

Garden City Standards for the 21st Century

Practical Guides for Creating Successful New Communities

guide 11

people, planning and power





tcpa

Practical Guides for Creating Successful New Communities

Guide 11: People, Planning and Power

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**The Lady Margaret
Patterson Osborn Trust**



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Cover photograph of Lightmoor Village residents at the opening of the Myford Meadow Community Garden courtesy of Bournville Village Trust.

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The TCPA Practical Guides

Across the UK there is a shortage of housing, and it is increasingly understood that we need to plan and build new large-scale developments, in addition to renewing existing towns and villages. At the same time, many people worry that any new places built will be no more than soulless, unattractive dormitory suburbs. How can we prevent such outcomes? How can we ensure that new large-scale developments become socially and economically successful places – places that will improve over time, and in which people will want to live for generations to come? The answer lies in the Garden City development model – a proven way of funding, creating and maintaining successful high-quality places. A true Garden City is a place created following the Garden City Principles, set out in the box below.



National planning policy guidance on a range of issues has been greatly reduced, so practical advice about how to create successful new places is more important than ever. The TCPA's Practical Guides – on location and consent; finance and delivery; design and masterplanning; planning for energy and climate change; homes for all; planning for arts and culture; planning for green and prosperous places; creating health-promoting environments; long-term stewardship; 'edible' Garden Cities; and people, planning and power – are not detailed handbooks but instead set out the scope of opportunities for ambitious councils who want to create high-quality, large-scale new developments, whether or not they are able to follow all the Garden City Principles. The Guides highlight key points for consideration and offer signposts to sources of further detailed information. They are 'living' documents that will be periodically updated to reflect key policy changes. Although they are focused on policy in England, the principles and key recommendations can be applied across the UK. The Practical Guides will help anyone attempting to create great places, for everyone, whether or not they describe what they are trying to achieve as a 'Garden City'.

The Garden City Principles

A Garden City is a holistically planned new settlement that enhances the natural environment and offers high-quality affordable housing and locally accessible work in beautiful, healthy and sociable communities. The Garden City Principles are an indivisible and interlocking framework for delivery, and include:

- Land value capture for the benefit of the community.
- Strong vision, leadership and community engagement.
- Community ownership of land and long-term stewardship of assets.
- Mixed-tenure homes and housing types that are genuinely affordable.
- A wide range of local jobs in the Garden City within easy commuting distance of homes.
- Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.
- Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.
- Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods.
- Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

The TCPA has produced an extensive set of policy and practical resources on Garden Cities, which can be found at <http://www.tcpa.org.uk/pages/garden-cities.html>

Summary

There is an urgent need to rebuild trust between communities and the planning process. Local people often feel excluded from decisions that affect them most and perceive planning to be complex and technical and designed to bewilder. But people have clear legal right to be involved in the planning process, and their participation and local knowledge can immeasurably improve the quality of new development. For large-scale new development, the challenges are even greater and extend from the consideration of development options right throughout delivery, to the ongoing stewardship of a new community.

There are no quick fixes to securing meaningful public participation, but there are significant opportunities to engage honestly and openly over the location, design and delivery of new communities. For a new community, participation processes must be set within a deliverable framework for participation which has a clear scope and defined objectives and which is:

- transparent;
- front-loaded and long term;
- evidence based;
- honest;
- integrated;
- inclusive; and
- responsive.

These approaches require the right skills, capacity and resources to facilitate a collaborative approach.

This Practical Guide provides a high-level overview of the policy requirements, background principles and current practice in securing effective public participation. It emphasises the vital need to move beyond passive and tokenistic consultation to a genuine sharing of power and responsibility. It provides a series of brief case studies that illustrate the real practical benefits of community participation in improving the design of schemes and building trust.

Community participation is a cross-cutting theme which relates to all aspects of shaping a new development. There is a particularly strong relationship between this Guide and *Guide 9: Long-Term Stewardship*, which explores approaches to looking after community assets in perpetuity. These processes are also directly linked to opportunities to capture and share land values through the delivery of new places and so allow people to sustain and renew their community – as set out in *Guide 2: Finance and Delivery*.

1

Introduction

A new generation of Garden Cities cannot be achieved delivered without the support of local communities. New Garden Cities, and new communities inspired by the Garden City Principles, are places that give people a real opportunity to shape the development and ongoing direction of their community.

Achieving such empowerment can be one of the most challenging aspects of delivering new communities, because, as the recent Raynsford Review of Planning in England highlighted,¹ public trust in planning is at a very low ebb, and decision-making often defaults into passive ‘consultation’ rather than active, participative dialogue. Restoring that trust requires a clear commitment to put people at the heart of the process of planning for new places through genuine democratic accountability and real community participation. It also means ensuring that we all take responsibility for meeting people’s real housing needs.

Public participation should not be a ‘bolt-on’ extra but a vital way of co-creating new places using the knowledge and aspirations of the community. People have a civil right to be engaged in planning, and their participation is likely to lead to better planning outcomes. There are no easy short cuts to building community trust, and some problems, such as meeting the conflicting needs of both existing residents and those who require new homes, are hard to resolve. However, failure to win support in an open and honest way leads not only to damaged community relations but to protest and legal challenge, which can add huge uncertainty – and delay – to a development project. There are also real and exciting opportunities, particularly using new technologies, to reach out to groups – such as children and young people – who do not normally engage with planning.

1.1 The purpose of this Practical Guide

This Practical Guide is intended to support local authorities, communities and developers that are considering meeting the need for new homes through large-scale development designed to follow, or inspired by, the Garden City Principles. The Guide does not deal with all aspects of the planning system but is focused on the specific challenges and opportunities of new communities. It therefore does not repeat the extensive guidance already available on neighbourhood planning. The suite of other Practical Guides in this series emphasise that public participation is a vital part of all aspects of the development process, from the identification of sites to detailed management of stewardship. Each stage offers differing opportunities for dialogue, but the broad principles set out in this Guide should apply to all stages.

1 *Planning 2020 – Final Report of the Raynsford Review of Planning in England*. TCPA, Nov. 2018.
<https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=30864427-d8dc-4b0b-88ed-c6e0f08c0edd>

2

Public participation – a vision

Emily Diamond / Northern Heartlands



The original Garden Cities were places in which the co-operative spirit was a guiding ethic. Today, the Garden City approach offers an opportunity to change a planning culture which is all too often marked by polarised views on all sides, and to develop a genuine sense of shared ownership in the enterprise of building a new community. While a range of policy and law require differing elements of public participation, there is no national statement setting out how much power communities should have over their own future. It has been 50 years since there was a comprehensive inquiry into people and planning,² and in this context it is even more important to have a clear vision of the power of people to shape their future.

The International Association of Public Participation has developed a useful framework to describe the differing ambitions for public participation:³

- **Inform:** To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.
- **Consult:** To obtain public feedback on analysis, alternatives and/or decisions.
- **Involve:** To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.
- **Collaborate:** To partner with the public in each aspect of the decision, including the development of alternatives and the identification of a preferred solution.
- **Empower:** To place final decision-making in the hands of the public.

The objective of all participation is to move towards genuine empowerment, but this can only be achieved by recognising:

- The need to be honest and open about how much power is being given to communities, and the need to engage early in the process to enable meaningful input.
- The need to ensure that participation fits well with existing frameworks of democratic accountability so that local elected representatives are fully engaged in the process.
- The need to ensure that decisions are responsible and inclusive, so they do not exclude the voices and needs of any section of the community.

2 *People and Planning: Report of the Committee on Public Participation in Planning.* Skeffington Report. HMSO, 1969

3 *IAP2's Public Participation Spectrum.* International Association for Public Participation, 2014.
https://www.iap2.org.au/Tenant/C0000004/00000001/files/IAP2_Public_Participation_Spectrum.pdf

3 The policy context

Community participation is encouraged widely through national policies, but there is an absence of clear and detailed guidance for the planning process. The statutory requirements on plan-making and development management are generally limited to localised publicity measures and allowing public and stakeholder comments on applications and policy documents. There is, however, an opportunity for authorities and developers to take a more proactive approach.

3.1 The Aarhus Convention

The UK is a signatory to the Aarhus Convention⁴ – currently as part of the European Union, but the government has confirmed its intention to continue compliance with the Convention,⁵ which falls under the umbrella of EU law to be retained following Brexit, as set out in the European Union (Withdrawal) Act 2018.⁶ At the time writing, the Aarhus Convention principles have been incorporated into the draft Environment Bill. The Aarhus Convention guarantees the public the right to access to environmental information, the right to participate in any decisions that affect their environment, and access to justice should any breach of environmental law be found. A new community would constitute a substantial alteration of the local environment and therefore the provisions of the Aarhus Convention would be applicable.

3.2 The National Planning Policy Framework

The revised National Planning Policy Framework (NPPF)⁷ makes clear that stakeholder involvement, particularly early on, should be a key consideration within the plan-making process, including not only community actors but other relevant local and statutory groups. The NPPF states (in para. 72) that sites for large-scale new housing should be identified and developed where possible ‘with the support of their communities’ so that suitable locations can be utilised to ‘meet identified needs in a sustainable way’.

The NPPF mentions engagement specifically with local communities in the context of design policies, which should be developed to ‘reflect local aspirations’ (para. 125). When dealing with proposals, early engagement with local communities and relevant consultees is encouraged, which has the ‘potential to improve the efficiency and effectiveness of the planning application’ (para. 39) by front-loading the available information before the scheme is too developed to adapt fully to new inputs. Local authorities are to ‘encourage any applicants who are not already required to do so by law to engage with the local community’ (para. 40).

4 *Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters*. United Nations Economic Commission for Europe (UNECE), 1998.

<http://www.unece.org/fileadmin/DAM/env/pp/documents/cep43e.pdf>

5 *Access to EU Environmental Justice at EU and Member State Level*. In Fourteenth Report of Session 2017-19. HC 301-xiv. European Scrutiny Committee. House of Commons, Feb. 2018.

<https://publications.parliament.uk/pa/cm201719/cmselect/cmeuleg/301-xiv/30116.htm>

6 European Union (Withdrawal) Act 2018. TSO, 2018.

http://www.legislation.gov.uk/ukpga/2018/16/pdfs/ukpga_20180016_en.pdf

7 *National Planning Policy Framework*. CP 48. Ministry of Housing, Communities and Local Government, Feb. 2019. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf



3.3 Statements of Community Involvement

Since the introduction of the Planning and Compulsory Purchase Act 2004⁸ local authorities have been required to set out policy regarding the methods and scope of consultation with those who are deemed to have an interest in any proposed development/plan-making. Since the Neighbourhood Planning Act 2017⁹ came into effect local authorities are also required to set out policy on assisting parish and neighbourhood councils in the process of establishing neighbourhood-level planning.

Statements of Community Involvement often become a box-ticking exercise offering minimum levels of community involvement. However, they also provide an opportunity to require a more participative process for specific types of proposals. By establishing a policy framework that encourages greater participation, local authorities can embed an expectation of a more collaborative process within their development plan documentation, giving the policy greater weight.

3.4 The *Garden Communities* prospectus

The *Garden Communities* prospectus¹⁰ sets out government's expectations with regard to those bidding for support for new 'garden communities'. The prospectus uses stronger language than the NPPF when referring to community participation. There is an expectation that garden communities should be locally led, in terms of explicit collaboration with both the local authorities and the wider community, requiring an engagement strategy 'from design to delivery'.

8 Planning and Compulsory Purchase Act 2004. TSO, 2014.

<https://www.legislation.gov.uk/ukpga/2004/5/contents>

9 Neighbourhood Planning Act 2017. TSO, 2017.

<http://www.legislation.gov.uk/ukpga/2017/20/contents/enacted>

10 *Garden Cities*. Prospectus. Ministry of Housing, Communities and Local Government, Aug. 2018.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/734145/Garden_Communities_Prospectus.pdf

Development proposals are expected to demonstrate how they meet and embed 13 ‘key principles’ listed in the prospectus. One principle is particularly relevant here:

*‘e) **Strong local vision and engagement** – designed and executed with the engagement and involvement of the existing local community, and future residents and businesses.*

This should include consideration of how the natural and historic environment of the local area is reflected and respected.’

The importance of public involvement in this process is underlined through the potential offer of government monetary assistance under the Garden Communities Programme, which could be granted to (among other things) enable continued community engagement exercises ‘to develop a locally-supported vision’. Funding offers will be case-specific and bespoke and should be sought through tailor-made applications to the Ministry of Housing, Communities and Local Government. At the time of writing, an announcement had not yet been made about which places would receive support through the current round of the programme.

3.4 The New Towns Act 1981

The New Towns Act 1981 (Local Authority Oversight) Regulations 2018¹¹ sets out regulations on designating a proposal as a ‘Locally-Led New Town’, and on establishing a Development Corporation for this purpose. They offer a potential avenue for the delivery of garden communities, and within the accompanying guidance¹² the Garden City Principles are explicitly given as an example framework for New Town delivery. Within the guidance on the regulations there is a requirement that, in order to be considered by the Secretary of State for New Town status, an overseeing authority must demonstrate ‘evidence of community participation and engagement’. An overseeing authority must also demonstrate that planning for the participation of the community is one of its key roles, and the guidance requires that governance arrangements should ‘embed community representation from the outset’.

3.5 The Civil Society Strategy

The non-legislative Civil Society Strategy¹³ sets out strategic government direction and initiatives to reinforce and strengthen civil society from the local level upwards, to counter the ‘burning injustices our country faces’ and develop thriving communities in which people have a ‘sense of pride in the places where they live’. The strategy is non-specific with regards to planning but does expand upon place-based issues and initiatives.

The strategy explicitly lays out the government’s objective to implement a more participatory approach to democracy in the context of place, including measures such as a new ‘Innovation in Democracy’ programme, where deliberative and participative approaches (such as citizens’ juries) will be trialled as a means of local decision-making. The strategy also encourages more effective use of existing statutory tools such as community land trusts, and new avenues of raising money for community projects.

11 The New Towns Act 1981 (Local Authority Oversight) Regulations 2018. Draft Statutory Instrument. TSO, Jun. 2018. https://www.legislation.gov.uk/ukdsi/2018/9780111169995/pdfs/ukdsi_9780111169995_en.pdf

12 *Guidance on the New Towns Act 1981 (Local Authority Oversight) Regulations 2018*. Ministry of Housing, Communities and Local Government, Jun. 2018. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/721078/New_Towns_Guidance.pdf

13 *Civil Society Strategy: Building a Future that Works for Everyone*. HM Government, Aug. 2018. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/732765/Civil_Society_Strategy_-_building_a_future_that_works_for_everyone.pdf

4 Current approaches

Given the minimal standards set out in national policy and the financial pressures on local authorities, community engagement on large-scale developments can default to a passive process. This has led, in some cases, to real disillusionment among communities (see Box 1). Rebuilding trust requires a collaborative strategy in which participants understand the need for development and can incorporate their own goals and requirements into the proposals. To this end a more proactive and open approach towards participation is needed. There is a very wide range of national and international experience on participation, and this Section provides a brief overview of some of the methods and techniques that have been used.

Box 1

Barriers to participation highlighted by the Raynsford Review of Planning



Consultation on the Ebbsfleet Garden City development

The Final Report of the Raynsford Review in England^a summarises an important set of barriers to effective participation, including complex planning procedures and technical language, a lack of support and advice, and a sense that consultation is simply a tokenistic exercise. Few respondents to the Raynsford Review thought their ideas were being taken seriously by planners and developers. The Review also found examples of the use of confidentiality agreements between public sector bodies and local authorities, which added to a sense of mistrust. On many occasions, the nature of current public consultation exercises leads to adversarial positions in which developers and community members present ever more polarised arguments for and against development. This dynamic of 'us versus them' permeates even the language used, with the increasing use of perjorative terms such as 'profiteering' or 'NIMBYism'. The combative position inherent in the current system fosters resentment and slows down the planning process.

a *Planning 2020 – Final Report of the Raynsford Review of Planning in England*. TCPA, Nov. 2018. <https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=30864427-d8dc-4b0b-88ed-c6e0f08c0edd>

4.1 Existing toolkits

A number of toolkits are already in use to aid approaches to community engagement in planning and in delivering major new developments. They tend to focus on methods that are recognised as good practice, on communication and accountability, and on approaches to inclusive involvement.

Much of the existing guidance in this area organises approaches to public engagement into categories of 'methods' and 'techniques'. For example, *Community Planning Toolkit – Community Engagement*¹⁴ includes an introduction to the topic and guidance on how to design a strategy for engagement, and then lists a total of 14 potential methods, including intensive tools such as citizens' juries and workshops, as well as more passive methods such as web-based engagement and traditional consultation. It then scores them on their effectiveness in various areas and at various stages of the planning process.

Some toolkits, particularly Planning Aid England's *Good Practice Guide to Public Engagement*,¹⁵ explores these tools in relation to the stage of planning at which the engagement is being undertaken – looking at pre-application, submission and decision, and construction and operation individually. Within this framework, the document gives guidance on potential approaches on areas defined as 'awareness raising', 'building understanding', 'consult and communicate', 'discuss and debate', and 'effective engagement'. This systemisation of engagement elements gives a clear image of the purpose of particular methods within the wider involvement process, and of how it may be possible to integrate different methods to create a well rounded approach.

Another approach is set out in *The National Standards for Community Engagement*,¹⁶ produced using specialist community engagement software VOICE (Visioning Outcomes in Community Engagement) and advising on effective (non-specific to planning) engagement in the context of the Community Empowerment (Scotland) Act 2015.¹⁷ While this guidance was developed in the Scottish context, the seven standards prescribed are widely applicable, including to the context of planning new Garden Cities and places inspired by the Garden City Principles. These seven standards are designed as fundamental considerations to be incorporated by the organising body (whether it be public or private) in the design of their public engagement exercises:

- 1 Inclusion:** We will find out which people and organisations will be affected by the issues. We will then involve them.
- 2 Support:** We will remove barriers so everyone can take part.
- 3 Planning:** There will be a clear purpose and plan for the engagement.
- 4 Working together:** We will work well together to achieve the aims of the engagement.
- 5 Methods:** We will use different ways to involve people.
- 6 Communication:** We will communicate clearly and often with the people, organisations and communities involved.
- 7 Impact:** We will learn about what works well and use this learning to make community engagement better.

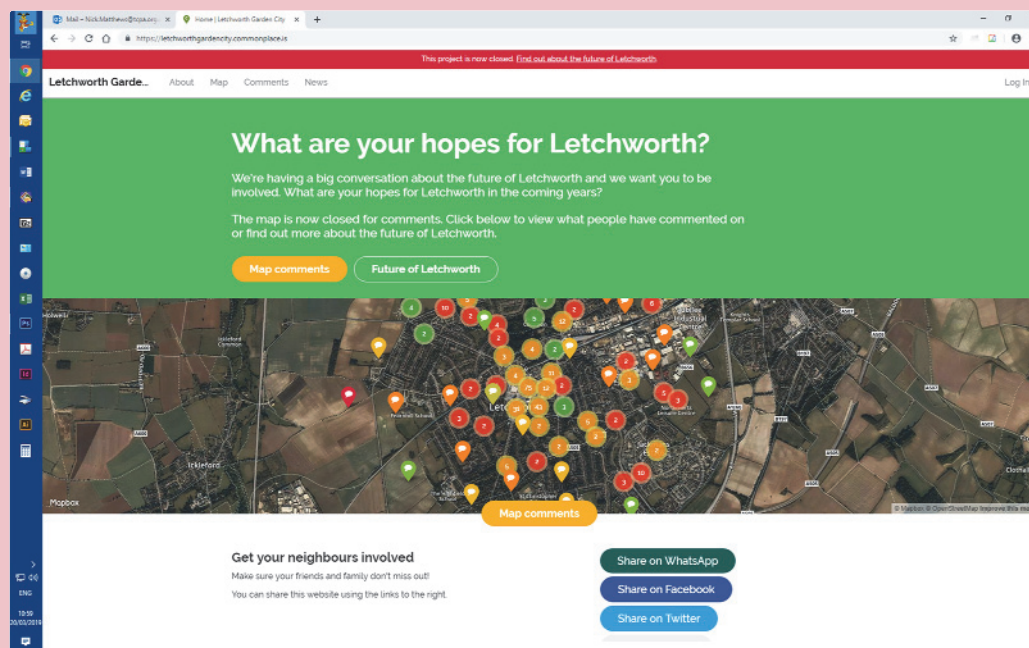
14 *Community Planning Toolkit – Community Engagement*. Community Places, 2014.
<https://www.communityplanningtoolkit.org/sites/default/files/Engagement.pdf>

15 *Good Practice Guide to Public Engagement in Development Schemes*. Planning Aid England, Royal Town Planning Institute, 2010. <http://camdencen.org.uk/Resources/Planning/Communities/Good%20Practice%20Guide%20to%20Public%20Engagement%20Development%20Schemes.pdf>

16 *The National Standards for Community Engagement*. Scottish Community Development Centre.
<https://www.voicescotland.org.uk/Seven-NS/>

17 Community Empowerment (Scotland) Act 2015. TSO, 2015.
<http://www.legislation.gov.uk/asp/2015/6/contents/enacted>

Case Study 1 Letchworth Town Debate



Letchworth Garden City Heritage Foundation's ongoing debate on the future of the town has recently used a 'good points, bad points' interactive mapping system run by Commonplace

Letchworth Garden City is the world's first Garden City, an experiment in applying Ebenezer Howard's vision in the early years of the 20th century. Today the town's assets are managed by the Letchworth Garden City Heritage Foundation, which in 2013 conducted a major consultation exercise facilitated by the University of Hertfordshire's Centre for Sustainable Communities to determine a consensus in answer to the question 'Should more homes be built in Letchworth?'. This framing of this question is important as it represents the fundamental initial question of development, rather than asking 'How?' after the decision to build is already established. The University of Hertfordshire was used as an 'honest broker' whose role was to independently and expertly organise the process in such a way as to maintain trustworthiness and minimise any possible biases in the presentation of options. This took the form of a two-week exhibition, a number of expert surgeries used to give further guidance on the various benefits and drawbacks of development, and online access to all the information.

The consultation exercise received over 1,300 comments and the exhibition was seen by 673 visitors. The debate resulted in a broad range of responses, and while there were a number of comments in outright opposition to any new development the majority indicated conditional support as long as appropriate siting, infrastructure and services were also secured. This method not only involved the community from the very earliest stages of a development, but managed to solicit a large-scale and diverse response, with a view to ensuring that the loudest campaigners against development did not overwhelm the possibly different views of a quieter majority.

- a S Parham: *Letchworth Town Debate Consultation Report*. Centre for Sustainable Communities, University of Hertfordshire, Dec. 2013.
https://www.herts.ac.uk/_data/assets/pdf_file/0004/94630/letchworth_consultation_report.pdf

Case Study 2 Hertfordshire Charrette



The Hertfordshire Charrette^a was a participation exercise undertaken in 2008, led by the University of Hertfordshire, in partnership with local landowners Gascoyne Cecil Estates, Hertfordshire County Council, and a number of other organisations. The aim was to explore sustainable growth strategies for the county in response to the need (as allocated at the time) to build 83,200 new dwellings by 2021. The charrette series of meetings brought together private and public actors and design and development experts to collaboratively explore and analyse possible methods of development and their suitability to the Hertfordshire context.

Six scenarios were analysed over the course of the charrette, as well as a critique of the existing New Town of Stevenage. The six scenarios presented different land allocations to be used in achieving the goal of large-scale strategic development (following a vision

4.2 A collaborative approach

Too often, community consultation and engagement exercises take on an adversarial position, as community members, local authorities and developers pit themselves against one another for or against a proposal. In part this is due to suspicion over motives, subsequent impact, and the lack of clarity entailed within the planning system itself. It would be more productive if it were possible to foster a collaborative approach through which the multiple actors are able to respond and amend proposals through continuous dialogue, working towards a common community-led goal.

One way to avoid this adversarial thinking in consultation is to use techniques such as 'positive framing', i.e. asking 'What would you like to see in the development?', or 'What do you like about your community that should be replicated?', rather than focusing immediately on negative aspects.

drawing on an 'urban village' model). The conclusion resulting from the charrette process was that while no one model alone would be able to suitably account for all necessary growth, the 'transport-oriented development', 'stand-alone Garden City' and 'satellite villages' scenarios were the most popular and viable solutions across an average of several measures.

The process was revisited five years later in 2013,^b when the previous results were set against the changed legislative and policy contexts over the intervening years, analysing each district's individual responses and relevant case studies.

Building on their involvement in the Hertfordshire Charrette, the process was then adapted by Gascoyne Cecil Estates to be applied to its proposed development sites to the north-west of the town of Hatfield. The Stanboroughbury and Symondshyde Charrette^c used a similar collaborative design process of both private and community engagement, including sessions for residents, community leaders, council members, local landowners, and various experts.

The subsequent proposals constituted an 'urban village' style town extension at Stanboroughbury, adjoining Hatfield Garden Village and responding to the existing layout of the neighbourhood, and a satellite garden village 1 kilometre to the north-west at Symondshyde, nestled within the terrain and behind woodland to minimise visual impact.

The engagement process brought to light several key matters of concern among local stakeholders that were subsequently considered in greater depth through the charrettes. These can be summarised as transport, environment, housing choice, community facilities, harmony with existing communities, and long-term stewardship. By actively engaging participants not only on the strategic vision, but also in relation to these specific areas of concern, the process was able to demonstrate a transparent process of collaborative decision-making.

- a *Hertfordshire Guide to Growth – 2021: How Should the County Grow?* University of Hertfordshire, 2008. <https://www.herts.ac.uk/research/centres/centre-for-sustainable-communities-cfsc/urbanism/hertfordshire-guide-to-growth-five-years-on>
- b J Hulme and S Parham: *Hertfordshire Guide to Growth – 2021: Five Years On*. University of Hertfordshire, 2014. <https://www.herts.ac.uk/research/centres/centre-for-sustainable-communities-cfsc/urbanism/hertfordshire-guide-to-growth-five-years-on>
- c *The Stanboroughbury & Symondshyde Charrette*. Post Charrette Paper. Gascoyne Cecil Estates, May 2016. <http://www.gascoynececil.com/wp-content/uploads/2016/06/SS-Post-Charrette-Paper.pdf>

4.3 Technique selection

Participation methods should be tailored to the purpose of the exercise and the demographics of the group taking part. For example, if the exercise seeks general opinions from a very large set of local people, a survey or website may be appropriate. However, an exercise seeking input on design specifics from certain demographics – schoolchildren, for example – would benefit from a more active approach such as the Prince's Foundation 'Beauty in My Backyard' (BIMBY) housing toolkit.¹⁸

It should also be noted that statutory tools such as neighbourhood planning can be used as a wider-reaching framework of participation, based upon a democratic mandate.

18 See the Prince's Foundation's BIMBY website, at <https://www.bimby.org.uk/>

4.4 Making the most of new technology

The emergence of the internet as a tool for communication and civic involvement has opened new opportunities for consultation and participation, offering potentially more convenient and wider-reaching avenues than traditional methods. The way in which data is shared online also presents an opportunity for more in-depth analysis of responses, and the immediacy of communication and information dissemination presents an opportunity to collect a larger and more representative data source.

A number of existing online tools can be applied to a proposed development and refined to a number of aspects of development, depending on the required objectives and scales. They include platforms such as social media, community mapping, online democracy tools, and survey-making. However, it should be noted that often internet-based consultation tools can be used more passively than traditional methods, where the convenient nature of online consultation can lead to more cursory and less in-depth contributions. This should be countered using a mixed-method approach in which in-person consultation reinforces information gathered online.

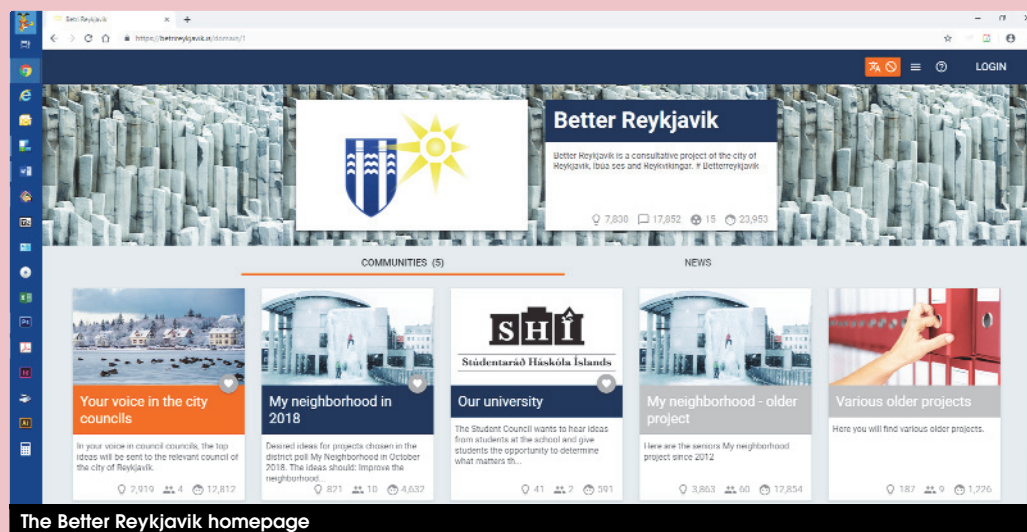


Samuel Zeller/Unsplash

Virtual reality technology is being explored as a means to help people visualise development proposals

Case Study 3

The Better Reykjavik and Better Neighbourhoods online engagement platforms



In 2010 the Best Party in Iceland asked the non-profit organisation Citizens Foundation to create a specific platform to enable Reykjavik citizens to become involved in decision-making – from this came the creation of the Better Reykjavik and Better Neighbourhoods online engagement platforms.^a Better Reykjavik enables citizens to suggest, debate and rank ideas for improving their city. It offers citizens the opportunity to vote on specific proposals, giving them power to make decisions about how local resources are allocated and spent. Anyone can post ideas that are voted on. The 15 most popular ideas are discussed by Reykjavik Council every month, with the results from discussions fed back to citizens. Better Neighbourhoods (now the My Neighbourhood part of the Better Reykjavik platform) is used in Reykjavik's annual participatory budgeting exercise, enabling citizens to submit ideas that are evaluated by a board. Projects that are deemed feasible are then voted on by the public, with the most popular implemented. Adopted projects have varied from improvements to parks to regenerating a disused power station into a youth centre.

Challenges faced by both platforms include ensuring that the breadth of the population is participating and represented; increasing citizens' motivation to participate; improving public understanding of the process and the platforms; and managing the requirements of the resource. Success factors include support from the city council and integration into local government through a commitment to formally processing the most popular ideas; helping participants feel that their contributions are being heard and have value; a clear feedback loop between the council and citizens, which also aids understanding and acceptance of initiatives even if they were not the public's ideal outcome; and the design of the Better Reykjavik platform to encourage broad and positive conversations. Every neighbourhood in Reykjavik has benefited from increased investment in facilities and infrastructure, gained a better understanding of the needs of local communities, and seen poor ideas sifted out by the 'wisdom of the crowd'; and the decision-making process has been opened to a wider range of options and people.

a For further details, see J Simon, T Bass, V Boelman and G Mulgan: *Digital Democracy: The Tools Transforming Political Engagement*. Nesta, Feb. 2017. https://media.nesta.org.uk/documents/digital_democracy.pdf; and the Better Reykjavik webpages at <https://reykjavik.is/en/better-reykjavik-0> and <https://betrireykjavik.is/domain/1>

5 Principles for success

The creation of a new community is a complex and long-term endeavour – taking 20-30 years – and provides a particular context for considering public participation. The scale of the impact is greater than for smaller or less complex types of development, and the needs of both existing and incoming residents must be met. The process should be flexible enough to embrace change as communities do not appear in one go: they are ‘grown’ over time.

Where the Garden City Principles are applied, participation is an ongoing process that starts early and contributes to understanding the best approaches to be taken for the long-term stewardship of a place, enabling participation in perpetuity. The set of circumstances will play out differently in each place, but in each case there will be an opportunity to create places that empower people to have a stake in their delivery and upkeep.

While there are a diverse set of approaches to securing community participation, there are also a core set of practical principles which should be considered in developing and implementing an engagement strategy for a new community.

5.1 Core principles

Principle 1: A clear scope and defined objectives

The scope of an exercise can be bounded at different levels. Such bounding must be set in relation to the purpose of the participation, and what specific outcomes are desired. In the context of a new community, participation exercises may be wide-ranging, dealing with the strategic vision or principle for the development, or may have a narrower focus, such as looking at the design of individual units or at the implementation of technical services. The depth of participation needed to adequately guide the development of the scheme should respond accordingly – i.e. larger issues require broader participation, with a wider range of stakeholders over a longer period of time.

Principle 2: Deliverable

The process should be kept manageable through the formulation of specific and reasonable objectives, to determine what the desired outcome will be. This goal-defining should not target specific solutions, but instead areas in which consensus will be sought and from which direction can be given. These objectives should be shared at the start of any participation process.

Principle 3: Front-loaded

Existing guidance on good community engagement often emphasises the importance of ‘front-loading’ – committing to engagement exercises at the earliest possible stages so that plans are still flexible and can be adapted in response to the feedback given. By developing proposals in this manner, there is an opportunity to build in a collaborative methodology from the start, creating a development which better reflects the ideas of the community that it will serve, rather than allowing only smaller tweaking of detailed design as a result of consultation later on.

Box 2 Lessons from the TCPA New Communities Group



Stuart Walker Photography

NCG members Carlisle City Council used drawing to engage young people in planning for St Cuthbert's Garden Village

Community engagement has been a key factor for New Community Group (NCG) members, with many recognising that this needs to take place early in the planning process. Key lessons have been to develop a community development strategy early and involve the community in its evolution, embedding partnership working into the project at all stages. East Herts District Council has noted that:

'working together means working with the local community to allow different views to be incorporated. This is one of the top ingredients – as a practical step towards delivering high quality [the council] have written this into the District Plan; a policy that requires 'masterplanning' as a process involving local councillors and community. Although flexible, this is now part of [the council's] process, designed to create communities that are not just suburbs of unrelated houses.'^a

a *Building Successful New Communities: Lessons from the TCPA's New Communities Group*. TCPA, May 2018, p.19. <https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=829c03ae-b407-4706-a0aa-6643d9c01e14>

Principle 4: Engaging

A positive approach to community participation is imperative. Participation is not a bolt-on obligation to be 'got out of the way'. An engaging process might mean fun to some stakeholders, inspiration to others, and regular and consistent communication to others.

The participation strategy must be mindful of the various groups that make up the community and should seek to provide relevant and appealing forms of engagement. A successful consultation is one that results in constructive relationships with the local community. Formal partnerships, such as with potential occupiers of community buildings or with local enterprise groups, are often of substantial benefit, during both consultation and the construction phase.

Principle 5: Two-way

Effective participation aims to achieve a symmetrical flow of information between the development team and the local community, as opposed to bombarding the community with information and paying little attention to responses.

Principle 6: A long-term commitment

While the front-loading of participation is important, the development of a Garden City is a long-term endeavour, and communication and participation should be open and clear, continuing across the lifetime of the project. Even after the development itself is completed and occupied, the built form is not set and permanent – as people's living habits and needs change, their habitat will need to change with them. Structures put in place for effective communication between authorities and communities during the planning phase should be maintained to allow an avenue for continued dialogue.

This long-term view is especially key in the case of a new community, which, from conception to occupation, could take decades to complete, and will constantly evolve. This represents a notable undertaking for public participation exercises, and, while the process could be subdivided to correspond to the relevant stage of development, participants should be made aware of the overarching process and of their own role in shaping it over time.

Case Study 4 Vauban, Freiburg

The area of Vauban, on the outskirts of Freiburg, Germany, was brought about by the redevelopment of a former army camp into a mixed-use district. The development plan took a radical approach to car use and layout, describing the area as a 'district of short distances'. Private cars must be kept in two storage lots on the edge of Vauban, allowing for greener and more pedestrian-friendly use of public spaces and streets, and the area is well connected to the city's public transport network. The district centre is self-governing, and a civic association arranges a number of events and educational courses for the local population.

The Vauban development arose in its unusual form following the establishment of Forum Vauban in 1994, a community interest group set up by a mixture of professionals and locals that sought to shift development away from the perceived low quality of existing urban extensions to Freiburg. It collaboratively set a brief for development based on pressing local interests and needs, responding to the flaws in earlier developments. This led to the radical design approach found at Vauban, centred around key community-set considerations, such as the 'car-reduced traffic concept', affordability of housing, and decentralised heating systems.^a

^a For further information, see the 'History' page of the Vauban website, at <https://freiburg-vauban.de/en/history/>



Local campaigners and residents St. Clement's, the site of London's first community land trust

Principle 7: Long-term stewardship

Ongoing meaningful public participation from the outset is essential to provide the foundation for models of long-term stewardship. Participation should be maintained throughout the development process, through community land ownership and stewardship bodies such as community land trusts or co-operative businesses, or longer-term municipalisation of assets and services once the role of delivery body is complete. The opportunities for long-term stewardship are set out in detail in *Guide 9: Long-Term Stewardship*,¹⁹ which should be read alongside this guide.

Principle 8: Transparent structures and timetables

The process of planning for a large-scale new development can take many years, with proposals revised repeatedly. In this process there may be many consultations concerning various aspects of the scheme, often involving the same stakeholders. An organised and honest approach is required to avoid consultation fatigue. A formal timetable for participative exercises should be drawn up, detailing dates and subject matter in order to keep a target in mind and avoid needless repetition.

19 *Guide 9: Long-Term Stewardship*. Garden City Standards for the 21st Century: Practical Guide for Creating Successful New Communities. TCPA, 2017. <https://www.tcpa.org.uk/guidance-for-delivering-new-garden-cities>

20 *Barriers to Community Engagement in Planning: A Research Study*. Scottish Government, May 2017. <https://www.gov.scot/publications/barriers-to-community-engagement-in-planning-research/>



The Planning for Real® process was used to engage people on a new town plan for Pershore, Worcestershire

Principle 9: Valuing diversity

One common problem in traditional consultation processes is that they do not often succeed in representing the true diversity of the communities affected. Such exercises have been found to over-represent those individuals who consistently put themselves forward for involvement, while other groups find themselves isolated. A study of the barriers to community engagement in Scotland²⁰ found that the public felt that there was a lack of fairness and equality of resources in consultation processes, with the disparity felt between not only developers and communities, but also within communities themselves. There are certain demographic groups who will be more involved, present and vocal than others in these processes, leading to an over-representation of these groups in participation and the marginalisation of the interests of others.

In order to counter this, participation must be carefully planned to proactively reach out to more peripheral groups who would be equally affected by proposals. Research carried out by Iriss²¹ has shown that a variety of outreach methods, clear connection to the resultant impacts of development and participation, a diversity in the workforce co-ordinating engagement efforts, and incentivisation of involvement are all examples of ways to bring a more diverse range of participants to the table. There is therefore an inherent need to proactively seek out representation from typically under-represented groups, so as to obtain a fair and balanced response. This could be done through targeting events at select local organisations or using non-traditional methods of publicity and communication.

There will almost always be an existing population on or near the site for a new community, and a wide range of stakeholders in the towns and villages affected should be invited to participate in the process. An additional challenge for new community developers is how to engage with people who do not yet live or work in the development. In the New Towns and in some more recently built new communities people were employed specifically to welcome new residents as the development was built out and to help facilitate new community networks.

Principle 10: Access and awareness

Events should be accessible, with locations chosen to suit the intended capacity and to allow access for all. Numerous events should be held over the course of the planning process, in multiple locations, and at multiple times of day. Modern technology also offers a means of extending accessibility, such that events and exercises can now be streamed via the internet,

21 *Effectively Engaging and Involving Seldom-Heard Groups*. Insight 2. Iriss (Institute for Research and Innovation in Social Services), May 2011. <http://www.iriss.org.uk/resources/insights/effectively-engaging-involving-seldom-heard-groups>

Case Study 5 Old Vinyl Factory, Hayes



The Old Vinyl Factory, in Hayes, West London, is a major redevelopment site on the site of the former EMI Records pressing plant and headquarters. With the introduction of Crossrail to the area, the opportunity arose for comprehensive redevelopment in a large-scale mixed-use scheme. The developers needed to be particularly sensitive to the historical importance of the site to the surrounding communities.

Prior to the establishment of a design scheme, a series of events were organised on site, including one in which 1,500 former employees attended to share stories about the history of the site, the community, and the buildings themselves. An overall picture of values and priorities was compiled and integrated into the subsequent proposals, which incorporate the re-use of some buildings and other nods to the site's history, such as the naming of the buildings themselves. This was done with the express aim of embedding development within the existing community and local identity, through extensive engagement and the rooting of the regeneration in the area's historical background.^a

a For further information, see The Old Vinyl Factory website, at <https://www.theoldvinylfactory.com/>

allowing the public to get involved without being physically present. Beyond the dynamics of the events themselves, public awareness of public participation exercises is often low. This can be improved by diversifying the media used in publicity – both through traditional print media (newspapers, site notices, posters, leaflets, etc.), and use of the internet, social media, and local radio.

Principle 11: Capacity, knowledge and skills

Planning can be very technical and jargon-heavy, presenting a barrier to the average member of the public who has not been trained in the system. This presents a problem for community participation, as community members do not often come into the process with

a comprehensive prior understanding of the procedure or process, or of the opportunities and constraints on action.

There is therefore a need for participation capacity building to collaboratively develop workable solutions: those organising events should have the right skills and experience, and where possible community members should be trained to give them at least a basic level of understanding of the planning system prior to or during the process of developing proposals. This training should not only cover how to go about planning a development, but also explain the rationale behind development and why it is needed. This capacity building exercise could take the form of workshops or Enquiry by Design, for example.

Principle 12: Recording and feedback

Recording the results of events and activities accurately and ensuring some accountability for the views expressed is important to help build a sense of trust between organisers and participants. The findings of community participation should be noted during the exercises themselves, agreed upon, summarised, and published, both to ensure that the participation vehicle is accountable and that those members of the community who were not involved can have the opportunity to study what has been undertaken on their behalf.

Principle 13: Responsive

People need to know that their views have made a difference and that they are not wasting the time they spent in participation activities. The results of community participation exercises should be actionable and visible. The outcomes of the process as a whole must be demonstrable, so that community members who may have been suspicious of the planning system can see the result of their contributions. If the aspiration of the community cannot be met, that needs to be communicated honestly and quickly and carefully explained.

Highlighting evident and demonstrable results of consultation exercises is a good way to build credibility in the authority or developer, and makes it more likely that a greater number of people will be involved at the next stage of engagement, knowing that their opinions will be listened to.

Principle 14: Independent facilitation

If possible, participation exercises should be independently facilitated. This way, the exercise lessens the possibility of conscious or unconscious bias in how it is structured, and so helps build trust. It is worth emphasising that truly unbiased facilitation is by far the best option. Independent facilitation can also lead to a more open and honest discussion of opportunities and problems in an area than if the exercise were to be undertaken directly by the developer.

Principle 15: Managing expectations

Expectations within a community are likely to be as varied as the individuals that constitute it. This is best understood through thorough comprehensive stakeholder research, not only of information but of feelings and expectations. With a better understanding of local people's expectations, for both the consultation and the scheme, the developer is better placed to communicate the parameters and prevent disappointment. Care should be taken to balance the need to motivate residents to participate and the need to set realistic expectations.

5.2 Practical implementation of the principles

Some key guidelines on implementation are offered here:

- **Start at the beginning:** People must be engaged upfront and as soon as is practically possible on decisions which affect them, with clear sense of the process that will guide participation and the activities that will take place over time. This requires clarity over how people might be involved in understanding growth options, site selection, scheme design, and build out.²² Above all, there must be honesty about how much power over any given decision is being offered to the community.
- **Planning policy:** Requirements for meaningful and ongoing community participation should be embedded in Local Plan policy for the location and consent of the site and for subsequent stages of masterplanning, design and delivery.
- **Strategy and delivery:** An effective scheme of participation must be prepared at the inception of a new proposal, and objectives must be embedded in the corporate strategy for the delivery body – whether that be a local authority, a joint venture, or a Development Corporation. There should be a presumption that bodies will disclose all the information necessary for active participation and remain accountable for decisions made. This is vital to secure long-term trust and co-operation. Clarity over why a growth option, site, or design has been selected over other options, underpinned by a clear evidence base, is sometimes all that is required to encourage support.
- **Implementation:** The implementation and delivery plan for a new community should include a sufficient allocation of financial and human resources for meaningful participation throughout the process. This should include a dedicated team of practitioners focused on community participation, collaboration with stakeholders and local institutions such as universities, and a clear communications plan that takes account of evolving technologies.
- **Meeting needs of new residents:** As well as engaging existing residents affected by the scheme, there are opportunities for creative participation approaches with new residents as they move in. Local people should be encouraged to get involved in the planning and design of a new community as it develops. Active involvement in shaping the future of a new community can help to develop social links between existing residents and the people who move into the community as it grows, bringing together diverse groups of people to help shape and create the new place. This will need to be encouraged and facilitated by local leaders.
- **Stewardship and legacy:** Processes of participation should address matters of stewardship. It should be determined whether there are existing community organisations that could take on a stewardship role, such as a community land trust, or whether processes of asset transfer are in train, with groups looking for land to build upon. Community needs and opportunities to meet them should be identified, and there should be local representation on delivery teams and partnerships. Often there will be existing formal governance structures such as parish councils, although a single parish council is unlikely to cover the entire area for larger development sites. Parish councils and existing community groups could be partners and even beneficiaries of any stewardship body, so early conversations about how these structures might work together are essential.

Ultimately, new Garden Cities and developments inspired by the Garden City Principles should be places in which the co-operative spirit is the guiding ethic. The Garden City approach offers an opportunity to change a planning culture which is all too often marked by polarised views on all sides, and to develop a genuine sense of shared ownership in the enterprise of building a new community.

²² Further information is set out in *Guide 1: Location and Consent*. Garden City Standards for the 21st Century: Practical Guide for Creating Successful New Communities. TCPA, 2017.
<https://www.tcpa.org.uk/guidance-for-delivering-new-garden-cities>

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Sources of further information

TCPA publications and resources on Garden Cities, new communities and long-term stewardship

■ ***Garden City Standards for the 21st Century: Practical Guides for Creating Successful New Communities***

The TCPA has produced a suite of guidance outlining practical steps for all those interested in making 21st-century Garden Cities a reality. Guidance provides detail and case studies on a wide range of key issues, including planning, investment, land assembly, delivery, and long-term stewardship:

Guide 1: Locating and Consenting New Garden Cities (2017)

Guide 2: Finance and Delivery (2017)

Guide 3: Design and Masterplanning (2017)

Guide 4: Planning for Energy and Climate Change (2016)

Guide 5: Homes for All (2016)

Guide 6: I'd Love to Live There! Planning for Culture and the Arts (2016)

Guide 7: Planning for Green and Prosperous Places (2017, revised 2018)

Guide 8: Creating Health-Promoting Environments (2017)

Guide 9: Long-Term Stewardship (2017)

Guide 10: 'Edible' Garden Cities (2019)

Guide 11: People, Planning and Power (2019)

All available at <https://www.tcpa.org.uk/guidance-for-delivering-new-garden-cities>

■ ***Creating Garden Cities and Suburbs Today: A Guide for Councils***. Mar. 2013.

<https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=728ee8cf-ef8f-4c51-bc5c-8c4bbd1eab9f>

■ ***The Art of Building a Garden City – Garden City Standards for the 21st Century***. Jul. 2014.

<https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=15aa0250-9200-491a-9f56-b81475df64ad>

■ ***New Towns and Garden Cities – Lessons for Tomorrow. Stage 2: Lessons for Delivering a New Generation of Garden Cities***. Sept. 2015.

<https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=62a09e12-6a24-4de3-973f-f4062e561e0a>

■ **TCPA New Communities Group**

The New Communities Group (NCG) is a group of ambitious local authorities and development corporations planning and delivering exemplary large-scale new communities. The NCG helps in developing plans, providing political support, and encouraging a sharing of knowledge and best practice through seminars, workshops, study visits, parliamentary briefings, ministerial meetings, and newsletters.

<http://www.tcpa.org.uk/new-communities-group>

Other resources

- **Community Organisers Ltd**

<https://www.corganisers.org.uk/about-us/>

Community Organisers is the national, non-profit membership body and training organisation for community organising in England.

- **Community Planning Toolkit – Guide to Community Engagement.** Community Places, 2014

<https://www.communityplanningtoolkit.org/sites/default/files/Engagement.pdf>

Toolkit developed following the introduction of community planning in 2011, as a resource to advise the community and voluntary sectors on to how to engage and interact with the planning system.

- **communityplanning.net – community planning website**

<http://www.communityplanning.net/index.php>

Website published by Nick Wates Associates helping people shape their cities, towns and villages in any part of the world, offering useful listings of generic principles, methods, scenarios and information sources.

- **The Consultation Institute**

<https://www.consultationinstitute.org/>

Not-for-profit best practice institute, promoting high-quality public and stakeholder consultation in the public, private and voluntary sectors.

- **Create Streets**

<http://dev.createstreets.com/>

Urban design/research organisation working to help communities and developers create beautiful street-based places that are popular, promote wellbeing, and provide good long-term investment opportunities.

- **What is Community Engagement?** and **Community Engagement Toolkit.** Homes and Communities Agency

http://webarchive.nationalarchives.gov.uk/20140805171010/http://www.homesandcommunities.co.uk/community-engagement-toolkit?page_id=&page=1

Guide and toolkit developed by the Homes and Communities Agency (now Homes England), designed to help staff and partners recognise good community engagement and innovative practice.

- **Gascoyne Cecil Estates**

<http://www.gascoynececil.com/>

Private developer based in Hatfield, Hertfordshire, with a history of active community participation exercises in the development of its strategic sites.

- **International Association for Public Participation (IAP2)**

<https://www.iap2.org/default.aspx>

Non-planning-specific international body, committed to the promotion and improvement of the practice of public participation and engagement, across the private, public and third sectors worldwide.

- **Urban Extensions, Planning and Participation.** Joseph Rowntree Foundation, 2009

<https://www.jrf.org.uk/report/urban-extensions-planning-and-participation-lessons-derwenthorpe-and-other-new-communities>

Report on lessons from the application of participation exercises undertaken as part of the Joseph Rowntree Foundation's Derwenthorpe development in York.

■ **Just Space**

<https://justspace.org.uk/>

Alliance of community groups, campaigns and other organisations in London, working to influence emerging planning policy and decision-making through public participation in the interests of local communities themselves.

■ **Letchworth Garden City Heritage Foundation**

<https://www.letchworth.com/>

Body instituted by an Act of Parliament that works to maintain and enhance the world's first Garden City at Letchworth, managing its local property portfolio to generate income, which is then invested back into the community and landscape of Letchworth Garden City. Its approach includes community engagement exercises in the continuing maintenance and development of the town.

■ **Locality**

<https://locality.org.uk/>

National membership network for community organisations, promoting locally led initiatives that offer good services, places to live and public health, including prominently work on neighbourhood planning.

■ **National Community Land Trust Network**

<http://www.communitylandtrusts.org.uk/>

Charity working to advance the use of community land trusts as a tool for sustainable community-driven development, offering funding, resources, training and advice to the community, private and public sectors.

■ ***Good Practice Guide to Public Engagement in Development Schemes.*** Planning Aid England, Royal Town Planning Institute, 2010

<http://camdencen.org.uk/Resources/Planning/Communities/Good%20Practice%20Guide%20to%20Public%20Engagement%20Development%20Schemes.pdf>

Guide providing practical advice for those involved in community engagement in development schemes which require formal planning consent. Advice is organised by types of activity and the appropriate stage of the overall process.

■ **Planning for Real[®]**

<http://www.planningforreal.org.uk/>

A nationally recognised community planning process based on a three-dimensional physical model. The Planning for Real[®] process allows residents to register their views on a range of issues, to work together to identify priorities, and, in partnership with local agencies, to go on to develop an action plan for change.

■ ***Barriers to Community Engagement in Planning: A Research Study.*** Scottish Government, 2017

<https://beta.gov.scot/publications/barriers-to-community-engagement-in-planning-research/>

Report commissioned by the Scottish Government on the barriers found within the planning system to effective public engagement, and on opportunities for practical action to minimise their effects.