Reaching the parts...
Community mapping: Working together to tackle social exclusion and food poverty
Working Party on Food Poverty

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Community mapping: Working together to tackle social exclusion and food poverty

Published by Sustain: The alliance for better food and farming in association with Oxfam’s UK Poverty Programme

Oxfam GB is involved in publishing the report as a contribution to extending and informing the debate on the issues raised. Oxfam GB does not necessarily endorse views and opinions expressed in this report.
Co-ordinated by:

Sustain: The alliance for better food and farming
Development FOCUS
OXFAM UK Poverty Programme
In partnership with:
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Coventry City Council,
Leicester City Council, Leicester Community Health Project, Leicestershire Health Promotion Centre (Leicestershire & Rutland NHS Trust)

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Thanks also to Gavin Dupee, Sustain and Kathy Humphreys, Health Promotion Unit, Leicester City Council
All images marked L have previously been published in the Leicester report Nosh ’n’ Dosh

This project was funded by:
Brighton and Hove Council
Chadwick Foundation
Christopher Reeves Charitable Trust
Coventry City Council
East Sussex, Brighton and Hove Health Authority
Leicester City Council
National Lottery Charities Board
Network for Social Change
Oxfam UK Poverty Programme
TSB Lloyds Foundation for England and Wales
UK Food Group
Participation is not something we do to other people. It is about all sectors of society working together to devise and implement appropriate policies. The Community Mapping project has shown that Participatory Appraisal (PA) methods can be used successfully to engage large and diverse groups of people in the policy-making process. The Project and methods encompass a great variety of visual and innovative techniques - such as maps, diagrams, and drawings - that are used in a wide variety of places.

The places include community festivals, shopping high streets, parks and people's homes, as well as community centres and meeting rooms. The approach was tested in estates in Brighton (Hollingdean), Coventry (Foleshill) and Leicester (Braunstone), all of which differ from each other in terms of socio-economic indicators and ethnic mix.

Participatory Appraisal methods can reach the most socially excluded people who would never, normally, take part in consultation processes. It helps to develop a mutual understanding of the responsibilities of policy makers and local people. If policy makers are serious about participation, and partnership with local communities, they should consider integrating the Community Mapping approach into all relevant areas of their work.

Policy makers should be aware, though, of the implications of working this way. Community Mapping using Participatory Appraisal:

- Embraces diversity. The richness and complexity of an issue, and the range of ways to approach it will emerge, and these will add depth and robustness to the policy making process. Simple solutions rarely result from this approach.

- Is flexible and rigorous. Good records must be kept to make sure that different parts of the community are involved, that appropriate adjustments are made if this is not happening, and that everyone's views are accurately reflected. This takes time, professional training and support, all of which need adequate funding.

- Requires a commitment to taking action. Based on the premise that people are the experts on their own lives, the approach responds to what people say and changes are proposed as a result. Structures and funding to implement these policy changes are vital. Ignoring, or appearing to ignore, people's views when they have been sought generates disillusionment.

Based on our experience, we believe the reward for investing in effective participation will be:

- Policy-making processes rooted in people's experiences. The policies devised and implemented in this way should work better and last longer than "quick fixes".

- A growing network of people with the skills and confidence to play an active role in shaping their own lives, and in using their elected representatives to serve their needs.

- A large quantity of high quality information, and creative proposals about what to do. On food policy (Sustain's main focus) the project generated material around the following issues:

  **Children**
  Advertising creates pressure, by children, on low income families to buy branded goods they can ill afford. Children's preferences, shaped by advertisements, for nutritionally poor foods, may also affect whole families' diets. Efforts to improve food in schools are not yet reaching all children.
Transport
Public transport in some areas is inconvenient, expensive and unreliable, leaving people on low incomes without cars to rely on taxis for carrying home heavy shopping.

Shopping facilities
While cost and convenience are important factors for choosing where to shop, people on low incomes are also concerned about issues such as hygiene, the quality and range of products, and the service they get. Views about supermarkets vary.

Food and socialising
The opportunity to eat out with family and friends is denied to many on low incomes as their neighbourhood lacks cafes, restaurants and pubs. This aspect of social exclusion seems to have been overlooked until now.

Money
Despite thrifty budgeting, and much time and effort, some people on low incomes simply do not have enough cash to be able to eat properly. They are just as likely to lack a cooker, as cooking skills.

The Community Mapping project also showed that PA could be used to explore a whole range of other community issues. In one area, a comprehensive needs audit was carried out resulting in a wide-ranging action plan.

The project marks the beginning, not the end of a process. The organisations and individuals involved will continue to build on what has been learnt, extend the approach to new areas, and develop networks of expertise on effective participation in policy making.
The Community Mapping project used Participatory Appraisal (PA) to enable local people to analyse issues in their community and develop solutions to the problems they face. “Community” because that is where the project takes place, and "mapping" because many of the methods actually involve making maps or diagrams of various kinds. PA methods have often been successfully used with small groups or villages. The Community Mapping project worked on large urban estates of several thousand people looking at issues with different groups, all with differing needs.

The basis of the approach is that local people are the experts on their own lives, so their expertise should be the starting point for any changes that may be needed in the area. The Community Mapping project also involved as many different parts of the community as possible, particularly those people that are usually excluded – deliberately or accidentally – from decision-making processes.
Participatory Appraisal (PA) is known by many different names, including: Participatory Learning and Action (PLA) and Participatory Rural Appraisal (PRA).

This last term – PRA – gives a clue to the source of this process. It has been used for many years by organisations like the Institute of Development Studies (most notably the work spearheaded by Robert Chambers), the International Institute for Environment and Development, and by indigenous community-based organisations and non-governmental organisations such as Oxfam in the rural areas of the South (developing countries). There is also a growing number of people who are using PA methods in urban areas throughout the world, and in the UK and other parts of the North. People are increasingly finding that key features of the techniques, when suitably adapted, can be helpful in many situations.

Using PA in the UK

The following are some examples of where PA is being used in the UK.

- Scottish Participatory Initiatives working with local groups and councils and international organisations;
- The team who carried out well-being needs assessments with Merton, Sutton and Wandsworth Health Authority;
- The Saying Power scheme, run by Save the Children, working with socially excluded people around the UK and using PA in monitoring and evaluation;
- The joint London School of Hygiene and Tropical Medicine and Institute of Education project looking at food access in two local authorities in London;
- The Quality of Life Project supported by the Goodwin Resource Centre and East Yorkshire PA network.

These are just some of the examples of PA techniques being used to stimulate action. Our project aimed to add to all this experience by systematically evaluating and documenting the process to establish how PA could be used to address food poverty in the UK.

Pictures and plain language

Traditionally, encouraging people to participate in decision-making has been a very "wordy" process. By definition this excludes people who are illiterate, have poor literacy skills or who are just alienated by jargon and officialdom. PA therefore aims to use more pictures and diagrams than words. This not only breaks down barriers linked to language, but using visual methods is also a more immediate and striking way of, literally, seeing a problem. This is as valuable to policy makers as to anyone else since, too often, officials at various levels are unable to communicate to each other – let alone
anyone else – their analysis of a problem and what they believe should be done. Visual methods encourage people to get involved, value everyone’s contribution and help to put everyone involved on a similar level. It can also be really good fun!

**A leveller**

Being on a similar level is important, since PA should involve policy makers and local people working alongside each other, at least some of the time. Participation is not something we do to other people, it is about all sectors of society working together to devise and implement appropriate solutions to the problems they have identified. This means that policy makers hear, directly, the views of people who will be affected by their policies. It also means developing mutual understanding of what policy makers and local people can and should be able to do. Each has responsibilities, and each has limitations, which are rarely understood as well as they might be. This may well challenge established hierarchies and decision-making processes in institutions. PA also needs to confront differences within communities in terms of gender, ethnicity, age or other power relations.

**Changing places**

Language is not the only factor than can sometimes be a barrier to people getting involved in decision-making processes. Finding or reaching people can be a real challenge. Policy-makers are easy for other policy-makers and professionals to find; they have offices. Many people are members of a very wide range of local groups, through which they can be involved, but the most socially excluded tend not to join such groups. PA makes it easier for traditionally excluded groups to get involved by working in streets, parks, shopping areas, schools and anywhere people routinely go, as well as through community festivals, events and groups.

PA is also very adaptable in another sense. In this report we have concentrated mainly on using the methods to explore issues around food and poverty, but it can and has been used to look at a whole range of topics, such as health, young people’s needs, housing and crime.

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**The Community Mapping project would retain the important elements of PA. Specifically, it would emphasise participation, action and ownership at all stages of the process.**

**Participation**

Different groups should be involved from beginning to end – in planning what will happen in the project, analysing local problems and solutions, verifying results, evaluating what happens and taking action.

**Action**

Everyone involved - community members and policy makers – should be aware of who is responsible for doing what, and be committed to taking some action as a result of engaging in the project. Arguably, without this commitment, *none of this is worth doing* (see *Get everyone’s commitment, to the process and the results*).

**Ownership**

This is what makes it more likely that action will be taken. It flows from people participating on an equal footing. If people own, and feel that they own the process – rather than seeing it as something that other people are doing to them – then they are more likely to stay involved.
Check it

Due to the variety of methods and locations used in PA a great deal of information is generated and it is very important that this is checked out with all the local people involved. Checking an issue from all the different perspectives, so that any conclusions are robust should help local people and policy makers see the complexity of an issue and avoid simplistic solutions. It is also likely that a range of views, possibly conflicting views, will be revealed on a particular issue. There is often a tendency, in traditional consultation, to try to smooth out conflict and differences of opinion to try to reach a consensus. If a consensus exists, PA methods will reflect it, but if there is not, that will be clear.

Checking the issues identified with an Asian Women’s group in Foleshill, Coventry,

Using visual methods with children in schools.
Differences and similarities, compared to other approaches

Many of these concepts are, of course, familiar. Community development approaches also value community views, and are a good way of encouraging participation of different members of the community (including children). The teams of people involved in this project (see next section) recognised that PA was similar to community development in this respect. Community development also requires training, tends to be time consuming, and can raise expectations which, if not fulfilled, can lead to cynicism.

However, the teams felt that the Community Mapping project differed from traditional community development in many important respects. Using PA, information is collected, analysed and checked by and with the people who live and work in the neighbourhood. Any policy recommendations derive directly from those processes and, as such, have a greater likelihood of being implemented and taking root in the area.

The process also differs dramatically from traditional research. Too often, in the past, experts from outside a neighbourhood have acted like a mining company. They arrive, "mine" the information through questionnaires or other survey techniques, "extract" the data from the area and, with some technological wizardry (usually involving statistics and computers), present an analysis of the area in incomprehensible language, making policy recommendations over which the residents have no control.

In addition, as we show in section four, the Community Mapping project:

- Enhanced the skills and confidence of groups of people (rather than relying on isolated researchers);
- Reached people who, normally, would not become engaged in the community, including policy makers and socially excluded groups, particularly non-literate groups;
- Provided a large amount of good quality information and was a cost-effective way of combining research with community development work;
- Did not set the agenda, but allowed people’s problems to emerge, taking account of different opinions and encouraging creative solutions;
- Involved policy makers alongside community members at various stages of the process, and integrated change – taking action to improve the situation that people describe and analyse – into the process from the outset.

The Community Mapping project required structured training and support throughout the project, not just at the beginning, as with some other approaches. But we hope this report will show that the time and the expense is a worthwhile investment in the future of any community.
The pilot projects: Why we did what we did

Who "we" are

The Community Mapping project was co-ordinated by Sustain: The alliance for better food and farming, in partnership with Oxfam’s UK Poverty Programme, and Development Focus.

The project forms part of Sustain’s Food Poverty Project to involve people on low incomes in developing appropriate policies to tackle food poverty.

Oxfam’s UK Poverty Programme works to tackle poverty and social injustice in the UK through support for and involvement in a wide range of anti-poverty initiatives, including transfer of skills from poorer countries in the South.

Development Focus is a Brighton-based research and consultancy organisation, with experience in PA training and work on poverty and social exclusion in both the South and the North.

The project was promoted in the Food Poverty Project newsletter, Let us eat cake! and representatives from three councils – Brighton, Coventry and Leicester – came forward and expressed their commitment to developing PA techniques to enable people to analyse their local food economy and develop innovative solutions to the problems they face in securing a healthy diet.

Brighton

In Brighton and Hove the Community Mapping project was led by the Community Development worker for Hollingdean, who is using the work to contribute to her programme in the area. A Health Promotion Adviser, with a remit for Community Development, from East Sussex, Brighton and Hove Health Authority (ESBHHA) also allocated regular time to the project. A co-ordinating role was undertaken by a health promotion officer from Brighton and Hove Council’s Environmental Services Department. The local authority, in conjunction with ESBHHA, was already working on food poverty issues, and a number of active local groups existed. Hollingdean was chosen by the council as the focus for the Community Mapping project, mainly because there was no history of community development work in the area, so it would present more of a challenge. In fact, the area had been termed "The Forgotten Estate" in Brighton and Hove.

Coventry

Coventry, like Brighton, had already worked on food poverty and has had a worker dedicated solely to this issue since 1990. Later in the project this person was promoted to Public Health Nutritionist, and went on to manage the new food poverty worker. Both the old and new food poverty workers had contacts with groups in Foleshill, an area of Coventry well known for its poverty. In 1995 regeneration money had been allocated to Foleshill and, from community consultations, issues around food and healthy eating on a low income had been identified. The area also has a high proportion of ethnic minority groups, and a number of government programmes are focusing on regenerating the area in various ways.
Leicester

The community development worker at Leicester Community Health Project co-ordinated the Community Mapping project in Braunstone, as they were already working in the area. Braunstone has been shown to have high indicators of social and economic deprivation and there were concerns about the estate being a "food desert". As Braunstone is a New Deal for Communities area, it was logical for the project to take place there, since any recommendations that arose could, potentially, be integrated into the New Deal. The council allocated additional funding to extend the development worker’s contract so that the Community Mapping project could continue, and a range of voluntary and statutory sector workers were involved in the local team. Local policy makers were invited to join a Reference Group so that they could be informed of the project as it developed.

There has been a lot of talk about community consultation and participation. It has become part of the everyday rhetoric of both national and local government, and of voluntary organisations and businesses. While there are many examples of good participatory practice, there are probably more bad examples. People are often "consulted" but too often their views are ignored, leaving them disillusioned. This is not necessarily the result of bad intentions, but of a gap in people’s knowledge and experience about what participation means and how to put it into practice.

This project aimed to help fill that gap by systematically evaluating and documenting one participatory method – Participatory Appraisal (PA) – and then widely disseminating what we learned. Within that general aim, the project also wanted to:

Making bean pie charts during a training session in Coventry.

Venn diagram showing the organisations involved in the Leicester project and how they are linked to each other.
Why we did it

See how the PA processes could be adapted from their use in the South to different circumstances in the North;

Test PA methods to see how successful they were in involving people in understanding their local food economy and developing sustainable solutions to any problems they identified;

Find out more about what people eat and why, and explore with them what policies could be developed to help overcome any barriers they face in trying to improve their diets;

Build the capacity of local people – by training or involving them in PA methods – to develop their knowledge and skills so that they can understand more about how their food economy works and how they can change it;

Strengthen partnerships within and between sectors at local and national level to tackle food poverty.

Identifying project partners

The project took around 12 months from the initial training (see below) to the production of a report in each of the three areas. However, before the training, meetings took place in each area to identify partners and team leaders who could take on the work as an integral part of their remit.

Involving policy makers and local people

Meetings were organised to bring together representatives from across the local council and health authority, to give an introduction to PA and the community mapping project and discuss how the initiative might operate in each location. The meetings invited people from as many interested sectors as possible, including from:

- Health promotion
- Agenda 21
- Planning
- Environmental health
- Regeneration
- Catering
- Trading Standards
- Community organisations
- Local Groups
- Key active members of the community

Strategic planning for the project

PA was used in the strategic planning meetings that followed. A large chart was created by each of the teams in the areas using post it notes. Joint aims and objectives, activities, risks and barriers to participation and ways of monitoring and evaluating the project were determined. These were regularly reviewed and modified, depending on the changing situation within the community and the team. Timelines were continuously reviewed, adding project activities and involving different team members.
What we did

Participatory Appraisal throughout the project

- Identifying project partners
- Involving policy makers and local people
- Strategic planning for the project
- PA training and support throughout the project
- Collecting the information
- Analysis and verification
- Team evaluation
- Exchanging experiences between the three areas
- Participatory reports and action plans
What we did

PA training and support throughout the project
In all but one area, the local co-ordinator in each location attended a five day training course in PA given by Hull – Developing Our Communities. This training was enough for the co-ordinators to start organising the logistics for the project in their area, but it was not really adequate for people to start to run the process themselves. So a three day training course, specifically designed for the project, was also run by Development Focus and Sustain. In each area, teams of 10-20 people, including community workers and local residents, were trained and supported in PA techniques.

Training and support from Development Focus and Sustain

The training courses incorporated two main elements:

- Work on new and exciting visual methods and approaches. People were provided with a solid grounding in a wide range of participatory methods they could use and develop, tips on how to use them in sequence, and an indication of what might happen when the methods are applied in real situations.
- Discussions and exercises on power relations. The trainees learned about the barriers to applying participatory approaches, and ways to overcome them. They also discussed the changes in attitude and behaviour that they might need and how to ensure that they understood differences in the community, arising from age, gender, ethnicity and social status.

"On-the-job" training and support was available from Development Focus at all stages of the project. This was particularly valuable in the early stages, when people were applying the new techniques they had just learned. This additional support for the teams in each area allowed reflection and re-planning around a range of important issues, including:

The range of people participating in each area, according to location, gender, age and ethnicity;
The variety of PA methods people had been using, and in what sequence, and how well they were working;
The issues that were arising, and how they could be collated, reviewed, cross-checked and put in priority order by the community, and pursued;
Any difficulties there might be with team dynamics and how these could be addressed;
Using PA method to plan reports, verify results and disseminate the findings.

Part of a local 3 day training course in Foleshill, Coventry on using PA methods.
Collecting the information

The people who had been trained in each area used a wide range of approaches and between 200 and 500 people, including policy makers, were involved in each location in an immense variety of ways (see section three).

Analysis and verification

Some analysis was undertaken with people in groups and in the street. As the Community Mapping project aimed to find solutions for large estates, information was collated by the teams, and key messages on problems, coping strategies and solutions were presented in themes, e.g. shopping, transport, social issues, children and food, etc. The age, gender and ethnicity of the individuals and groups where each issue was identified was recorded, although the confidentiality of individuals and groups was maintained throughout unless otherwise stated. This analysis was then checked by going back to groups, doing further street work and by arranging community events and lunches. People were given an opportunity to agree or disagree with the issues and solutions identified so far and to add their own ideas.

Team evaluation

Each time the team undertook any activity or held a meeting each individual recorded what they did, who else was involved, what went well and where any problems had arisen. This helped to monitor personal development and encourage learning among team members. In each location sessions were held with core teams to re-examine aims and objectives and set timetables, allocate responsibilities and develop action plans. This helped to maintain and develop confidence and team spirit.

Every team also monitored the range of people who were getting involved in the Community Mapping project – by age, gender, ethnicity, (dis)ability and status (i.e. whether they were residents, workers, policy makers). This not only made sure that no groups were being inadvertently excluded but also made it clear who had said what – a vital issue for verification and pursuing any suggestions that had been made.

Exchanging experiences between the three areas

Development Focus and Sustain held a number of meetings where teams from all three areas could get together. They used PA techniques and proved to be very useful in sharing information and experiences, drawing together key findings, and further developing the process in each location. These meetings enriched the learning process and provided space – away from their usual work environment - for team members to reflect on how they were meeting their aims and objectives. The meetings also encouraged each team to own the whole process, transforming the project from three disconnected pilot studies, into an integrated initiative.
Participatory reports and action plans

The teams also planned their reports and action plans using PA methods and meetings were held with community members and policy makers to discuss draft reports and check the reports with the team members before they were published.

In summary, local people – volunteers and employees – were trained to carry out PA and local policy makers were involved throughout the project. PA methods were used at all stages, including planning, collecting information, analysing and verifying the findings, and writing the reports. There was a firm emphasis on networking and building partnerships at all levels, including residents and non-residents, and linking to existing government initiatives and programmes, such as those funded by New Deal for Communities, Single Regeneration Budget programmes and Health Action Zones. Community action plans to implement a range of solutions identified through the Community Mapping project were developed in all three areas and these are included in the next section.
The purpose of this report

This report summarises the process, findings and outcomes of the Community Mapping project so far. It shows that PA methods can be used to involve a very diverse range of local people and policy makers on a fairly large scale. The process revealed a clearer understanding of how food poverty affects people in different ways, and for different reasons, and indicated what could be done, and by whom, to solve problems with food in the community. This report also shows that the approaches can be used to tackle a wide range of community issues, not just food.

We hope that the experiences outlined in this report – and in the local reports available from Brighton, Coventry and Leicester – inspire others to try Community Mapping as a way of finding out what people think about where they live, and what can be done – by themselves as well as others – to improve it. In the longer term, the way policies are devised and put into practice should change to reflect what we and others have learned.

In some ways, even though the project has been systematically documented and evaluated, it is too soon to assess what the long-term effects of the project will be. However, the information collected through the Community Mapping project has provided an excellent baseline from which to assess any future developments. We are therefore delighted that Sustain’s Food Poverty Project has obtained funding from the Department of Health to support Community Mapping projects in other areas, and to continue to evaluate the impact of the projects in the original three areas. This report will therefore also act as a springboard for the next phase of the work.
This section highlights some of the main findings and outcomes of the Community Mapping project in each of the three areas – Brighton, Coventry and Leicester – where people volunteered to take on and develop the idea. It gives a flavour of the richness and complexity of the process that occurred, the depth of information that was generated, and the range of policies and actions that are being implemented – or planned – as a result. However, these sketches cannot do justice to the individuality of each area and the diversity of the experiences, both between and within the areas, and we strongly recommend that people obtain copies of the reports produced by each area (see Where to find out more).

The following section also refers to particular Participatory Appraisal techniques - such as "food wealth lines" and "problem walls" - and to locations where the techniques were used – for example, "street work" and "dip days". The methods and places used in all three areas are collated, explained and illustrated in section three, Use plenty of different places and methods, and enjoy experimenting!
In Brighton, the Community Mapping project did not focus mainly on food but on community needs as a whole.

A map and audit of food projects

The first stage of the Community Mapping project was an audit of food projects around Brighton, Hove and Lewes. All the people known to any of the team who were in some way involved in growing, supplying, distributing and cooking food were invited to a seminar. During this event participants were asked to mark on a map all the initiatives and projects they knew about in the area that had anything to do with food. Colour coding was used to distinguish between projects in the following categories:

- growing and supply;
- distribution;
- cooking; and
- education.

Numbers were put on the dots on the map so that corresponding contact details could be included where participants in the seminar knew the details. A map for the area was produced (see opposite) and a directory of contacts was compiled so that people from projects could link up with each other.

There are some positive signs that local partnerships have been developed as a result of the seminar. One delegate, who worked at a centre for the unemployed, contacted the chef of a local restaurant who had also been at the seminar. The outcome was a gourmet meal and cooking advice for the users of the unemployed centre, paid for by the restaurant. A task for the new food worker in Brighton will be to promote and develop more of these links.
Introducing food as an issue

The topic of food was introduced into the Community Mapping project with the support of the community development worker and the Food and Low Income Project (now called Community Action for Food and the Environment – CAFÉ.) The CAFÉ project is a partnership between the Health Authority, the Countryside Agency, Brighton and Hove Council, and East Sussex Council. The CAFÉ Development Worker will continue to build on the interest shown by local people, as part of the remit is to support community food initiatives.

A food interest group has been set up in Hollingdean to pursue some of the issues that arose from the project. This group has already met as part of a day to plan activities leading up to the Hollingdean Festival in 2000. Around 50 people

Results of the audit of food projects in Brighton - a directory of all the projects is included in the conference report.
attended the day where people brought a dish, and there were activities for children. The fun day, which was held as part of the festival in 1999, will be held again in 2000 and will be another opportunity to add to the community needs audit and the work of the food interest group.

Shopping and transport

Much of the information gathered on food related to issues around shopping and transport. Information was gathered about where different people shopped, and why and how they travelled to and from the shops. The map created at the festival showed the frequency with which people used shops in Hollingdean, nearby at Five-Ways, and in town and how they travelled. Information was also collected about why people shop in different places.

Solutions to the problems identified with food were also gathered by visiting a range of groups, including schools and parent-toddler groups, and an elderly people’s lunch club. Ideas were also generated by setting up tables in "the Dip" (a row of shops in Hollingdean), and going out onto the street and into parks.

Through these focus groups much more detailed information was learnt about people’s feelings about food and how they coped in times of stress. The full details of these focus groups (funded by the Department of Health) can be found in the local report available from the Hollingdean Community Development worker and the national report on focus groups, available from Sustain. (see Where to find out more)

Using food-mood lines, and looking at barriers to and solutions for food access in Hollingdean, the following issues were raised in the focus groups:

- Children dictate what families eat
- Lack of time for cooking causing stress
- There is no time structure for eating with the family
- Some people lack adequate kitchen facilities
- Transport to shops is poor and unreliable
- Some people lack cooking skills

The participants were mainly women – from girls to elderly women – and they had their own coping strategies and solutions to these issues.

Reaching the most socially excluded

Following an analysis of work in the Hollingdean estate, the team realised that the project had not yet talked to many of the people from some of the poorer parts of the area. It was felt that some of the residents of these poorer areas of Hollingdean may be experiencing some of the worst social exclusion, so it was decided that focus groups would be set up specifically to work with these people. At first leaflets were distributed but, in the end, people were attracted to the focus groups by knocking on doors and providing vouchers.

Through these focus groups much more detailed information was learnt about people’s feelings about food and how they coped in times of stress. The full details of these focus groups (funded by the Department of Health) can be found in the local report available from the Hollingdean Community Development worker and the national report on focus groups, available from Sustain. (see Where to find out more)

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- Some people lack cooking skills

The participants were mainly women – from girls to elderly women – and they had their own coping strategies and solutions to these issues.
The recommendations arising from the focus groups included looking at how to encourage more local shops in the Dip including, for example, a fresh fruit and vegetable shop and a bakery. Some other ideas being implemented or considered include:

- cooking classes that can bring adults and children together and incorporate planning skills as well as cooking on a tight budget;
- an organisational framework to enable residents to share cooking equipment with each other;
- arranging bulk buying, perhaps through a co-operative;
- a local mother and toddlers group;
- a play facility funded by the National Lottery linking up with the Early Years Development and Childcare Partnership, a national scheme running throughout Brighton and Hove to increase the number of play schemes and after school clubs.

Some of the longer term plans for acting on the derelict shops in the Dip are being discussed with the local authority and local councillors through the Community Association which meets regularly to discuss community issues. These are just some of the issues that the food interest group can take forward over the next year in conjunction with the community development workers and youth worker for Hollingdean.

**Community Needs Audit**

In Hollingdean Participatory Appraisal methods have also been used to complete a comprehensive community needs audit. According to development workers involved in the process, this audit has been time and cost efficient compared to other community development processes they have been involved in. It has generated a wealth of information that people in the community consider important in their lives and encouraged ideas for positive developments in Hollingdean. This contributes directly to the work of the community development worker in Hollingdean, who is based in Social Services in the council, and to the other community workers in the area. There will be a new youth worker for Hollingdean (part funded by the National Children's Bureau and the Council) which is highly appropriate, given the importance placed on children and young people's issues by local people.

A local team of people trained in PA approaches went out into Hollingdean to gather information on the different priorities of people in the community. They talked to women and men across the whole age range and recorded people's gender and ethnicity and where they lived in Hollingdean. Sometimes the team worked with groups of mixed age and gender, and sometimes worked with men and women of different ages separately. In order to work with a wide range different people in the area the team employed a range of different strategies. They went to existing groups, set up tables in 'the Dip', worked in the street and went into pubs,
parks, youth clubs and play groups and worked in the Hollingdean Festival.

The great advantage that the community development workers from Hollingdean report from using PA is that groups and individuals in the community can clearly see that the community needs audit comes from the process firmly rooted in the community. People have had the chance to identify their own priorities, and also to comment on the issues and solutions that have arisen from different people in the community. The community development workers now have contacts in the community who they can go back to and work on the solutions. Also, by verifying the information on issues and solutions with local policy-makers, more detailed and realistic action plans can be developed.
The main themes that arose in the community needs audit were:

- Children and Young People
- Community Safety
- Drugs
- Housing
- Sheltered Housing
- Environment
- Transport
- Food (initiated by the team)
- Other issues such as the location of the community centre and the lack of money for Hollingdean.

The issues and solutions from all the major themes were verified again at the Hollingdean Festival, with groups and individuals, and at a meeting for local policy makers. People had the opportunity to agree or disagree with issues and solutions that had arisen from the project, and also to add any further information that was thought to be important from their perspective. This was all done using colour coding so that the community development workers knew whether views were coming from policy-makers or residents and what age and gender they were. Also contacts were taken where appropriate so action could be pursued.

Where possible groups were facilitated to discuss whether proposed solutions would have a high, medium or low impact on the issues raised, and how easy they would be to implement.

The Hollingdean local report contains more details about the community needs audit, including issues and solutions for all the major themes and an analysis of the source of the information from the community. It also gives details of the action planning in Hollingdean and how the information is being taken forward.

A local hairdresser has offered to be the location for an information centre and a local resident is keen to take this forward. Considering there has not been a culture of community involvement in Hollingdean these actions are all extremely positive and show a lot of hope for the future.

Children and young people

There was a shared understanding, irrespective of age, about the lack of facilities for young people in the area but shared understanding between the generations about anything else was lacking.

Adults, and particularly elderly people, were most concerned with vandalism, skateboarding and cycling on the pavements, and with their perception that young people in the area take drugs and drink too much and probably have other family problems. By contrast, young people felt they were rarely listened to, felt victimised by older people and hassled by the police.
Using PA, a wide range of proposals has been generated, by young people themselves, by others in the community and by policy makers. Adults involved in the project have said they now see the value in talking to young people, rather than making assumptions. Young people and adults have both suggested making the community centre more welcoming for young people, or finding a new venue for clubs and discos so they can have their own space.

The community development workers have passed on the wealth of information generated to the new youth worker and, between them, will be pursuing some of the issues raised. Over the next six to twelve months they aim to start a youth committee to continue the positive work that has been started. In the longer term, more work will be done to review play and sports facilities in the area, including skateboarding and BMX tracks, a football pitch, safe "home zones", and a young people’s café in "the Dip".

Visual presentation of the issues identified and solutions suggested by local community members on children and young people in Hollingdean, with ideas added by policy makers.
### Children and young people - solutions

<table>
<thead>
<tr>
<th>Solutions</th>
<th>Girl (up to 16)</th>
<th>Boy (up to 16)</th>
<th>Female Young Person (16-25)</th>
<th>Male Young Person (16-25)</th>
<th>Female (25-60)</th>
<th>Male (25-60)</th>
<th>Elderly Male (60+)</th>
<th>Elderly Female (60+)</th>
<th>Professionals working in area</th>
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<tr>
<td>Safe places to play</td>
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<td>After school activities for children and y-p</td>
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<td>Children and y-p’s newsletter</td>
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<td>Youth committee to look at ways forward</td>
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<td>Skateboard ramp</td>
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<td>Use tennis courts at Hollingdean park</td>
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<td>More zebra crossings, especially near schools</td>
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<td>Arts-murals-graffiti</td>
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<td>Full size football pitch in park</td>
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<td>BMX/motorbike track</td>
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<td>Home zones (safe play areas = slow speeds)</td>
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<td>Talk to young people</td>
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<td>Better use of community centre</td>
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<tr>
<td>Children/young people ‘aren’t a problem on this estate anyway’</td>
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<tr>
<td>ISSUES</td>
<td>SHORT TERM - &quot;Easily Achievable&quot; - 6 Months</td>
<td>MEDIUM TERM - &quot;Achievable with support and time&quot; 6 - 12 Months</td>
<td>LONG TERM &quot;Requires a lot of time, support and money&quot; 12 Months - 3 Years</td>
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<tr>
<td>CHILDREN AND YOUNG PEOPLE</td>
<td>Local parents running play facility&lt;br&gt;Local youth disco&lt;br&gt;Talk to young people&lt;br&gt;Baby group</td>
<td>Youth Committee&lt;br&gt;Refurbish Brentwood Road&lt;br&gt;Play ground&lt;br&gt;Festival 2000</td>
<td>Safe places to play&lt;br&gt;Sports facilities&lt;br&gt;Children and young people's Cafe in Dip&lt;br&gt;Walk to school project</td>
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<tr>
<td>DRUGS</td>
<td>Bus company and residents meeting</td>
<td>Re-route bus&lt;br&gt;Increase frequency of Service&lt;br&gt;'Lollipop' person - Hertford Road</td>
<td>Local drug forum - agencies and community&lt;br&gt;Drugs Drop in Centre&lt;br&gt;Information Education&lt;br&gt;Ex-user peer support</td>
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<tr>
<td>TRANSPORT</td>
<td>Recycling theme suggested for Festival Change bin collection arrangements</td>
<td>More flowers, trees and shrubs&lt;br&gt;More recycling bins&lt;br&gt;Festival 2000</td>
<td>More 'dog mess' bins&lt;br&gt;Widen Magpie Scheme - free to those on low incomes&lt;br&gt;Close down council yard in Hollingdean Road&lt;br&gt;Recruit park wardens</td>
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<tr>
<td>ENVIRONMENTAL</td>
<td>Police 'surgery' monthly</td>
<td>Festival 2000</td>
<td>More zebra crossings&lt;br&gt;Neighbourhood Watch&lt;br&gt;Traffic calming&lt;br&gt;Security cameras</td>
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<tr>
<td>COMMUNITY SAFETY</td>
<td>Information point in the Dip&lt;br&gt;Working with existing community groups</td>
<td>Bingo for older people&lt;br&gt;Festival 2000</td>
<td>Community Centre issue on its own. Meeting - get new Community Centre&lt;br&gt;Community Newsletter</td>
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<tr>
<td>OTHER COMMUNITY ISSUES</td>
<td>Food Interest group planned 14.10.99&lt;br&gt;Verification of food issues&lt;br&gt;Lunch club</td>
<td>Food Worker may take forward issues&lt;br&gt;Cooking classes St Richards&lt;br&gt;Festival 2000</td>
<td>Better local shopping</td>
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<td>FOOD</td>
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<td>Area based caretakers&lt;br&gt;Door entry systems&lt;br&gt;More 'family' housing</td>
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<td>HOUSING</td>
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Coventry

Food for life in Foleshill

Food and health: working with the poorest people

The added understanding that the Community Mapping project has contributed to the continuing community nutrition work in Coventry has helped to define further action that needs to be taken to tackle food poverty, and emphasised the importance of devising policies that are sensitive to people’s different understanding of healthy eating, depending on age, gender and ethnicity.

Children

Evidence for poor diets and lack of food, especially among children, arose in the work in schools throughout Foleshill and through working with children in and out of schools and playgroups and with parents in the poorer estate areas of Foleshill. In one example, at a street party in an area of Foleshill, 22 people joined in with various PA methods. Men, women, girls and boys each did a timeline of the food they had eaten the previous day. More people in the area came and discussed the food they had eaten and children and adults discussed the problems and solutions relating to food. It is interesting to note that all the free fruit provided for the event went fast.

A play scheme set up in the school holidays was visited several times and groups of up to 30 children of primary school age participated in the PA activities each time. Daily activity charts showed the food that they had eaten the previous day. A chessboard was used to determine which foods they liked or disliked, and discussions and matrices were used to try to understand the reasons why children ate what they did.

The teams also visited youth clubs where young people of different ethnicity met. Spider diagrams were done to explore what young people ate. There were many situations where children and young people experienced long periods when they did not eat or drink anything. There are examples where children only had a sugary drink and some toast the previous day. Children’s food choices often did not reflect what is generally recommended as a healthy diet. There was also concern expressed about the healthiness of school dinners, and about some children arriving at school hungry. In addition, some people said that in the school

The spider diagrams above were produced with a group of African Caribbean men.
holidays, when school dinners are not available, some children go hungry at the end of the day.

Different ethnic groups

Spider diagrams were used to explore different perceptions that young people and adults of different ethnicity have of healthy eating. The example on the previous page was done with nine men (40-60) who had previously lived in the Caribbean. Much of the food they listed as healthy was food that they had eaten when they lived in the Caribbean. Food that they had had to substitute in their diets here due to convenience, availability and cost they regarded as unhealthy. It will be important to integrate these different perceptions of healthy eating amongst people of different ethnicity into any action that is taken in future.

Working with the poorest people

Many of the adults attending groups organised around food felt that they did not have severe food poverty problems. This may well have also been influenced by the fact that they could attend a lunch club or social club that provided food.

The picture on the right is from one of the groups of elderly Asian men and women. The participants in the group placed themselves on a wealth line. They had no problem doing this, although the women felt more comfortable working as a group on their own and then the men adding to the line. All the members of the group wanted to participate and one felt confident to take over the facilitation of the discussion. Many felt that, although they were not wealthy, there were people who had more severe problems than most of them. The group helped the local team to identify the poorest people in Foleshill and how to reach them so that further work could be undertaken to explore action to tackle food poverty.

It was suggested that the poorest groups included people on benefits, elderly widows and people who have mobility problems and may be isolated in their homes. The participants suggested that the only way to contact some of these people would be through knocking on doors, identifying people who are on different types of benefits and visiting them. The group who worked on this wealth line still felt that their lunch club was important for elderly people who can get out of the house, and that it is an important social focus for them. Several of the women were widows and felt that they needed the support the lunch club provided.

There will soon be two new food and health workers in the council in addition to the present food poverty worker. The work has helped to highlight some of the areas that need further action and how to work with some of the poorest adults and children in the community. There are plans to run focus groups to develop action plans on some of the issues identified. The fact that clear evidence of food poverty in Foleshill was found reinforces the importance of the work within the council.
Shopping – problems and solutions

Information on shopping was gathered from a range of people of different age, gender and ethnicity. Two ‘Dip days’ (see Places) were held where tables were set up outside post offices in Stoney Stanton and the Foleshill Road. Members of the public passing by contributed their perspectives on the local shopping facilities – first of all showing where they shopped in the area. They were then asked to establish the reasons why they shopped in different locations and a matrix was built up using the participants’ criteria. They then scored the shops against different criteria. Criteria included:

- Shop hygiene, including inside the shop and outside displays of vegetables (people were concerned about pollution from the road)
- Pricing that was high, low or unclear
- The quality of the service
- The variety of goods on offer
- Convenience of the location
- Opening hours

Another important issue that kept arising in the research with different ethnic groups was the lack of provision of different types of food from different cultures. For example white European people from Foleshill felt there was no butcher that met their needs, and people from the African-Caribbean and Gujarati communities would like a better choice of foods that they prefer to eat. If the shops could not cater for the different tastes of people in different ethnic groups they felt there should, at least, be improved transport for those who did not have cars.

There are various suggestions for action on these issues. One is to show the results to shopkeepers, gauge their response and ask for their suggestions on what could be done. There had not been time for this in the original research. Courses are run by the council’s Food Hygiene trainers, in conjunction with Environmental Health Officers, for local shopkeepers. The shopkeepers need, however, to see the point of doing these. Any training offered would need to consider issues such as providing staff cover so the shop can stay open, and providing childcare. This was suggested in the meeting of policy makers, alongside a proposal that such training could be tied in with the Coventry Heartbeat initiative. This local programme has been successful in other parts of Coventry and is now being re-introduced to Foleshill.

The information gathered in Foleshill about shopping facilities and why people choose to shop in different places is contributing to ‘Area Co-ordination’ in the Single Regeneration Budget process and the Community Village Project in Foleshill. The information is also relevant to different parts of the council and other organisations working in Foleshill. Towards the end of the analysis of the issues, policy makers were presented with the results and asked to participate in a discussion of the findings. Problems and solutions to shopping in Foleshill had been aggregated from all the PA activities and events and had already been checked and added to by several groups in the community. The policy makers contributed important additional comments and also added to the matrices on implementation and responsibility. These started to add depth to the understanding of who would take responsibility for different policies, and how these policies could be put into priority order, depending on their likely impact and how easy (or otherwise) they would be to implement.

The following table summarises all the proposed solutions from the mapping work and identifies who has responsibility for taking them forward, what action will take place and when it is likely to happen.
## Community action plan – Foleshill

<table>
<thead>
<tr>
<th>What</th>
<th>Who</th>
<th>How</th>
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<tr>
<td><strong>Children</strong></td>
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<tr>
<td>Healthy tuck shop</td>
<td>Food Poverty Worker (FPW)</td>
<td>Plans to talk to head teachers.</td>
<td>On-going</td>
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<tr>
<td>Low cost Breakfast Clubs in schools</td>
<td>FPW</td>
<td>A partnership has already been established between a voluntary organisation, head teachers and Coventry Council.</td>
<td>Pilot scheme to start April - to set up in six primary schools in Foleshill by April 2002</td>
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<tr>
<td>Healthier choices for school dinners</td>
<td>Public Health nutritionists</td>
<td>Talking to school catering contractors and head teachers.</td>
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<tr>
<td>After school clubs serving healthy snacks</td>
<td>FPW</td>
<td>Working with community education and schools and networking with already established clubs.</td>
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<tr>
<td>Free fruit in schools</td>
<td>Health Development Officer</td>
<td>Link to the Intervention Board Scheme.</td>
<td>Once the pilot project has finished.</td>
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<tr>
<td><strong>Parking and road safety</strong></td>
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<tr>
<td>Improve bus service. Build more car parks. Open slip road. Less double lines. Build walk over bridge or subway</td>
<td>Community Villages Project</td>
<td>Foleshill Area Co-ordination.</td>
<td>10th December and final report</td>
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<tr>
<td><strong>Food Quality</strong></td>
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<tr>
<td>Proper and clean displays</td>
<td>Public Health Nutritionist</td>
<td>Working with food hygiene trainers, environmental officers and public health nutritionist to provide training and incentives to shop keepers and to promote the Heartbeat Award Scheme.</td>
<td>On-going</td>
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<tr>
<td>Educate current food business owners</td>
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<td>Fruit and veg not to be stored outside</td>
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<td><strong>Shops</strong></td>
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<tr>
<td>Cheaper food, lower prices</td>
<td>Public Health Nutritionist</td>
<td>City basket price watch in local papers</td>
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<tr>
<td>Specialised shops</td>
<td>Foleshill Area Co-ordination, Foleshill Regeneration Board, Business in the Community.</td>
<td>Community Villages Project looking into the possibility of using existing building for shops or establishing a mini market.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Supermarket nearby.</td>
<td>Community Villages Project</td>
<td>Have already approached major retailers about possibility of opening a store here but they refused.</td>
<td></td>
</tr>
<tr>
<td>Food co-operatives / community owned retailing.</td>
<td>Principal Health Development Officer. FPW and/or New Deal for Communities if bid successful.</td>
<td>To examine existing scheme in Wood End and the possibilities for setting up a similar project in Foleshill.</td>
<td>On-going</td>
</tr>
<tr>
<td><strong>Places to eat</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Leicester

Nosh ‘n’ Dosh in Braunstone

Money

In Leicester the Community Mapping project showed that being able to buy quality food can be a problem for people if one of more of the following apply: they are on a low income, have poor mobility, don’t have their own transport, or have young children.

Budgeting

One of the reasons why the team members decided that Braunstone should be the pilot project area was because of the high rate of unemployment in the area and numbers of people living on a low income. However, the amount of money people have is a very sensitive issue and is often difficult to talk about. This project addressed the question of money in a number of ways, without blatantly asking people how much they had, which was felt to be intrusive.

Bar charts were used with groups so that people could show how they divided their weekly income. Pictures were drawn of weekly items – such as rent, electricity and food – because some people were not confident writing. The individuals in the groups were also asked to look more closely at how they spent their money on food, what they bought and where, and what changes they could make.

Pie charts were used as part of household and group work to look at people’s spending. The families were asked to list everything they spend their money on each week. They then drew a large circle and divided it into segments, having one segment for each item of expenditure, sized in proportion to the amount of money spent on that item. They were not asked to specify the amounts of money they spent, but some people chose to do so.

Do people have enough money to spend on food?

Food wealth lines were used with both men and women during the street work to enable people to show whether or not they felt they had enough money to spend on food. One end of the line represented having enough money to buy the food they wanted without worrying, and the other indicated having very little money to spend on food. People were asked to put a cross on the line to show where they thought they were. They were asked why and their answers were recorded on post-it notes, or they could write comments themselves.

People put themselves in different places along the food wealth line and this, together with their comments, was very useful in showing the variety of people’s experiences with money and food. For example, one person, who placed themselves above average on the line, explained that this was because they bought reduced price products that were approaching their sell-by dates, and bought things in bulk and then froze them. Older people who lived alone commented on how they managed...
with their money, but expressed concerns for families with children and about the cost of food. Two people who placed themselves at the bottom end of the scale said that it was particularly difficult to manage the cost of food in the school holidays, as more meals needed to be cooked and snacks bought, as children often ate more when they were bored. One single parent living on benefit placed himself quite high up the line, saying he felt he had enough money for food because he made it a priority, and he and his child ate the same things, so it was cheaper.

How do you make your money go further?

Matrices were used during the street work to examine people’s coping strategies, particularly to look at how people made their money go further. A flip chart with the heading ‘How do you make your money go further?’ was displayed and people were asked to write down anything they did. Other people who came along were then asked to put coloured dots on either the happy face or the sad face next to each coping strategy in the matrix to show whether or not it was something they also did. People were also encouraged to add their own coping strategies to the list.

Food wealth lines were also done as part of the household work that looked more closely at how families managed, what their routines were, how things had changed from the past, or may change in the future. The families were asked to indicate where they felt they were on the line and comment on what they felt it meant to be rich or poor in Braunstone.

The information was collated and analysed by the local teams and presented back to the community and policy makers through further street work and at organised events. Some groups were revisited to work through to solutions. For example, one local women’s centre established the need for a mini-bus once a week to go to a different supermarket, and were looking at ways to fund and organise this idea.

Shops and transport

Mobility maps were used with groups and as part of the household surveys to look at where people shop for their food and how far they have to travel. During the street work, matrices were also used to show where people shop and why, and bar charts were used to show what changes they would like to make in the area, including to shops and transport. Problem walls and solution trees were additional methods used at events and during street work to demonstrate the difficulties people have and the changes they would like to see happen.

Children influence food purchases

An important issue in Braunstone was that children have a powerful influence on parents’ food purchases. Many parents felt they struggled constantly to keep their children happy and commented on the effect of advertising on their children’s food preferences. To save money and avoid waste, some parents only buy what they know the children will eat. Work with both parents and children showed that children:

- are influenced by adverts and the media;
want to have what their friends have; cannot understand that their parents are not able to afford some things; are sometimes fussy eaters; refuse to eat the cheap ‘own brands’ that their parents buy to save money.

Work with some children showed that most of them had breakfast and for those that didn’t (mainly juniors not infants), it was usually because they forgot or were late. However, some teachers and local workers were concerned that there were some children who were not getting breakfast and were going to school hungry. To improve this situation they wanted to explore the idea of setting up breakfast clubs and after schools clubs to provide healthy food, including fruit.

A table was set up in the playground of an Infants School at home time to ask if people would like a breakfast club. Out of 16 people, 6 people said they would like a breakfast club, 4 just for their children and 2 for themselves as well. Others (7) said they wouldn’t use it but they thought it was a good idea. The mothers said they thought it should be open between 8am and 9am and that it should serve toast, cereal and fruit at a minimum price. Some parents said that a breakfast club would have to serve free food. The New Deal prospectus has identified breakfast clubs as an issue to be tackled in the first year, and has invited bids from interested parties. The proposed starting date is September 2000.

Most of the information about the influence of children on family eating patterns was collected as part of the group and street work and verified through the community events and the meeting of the Reference Group of policy makers. Work was also done with different aged children in schools using matrices and bar charts to find out what they ate for different meals, what snacks they ate, what they liked and disliked and how they helped at home with the cooking and the shopping.

The food mood lines are used to show how food affects they way people feel, and how people’s moods affect what and when they eat.
The effect of advertising

The parents confirmed what the children were saying. One parent said that the kids would eat chips everyday. Another complained that the children were fussy eaters. It was often stated that the children would not eat own brand products even if they tried to disguise them "Buy cheap brands of cereals and put them into other boxes but the kids still won’t eat them." Several people complained about the influence of advertising and the media on children’s food choices, using Sunny Delight as an example of something that their children had to have because their friends had it. This put an additional strain on their tight budgets because often these were the expensive branded products that they couldn’t afford.

Local workers said they would like to do more work on this issue, and felt that tighter controls on advertising might reduce the pressure on parents to buy their children expensive, ‘branded’ products.

Parents were already adopting a wide range of coping strategies to ensure that the children ate what they were given. This usually included buying what they knew the children wanted, but several people reported innovative ways of trying to get the kids to eat a more varied diet. A number of ways to get children to eat a proper meal were mentioned including letting them eat in front of the television, even though they thought it was wrong.

Socialising and eating

A number of people complained about the absence of places where people could meet to eat, drink and socialise, and go out as a family. In particular: there were no pubs on the north of the estate there is nowhere locally for people (men and women) to go for a cup of tea or coffee and something to eat

there is nowhere locally for people to go out as a family for something to eat and drink

During the group and street work the idea of a local café was suggested, so people could come and eat cheap, healthy food and meet each other. At the community meal (see below) a flip chart showing possible locations for the café was put on a table so that people could say whether or not they agreed or disagreed with the plans, and add comments about how they felt it should be taken forward.

Creating an action plan and setting priorities

The community meal was organised at a local community centre to give people an opportunity to agree or disagree with the problems, changes and possible solutions that people had identified in the group work, street work and household surveys. It enabled people to think about how and when any changes could happen, whether or not they would be easy or hard to do and the degree to which people would benefit from them. About 80 people, mostly women and children, attended the event.
Before this meeting, team members who had used the PA techniques in the community had collated all the information collected in the group work, street work and household surveys. They grouped it into different issues and presented the problems and solutions identified for each issue visually. All the drawings were on display and people were asked to put a dot on the problems and solutions they agreed with, and a dot with a cross through if they disagreed.

Matrices were used to look at each solution in terms of its impact, ease of implementation and who was responsible for taking action.

In the local report all the comments people had made about problems or difficulties were grouped together under various headings such as "Money", "Shopping", etc. All the changes people wanted were similarly grouped together. Some issues, such as local shops and supermarkets, generated diverse views. The local report collated these comments to demonstrate this diversity and complexity.

Once the findings had been verified by the local community the implementation matrices were presented at a meeting with the Reference Group of policy makers, who worked in groups using PA methods to work through the findings. Responsibility and implementation matrices were used and time lines constructed to put issues in priority, examine responsibilities, identify funding and develop time-scales to implement the suggestions.

The local Community Mapping project in Leicester has developed a number of recommendations to tackle the problems outlined above, and they will contribute to the New Deal process. The findings will be presented to the residents forum and to the local partnership, and the New Deal for Communities in Braunstone has obtained £49.5 million to improve the area. Although the New Deal consultation was a separate process from this project, their delivery plan explicitly acknowledges the Community Mapping project and the need to develop work on food issues.

“In the medium term we will develop opportunities for food shopping, growing and cooking. Access to a balanced diet is a prerequisite for good health and a range of project ideas have been suggested relating to healthy eating. A recent food mapping exercise has been carried out in Braunstone as part of a pilot study co-ordinated by Sustain. This has enabled local people to explore their local food economy and to identify local solutions using participatory appraisal techniques.”
To develop the work further, the local report recommends that the proposals could be taken forward by a new community health development worker, who is likely to be funded through the Health Action Zone. Other workers who could be involved include the Education Action Zone worker, local groups, the community dietitian and a health development officer who has been appointed by the City Council to work with young people on food issues.

Implementation matrix showing whether people thought proposals would have a high, medium or low impact and how easy or difficult they would be to implement. It was done with the community and verified by policy makers.
Bringing together the different views about what is good and bad about supermarkets and the views for and against having a local supermarket in Braunstone.
<table>
<thead>
<tr>
<th>Issue</th>
<th>What needs to happen next?</th>
<th>Who could be involved?</th>
<th>How will it happen?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Cooking and shopping skills</strong></td>
<td>Presentation of findings to the Braunstone New Deal Residents Forum  Develop activities and courses  Identify suitable locations and facilities</td>
<td>Residents Forum  Residents and project workers involved in successful New Deal bids  Community Dietitian  Community health development worker (funded through Health Action Zone)  Local groups  Health Promotion Agency</td>
<td>Through the Braunstone New Deal Process - ‘Supporting parents in the early years (Sure Start model)’  Through work at Turning Point Women’s Centre</td>
</tr>
<tr>
<td><strong>Children’s influence on food choices</strong></td>
<td>Presentation of findings to the Braunstone New Residents Forum  National and local lobbying with food retailers  Work with retailers to remove sweets and snacks from till areas  Work with young people</td>
<td>Residents forum  Local groups  Schools  Parents and children  Youth projects  Community dietitian  Community Health Development worker  SUSTAIN: the alliance for better food and farming  Health Policy Officer (LCC)  Health Promotion Centre - Health Schools programme</td>
<td>Multi-agency working through the Health Action Zone Agenda</td>
</tr>
<tr>
<td><strong>Low Cost créche and childcare facilities</strong>  - shoppers créches</td>
<td>Presentation of findings to the Braunstone New Residents Forum  Needs further discussion by local residents to decide their priorities  Survey existing facilities</td>
<td>Residents Forum  Residents and project workers involved in successful New Deal bids  Community Health Development Worker  Leicester City Council  Supermarkets  Local groups that currently provide childcare</td>
<td>Through the Braunstone New Deal process - ‘Support for childcare’  Discussions with supermarkets</td>
</tr>
<tr>
<td>Issue</td>
<td>What needs to happen next?</td>
<td>Who could be involved?</td>
<td>How will it happen?</td>
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<tr>
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</tr>
<tr>
<td><strong>Places to eat, drink &amp; meet people</strong></td>
<td>Presentation of findings to the Braunstone New Residents Forum</td>
<td>Residents Forum and local groups</td>
<td>Through the Braunstone New Deal process - ‘Retail Commercial Development’</td>
</tr>
<tr>
<td>- a local pub</td>
<td>Needs further discussion by local residents to decide their priorities</td>
<td>Residents and project workers involved in successful New Deal bids</td>
<td></td>
</tr>
<tr>
<td>- a community café</td>
<td></td>
<td>Community Health Development Worker</td>
<td></td>
</tr>
<tr>
<td>- where</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Breakfast Clubs in local schools</strong></td>
<td>Presentation of findings to the Braunstone New Deal Residents Forum</td>
<td>Residents Forum</td>
<td>Through the Braunstone New Deal process - ‘Breakfast Clubs’</td>
</tr>
<tr>
<td></td>
<td>To develop a proposal to set up breakfast clubs</td>
<td>Education Department</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Set nutritional aims and objectives (community dietitian)</td>
<td>Primary schools and school meal service</td>
<td></td>
</tr>
<tr>
<td><strong>Local affordable supermarket</strong></td>
<td>Presentation of findings to the Braunstone New Deal Residents Forum</td>
<td>Residents Forum</td>
<td>Through the Braunstone New Deal process - ‘Retail Commercial Development’</td>
</tr>
<tr>
<td>- where?</td>
<td>Needs further discussion by local residents to decide: is this what people want/need? would this damage the small local shops that already exist?</td>
<td>Residents and project workers involved in successful New Deal bids</td>
<td></td>
</tr>
<tr>
<td>- which supermarket?</td>
<td></td>
<td>Community Health Development Worker</td>
<td></td>
</tr>
<tr>
<td>- could there be a supermarket run by residents on the estate?</td>
<td></td>
<td>City Council Planning</td>
<td></td>
</tr>
<tr>
<td><strong>Local affordable shopping</strong></td>
<td>Presentation of findings to the Braunstone New Deal Residents Forum</td>
<td>Residents Forum</td>
<td>Through the Braunstone New Deal process - ‘Retail Commercial Development’</td>
</tr>
<tr>
<td>- improve the quality, choice and price of food in local shops</td>
<td>Needs further discussion by local residents to decide their priorities</td>
<td>Residents &amp; project workers involved in successful New Deal bids</td>
<td></td>
</tr>
<tr>
<td>- need for bakers, grocers, butchers, fruit &amp; veg shops, take-aways</td>
<td>Identify the needs of local shop keepers and what measures would help local shops to open and develop</td>
<td>Community Health Development Worker</td>
<td></td>
</tr>
<tr>
<td>- locations (north &amp; south)</td>
<td></td>
<td>Community dietitian</td>
<td></td>
</tr>
<tr>
<td><strong>A small local market</strong></td>
<td>Presentations of findings to the Braunstone New Deal Residents Forum</td>
<td>Residents Forum</td>
<td>Through the Braunstone New Deal process - ‘Retail Commercial Development’</td>
</tr>
<tr>
<td>- where?</td>
<td>Needs further discussion by local residents to decide their priorities</td>
<td>Residents and project workers involved in successful New Deal bids</td>
<td></td>
</tr>
<tr>
<td><strong>More local outlets selling electricity and gas cards</strong></td>
<td>Work with local retailers and electricity/gas card suppliers to increase the number of local outlets selling energy cards</td>
<td>Residents Forum</td>
<td>Through the Braunstone New Deal process - ‘Retail Commercial Development’</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Residents &amp; project workers involved in successful New Deal bids</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Community Health Development Worker</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Community dietitian</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Leicester City Council planning department</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Leicestershire Food Links Ltd</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>City Council markets team</td>
<td></td>
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<td></td>
<td></td>
<td>Environ</td>
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<td></td>
<td></td>
<td>Energy suppliers</td>
<td></td>
</tr>
<tr>
<td>Issue</td>
<td>What needs to happen next?</td>
<td>Who could be involved</td>
<td>How will it happen</td>
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<td>----------------------------------------------------------------------</td>
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</tbody>
</table>
| Difficulties coping in the school holidays                          | Presentation of findings to the Braunstone New Deal Residents Forum  
Provide free meals linked to organised holiday activities  
Local and national lobbying  
Assess the feasibility and estimate the additional cost of providing food vouchers during school holidays to children who would have free school meals during term time  
NB. This issue needs to be tackled sensitively so that it does not create further stigma | Residents Forum  
Community Health Development Worker  
Residents and project workers involved in New Deal bids  
Community dietitian  
Health development officer (Food and Young People) LCC  
Youth service/schools/summer play schemes  
Sustain: The alliance for better food and farming  
Child Poverty Action Group  
Health Policy Officer (LCC)  
LCC Education Department | Through the Braunstone New Deal process - ‘Vacation & out of school activities’                                                                                                                                        |
| Transport - getting about, getting to shops/town and out of town food shops, carrying shopping | Presentation of findings to the Braunstone New Deal Residents Forum  
Needs further discussion by local residents to decide their priorities  
Find out how feasible it would be to provide low cost travel schemes such as:  
shoppers discount fares  
off-peak fares  
50p flat rate | Residents Forum  
Residents and project workers involved in successful New Deal bids  
Community Health Development Worker  
Leicester City Council traffic group  
Local bus companies and transport providers  
Local agencies and groups  
Residents | Through the Braunstone New Deal process - ‘Transport Feasibility Study’  
Through joint discussions with transport providers, residents and the local authority                                                                                                                             |
| Supermarkets providing/helping with transport                        | Contact supermarkets to discuss the issues and assess how feasible it would be:  
provide free bus services (‘kneeling’ buses) to the major supermarkets  
set up a reward system for buses & taxis | Supermarkets | Through joint discussions with retailers, transport providers, residents and the local authority                                                                                                               |
| More supermarkets providing delivery services                          | Discuss this issue with the supermarkets to assess how feasible it would be | | |
| Sharing transport for shopping                                         | Discuss feasibility of local car sharing schemes | Environ | |

**Issues:**

- **Difficulties coping in the school holidays**
  - costs more to provide meals and snacks through the day
  - children eat more out of boredom
  - free meals linked to holiday activity
  - extra food stamps during school holiday

- **Transport - getting about, getting to shops/town and out of town food shops, carrying shopping**
  - need a late bus service through the estate
  - need regular buses
  - more walk-on/kneeling buses
  - providing local bus timetables at bus stops
  - low cost travel

- **Supermarkets providing/helping with transport**
  - free bus services
  - supermarket reward system to pay bus fares or give tokens to pay for taxis

- **More supermarkets providing delivery services**

- **Sharing transport for shopping**
The project was systematically documented and evaluated throughout to ensure that the project learning could be shared with other groups. This and the following sections outline what we learnt, including:

- Use plenty of different places and methods, and enjoy experimenting!
- Involve everybody, expect diversity (but be clear about responsibilities)
- Be flexible and realistic
- Allow plenty of time and money
- Check, check and check again (and keep good records)
- Protect people’s privacy
- Get everyone’s commitment, to the process and the results

Places

The following places appear in no particular order, and there is no “right” place to use. As the table shows, we found that every way of reaching people (including leaflets and newsletters which are not, of course, places, but which fit into this table!) has advantages and disadvantages. We also found that offering free food at events or when visiting groups was a very important way to draw people in and to encourage them to get involved, as well as a means of thanking them for participating. People appreciated this and although it was particularly appropriate for a project about food it would probably be relevant for other issues.

As the preceding section shows very clearly, we found it was important to use a wide variety of ways to reach people to ensure that as many different sections of the community as possible were involved. Often, the most socially excluded people are the hardest to contact and no single method will work for every group. It was found that local people are often most aware of what poverty means in a local context, where the poorest people are and how to reach them.

It was felt that introductions to the project should be short, but should give people enough details so that they are taking part on the basis of informed consent. Each area developed their own introductions (some developing colourful leaflets) for the project, depending on the local objectives and the way the information was going to be used.

Permission should always sought from relevant organisations and businesses – such as schools and shops – before undertaking any activities there. Consent was asked from children as well as adults, and people were always told that they could opt out at any stage.
<table>
<thead>
<tr>
<th>Benefits</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Existing community groups</strong></td>
<td></td>
</tr>
<tr>
<td>In all three locations existing groups were visited as the core teams</td>
<td>there is more time to go into detail on issues than out on the street;</td>
</tr>
<tr>
<td>and project leaders had good contacts in many of them and they felt</td>
<td>groups can be revisited to verify information and discuss future issues;</td>
</tr>
<tr>
<td>comfortable with these groups as a starting point. In the planning</td>
<td>action identified by residents can be taken forward within the broader</td>
</tr>
<tr>
<td>stages each member of the project team contributed projects that they</td>
<td>analysis of that area’s priorities</td>
</tr>
<tr>
<td>were aware of, and locations where different groups of people could be</td>
<td></td>
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<tr>
<td>contacted. These were marked on a map and, as new contacts were made,</td>
<td></td>
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<tr>
<td>these were added. The map was also used to monitor coverage of</td>
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<tr>
<td>different groups.</td>
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<tr>
<td></td>
<td>it interrupts groups’ other programmes</td>
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<tr>
<td></td>
<td>people attending may already have their own agendas</td>
</tr>
<tr>
<td></td>
<td>many groups are women, so it is difficult to contact men and young people in</td>
</tr>
<tr>
<td></td>
<td>this way</td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>Schools</strong></td>
<td></td>
</tr>
<tr>
<td>Working in schools was very rewarding for the teams, and the</td>
<td>it is possible to contact a wide range of children from different ethnic</td>
</tr>
<tr>
<td>evaluation sessions showed that they were enjoyed by the children too.</td>
<td>backgrounds and social groups</td>
</tr>
<tr>
<td></td>
<td>large numbers of children can be reached</td>
</tr>
<tr>
<td></td>
<td>it is easy to get the consent of parents and teachers before the sessions</td>
</tr>
<tr>
<td></td>
<td>children enjoy the sessions in school</td>
</tr>
<tr>
<td></td>
<td>children may feel constrained because they are participating in a school</td>
</tr>
<tr>
<td></td>
<td>setting</td>
</tr>
</tbody>
</table>
After initial hesitation by local teams and local people, approaching people at bus stops, in parks, in pubs and on street corners was one of the most popular ways of reaching people who otherwise may not have taken part in the project.

Benefits

- people seem to enjoy taking part
- the visuals attract people
- you can contact people you would not normally be able to reach, particularly men and young people
- it can be good to check-out or verify findings

Disadvantages

- people are often reluctant or suspicious at first
- people may have other things to do or just want to relax
- people do not usually have much time so techniques need to be quick
- it is not possible to go into as much depth on issues as in groups
- it is not possible to revisit people you have talked to on the street to take issues forward unless contact details are exchanged

"Dip days"

The term "Dip days" was coined as the method of setting up a table (with large sheets of paper, marker pens, post-it notes etc.) in a public place and asking passers-by to contribute. It was first used near a row of shops in Hollingdean known as "the Dip". Teams in the other areas adopted the term as it also conveyed the idea of dipping in and out of the community to establish some of the issues, verify findings and identify coping strategies and solutions.

Benefits

- it is possible to contact a wide range of people
- you can contact people on their terms – they can walk away if they want
- it is a good way of informing people about the project
- people seem to enjoy it
- it was possible to reach people who would not otherwise be contacted
- it is a good way of verifying existing information
- it is especially successful outside post offices on benefit days

Disadvantages

- it is not possible to go into as much depth as in the groups
- people are sometimes in a hurry so techniques need to be quick
<table>
<thead>
<tr>
<th>Benefits</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Popular events and festivals</strong></td>
<td></td>
</tr>
<tr>
<td>Fitting in with other, pre-arranged events is a good way to involve</td>
<td>you can contact a lot of people in a short time</td>
</tr>
<tr>
<td>people, though not those who were more socially excluded. The number</td>
<td>you can attract a lot of people by providing free food</td>
</tr>
<tr>
<td>of people contacted also depended on the popularity of the event.</td>
<td>they are a good, informal way of involving local policy makers</td>
</tr>
<tr>
<td></td>
<td>they are good for setting priorities and verifying issues</td>
</tr>
<tr>
<td></td>
<td>it is not possible to predict how many people will come</td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>Focus groups and workshops</strong></td>
<td></td>
</tr>
<tr>
<td>This is a traditional way of obtaining people’s views, but normally</td>
<td>these allow plenty of time for developing discussion</td>
</tr>
<tr>
<td>people are asked simply to discuss a number of issues and the discussions</td>
<td>more than one session enables you to work through to solutions</td>
</tr>
<tr>
<td>are recorded and then transcribed and themes drawn out by the researcher.</td>
<td></td>
</tr>
<tr>
<td>Using PA techniques, the information can be analysed in the groups and</td>
<td>they give otherwise isolated people the chance to meet other people</td>
</tr>
<tr>
<td>it is easier to work through to solutions.</td>
<td>it is sometimes necessary to pay people in food vouchers or they won’t attend</td>
</tr>
<tr>
<td></td>
<td>people may come for the money and not because they are interested in the</td>
</tr>
<tr>
<td></td>
<td>issues.</td>
</tr>
<tr>
<td>Benefits</td>
<td>Disadvantages</td>
</tr>
<tr>
<td>----------</td>
<td>---------------</td>
</tr>
<tr>
<td>Door knocking</td>
<td></td>
</tr>
<tr>
<td>Random knocking on doors was less popular with all the teams and, initially, people did not want to do this. It was necessary in some areas to reach socially excluded individuals.</td>
<td>you go to people, rather than expecting them to come to you it is possible to contact people who do not venture out much and are not part of existing groups people feel more comfortable talking to you in their own surroundings</td>
</tr>
<tr>
<td>it is tiring and time-consuming the teams didn’t like doing this very much it is important to consider safety issues and always work in pairs or teams it is advisable/compulsory to inform the police people may be wary of answering the door</td>
<td></td>
</tr>
</tbody>
</table>

<p>| Household studies |
| This involves team members doing pre-arranged work with people and families in their own homes for a couple of hours and often returning for follow-up visits. | it is a good way of obtaining in depth information and analysis different members of the family all get involved together it provides new insights and understanding of different issues |
| it is very time intensive and does not involve many people |</p>
<table>
<thead>
<tr>
<th>Benefits</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Community seminars/ lunches</strong></td>
<td></td>
</tr>
<tr>
<td>One area held a community seminar on food issues. It was attended by workers from throughout the area and a food projects audit identified a wide range of initiatives that were then located on a huge map at the event. Another area held a community lunch to bring together local people involved in the project to check out what had been said and begin to set priorities.</td>
<td>people are interested and will spend time at the seminar, discussing and analysing issues. They can be a good way to start networking between active members of the community and policy makers. only certain members of the community, normally people already involved in community development, come to the seminars. Unless specific actions are planned and responsibilities assigned, then there is a danger that nothing will happen.</td>
</tr>
</tbody>
</table>

| **Leaflets and newsletters** | |
| This traditional way of letting people know what is going on is still valuable. | they are useful for team members to use alongside other ways of involving people. They can be concise, clear and colourful to attract attention. They are a good way of raising the profile of a project. They assume literacy. People rarely attend events or meetings as a result of seeing a leaflet or newsletter - other forms of contact are also required. |
Methods

As with the places outlined above, there are no "right" methods. The following appear in no particular order and are roughly grouped according to the type of function they perform. However, some methods lend themselves to more than one function and new methods or variations are being developed all the time. It is important to learn how to use the methods in sequence and to be flexible about which ones are used in which situations. It is also important to consider literacy levels - it may be necessary for facilitators to read out any words, to write words themselves or to encourage people to draw if literacy levels are low. Above all it is important to be creative - the list of techniques below, whilst long, is not exhaustive. New approaches are being invented all the time. Creativity and adaptability are the keys to success.

Mapping: Spatial / mobility maps

Large scale maps were used to show the location of individuals and groups, and to help keep records of what type of people were being contacted so that no groups were left out. Mobility maps are useful to show range and nature of outings. You can also use historical and future maps.

<table>
<thead>
<tr>
<th>Key</th>
<th>Area1</th>
<th>Area 2</th>
<th>Area3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺ Liked</td>
<td>☺</td>
<td>☺</td>
<td>☺</td>
<td>Good to get people involved</td>
</tr>
<tr>
<td>☹ Disliked</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>Identify problems and move through to solutions</td>
</tr>
<tr>
<td>+ used a bit</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td></td>
</tr>
<tr>
<td>++ used regularly</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td></td>
</tr>
<tr>
<td>+++ used a lot</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Reaching the parts...
### Mapping: Models

Making models with whatever material is around is a good way of encouraging people to be creative and see things from different perspectives.

<table>
<thead>
<tr>
<th>Methods</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>☺️</td>
<td></td>
<td></td>
<td>Good way of attracting people at a festival and involving children</td>
</tr>
</tbody>
</table>

**Body maps can be used by either just drawing the shape of the body or getting someone to lie on the ground and drawing around them - especially good fun with children!**

<table>
<thead>
<tr>
<th>Methods</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>☺️</td>
<td></td>
<td></td>
<td>Good way to get people to think about what they eat and the effect on their bodies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>+</td>
<td></td>
<td>Effective with children</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Can raise sensitive issues</td>
</tr>
<tr>
<td>Methods</td>
<td>Area 1</td>
<td>Area 2</td>
<td>Area 3</td>
<td>Comments</td>
</tr>
<tr>
<td>---------</td>
<td>--------</td>
<td>--------</td>
<td>--------</td>
<td>----------</td>
</tr>
<tr>
<td><strong>Mapping: Transects</strong></td>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>Good for understanding an area</td>
</tr>
<tr>
<td>Walking through an area with a local person, and noting down features, produces a &quot;transection&quot; of an area. It is also possible to discuss how this area has changed over time and to develop an historical transect.</td>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>Especially good with elderly people who often know the history of an area</td>
</tr>
<tr>
<td><img src="image1.png" alt="Image" /></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Mapping: Drawing**

Drawing can be used in a variety of different ways to get people to think about issues.

<table>
<thead>
<tr>
<th>☺ ☺ ☺</th>
<th>☺ ☺ ☺</th>
<th>☺ ☺ ☺</th>
<th>Good with small groups e.g. in households</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>Can be used with children and adults</td>
</tr>
<tr>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>Need to discuss drawings and record what they mean</td>
</tr>
<tr>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>☺ ☺ ☺</td>
<td>Can use actual (what something is like now) and ideal (what you would like something to be like) drawings to discuss changes and action</td>
</tr>
</tbody>
</table>
### Time: Time-lines

Timelines can be used for forward planning, coordinating team diaries or recording past events.

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺</td>
<td>☺</td>
<td>☺</td>
<td>Good for planning in teams as well as for using in the community</td>
</tr>
<tr>
<td>+</td>
<td>+</td>
<td>+</td>
<td>Can use past and future timelines to understand situations and discuss action</td>
</tr>
</tbody>
</table>

![Future Timeline Image](image)

### Time: Daily and weekly activity charts

Activity charts show what people do in a day or over a week.

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺</td>
<td>☺</td>
<td>☺</td>
<td>Easy to use and understand</td>
</tr>
<tr>
<td>+</td>
<td>+</td>
<td>+</td>
<td>Children and elderly people liked it</td>
</tr>
<tr>
<td></td>
<td></td>
<td>+</td>
<td>Helped to understand issues like meal regularity</td>
</tr>
</tbody>
</table>

![Activity Chart Image](image)
Methods

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺️</td>
<td>☺️</td>
<td></td>
<td></td>
</tr>
<tr>
<td>+</td>
<td>+</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Time: Seasonal charts**

Seasonal charts can help to show how people’s eating, spending or other habits vary according to the time of year.

季节性图表可以帮助展示人们在不同季节的饮食、消费或其他习惯。

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺️</td>
<td>☺️</td>
<td></td>
<td></td>
</tr>
<tr>
<td>+</td>
<td>+</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Time: Mood lines and J and L lines**

These were used to show how people, including children, felt about eating food at different times of their lives or different meals throughout the week.

这些用于显示人们，包括儿童，在不同生活阶段或不同用餐情况下的感受。

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺️</td>
<td>☺️</td>
<td></td>
<td></td>
</tr>
<tr>
<td>+</td>
<td>+</td>
<td></td>
<td></td>
</tr>
<tr>
<td>++</td>
<td>++</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺️</td>
<td>☺️</td>
<td></td>
<td></td>
</tr>
<tr>
<td>+</td>
<td>+</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Didn’t always have time to do seasonal analysis although it was planned

虽然没有足够的时间进行季节性分析，但计划是进行的。

Better with smaller groups so people could take time to remember what they do in different seasons

更适合小群体，这样人们可以有时间记住他们在不同季节所做的事情。

Useful for understanding how people’s behaviour changes at different times of year

对理解人们行为在不同时间的变化很有帮助。

Worked well to see how people feel about issues

很好地展示了人们对问题的感受。

Good for evaluation

适用于评估。

It is important to recognise that mood lines can raise sensitive issues so it is often necessary to keep them confidential

重要的是要认识到情绪线条可能引发敏感问题，因此通常需要保密。
### Linkages: Flow diagrams

Flow diagrams can help to clarify what happens next or “what happens if”.

![Flow diagram](image)

- Can discuss details of problems or solutions, or steps of how to get from problem to action
- Also useful in planning

### Linkages: Venn / chapatti diagrams

The interlocking circles are used to show organisational relationships.

![Venn diagram](image)

- Good for portraying institutional linkages and the relative influence of organisations in decisions
**Linkages: Spiders**

Spiders diagrams are useful for brainstorming issues.

- Good as first step to outline all the issues
- Needs to be followed by setting of issues in priority order
- Not good on its own if other people come along and analyse it

![Spiders Diagram](image)

**Priorities: J and L categories**

These can be used to assess likes and dislikes and discuss people’s priorities.

- Good if it leads on to further analysis of categories
- In area 3 a chessboard was used with children and young people which worked well

![Priorities List](image)
### Priorities: Bar charts

Bar charts were also used to show people’s priorities.

<table>
<thead>
<tr>
<th>Methods</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bar charts</td>
<td></td>
<td></td>
<td></td>
<td>Works well as people could easily visualise relative values</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Works well with movable objects to form bars so that people can change their minds</td>
</tr>
</tbody>
</table>

---

### Priorities: Pie charts

Pie charts were used in the household studies and in group work to look at people’s spending. Families were asked to list everything they spent their money on each week and draw a large circle. One segment was allocated for each item of expenditure - the larger the expenditure, the bigger the segment.

<table>
<thead>
<tr>
<th>Methods</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pie charts</td>
<td></td>
<td></td>
<td></td>
<td>Pies seem difficult for some people to visualise but some people had no problem dividing the pie</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>It made some people feel it should be ‘mathematical’ and very precise</td>
</tr>
</tbody>
</table>
### Priorities: Matrix ranking

Matrix ranking can be used to assess different issues by different criteria and discover individual or group priorities.

<table>
<thead>
<tr>
<th>Methods</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>☻ ☻ ☻</td>
<td>☻ ☻ ☻</td>
<td></td>
<td>Important to understand how different people of different age, gender, and ethnicity rank or score different factors</td>
</tr>
<tr>
<td></td>
<td>☻ ☻ ☻</td>
<td>☻ ☻ ☻</td>
<td></td>
<td>Helps to start to set priorities</td>
</tr>
</tbody>
</table>

![Image of matrix ranking]

---

### Priorities: Scoring / ranking

A flip chart with the heading "How do you make your money go further" was displayed and people were asked to write down anything they did. Other people who came along were asked to add to the list, and also show whether or not anything on the list was something they did too, by putting coloured dots in the columns headed by a happy or sad face.

<table>
<thead>
<tr>
<th>Methods</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>☻ ☻ ☻</td>
<td>☻ ☻ ☻</td>
<td></td>
<td>The different criteria people developed were interesting</td>
</tr>
<tr>
<td></td>
<td>☻ ☻ ☻</td>
<td>☻ ☻ ☻</td>
<td></td>
<td>Teams were only really comfortable to use matrices if they had gone through them thoroughly in training</td>
</tr>
</tbody>
</table>

![Image of flip chart]

---
### Priorities: Pair-wise ranking

Pair-wise ranking can be used to assess what the best option is.

<table>
<thead>
<tr>
<th>Method</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pair-wise ranking</td>
<td>😊</td>
<td>😊</td>
<td>😞</td>
<td>Worked well with children to look at favourite foods and drinks</td>
</tr>
</tbody>
</table>

![Image of pair-wise ranking grid]

### Priorities: Wealth line

Wealth lines were used to facilitate discussion around what it meant to be poor and where the most socially excluded people live.

<table>
<thead>
<tr>
<th>Method</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wealth line</td>
<td>😞</td>
<td>😊</td>
<td>😊</td>
<td>Teams were reluctant to address wealth and poverty, but once they did the wealth ranking worked very well – people started to take over the process as they felt so comfortable doing it</td>
</tr>
</tbody>
</table>

![Image of wealth line discussion]

Reaching the parts...
### Priorities: Food wealth line

These were used in single sex groups, and in mixed groups on the street. One end of the line represented having enough money to buy what food people wanted, without worrying, and the other represented having to budget very carefully, every day. People were asked to put a cross where they felt they were on the line and explain why, and their answers were recorded on post-it notes.

<table>
<thead>
<tr>
<th>Methods</th>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food wealth line</td>
<td>😊</td>
<td>+</td>
<td>+</td>
<td>Enables people to define their own perception of food wealth</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Easy and quick to use in the street and on ‘dip’ days</td>
</tr>
</tbody>
</table>

---

### Evaluation: Evaluation wheels

Evaluation wheels help to identify criteria by which something can be assessed.

<table>
<thead>
<tr>
<th>Evaluation wheels</th>
<th>😊</th>
<th>😊</th>
<th>😊</th>
<th>Used to evaluate training and support days</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>+</td>
<td>+</td>
<td>+</td>
<td></td>
</tr>
</tbody>
</table>

---

---
Evaluation: Matrices

Evaluation matrices can be used to assess different topics by different criteria.

The ‘H’ (first developed by Scottish Participatory Initiatives) was used to evaluate the progress of the project during the sharing meetings and has since been widely used by Sustain with focus groups.

Used in all areas to assess training and progress

Used to assess whether project was meeting its objectives, if not why not, and what lessons can be learnt.

Can also be used in groups for looking at problems and solutions.
Evaluation: Margolis wheel

This is a method for generating the maximum number of solutions to problems. Seated in concentric circles facing each other in pairs, people on the inner circle suggest solutions to those on the outer circle. By moving around the circle, one person at a time, each person with a problem gets ideas from all the advisors.

used to address problems in support meetings
uses team’s experience and knowledge to solve their own problems

Evaluation: Shopping trolley

This method was used by one of the team members who was evaluating the process in Brighton.

fun and easy to use
obtains lots of useful information efficiently
### Planning and action: Problem walls / solution trees

Problem walls help to identify problems on a particular theme. Once these have been identified, solution trees are useful to identify solutions. This is a first step and it is important to move on to set priorities.

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺ +</td>
<td>☺ +</td>
<td>☺ +</td>
<td>Needs to be ranked and problems linked to solutions</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Can build on these techniques at different events</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Can be used with large groups or at events</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>May need to write for some people if they are not comfortable with writing</td>
</tr>
</tbody>
</table>

### Planning and action: Using post-its about different issues

Post-it notes are extremely useful for all PA activities. People write individually then the group clusters the post-it notes into different themes.

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺ +</td>
<td>☺ +</td>
<td>☺ +</td>
<td>Good for discussion and analysis of issues</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>May need to write on post-it notes if people are not comfortable with writing</td>
</tr>
</tbody>
</table>
### Planning and action: Implementation matrix

Matrices were used to discuss how easy or hard an action would be to implement and the likely impact it would have.

- Good to analyse the impact of proposals
- Can be used to decide which issues to start work on

### Planning and action: Responsibility chart

Charts were used to identify responsibilities and discuss timing. ‘By us’ means people can do things for themselves, ‘With us’ means they need support from organisations and ‘For us’ means it is someone else’s responsibility, usually the council or retailers.

- Good for judging who might do what
- Works well with people from the community and with policy makers to identify exactly who will take action
**Planning and action: Action planning**

Community action plans were developed in each area. More detailed action plans on specific issues were also developed.

<table>
<thead>
<tr>
<th>Area 1</th>
<th>Area 2</th>
<th>Area 3</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>☺</td>
<td>☺</td>
<td>☺</td>
<td>Good for getting to an action plan for a specific group – go into detailed plans including responsibilities, timing, venues and costing and what, how, who, when and where.</td>
</tr>
<tr>
<td>++</td>
<td>++</td>
<td>++</td>
<td>☺</td>
</tr>
</tbody>
</table>

**Planning and action: Participatory report planning**

Chapters, themes and issues can be written on post-it notes and then clustered to plan a report.

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<td>Clarifies report outline and content</td>
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Of course, not everyone – literally – could be involved in the process, but it aimed to be as inclusive as possible. Members of the teams in every area understood the process better and were more likely to assume ownership when they had been involved in the process from the beginning, including setting objectives and planning. This is explains why it was vital to have managers from the local authorities involved in these early stages. The greater their involvement, the easier it was for them to appreciate the project’s activities and be able to support the policy proposals that came out of the Community Mapping project. It was particularly important to involve representatives from relevant local initiatives such as Health Action Zones, New Deal for Communities and Single Regeneration Budget programmes.

A good way to make sure the policy makers stayed engaged was to establish a group that received regular reports from the Community Mapping project. Given the pressure on policy makers’ time, it was important to set dates for meetings as far in advance as possible. Even then, coordinating people’s diaries proved to be a headache, and in one area the team held longer, open sessions where people could drop in at different times. It was felt that it was important that policy makers also took part in some PA activities, so that they could better understand the process. Reading about participation (including this report) is no substitute for the real experience!

Even though interest can wane when it comes to the less enjoyable task of writing the Community Mapping report (see Be flexible and realistic) it was important for teams to own the report, by having the chance to plan what is included, check it, make changes and have their contribution acknowledged. This avoided the trap of letting a few key professionals write it and put only their names on the report!

In terms of ensuring that no section of the community was excluded (see also Check, check and check again) it helped to have on the team people who had experience of working with, for example, young people, different ethnic groups, or elderly people. Interestingly, at one stage it was felt that it might have been less complicated to focus on one or more specific groups in the community rather than try to involve a wide range of groups. In the event, discussions between people from different groups, and comparing issues and solutions suggested by different groups, turned out to be a rewarding aspect of the project.

This didn’t mean that all groups participated simultaneously, all the time. There were single sex groups for some of the exercises, groups arranged for particular age categories, and others for people with particular ethnic backgrounds. On other occasions, and using other methods, the participants were in mixed groups. Both approaches were of equal value. What is important is to record who has said what.
Food poverty is a complex phenomenon and it manifested itself in different ways both within and between the three areas. In each place, there was a diverse range of people from different backgrounds and on different incomes, so the degree and nature of the food poverty they experienced varied. For example, in two of the three areas, some residents characterised their locality as being a "food desert", but food poverty was not immediately apparent in the third. A mixed income area, it took PA to identify that pockets of deprivation did exist.

Moreover, people experience different forms of food poverty for different reasons. For some people the main problem is money, while for others it is children’s demands, transport or the quality of the local shops. Problems may also differ according to gender, age and ethnicity. It is vital that this diversity is reflected when developing solutions. These, and other issues, are explored in more detail in each of the sub-divisions of the section: *It provides – immediately – plenty of high quality information.*

The danger of trying to involve as many people as possible in every aspect of the Community Mapping project is that too many conflicting issues emerge. It was very important, therefore, to have clear leadership within the teams and a system to ensure that everyone knew what their role was.

The need for clarity extended beyond the team to who, in the community, had been included in the analysis and verification of priorities, and who was going to take forward any recommendations that were agreed. Often they came from specific groups and it was important these groups stayed involved and had the support of local statutory organisations where appropriate.

‘Dip-Day’, collecting information from people using the row of shops known as ‘The Dip’ in Hollingdean.
Be flexible and realistic

Flexibility

In addition to the commitment and flexibility of the teams, a key ingredient in the project’s success was the flexibility of the project managers and the funders, particularly in terms of the timetable for the project. Inflexible funding and management can blight any project but it could ruin PA processes, given the commitment to being responsive to local people’s priorities and not predetermining any results. In each area the focus and direction of the project was continually assessed, using PA techniques, and adjustments were made. This sometimes delayed the timetable and having project managers and funders who understood why this happens was invaluable to the process.

Flexibility in terms of the size of the teams was also important. The number of people in a team varied, depending on the scale of the project and the time that individuals had available. Teams ranged from six to fifteen people while the Community Mapping project was being undertaken but it was felt that they could have been smaller, provided there was a larger local support team. Initially, we had felt it was vital to include local residents in the training but we found that, due to other commitments, some local people preferred to be involved as participants, rather than as facilitators.

Aims and objectives were constantly reviewed by the project team and activities developed and adapted accordingly.

![Diagram: Nosh and Dosh (Leicester) - Objectives](image)

- Historical Objectives
- Revised Objectives
- Activities
- Measures & Indicators
- Risk and Assumptions

- To use community mapping techniques to involve local people in finding out about their local food economy
- To use PA techniques in working with local people and workers to find out about food and other local issues
- To identify solutions with the local community
- To see how people see the issues of food in relation to their lives
- To try out, adapt and develop the tools
- To enable local people to analyse and present the outcomes
- To support local action for changes linked to the outcomes
- To influence organisational structures and individuals to develop and respond to participation processes and community solutions
- To develop awareness of PA by using the techniques with the Reference Group
- To develop personal challenges/barriers and how process overcomes them or not
- To give local people skills to use PA in different situations build on skills
- To use the techniques as transferable skills/methods for other local authority community consultation processes e.g. SSI, New Deal
- To involve local people in feedback and taking movement from there
- To identify groups who are or are not receptive to change, who are or are not responsive to change
- To provide opportunities for them to share with others
- To give local people skills to use PA in different situations build on skills
- To get local people involved in feedback and taking movement from there
- To develop personal challenges/barriers and how process overcomes them or not
- To use the techniques as transferable skills/methods for other local authority community consultation processes e.g. SSI, New Deal
PA is not a magic solution to all the problems in a community. Some people – volunteers or employees – may just not take to the PA methods. Even if they do, not everyone will have the time to stay involved until the end of the process. Interest tends to decline during the report writing stage! Some of the analysis and writing in this project had to be done by a smaller team of people and then checked with the larger group and with community members.

It is also the nature of this type of work that it challenges existing ways of working, both within and between organisations. Those involved need to be prepared to adapt and be flexible enough to try something new. (See also *Get everyone’s commitment, to the process and the results.*)
Allow plenty of time and money

Time

Skilled and experienced facilitation is an essential element of PA and this takes time and money. A general training course, lasting three to five days, is usually not sufficient for people to be able to use PA methods. Training needs to incorporate the specifics of a project alongside general material, and continued support and training needs to be available for people to feel confident about using new methods. Training other people in these techniques is itself a skilled process, so relatively new trainees should not be expected to undertake it. In addition, the continued commitment of managers is vital. The level of managerial support fluctuated both within and between the three locations, partly because we couldn’t be clear, as it was a new project, how much time would be necessary.

As a result of the pilot Community Mapping project we can now estimate that the following amounts of staff time would be needed so that the project would not only generate high quality information but also lead to community-wide action planning:

- 25-30 days of training and support in PA provided by a professional trainer in such methods. This includes three to five day initial training course, and four to five days of workshops to further develop the teams’ capacity and confidence and review the process. Support was also available for meetings in the community and with policy makers;
- two to three days a week from the local co-ordinator for the whole period of the project;
- 20-40 days from each member of the core team of three to five people. This will allow them to attend all the training, planning and co-ordination meetings, undertake PA in the locality, do the analysis, and plan the verification and how to pursue further action;
- five to ten days from each member of a larger local team interested in participating in the Community Mapping project;
- two or three days from a large group of people, often policy-makers and other relevant officials, who are prepared to offer occasional support and advice and to incorporate the results of the Community Mapping project into their work.

Much of this time could be integrated into existing work plans, but if not, money for new staff time would need to be found. Less time would be needed working with fewer groups in smaller areas or with particular sectors of the community.

Evaluation was also very time-consuming (see What we did) but it was useful for the personal development of individual team members, and the process of continuous evaluation and readjustment helps avoid the danger of continuing along an unhelpful course by default. We also evaluated and documented everything we did so that others could learn from our experiences. As these methods and processes become more widely used (we hope), this level of documentation should be less and less necessary, so some time would be saved.

Using visuals to report on the results of an evaluation.
It is not possible to calculate the precise costs of a community mapping project as this varies depending on a number of factors, including the aims and objectives of each local area, whether or not people are in place to take on some of the work and the availability of rooms for meetings.

In addition to the obvious costs associated with the consultancy, training and staff time outlined above, the budget should also include the cost of flip charts, post-it notes, pens, and other visual aids as well as funding for local meeting rooms, travel and so forth. Designing and producing a report of the process also costs money. As PA relies heavily on visuals, reports benefit from being designed by someone with desk-top publishing expertise – either in-house or bought in. Similarly, printing in colour does more justice to the process than black and white, but is more costly.

For some of the activities, some form of payment (£10-£15 or the equivalent in vouchers) was provided to acknowledge people’s time and valuable contribution to the project. For the same reason, providing childcare, and activities for children while parents were busy in the groups was also important, and so needs to be included in the budget. Finally, providing food and drinks – an essential attraction for many meetings – also needs funds.

Clearly, the amount of time and money needed is linked to the scale of the project. The larger the area, and the less focused the topic the longer it will take. It should also be noted that this was a pilot project, and the lessons we learned should help to make similar processes in other areas more cost and time efficient.

All of that said, participants all felt that the process was well worth the time and money spent. It may appear more expensive and time-consuming than traditional research and faster policy implementation, but it was felt to be a cost-effective way of combining research with community development, yielded a mass of information, resulted in the development of community action plans and a whole range of other valuable outcomes. In short, the process should be regarded as an investment, rather than a cost.
Using PA, it is important to review constantly who in the community is getting involved and at what level. The community is not homogeneous and records should be kept of participants’ gender, age, ethnicity and any other relevant factors so each issue can be analysed, according to who said what. When information is gathered from a range of different places, using a variety of methods, it can get quite complex. Even if team members collate this information to allow some analysis, the analysis still needs to be checked with the people who generated the information, to avoid the risk of misinterpretation. This process of verification gives people the chance to discuss some topics in more detail, agree or disagree with issues that have been raised, fill gaps that have become apparent, set priorities and discuss who could do what, and by when.

The process of checking includes, of course, any reports of the Community Mapping project, and policy makers should be involved, since they may determine the extent to which any policy recommendations are actually implemented.
Confidentiality is a crucial aspect of any participatory process and the names of people involved in any of the methods must not be revealed unless their permission is given. Similarly, any visual material needs to be checked to make sure that people cannot be identified, if they do not wish to be. On occasion people may not want the location of a project to be revealed, as many communities have had very negative media coverage in the past and wish to retain some privacy. However, the teams decided not to make localities anonymous, and this was made clear to all the individuals involved. Individual confidentiality was, however, maintained. Even in the pilot areas where some workers were funded through the Single Regeneration Budget, which requires names, initials or names with contact details, this information was kept separate from the Community Mapping project.
People’s attitude is the key to success. It means taking seriously the views of local people, being able to put personal agendas to one side, and being willing to take part on an equal footing with people from a wide variety of backgrounds.

In this project, the dedication of the teams was also a major element in its success. The best arrangement seemed to be establishing a small, core team to carry out most of the work, and a larger local team to help with planning and support at different stages of the work. Members of the larger team will need to be committed to the process as a whole, but will have less time available for direct involvement.

People also needed to be prepared to change what they do and how they do it as a result of their involvement in the Community Mapping project. For those who came from the larger agencies, such as the local and health authorities, and who did not have community development backgrounds, it required a major shift of thinking – a "letting go". This was quite challenging but was made easier by having been involved in the Community Mapping project from the beginning.

Involving local community members in the analysis and verification of the project findings so far during Hollingdean community festival.
The Community Mapping project created a network of local residents and workers trained in, and with experience of using PA techniques in real situations. Since much of the success in using PA methods depends on the skills and confidence of the facilitators these people will be very valuable for any similar processes in future. Indeed, some team members have already used PA for their work in other contexts (see It contributes to, and can be integrated with, other initiatives to improve an area).

Even those not directly involved in the training or in using the PA methods – such as some policy makers - learned a great deal about this participatory approach. Local policy makers became aware of what people in the community needed, what people were able to do for themselves, and where they needed help. Similarly, local people, by being involved in the process, built on their capacity to analyse their own problems and take action to change their situation. Some people identified changes they could make for themselves, as a result of participating in the project, such as stopping smoking, sharing cabs, and encouraging children to eat fruit.

It also made people aware of the council’s responsibilities and sparked off a range of proposals about what the council could do to improve their area (see below). In the longer term, these skills and the confidence to use them, could contribute to the health of local democratic systems.

Matrix to evaluate what team members felt they had learnt as a result of involvement in the Community Mapping project.
Many people who took part in the project remarked that this was the first time they had been asked for their opinions. They had not previously been aware of community work in their area that was trying to stimulate change, and some people were willing to give their names and addresses so that they could continue to be involved. Often, when traditional consultation takes place, it is the same people who come to meetings. This project still included those people, but also involved those who might never normally play an active role in shaping the future of their community.

Often, work to address food poverty is not reaching the people most in need. Knocking on doors and offering food vouchers for people to participate in the Community Mapping project identified the first evidence of food poverty in what had been designated a relatively comfortable area in Brighton. Using PA methods to identify the poorest people meant that efforts could be focused on where they were most needed. Currently, whole areas can be designated as poor – when not everyone who lives there needs help. Conversely, pockets of deprivation exist in areas of relative affluence. Using simple, visual devices enabled us to look at the complexity of issues and break down assumptions about people living in an area.

As well as contacting people who otherwise would not have been involved, new links were also forged between and within the public, private and voluntary sectors. These are not only useful in themselves, but can also lay the foundations for future work.
Although the Community Mapping project required significant investment of time and money, it was considered by all the participants to be a cost-effective way of obtaining a large amount of high quality information and increasing their understanding of food poverty and how it affects people locally. This is largely because of the methods used, which help to engage the interest of people who are not always involved in the community. If this information had not been provided through the Community Mapping project, it is likely that money would have had to be spent anyway, as community participation is a requirement for other government programmes (see *It contributes to, and can be integrated with other initiatives to improve an area*).

Moreover, as outlined in *The Community Mapping Project*, traditional research methods are "extractive" and the people from whom the information is extracted rarely see the results of the analysis, let alone influence any policy recommendations. However, using PA, people are engaged in finding out about their own situation and see and analyse the results. This immediacy can be very empowering. For example, rather than figures analysed from interviews being compiled, by someone else somewhere else, into a pie chart, people draw their own pie chart analysing an aspect of their lives. This visual representation can lead, straight away, into discussion and further analysis using other PA methods. This information can also be cross-checked and triangulated - using different methods with different groups - adding richer perspectives to an issue.

The Community Mapping project both confirmed what we already knew about food poverty, and provided some sharper insights into, and richer detail about what food poverty is and how it affects people. Some of the issues, although not entirely new, had not been raised before in one or more of the three areas, and so represented important new dimensions to local processes. The following is a summary of the issues that arose during the work. Some of these topics are covered in more detail in section two.
The battle to keep children fed and happy was an issue in every location. In one area some were clearly losing the battle, as children were very thin, a few showing signs of serious malnutrition. Children involved during a "street" afternoon said they had not eaten anything that day. Others reported eating regularly, but the amounts were small and the foods high in fat and/or sugar (chips, crisps, biscuits, sweets and chocolate). In one area, only two children in one school class mentioned eating vegetables and none said they ate fruit. This is extremely worrying.

Also concerning is the extent to which children’s demands seemed to shape the shopping and eating habits of whole families. Given the influence of advertising, and the lack of influence of food education in schools (see below) many families may be eating a nutritionally poor diet because that’s all their children will eat.

Advertising

In two of the three areas advertising was singled out as making it harder for parents to afford a healthy, balanced diet. Parents said they could not afford the heavily advertised brands, but feared that their children would be ridiculed at school if they did not have the "right" food or soft drink in their packed lunches. Children do not understand that their parents are not able to afford some products and many are also fussy eaters. Given the pressure on their budgets, parents felt they had to buy what they knew the children would eat, to avoid waste, even though they knew it was "junk food".

In the absence of some protection from "pester power" some parents resorted to putting cheaper products inside branded containers, for example with cereal boxes. Others reported that this didn’t work, as children seemed to be able to notice the cheaper substitute and refused to eat it. Due to the overwhelming impact of advertising on some parents, several workers suggested banning TV advertising aimed at children.
Schools

In one area, teachers reported that some children were coming to school hungry. In another, most children reported eating breakfast regularly and those that did not said it was because they were simply late for school. In another, a daily activity chart done in schools showed children not eating anything for long periods. Others ate regularly, but tended to make unhealthy choices – burgers, chips and puddings.

These unhealthy choices are reinforced outside schools. For example, at a street festival in one area, the only food available was burgers, chips, ice-cream and popcorn from mobile vans. Yet children were perfectly happy to eat the free apples available from the Community Mapping team at the festival.

During the school holidays, when children are not getting their free school meal, the problem is the extra cost of feeding them, particularly when they eat more because they are bored.
Unreliable and expensive public transport was highlighted in all three locations, and was a particular problem for elderly people in two of the areas. Some elderly people reported not buying fruit and vegetables – even though they knew they should eat them – simply because they could not carry them home from a distant shop or supermarket. Some older people had to rely on family and friends to take them to the shops.

People tended to do the majority of their shopping in supermarkets and had to travel between two and three miles to get there. This means a significant proportion of the household budget has to be spent on transport, leaving less for food. Sometimes people had to resort to taxis, as public transport was not available. People were resourceful in sharing taxis, but in one area, the taxi drivers sometimes charged extra for the additional bags.

Sometimes the simple solution of providing bus timetables at bus stops helped local residents to use local transport.
Several children had said, in a PA exercise in school, that they would like to eat more fruit, but mothers said, in a separate activity, that giving children fruit to encourage good behaviour costs too much so they gave them biscuits, sweets or toast instead. People were also unable to afford to waste food, so buying food they knew the children would eat was routine.

A single mother with six children explained how she had just £40 a week to feed the family of seven. Some people on benefits (which are paid every two weeks) reported eating well the first week, but not the next. Food was seen as a flexible budget item by some people struggling to make ends meet. One woman said she ate just one meal a day, often only a sandwich - or relied on toast for days, so that bills could be paid or so that the children could eat. Other people skipped rent payments they could afford to eat. Yet despite the most careful budgeting, some people still blamed themselves when the money ran out.

In one area, people had difficulty buying tokens for the electricity and gas meters. This was because local shops had stopped selling them, due to vandalism, which meant that people had to spend money to travel into the city to get them, further reducing their food budgets. Ironically, people with a bank account can pay their bills by direct debit, which is cheaper than tokens, whereas people with low incomes, and no bank account, have to pay more than wealthier people for their electricity. Buying the tokens reduces the amount available for food, but not buying the tokens means you can’t cook the food.

Some elderly people, and disabled or housebound people from all ethnic groups reported having little money and being unable to go shopping and choose their own food.

Many people clearly knew what a healthy diet was and some were able to afford the food they wanted to buy. One woman reported giving children fruit or yogurt instead of sweets for snacks. Another said she introduced her children to fruit and vegetables early on, so they could get used to the taste. They acknowledged food poverty was a problem, but were clear that they were not experiencing it. Some felt that being in work – almost irrespective of the income from the job – improved people’s food choices. For others it was a question of priorities. For example, one single father living on benefits said he had plenty of money for food because he made it a priority - he and his child ate the same food and he would save money and get exercise by walking into town.
Quality of the shops

In all three areas people said the area lacked good quality, affordable shops. Two of the three areas were readily described by some residents as "food deserts", and even the third – though not regarded as a "food desert" – was not thought ideal by local people. Local shops were rarely able to cater for the ethnic diversity of the area, leaving many groups either without culturally appropriate foods or having to travel some distance to obtain them. Some people reported adopting unhealthy British eating habits, rather than retaining their own, healthier cooking, simply because it was so hard to obtain.

Some people thought that a supermarket would improve matters, bringing a wider range of higher quality food to their area at lower prices. Others considered that a supermarket might make matters worse, driving out the remaining few local shops and providing poor value for money. A few reported avoiding supermarkets, because they were tempted to buy things they couldn’t afford. Some people therefore suggested re-introducing a range of local shops to their area, such as a greengrocer, bakery and butcher’s shop.

Crime remains a problem for many local shops, and in one area they had felt forced to stop selling the electricity tokens that people needed for their meters. This probably further reduced the amount of trade, as people would probably shop in town when they travelled there to buy tokens.

High and inconsistent pricing was also highlighted in one area, as was the unhygienic appearance of some of the shops and the food, and the lack of choice and poor quality of some items, particularly healthy foods such as fruit and vegetables. In short, people have a range of criteria for choosing where they shop, not just cost and convenience.

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Matrix showing how people rated local shops, according to a range of criteria - the more round stickers, the higher the rating.
Places to eat and meet socially

In one area, not only were there few local shops, but there were no social places to eat, such as a café or even a pub within walking distance. A bingo session once a week in one community centre, that offered pizza and chips for less than a pound, was said to be very popular. The meals offered to elderly people were a lifeline for some, both in nutritional terms and – if they were provided at a centre – socially. Lunch clubs were especially important for elderly people living alone.

Of the facilities that were available, women tended to use places that were open during the day, whereas men would socialise in the evening at, for example, a working men’s club. Food available for children at one street party lacked variety and was nutritionally poor, consisting mainly of burgers and popcorn.

Going out to eat with family or friends, to a pleasant place and with a good choice of food, is taken for granted by many people. The lack of such facilities in some areas has perhaps been a "hidden" dimension of food poverty so far.
People highlighted the fact that some families rarely sat round a table to eat together. The children may want to watch TV while they eat, some other family members may work shifts, and people felt there was too little time, generally, to cook properly. Shopping, preparing and cooking food, and eating is a pleasure for many people, but a chore for some people on low incomes.

Most people understood what healthy eating means and many mentioned organic food, though considered the prices unrealistic. There was varied evidence of lack of cooking skills. One woman explained that she couldn’t cook, not because she lacked the skills but because the cooker had broken and she couldn’t afford to have it mended. Another – a young mother - said that she hadn’t thought about food or cooking before she had children, which had pushed her into cooking.

Many people had finely tuned budgeting skills. One person, for example, said they used four different supermarkets to take advantage of all the special offers available. Others, however, particularly young parents on benefits, felt they needed help with budgeting skills.
There was no shortage of enthusiasm and ideas from people about how to tackle the problems they faced, and the action plans in section two are testament to that creativity. Ideas were also introduced by workers in the areas although this was always indicated. Discussions about food, using PA methods, proved to be a good way of finding out about poverty. Initially the teams were reluctant to analyse poverty and wealth, fearing that people would find such a discussion intrusive. However, contrary to expectations, people were happy to talk about money using PA methods such as food wealth lines. This was actually one of the few areas where local people wanted to facilitate as well as participate and it offered a richer understanding of how people assess relative poverty and wealth.

It can also be creative to involve outsiders on the core team – people who do not know the area and who therefore do not have any preconceptions about what the problems are or what the solutions might be.

In all of the projects the findings contributed to the development of relevant government initiatives.
In the past, one of the main problems with some community consultations or participatory projects has been that, in the process, people’s hopes are raised that action will be taken to improve their situation. In the event, they are often disappointed. Too often, there has been no policy vehicle for taking forward the proposals, so nothing happens. With the Community Mapping project every attempt was made to integrate the process into existing policy initiatives so that issues raised would be pursued. At the outset of the project a review of relevant policy initiatives revealed the following, in no particular order:

- Health Action Zones
- Healthy Living Centres
- Out of School Hours Learning
- Education Action Zones
- Health Improvement Programmes
- Local Transport Plans
- National Healthy Schools Scheme
- New Deal for Communities
- Single Regeneration Budget
- Breakfast Clubs
- Intervention Board (for agricultural produce)
- Social Exclusion Unit (particularly Policy Action Team 13)

In each of the three locations, some of the proposals that arose from the Community Mapping project are being taken forward by one or more of these national policy initiatives, and hence have a better than average chance of being implemented. Ensuring that the process has contributed to the work programmes of existing workers, as in Brighton and Coventry, has also increased the likelihood of proposals being implemented.

Moreover, people trained in PA, through the Community Mapping project have gone on to support other local processes, including the following:

Leicester Volunteer Centre carried out a six week consultation with the community within the Single Regeneration Budget Leicester North West area, looking at “extending volunteering opportunities”. Six local residents and four workers were trained in PA by Development Focus. The Centre is also working on PA methods with a Food and Youth Worker from the City Council to set up an action group in a local school. The group will involve staff, parents, dinner ladies, governors and children and will look at tackling issues raised using PA in that school, and by parents and other young people;

Coventry Community Education is looking at how to meet the needs of disabled students at a local college, and is exploring a range of issues with young people;

In addition, what we have learnt from the Community Mapping project is already being used to inform other PA projects and processes around the country, including:

- East End Health Action in Glasgow, a non-governmental organisation undertaking a PA analysis of issues such as territoriality, substance abuse and positive parenting, in the Social Inclusion Programme supported by Oxfam, with training from Development Focus;
- Salford Council and the local voluntary sector groups working with Oxfam and supported by Development Focus on a New Deal for Communities process;
- Department of Health funded discussion groups, facilitated by Sustain, to enable local groups to participate in the development of local and national policy to address food poverty.
General Recommendations

Whilst more time is needed to assess the long-term impact of the Community Mapping project, it is possible to make the following recommendations as a result of the pilot study:

**Variety is vital.** Our experience showed that using a wide variety of visual methods, it was more likely that we contacted people who would not normally become engaged. This is a major strength of this initiative and, if good records are kept, this ability to "reach the parts..." can be demonstrated. If policy makers are willing to live up to their rhetoric about participation, these approaches can encourage the most socially excluded groups to become included, perhaps for the first time. For this reason alone we would recommend investment in Participatory Appraisal, but there are many other reasons too.

**Embrace diversity.** Because of the wide range of people involved, a similarly wide range of issues will emerge, and there will be divergent views about many of them. Do not try to squash this diversity into already existing policy "boxes". Rather, the policies need to be adapted to reflect reality. Don’t assume that poor (or rich) areas are homogeneous – they are not. Monitor – by age, gender, ethnicity and social status – who is taking part so that any problems and solutions that arise are correctly attributed, and no groups or people are excluded. Men, in particular, tend not to get involved in discussions about food, so specific efforts should be made to seek out their views.

**Gain a local understanding of poverty.** Despite reluctance in the teams about talking about poverty and wealth, it was found to be crucial. Participatory Appraisal should be used to assess which groups or individuals are suffering from food poverty, including identifying pockets of deprivation in areas of relevant affluence. This can show where community development work is needed and allow funds to be used more effectively.

**Be flexible, but rigorous.** The process may take more or less time than you predict, unexpected issues will arise, plans will have to be revised, and activities reshaped. Make sure any funders and/or policy makers are happy about this flexibility. Participatory processes can be stifled by rigidity. At the same time be rigorous and systematic, including in the monitoring and evaluation of a project. These approaches are not quick or cheap, but the investment is repaid.

**Get professional training and support.** One-off general courses in Participatory Appraisal are a useful starting point but there should also be training geared to the particular aims and objectives of your project. You will also need support throughout the process. New trainees cannot be thrown in at the deep end, nor can they train others without extensive experience and further training. As the Sustain project develops, people who took part in the original pilot projects will receive further training to consolidate what they already know and enable them to train other people.

**Be committed to take action.** Make sure, at the start of the process, that decision making structures can accommodate and pursue any proposals that arise, and that there will be money available and, where possible, a dedicated worker for example, to implement at least some of the solutions developed by the community. Single Regeneration Budgets, New Deal for Communities, and Health and Education Action Zones are all relevant structures and possible sources of money. In future, we hope that Participatory Appraisal will be integrated into the budgets of these and other regeneration programmes.
As we have shown, food poverty manifested itself in different ways both within and between the areas involved in this project. There is, therefore, no simple solution to the problem of food poverty that can be stipulated as a result of this research. Nonetheless, action in the following policy areas at national level will help people at local level who are working for change.

The diets of some children are seriously deficient, and their narrow preferences may be restricting the diets of their families. We acknowledge that efforts are already being made to improve **food in schools**, but these are not yet reaching all children. They must do so urgently.

One reason why efforts to improve children’s diets are failing is the pernicious effect of **food and soft drink advertising**. By banning tobacco advertising, Government has accepted the argument that children should be protected from its influence. It should consider the same action to protect them against insidious encouragement to eat unhealthy food and diets.

This project confirmed that **transport** remains a serious problem for many people. Local Transport Plans should consider using Participatory Appraisal methods to understand people’s concerns about transport and make sure that any improvements properly reflect the diversity of people’s needs.

Despite recent Government changes in benefits and wages policies, it is clear that many people still do not have enough **money** to afford a healthy diet. The government should consider adopting minimum income standards to ensure that wages and benefits are adequate, including to cover the cost of a healthy diet.

Cost and convenience are not the only factors to take into account when seeking to regenerate the **shopping facilities** in an area. Policy makers should not assume that a new supermarket is (or is not) the most appropriate solution but should try and understand people’s own criteria for deciding where to shop when planning new retail developments.

The lack of places to eat where people can socialise may be one of the overlooked aspects of food poverty. Cafés, restaurants and pubs should be integrated into any proposals for improving facilities in an area.

Teaching cooking skills is not always the most appropriate way to address food poverty. Many people can cook perfectly well but lack other elements – for example, a cooker, cooking utensils, time, children that are willing to eat home-cooked food – to make it a realistic option. **Cooking clubs** can perhaps be more useful if they combine cooking with other functions such as social gatherings, and encouraging children to try different food.
This pilot Community Mapping project has been very successful, producing a whole range of unexpected, as well as expected outcomes. Action is already underway in each location, and the work has contributed to the development of local government initiatives as outlined in the previous section. The increased knowledge and understanding of food poverty and how it affects people locally has affected directly longer term plans for the community development and food workers. There is a pool of people trained in Participatory Appraisal in each of the pilot project areas and there are already demands for them to support other processes.

We hope this report has shown that the approach holds great promise and is worthy of further investment by national and local government. Thanks to funding from the Department of Health, by summer 2001 we should be in a position to draw further conclusions and make recommendations for further development. These findings will be even more robust if more people undertake Community Mapping projects in a variety of locations and explore a range of issues including, but not restricted to food. We look forward to hearing about your experiences.

In the meantime, we intend to promote this report, and the processes that led to it, as widely as possible. We also want to maintain and extend our links with other people using Participatory Appraisal and Community Mapping in other situations so that we can continue to learn from each other.

Many people in communities in the UK feel that they have no power. Living amidst poverty, crime, vandalism and unemployment it is very difficult to find the motivation to play an active role in improving the neighbourhood. Often, even when people do participate in a consultation exercise, they find that no-one with any power is listening to their views anyway. The justified view develops that there is no point in participating in anything. However, a range of policies do exist that provide a remit, from the highest political level, to allocate funds to genuine participation in the process of finding out about and improving neighbourhoods. This could provide a turning point in the relationship between people and government. That is why this project used Participatory Appraisal methods to develop the Community Mapping project in three cities, and why the partners involved are continuing to explore this potential. These approaches hold out the promise of improvements in communities that are rooted there, and that will last.
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Sustain: The alliance for better food and farming

OUR WORK
To represent over 100 national public interest organisations working at international, national, regional and local level.

OUR AIM
To advocate food and agriculture policies and practices that enhance the health and welfare of people and animals, improve the working and living environment, promote equity and enrich society and culture.

MEMBERS
Action and Information on Sugars
Arid Lands Initiative
Association of Public Analysts
Association of School Health Education Co-ordinators
Association of Unpasteurised Milk Producers
Baby Milk Action
Bio-Dynamic Agricultural Association
British Association for the Study of Community Dentistry
British Dental Association
British Diabetic Association
Butterfly Conservation
Campaign for Real Ale
Caroline Walker Trust
Catholic Institute for International Relations
Centre for Food Policy
Child Poverty Action Group
Children’s Society
Common Ground
Commonwork Land Trust
Community Nutrition Group
Compassion in World Farming
Consensus Action on Salt and Hypertension
Council for the Protection of Rural England
East Anglia Food Link
Ecological Foundation
Ecologist
Elm Farm Research Centre
Farm Animal Care Trust
Family Farmers’ Association
Farmers and Food Society
Farmers’ Link
Federation of City Farms and Community Gardens
FLAG (Food Labelling Agenda)
Food Additive Campaign Team
Food Commission
Food for Health Network
Friends of the Earth
Gaia Foundation
Genetics Forum
GMB (Britain’s General Union)
Green Network
Guild of Food Writers
Health Education Trust
Henry Doubleday Research Association
Hyperactive Children’s Support Group
Institute of European and Environmental Policy, London
International Society of Ecology and Culture
Land Heritage
Local Authorities Co-ordinating Body on Food and Trading Standards (LACOTS)
Maternity Alliance
McCarrison Society
National Association of Teachers of Home Economics and Technology
National Confederation of Parent-Teacher Associations
National Council of Women
National Dental Health Education Group
National Farmers’ Union
National Federation of Consumer Groups
National Federation of Women’s Institutes
Northern Ireland Chest, Heart and Stroke Association
Oral Health Promotion Research Group
Permaculture Association
Pesticides Trust
Plantlife
Royal Society for the Protection of Birds (RSPB)
Rural Agricultural and Allied Workers’ Union (TGWU)
Scottish Crofters’ Union
Scottish Federation of Community Food Initiatives
Society of Health Education and Health Promotion Specialists
Soil Association
Townswomen’s Guild
UK Public Health Association
UNISON
Vegetarian Society
West Country Graziers
Wildlife and Countryside Link
Willing Workers on Organic Farms
Women’s Environmental Network
Women’s Food and Farming Union
World Cancer Research Fund

OBERVERS
Agricultural Christian Fellowship
British Dietetic Association
Chartered Institute of Environmental Health
Christian Aid
Consumers’ Association
Faculty of Public Health
Medicine of the Royal College of Physicians
Farmers’ World
Farming and Wildlife Advisory Group
Food Foundation
Health Education Authority
Intermediate Technology Development Group
Institute of Food Research
Institute of Trading Standards Administration
National Consumer Council
National Heart Forum
Royal Society of Health
Scottish Consumer Council
Socialist Health Association
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Please note
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Reaching the parts...

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