actants in the ULG to converge on certain problems, purposes or questions. The OPP does in this case become a necessity to put the actants into place in the network. The OPP thereby mediates all interactions between actants in a network. In that way does the OPP allow for local networks to set up arenas of negotiations that gives them a degree of autonomy from the global network of involved actants. The IURI took responsibility for these actions by offering to facilitate and provide rooms for meetings as well as administrate the heavy duty of maintaining the EU cooperation that lies behind the present project in South Harbour. During my research in South Harbour, a team of four people from the IURI were alongside working with the project, producing implementation plans, attending seminars, creating organisational synergies and networking. The whole process strategy to the project from the perspective of the IURI are further produced to elaborate on how present project is an integrated part of a series of strategies and programs being governed from the municipality. The strategy is attached to the Appendix, Model 3. Therefore it is important to acknowledge how the strategies behind the scenes also have a certain influence on how one actant becomes enrolled.

An Operational Implementation Frame (OIF), was further required to be made from the EU in which the project was connected to. On a macro level was the OIF a milestone for the ULG and a great help in regards for the members to become Enrolled. The OIF was both a tool to describe the actions made in the implementation plan and to illustrate the learning journey the networks across national boundaries had to go through. The OIF is a local output, specific to each city. It is the final product that describes the challenges when implementing a plan, what approach you used to overcoming them and what you learnt from the process. On a macro level, is the compliance of the OIF requirements further a sign of a successful enrolment in the bigger EU network. Though it should turn out to require a bit more to actually get the actants in South Harbour enrolled into a 4th sector constellation. The reason that Enrollment in the ULG took place should actually be found elsewhere. The meeting with Susan back in June 2018 resulted as mentioned earlier, in a follow-up meeting arranged by Susan, where the directors of the Administration of Employment and Integration, Michael Baunsgaard Schreiber and the Administration of Social Services, Nina Eg Hansen, as well as district manager Øystein Leonardsen and project director Camilla Ryberg from the IURI were invited. At this meeting the unemployment situation was put on the agenda to the municipal budget negotiations in fall 2018, thus a budget note was prepared by the BIF, which was to be discussed in the ULG. At the next ULG meeting we should learn that the budget note had the ability to create a basis in which the ULG members could see themselves play an active role in the project, hence the OPP was identified as the budget note. Based on the idea proposed by the ULG, the budget note was suggesting to develop a new profession that interlinked between sectors and operated as a social coordinator with a specific local anchored setting in South Harbour. The budget note was consequently bringing the actants in the ULG together again, which happened in August 2018 at a ULG meeting held in the Neighbourhood House in South Harbour.

Following was the budget note discussed in relation to how a holistic program should be developed across the sectors. Based on a scenario including 2 employees, the plan was to carry out both the government assignment and the mentor task, thereby developing an employment effort where the citizen's conversation would be done locally in South Harbor. Business seeking efforts must in this sense focus on the fact that there is only an internship agreement if there is a real job in the end. The possibility of mentor support should likewise both include close- and follow-up conversations with both internal as well as external mentors. However, it should be the same people who had the holistic function. Grounding this concept, actants around the table at the ULG meeting suddenly started to identify roles where they could contribute. SydhavnsCompagniet proposed in this connection to apply the mentor program in the local employment efforts because they have a much wider understanding of the target group due to their position in the community. Through this meeting different methods was further suggested in relation to the budget note. Here the Community Reinforcement Approach was introduced by SydhavnsCompagniet, in which is a rather successful approach to treat alcohol abuse:

"To achieve those goals, CRA therapists combine a variety of treatment strategies, such as increasing the client's motivation to stop drinking, initiating a trial period of sobriety, performing a functional analysis of the client's drinking behavior, increasing positive reinforcement through various measures, rehearsing new coping behaviors, and involving the client's significant others" (Miller et al, pp. 117, 1999)

By discussing the incorporation of elements from this method and combining it with the tasks of the employment coordinator, the ULG was suddenly starting to align social interests with

each other and here began the innovation process truly to develop. These elements were further discussed in relation to the compatibility of using these in an unemployment situation. Since this meeting, the budget note has been approved by the IURI Steering Committee in September 2018. At the time of writing, the budget note is for negotiation in the municipality, why it is not possible at this stage to cover whether the actors actually became mobilised.

MOBILISATION

For the purpose of mobilisation, it is very important from the perspective of the IURI that this constitution becomes anchored in the community. It is therefore important to identify and articulate the spokespersons. In this context, the project did not reach so far in my process, to know who the specific social coordinators should be, but I will designate them as critical points in terms of promoting and stabilising the network. Likewise, the Local Committee has been discussed as a potential institution as one could anchor the project in. These have, however, not been particularly involved yet. Suggestions of anchoring the project in the already existing social efforts like SydhavnsCompagniet or Opzoomerne are also relevant to include, but they do not have the resources to do it on the long run. This project should also be seen as an individual effort, based on the initiatives already represented by the NGOs.

8. DISCUSSION

Starting this chapter, critical points of impact needs to be outlined in which I find necessary to unfold and discuss in relation to how some actions have produced certain outcomes in the project. First of all, must the position of the IURI as translator in the network be explained. Because the IURI is as you may know now, no independent organ but highly reliant on the municipality of Copenhagen. Even though this project tries to escape from the old traditions of bureaucratic management in social governance, is this in some cases creating some ambiguities regarding how the organisational structures in a municipality reflects the work in the delegated secretariats and initiative in the city. Likewise must the processes of how things become a reality in governmental frames be acknowledged when one wants to create change on political levels. Though was the explicit experiences within projects in governance contributed from the IURI an indispensable element if this project in any future should survive, arguing that the IURI as a strong actant managed to succeed as a translator.

As this thesis has been analysed through lens of ANT, are certain action is identified in this project as being contradictory to core elements of the theory. With the core idea of networks being based on multilateral relations I suggest to add to the theory, by embracing the bilateral relations between the actants. This does not only make the process easier to enroll, this approach is at the same time functioning as an interessement device to the network, because the actants have a feeling of being heard in smaller settings. In this case did bilateral meetings project the true issues, which made it easier for the translator to manage further steps.

ANT is though all about strong relations and power, which also becomes clear in this process. As the starting point in the ULG was to create a holistic unemployment plan, embracing social inclusion, has the project deviated by only considering a certain category of citizens, because the municipality in the last run took ownership by making a budget note. The initial ideas should

include both people of under 30 years old and above, and the budget note is clearly forgetting the vulnerable people below 30 years old. According to Latour will the strongest and most stabilised relations always remain the power, which we also saw in this case. Even though this project had to take its compromises, other actant did also change in shape of interests, where the clear alignment of local interest suddenly came into place, when the budget note written by the Administration of Employment and Integration suggested to anchor the project in local settings. Hence this project was able to transform a big actant with a very bureaucratic approach to actually accommodate the better of this platform to be built, by locating a social coordinator in the community. From a perspective of how centralised this organisation is, is this a big victory, in which needs to be highlighted.

Last is the perspective from the employers an important element to remember when talking about unemployment. My focus have mostly been on the the workgroup ULG, and no actual employer was represented there. To add a perspective from a big company in South Harbour, I went to talk with the HR director of a medical distribution centre. As it comes to no surprise that all employers only wants to hire qualified employees, I wanted to know about the experiences they have had. They have received a mixture of different work ready people in their organisation, whereas the main attitude to the outcome have made no sensation. They would rather take fewer in, and make sure they have the qualifications to do the job. On the other end of the scale, are the companies which almost base their business model on receiving social security recipients and not give them any job in the end. These companies are the social workers struggling with in the job centres, which I also visited during my research. The problem lies in the structure of how the municipality rewards to employers when receiving a client, where it is relatively easy to take advantages of the policies written by the municipality, giving the employers a fair amount of compensation when receiving clients. If this is done continuously in cycles of 2-6 month with new clients, the employer is able to pay almost nothing in salary making the situation of unemployment very complex. These elements needs to be included to secure a sustainable local unemployment effort in South Harbour.

PART

3

EPILOGUE

9. CONCLUSION

Present project has been a story of how an innovative and socially concerned organisational work across 3 sectors became the foundation of an employment effort, currently for negotiation in the Copenhagen municipality's yearly budget negotiations. Investigating cross-sector cooperation involved a thorough analysis of how the interests were distributed among the actors. Based on a number of identified interests, the actors were categorised according to how interests could develop synergies across the network according to developing a so called 4th sector - A constellation between the private, public and non-governmental sectors that converge on a specific problems, in this case unemployment. Here, strategic as well as local and social interests were critical elements in terms of how interests could be adapted between the actors in the network. Compared to how a 4th sector is built up on multilateral relations, like the concept of translations in ANT, is this project attributing with a new approach that incorporates bilateral meetings, in what Bruno Latour denotes as the moment of intersement, to stabilise the underlying relations between the facilitator and the other actors. Though, many interests are also in controversies with each other, which throughout the process of developing a 4th sector have caused certain delay and frustration. These differences especially became visible in relation to which target groups present project had to cover. By identifying the obligatory passage point as a budget note which at current state is negotiated in the municipality, suggestions of projecting an obligatory passage point as a political negotiation paper is further recommended to meet a sufficient stabilisation of the 4th sector and finally get the actors mobilised in the network. The budget note are therefore a strong fundamental basis which the actants can relate to, and thereby contribute to the process of improving social inclusion in South Harbour. It was further learned that the strong networks also gets the most influence, why we in this project also saw that the resources that became allocated to the project, were decided and managed by the municipality of Copenhagen, consequently still having a project very depended on economical support from the government and municipality. A further suggestion of anchoring the project in local settings is recommended why an even better relational understanding of different interests becomes a critical point of future actions to maintain a stable network supporting the weakest in society.

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