

**IDENTIFYING SKILLS NEEDS FOR  
IMPROVING THE ENGAGEMENT OF THE  
COMMUNITIES IN THE HOUSING MARKET  
RENEWAL PROCESS: A CASE STUDY OF  
NEIGHBOURHOOD FACILITIES IN  
NORTHWEST ENGLAND**

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**Ph.D. Thesis**

**2007**

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IN NORTHWEST ENGLAND**

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**Submitted in Partial Fulfilment of the Requirements of the  
Degree of Doctor of Philosophy, June 2007**

10581553



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**List of Abbreviations**

ASC	Academy for Sustainable Communities
ADFs	Area of Development Frameworks
Blackburn NHLC	Blackburn North Healthy Living Centre
BIFM	British Institute of Facilities Management
CABE	Commission for Architecture and the Built Environment
CLG	the Department for Communities and Local Government
DEFRA	Department for Environment, Food and Rural Affairs
DETR	Department of the Environment, Transport and the Regions
Elevate	Elevate East Lancashire Pathfinder Organisation
FM	Facilities Management
Government	The UK government
HC	House of Commons
HMR	Housing Market Renewal
JRF	Joseph Rowntree Foundation
LSP	Local Strategic Partnership
NDC	New Deal for Communities
NRF	Neighbourhood Renewal Fund
NRU	The Neighbourhood Renewal Unit
NVivo	QSR NUD*IST Vivo Ver 2
NWDA	Northwest Development Agency
ODPM	The Office of the Deputy Prime Minister
Pathfinder	HMR organisation
PATs	Policy Action Teams
RES	Regional Economic Strategy
RHS	Northwest Regional Housing Strategy
RSS	Northwest Regional Spatial Strategy
RICS	Royal Institute of Chartered Surveyors
RTPI	The Royal Town Planning Institute

SNA	Social Network Analysis
SRB	Single Regeneration Budget
The Borough HMR team	The Borough Neighbourhood Coordinator of Bank Top ADF
The Borough	The Blackburn with Darwen Borough Council
UK	The United Kingdom
UTF	The Urban Task Force

## **ACKNOWLEDGEMENT**

I would like to thank many people, without their help this thesis would not have materialised. To my supervisor professor Keith Alexander, thank you so much for your patience, for your time, for your academic and moral support and for reading all those unending drafts. Grateful thank is also due to my co-supervisor Mr John Hudson for constructive comments and constant support throughout this PhD process.

Special thanks also go to the staff for Centre for Facilities Management (CFM); the staff of research office for the School in Built Environment and friends/colleagues in the post graduate room for their support, time and friendships.

To my wonderful son, Sayid Bajrai and wonderful daughter, Hanan Bajrai, thank you for putting up for so many years with 'ummi' who 'lived in the study', for your love, understanding and encouragement. To my parents and family whom I am sure would have been proud, thank you so much for believing in me.

Lastly, but most especially to my beloved husband, your love, patience and support have been unending. Thank you for providing me with the time and space I needed, for the lovely cards, for the cups of hot chocolate and for believing in me. This thesis is dedicated to you.

## **DECLARATION**

I declare that this thesis was the result of my own work. There is no portion of the work covered in this thesis that has been submitted in support of any application for another degree or qualification at this or other institutions of higher learning.

## **ABSTRACT**

In the late 1990s, several areas in Northwest of England were identified as suffering from social and economic deprivations with low housing demand, abandoned neighbourhoods, where local people and services have moved out. To address these problems, the HMR initiative was introduced by the Department of Communities and Local Government in 2003. Nine Pathfinders supported by the HMR Funds were established aimed at rebuilding communities through creating places where people want to live and work for the present and for future generations. This puts local communities at a centre of the programme and they should act themselves as agents for HMR. The Government has recognised that community engagement is vital to the success of the HMR process. What little written guidance is available from the Government for community engagement in the HMR process is inaccessible or unused in HMR. However, the local protests on the way that the HMR is being delivered suggest that local communities are not fully engaged, and highlights that the Pathfinders need the necessary skills for improving the engagement with local communities in the HMR process. The Egan report (which is further supported by the professionals in built environment) has recognised the need for considering new skills and ways of working in delivering sustainable communities. However, the report does not specifically address how these skills need to be allocated among different stakeholders. It also fails to describe the skills necessary to improve engagement with the communities.

This study aims to critically appraise Government policies for community engagement practice in the HMR process, and investigate the skills needed for attaining the full level of community engagement in the HMR process. It explores the roles of key stakeholders and their levels of involvement in the community engagement process; barriers for attaining the full level of community engagement; and the stakeholders' expectations from the engagement process that leads to the skills needs for improving the engagement of communities. The study applies qualitative research within a nested research methodology with two phases of case study design (an exploratory study at Elevate East Lancashire Pathfinder, Blackburn Borough Council and Bank Top; and a detailed case study in Bank Top, Blackburn). Rigorous data collection and analysis using Nvivo is employed. Research findings from the exploratory study confirm that local communities were poorly engaged in the HMR process. This stimulated a definition of the research questions. A framework for identifying the skills needed for attaining the full level of community engagement was further developed and applied for a new play area in Bank Top. Findings from the case study identify the skills needed for attaining the full level of community engagement in the HMR process aimed at consulting young people and show some engagement, but this did not really empower the community. This study generates new knowledge about the skills needs for attaining the full level of community engagement in the HMR process. This study also offers a methodological contribution that could be applied to a similar study for different community groups and different Pathfinder areas.

## CHAPTER 1

### INTRODUCTION

#### 1.1 Background to the Research

Since the 1990s, some parts of the North and Midlands of England have been suffering from social and economic deprivations. Many industrial activities collapsed with high unemployment and crime rates. These phenomena contributed to empty and abandoned houses, unattractive neighbourhoods and people leaving the areas. In response to these social and economic deprivations, the Government introduced a sustainable communities' agenda. This provides a framework for a major programme of action that will over the next 15-20 years, tackle the social and economic deprivations of the identified neighbourhoods across England. One of the strategies is tackling low demand and housing abandonment in the identified areas of the North and Midlands of England.

In recent times, the Government has introduced a number of initiatives designed to ease the problem of low demand and unpopular housing. These initiatives include the New Deal for Communities (NDC) programme, a National Strategy for Neighbourhood Renewal, and a number of neighbourhood specific performance targets, or 'Public Agreements' set by the Government. The most recent initiative launched by the Government is the HMR. This ambitious programme seeks to tackle housing market failure in some parts of the North and Midlands of England. This programme was introduced shortly after the publication of the report on *Empty Homes* by the Transport, Local Government and the Regions Select Committee in March 2002. The report suggested three main recommendations and one of them that called for urgent actions to tackle low demand and abandoned houses is: *Radical intervention is needed in some inner urban areas where the housing market has collapsed to make them attractive to a broad range of existing and potential residents. The housing market renewal approach needed to achieve this must be on a large, conurbation-wide scale. It will take a long time and so must be started as soon as possible and will require significant additional funding, of the order of hundreds of millions of*



*pounds per annum* (Transport, Local Government and the Regions Select Committee, 2002).

After the report's publication, the Government announced the creation of nine HMR Pathfinders (Pathfinder) in areas of the North and Midlands: Birmingham/Sandwell, East Lancashire, Hull/East Riding, Manchester/Salford, Merseyside, Newcastle/Gateshead, North Staffordshire, Oldham/Rochdale and South Yorkshire. These Pathfinder areas had received funding of £500 million over three years. No specific targets were announced for the programme at that stage but the overall aim was: *To provide lasting solutions for communities blighted by derelict homes through investment and innovation* (ODPM, 2002).

Details of the HMR were first announced as part of the Sustainable Communities Agenda introduced by the Government in February 2003. The broad objective for the programme was to *entail radical and sustained action to replace obsolete housing with modern sustainable accommodation, through demolition and new building or refurbishment. This will mean a better mix of homes and sometimes fewer homes* (ODPM, 2003). The programme has been operating for more than four years. A study by the CPRE (2004) revealed that housing market failure is not only central to the physical condition of housing, but also about non-physical interventions and factors such as social deprivation, economic and environmental issues that cause housing to be unpopular. It was supported by Nevin (2004) who summarised the causes of low demand in the Pathfinder areas in three main strands: *Housing stock obsolescence; Surplus housing stock; and Unpopular neighbourhoods*. Nevin (2004) further concluded that these three main factors have contributed to the neighbourhood abandonment and housing market failure in the identified Pathfinder areas.

Meanwhile, the aspirations of local communities also need to be investigated, as the latest protest by the local residents on the scale of clearances within one of the Pathfinder areas in the North of England (Clover, 2004; 2005 and Ungood-Thomas, 2005) suggests a gap between Pathfinder's intentions and local communities' expectations. Proposals for the compulsory purchase and demolition of thousands of unfit houses within the Pathfinder's areas were

claimed by the local communities as creating forced migration, and preventing the creation of sustainable communities. The protestors wanted actions that encouraged people to continue to live and work in the Pathfinder's areas and not to be forced to move elsewhere. The conflict between the local communities' aspirations and the Pathfinder's objectives suggested that local communities are unclear about some of the terminology, options and possible outcomes that are being put forward by the Pathfinder in their areas. This highlighted that local communities were less engaged in the HMR process and not given the opportunity to have their views considered in designing their own neighbourhoods.

In addition, the need for engaging local communities has been recognised by the Government as essential for the success of the HMR process (HC, 2005). The extensive legislative frameworks, especially in the planning works have required all stakeholders involved in the HMR process to exercise engagement with local communities. Even though the Government takes community engagement seriously, and expects the pathfinders to do the same, guidance for community engagement from the Government is very little. In response to this, Elevate East Lancashire, one of the Pathfinders in the North of England has, introduced its *Community Engagement Strategy* that requires its local authorities and their partners to engage with local communities in the process of delivering HMR (Elevate, 2005). However, the strategy fails to address how local communities should be engaged, or how far the involvement is needed from them in the HMR process. The evidence suggests that the skills for improving the full level of community engagement are required in the HMR process.

The shortcomings of the necessary skills to manage regeneration initiatives were first noted in the *Urban Task Force* report (1999). The report proposed the setting up of regional resource centres for addressing skills shortages and good practice in urban professionals. Five years later, the Government responded to the issue and appointed Sir John Egan to head a task force into skills for sustainable communities. As a result of Egan's report and during the Sustainable Communities Summit 2005, the Academy for Sustainable Communities was announced and set up in Leeds. This Academy gives priority to training in broad

range of skills and expertise that are required for delivering sustainable communities across UK.

A review of the existing models of professional competences indicated that professionals do recognise the importance of generic skills such as *working with others, communication, and problem solving*, which are incorporated into their professional practices. These models of professional development, works and approaches can be found in: *The UK occupational standards models* (cited by Cheetham and Chivers, 1996); *The job competence model* (Mansfield and Mathews, 1985); *The reflective practitioner approach* (Schon, 1983); *Meta-competencies* (Reynolds and Snell, 1988 and Nordhaug, 1990); *Core skills* (Cheetham and Chivers, 1998); *Ethics and values* (Eraut et al, 1994); *Model for professional competence framework for RICS* (Kennie and Green, 2001) and *BIFM professional qualification* (BIFM, c1999). These models have their own strengths and weaknesses within the context of their own professions. However, this study seeks to investigate the ability of the existing models to deal with the necessary skills demand for attaining the full level of community engagement in the HMR process. Understanding the existing models of professional competences leads to the identification of shortcomings in skills required for engaging local communities by different stakeholders who are involved in the HMR process. These skills are also recognised as the crucial education and training needs for delivering sustainable communities in UK (Hartley, 2002; Egan, 2004; Turner and Townsend, 2004; The Neighbourhood Renewal Unit, 2003; Martin & Hall, 2002; Sterling, 2001).

## 1.2 Problem Statement

Misleading about information on the HMR initiatives that have been put forward to the affected neighbourhoods across North and Midlands, England, is increasingly become a national issues and widely covered by local media (refer to Clover, 2004; 2005; Ungoed-Thomas, 2005; Flanagan, 2005; and Tonight with Trevor McDonald programme, 2006). These phenomena suggest that there is a conflict between the Pathfinders' intentions and the local communities' aspirations in the HMR process. Local communities are not clear about the

benefits that the HMR could do in improving their neighbourhood. This evidence suggests that local communities are less engaged in the development process of the HMR.

In addition, evidence shows that guidance for attaining the full level engagement of the communities in the HMR process is little, or does not exist (HC, 2005). However, the Pathfinders are bound by the legislative framework to have full level of engagement with local communities at the early stage of the HMR process. To improve the engagement with the communities, the necessary skills need to be acquired by different stakeholders to those involved in the HMR process.

This study focuses on identifying the necessary skills that must be acquired for attaining the full level of community engagement by different stakeholders, such as those involved in the HMR process in Bank Top, Blackburn, and the East Lancashire Pathfinder. In achieving this main objective, this study needs to investigate: the roles of different stakeholders in the engagement process; the levels of community engagement that are implemented; the barriers for attaining full level of community engagement and the different expectations stakeholders have from the engagement process. The research findings from the case study in the Bank Top ADF justify the skills that are required to attain the full level of community engagement by different stakeholders in the HMR process.

### **1.3 Research Aim and Objectives**

This study is concerned about skills needs for community engagement in the HMR process. The aim of the study is to investigate the skills requirements for attaining the full level of community engagement by different stakeholders in the HMR process, in Bank Top ADF, Blackburn, East Lancashire Pathfinder. To realise the aim of this study, six main objectives were developed. They are:

- To critically appraise the Government policies for the community engagement in the HMR process.

- To identify the stakeholders and their roles in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder.
- To explore the level of community engagement that is implemented by different stakeholders in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder.
- To understand the barriers to attaining the full level of community engagement in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder.
- To investigate the stakeholders' expectations from the community engagement process in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder.
- To identify the skills needs for the different stakeholders who are involved in the engagement process of the HMR in Bank Top ADF, Blackburn, East Lancashire Pathfinder.

#### **1.4 Research Questions**

In answering the aim and objectives, the following research questions have been developed. These questions comprise of one main research question, and five sub-questions. The main research question is:

What are the necessary skills that need to be acquired in order to attain the full level of community engagement by different stakeholders in the delivery process of a new play area project in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?

In answering this main research question, the sub-questions were generated, and they are:

RQ1 Who are the stakeholders and what are the tasks for the different stakeholders involved in the engagement process of delivering a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?

- RQ2 What level of community engagement is implemented by the different stakeholders involved in the delivery process of a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?
- RQ3 Why are full levels of community engagement not successfully implemented by the different stakeholders involved in the delivery process of a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?
- RQ4 What are the stakeholders' expectations from the community engagement process in the delivery process of a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?
- RQ5 What skills need to be acquired by the different stakeholders involved in the engagement process of delivering a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?

## **1.5 Scope of the Research**

This study focuses on identifying the necessary skills that must be acquired for attaining the full level of community engagement by different stakeholders in the HMR process in Bank Top, Blackburn, East Lancashire Pathfinder.

The research questions used to deduce the necessary skills for the different stakeholders involved in the HMR process are developed in two stages: findings from the relevant literature searches and local newspapers on the local opposition to thousands of unfit housing clearance in some part of the Pathfinder's areas in the Northwest, England; and, findings from the exploratory phase carried out in the East Lancashire Pathfinder, the Borough and the Bank Top ADF from February 2005 until August 2005.

Research findings from the exploratory phase also justified the research approach for this study with a choice of Bank Top ADF as a single case, and the Bank Top new play area as a single unit case analysis: also the identification of different stakeholders, their tasks and relationships in the community engagement process of the HMR process. A framework to identify the necessary skills for attaining the

full level of community engagement by different stakeholders in the HMR process has been developed, and applied for a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire.

## 1.6 Research Plan

This study was carried out and divided into six stages of a research outline plan as illustrated in Figure 1.1 below.

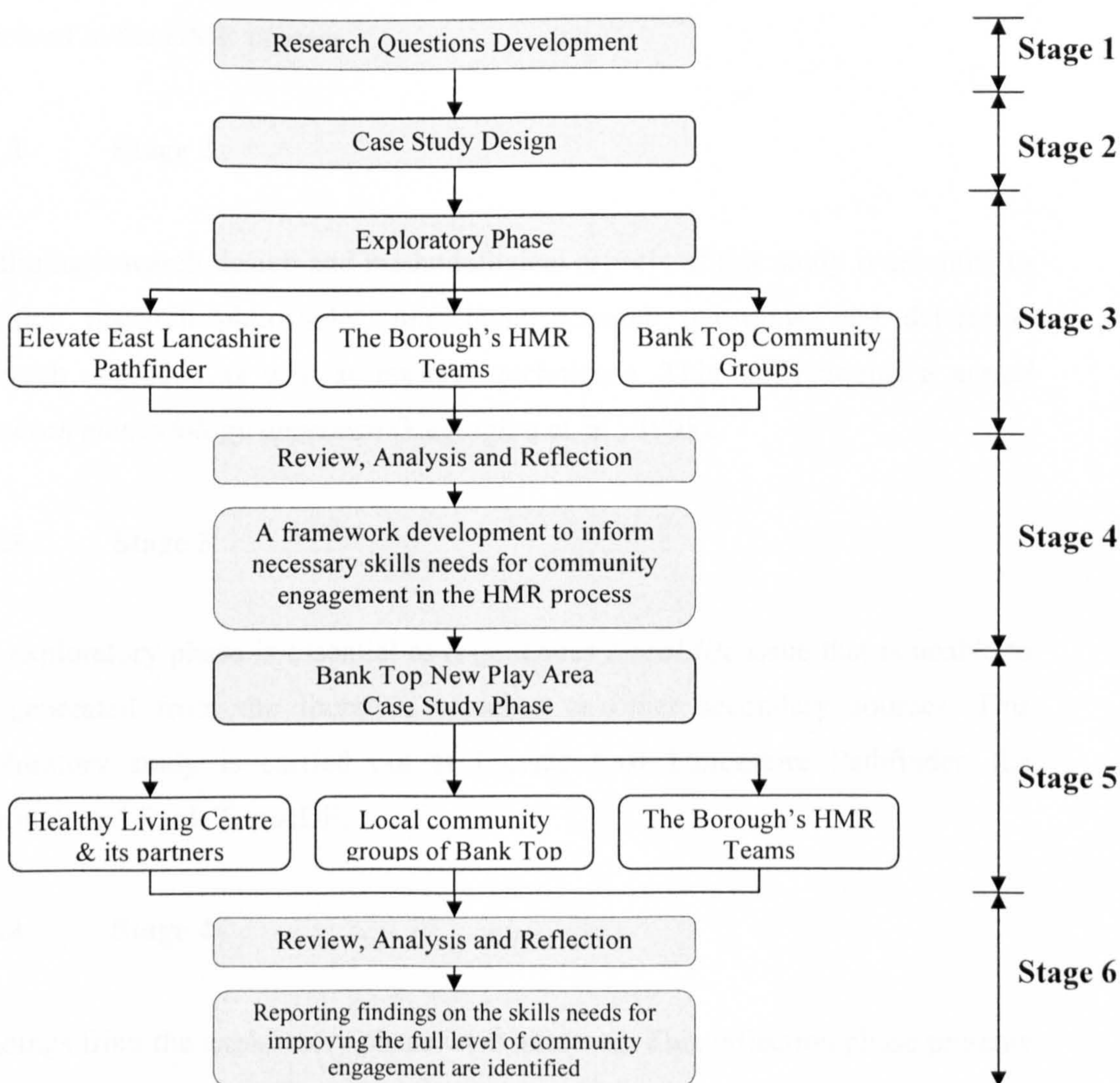


Figure 1.1 Six stages of the research plan

### 1.6.1 Stage 1

This is a review of the relevant literature, to provide an understanding of the skills needed for community engagement in the HMR process. This covers the following main topics: The regeneration policies in the UK and its significance to the HMR, the community engagement practice in the regeneration, skills for sustainable communities, and professional skills and competencies plus other generic skills. This extensive literature research provides background for the preliminary development of research questions, which focus on what skills need to be acquired for community engagement, by the different stakeholders who are involved in the HMR process.

### 1.6.2 Stage 2

Outlining research design and methodological aspects of this study is essential to position research philosophy, implement research questions, and determine research approach as well as research techniques. This study adopts a *nested research methodology approach* (Kagioglou et. al., 1998).

### 1.6.3 Stage 3

An exploratory phase is essential as it generates a *real life* issue that is unable to be generated from the literature searches or other secondary sources. This exploratory study is carried out at Elevate East Lancashire Pathfinder, the Borough and Bank Top ADF.

### 1.6.4 Stage 4

Findings from the exploratory phase were analysed. This reflection phase presents three main elements: research questions were redefined, different stakeholders relationships in attaining the full level of community engagement were identified, and a choice of Bank Top ADF as a case study with the Bank Top new play area as a unit case analysis were justified. Based on the key findings from the exploratory study and literature surveys, a framework for identifying the



necessary skills for improving the full level of community engagement in the HMR process was developed. The framework was applied and tested for a Bank Top new play area case study phase.

#### **1.6.5 Stage 5**

A Bank Top new play area case study phase was carried out to identify any skills that could be acquired for improving the full level of community engagement by different stakeholders in the HMR process. A Bank Top new play area was chosen as a unit case analysis for this study.

#### **1.6.6 Stage 6**

Data analysing, reflecting, reporting and concluding part of the Bank Top new play area case study phase of research findings were presented.

### **1.7 Structure of the Thesis**

This thesis is structured into seven chapters and outlined as below.

#### **Chapter 1: Introduction**

This chapter introduces the background of the study problems, research aim, objectives and questions, scope of the study, research plan and structure of the thesis.

#### **Chapter 2: The Literature Background of Study**

This chapter presents a literature and synthesis, which develops theoretical knowledge building for the skills needs for attaining the full level of community engagement in the HMR process. This chapter covers: regenerations programmes and policies in the UK and how they are related to HMR, community engagement and its significance to HMR process, demand for skills in HMR process, and the ability of the existing model of professional skills in the built environment to meet

the skills demands in the regeneration programmes like HMR. These secondary data are gathered to support research questions in this study.

### **Chapter 3: Research Design and Methodology**

This chapter discusses and justifies the choice of methodology used in this study. The interpretive philosophical research paradigm is adopted. A case study design was developed in two phases: an exploratory phase and a Bank Top new play area case study phase. The qualitative data collection techniques and qualitative data analysis techniques were used.

### **Chapter 4: Case Study: Data Collection, Analysis and Findings From An Exploratory Phase**

This chapter presents key findings from the exploratory phase: different stakeholders' relationships, different stakeholders' expectations, levels of community engagement, and barriers for improving the full level of community engagement in the HMR process in Bank Top ADF. Reflection from these key findings demonstrates three main themes: identification of key stakeholders who were involved in the community engagement process, refinement of research questions, and justification of single and holistic case study as a research approach for this study. A choices of Bank Top ADF as a single case study and a Bank Top new play area as a unit case analysis for this study are also justified.

### **Chapter 5: Developing A Framework For Identifying Skills Needs For Community Engagement In The HMR Process**

This chapter presents the methodology that was adopted for developing a framework to identify the required skills needs to help improve the full level of community engagement by different stakeholders who are involved in the HMR process. The development of the framework was derived from deductive reasoning and inductive reasoning. Evidences for choosing this approach during the development of the framework are presented.

## **Chapter 6: Case Study: Data Collection, Analysis and Findings From A Bank Top New Play Area**

This chapter presents key findings from a Bank Top new play area case study phase. The findings were structured in three key main areas of investigations. The findings identify the skills that must be acquired for attaining the full level of community engagement by different stakeholders who are involved in the process of delivering a new play area in the Bank Top, Blackburn, East Lancashire. The levels of community engagement, the stakeholders' roles in the community engagement process, barriers for attaining the full level of community engagement, and the stakeholders' expectations from the community engagement process are also reconfirmed.

## **Chapter 7: Conclusions and Recommendations**

This final chapter presents discussions on the research aim and objectives; the summary of overall research findings; comment on research questions; contribution of the thesis and the limitation of the study. Further recommendation for future research work is proposed.

### **1.8 Summary and Link**

This chapter has set out the research background and focus of the study. The next chapter will critically review the regeneration policies that relate to HMR in the UK. It also outlines issues on community engagement as an essential factor for the success of the HMR process. The necessary skills for community engagement that should be acquired by different stakeholders involved in the HMR process are reviewed.

## **CHAPTER 2**

### **THE LITERATURE BACKGROUND OF STUDY**

#### **2.1 Introduction**

This chapter reviews the relevant literature that supports the research questions formulated in Chapter 1, section 1.4. In this chapter:

- The regeneration policies in the UK are critically explored and reviewed.
- The Sustainable Communities' agenda and its new approach via HMR initiatives to tackle the problems of low housing demand in the UK are presented.
- The concept of community engagement within the scope of this study is clearly defined.
- The community engagement in the previous regeneration initiatives is reviewed and explored.
- Local communities' expectations from the HMR process are explored.
- The theoretical frameworks for community engagement are reviewed
- The stakeholders' engagement within the Pathfinder's areas is reviewed and justified.
- The legislative frameworks and guidance for community engagement are explored and reviewed.
- The skills required for the stakeholders' successful engagement in the HMR process are justified and presented.
- The preliminary main research question for this study is formulated.

#### **2.2 The Regeneration Policies in the UK**

##### **2.2.1 Overview of the regeneration policies in the UK**

As defined by the Housing Corporation (2004) regeneration is:

*“...improving areas that are recognised as being run down, neglected or otherwise deprived, where housing organisations have a role in improving the quality of life of present and future residents”.*

The definition encompasses activities including not only the physical aspects of housing development and market restructuring, but also other types of communities’ interests. Concern about the need of existing communities to improve their quality of life fall within this definition, as the housing element is essentially part of the programme.

Over these years, the Government through the Department of Communities and Local Government (CLG) (formerly known as the Office of Deputy Prime Minister (ODPM)), has made clear intention to tackle the particular problems faced by areas of high poverty. The concerns were not only with the areas’ socio-economically poor conditions but also with the quality of their physical environment, from the standards of housing to the upkeep of streets and parks. To tackle those problems, the CLG has introduced many initiatives and policies aimed to improve the quality of housing and local environments at both urban and neighbourhood levels. These policies are as summarised in Table 2.1 below.

Table 2.1: The urban and neighbourhood policies in the UK: 1997-2005  
(source: UTF, 1999; SEU, 1998; Urban White Paper, 2000; the NRU, 2001; ODPM, 2003)

URBAN	NEIGHBOURHOOD
<p><b>1. Urban Task Force (1998-1999)</b></p> <ul style="list-style-type: none"> <li>• Aims to tackle urban decline</li> <li>• Key strategies include to: <ul style="list-style-type: none"> <li>• Design and maintain streets, spaces and buildings to support the community</li> <li>• Increase building densities to moderate levels, sufficient to support a frequent bus service</li> <li>• Prioritise public transport, walking and cycling</li> <li>• Equalise incentives between regeneration and green field building, particularly reducing VAT on repair of existing buildings.</li> </ul> </li> </ul>	<p><b>1. Social Exclusion Unit (1998)</b></p> <ul style="list-style-type: none"> <li>• To tackle: the extreme problems of marginalised groups (such as the homeless and school truants); and the problems of marginal areas.</li> <li>• Developed the <i>National Strategy for Neighbourhood Renewal</i> (2000) by forming consultation across governmental agencies and voluntarily community groups on what needed to be done to equalise conditions between declining and mainstream neighbourhoods.</li> </ul>
<p><b>2. Urban White Paper (2000)</b></p>	<p><b>2. Neighbourhood Renewal Unit (2001)</b></p>

<ul style="list-style-type: none"> <li>• Endorsed virtually all of the Urban Task Force's strategies except VAT equalisation, but failed to give powers of resources to local authorities to accelerate: <ul style="list-style-type: none"> <li>• Urban regeneration</li> <li>• The restoration of urban parks, or</li> <li>• The recreation of adequate urban infrastructure</li> </ul> </li> <li>• Key Aims: <ul style="list-style-type: none"> <li>• New sustainable homes that are attractive, safe and practical</li> <li>• Retaining people in urban areas and making them more desirable places to live in</li> <li>• Improving quality of life, opportunity and economic success through tailored solutions in towns and cities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• To implement the Action Plan of the National Strategy for Neighbourhood Renewal.</li> <li>• To manage Neighbourhood Renewal Fund (NRF) which tackles deprivation in England's 86 most deprived local authorities' districts by funding efforts to reverse decline and create more attractive, viable communities.</li> <li>• To manage Neighbourhood Management Pathfinders which are funded by the NRF to foster a partnership approach to improve neighbourhood conditions and deliver local services.</li> <li>• To manage Neighbourhood Wardens pilots which are funded by the NRF, local authorities and housing associations to improve quality of life and people's sense of security in the area by tackling deprivation and anti-social behaviour at a grass-roots levels such as litter, graffiti and vandalism, etc. Promoting community safety, community engagement, assist with environmental or housing improvements and help with neighbourhood management fostering social inclusion.</li> <li>• To manage New Deal for Communities (NDC) programme for: <ul style="list-style-type: none"> <li>• tackling multiple deprivation in the most deprived neighbourhoods in the country</li> <li>• giving some of poorest communities the resources to tackle their problems in an intensive and co-ordinated way.</li> </ul> </li> </ul>
<p><b>3. Urban Policy Unit (2001)</b></p> <ul style="list-style-type: none"> <li>• The Urban Policy Unit was set up to create a framework for urban revival by following the Urban White Paper's recommendations.</li> <li>• Has responsibility for: <ul style="list-style-type: none"> <li>• Improving urban design standards</li> <li>• Creating play areas and green spaces and</li> <li>• Co-ordinating the 'cleaner, safer, greener agenda'</li> </ul> </li> <li>• Promotes the 'Northern Way' as a strategy for redistributing growth from the over-pressurised South East and so promoting recovery in Northern regions.</li> <li>• At the Urban Summit 2002 in Birmingham, the government gathered around 2,000 regeneration experts highlighting many urban recovery innovations.</li> </ul>	<p><b>3. Sustainable Communities Plan (2003)</b></p> <ul style="list-style-type: none"> <li>• To address: <ul style="list-style-type: none"> <li>• Growth pressures and housing shortages in the South East</li> <li>• Declining housing markets in the Midlands and North</li> <li>• General shortages of affordable housing</li> <li>• Reform of planning</li> <li>• Protection of the countryside</li> <li>• The need for sustainable communities that minimise resource use, environmental impact and social polarisation</li> </ul> </li> <li>• At the Delivering Sustainable Communities Summit in Manchester (January 2005), around 2,000 development and regeneration experts were gathered to discuss national, regional and local perspectives on how to create and sustain vibrant communities. The result from this 2005 summit, the Academy Skills for Sustainable Communities, is set up in Leeds. It focuses on the necessary skills for delivering sustainable communities.</li> </ul>

As tabulated and summarised in table 2.1, this study classifies these regeneration policies which are mainly focusing on tackling urban and neighbourhood problems under three main themes: *Social exclusion, liveability and sustainable*

*communities* (Paskell & Power, 2005). These themes are keys to the understanding of the HMR initiatives and why it is seen as significant to tackle the most deprived areas in England, despite those regeneration policies tabulated in Table 2.1. Discussions on each of the themes are presented in the next section.

### 2.2.1.1 Social exclusion

In 1998, the SEU was set up with its specific aims to tackle and identify specific aspects of neighbourhood deprivation, and came up with the strategies for addressing them (SEU, 1998). Initially, social exclusion, which is affecting not only the people but also the identified neighbourhood areas, is defined as:

*“a shorthand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown” (SEU, 2001)*

To tackle the affected low-income areas, the 18 Policy Action Teams (PATs) were commissioned. A number that focus on local issues are: Neighbourhood Management (PAT 4); Housing Management (PAT 5); Neighbourhood Wardens (PAT 6); and Unpopular Housing (PAT 7). The Teams were set up to provide detailed analysis and action points in developing a National Strategy (Strategy) with the aim at narrowing the gap between low-income areas and other areas. After setting up a framework for Consultation (SEU, 2000), the Strategy was published as an Action Plan for addressing multiple problems in *the hundreds of severely deprived neighbourhoods* (SEU, 2001) in England and Wales. The Strategy emphasised that the problem identified was neighbourhoods that had seen their basic quality of life become increasingly detached from the rest of society. These were to be tackled (SEU, 2001). The subsequent aim of the Strategy was that within 10 to 20 years, no one should be seriously disadvantaged by where they live (SEU, 2001).

Conclusively, better housing and physical environments were the main objectives of the Strategy. However, the concept of social exclusion did not provide the

affected deprived neighbourhoods with safe and pleasant places for the people to live in. The concerns about safe and pleasant neighbourhood environments or areas fall within the quality of life that is also known as *liveability*. The concept of liveability is discussed further in the next section.

### 2.2.1.2 Liveability

Concerns about litter, crime and low-grade environments are among the most common local concerns for residents across Britain (ODPM, 2002). Such concerns are more extensive in low-income areas, but the wish for improvements is common across the country (Kearns and Parkes, 2003). This quality of life, which is affected by local neighbourhoods, is referred to as *liveability*. The ODPM views this issue not only as a key to the management and renewal of low-income areas but also as a relevant to other neighbourhood as:

*“...the quality of our public space affects the quality of all our lives...everybody’s local environment should be cleaner, safer and greener”* (ODPM, 2002).

Liveability is the concept which focuses on public (open and green) spaces that includes housing as part of the built environment (Urban Green Spaces Taskforce, 2002) and the street scene (CABE, 2002). This link to the neighbourhood management and the neighbourhood renewal has the aim of meeting the challenge of ensuring local areas in general are *cleaner, safer and greener* (ODPM, 2002). In doing so, the governmental agencies need to work with not only the voluntary sector organisations but also local community groups of the affected areas.

However, concern with liveability is not sufficient if the areas are not viable in the future. The concern over viable areas falls within the third theme of regeneration policies that is also known as *sustainable communities*. The concept of sustainable communities is further discussed in next section.



### 2.2.1.3 Sustainable communities

Sustainability is defined by Long and Hutchins (2003) as *people continuing to want to live in the same community, both now and in the future* and it is achievable in situations where people continue to choose to live, work and carry on activities in the same common locality and community with fully occupied housing. Sustainability is promoted by the Government at two levels: the Sustainable Development; and the Sustainable Communities Plan.

*First*, Sustainable Development is defined by Brundtland (1987) as:

*Development that meets the needs of the present without compromising the ability of future generations to meet their own needs* (Brundtland, 1987).

After the Brundtland report publication, the DETR (1999) published a report on *A Better Quality of Life: The Strategy for Sustainable Development for the UK*. The report emphasises that at the heart of the sustainable development there is an idea of *ensuring a better quality of life for everyone, now and for generations to come* (DETR, 1999). This national strategy for sustainable development has four main aims to be achieved: *Social progress that meets the needs of everyone; Effective protection of the environment; Prudent use of natural resources; and Maintenance of high and stable levels of economic growth and employment*. In other words, the concept of sustainable development has been accepted as an effective way of addressing balanced and mixed social, cultural, political, health, economic and environmental needs. Progress on sustainable development has been measured through 15 headlines indicators of a better quality of life produced by DETR (1999).

*Second* is the Sustainable Communities Plan, which is set up by the ODPM (2003) with more specific objective to ensure that neighbourhoods are sustainable. The concept of sustainable communities is developed from the ideas of UTF (1999) to: identify the causes of urban decline in England; and recommend practical solutions to bring people back into our cities, towns and urban neighbourhoods.

Moreover, the introduction of the Sustainable Communities Plan (ODPM, 2003) as a policy also reflects the National Strategy for Neighbourhood Renewal that emphasises the housing quality and local environmental standards. The Sustainable Communities Plan (ODPM, 2003) restated and reinforced the concepts of decent housing and decent places that previously lay out in the National Strategy (SEU, 1998) and set the targets for attaining these standards across all areas. It also aimed to establish how the simultaneous issues of housing shortage in the South East and low demand in the Midlands and North could be addressed by providing housing where needed, without undermining local communities in developing areas of low demand (ODPM, 2003).

However, understanding the concept of the Sustainable Communities Plan is not sufficient if the community that needs to be sustainable is not clearly addressed in this study. There are two common definitions of the community that are most common and appropriate for this study. First, Poplin (1979) defines the community from a sociological perspective that refers to *the place where people maintain their homes, earn their livings, rear their children and carry on most of their life activities*. The second definition of the community is from Long and Hutchins (2003) that refers to *a grouping of up to several thousand households, whose occupants share common experiences and bonds derived from living in the same locality*. Based on both definitions, this study concludes and describes community as *persons or people living within the same geographical area, carrying on their social interactions and activities with one or more common ties and shared values*. This is the community that needs to be addressed for applying the concept of the sustainable communities in this study.

Understanding the community and the sustainability leads this study to the definitions of sustainable communities. As derived by Kearns and Turok (2003):

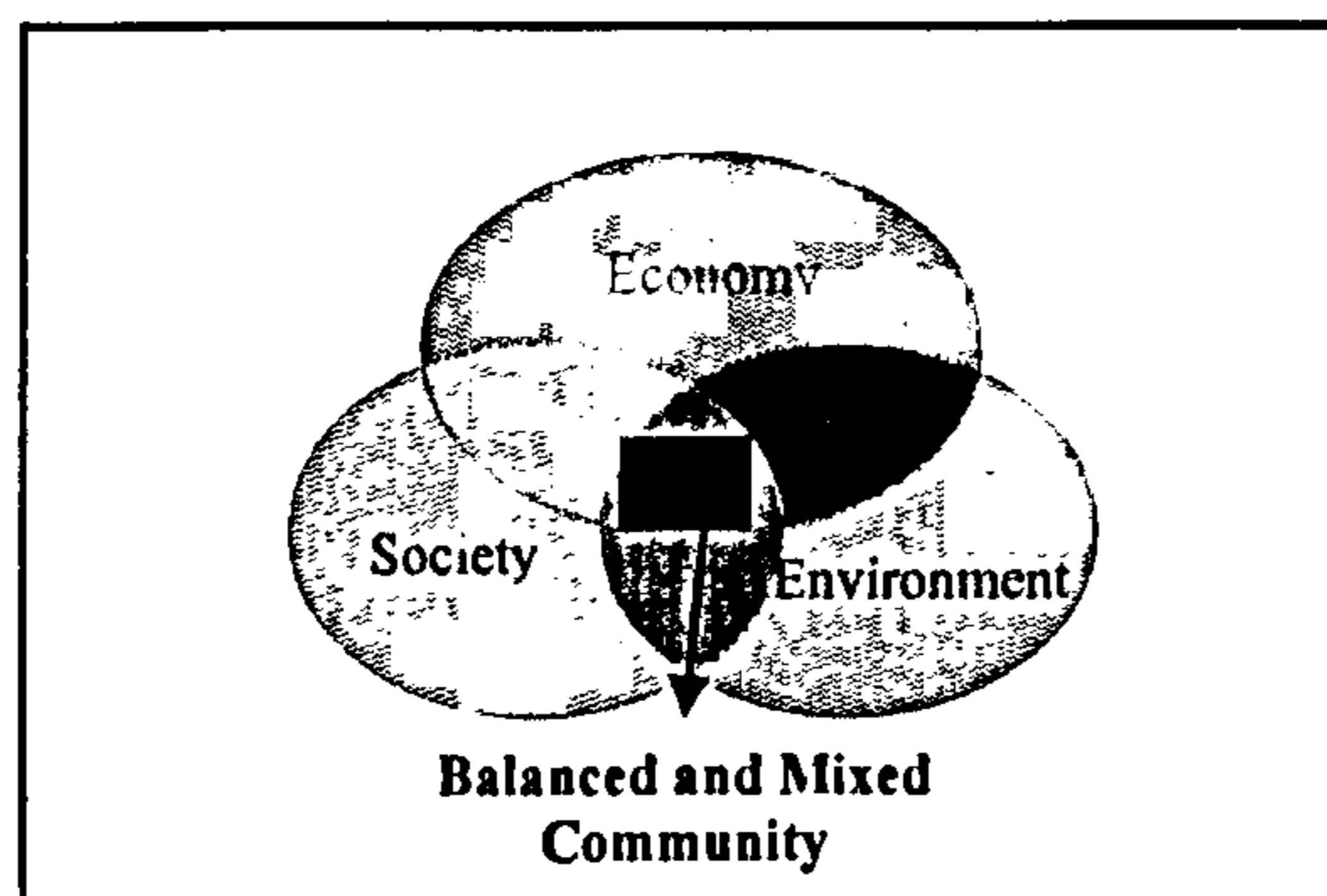
*“Sustainable communities are settlements which meet diverse needs of all existing and future residents; contribute to a high quality of life; and offer appropriate ladders of opportunity for household advancement, either locally or through external connections. They also limit the adverse external effects on the environment, society*

*and economy” (Kearns and Turok, 2003)*

It further support by Egan (2003) who defines sustainable communities as:

*“Sustainable communities meet the diverse needs of existing and future residents, their children and other users, contribute to the high quality of life and provide opportunity and choice. They achieve this in ways that make effective use of natural resources, enhance the environment, promote social cohesion and inclusion and strengthen economic prosperity” (Egan, 2003).*

As illustrated in figure 2.1, Kearns and Turok (2003) proposed an appropriate set of principles and values for achieving sustainable communities that integrates three dimensions of sustainable development and sustainable communities as defined above. Unquestionably, these three dimensions of sustainable communities become guiding principles to ensure the existing communities are socially, economically and environmentally sustainable (ODPM, 2003).



*Figure 2.1: The three dimensions of sustainable communities (source: Kearns & Turok, 2003 and Egan, 2003)*

Conclusively, the overview of regeneration policies in the UK revealed three concepts of *social exclusion*, *liveability* and *sustainable communities* that are interlinked to one another. The idea of sustainable communities sets concern with local environments and housing (liveability issues) alongside concern at how neighbourhoods can resist demographic shifts that may cause local decline. In doing so, it also links to the concern about social exclusion in tackling the most disadvantaged local areas. However, understanding these three concepts of social

exclusion, liveability and sustainable communities is insufficient if the overall concept of the sustainable communities' agenda is not clearly defined. The concept of the sustainable communities agenda and how the HMR fits in as one of the strategies to create community sustainability, is further discussed below.

### 2.3 The Sustainable Communities Agenda

The sustainable communities' agenda is clearly addressed by the Government via its report on *Sustainable communities: building for the future* (ODPM, 2003). This report was published with the overall aim to transform the communities by tackling the root causes of the neighbourhoods' deprivations in towns and cities across England. As illustrated in Table 2.2, this action programme sets out twelve main requirements and six main strategies, which are very important for the success of sustainable communities.

Table 2.2: The key requirements and strategies of sustainable communities  
(source: ODPM, 2003)

Key requirements	<ol style="list-style-type: none"> <li>1. A flourishing local economy to provide jobs and wealth</li> <li>2. Strong leaderships to respond positively to change</li> <li>3. Effective engagement and participation by local people, groups and businesses, especially in the planning, design and long-term stewardship of their community and an active voluntary and community sector</li> <li>4. A safe and healthy local environment with well-designed public and green space</li> <li>5. Sufficient size, scale and density and the right layout to support basic amenities in the neighbourhood and minimise use of resources (including land)</li> <li>6. Good public transport and other transport infrastructure both within the community and linking it to urban, rural and regional centres.</li> <li>7. Buildings - both individually and collectively - that can meet different needs over time and that minimise the use of resources.</li> <li>8. A well integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes</li> <li>9. Good quality local public services, including education and training opportunities, health care and communities health care and community facilities, especially for leisure</li> <li>10. A diverse, vibrant and creative local culture, encouraging pride in the community and cohesion within it</li> <li>11. A sense of place</li> <li>12. The right links with the wider regional, national and international community</li> </ol>
Key strategies	<ol style="list-style-type: none"> <li>1. Decent homes, decent places</li> <li>2. Low demand and abandonment</li> <li>3. A step change in housing supply</li> <li>4. Land, countryside and rural communities</li> <li>5. Sustainable growth</li> <li>6. Reforming for delivery</li> </ol>

As illustrated in Table 2.2, HMR forms one of six main strategies in the sustainable communities' agenda to tackle housing market failure especially low demand and abandonment, where, housing conditions and markets are expected to significantly improve across all 'Pathfinder' areas. However, housing is not only the element for the community sustainability. It is about rebuilding communities and creating places where people continually want to live and work for present and future generations (Prescott, 2004). Investing in housing alone without interrelating the other needs of communities such as social, economic and environmental needs would waste money (ODPM, 2003). The strong commitment by the government towards sustainable communities is stated in its report (ODPM, 2003) as:

*“The way our communities develop, economically, socially and environmentally must respect the needs of future generations as well as succeeding now. This is the key to lasting, rather than temporary, solutions; to creating communities that can stand on their own feet and adapt to the changing demands of modern life. Places where people want to live and will continue to want to live” (ODPM, 2003).*

Similarly, the need to place sustainable communities at the centre of thinking and action in HMR process is one of seven *Key Actions for Successful Housing Market Renewal* produced jointly by CABI, the Environment Agency, English Heritage and the Sustainable Development Commission. This statement states that:

*“Sustainable regeneration is seen as combining social and environmental justice – such as access to services and a good-quality living environment with economic progress” (CABI, 2003).*

The authors propose that sustainability in areas of housing market failure can be addressed by a strategic and integrated community-based approach within social, economic and environmental contexts.

In addition, the third requirement for the success of delivering sustainable communities set out in the sustainable communities agenda (Table 2.2) is a need for an effective engagement and participation by local people, groups and businesses, especially in planning and design. In other words, the Government does recognise that community engagement is an essential element for success of delivering sustainable communities. As HMR is one of the strategies set out in the sustainable communities' agenda, the significance of implementing the community engagement in the HMR process is considered vital. However, this agenda does not address how and at what level the community engagement should be implemented by the stakeholders who are involved in the HMR process.

## **2.4 The HMR**

Towards the end of the 1990s, while housing shortages in the Southeast began to be acutely felt, and the economic effects become apparent, concern was growing in areas of the North and the Midlands about low demand. The housing market was clearly dysfunctional across large sections of mainly urban areas. In some localities, housing was abandoned where demand had collapsed altogether. Houses in some areas of Liverpool and Manchester and East Lancashire were routinely selling under £20,000 (CPRE, 2004; Audit Commission, 2005). Those residents that could move out of these areas did so, and the result was a significant number of neighbourhoods characterised by high crime, poor environment, marginal shops and under-utilised public services.

In response to these phenomena, a group of practitioners and politicians expressed their concerns and proposed to the Government introducing the Sustainable Community Plan (ODPM, 2003). One of strategies in the sustainable communities' agenda is the HMR, with specific aims to tackle problems leading to low demand for housing and in some cases, abandonment. Nine Pathfinder areas in the North and Midlands of England were established and nine pathfinder organisations with their specific role to fund and manage the projects were set up. These pathfinder areas are illustrated in table 2.3 and figure 2.2.

Table 2.3: List of Pathfinder organisations and areas (source: ODPM, 2003)

Pathfinder organisations	Pathfinder areas
Manchester Salford HMR Partnership <ul style="list-style-type: none"> <li>• <a href="http://www.manchester.gov.uk">www.manchester.gov.uk</a></li> <li>• <a href="http://www.salford.gov.uk">www.salford.gov.uk</a></li> </ul>	North and East Manchester and Central Salford
New Heartlands (Merseyside) <ul style="list-style-type: none"> <li>• <a href="http://www.newheartlands.co.uk">www.newheartlands.co.uk</a></li> </ul>	Inner Liverpool, South Sefton and parts of Wirral
Elevate East Lancashire <ul style="list-style-type: none"> <li>• <a href="http://www.elevate-eastlancs.co.uk">www.elevate-eastlancs.co.uk</a></li> </ul>	Blackburn, Hyndburn, Burnley, Pendle, Rossendale
Oldham & Rochdale Partners in Action <ul style="list-style-type: none"> <li>• <a href="http://www.oldham.gov.uk">www.oldham.gov.uk</a></li> <li>• <a href="http://www.rochdale.gov.uk">www.rochdale.gov.uk</a></li> </ul>	The whole of both towns
Transform South Yorkshire <ul style="list-style-type: none"> <li>• <a href="http://www.transformsouthyorkshire.gov.uk">www.transformsouthyorkshire.gov.uk</a></li> </ul>	North Sheffield, North Rotherham, South Barnsley and West Doncaster
Gateway (Hull and East Riding) <ul style="list-style-type: none"> <li>• <a href="http://www.gatewaypathfinder.net">www.gatewaypathfinder.net</a></li> </ul>	Hull and adjacent areas of the East riding of Yorkshire
Bridging Newcastle Gateshead <ul style="list-style-type: none"> <li>• <a href="http://www.newcastlegatesheadpathfinder.co.uk">www.newcastlegatesheadpathfinder.co.uk</a></li> </ul>	Newcastle and Gateshead
RENEW (North Staffordshire) <ul style="list-style-type: none"> <li>• <a href="http://www.renewnorthstaffs.gov.uk">www.renewnorthstaffs.gov.uk</a></li> </ul>	Stoke on Trent and east Newcastle under Lyme
Urban Living (Birmingham and Sandwell) <ul style="list-style-type: none"> <li>• <a href="http://www.urbanliving.org.uk">www.urbanliving.org.uk</a></li> </ul>	North-West Birmingham and east Sandwell

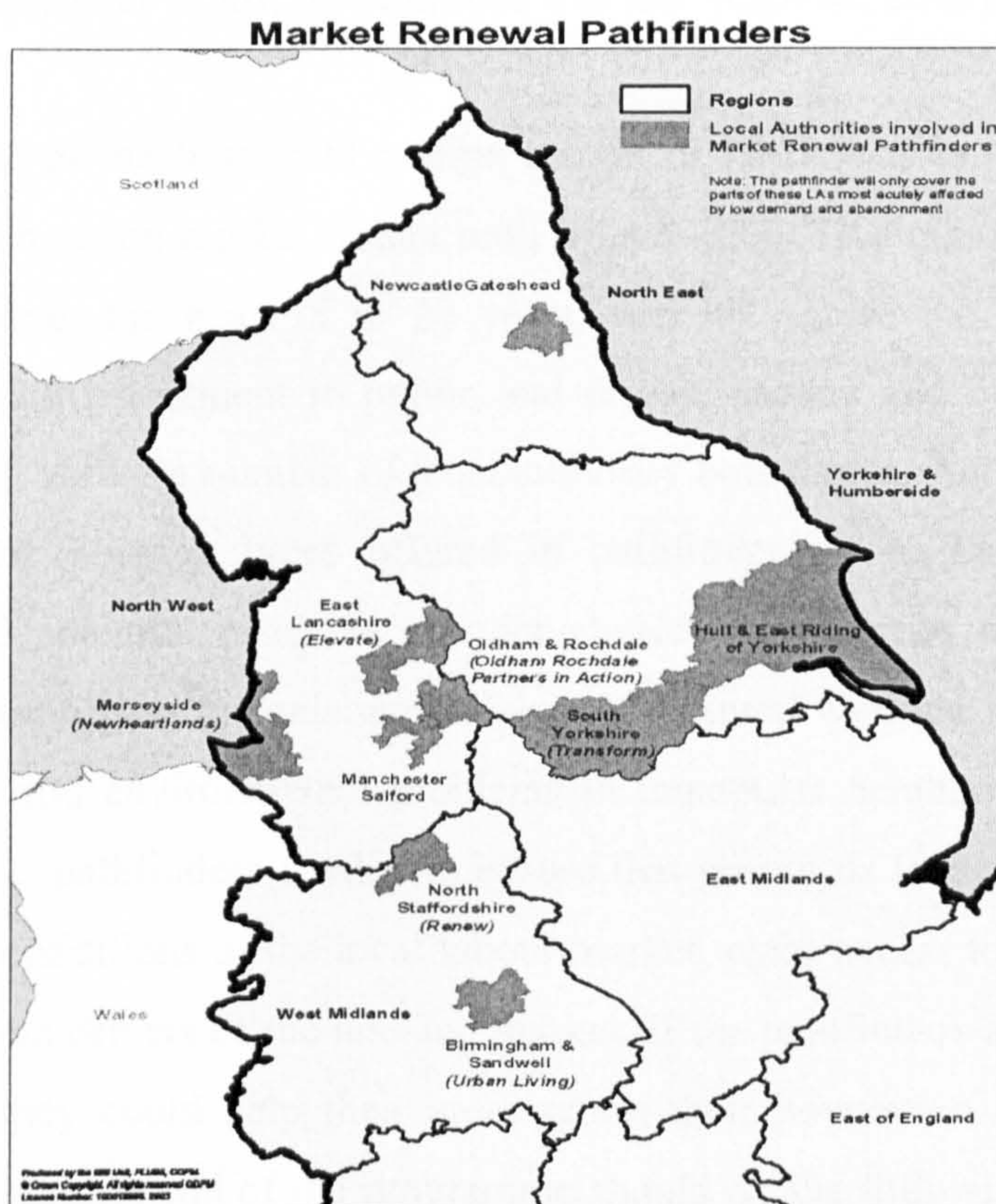


Figure 2.2: HMR Pathfinder areas in the North and Midlands, England.

(source: ODPM, 2003)

### 2.4.1 Aims of the HMR

HMR is a programme of £500 million investment from 2003-2006 and rising to £1.2 billion over the next 10 years. No specific targets were announced for the policy at that stage, but the overall aim was to:

*“...provide lasting, radical solutions for communities blighted by derelict homes through investment and innovation” (ODPM, 2003)*

The detail was left to individual Pathfinders to decide as:

*‘Pathfinder strategic plans will entail radical and sustained action to replace obsolete housing with modern sustainable accommodation, through demolition and new building or refurbishment. This will mean a better mix of homes and sometimes fewer homes. There will be no blueprint. The problems differ in the nine pathfinder areas, the solutions will too’ (ODPM, 2003)*

The main aim of the first £500 million budget of HMR was to overcome actual and potential housing market failure until March 2006. This major programme of action will, over the next 15 to 20 years, seek to restore the housing market balance through investment in public and private sectors and operate at a sub-regional level, across a number of local authority boundaries. Another aim was to restructure the housing types offered in pathfinder areas. This was to give residents and potential residents a wider choice of properties that would meet their needs better than the existing housing. It required working in partnership to tackle social and environmental problems in unpopular neighbourhoods. But at the same time, pathfinders needed to ensure that proposals took into account the location and conditions of the local labour market, since access to employment is one of the main drivers of the housing market. If the pathfinders are successful in these tasks, they could help their areas retain their population and attract new people, which at the end of the programme should do the following: improve the income mix of the area; increase demand for local private and public services, (in particular, schools and local shops); and widen the household mix of the area.



Together, these factors should improve the sustainability of the pathfinder communities and reverse the cycle of decline.

Although HMR is primarily concerned with restructuring the private housing markets from rental to owner-occupied housing, it also has strong links to housing policies concerned with the restructuring of social housing. Such policies include stock transfer of council housing to Registered Social Landlords (RSLs), Arms Length Management Organisations, Private Finance Initiatives, merging RSLs and payment of money for building new social housing direct to private developers. Like these policies, HMR is concerned with restructuring housing markets largely accessed by people on low incomes, and often from the poorest and most vulnerable groups.

#### **2.4.2 Evidence-base for the HMR**

Most of the Pathfinder areas have been subject to series of interventions over the last 30 years. These aimed to address structural and economic failure, skills gaps, unfit housing, poor environment and deprivation. In excess of £1 billion of public money may have been spent in these areas during that period through dedicated regeneration initiatives (Audit Commission, 2005). While there has clearly been success in some places, particularly the regeneration initiatives of city centres such as Manchester, Liverpool and Newcastle, the initiatives largely failed to anticipate the decline of some residential areas. It was clear that different approaches to this problem were needed. The understanding and addressing of the causes of low demand (instead of simply dealing with the symptoms) was needed.

As reported by NHF (2002), housing market failure or low housing demand and abandonment spread across over 120 local authorities' affects around 880,000 homes of which, 360,000 are social housing while 520,000 are held by private owners. Out of 880,000 homes, around 720,000 homes are in the Pathfinder areas, which around 440,000 of these are in North West of England (ODPM, 2003). The reason for low demand varies widely across the country and many of the causes are not housing related. There are many regional and sub-region reasons contributing to low demand, especially in the North of England. These include

increasing de-industrialisation, declining economic output and population movement. The neighbourhood centred factors include poor and obsolete housing, fear of crime, and lack of community spirit, Anti-Social Behaviour (ASB) and poor quality environment that reduce the attractiveness of the older neighbourhood (SEU, 2000).

Low demand for housing appears in number of ways. The Government used a broad range of indicators in both private and social sectors to define low demand. According to the DETR (1999), in the social housing sector the following low demand symptoms occur:

*“a small or non-existent waiting list; tenancy offers are frequently refused; high rate of voids available for letting; high rate of tenancy turnover”* (DETR, 1999)

In the private sector, low demand concentrates in areas where:

*“private property value is particularly low and/or falling in absolute terms; high private sector void rate; high turnover of population; significant incidence of long-term private sector voids or abandoned properties; visibly high number of properties for sale or let”* (DETR, 1999).

In addition, other possible factors that might contribute to the problem of low demand as collected from the literature searches are tabulated in Table 2.4.

Table 2.4: Factors contribute to low demand (source: Nevin et al., 2001, Leather et al., 2003)

Deprived areas and anti social behaviour	Bad image/reputation of area; crime and anti social behaviour; litter and vandalism; physical appearance of housing and surrounding area
Type and condition of housing	Room sizes/layout; density; lack of parking/garden; availability of new houses elsewhere which are more attractive; type of housing
Location, availability of services and amenities and accessibility	Poor road links/public transport; low quality of school/childcare; limited access to green space; low availability of employment
Threat of demolition/empty housing.	

Recent studies by CPRE (2004) and Nevin (2004) further report that housing market failure is not only central to the physical condition of housing, but also the non-physical interventions factors such as social deprivation, economic and environmental issues that cause housing to be unpopular. In addition, Nevin (2004) summarised and concluded the main change in local housing markets in the following three main factors:

- *Housing stock obsolescence*: the housing in low demand areas is no longer attractive to existing or potential residents because tastes, aspirations and income levels have changed;
- *Surplus housing stock*: many areas in the north and to a lesser extent the midlands have more houses than households, partly because of the depopulation of urban areas as the more affluent residents opted to move out to the suburbs or further a field to rural areas; and
- *Unpopular neighbourhoods*: a range of factors, including high levels of crime, poor environment and a concentration of deprivation lead to an area being seen as unattractive both to its existing population and to prospective residents.

Where these three factors come together, it leads to the neighbourhood abandonment (Cole & Nevin, 2004). The HMR was designed to address these factors through specific interventions. Many low demand areas are characterised by uniform housing stock such as often small, two-bedroom Victorian terraced housing (Audit Commission, 2005). Such areas do not give households the opportunity to have bigger houses if they have children or their income rises. In order to satisfy their aspirations, residents have to move out of the area to modern estates on greenfield sites. However, the exact causes of low demand and abandonment vary from one region to another. The Pathfinder organisations need to learn from each other on how they face the challenges and develop their own solutions to the problems that they are facing (ODPM, 2004). And it is important that any implementation of the HMR must integrate not only the physical improvement works but also a range of economic and social programmes (SEU, 2000).

### **2.4.3 Why the HMR differs from previous regeneration policies**

There are likely to be differences of opinion about what differentiates HMR from previous regeneration initiatives as discussed earlier. In many aspects of public policy, the thinking of regeneration initiatives has evolved in cycles. Approaches to any policies depend mainly on politics of the government at the time, economic conditions and what has or has not worked in the recent past (Audit Commission, 2005) where:

- Some initiatives were based on a property-led approach to regeneration, for instance, the Urban Development Corporations of the 1980s, and others that focused on promoting social inclusion and building skills and capacity in local communities like the New Deal for Communities.
- Some other initiatives were limited to clearing sites and planning policies and had been fairly unrestrictive (Laissez faire approaches), like Enterprise Zones. Others provide more direction and developers are required to adhere to prescribed standards or conditions such as minimum residential densities or local labour market clauses like City Challenge.
- Some initiatives are based on areas of opportunity, where public money will have the most significant impact, and local agencies have the capacity to spend, such as Capital Challenge.
- Others focused on areas of need to direct spending to where deprivation is most acute, as was the case with the Single Regeneration Budget.

The concept of HMR differs from other previous initiatives such as Social Exclusion and or Neighbourhood Renewal Fund because it is explicitly aimed at restructuring the housing market in a particular area (ODPM, 2005). It is based on an assumption that sustainable communities have healthy housing markets. Thus HMR interventions should take into account local aspirations and preferences for housing with a view to developing a more balanced mix of residents through anticipating future market conditions. Further, the Audit Commission (2005) concludes that the task facing pathfinder organisations is to:

- Understand what drives the housing market
- Understand why previous attempts to regenerate their area may have failed

- Promote conditions that will restore market confidence in response to main drivers identified
- Influence the market in the future so that the housing on offer meets the diverse needs of a mixed and sustainable community and
- Reduce the need for continued public investment as the programme progresses over time.
- In addition, HMR needs to be co-ordinated with other regeneration initiatives such as scheme for regeneration budget (SRB) if it aims to contribute most effectively to the sustainable communities' agenda.

HMR also differs from previous regeneration initiatives in a number of ways. *First*, each market renewal pathfinder covers a large area. Its boundaries cross many local authorities and they have been drawn up to reflect the operations of the housing market within a sub-region, and not local administrative boundaries. Therefore, all of the pathfinder areas cover more than one local authority' area. For example, Elevate East Lancashire Pathfinder covers five local authorities within its boundary. *Second*, HMR is not highly prescribed in the Sustainable Communities agenda (ODPM, 2003). The Government announced that *there will be no blueprint* for the programme (ODPM, 2003). It set out only the broad objectives and leaves room for local innovation. *Third*, HMR focuses on the causes of abandonment, and not the symptoms. The aim is for long term stability and a restructured housing market. This is not a short term intervention like some of the previous regeneration initiatives.

This section set out the main differences between the HMR and previous regeneration policies. These differences have become clearer as the HMR and the thinking around it have evolved over the last few years. But, to understand the differences is not sufficient if the objectives of the Sustainable Communities agenda (ODPM, 2003) and the aspirations of local communities are not met.

## 2.5 The Pathfinder's Intentions and Local Communities' Expectations in the HMR Process

By 2005, the Government expected strategic actions to be in place for all Pathfinder areas, envisaging *large-scale clearance, refurbishment and new build work* to be underway, complemented by improvements in local services. In line with the improvements of the physical aspects of housing, the Pathfinder, with its partnerships, are also crucial to addressing the non-housing requirements of sustainable communities. In particular, these are community focused public services, and pride in the community, and cohesion within it (Audit Commission, 2003).

For the success of the HMR programme, the pathfinders need to consider a new way of working, i.e. an approach necessary to engage with local communities in the HMR process. Although the Government has promoted the idea of community engagement strongly by encouraging community involvement as a key requirement of all regeneration programmes, the overall approach to the regeneration programmes is failing as its inability to engage communities in a dynamic and entrepreneurial way (Brickell, 2000; JRF, 1994). Moreover, Agenda 21, the *Earth Action Plan* that resulted from the Rio Earth Summit (1992), strongly recognised local people as a core for sustainability. In addition, as stated by Fagan (1996), any sustainability practice that failed to embrace local people's aspirations and needs are considered a failure.

The latest protests by the local residents and negative coverage from local media of the affected pathfinder areas in the North of England (Clover, 2004; 2005; Ungoed-Thomas, 2005; Flanagan, 2005; and 'Tonight with Trevor McDonald' programme, 2006) have underpinned the need to attain the full level of community engagement in the HMR process. The conflict between the Pathfinder's objectives and local communities' aspirations in the HMR process highlights that local communities were unclear about the programme that has been put forward in their locality. It suggests that local communities are less engaged in the HMR process. Some examples of issues that were highlighted by the local communities on the HMR process include:

- The communities were forced out of their homes and existing neighbourhoods. The HMR process that involved the specific interventions and radical actions for the compulsory purchase and demolition of thousands unfit houses within one of the pathfinder areas were claimed by the local communities as creating forced migration and preventing the creation of sustainable communities. The local communities claimed that the actions should be seen as inviting people to continuously live and work in the pathfinder areas, and not forcing the existing community out of the area.
- The HMR undermined the heritage value of the Pathfinders' areas. Local communities concerned with the demolition of terraced houses, which were mainly the Victorian type of houses within the Pathfinders' areas. This action was claimed by local communities as getting rid of some of the heritage value and real assets of the areas. As a result, local communities feel less *sense of belonging* for the area that they live in.
- The Pathfinders are not listening to local communities. Local communities claimed that some of the actions carried out by the Pathfinders did not reflect with what they actually wanted. It demonstrated that local communities were not involved or engaged in making decision of the proposed developments in their areas.

Evidences of local oppositions and negative local media coverage suggested that community engagement is a key element for a success of the HMR process.

## **2.6 Overview of Community Engagement in the Regeneration Initiatives**

### **2.6.1 Defining community engagement**

The term 'community engagement' is used to embrace a whole spectrum of activities that support the two-way communication process between public service bodies and local communities by encouraging them to express their views and how their particular needs are best met (Rogers and Robinsons, 2004). It is about

making sure that local communities are fully engaged in making their locality a better place to live, work and play in. Community engagement also refers to both the process and the development of working relationships between communities and the public agencies in delivering services to ensure local communities influence the decision making (Rogers and Robinsons, 2004). However, defining community engagement is not easy when considering different things in different circumstances ranging from the simple provision of information and consultation through to the delegation of power and control to citizens (Arnstein, 1969). Without a clear and common understanding of what community engagement means within the given context, the degree for full level of community engagement is not assessable. The most common definitions of community engagement are:

*“...the opportunity, capacity and willingness of individuals to work collectively to shape public life”* (Rogers and Robinsons, 2004); and *“...developing and sustaining a working relationship between one or more public body and one or more community group, to help them both to understand and act on the needs or issues that the community experiences”* (the Scottish Community Development Centre , n.d)

As pointed out by JRF (1994), the implementation of the community participation fails, if the organisations that are promoting the community involvement are unclear about the level of participation on offer. The argument made by JRF (1994) is further supported by Cleaver (2001) who stated that the participatory approaches can be criticised for their inadequate link between the model of individual action and the social structure.

For this study, the thinking of community engagement can be learned from the development of participation in UK planning. A degree of public participation has existed in the UK planning system since the first Town and Country Planning Act in 1947. But it was only officially written into the legislation after 20 years later (1968 Town and Country Planning Act). However, public participation that involved the community only became embedded in the planning process in 1969



through its ‘Skeffington Report’ (Ministry of Housing and Local Government, 1969) and was based in two areas of the development control process and the development plan process (Thomas, 1995). The development of participation in planning process in UK was also influenced by the most widely referenced sources on participation and is known as ‘The Ladder of Participation’ (Arnstein, 1969). It was first discussed by Arnstein (1969), when she wrote about citizen involvement in planning processes in the United States. This has guided this study to the understanding of the level of community engagement. She described a ladder of participation with eight steps and three degrees of involvement (Figure 2.3).

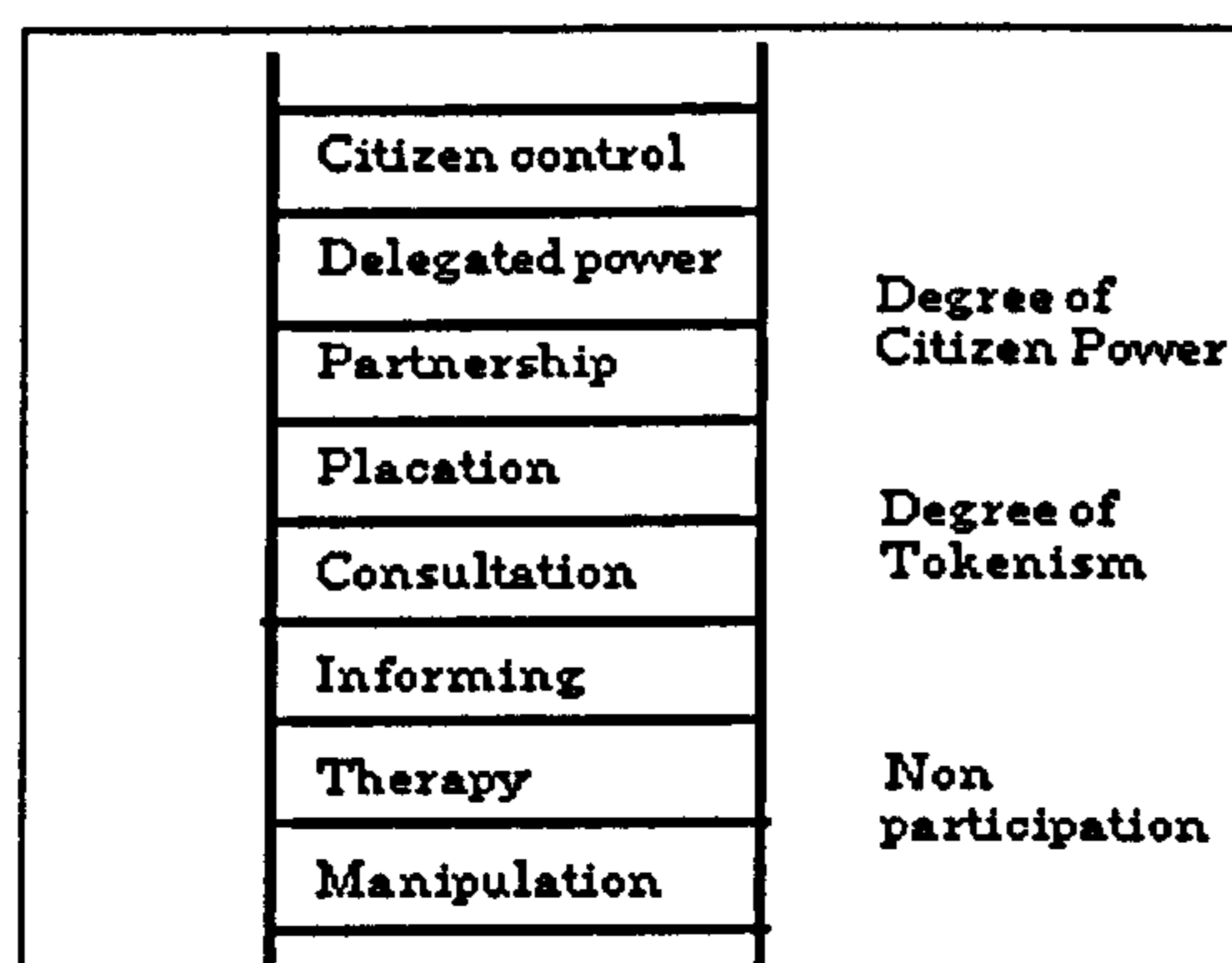


Figure 2.3: The ladder of participation with eight steps (source: Arnstein, 1969)

Based on Arnstein’s ladder of participation, Wilcox (1994) proposed five levels of participation (Figure 2.4) that include: *information*; *consultation*; *deciding together*; *acting together*; and *supporting independent community initiatives*. This level of participation suggests that the lower the level of participation, the degree of control and commitment with the initiator and other stakeholders is less.

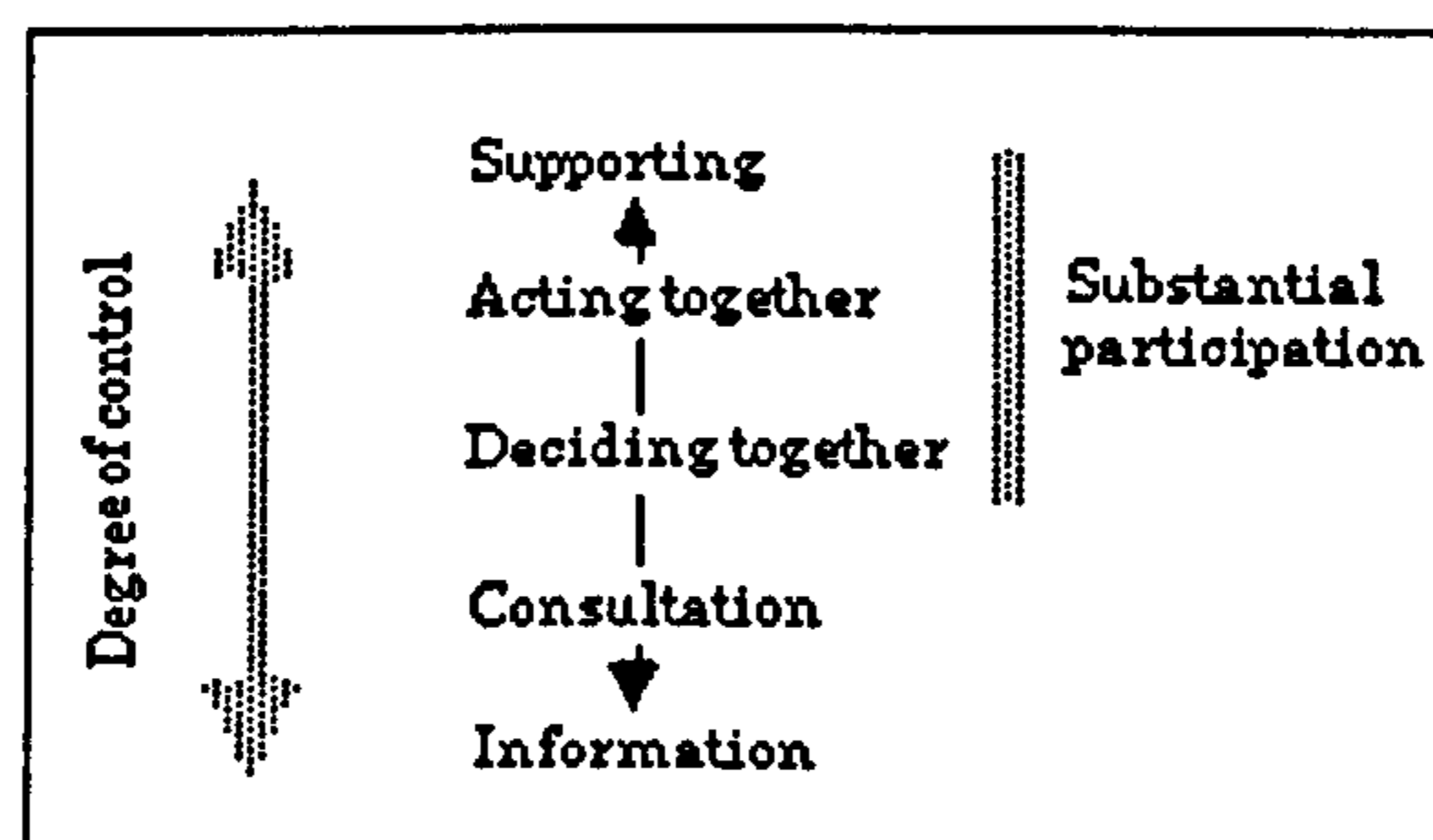


Figure 2.4: The level of participation (source: Wilcox, 1994)

This level of participation, that forms the first dimension of the participation

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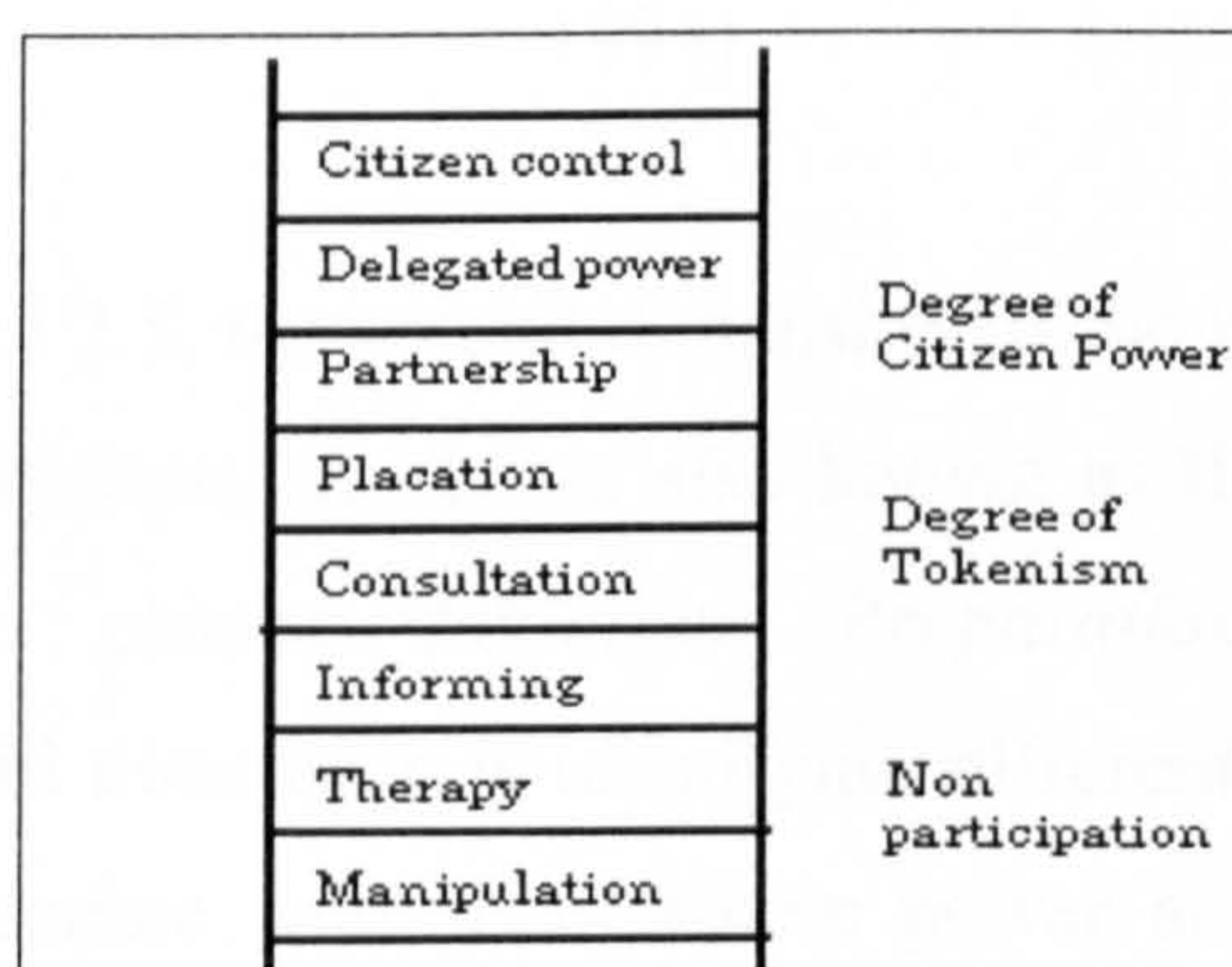


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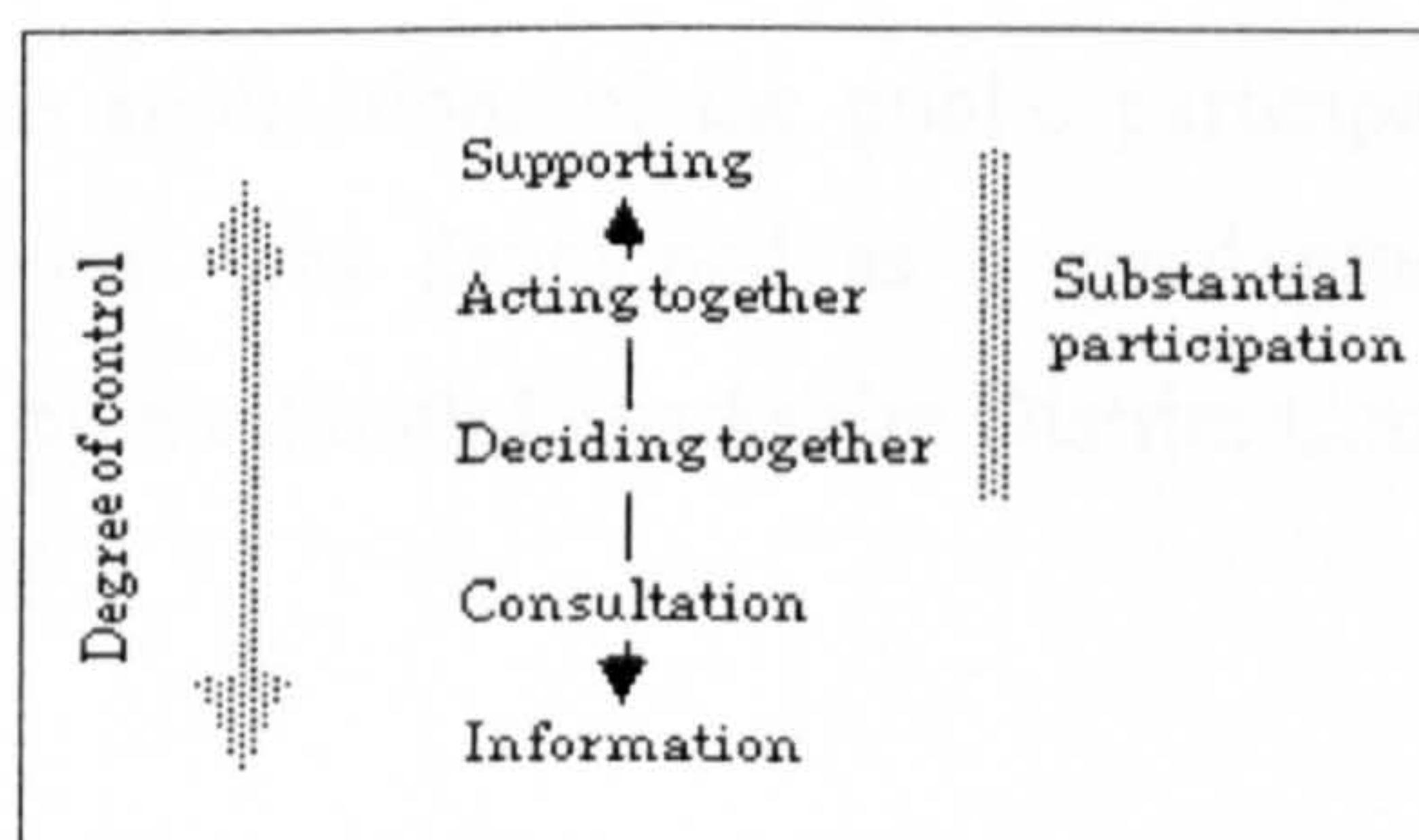


Figure 2.4: The level of participation (source: Wilcox, 1994)

This level of participation, that forms the first dimension of the participation

framework (Figure 2.4) was developed to inform of the different stakeholders' stances in the engagement process. This is important to identify what are the stakeholders' roles and responsibilities in the engagement process (Wilcox, 1994).

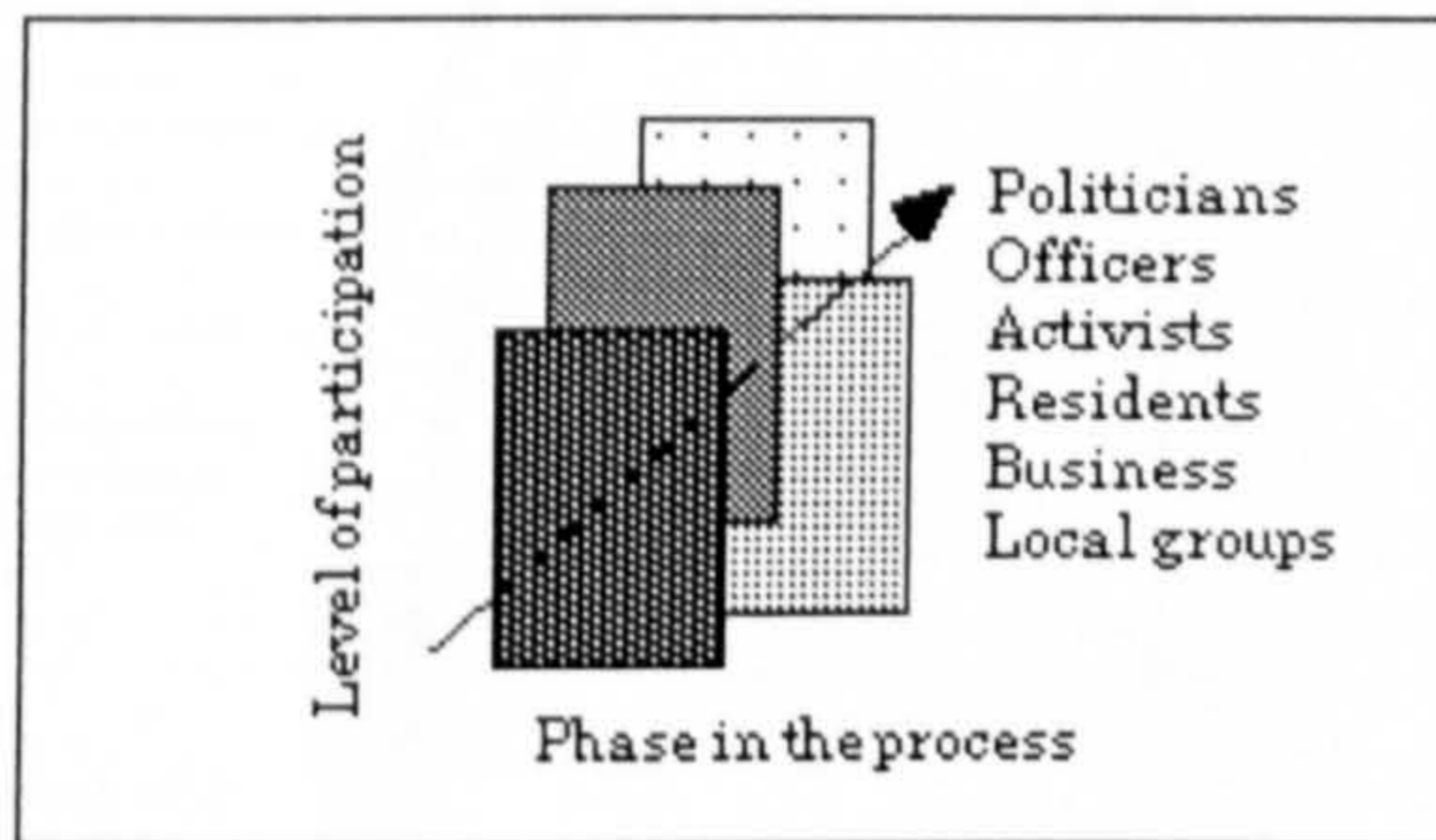


Figure 2.5: The three dimensions of participation framework (source: Wilcox 1994)

As illustrated in Figure 2.5, the second dimension of the participation framework is the phase of participation, which are also known as the participation process that has four main phases: *Initiation*; *Preparation*; *Participation*; and *Continuation*. The third dimension is identifying different stakeholders, the level of participation appropriate, and about where power and control lies between these stakeholders in the process (Wilcox, 1994).

Over time, some social learning has occurred in significant areas by all groups involved in the planning process such as the 'popular planning' exercises of the 1980s and the 'planning for real' of the 1990s (Rydin, 1999). These programmes aimed to include the local community in the decision-making process. The latter of these programmes is still in use. At this time, local authorities were beginning to address the problems associated with the traditional participative approaches and were refining the applications of the public participation. As a result, the 'Wheel of Participation' was developed as a good practice model. A good example is that used by the South Lanarkshire District Council (Davidson, 1998) as shown in Figure 2.6.

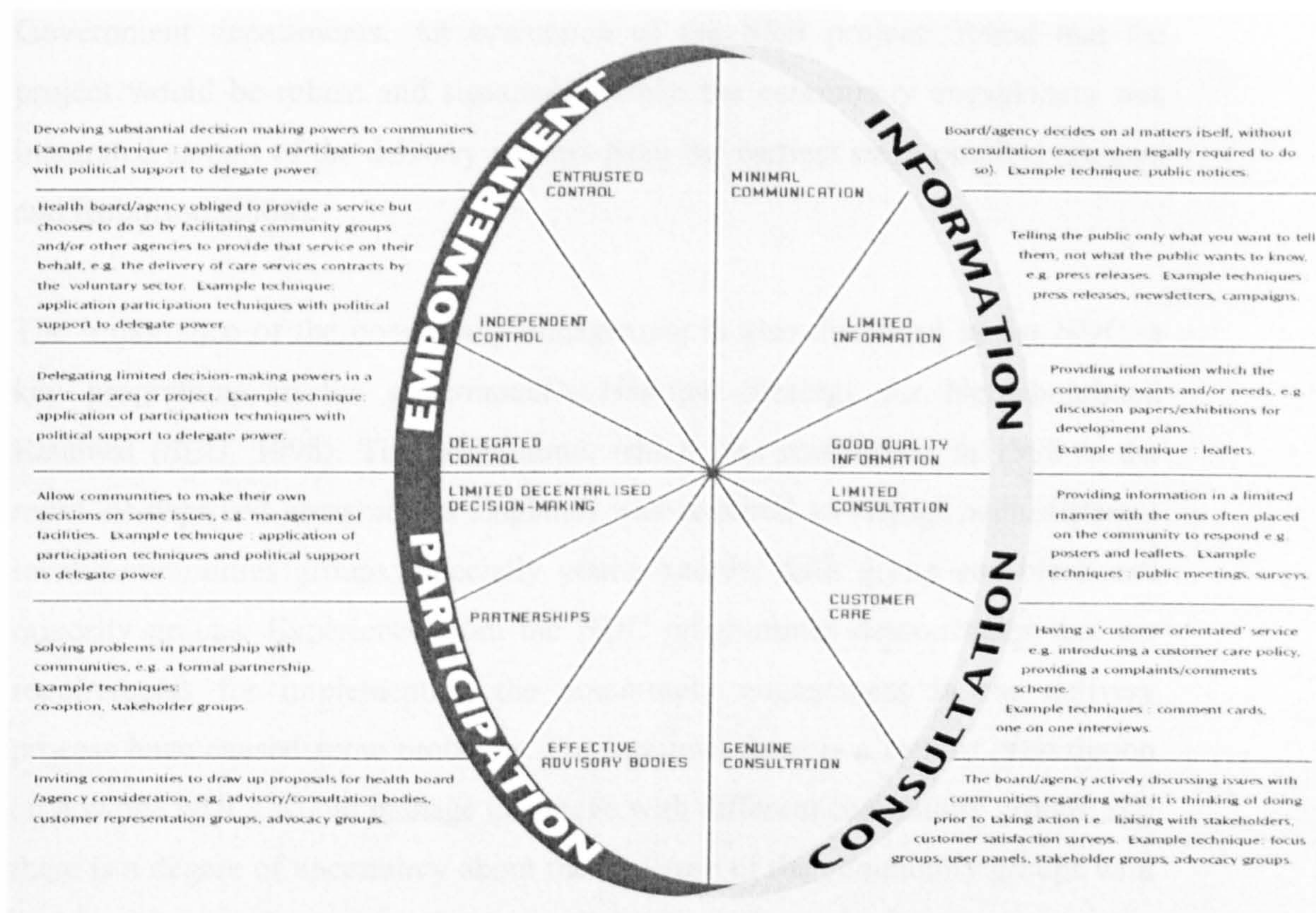


Figure 2.6: The wheel of participation (source: Davidson, 1998)

In conclusion, the terms such as *Consultations*, *Involvement* and *Participation* are regularly interchangeable to describe the relationships between different stakeholders in the community engagement activities (refer to JRF, 1994; Wilcox, 1994; Arnstein, 1969; Rogers and Robinsons, 2004). For the purpose of this study, the term of community engagement is used and refers to the *full level of community engagement activities that are attained by different stakeholders in the HMR process.*

## 2.6.2 Community engagement and regeneration agenda

Community engagement has been at the centre of the regeneration agenda since the mid 1990s. A study by Rogers and Robinson (2004) highlights the concept of community engagement was first found and discussed by the Government for the City Challenge programme, and then the SRB. Both of the programmes emphasised a working partnership that involved the community. In 1994, the SRB was set up to streamline the regeneration assistance offered by a range of

Government departments. An evaluation of the SRB projects found that the project would be robust and sustainable when the community engagement was integrated as part of the delivery process from the earliest stage possible (Rogers and Robinson, 2004).

The importance of the community engagement is also discussed in the NDC, a key programme in the government's National Strategy for Neighbourhood Renewal (SEU, 1998). The programme, which was established in 1998 in the most 29 deprived areas across England, was required to engage with different local communities groups especially young people, faith group and black and minority groups. Experience from the NDC programmes demonstrates that the requirements for implementing the community engagement in the delivery process have caused some problems. For instance, there is a lack of prescription on how the NDCs would manage to engage with different community groups, and there is a degree of uncertainty about the structure of the community groups with which to engage (Rogers and Robinson, 2004).

Evidences from both regeneration initiatives have strongly suggested that the Government has recognised the importance of the community engagement as a key requirement for the success of the regeneration programme. Lessons from the SRB and NDCs indicated that the success of regeneration is more likely to come from the full engaging of communities by supporting them in developing their own locality to what they want it to be.

In conclusion, it is important that local communities are engaged with the problems affecting their neighbourhoods and take part in developing solutions. This is to ensure that the understanding of the regeneration programmes like the HMR is consistent with the experience of local communities and those local communities understand and consent to the proposal. In the HMR, existing communities are themselves agents for the market renewal. Their actions are based on their perceptions of is happening to their neighbourhood. This helps determine the nature of the area in the future.

## **2.7 Overview of the Stakeholders' Engagement in the HMR Process**

In the HMR process, the concept of community engagement implies that there is a need for Pathfinders and their partners to understand the following: the communities they are working with; local history and culture; the nature of local community organisations and networks; the range of local needs and issues; how they experienced the assets and strengths of the community that may be built on, and the nature of existing dialogue and participation in that community (Hashagen, 2002). These characteristics of community engagement suggest a different sort of relationship. Building the relationships with local communities demands different stakeholders to those who are involved in the HMR process to fully understand their roles and stances in the community engagement process. It implies that the Pathfinders and their partners need to engage with local communities as well as invite local communities to engage with them.

In this study, the stakeholders are referred to as the individuals, community groups, associations or organisations who are involved in or engaged in the activity or process of delivering HMR. These stakeholders are those who have an interest in the Pathfinder's area and the HMR projects that include the people who influence the design of the HMR project or the people who will reap the benefits of the completed HMR project such as the end-users.

### **2.7.1 Pathfinders and the community engagement activities**

#### **2.7.1.1 Local communities in the Pathfinder areas**

When considering community engagement, the characteristics of local communities in the Pathfinder areas in this study need to be clarified. As suggested by Hashagen (2002) each community has unique characteristics: its population and socio-economic profile, its history and culture, its level of autonomy or dependence, its level of organisation, its isolation, and many other factors. In other words, people can belong to more than one community and communities are therefore by their very nature heterogeneous. It is also worth noting that members of defined communities may not necessarily regard

themselves as such. Consideration must be given to this when approaching different communities. It is very important for Pathfinders to consider these different characteristics of community before any engagement process is taken place in any of the Pathfinders' areas. The simple and broadly accepted definitions for communities fall into two categories:

- *Community of Place* – an area with physical boundaries, e.g. a housing estate or neighbourhood (Poplin (1979))
- *Community of Interest* – the community is defined by a shared interest, experience or demographic characteristic, for example young people, people with disabilities, working population, ethnic minorities or old people group (Long and Hutchins (2003))

In this study, local communities that need to be engaged by different stakeholders who are involved in the HMR process shall not only live in the same defined neighbourhoods' boundary, but also share common values, aspirations and demographic characteristics. These are types of local communities that need to be engaged in the HMR process. In doing so, different stakeholders that are involved in the HMR process need to acquire a specific and generic guideline and skills for improving the community engagement in the HMR process.

#### **2.7.1.2 Typologies of community engagement within the Pathfinders' areas**

A range of information was collected about what can be classified as a community engagement activity occurring in the Pathfinder areas. And for the purpose of this study the community engagement activities within the Pathfinders' areas are classified into typologies of community engagement levels, namely: *information giving and communication, consultation, involvement, collaboration and community capacity building*. However, these typologies do not imply levels of community engagement but rather potentially form part of a functioning community engagement structure. For example, community involvement can be meaningless if decisions taken are not representative of all stakeholders (including local communities) during the engagement process and

these different stakeholders have not gone through the process of information-giving and consultation levels. Being a long-term programme, and as big as the HMR is, each level of community engagement mentioned in this study is necessarily varied in intensity, depth and geographical spread. As the HMR process is still new and without more in-depth research, it is impossible to say how these linking mechanisms of community engagement levels are well-developed in the Pathfinder areas.

It is also acknowledged that each level of community engagement implemented by different Pathfinders has its own implicit power relations, which are themselves subject to contestation and change. However, there is no room to explore these issues in detail for this study. Rather, it shows what levels of community engagement activities are possibly implemented, and can be built upon in the Pathfinder areas is shown.

Table 2.5 below outlines some of the findings on community engagement activities in different Pathfinder areas drawn from web searches and downloadable documents from the Pathfinder's websites as at the date of writing this thesis.

Table 2.5: Examples of typologies of community engagement levels within the Pathfinder areas (source: different Pathfinders' websites)

Information-giving and Communication	Websites	All Pathfinders have their websites except Manchester-Salford & Oldham-Rochdale
	Residents' Friends	RENEW North Staffordshire
	Marketing and Communication Strategy	Manchester-Salford
	Exhibitions	Gateway Hull and East Riding, Bridging Newcastle Gateshead
	Telephone hot-line	Gateway Hull and East Riding, RENEW North Staffordshire
	Video	RENEW North Staffordshire
	Presentations	RENEW North Staffordshire
	Leaflets/Newsletters	RENEW North Staffordshire, Oldham and Rochdale
	Factsheets	RENEW North Staffordshire, Oldham and Rochdale
	Drop-in	Elevate East Lancashire, Bringing Newcastle Gateshead, RENEW North Staffordshire
	Community events	Bringing Newcastle Gateshead, RENEW North Staffordshire



	Local Media	Oldham and Rochdale
	Interactive modelling	Oldham and Rochdale
	Briefings for Elected Members	RENEW North Staffordshire
	Appointments	RENEW North Staffordshire
Consultation	Consultation with residents in development of prospectus	Gateway Hull and East Riding, Transform South Yorkshire
	Consultation with residents in development of ADFs	Gateway Hull and East Riding, Transform South Yorkshire, New Heartlands, Elevate East Lancashire
	Community Planning events	Elevate East Lancashire
	Interviews	Gateway Hull and East Riding
	Use of past consultation	Gateway Hull and East Riding, Elevate East Lancashire, Oldham and Rochdale
	Focus groups	RENEW North Staffordshire
	Citizen Panels	RENEW North Staffordshire
	Use LSP thematic groups, community and voluntary sector networks, tenant and resident networks, community forums	New Heartlands, RENEW North Staffordshire
	Use Community Action Plans	Transform South Yorkshire
	Masterplanning	RENEW North Staffordshire, New Heartlands, Oldham and Rochdale
	Household surveys / questionnaires	Elevate East Lancashire, Oldham and Rochdale
	Business Surveys	Bridging Newcastle Gateshead
	Tailored information for businesses	RENEW North Staffordshire
	Micro websites	RENEW North Staffordshire
	Workshops	Gateway Hull and East Riding
	Residents' Friends	RENEW North Staffordshire
Meetings with owner occupiers	Bridging Newcastle Gateshead	
Involvement	Statement of Community Involvement for area	Bridging Newcastle-Gateshead
	Community events leading to brochure and exhibition	Elevate East Lancashire
	Walkabouts with local community	Oldham and Rochdale
	Planning for Real	Oldham and Rochdale, Salford, RENEW North Staffordshire, Bridging Newcastle Gateshead
	Community Enquiry by Design	Bridging Newcastle Gateshead
	Community conference	RENEW North Staffordshire
	Community design competition	Bridging Newcastle Gateshead
	Local partnership boards are planned with representation from individual residents, tenant and resident groups, and community and voluntary groups	Gateway Hull and East Riding
	Neighbourhood Area Panels	New Heartlands
	Neighbourhood Action Groups	New Heartlands
	Community Planning event	Elevate East Lancashire
Collaboration	Resident representatives on Steering Groups for ADFs	Elevate East Lancashire, Gateway Hull and East Riding, Oldham and Rochdale
	LSP and LSP theme groups	New Heartlands
	Resident reps on community design competition	Bridging Newcastle Gateshead
Community capacity	Volunteers trained in community design principles	Oldham and Rochdale
	Young people trained to survey parents and grand-parents	Bridging Newcastle Gateshead
	New umbrella groups set up	Bridging Newcastle Gateshead

building	Children designed ideal town in Participatory Learning Appraisals	Elevate East Lancashire
	Trips to other regeneration areas	Oldham and Rochdale, Bridging Newcastle Gateshead
	Construction and running cost of new community centre	RENEW North Staffordshire

### 2.7.2 The community engagement strategies by different Pathfinders

Increasing awareness of the importance of the community engagement in the HMR process is strongly addressed by some of the Pathfinders in their community engagement strategies. These community engagement strategies are summarised in table 2.6 and briefly discussed below.

Table 2.6: Examples of the community engagement strategies by different Pathfinders in the HMR process (source: different Pathfinders' websites)

Pathfinders		Strategies	
Elevate East Lancashire		The community engagement strategy (2005)	<ul style="list-style-type: none"> <li>• Information-giving</li> <li>• Consultation</li> <li>• Involvement</li> <li>• Empowerment and capacity building</li> </ul>
Manchester-Salford Partnerships	Manchester	The community engagement strategy (2003)	<ul style="list-style-type: none"> <li>• Informing</li> <li>• Researching</li> <li>• Involving</li> <li>• Consulting</li> <li>• Devolving decisions</li> <li>• Supporting community action</li> </ul>
	Salford (forthcoming)	The community engagement strategy	<ul style="list-style-type: none"> <li>• Information-giving</li> <li>• Community consultation</li> <li>• Community involvement</li> <li>• Devolved responsibility</li> </ul>
Bridging Newcastle Gateshead		The BNG communication strategy (2003)	<ul style="list-style-type: none"> <li>• Community and stakeholder engagement</li> <li>• Equality and diversity</li> <li>• Innovation, learning and sustainability</li> <li>• Consideration of heritage in our programme</li> <li>• Influencing trends and meeting aspirations</li> </ul>

#### 2.7.2.1 Elevate East Lancashire Pathfinder

Elevate East Lancashire's community engagement strategy (Elevate, 2005) was developed to provide local authorities and their partners with some broad principles that they should be working to when engaging with communities. The strategy outlines its definition of community engagement, and gives details of what it considers to be *information giving*, *consultation*, *involvement*, and

*empowerment and capacity building*. It requires those submitting project proposals to show how they will engage the community. However, there is no further guidance for implementing this community engagement strategy, or who will be monitored in the community engagement process.

### **2.7.2.2 Manchester-Salford Partnerships**

The community engagement strategy for Manchester has been in place since 2003. The overall aims include: making sure that all different community groups are engaged across the city; building skills to improve community engagement, monitoring what has been done, and if it is working. To achieve those aims, the community engagement strategy was developed which includes: *informing; researching, involving, consulting, devolving decisions and supporting community action*. But, there is no guideline how this strategy can be actioned, as there is no implementation plan in place. There is also a lack of clarity about how the stakeholders responsible will implement this strategy

The forthcoming community engagement strategy for Salford outlines how community engagement will be delivered in Salford and recognises four different methods for implementing full level of community engagement. These methods are: *Information-giving; community consultation; community involvement; and devolved responsibility*. The strategy, which is still not published (at the time of writing this thesis) is produced for Partners IN Salford, the Local Strategic Partnership (LSP) for Salford.

### **2.7.2.3 Bridging Newcastle Gateshead**

The communications strategy for Bridging Newcastle Gateshead Pathfinder was developed in 2003 with the aim to communicate with the targeted groups, and the methods that are used to inform and influence opinions in the community. The strategy is similar to other Pathfinders' community engagement strategies where five methods are used to communicate with the public: *community and stakeholder engagement; consideration of heritage in our programme; innovation, learning and sustainability; equality and diversity; and influencing*

*trends and meeting aspirations.*

In summary, the Pathfinders do recognise the importance of the community engagement to be integrated in the HMR process. The Pathfinders' intentions to implement the community engagement are clearly stated (as summarised in Table 2.5) by producing the strategies and encouraging local authorities and their partners to have full engagement with local communities. But, lack of prescriptions and guidelines on how to engage with local communities, or what levels and skills needs to engage with local communities are perceived barriers for the success of attaining the full level of community engagement in the HMR process. As far as this study is concerned, identifying the necessary skills needed for attaining the full level of community engagement could provide options for fully engaging local communities in the HMR process.

### **2.7.3 Overview of the legislative framework for community engagement in the HMR process**

Evidence indicates that there are extensive legislative frameworks that have already governed community engagement especially in planning works. These legislative frameworks can be found in:

- Consultation papers on the Town and Country Planning (Local Development) (England) Regulations 2004 (ODPM, 2003)
- Planning Policy Statement 12: Local Development Frameworks (ODPM, October 2003)
- Local Development Frameworks, Guide to Procedures and Code of Practice (ODPM, October 2003)
- Creating Local Development Frameworks (ODPM, 2004)
- Community Involvement in Planning: The Government's Objective (ODPM, 2004)

To summarise, these legislative frameworks have a directly impact on local authorities as it requires them to consider the involvement of local communities at the early stage of the planning process. The implications for the stakeholders who are involved in the HMR process are that there are now statutory requirements for

them to engage with local communities. In other words, any HMR activity undertaken by different stakeholders should tie in with community engagement undertaken by local communities. In addition, these legislative frameworks also clarify and raise awareness with local communities and other stakeholders as to how and what extent local communities should be engaged at each stage of the community engagement process.

The importance of the community engagement in the HMR process is also addressed in the Sustainability Framework for Housing Market Restructure in East Lancashire (2004). The framework states that:

*“Local people have first-hand experience of the issues and problems in their area and often have useful ideas to contribute. Other stakeholders such as voluntary groups, businesses and other service providers also need to be involved. All these participants need to be identified and involved to develop cross-cutting solutions to common problems. Developing strong local partnerships between agencies and residents is central to ensuring that local people influence decisions throughout the regeneration process.”*  
(Sustainability Framework for Housing Market Restructure in East Lancashire, 2004)

The framework strongly stated that effective community engagement has to be at the centre for any housing market restructuring in the East Lancashire. Fully engaging local communities in the HMR work and design process can help to secure their commitment to an area. Furthermore, local residents have a strong sense of the local historic values of a neighbourhood that makes an area feel so special. This will retain the identity of the area even though the clearance and redevelopment works have taken place.

#### **2.7.4 Overview of the community engagement guidance in the HMR process**

Evidence states that there was very little specific guidance on community

engagement in HMR process until the following statement made recently by the Government:

*'ODPM will expect the pathfinder's new forward plans to set out clear and acceptable approaches to community engagement, tailored to their particular circumstances. If these are not satisfactory, funding will be withheld'* (HC, 2005).

This statement was made in response to a report by the ODPM Select Committee on Housing Planning Local Government and the Regions, which included the recommendation that the Government issues new guidance setting out how the Pathfinders engage local communities. Although the above statement may be a response to recent negative media coverage of Pathfinders' activities (Clover, 2004; 2005; Ungoed-Thomas, 2005; Flanagan, 2005; Tonight with Trevor McDonald programme, 2006) as the Select Committee report itself, it can also be seen as positive evidence that the Government takes community engagement seriously, and expects Pathfinders to do the same. However, these recommendations need further elaboration in terms of policy guidance and specific requirements in order to ensure that they are implemented and accountable to local communities within the Pathfinder's areas. Guidance such as suggested below would undoubtedly help this process.

*'The Government agrees that community consultation is vital to the success of all regeneration activities, including the pathfinder programme. We will be considering closely the evidence of community consultation as part of the review of Pathfinders in the autumn. We will consider at that point whether further guidance is needed'* (HC, 2005)

The statement above suggests that specific guidance on community engagement in HMR process may be forthcoming but, in the mean time, it does not exist (HC, 2005). Although there are problems with community engagement guidance as described above, Pathfinders are still bound by statutory duties to engage with local communities in the HMR processes such as a demolition or a compulsory

purchase order (CPO). With a programme as large as HMR that gives an impact on thousands of people in deprived neighbourhoods, the need for more concrete guidance around community engagement is considered essential. Otherwise, the community engagement in HMR process is left with those stakeholders who have no experience and clear framework to engage with local communities.

In addition, there have currently been no targets, nor did funding link to perform for the community engagement exercise in the Pathfinder areas. However, based on the statement (HC, 2005) there is still an expectation from the Government that Pathfinders will somehow incorporate community engagement into a core of their work and more generally follow a Neighbourhood Renewal Guidance (NRU, 2004). But, HMR deliberately lacks the prescription (ODPM, 2003) to stimulate local innovation. As a result, there is a lack of structures to ensure that this Guidance (NRU, 2004) takes place. The obvious role for local accountability here would be the LSP, but its role in HMR process is unclear. This sits uneasily alongside the expectation that the Pathfinders should follow a Neighbourhood Renewal Guidance (HC, 2005).

The combination of a lack of the Government's prescriptive framework and a weakness of well-developed community engagement has driven this study to the recognition of knowledge gaps in the skills needed for improving the full level of community engagement in the HMR process. Evidence revealed that the community engagement processes are not fully implemented by different stakeholders within the Pathfinder areas. This is not because these stakeholders are unable to, but there is a lack of written guidance on how this community engagement process is to be carried out. These community engagement structures are weak, non-existent, and not formalised (HC, 2005). There is no equality in participation for decision-making or sharing power among different stakeholders including local communities during the community engagement process. Even though there are good examples of community engagement process happening in different Pathfinder areas, both in strategic terms and in practical terms, but there is currently little guidance, or strong direction about how the community engagement process should be carried out from the Government.

It is no doubt that community engagement is essential for the success of the HMR process. Implementing the full level of community engagement requires the diversification of knowledge and skills needed by different stakeholders who are involved in the HMR process. These necessary skills for attaining the full level of community engagement are discussed and presented in next section.

## 2.8 Skills Needed Necessary for Attaining the Full Level of Community Engagement in the HMR Process

### 2.8.1 Understanding skills and competencies

Skills are the ability to demonstrate a system and sequence of behaviour that are functionally related to attain a performance goal that requires multiples skills from the persons or employees (Boyatzis, 1982). Skills can be assessed by examining the difference between the skills needed by employers and those that are currently available in the market. These differences show up as *skills shortages*, *skills gaps* or *latent skills* (Giles and Campbell, 2003; SSSA 2003). Dench (1997) classified three broad areas of skills that are summarised in Table 2.7.

Table 2.7: The three broad areas of skills (source: Dench, 1997)

Personal attributes and attitudes	These relate to a person's character and innate feelings
Personal skills	These relate to an individual's innate abilities that can be developed and built on, such as communication, being capable of working with others, taking responsibility, making decisions, negotiating and problem solving.
Technical skills	These relates to basic technical skills, specific technical knowledge that is acquired through the educational system and experience.

The personal skills are important in influencing the effectiveness with which an individual is able to operate in a workplace, as well as being of particular importance in certain occupations. However, Dench (1997) strongly argued that: *Good technical skills will be necessary, but not enough to enable people to operate effectively.*

Meanwhile, a competence is defined as an *ability to do, for a task* (Concise



Oxford English Dictionary) or an *ability to do something well or effectively* (Collins Cobuild English Dictionary). Boyatzis (1982) described a job competency as *an underlying characteristic of a person* in that it may be a motive, trait, and skill, aspect of one's self-image or social role, or a body of knowledge which someone uses. The existence and possession of these characteristics may or may not be known to the person. In this sense, these characteristics may be unconscious aspects of the person where the person is not aware of them or is unable to articulate or describe them. Conventionally, competence is taken to be a combination of *knowledge, skill and awareness or attitude* (Dingle, 1995). Knowledge is essentially acquired from a theoretical academic environment. Skills are acquired through hands-on experience, while awareness is more aptly considered as an attitude to perform rather than the ability to perform that is also described as professional good practice. A competence that recurs across many different jobs and organisations can be classified as a *generic competence* and classified into one of four broad bands: *Cognitive; Influencing; Managing and Personal* (Bethell-fox, 1982) or summarised into four competences areas as: *Task competences; Professional competence; Political competence and Ethical competence* (Virtanen, 2000).

The Construction Industry Council (2004) has also differentiated between skills and competences and concluded that *a skill is an ability to perform a task and is generally transferable across occupations whereas a competence is an ability to perform a technical task that is related to a specific occupation.*

Generally, understanding skills and competencies guides this study towards the type of skills that are necessary for stakeholders to acquire for community engagement in the HMR process. Those potential skills needed for community engagement are presented and discussed in next section.

### **2.8.2 Understanding the skills necessary for community engagement in the HMR process**

The Government has promoted the idea of community engagement by making it one of key requirements for the sustainable communities agenda, a driver for local

government reform, and a key feature for its Strategy for Neighbourhood Renewal (Brickell, 2000; ODPM, 2003; NRU; 2004; HC, 2005). However, despite these requirements, Brickell (2000) viewed that the overall approach to regeneration initiatives fails because of its inability to engage with local communities in a dynamic, entrepreneurial and widely inclusively way. Furthermore, negative media coverage (Clover, 2004, 2005; Ungood-Thomas; 2005; Flanagan, 2005; 'Tonight with Trevor McDonald' programme; 2006) in some parts of the Pathfinders' areas supports Brickell's arguments where it is seen that local communities are unclear about the HMR programmes that have been put forward into their locality. It suggests that local communities within the Pathfinder areas are not fully engaged in the HMR process. Implementing the full level of community engagement needs a certain approach and technique along with the process. This new approach no doubt becomes a challenge to the different stakeholders who are involved in the HMR process. Local communities need to be fully engaged in the significant issues concerning their neighbourhoods, culture and values. Within the Pathfinder areas, communities have different ethnic backgrounds, faiths and cultures. Only local communities know what their common value is. Allowing local communities to be fully engaged in the HMR process enables the conflict between the Pathfinder's intentions and local communities' expectations to be prevented. The key element is how different stakeholders who are involved in the HMR process attain the full level of community engagement with local communities. This new approach of engaging local communities demands certain guidance on generic (soft) skills rather than technical skills necessary to attain the full level of community engagement in the HMR process. These are the potential skills necessary to be acquired by different stakeholders who are involved in the HMR process.

In addition, the idea of attain the full level of community engagement in the HMR process plays an essential role in making local neighbourhood attractive and safe places to live and work. This new approach requires additional professional skills and a new way of working for different stakeholders who are involved in the HMR process. As discussed earlier, local communities are clear about what they want from their neighbourhood, but in many places the current approach fails to

deliver what they want. For example, a protest on the scale of clearance for compulsory purchases of thousands unfit houses within the East Lancashire Pathfinder area was claimed by local communities as creating forced migration and preventing the creation of sustainable communities (Clover, 2004; 2005). The local communities want actions that encourage people to continue to live and work in the pathfinder areas, and not be forced to move elsewhere. The conflicts between the aspirations of local communities and the Pathfinder's objectives suggests that different stakeholders those are involved in the HMR process need a new approach in addition to their technical expertise that enable them to understand exactly what local communities want from their own neighbourhood. Meanwhile, a study by CPRE (2004) and Nevin (2004) in East Lancashire and Merseyside Pathfinder areas reveals that housing market failure is not just about the physical aspects of housing but is also about non-physical factors such as social deprivation and bad image that cause residential environment to decline. These non-physical aspects of housing within the social, economic and environmental context are very important when considering how to tackle low demand. Again, stakeholders who are involved in the HMR process need to acquire not only the core, harder and technical skills, but also other skills that are more *generic, softer, people and community-based skills*.

As discussed earlier, there is a broad range of terminology existing in relation to skills, all with different meanings including attitudes, behaviour and competencies (Egan and ODPM, 2004). However, this study focuses on the necessary skills for attain the full level of community engagement activities by different stakeholders who are involved in the HMR process. This study started by reviewing the relevant literature within the sustainable communities' context to investigate previous studies, and debates, specifically on the necessary skills for sustainable communities and HMR. Some of relevant literature on skills for Sustainable Communities and HMR are reviewed below.

### **2.8.3 Overview of the skills necessarily for sustainable communities**

The Egan Review Report (2004) suggests that the delivery of sustainable communities and the skills needs necessary to support delivery process have

much in common with the way that successful organisations operate, and the skills that they display. The report further concludes that lack of generic skills and knowledge in regeneration are a perceived barrier to the delivery of sustainable communities and describes the generic skills that are considered as being essential for delivering the sustainable communities agenda. These necessary skills for sustainable communities as proposed by Egan (2004) are summarised in table 2.8 below.

Table 2.8: Generic skills, behaviour and knowledge considered essential for delivering sustainable communities (source: Egan & ODPM, 2004)

Skills:	Behaviours:		Knowledge of:
	Ways of thinking:	Ways of acting	
Inclusive visioning	Creativity	Entrepreneurial	The seven sustainable communities components and how they interact
Project management	Strategic thinking	Can-do-mentality	Sustainable development including best environmental practice
Leadership	Open to change	Co-operation	Housing and built environment
Breakthrough thinking/brokerage	Awareness of limitations	Able to seek help	Transport and connectivity
Team/partnership working within and between teams, based on shared sense of purpose	Challenging assumptions	Humility	Wider national and local economy
Making it happen given constraints	Flexible	Committed to making it happen	Governance, citizenship and processes associated with local democracy
Process management/change management	Clear	Respect for diversity and equal opportunity	Spatial planning and master planning
Financial management and appraisal Stakeholder management – including ability to work with local residents and residents/community group	Decisive  Respect for and awareness of the contribution of other professionals	Able to take action  Having a shared sense of purpose	Urban design and urban coding Attracting financial capital
Analysis, decision making, evaluation, learning from mistakes			Development processes
Communication-including intelligent listening to the community and promotion of development solutions			
Conflict resolution			
Customer awareness and how to secure feedback			

As illustrated in Table 2.8 above, the Egan review report (2004) does recognise skills necessary for community engagement by the stakeholders such as *Team working; Stakeholder management, Communication and Listening*. However, the report does not describe how these skills need to be deployed among different

stakeholders or how these skills need to be acquired for community engagement during the delivery process. Moreover, local communities are also not informed how they should be actively engaged, and to what extent their engagement should be involved in the delivery process.

Meanwhile, the Turner and Townsend Group (2004) reinforced the Egan conclusions concerning the skills requirements for sustainable communities, when they strongly proposed the skills for community engagement are among the essential skills that need to be considered by the existing professional in the built environment for the success of delivering sustainable communities. They concluded their findings and summarised them as:

- Society has not necessarily been well served by the existing professions operating in the built environment
- The professions are either unwilling or unable to engage with communities
- Knowledge about ‘what works’ is inconsistent, and poorly managed
- The skills and knowledge relating to strategic planning, project management, urban design, community engagement and partnership working necessary for the development of successful sustainable communities are absent.

These arguments have in turn been subject to a criticism, though the focus on skills was broadly welcomed by regeneration professionals as part of a balanced approach to the better delivery of regeneration. Furthermore, the complexity and diversity of responsibilities and providers of skills in regeneration cannot be overstated as the real issues for the delivery of sustainable communities’ agenda concern on the interaction of different stakeholders through the appropriate and effective processes (Turner and Townsend Group, 2004).

Increasing concern about skills for community engagement are also addressed by Hartley (2002) who emphasised the concept of community leadership for local authorities, as part of the culture shift required that aimed to empower individuals, groups and communities and build their capabilities. A number of key skills, which include working with the community groups, were seen as important by

Hartley (2002) for the local authorities in delivering their services to the public. These skills are summarized as:

*“Putting people at their ease; Learning to think about services from a user’s perspective; Listening to interests as well as voices; Recognising the different pace and processes of community groups and individuals; Capacity building; Managing conflict and difference; Managing expectations; Influencing skills; Detailed local knowledge; Professional skills; Maintaining a strategic focus and Working constructively with councilors”* (Hartley, 2002).

The Learning Curve (ODPM, 2002) does also recognise necessary skills needs for community engagement when it introduced three main elements to a regeneration-learning framework in three different audiences of residents, professionals and civil servants/policy makers. For example, the framework suggests for the professionals and the practitioners to consider skill for working with the community as one of their interpersonal skills to deliver the neighbourhood regeneration programmes. These skills elements are summarised in Table 2.9.

Table 2.9: Learning framework for neighbourhood regeneration (by group)  
(source: ODPM, 2002)

Audience	Building the knowledge base	Developing core skills	Changing behaviour
<b>Residents</b>	<ul style="list-style-type: none"> <li>• Shape the knowledge base</li> <li>• Contribute local knowledge</li> <li>• Drawn on wider knowledge from outside the neighbourhood</li>   <li>• “Think outside the box”</li> <li>• Synthesise the evidence from different sources</li> <li>• Design solutions having considered all possible approaches</li> </ul>	<p><b>Community Leader</b></p> <ul style="list-style-type: none"> <li>• Strategic skills to establish the vision and priorities</li> <li>• Organisational performance management</li> <li>• Probity and stewardship of resources</li> <li>• Listening, negotiating and consensus building</li> <li>• Conflict resolution and management</li> <li>• Communication and working with partners</li> </ul> <p><b>Community expert</b></p> <ul style="list-style-type: none"> <li>• Confidence to share</li> <li>• Confidence to articulate their hopes, fears and aspirations</li> </ul> <p><b>Emerging practitioner</b></p> <ul style="list-style-type: none"> <li>• Analytical, interpersonal and organisational skill (as for professionals and practitioners below)</li> </ul>	<p>The behaviours needed to make a difference to the outcomes of the neighbourhood renewal programme are common to all groups</p> <p><b>Entrepreneurial and problem-solving behaviours</b></p> <ul style="list-style-type: none"> <li>• Adopting innovative ways of tackling social problems</li> <li>• Challenging traditional ways of working</li> <li>• Bringing together ideas, resources and people to instigate change</li> <li>• Spotting opportunities and making use of under-used resources</li> <li>• Taking calculated risks</li> <li>• Tolerating the possible of failure</li> <li>• Responding to a problem with a clear outcome in mind</li> <li>• A ‘can do’ philosophy</li> </ul>
<b>Professionals &amp; Practitioners</b>		<p><b>Analytical skills</b></p> <ul style="list-style-type: none"> <li>• Analysing possibilities, creating opportunities, evaluating alternatives</li> </ul> <p><b>Interpersonal skills</b></p> <ul style="list-style-type: none"> <li>• Strategic leadership</li> <li>• Management of people</li> <li>• Valuing of diversity</li> <li>• Working with partners</li> <li>• Working with the community</li> <li>• Communication</li> <li>• Conflict resolution, consensus building and mediation</li> </ul> <p><b>Organisational Skills</b></p> <ul style="list-style-type: none"> <li>• Project management</li> <li>• Finance and budgeting</li> <li>• Research, monitoring and evaluation</li> <li>• Risk assessment and management</li> <li>• Mainstreaming</li> <li>• IT skills</li> </ul>	<p><b>Reflective behaviour</b></p> <ul style="list-style-type: none"> <li>• Evaluating the effectiveness of what is being done</li> <li>• Constantly revisit the relationship of inputs and processes to outputs and outcomes</li> <li>• Explore the reasons for success</li> <li>• Develop the confidence to investigate and learn from failure</li> </ul>
<b>Civil servants and policy makers</b>	<ul style="list-style-type: none"> <li>• Recognise and work with different approaches to tackling neighbourhood decline</li> <li>• Use the many sources of knowledge including resident and practitioner experience</li> <li>• Understand why different approaches have succeeded or failed</li> </ul>	<ul style="list-style-type: none"> <li>• Analytical skills</li> <li>• Ideas leadership</li> <li>• Communication</li> <li>• Networking, co-ordinating</li> <li>• Influencing, negotiating and brokering</li> <li>• Consensus building</li> <li>• Partnership working</li> </ul>	

A report by the Audit Commission (2005) states that one of the common barriers that could provide learning points for individual Pathfinder and for the management of the programme as a whole is *the skills and capacity in*

*Pathfinders and supporting external bodies.* However, the required skills highlighted by the Audit Commission (2005) were mainly technical-based skills or academic skills such as *analytical skills* (for analysing both hard and soft data), *project management skills* and *capacity delivering bodies*. There is no statement about skills for engaging local communities, even though it was once suggested by Brickell (2000) that the overall approach to regeneration programmes has failed as its inability to truly and fully engage with local communities.

Lastly, the Government has strongly recognised the importance of the skills needed to deliver sustainable communities. However, to deliver sustainable communities, all stakeholders who are involved in delivering and creating sustainable communities need the right skills. But, there are huge gap in the skills necessary to create community sustainability. To bridge this skills gap, the Academy for Sustainable Communities (ASC) was set up in 2005 by the Department of CLG (formerly known as ODPM). The ASC is a national body based in Leeds that focuses on working with key professions and community groups from different backgrounds to enable working together through integrated learning, and partnerships. The ASC further suggests that *generic skills* are seen to be essential as an addition to technical skills in delivering sustainable communities. These generic skills are defined by the ASC in thirteen main themes: *project management; leadership in sustainable communities; breakthrough thinking/brokerage; inclusive visioning; team/partnership working within and between teams based on a shared sense of purpose; making it happen given constraints; process management/change management; financial management and appraisal; stakeholder management; analysis, decision making, learning from mistakes, evaluation; communication; conflict resolution and customer awareness and; how to secure feedback.*

Studying generic skills as defined by the ASC demonstrates that some skills are relevant to this study, especially skills for *stakeholder management* and skills for *communication*. However, it is not clear at what level those skills are required for attaining the full level of community engagement and how those skills to be allocated among the stakeholders who are involved in delivering sustainable communities programmes such as the HMR. Lack of guidelines on the level of



community engagement needed to deploy those skills seen as an active community engagement process, are likely to fail because the stakeholders are unclear about the level of engagement on offer in the process of delivering HMR (JRF, 1994).

Conclusively, evidence revealed that the skills for delivering sustainable communities are increasingly important, and the Government strongly recommends (via its ASC) that all professional bodies acquire those essential skills needed to enable them work together as partnerships with different community groups and backgrounds. Thus, professional bodies need to cater for those skills in demand and integrate them into their current professional practices. Studying the existing models of professional practices and how they responded to this new working approach is considered essential for this study. Discussions on the existing models of professional practice are presented in the next section.

#### 2.8.4 Understanding the existing professional practice

To understand the skills required for community engagement in the HMR process, it is essential to examine the previous work on professional practices. This requires a review of the extensive literature on the existing professional models and protocols for skills and competences. The aim was to seek out coherent elements within different approaches and if possible bring them together in a single model. It is also necessary to explore the extent to which existing professional models recognise the important of skills for community engagement in addition to their technical competences. Some differing views of competences and approaches to professional practice are listed in Table 2.10 below.

Table 2.10: The summary of the existing models of professional competences

The UK occupational standards models (Cheetham and Chivers, 1996)	Competences are recognised in the form of job-specific that are required through a ' <i>functional analysis</i> ' process of determining: <i>Key purpose</i> ; <i>Key role</i> (the level below 'key purpose'); <i>Units of competences</i> ; <i>Elements of competence</i> - encompassing of 'performance criteria' describes the characteristics of competent performance and 'range statements' specifies the range of situations or contexts in which the competence should be displayed. <i>Behaviour or personal competence</i> (particularly in the area of management) is important in professional roles to effective performance. <i>Ethics and values</i> are increasing important especially within the care sector.
The job	Competence comprises of three basic components: <i>Tasks</i> – consist of skills

competence model (Mansfield and Mathews, 1985),	which are used in a routine way to achieve defined outcomes; <i>Task management</i> – involves the use of skills that may be needed when a number of tasks are required to be performed together in a particular way; <i>The role/job environment</i> – consists of those skills which are needed to cope with a particular working environment (e.g. working with others – fellow team members, customers, clients, etc.) or those needed to cope with highly critical situations.
Behavioural/personal competence Models (Boyatzis, 1982; Klemp, 1980 and Schroder, 1989)	A number of American researchers, especially within the management areas, have focused heavily on <i>behaviours</i> . <i>Personal competence</i> may be a better Predictor of capability (i.e. potential to perform in future posts) than <i>functional competence</i> , which attests primarily to competence within a candidate's current post. However, there is no guarantee that a person who apparently has the right mix of personal competencies will be able to 'put it all together' and deliver the desired outcomes
The reflective practitioner approach (Schon, 1983)	Schon (1983) has offered a new epistemology of professional practice based on ' <i>knowing-in-action</i> ' (a form of acquired tacit knowledge) and ' <i>reflection</i> ' (the ability to learn through and within practice). He argues that reflection (both ' <i>reflection-in-action</i> ' and ' <i>reflection-about-action</i> ') is vital part of the process.
Meta-competencies (Reynolds and Snell, 1988; Hall, 1986 and Nordhaug, 1990)	Reynolds and Snell (1988) identify ' <i>meta-qualities</i> ', (creativity, mental agility and balanced learning skill). Hall (1986), uses the term ' <i>meta-skills</i> ' which are defined as 'skills in acquiring other skills'. Nordhaug (1990) offers as examples: <i>communication, problem-solving and analytical capacities</i> .
Core skills (Cheetham and Chivers, 1996)	They are generic and be fundamental to effective performance in all (or most) occupations. The units consist of: <i>Communication; Application to Number</i> (numeracy); <i>Information Technology; Personal Skills</i> – working with others; and <i>Personal Skills</i> – improving one's own learning and performance
Ethics and values (Eraut et al, 1994)	The authors identify four overlapping sets of values and they are: <i>Legal values</i> (operating within the law and other mandatory systems); <i>Professional values</i> (relationships with clients and other professionals); <i>Organisational values</i> (relationships with colleagues, staff, customers and general public) and <i>Personal values</i> (individual beliefs and behaviours)

Kennie and Green (2001) have developed the model of professional competence framework for RICS (Figure 2.7), based on four component descriptors of professional competence which combine: *Technical Competence; Cognitive/Problem Solving Competence; Business Competence* and *Ethical/Personal Behavioural* (which is core to the previous three areas) *Competence*.

### Professional Competence

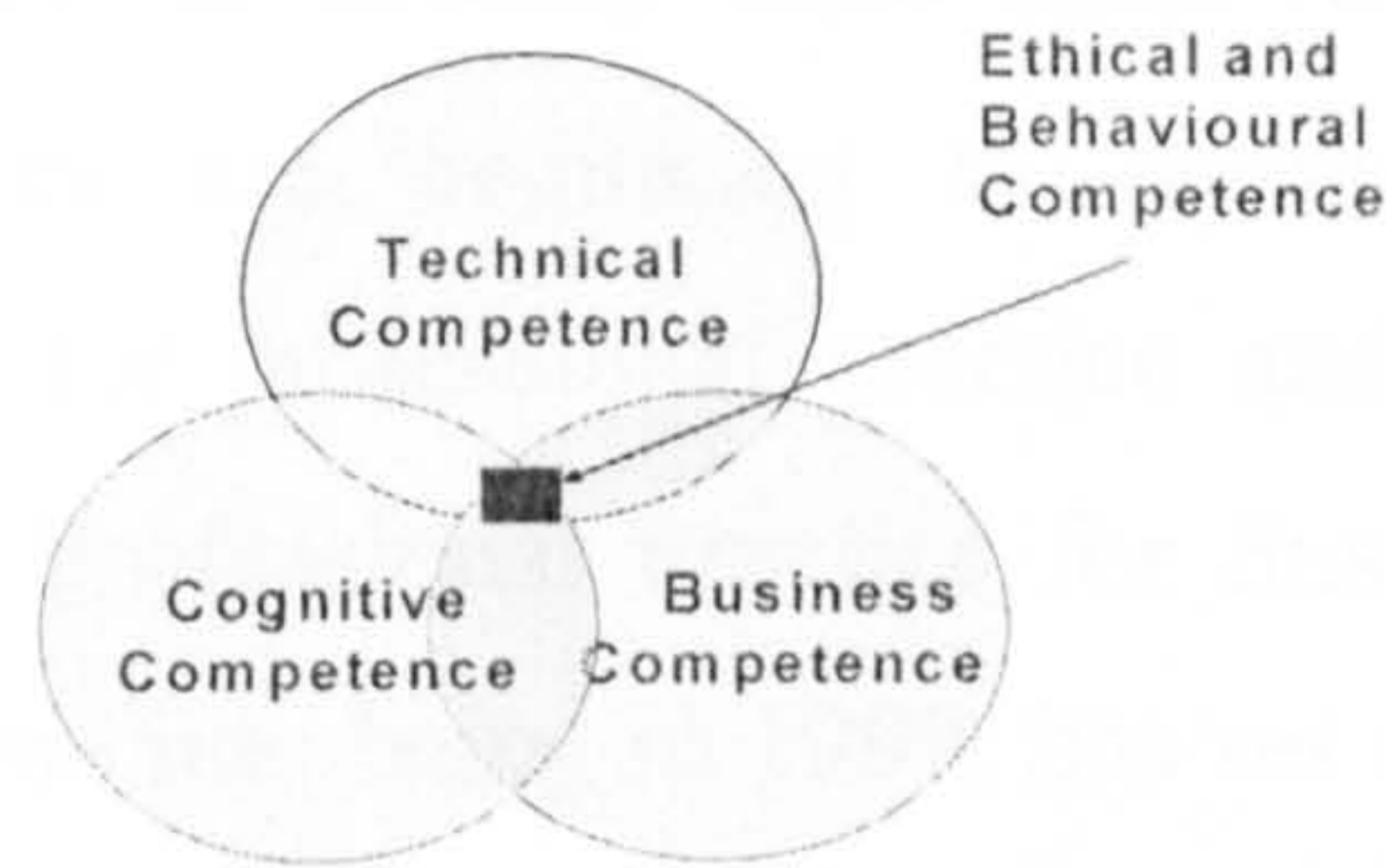


Figure 2.7: The components of professional competence (source: Kennie and Green, 2001)

Even though all of the above models of professional competences have recognised the importance of generic and soft skills, they have not clearly stated whether these skills are focused on dealing with the individual employees within an organisation or on dealing with people outside the organisations such as the customers or local communities.

Furthermore, the RTPI (1994) also set up a study to provide guidance on skills for planners at all levels in terms of management knowledge and how best to achieve this. The study which also called a *Planning as Managers: Shifting the Gaze* focuses on the new outcome of the competency approach for new qualities, attitudes, knowledge and skills that need to be required for planners. The study listed 15 key management supervisory and assistant levels of competencies that are relevant to the planners and they are: *well developed political skills; strategic management skills; decision-making skills; well developed negotiation skills; intellect; personal integrity and flexibility; well developed people management and relationship skills; well developed communication skills; well developed influencing skills; results oriented with a drive for achievement; operational management skills; change management skills; self-and stress management skills; well developed analysis and problem-solving skills; business and commercial skills*. Again, skills as suggested by the RPTI for the managers of planners are widely seen as focusing on employees to interact and communicate themselves within organisations rather than to deal or engage with their customers or local communities.

The need for the skills necessary to deliver regeneration initiatives such as HMR is unquestionable, and the key to develop these skills requirements is through learning. Professional bodies are beginning to recognise that sustainable development is a key issue for professional practice and their role in society (Martin & Hall, 2002). The Professional Practice for Sustainable Development (PP4SD) initiative, which came into being in 1999, has set up work in partnership with fourteen professional institutions to create a common curriculum framework for sustainable development. In response to PP4SD, a three level sustainable education framework has also been developed that recognises skills for community engagement as part of the curriculum (Sterling, 2001) (see also Appendix 2.1). The weight of evidences suggests that apart from technical-based skills, skills for community engagement are increasingly important for the sustainable communities' agenda such as the HMR. Reviewing the existing models as discussed above suggests that each of the models and approaches has its own strengths and weaknesses within the context of their own professions. However, this study seeks to understand the ability of the existing models to deal with the demand for the required skills needed for community engagement in the HMR process. In addition, a model for community-based action skills requirements in the HMR process, as mapped by Kasim et al. (2005) in figure 2.8, classified the required skills needed for sustainable communities by the different professionals in the built environment professions, into two main types of skills:

- Skills type A: comprise of softer, generic and people-based skills as an addition skills to be acquired by the professionals in the HMR process.
- Skills type B: comprises of harder, technical and core professionals competences

This model of community-based action skill requirements strongly suggests that different stakeholders who are involved in the regeneration initiatives such as the HMR have to acquire additional skills necessarily to meet with local communities' expectations for the creation of sustainable communities. Those skills (that are also known as the skills needs for attaining the full level of community engagement by different stakeholders) are the required skills that this study is looking for in the HMR process.

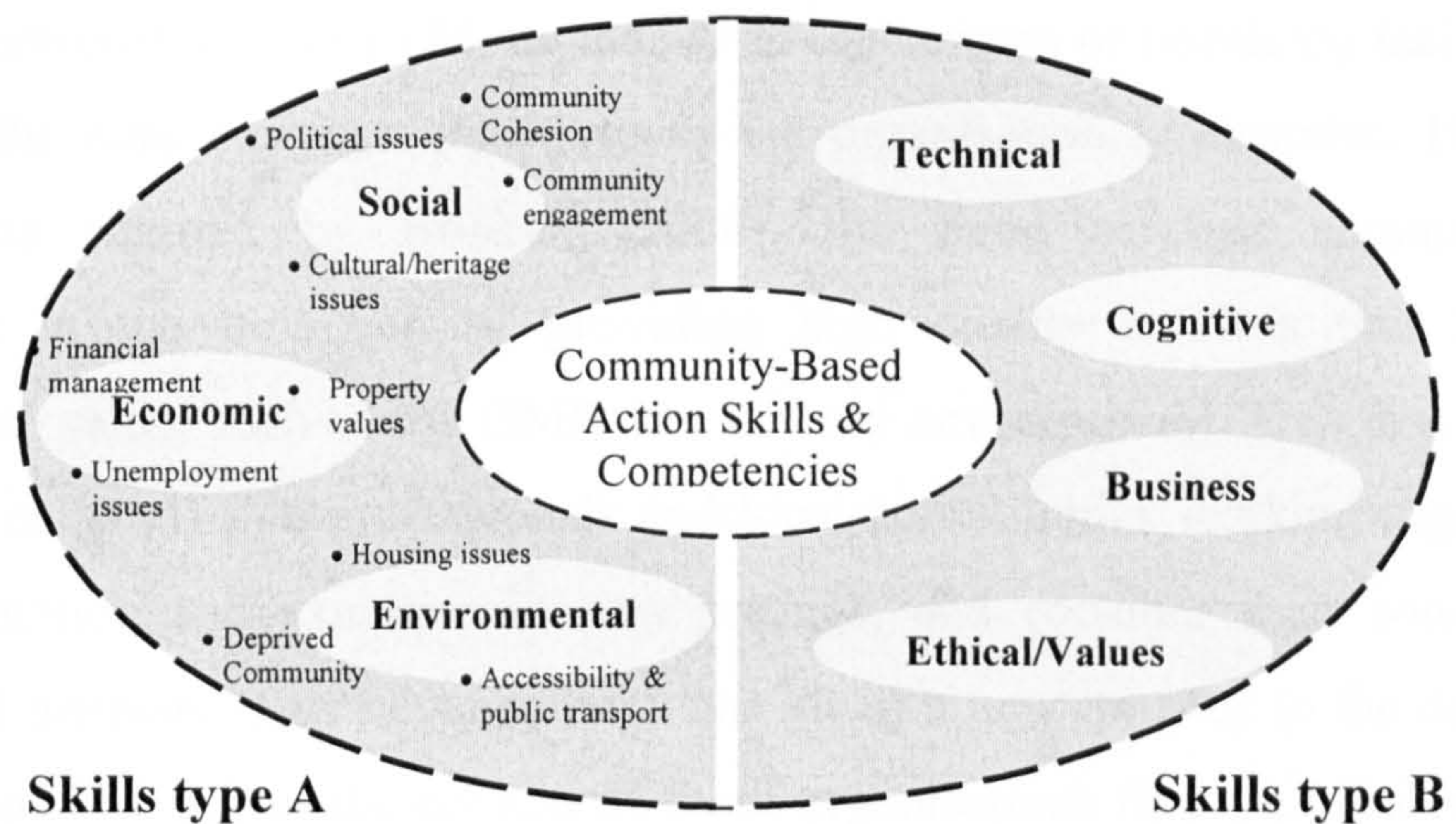


Figure 2.8: Mapping the community-based action model for professional skills and competences in the HMR process (source: Kasim et al., 2005)

There is no doubt that for the HMR process to succeed, relevant professionals in the built environment have to acquire additional skills for community engagement. This is in addition to their core and technical professional competences. Although the existing models of professional competences (as in Table 2.10, figure 2.7) do recognise these soft and people-focused skills, they are not clearly stated either in term of skills for employees interacting among themselves within an organisation, or for their employees interacting with their customers. These multiple responsibilities and diversified skills are across levels of community engagement activity in the HMR process.

## 2.9 Skills for community engagement in the HMR process from FM perspective

By definition, FM is “a process that requires a multi-skills approach that supports the core business of the organisation by interfacing the physical workplace and people” (Barrett, 1992); “as the process by which an organisation delivers and sustains a quality working environment and delivers quality support services to meet the organisation’s objectives at best cost” (CFM, 1992) and “the total management of all services that support the core business of an organisation” (Hinks, 1999).

These conventional views of FM are mainly in the context of providing facilities to support the core business objectives of the organisation (Alexander, 1994). However, as claimed by Brickell (2000), the trend towards community engagement in the provision of providing high quality services that local communities' value, such as the HMR, has created new situation. This new way of working demands that professionals and local communities working together share information and expertise in new settings, and consider their common benefits and interests. This new approach has given a new impetus to the debate on the role of FM within the context of those organisations that are involved in the HMR process. It requires that FM professionals acquire the diversified and integrated disciplinary skills that are mainly the skills required for engaging local communities.

This new thinking of community engagement from an FM perspective was first discussed by Roberts (2004) within the context of Urban FM. The Author took an example of the 'Celebration Town' that is occupied by 20,000 people in Florida. The town, which represents a living experiment, was designed in a way that the communities who live in the area have no alternative but to accept all the choices and facilities provided for them by their service providers. Those facilities that are provided for the communities in the celebration town are unable to deal with other public issues such as *poverty, social deprivation or people who are unable to exercise choice* (Roberts, 2004). In this sense, the integrated provision of public services and community support services in economically, socially and environmentally manner can significantly make contribution to the development of the necessary skills for community engagement in the HMR process, and meet the objective of the sustainable communities agenda (ODPM, 2003). The challenges for FM professionals now are how to experience and understand the local communities' needs, interests and values in the HMR process.

Experience from the Celebration Town suggests that FM professionals need to move away from their organization-specific function approach (Owen, 1999) towards more community-based approach in providing quality services to the local communities. The FM professionals need to consider a new way of thinking for allowing local communities to be fully engaged in the HMR process. And as

proposed by Kasim et al (2006), the new thinking of FM in the HMR process that integrates the principles of sustainable communities leads to the following definition:

*“A process by which the community and relevant agencies work together in new and innovative settings, to deliver and sustain high quality services within economic, social and environmental dimensions in support of the common benefits and interests”*  
(Kasim, et al., 2006).

In addition, a review of the facilities management professional practitioners such as BIFM and RICS Facilities Management shows that the skills and competences required for the applicants for professional accreditation are largely technically based. Although they have recognised a need for soft or generic skills, these skills are largely seen as being about employees interacting among themselves within an organisation rather than dealing with the wider community. For example, the BIFM Professional Qualification has required its applicants to choose from three routes of entry; a professional competence route, a direct examination route and a higher education route. Each route requires managers to demonstrate both knowledge and experience across a range of the 23 core competencies (BIFM, c1999) (See also Appendix 2.2). These competences are arranged under six key management areas: *Understanding Business Organisation; Managing People; Managing Premises; Managing Services; Managing the Working Environment and Managing Resources*. Meanwhile, the RICS has introduced a guide to the Assessment of Professional Competence (APC) and Assessment of Technical Competence (ATC) for its members to qualify as a chartered or technical member of RICS (RICS Practice Qualifications, 2002) (See also Appendix 2.3). These competencies are not only the skills or ability to perform a task or function but are also based upon attitudes and behaviours. There are also three levels of competency: Mandatory competencies; Core competencies and Optional competencies, which are mainly generic skills (RICS Practice Qualification (2002), APC/ATC Requirements and Competencies).

Conclusively, FM is by definition, a multi-disciplinary area that requires a multi-

professional approach in providing facilities to not only the organisation's core business but also the quality services to the end users. However, as pointed by Kasim & Hudson (2006), this conventional thinking on FM practice is unable to meet with the demand of working with multiple stakeholders and putting communities' interests and benefits as its main purpose such as the HMR. The implication of this new thinking for FM professionals is a need to improve skills from technical skills to the skills needed to enable them to work and engage with communities in providing services to support communities' benefits and interests (Kasim & Hudson, 2006).

## **2.10 The Theoretical Skills Gap Necessary for Attaining the Full Level of Community Engagement in the HMR Process**

The Egan Review Report (2004) set out to look at the skills needed to deliver sustainable communities. As HMR is a part of many strategies in the sustainable communities' agenda, understanding the necessary skills required for community engagement by different stakeholders is within the wider implications of sustainable communities. There is particular focus on the built environment embedded within the Egan report, which is considered essential for this study.

The Egan report (2004) suggests that the delivery of sustainable communities and the skills necessary to support delivery have much in common with the way that successful organisation operate and the skills that they display. The report further describes the generic skills that are considered essential for delivering the sustainable communities agenda. The lack of generic skills and knowledge in regeneration (as tabulated in Table 2.8) are perceived barriers to the delivery of sustainable communities. One of many skills proposed by this report is the skill necessary to engage with local residents or communities. It is further supported by the Turner and Townsend Group (2004), Hartley (2002) and ODPM (2002) when they strongly proposed the skills for community engagement that are seen as essential for the success of any regeneration initiative. However, this report does not specifically address how these necessary skills needs to be deployed and allocated among different stakeholders who are involved in the delivery process of sustainable communities. The report also does not describe the skills needed to



work with local communities if they are to be at the heart and focus of any regeneration programmes (Brickell, 2000). Putting people at the heart of the programme demands that different stakeholders attain the full level of community engagement in the HMR process. However, the stakeholders who are implementing the community engagement are unclear about the level of engagement on offer (JRF, 1994). And, these new approach is require that stakeholders acquire new skills in improving the full level of community engagement in the delivery process of sustainable communities.

Furthermore, even though the professional bodies recognise the importance of the soft and generic skills as an addition to their technical and professional skills, it is unclear whether those skills are for their employees to interact among themselves within the organisations, or for them to deal with the customers or communities (RTPI, 1994, RICS (FM), and BIFM, 1999a).

In conclusion, evidence from the literature searches revealed that the necessary skills needed for community engagement are essential for the success of the HMR process. These literature findings support this study in identifying skills needs for attaining the full level of community engagement in the HMR process. However, these literature findings do not address who needs those skills the most, or what skills are needed to attain the full level of community engagement. The acknowledgement of these skills gaps from the literature findings drives this study to the development of the preliminary research question, which is further discussed in next section.

## **2.11 The Theoretical Research Questions Development**

Based on the findings from the literature review, this study develops a preliminary main research question:

*What skills are required by the stakeholders to fully engage the local communities who are involved in the HMR process?*

This main research question will be further refined in the exploratory case study phase in Chapter 4.

## **2.12 Summary and Link**

This chapter has developed the theoretical knowledge for the skills needed to improve the full level of community engagement by different stakeholders in the HMR process. The next chapter will discuss the research methodology applied in this study.

## CHAPTER 3

### RESEARCH DESIGN AND METHODOLOGY

#### 3.1 Introduction

Chapter 2 reviewed and synthesised the relevant literature for theoretical knowledge, to build on the skills that need to be acquired for improving the full level of community engagement by different stakeholders in the HMR process. This chapter discusses the methodological design adopted in this study and is structured as follows:

- A nested research methodology is presented to justify an appropriate research methodology used in this study.
- The overall research process within a nested research methodology is presented.
- The research paradigm that is adopted in this study is discussed and positioned.
- The choice of a single case study with two phases of an exploratory and a Bank Top new play area case study is justified.
- The qualitative data collection and analysis techniques are presented.
- Criteria for the quality of research design is discussed and presented.

#### 3.2 A Nested Research Methodology

Research methodology is a process of how research questions are implemented and measured to achieve the overall research aim and objectives (Brewerton and Milward, 2001). However, choosing the appropriate research methodology requires the understanding of the assumptions for each research paradigm. This study adopts a *nested research methodology approach* (Kagioglou et. al., 1998) that is integrated into three main themes: *research philosophy*; *research approach* and *research technique*. As shown in Figure 3.1, a chosen research philosophy guides the direction of research approach and then leads to the selection of the

appropriate research techniques. Each of these elements is further discussed below within the overall research process as illustrated in figure 3.2.



Figure 3.1 A nested research methodology (source: Kagioglou et.al., 1998)

### 3.3 Overall Research Process

The overall research process for this case study as illustrated in figure 3.2 is based on the combination of:

- Philosophical assumption adopted from a nested research methodological approach by Kagioglou et.al. (1998) and
- Five elements of case study designed by Yin (2003): research questions; research propositions; unit of analysis; linking data to propositions and criteria of interpreting the findings.

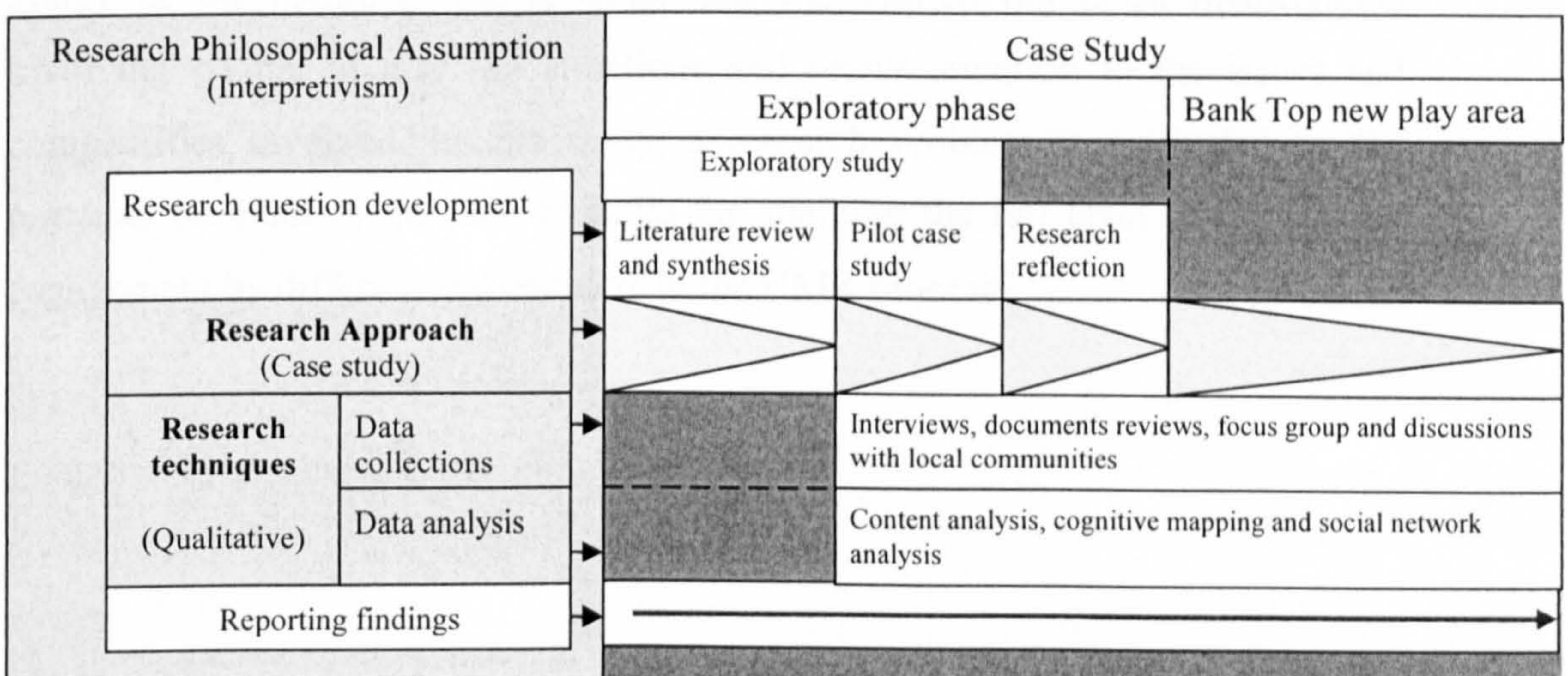


Figure 3.2: The overall research process

This research process was designed to pursue the overall aim of this study, which is mainly to investigate the skills needed to attain the full level of community engagement by different stakeholders in the HMR process in the Bank Top ADF, Blackburn, East Lancashire Pathfinder. In achieving this aim, five research questions as stated in Chapter 1 were formulated. These research questions were developed based on the findings from the review and synthesis of the relevant literature, and the conclusions from the exploratory study. The findings from the exploratory phase have also justified a choice of a Bank Top ADF as a single case study and the Bank Top new play area as a unit case analysis for this study. Then, results from the Bank Top new play area case study were compiled and reported.

### **3.4 Research Questions Development**

In defining research questions for this study, a research enquiry was carried out in two stages. *Firstly*, a research inquiry was carried out through literature reviews and synthesis to form a theoretical problem on the skills required to attain the full level of community engagement by different stakeholders in the HMR process. *Secondly*, an action research inquiry was carried out to define a practical problem of this study. A research problem in this study is motivated by a practical problem that is realised through real world research inquiry (Booth, et al, 2003). As illustrated in figure 3.3, this study forms a real world research inquiry (Robson, 2002), as the nature of the research that was carried out is an investigation involving people in *real life* situations and draws attention to the issues and complexities involved. In this study, a research problem is motivated by the practical problem of the lack of skills for attaining the full level of community engagement by different stakeholders in the HMR process.

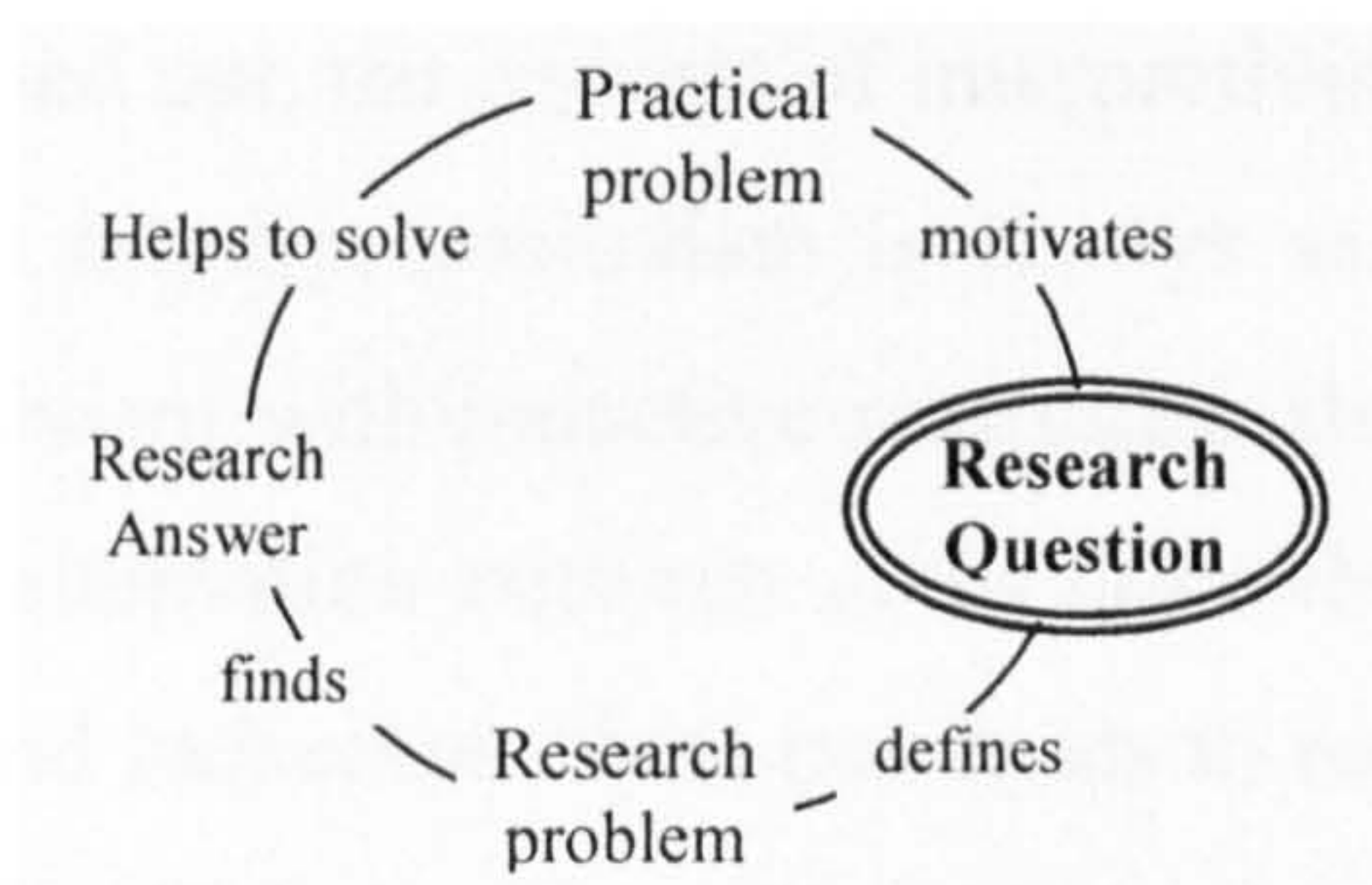


Figure 3.3: The relationship between practical problems and research problems (source: Booth, et al., 2003; Robson, 2003; Kasim, et al., 2005)

Thus, as shown in figure 3.4, research questions developed in this study are evolved into two stages of research inquiry within the exploratory phase of the research process:

- Defining the theoretical problem through reviewing the relevant literature searches and synthesis as presented in Chapter 2.
- Defining the practical problem (figure 3.3) by conducting an exploratory study at Elevate East Lancashire Pathfinder, the Borough and Bank Top ADF and understanding local communities' oppositions on the scale of housing clearances within the defined HMR programmes in the North of England (Clover, 2004; 2005; Ungood-Thomas, 2005).

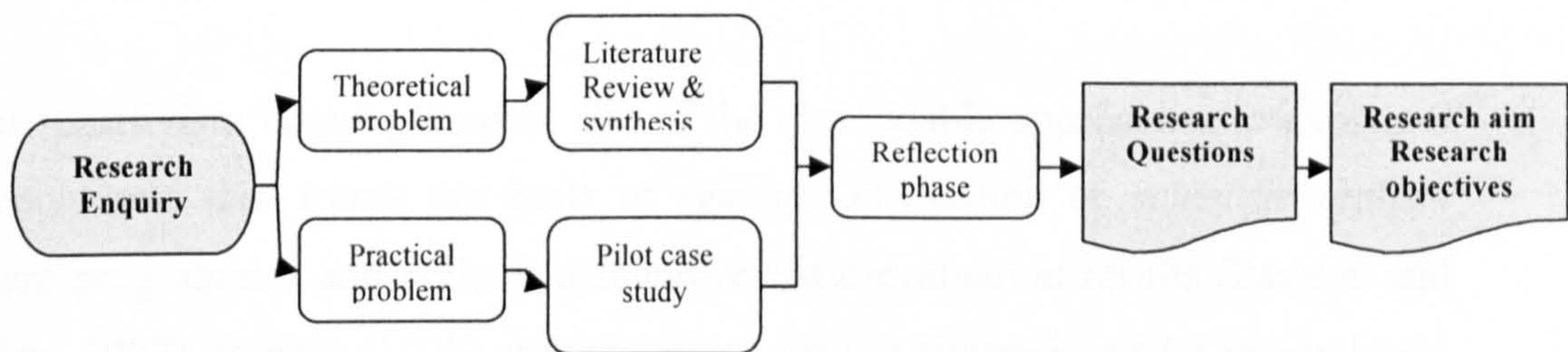


Figure 3.4: Formulating research questions in the exploratory phase

### 3.5 Research Philosophy

Two main research paradigms propounded in the literature are the positivist/quantitative and interpretivist/qualitative paradigms (Cook and Reichardt, 1979; Easterby-Smith, 1991; Denzin and Lincoln, 2000; Creswell; 1994). The term of interpretivism has also been referred interchangeably with the concept of phenomenological as a paradigm in the literature. However, for the

nature of the study carried out, the concept of interpretivism is used for this study. In scientific and social inquiry, positivism is always associated with deductive reasoning and interpretivism with inductive reasoning. But, in practice, these two paradigms involve an alternation between *deduction* where one tends to reason towards observations and *induction* where one tends to reasons from observations (Babbie, 1998; Creswell, 1994).

To justify which paradigm is more useful for this study, section 3.5.1 and 3.5.2 discuss the strengths and weakness of both positivism and interpretivism paradigms.

### 3.5.1 The positivism paradigm

The modern term of positivism was first introduced by Auguste Comte (Gliddens, 1974). It is depicted as the traditional scientific approach in human inquiry for the philosophical paradigm that is based on the numerical representation of observations for the purpose of describing and explaining the phenomena. Research approaches that are appropriate for this paradigm include cross-sectional studies, experimental studies, longitudinal studies and surveys (Yin, 2003).

Thus positivism is recognised as one of the most viable approaches to explain a phenomenon that forms the basis of *realistic evaluation* or *scientific realism* where programmes and policies demand realistic evaluation results (Pawson and Tilley, 1997). Babbie (1998) argues a place for positivism in social research and points out the interacting links between positivism and interpretivism by noting that paradigms cannot be true or false; they can only be more or less useful.

However, there are weaknesses that undermine its usefulness to the subject matter of this study: the skills needed for community engagement by different stakeholders in the HMR process. The positivist ontological position of reality exists independently therefore, it is not useful for this exploratory research as this research focuses to seek and understand the stakeholders' varying perceptions and meanings of the community engagement activities in the HMR process. Objects, people, situations and events do not, in themselves, possess meaning; meaning is

conferred on these elements by and via human interaction (Berg, 2001). Similarly, the positivist position on the epistemological question of *how do we obtain knowledge of reality?* is inappropriate because it postulates that the act of investigating such as reality would have no effect on that reality. In addition, it is also impossible to treat people as being separate from the social contexts and they cannot be understood without capturing their perceptions of their own activities. This paradigm is strictly structured design that imposes certain constraints on the results and may ignore the relevant findings. It cannot be objective as the author also brings her values and interests to this study and be part of what she observes.

### 3.5.2 The interpretivism paradigm

The interpretative paradigm is based on the notion that social reality is created and sustained through the subjective experience of people involved in communication (Morgan, 1980). The researchers are concerned in their research with attempting to accurately describe, decode, and interpret the meanings of phenomena occurring in their normal social contexts (Fryer, 1991). The researchers operating within the framework of the interpretative paradigm are focused on investigating the complexity, authenticity, contextualization, shared subjectivity of the researcher and the thing being researched and minimising of illusion (Fryer, 1991).

In general the interpretivism paradigm is more likely to take place in a natural setting (Denzin, 1971; Lincoln and Guba, 1985; Marshall and Rossman, 1989) where topic for study focus on everyday activity are *defined, enacted, smoothed, and made problematic by persons going about their normal routines* (Van Maanen, 1983). It is less likely to impose a restrictive a priori classification on the collection of data and also is less driven by very specific hypotheses and categorical frameworks and more concerned with emergent themes and idiographic descriptions (Cassell and Symon, 1994). In other words, it is most useful for inductive and exploratory research as it can lead researchers to build hypothesis and explanation (Ghauri and Kjell, 2005). In addition, Ting-Toomey (1984) highlighted three characteristics of research inquiry within the fundamental beliefs of the interpretative paradigm, which are mainly:



- The study of symbolic discourse that consists of the study of texts and conversations.
- The study of the interpretive principles that people use to make sense of their symbolic activities.
- The study of contextual principles such as the roles of the participants, the physical setting and a set of situational events that guide the interpretation of discourse.

The interpretivist paradigm is also known as social science, which deals with action and behaviour (Giddens, 1974). There is a clear interrelationship between the investigator and what is being researched. Verifying what actually exists in the social and human world depends on the researcher's interpretation. Any interpretative analysis of subjective meanings depends upon *empirical rules* hence the development of the methodological tools, notably the typology of *rational action* and *ideal type* (Giddens, 1974). Research approaches most appropriate include action research, case studies, ethnography, grounded theory and participatory enquiry.

Interpretivism paradigm is the most relevant paradigm for this study as it seeks to answer the research questions as stated in this study. This study seeks to ascertain what the general trend is in term of the skills needed for community engagement by different stakeholders in the HMR process. The HMR process involves different stakeholders at different levels of community engagement, and skills requirements. Seeking an understanding of those different stakeholders' perceptions and levels of community engagement that are implemented by them in the HMR process undoubtedly has to be within the interpretivism paradigm. In addition, the nature of the research focus that is a dynamic process and *lived experience* rather than a static reality. This is further supported by Strauss and Corbin (1990) that interpretivism paradigm is useful for understanding what lies behind any phenomenon. It is useful for understanding meaning for stakeholders in a study, the context within which the stakeholders act, generating new theories and understanding the process by which the events and actions take place.

However, there are number of weaknesses in this paradigm. There are difficulties associated with the time required and costs involved to undertake qualitative research. Problems may also emerge in the analysis and interpretation of data. There is often difficulty in achieving validity and reliability. There are ethical issues arising from the researchers' intrusion into the *personal sphere* of those being researched (Easterby-Smith, et al., 1991).

Figure 3.5 shows graphically, positioning of the research paradigm in this study in terms of three components of philosophical assumptions interact in a dynamic, multi-virtuous and systematic way, together forming a guiding framework for a congruent and coherent system of thought and action. These become a framework model that helps author to make sense of it and outlines the philosophical basis for the chosen research paradigm and research approach (shall be positioned within a shaded area of the diagram of Figure 3.5).

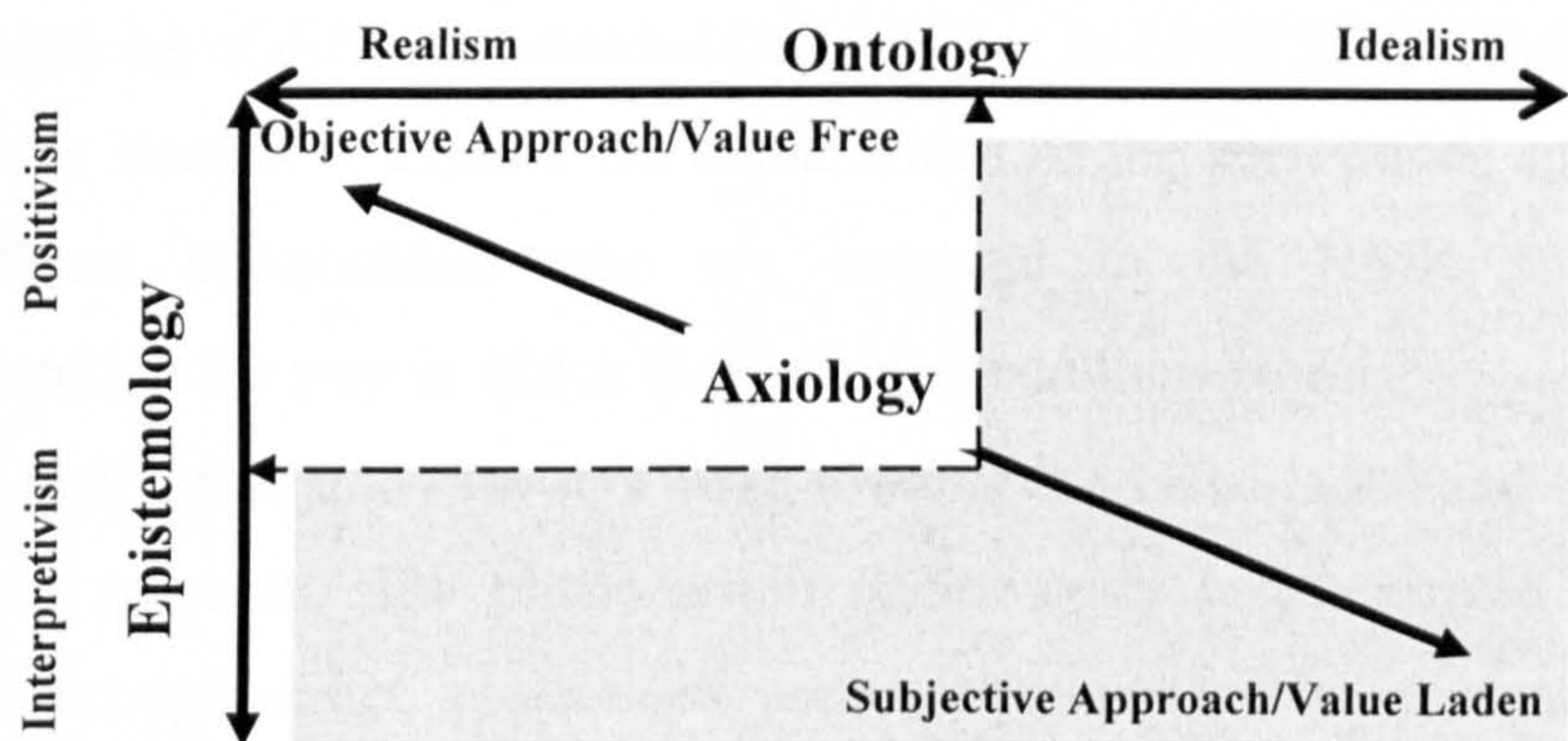


Figure 3.5: Positioning research paradigm (source: Sexton, 2003)

Figure 3.5 illustrates the interactive and dynamic relationship among the key components integral to philosophical framework. It elucidates the connections: demonstrating on how one *sees and* views the world and reality (ontology) and how one *thinks* about the world (epistemology); that how one *thinks* about the world and directs how one *acts* in the world (axiology). This reflects and influences how one *thinks* about and consequently *sees* the world that helps one to *act* in inquiry and practice within the ontological and epistemological orientations. In other words, axiology urges congruence between ontological and epistemological assumptions. It plays an important role in putting the standards

and requirements of acceptable research approach and research techniques for this study. Making the axiology explicit helps to set and clarify the guiding tone and rigour for action in this study.

The position of the research paradigm for this study as illustrated in Figure 3.5 above is summarised as follows:

- *Ontologically*, this study favours more towards idealism. The nature of this study is to seek understanding of the stakeholders' various perceptions and meanings via human interactions. This means, this study does not treat the phenomenon under study as an independent and single reality. Rather, it accepts the knowledge claims by understanding different stakeholders' interpretations given to the reality.
- *Epistemologically*, this study favours more towards interpretivism. The nature of this study is rooted in the notion of *lived-world experience*. This study also acknowledges that the knowledge is socially constructed through interpretations of different stakeholders who are involved in the HMR process. This study intends to explore the explanations of the perceptions and actions of different stakeholders who are involved in the HMR process by understanding the way in which they comprehend their world.
- *Axiologically*, this study favours more towards the value-laden and subjective nature of research. The phenomenon under study is interpreted within a context through direct interactions within different levels of organisational settings. As a consequence, the author's understanding is highly subjective and filtered through her own understanding which is modified and evolved as more understanding accumulated over time (Easterby-Smith et al., 1991).

Based on the philosophical research assumption as discussed above, the research paradigm in this study is within the value-laden and subjective nature of the research that supports the adoption of the interpretivist research paradigm rather than the positivist research paradigm that seeks objective knowledge. Positioning research paradigm within the context of issues under investigation that focuses on the necessary skills needs for community engagement by different stakeholders in

the HMR process justifies the choices of research approach and techniques, which are further discussed below.

### 3.6 Research Approach

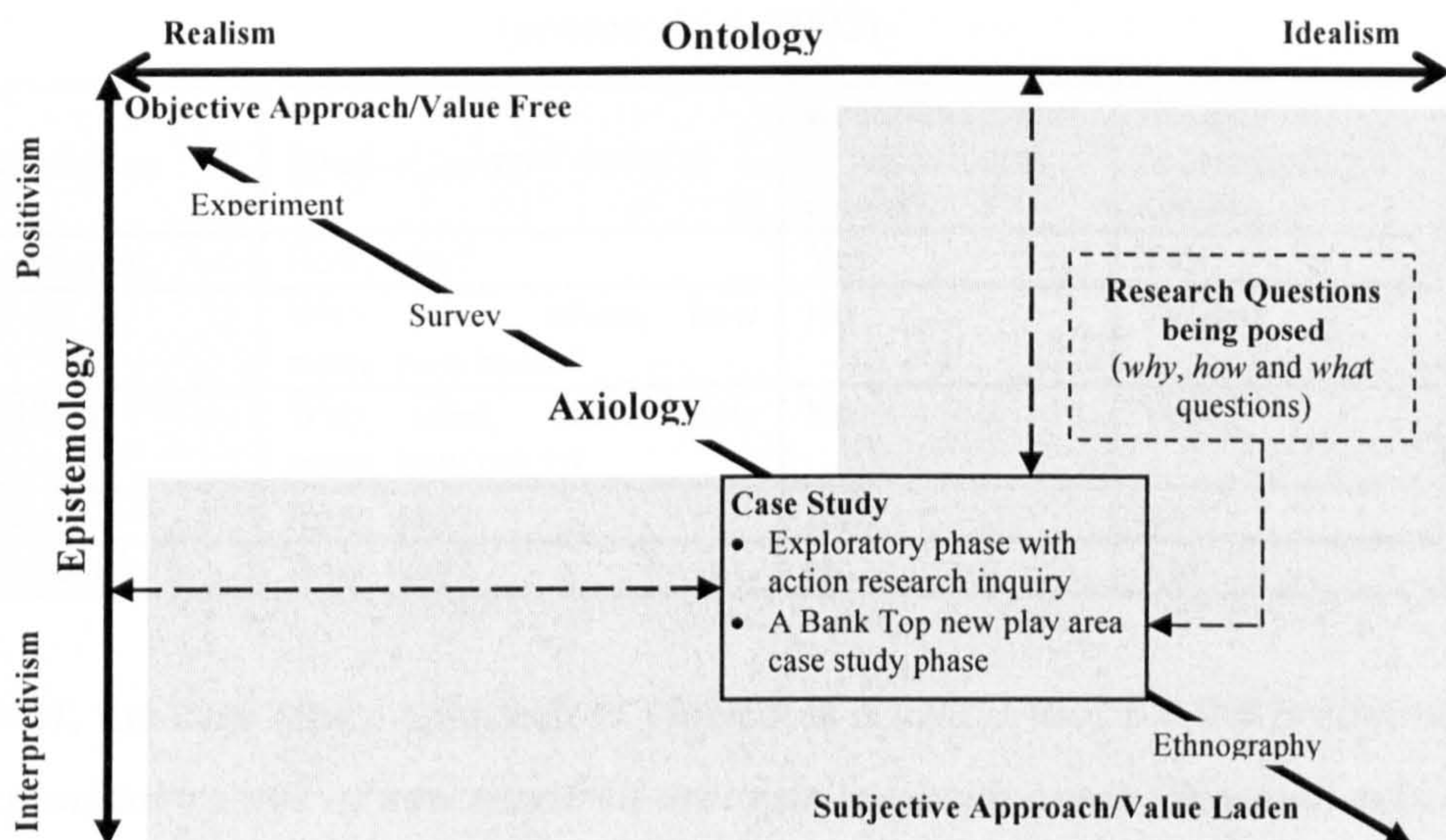


Figure 3.6: Positioning research paradigm and research approach (source: Sexton, 2003; Yin, 2003; Kasim et al, 2006)

There are many research approaches available in the social sciences, namely experiment, survey, action research, case studies and ethnography. However, as shown in figure 3.6, the justifications for choosing the case study approach for this study were derived from the interpretive paradigm and the exploratory and explanatory nature of research questions formulated from the findings of the literature review and the exploratory phase.

The case study approach is defined by Yin (2003) as *an empirical inquiry that investigates a contemporary phenomenon within its real life context, especially when the boundaries between phenomenon and context are not clearly evident*. Yin (2003) highlights certain points within this definition that typify case study approach. First, the case study involved with the empirical inquiry relies on the collection of evidence on what is going on. The case study focuses on a *phenomenon in context*, typically in situations where the boundary between the

phenomenon and its context is not clear. It is useful for this study when (as illustrated in table 3.1) a *how or why question is being asked about a contemporary set of events over which the investigator has little or no control* (Yin, 2003; Robson, 2002).

Table 3.1: Relevant situations for different research approaches  
(source: Yin, 2003)

Approaches	Form of research question	Requires control of behavioural events?	Focuses on contemporary events
Experiment	How, why?	Yes	Yes
Survey	Who, <i>what</i> , where, how many, how much?	No	Yes/No
Archival analysis	Who, <i>what</i> , where, how many, how much?	No	Yes
History	How, why?	No	No
Case study	How, why?	No	Yes

Moreover, the case study approach is viewed as a useful tool for the *preliminary and exploratory stage of new research areas or research areas for which existing theory seems inadequate* (Rowley, 2002; Eisenhardt, 1989). However, Yin (2003) only favours exploratory case study when the available literature or existing knowledge base is poor, that is, when there is some uncertainty about a major aspect of a *real* study. Once the uncertainty has been investigated, the exploratory phase is completed and the *real* study should take place.

List of questions and answers set out below justifies the usefulness of a case study approach in investigating the necessary skills for community engagement by different stakeholders in the HMR process.

- Can the phenomenon of interest be studied outside its natural setting?  
*No, necessary skills needs for community engagement by different stakeholders in the HMR process can only be identified from within the organisations in question.*
- Must the study focus on contemporary events?  
*Yes, HMR is the new programme, at this time, only about 4 years old.*
- Is the control or manipulation of subjects or events necessary?

*No, observation and recording will provide the clearest evidence of current events.*

- Does the phenomenon of interest enjoy an established theoretical base?

*No, there is a very limited theoretical basis for the study in the HMR process and necessary skills for community engagement in particular.*

In addition, as shown in Table 3.2, a case study approach is more useful for this study over other research approaches as it's ability to deal with a full range of evidence (Robson, 2003; Yin, 2003; Cresswell, 1998).

Table 3.2: Comparing research traditions in interpretivism research  
(source: Cresswell, 1998)

	Grounded theory	Ethnography	Case study
Focus	Developing a theory grounded in data from the field	Describing and interpreting a cultural and social group	Developing an in-depth analysis of single case or multiple cases
Discipline origin	Sociology	Cultural anthropology, sociology	Political science, sociology, evaluation, urban studies, many other social sciences
Data collection	Typically interviews with 20-30 individuals to 'saturate' categories and detail a theory	Primarily observation and interviews during extended time in the field	Multiple sources – documents, archival records, interviews, observations, physical artifacts
Data analysis	Open coding, axial coding, selective coding, conditional matrix	Description, analysis, interpretation	Description, themes, assertions
Narrative form	Theory or theoretical model	Description of the cultural behaviour of the group	In-depth study of a 'case' or 'cases'

Lastly, having presented the rationale for selecting the case study approach, the next section discusses details of case study design used in this study.

### 3.6.1 Types of case study designs

Basic types of case study designs can be differentiated by single case study designs and multiple case study designs. As shown in figure 3.7, Yin (2003) further distinguishes the design of single and multiple case studies approach as holistic or embedded, resulting in four possible combinations. From these four possible combinations, a single and holistic type of case study design is more

appropriate for this study. Justifications for choosing this particular design over another are discussed below.

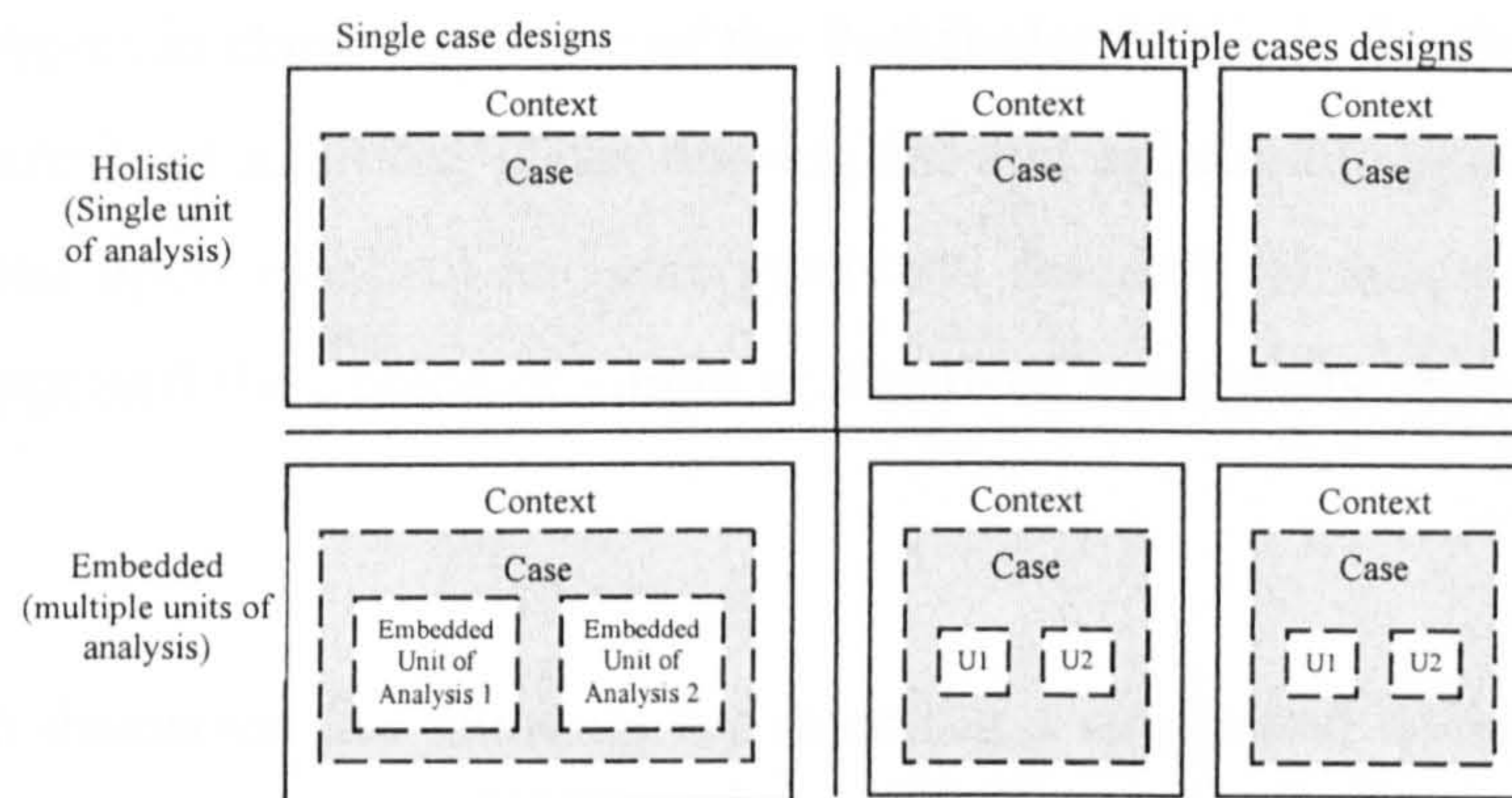


Figure 3.7: Basic types of case study designs (Source: Yin, 2003)

A single case study approach is more appropriate for this study as it focuses on a single experiment where the case under investigation is *critical, singular or revelatory* (Yin, 2003). The *critical* case allows an author to critically appraise the existing Government policies in regeneration programmes that contribute towards theory building, and to extend a theory for further research within a specific field. This is a *singular* case of real value, which required *in-depth* study, including in-depth documentary analysis. This study is also a *revelatory* case in nature as the case under investigation was not previously researchable, or studied by other researchers (Yin, 2003). The HMR has just been introduced by the Government (in 2003) so, a study focus on the necessary skills for community engagement by different stakeholders in the HMR process was not found.

Moreover, unlike multiple case study design, a single case study design model is chosen for this study, as it has the ability to provide closer scrutiny to the case under investigation, so strengthening the case study (Wolcott, 1992). Although multiple case study design is generally considered to strengthen or broaden the analytic generalisations through replication with other similar cases (Yin, 2003), in practical terms it reduces the attention that the author is able to give to any one of them, and serves to weaken rather than strengthen the case study (Wolcott, 1992).

Lastly, a holistic type of single case study design is more useful for this study. This single unit of analysis is fixed to this study as it seeks to investigate new skills required by different stakeholders to help engage young people in the new play area project in Bank Top (One of the Pathfinder ADFs in the East Lancashire Pathfinder area). In addition, it has ontological and epistemological justifications that are based upon idealism and interpretivism research paradigms. These have strongly supported the choice of single and holistic case study approaches in this study.

This section discussed the rationale for selecting a single and holistic case study approach for this study. The next section presents how research questions are translated into propositions.

### **3.6.2 Research propositions**

A proposition is defined by Yin (2003) as “... *directs attention to something that should be examined within the scope of the study*”. Scope of this study is defined from research questions developed in the exploratory phase. But, these research questions need to be translated into propositions that have testable and measurable form (Brewerton, 2001). Using these research questions, overall research propositions are outlined as follows:

- The requirements of multiple research techniques to allow potential drivers and barriers derived from project characteristics are be analysed.
- The development of a framework to identify the new skills required by the different stakeholders for improving the full level of community engagement in the HMR process.
- The identification of different stakeholders who are involved in the community engagement activities in the HMR process.
- Allocation of the skills needed for different stakeholders in the HMR process.
- Identification of levels of community engagement that are implemented by different stakeholders in the HMR process



Lastly, a holistic type of single case study design is more useful for this study. This single unit of analysis is fixed to this study as it seeks to investigate new skills required by different stakeholders to help engage young people in the new play area project in Bank Top (One of the Pathfinder ADFs in the East Lancashire Pathfinder area). In addition, it has ontological and epistemological justifications that are based upon idealism and interpretivism research paradigms. These have strongly supported the choice of single and holistic case study approaches in this study.

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- The identification of different stakeholders who are involved in the community engagement activities in the HMR process.
- Allocation of the skills needed for different stakeholders in the HMR process.
- Identification of levels of community engagement that are implemented by different stakeholders in the HMR process

- Identification of barriers for improving the full levels of community engagement by different stakeholders in the HMR process
- Exploration of different stakeholders' expectations from the community engagement activities in the HMR process

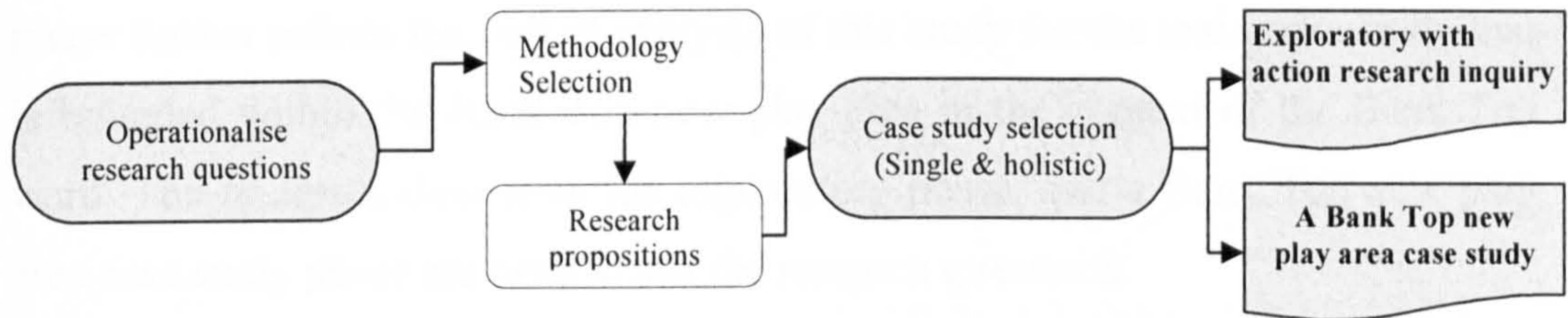


Figure 3.8: Research propositions that link to case study selection

These outline propositions as illustrated in figure 3.8; define exactly what this study aims to investigate the skills needed to be acquired by the different stakeholders to improve the level of community engagement in the HMR process. The propositions in this study also define the design of the case study and shape the data collection and analysis.

### 3.6.3 Unit of analysis

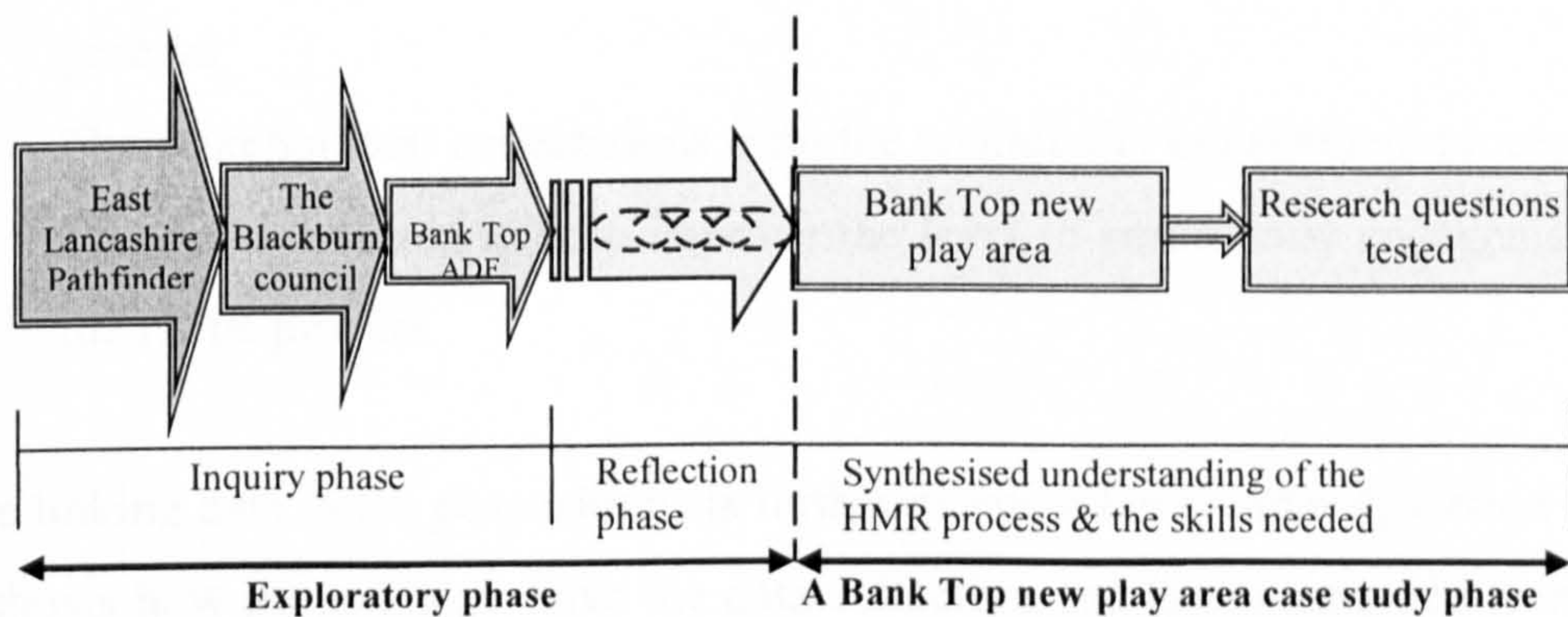


Figure 3.9: Unit of analysis in this study

The selection of unit analysis is very much related to the *phenomenon of sort of occurring in a bounded context* (Miles and Huberman, 1994) and research questions defined in this study (Yin, 2003). This study seeks to investigate necessary skills needs to be acquired for community engagement by different

stakeholders in the HMR process. As shown in figure 3.9 and in the exploratory phase, the unit analysis for this study is taken as the *skills needed for community engagement* by different groups of stakeholders in the HMR process bounded in the context of geographical area of East Lancashire Pathfinder, the neighbourhood of Blackburn and the ward of Bank Top. Understanding from the exploratory phase further refines the unit of analysis of this study for the main case study that is bounded within the Bank Top new play area in the context of the Bank Top ward. The understanding from the exploratory phase, and a Bank Top new play area case study phase are used to test the research questions.

#### **3.6.4 Linking data to propositions**

Propositions outlined in section 3.6.2 need to be investigated in order to answer the broad research questions formulated in this study. The following key issues are derived from these propositions:

- The stakeholders who are involved and their relationships for improving the full level of community engagement in the HMR process
- Levels of community engagement and what the stakeholders' stances are on this issue
- Barriers to attaining the full level of community engagement in the HMR process
- The stakeholders' expectations from the community engagement process
- The skills required to help improve the level of community engagement in the HMR process

The linking data to the propositions is further discussed in chapter 4, section 4.3.3. It shows how propositions drive the data collection and issues emerged from the exploratory phase.

This section discussed the designs of case study used in this study. The next discussion presents criteria of interpreting the research findings.

### 3.7 Research Techniques: Criteria of Interpreting the Findings

Research techniques refer to methods for data collection and analysis. As illustrated in Figure 3.10, this study adopts two main themes of research techniques.

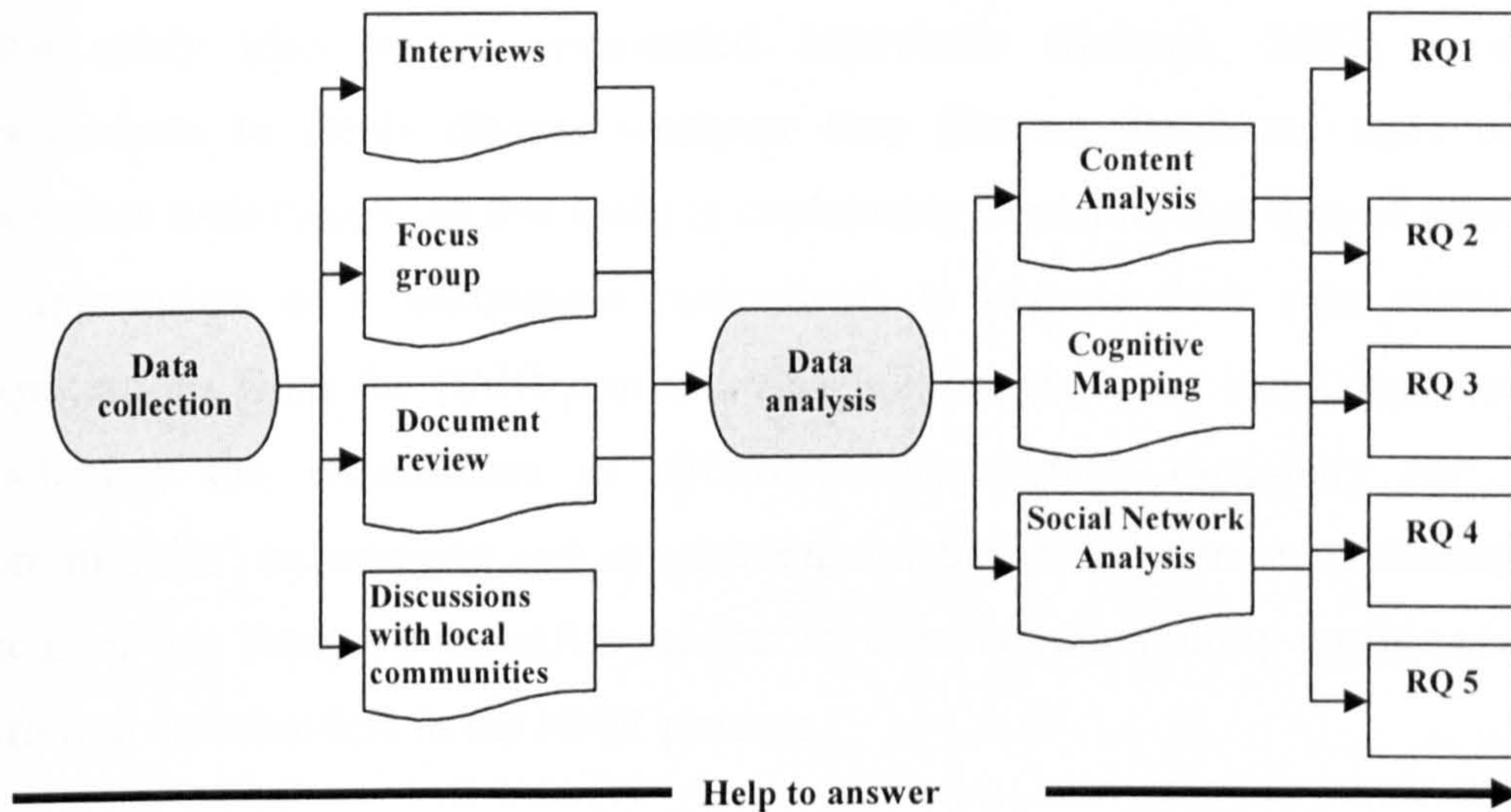


Figure 3.10: Data collection and data analysis techniques

#### 3.7.1 Data collection techniques

This study adopts four main sources of evidences that are discussed in detail below.

##### 3.7.1.1 Interviews

This study adopts two methods of interviews (Robson, 2002): semi-structured and open-ended interviews.

Semi-structured interview is chosen as it allows respondents much more flexibility of response. On other occasions, the respondent is free to say whatever they like on the broad topic of the interview with minimal guiding from the researcher (Miller and Crabtree, 1999). In exploring the skills required for effective community engagement by the different stakeholders in the HMR process, this type of approach is essential, as it indirectly encourages the

respondents to disclose other hidden issues that might relate to the subject area. Other advantages of using the semi-structured interview are that question wordings can be changed or modified. Particular questions, which seem inappropriate with a particular interviewee, can be omitted or additional ones included (Robson, 2002).

This study also adopts open-ended interviews (Robson, 2002) to allow respondents to freely discuss whatever they like on the broad topic of the interview undertaken. As this study is exploratory in nature, this type of interview is appropriate as it encourages respondents to express their own views and expectations from the HMR process, especially in engaging local communities. Gathering the experiences of different stakeholders, especially the local communities' experiences and expectations for the HMR process, stimulates the focus of this study on the skills needed for effective community engagement by different stakeholders in the HMR process.

An interview schedule was designed before the interviews were conducted (see Chapter 4 and Chapter 6). This interview schedule was designed to answer research questions as posed in Chapter 1. The interviews were undertaken in two phases: an exploratory phase and a Bank Top new play area case study phase:

In an exploratory phase, the interviews were conducted with three different levels of stakeholders: the representatives of East Lancashire Pathfinder; the representative of HMR teams of the Borough, and the representatives of local community groups of Bank Top ADF. The interview schedule that aims to answer the research questions is mainly on:

- Levels of community engagement that were implemented in the HMR process in Bank Top ADF.
- Barriers for attaining the full levels of community engagement by different stakeholders in the HMR process in Bank Top ADF.
- The stakeholders' expectations from the community engagement process in Bank Top ADF.

- The stakeholders' relationships and the allocation of the skills needed to attain the levels of full community engagement in the HMR process in Bank Top ADF.

In the Bank Top new play area case study phase; the interviews took place with the project teams, who were involved in the engagement process with young people for a new play area project in Bank Top ADF. The project teams consisted of: the regeneration coordinator of the Borough HMR team; the representatives of Blackburn NHLC of Bank Top Community; the representative of the Bootstrap Enterprise; the designed Architect and the selected group of young people who were involved in the engagement process of the project. The key area of investigations in the interview schedule which aims to answer the research questions in this study are mainly as follows (details each of them are in Chapter 6):

- Identifying the levels of community engagement to identify what the positions of the different stakeholders are.
- Understanding phases in the community engagement process to identify where different stakeholders have got to, and barriers to improving the levels of community engagement in the process.
- Identifying different stakeholders and their tasks in the community engagement process
- Identifying the skills that are required to be allocated for different stakeholders in the community engagement process.

The interview schedule is designed as a guidance to conduct interviews and to answer research questions of this study. Two types of interviews methods were used to encourage the interviewees to express their own judgements rather than giving the information as this study wants. This is to ensure that the findings from these interviews are robust and reliable. List of the interviewees can be found in Appendix 4.2, and Appendix 6.2. The length of each interview was varied. The shortest was 25 minutes, and the longest was 1 hour 51 minutes. All the interviews were electronically tape recorded and transcribed, before exporting them to NVivo software for analysis.

### **3.7.1.2 Focus group**

The focus group method is chosen as it provides opportunity to explore and clarify the stakeholders' views in ways that would be less accessible with other methods like individual interviews and questionnaires (Morgan, 1988). This method is useful for gathering data relating to the feelings and opinions of a group of young people who were involved in the engagement process of a project. In addition, this method was also used to generate group discussions on how the community engagement process with young people was implemented along with the delivery process. The respondents for the focus group were: Blackburn North Healthy Living Centre of Bank Top; Bootstrap Enterprises and a group of selected young people of Bank Top. Data gathered from the focus group provides this study with rich data that would not have otherwise been accessible without the interaction found in a group (Hussey et, al. 1997), in this study, the interaction with young people. List of respondents who participated in the focus groups is in Appendix 6.2.

The author conducted the focus group session with the assistance of the Blackburn NHLC and it was held at the Bank Top Community Centre. Data gathered from this focus group was electronically recorded to enhance, validate and confirm the findings from other methods undertaken for this study.

### **3.7.1.3 Document review**

Document review was used in this study to supplement data gathered from other methods of data collection. This method is very useful, especially in conducting the exploratory phase of study. Document review was considered to be of the most use (compared to other methods) in gaining an understanding of the objectives and future plans of the HMR. However, as argued by Robson (2002), there are few disadvantages with document review. Firstly, not all documents are accessible to the researcher (confidential purpose). Secondly, the documents may produce for other purposes than for the study. Thirdly, there are difficulties in establishing causal relationships between the phenomenon under study, and the

documentary evidence. The following list of reviewed documents is shown in Table 3.3 below:

Table 3.3: A list of documents obtained from the case study

Documents title	Descriptions
Community Engagement Strategy	This document produced in 2005 by Elevate to provide guidance on how local authorities and their partners to engage with local communities in the process of delivering HMR programme
The Transformational Agenda: Housing Market Renewal in East Lancashire Scheme Update 2006-2019	Produced in 2005 by Elevate, this document addresses a long term investment of HMR programme in East Lancashire Pathfinder.
Market Renewal: Elevate East Lancashire	This document produced in 2005 by Audit Commission as a scrutiny report to strategically review the performance and progress of HMR delivery process in East Lancashire Pathfinder
Elevate East Lancashire: The Housing Market Renewal Pathfinder Prospectus	Produced in 2004 by Elevate, this document addresses the vision, objectives of the HMR programme and the boundaries of the pathfinder areas in the East Lancashire.
A Sustainability Checklist for Housing Market Renewal	The document addresses both refurbishment and new build although not all the issues are relevant to refurbishment projects the environmental performance of housing can significantly improved by refurbishment
Sustainability Framework for Housing Market Restructuring in East Lancashire	The document was produced by Elevate and proposes framework for restructuring housing market in east Lancashire
Housing Strategy 2005-2008: Strategic Housing Partnership	Produced by Blackburn with Darwen Borough Council, this document addresses how the Borough to compliment and cater with the HMR programmes within the Borough boundary to ensure the programme is successfully delivered at local and ward levels.
Bank Top Play Area Young People Consultation Project 2005	This document was obtained from the Blackburn North Healthy Living Centre that addresses how children were engaged in the process of delivering a Bank Top new play area.

#### 3.7.1.4 Discussions with local communities

The discussions with local communities of Bank Top were held in July 2006 and August 2006 at the Bank Top community centre. The discussions were held with the assistance of the Neighbourhood Engagement officer of Northwest who also helped in inviting local residents from different backgrounds and age to attend the meeting. The discussions were structured around three main research questions namely: views on the HMR that are being proposed in their locality; expectations from the HMR process and experiences (if any) in the engagement process of the HMR projects in their local area. Data gathered from the discussions with local communities were electronically tape recorded and transcribed. The data were further exported to the Nvivo software for analysis.



These multiple sources of evidence adopted and discussed in this section are important for the triangulation of data. All data gathered from these multiple sources of evidence are further analysed using data analysis techniques as presented in the next section.

### **3.7.2 Data analysis and presentation techniques**

This section discusses three techniques of analysing data: content analysis; cognitive mapping and social network analysis. First, data collections were analysed using a combination of content analysis, and cognitive mapping techniques (Allard-Poesi et al., 2001). Content analysis technique is appropriate to identify key issues from large volume of document and interview transcripts. Cognitive mapping technique was used to link the relationships between different ideas and perspectives emerging from the content analysis. Data analysis used two software packages: QSR NUD\*IST Vivo (NVivo) version 2 (content analysis tool) and Model Explorer (cognitive mapping tool). Secondly, social network analysis (SNA) was used to identify the relationships between different stakeholders who were actively and directly involved in the community engagement of the HMR process. Details of each analysis techniques are discussed below.

#### **3.7.2.1 Content analysis**

Content analysis is used for this study because the data gathered is mainly qualitative in nature. This data analysis technique enables the identification of key issues from a large volume of interview transcripts (Weber, 1985). All interviews were transcribed and recorded in Microsoft Word document format for storage. The documents were then imported to project documents within the computer-aided qualitative data analysis software called NVivo. The main purpose of adopting NVivo in this study was to efficiently manage qualitative interview data and to explore them in depth by identifying, sorting and linking the categories (called 'nodes', in NVivo's terminology). Its fundamental functions include storing and manipulating documents or texts and creating and manipulating nodes. It was also used as a means of facilitating the content analysis process in this

study that matching observations to theory or construct (Miles and Huberman, 1994) which placing more emphasis on identifying key nodes emerging from the interview data. A 'node' in NVivo is a way of capturing and synthesising ideas, thoughts and definitions from passages if the text incorporates interview data (Gibbs, 2002). As an example, all nodes were arranged in a folder as shown in figure 3.11.

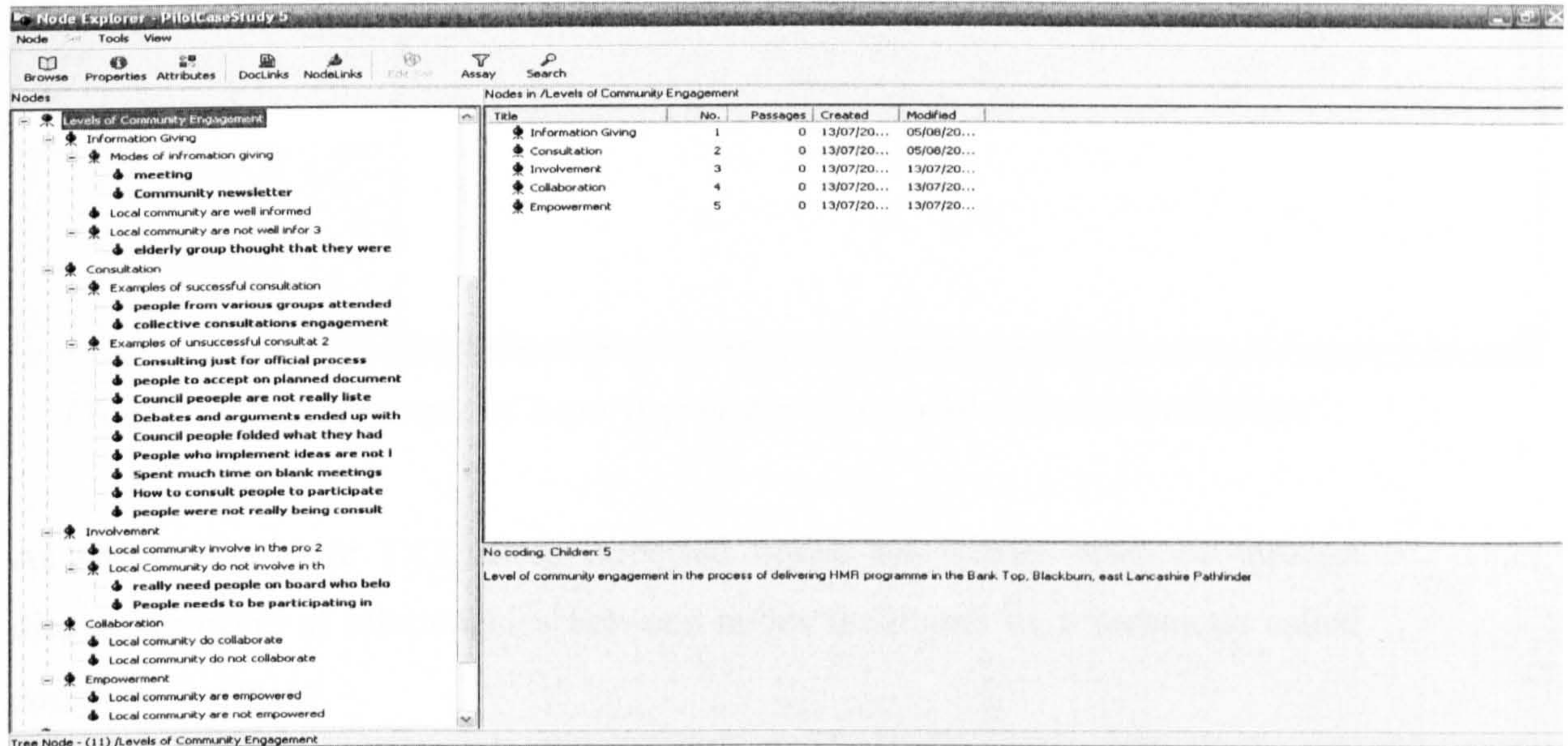


Figure 3.11: An example of nodes in NVivo

### 3.7.2.2 Cognitive mapping

The cognitive mapping technique was used in this study to analyse the interrelationships between all identified key themes or nodes developed from the primary data. Once these nodes were developed through several iterations, these coded texts were fed into analysis through reconstructing and displaying the relationships between the nodes, which was facilitated by the Model Explorer. By building a visual representation of the ideas and perspective surrounding an issue (nodes), Model Explorer provides a focus for debate and reflection. It helps to clarify thinking, which can be used to map nodes gathered from the interviews. By working with these nodes, we see how they fit together and influence one another to generate important issues. These nodes are presented in graphical format as a network of short phrases connected by links. These short phrases capture the essence of the ideas and the links show the relationships between ideas.

Two processes were conducted in order to transfer the file in NVivo's database into Model Explorer's database. As illustrated in figure 3.12, the selected nodes were imported as a 'NUD\*IST' type of file into Model Explorer's Database.

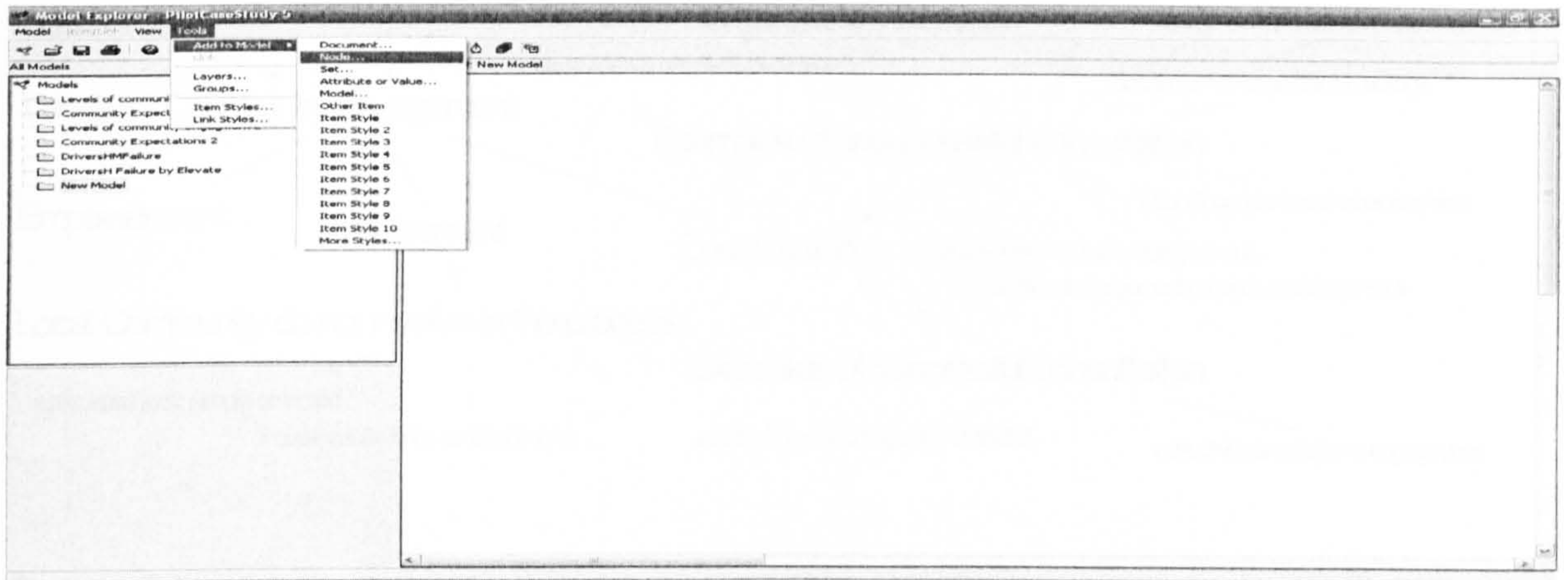


Figure 3.12: An example of importing nodes into model explorer's database

As shown in figure 3.13, these imported nodes are further analysed through displaying basic of relationships between nodes facilitated by a technique called *cognitive mapping*

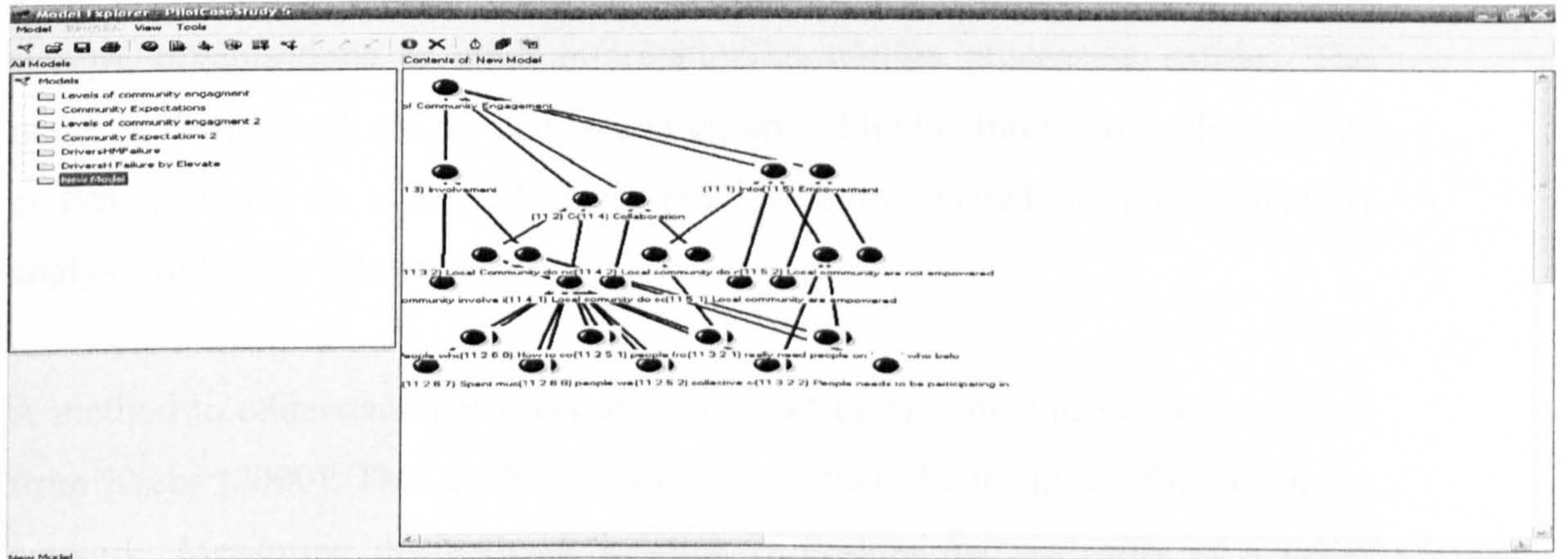


Figure 3.13: An example of basic cognitive map by model explorer

In order to more easily interpret and identify the interrelationships between the nodes, concepts variables were used. For example, to identify levels of community engagement in the HMR process in Bank Top ADF, concept models were used in form of the subcategories: information-giving, consultation, involvement, collaboration and empowerment. Then, links were used to identify the meaning between the variables. A link is represented as an arrow. As shown in figure 3.14, an arrow represented the phrase 'lead to' or 'cause'.

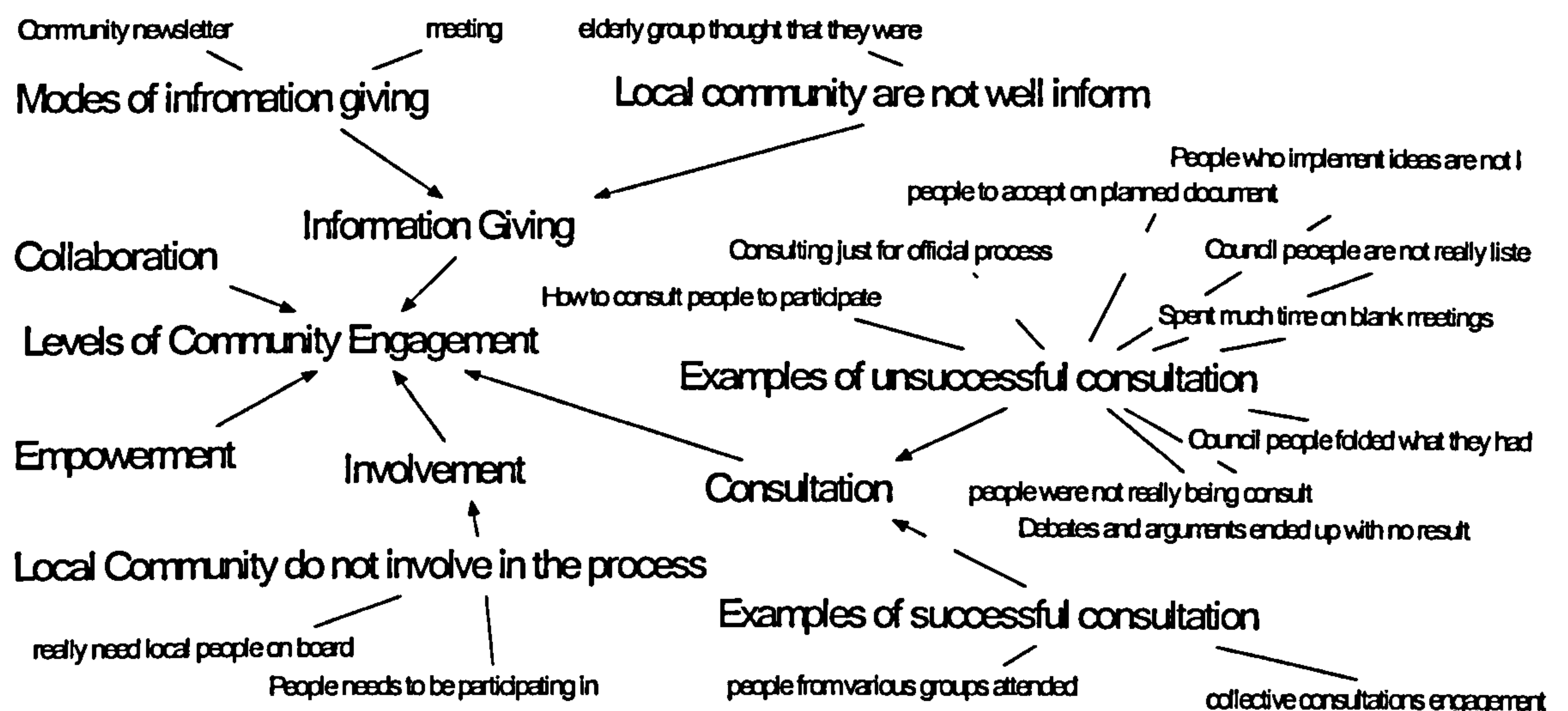


Figure 3.14: An example of a cognitive map for levels of engagement in the HMR process in Bank Top ADF

### 3.7.2.3 Social Network Analysis (SNA)

SNA is the mapping and measuring of relationships and flows between people, groups, organisations or other information/knowledge processing entities. The nodes in the network are the people and groups while the links show relationships or flow between the nodes. SNA also provides both a visual and a mathematical analysis of human relationships.

A method to understand networks and their participants for this study is adopted from Krebs (2000). This method is used to evaluate the location of nodes in the network. Measuring the network location is finding the *centrality* of a node. These measures help determine the importance or prominence of a node in the network. However, network location can be different than location in the hierarchy or organisational chart. Thus, as illustrated in figure 3.15, this network effectively shows the distinction between the three most popular individual network measures: *Degree Centrality*, *Betweenness Centrality* and *Closeness Centrality*.

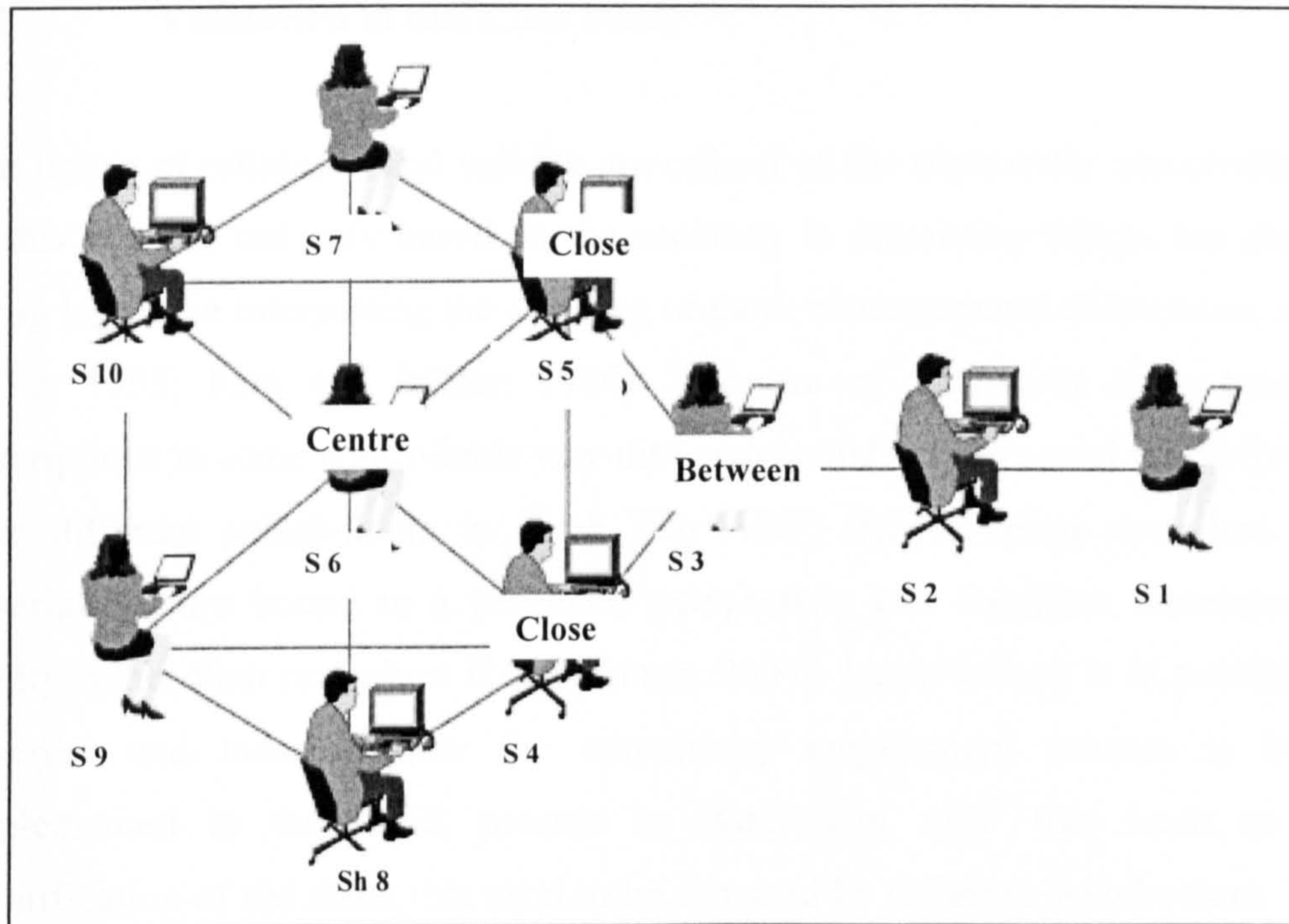


Figure 3.15: Human network (source: Krebs, 2000)

SNA was used in this exploratory phase to study the relations among a set of nodes. The networks of centrality, closeness and betweenness were widely discussed in Chapter 4 section 4.6.1.1. In this study, the nodes refer to different stakeholders who were involved in the community engagement process of the HMR in Bank Top ADF. These nodes in network analysis are not the individual but an entity consisting of a collection of individuals and the linkages among them. The aim is to map and measure the relationships and the flow between stakeholders (Wasserman & Faust, 1994, Scott, 1992). This stakeholders' analysis enables this study to present *an active community engagement zone* (refer to figure 4.34 in Chapter 4) for which, the stakeholders who are most contactable for the community engagement process are defined within the zone. This justified the skills that need to be acquired by the different stakeholders within an active community engagement zone. This is the basis of the stakeholders' selection for a Bank Top new play area case study phase.

The rationale of choosing these data analyses for this study was discussed. The next section will discuss the validity issues of this study to ensure the procedures for the quality research followed through.

### **3.8 Validation in this Case Study**

The issues of reliability and validity are critical as the objectivity and credibility of this study is not only based on the accuracy in measuring things, but also in being logical in interpreting the meaning of these measurements (Silverman, 2004; Stake, 1995; Kirk and Miller; 1986). The aim of this study is to produce descriptions in some controllable way that corresponds to the social world (in this case different stakeholders in Bank Top ADF) that is being described. All descriptions are bound to a particular perspective, and therefore represent the reality rather than reproduce it (Silverman, 2004). Nevertheless, it is possible to describe and measure how the community engagement process is being implemented in the HMR process in Bank Top ADF that leads to the identification of the skills that need to be acquired by different stakeholders. This can be subjected to empirical testing and demonstrate reliable and valid measurements (Stake, 1995).

Similar to other types of research approaches, this case study has an ethical obligation to assure consequential validity of the measurements (Stake, 1995). To minimise misrepresentation and misunderstanding in the concluding findings, this study needs a certain triangulation protocol.

#### **3.8.1 Triangulation in this case study**

Triangulation is the mechanism to validate results from the case study necessary to establish the quality of this study. The case study approach allows this study to concentrate on a specific instance or situation, and identify the various interactive processes at work. However, different research techniques have different strengths and weaknesses. No single method is always best for all situations. Due to this dilemma, Denzin (1984) defines a triangulation protocol that combines different research techniques to study a given phenomenon, which can be used to gain the required confirmation, increase credence in the interpretation, and demonstrate the commonality of an assertion. Triangulation is also described as multi method or convergent validation (Gill and Johnson (2002). The need of triangulation for this study arises from the ethical need to minimise the element of

distortion (Bell, 1999; Stake, 1995) in the exploratory phase and gain more evidence from the validation process in a Bank Top new play area case study phase. Denzin (1984) further argues that multiple and independent methods used by different researchers investigating the same problems and having the same conclusions have greater validity and reliability than single methodological approach to a problem. Four types of triangulation identified by Denzin (1984) are:

- *Data source triangulation* is an effort to see if what is being observed and reported carries the same meaning when found under different circumstances.
- *Investigator triangulation* is when other researchers study the same scene or phenomenon.
- *Theory triangulation* is when different investigators with a different viewpoint interpret the same results and;
- *Methodology triangulation* is when many research techniques are used to gain confidence in interpretations data.

The fourth type of triangulation as described above is most appropriate for this study. Many findings from the social sciences studies including case study are influenced by research methods or techniques currently being used (Stake, 1995). In addition, two phases of methodology triangulation strategy via multiple sources of evidence were used in this study such as interviews, documents, focus group and discussions as suggested by Yin (2003). First an exploratory phase was undertaken to develop issues under investigation. Second a Bank Top new play area case study phase was carried out to support findings from the exploratory phase. These multiple sources of evidence, which are also known as *construct validity* are discussed further in next section.

### 3.8.2 Validity

Discussion about the validity of this study leads to the question on how to ensure that the study that is being undertaken, is accurate and right. This is because truth is relative (Kuhn, 1970) and the possibility of any method being totally objective is doubtful (Patton, 1990). In the case study approach, research design offers itself

to a set of logical tests of quality that include trust-worthiness, credibility, conformability and data dependability (Yin, 2003).

According to Yin (2003), tests that are applicable to establishing the quality of any empirical social research is relevant to case study because it is a form of empirical research. These tests include: construct validity; internal validity; external validity and reliability. These four types of tests are widely discussed below.

### **3.8.2.1 Construct validity**

This test seeks to verify whether the correct operational measures have been sufficiently established for the concepts being studied, and minimised subjective judgements that are used to collect data. Yin (2003) recommends three tactics for increasing construct validity. Firstly, use multiple sources of evidence during data collection so as to encourage convergent lines of inquiry and the evidences gathered are triangulated from different data sources. Secondly, establish a chain of evidence during data collection to link research problems through to conclusions. To enable this, the field guide to data collection, case study notes, and citation in the case report linked to the evidence stored in the database is sufficiently accessible. Thirdly, allow key informants to evaluate the draft case study reports to ensure the accuracy of the evidence.

This study ensures that the case study protocol raised questions that were relevant to the work of deducing the skills required for community engagement by different stakeholders in the HMR process as portrayed in the extant literature. In addition, this study triangulates data collection process by: conducting interviews with different stakeholders who were involved in the engagement process for HMR project in Bank Top ADF; collecting data from organisations' reports and communities' local newsletters and main local newspapers; conducting meetings with the focus groups of different stakeholders who were involved in the engagement process of a Bank Top new play area, and conducting meetings with local communities of Bank Top ADF. To enhance the chain of evidence,



documents relating this study including government documents where necessary, were also collected.

### **3.8.2.2 Internal validity**

Yin (2003) highlights two points in discussing the internal validity. Firstly, internal validity is concerned with the establishment of causal or explanatory case studies where the investigator seeks to ascertain a causal relationship between two variables. If the investigator does not establish such a relationship without accounting for other more relevant factors then the research design has failed to deal with external threats to internal validity. Yin (2003) further notes that this logic is inapplicable to descriptive or exploratory studies, which are not concerned with making causal claims.

Secondly, internal validity has also to deal with the broader problem of making inferences where a past event cannot be directly observed. Hence the questions raised (Yin, 2003) include: Is the inference correct? Have rival explanations and possibilities been considered? Is the evidence convergent? Does it appear to be airtight?

Hence, as this study is a descriptive and exploratory in nature, one tactic that addresses internal validity appropriate for this study is a pattern-matching logic (Yin, 2003). Others are: explanation building; addressing rival explanations and using logic models. Thus, internal validity for this study was strengthened and matched with the findings from the existing literature in chapter two and cross checked with the findings from the primary data of the exploratory phase, which provides internal focus and cohesion to the results.

### **3.8.2.3 External validity**

The third test deals with the problem of ascertaining whether the findings are generalisable beyond the immediate case study, where the same results occur (Yin, 2003). In this case study, the aim is not to generalise to a statistical generalisation (universe) but from a particular set of results to some broader theory of analytical

generalisation (Yin, 2003). To satisfy the test, replication logic was adopted in this study, which determined the sample selection (sample size, classifications of different stakeholders who were involved) and sampling strategy for interviews (see Chapter 4, section 4.3). This allows other researchers to understand how this study is carried out to reach conclusions and to confirm and challenge the results by being able to replicate the research process with other case study settings.

### 3.8.3 Reliability

The objective of this test for this study is to ensure that the research process is consistent, and stable over time, and across researchers and methods (Miles and Huberman, 1994). And as defined by Kirk and Miller (1986), reliability is the degree to which *the finding is independent of accidental circumstances of the research*. And it further support by Yin (2003) who defines reliability as the extent to which a test or procedure produces similar results under constant conditions on all occasions. However, the question is: can the research procedures be retraced by other researchers on the same case and expect to arrive at the same findings and conclusions? This is very important to minimise errors and biases in concluding the findings.

Firstly, as suggested by Yin (2003), this study has properly documented the case study designs and procedures to establish a clear *audit trail*. A full record of data gathered including interview tapes recording, photos, and interview transcripts in word documents, government and different stakeholders' documents, case study reports, slides presentations was stored electronically in designated files and folders. The data was held for easy access by other researchers in the future.

Secondly, this study uses a single case study protocol. This single case study protocol derives from the analytical literature reviews and exploratory study in the exploratory phase that demonstrate: revisiting research questions; redesigning research approach and identifying different stakeholders who are involved in the community engagement process and skills that need to be acquired and allocated for community engagement by different stakeholders in the HMR process. The same protocol was used for a Bank Top new play area case study phase and the

data analysis phase where other researchers can both trace data analysis of this study and replicate to their own analysis of the same data.

### **3.9 Summary and Link**

This chapter has discussed the research methodology adopted and used in this study. It presented a nested research methodology, consisting of research philosophy, research approach and research techniques. Each of these elements was discussed for the rationale of the chosen research methodology within the issues under investigation. This chapter concluded with a discussion of the quality criteria of this study.

The next chapter presents and discusses the key results of the exploratory phase.

## **CHAPTER 4**

### **CASE STUDY: DATA COLLECTION, ANALYSIS AND FINDINGS FROM THE EXPLORATORY PHASE**

#### **4.1 Introduction**

This chapter presents and critically discusses data collection, analysis and findings from the exploratory phase carried out at the East Lancashire Pathfinder, the Borough, and Bank Top ADF. This chapter is further structured as follows:

- The aims of this exploratory study are described.
- The choice of methodology to carry out this exploratory study is discussed.
- The choice of Elevate East Lancashire Pathfinder, the Borough and Bank Top ADF is justified.
- The background of the HMR in the East Lancashire Pathfinder, the Borough and Bank Top ADF is overviewed.
- Data collection and the key findings from this exploratory phase are presented and analysed.
- Research reflection is presented to justify the selection of key stakeholders for this study; justify a choice of single and holistic case study approach for this study; and refine the research questions.

#### **4.2 The Aims of this Exploratory Study**

The aims of this exploratory study are:

- To understand the real life and first hand experience of the HMR process in the East Lancashire Pathfinder, the Borough and Bank Top ADF.
- To identify drivers contributing to the Housing Market Failure in the East Lancashire Pathfinder, the Borough and Bank Top ADF.
- To identify key stakeholders involved, and their relationships in the

community engagement part of the HMR process.

- To investigate the levels of community engagement, which are implemented by different stakeholders in the HMR process.
- To gain stakeholders' views and aspirations of the HMR that is being put forward in Bank Top ADF.
- To explore issues in relation to the skills needed to be acquired by the different stakeholders for community engagement in the HMR process.
- To refine research questions for this study.
- To refine a choice of research approach adopted in this study.

### **4.3 Methodology Used in this Exploratory Study**

This exploratory study design was developed following the methodology laid down by Yin (2003). It highlights 5 elements of case study design: Research Questions (this element was discussed in Chapter 1, Chapter 3 and is discussed again in section 4.6.3 in the reflection phase); Research Propositions; Units of Analysis; Logic Linking Data to Propositions; and Criteria of Interpreting the Findings

#### **4.3.1 Research propositions**

As discussed in chapter 1 and chapter 3, the selection of the case study as methodology for this study is based on the descriptive questions of *What* and explanatory questions of *Why* (Yin, 2003). However, these descriptive and explanatory questions need propositions to define and shape data collection and analysis. The propositions based on the questions are:

- How HMR is delivered
- Factors that contribute to housing market failure in the East Lancashire Pathfinder, the Borough and Bank Top ADF
- The stakeholders those are involved in the community engagement for the HMR process in Bank Top ADF
- The level of community engagement that is implemented by different

stakeholders in the HMR process in Bank Top ADF

- The stakeholders' views and expectations are from the community engagement in the HMR process in Bank Top ADF
- Barriers for attaining the full levels of community engagement in the HMR process in Bank Top ADF
- The skills that need to be acquired for community engagement by different stakeholders in the HMR process in Bank Top ADF

### **4.3.2 Units of analysis**

As discussed in Chapter 3, the unit case of analysis for this study is bounded by the geographical area of the East Lancashire Pathfinder, the neighbourhood of Blackburn and the ward of Bank Top.

#### **4.3.2.1 Factors governing the choice of East Lancashire Pathfinder for this exploratory study**

This exploratory study was carried out to identify the skills needed by different stakeholders in order to improve the level of community engagement in the HMR process within the East Lancashire Pathfinder ('Elevate'). 'Elevate' is the centre for the local communities' protests about the proposal to compulsorily purchase thousands of unfit houses within one of the Borough ADFs. This was claimed to create forced migration, and prevent the sustainability of communities promoted by the central government (Clover, 2004; 2005). The conflict between the local communities' aspirations, and Pathfinder objectives, suggests that the local communities were unclear about the benefits of the HMR that are being put forward by the Pathfinder in their areas. It highlights the fact that local communities are less engaged in the HMR process, and that the pathfinder needs to acquire the skills necessarily to improve the level of the community engagement with local communities in the Pathfinder's areas.

#### 4.3.2.2 Interviews structure and the questionnaires

The format of the interview questionnaires used in this exploratory study was a combination of semi-structured and open-ended questions. The examples of semi-structured interview questions are appended in the Appendix 4.1. The interviews were held with the following key stakeholders:

- Elevate's 'strategic level' staff  
These study interviews were significant in gaining an early understanding of the HMR process. This study needs to understand the role of Elevate in the overall HMR process and to seek insights into Elevate's experience, along the process, especially experience in engaging local communities within the Pathfinder ADFs. This interview study was also important to identify key stakeholders that were involved in the HMR process. Review of the company's strategic documents and other reports were very useful to gain additional information on the company.
- The Borough HMR teams  
Based on the findings from Elevate, the study interview with the Borough HMR teams was conducted. It sought to further understand:
  - The roles of the Borough in the HMR.
  - Details of the HMR process at neighbourhood level.
  - Drivers for housing market failure within the Borough's ADF areas.
  - The Borough' experiences and expectations engaging local communities in the HMR process.
  - The skills needed for community engagement, to be acquired by the Borough's HMR Teams in the HMR process.
- The representatives of Bank Top's communities  
Based on the findings from the Borough, a study interview with local communities of Bank Top ADF was carried out at ward level. This was to understand the local communities' experiences and expectations from their community engagement in the HMR process in their local areas. This study interview (which was conducted in semi-structured to open-ended questions) was relevant as it generated *first-hand* information on local communities'

views and expectations about HMR process. The result of this exploratory study revealed gaps in the necessary skills that needed to be acquired to improve the level of community engagement by different stakeholders involved in the HMR process.

The interview structure undertaken at the East Lancashire Pathfinder is illustrated in figure 4.1. The list of all interviewees is in the Appendix 4.2.

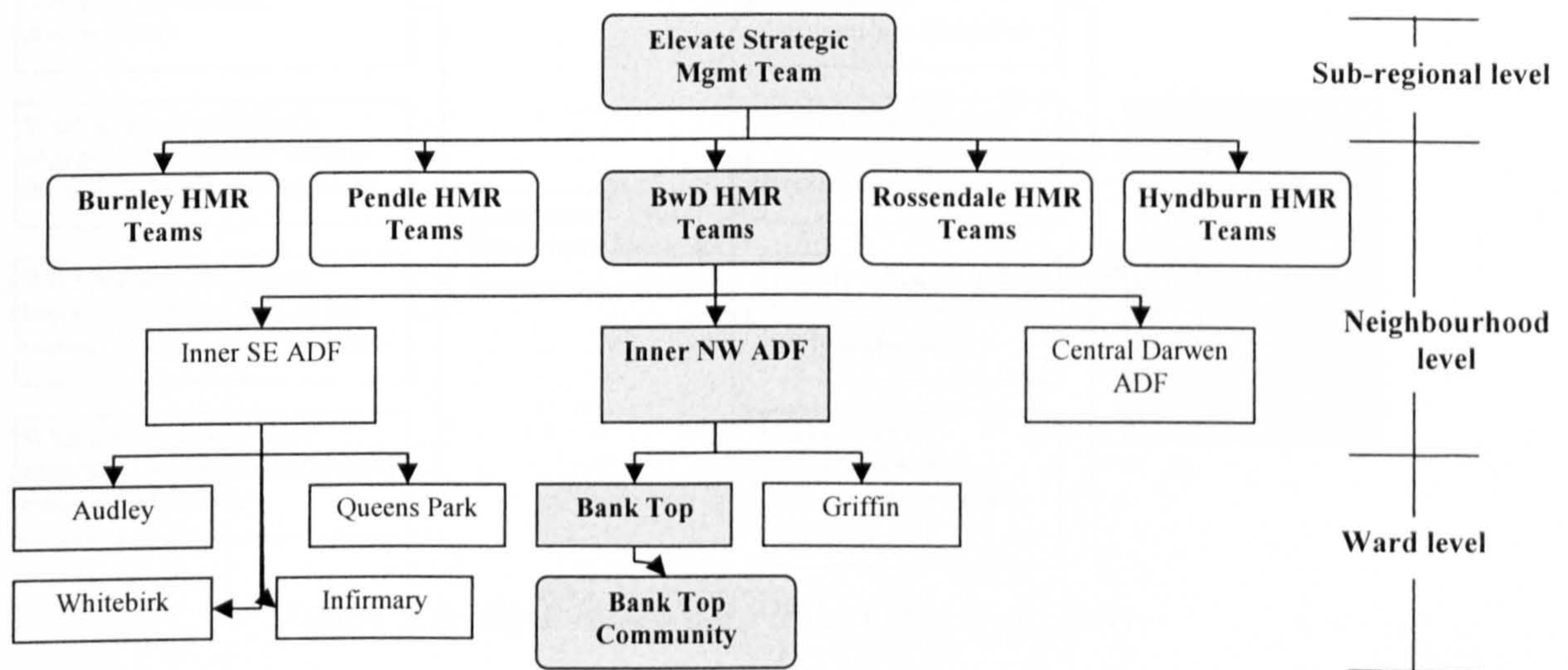


Figure 4.1: The interview structure and unit case of analysis for an exploratory study of the East Lancashire Pathfinder (source: Exploratory study)

### 4.3.3 Linking data to propositions

The key issues are derived from the propositions. The key issues that needed investigation were:

- The different stakeholders who were involved in community engagement for the HMR process.
- The levels of community engagement, and the stakeholders' position on the issue, which was needed to identify the skills required, and the allocation within the HMR process.
- Barriers to improving the level of community engagement necessary to identify the skills required by the different stakeholders involved in the HMR process.
- The stakeholders' expectations from the community engagement process



necessary to identify the skills needed to be acquired in the HMR process.

The data that link to the propositions is highlighted in figure 4.2. The logic of the data requirements can be followed through, from defining elements of 'level of community engagement' to determining the potential necessary skills needed by the different stakeholders involved in the HMR process.

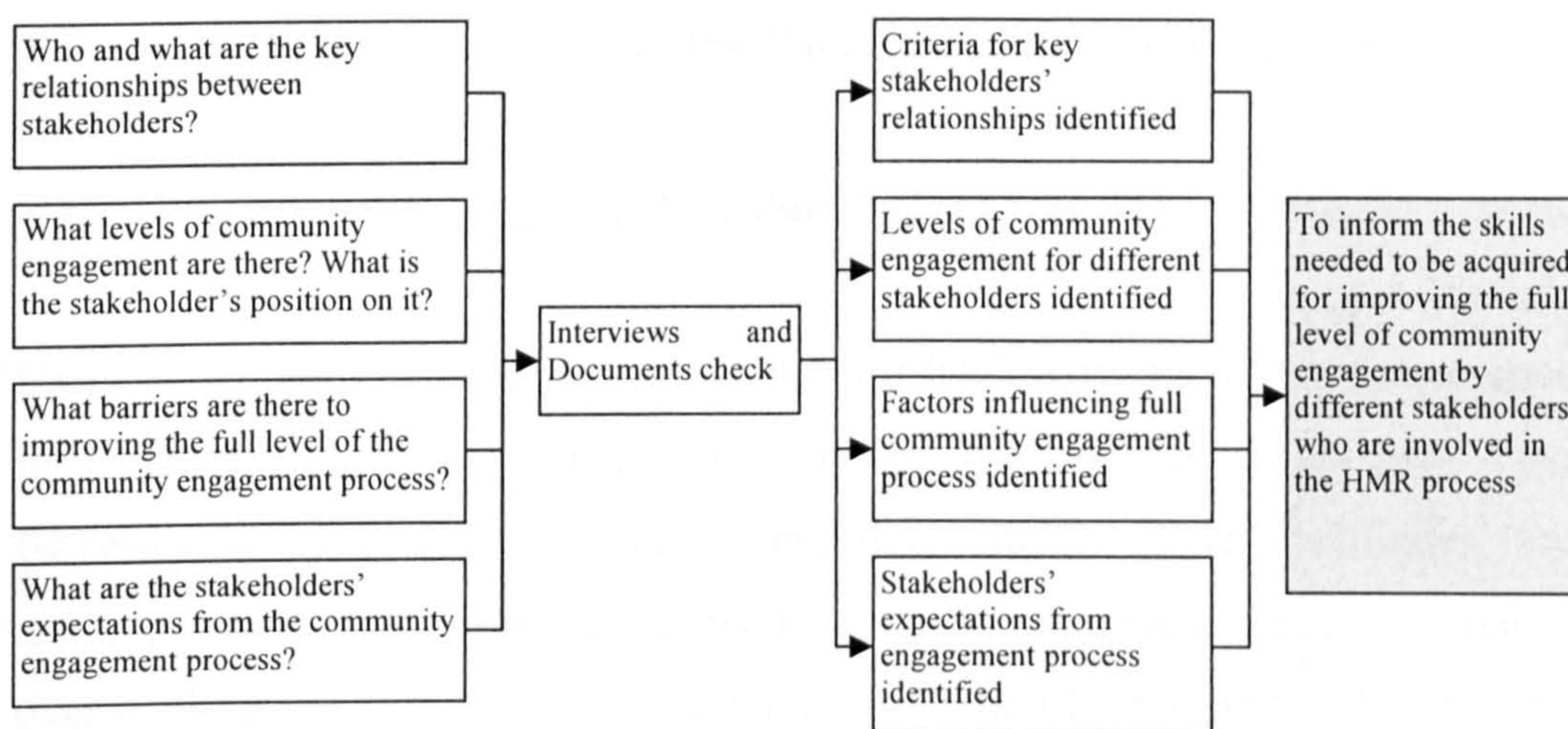


Figure 4.2: Exploratory data linked to propositions

This figure shows how the broad questions from which the propositions are derived, drive the data collection issues. The main case study refines this approach further.

#### 4.3.4 Criteria for interpreting the findings

The criteria for interpreting the findings were in two forms of research techniques. *Firstly*, data collections were carried out in forms of:

- Reviewing related documents from Elevate, the Borough, Central Government and Audit Commission.
- Conducting interviews with the representatives of Elevate, the Borough HMR teams and local community groups plus the associations of Bank Top ADF between February 2005 and August 2005. The interview questions are in forms of semi-structure questions and open-ended questions that are centred on community engagement and necessary skills need subjects.

*Secondly*, data gathered from this exploratory study were analysed using Nvivo2 (content analysis tool), Model Explorer (cognitive mapping tool) and Social Network Analysis (stakeholders' relationships tool). The data analysis is further discussed in section 4.5, and the emerging issues from the findings of the exploratory study are further discussed in the reflection phase section 4.6.

#### **4.4 Overview of HMR in the East Lancashire HMR Pathfinder**

##### **4.4.1 Elevate East Lancashire Pathfinder (Elevate)**

East Lancashire is one of four areas in the North West awarded 'Pathfinder' status in 2002 to tackle low demand and housing abandonment (Transport, Local Government and the Regions Committee, 2002). This Pathfinder area encompasses 80,000 dwellings in five local authority areas and receives funding over a 10-15 year timescale to tackle housing market failure within the identified areas. Elevate covers and focuses parts of Blackburn with Darwen, Burnley, Pendle, Hyndburn and Rossendale Borough Councils. The current population of those wards which lie either partly or wholly in the target area is 256,335 or approximately 50% of the total population of the constituent local authority areas. This accounts for over 100,000 households out of 186,000 for the sub-region (Audit Commission, 2004).

Elevate is a funding organisation that is responsible for redefining the image of East Lancashire to a high quality place to live, work, relax and visit (Elevate, 2004). Many parts of the East Lancashire areas suffer from economic decline, poor community cohesion and poor quality of the physical environment. For example, the housing stock is very old and in poor condition, and it suffers from high vacancy levels and low market values. The housing market in many neighbourhoods has effectively collapsed.

To address these unpopular neighbourhoods, HMR was set up to improve the quality of the housing stock within those most affected parts of East Lancashire. However, housing market failure cannot be addressed through housing actions

alone. Other non-housing factors such as *deprivation, poor housing and declining environmental conditions, low educational attainment, poor health, and increasing crime* also need to be considered (Elevate, 2004). This is the key to stabilising and repositioning East Lancashire's future economy, society and environment.

#### 4.4.1.1 Other national policies links

Elevate's HMR strategy sits in the context of a national, regional and sub-regional policy framework. The HMR relates closely to the national policies as summarised in table 4.1.

Table 4.1: The HMR and national policy links

Policy	Strategy
Sustainable Communities (ODPM, 2001; ODPM, 2005)	Aiming to tackle housing market failure of the North and Midlands and housing shortages and quality of space in the South East. Under the flagships of Sustainable Communities Plan, HMR pathfinders were established to tackle low demand issues. Elevate's activity is creating sustainable communities by combating housing failure in East Lancashire. This contributes to the national success of the policy
The National Strategy for Neighbourhood Renewal (Social Exclusion Unit, 2001)	Aiming to deliver and coordinate Government spending more effectively at a neighbourhood level. Published in 2001, this national strategy's fundamental objective is that no one should be seriously disadvantaged by where they live. To achieve this objective, the Neighbourhood Renewal Fund was designed to promote a number of tools, including the development of LSP, Neighbourhood Management and Neighbourhood Wardens within the pathfinder areas. The Elevate board includes a joint LSP representative to help link renewal at the local level with the direction of broader strategy. Neighbourhood renewal tools such as Neighbourhood Management are central to support residents of Elevate areas through a period of change and coordinate more effective services.
Securing the Future (DEFRA, 2005)	The strategy, which includes plans for Community Action 2020, is designed to give local groups supports, information and training to influence what goes on where they live. This helps communities to play a full part in the market renewal process. The Sustainable Communities Framework section of the Scheme Update sets out Elevate's approach to this agenda.

At the national, regional and sub-regional levels, the strategies in table 4.2 are important for the HMR in the Lancashire pathfinder areas.

Table 4.2 The HMR and national, regional and sub-regional levels links

Policy	Strategy
Regional Economic Strategy (RES)	To set out a vision and outline policies for the delivery process, along with the actions required. This includes identifying clear priorities and strategies of the regeneration projects. NWDA is currently reviewing the RES. Elevate and its partners hope that East Lancashire is included in the strategy priority to support the HMR.
Northwest Regional Spatial Strategy (RSS)	RSS is a statutory document that replaced the previous Regional Planning Guidance. The strategy links economic, housing, transport and planning goals together in a broad spatial strategy. It is currently preparing a version for public consultation, following several rounds of public consultation with local authorities, HMR pathfinders and other stakeholders. RSS also will establish housing allocations up to 2021 along with the strategic planning policies to guide development across the region. It's an important part of the strategic framework, where the HMR pathfinders operate. Elevate is to work with RSS to ensure the housing allocations and strategic planning policies support the East Lancashire HMR objectives.
Regional Transport Strategy (RTS)	RTS is part of RSS. Elevate works with partners to secure appropriate transport measures within the RTS to support the HMR objectives.
Northwest Regional Housing Strategy (RHS)	It sets strategic priorities for housing investment in the northwest region. HMR pathfinders were identified as a priority in the first RHS, published in 2003, and this was maintained in the new strategy prepared in 2005.
Move Forward: The Northern Way	The strategy aims to boost economic growth across the North and narrow the £30 billion output gap between the North and South by building on the existing assets. Elevate's activity to renew the housing market contributes to this agenda, and removes barriers to economic growth plus and provides better conditions for investment. The city regions were introduced to generate better economic growth. Elevate is part of the Central Lancashire City Region, and contributed to its first Development Programme, published in 2005.
The Central Lancashire City Region Development Programme (CLCRDP)	The strategy set out collective priorities for securing economic growth in the Central Lancashire City Region. It aims to refine the priorities, secure their place in the forthcoming RES and to make a stronger case for investment from regional and national Government. Elevate's housing policy is a key part of the sustainable Urban Growth priority and supports CLCRDP as a whole.
Action for Sustainability (AfS)	This is the sustainable development framework for the Northwest, and identifies priorities and targets for the region. The supporting integrated appraisal toolkit provides a means to test the sustainability of plans and developments. Elevate has used these strategies in the development of its own Sustainable Development Framework, which applies the regional strategy at an East Lancashire level.

#### 4.4.1.2 The Strategy for Elevate East Lancashire Pathfinder

Elevate (2004) outlines its vision for the East Lancashire Pathfinder which is as: *a place of choice to live: known for the varied and distinctive character of its towns, for its environmental quality and heritage, for celebrating its cultural diversity, and as a place which offers residents access to a high standard of housing, education, employment, security and healthcare. A place to live, work, relax and visit.* This overall vision is translated into five central strands of Strategy (Elevate, 2004): establishing housing choice and creating sustainable communities;

maximising access to 'high value' employment; maximising the value of the area's landscape and historic character; building community cohesion, and developing effective neighbourhood management and service delivery.

The Strategy in turn is represented through core objectives leading to an appropriate toolkit of interventions and practical tools through HMR ADF's. Details of these strategies are in Appendix 4.3.

#### 4.4.1.3 Area development frameworks (ADF's)

The mechanism through which the HMR strategy is translated into local strategy and action is the *Area Development Framework* (ADF). ADFs are prepared in tandem with the five strands (Strategy process described in section 4.4.1.2). An appraisal process was carried out to ensure that ADFs are consistent with the overall HMR Strategy. The function of the Strategy is to set out the broad framework for the East Lancashire HMR Pathfinder, whilst the function of the ADF process is to interpret that framework within the local context. In this way ADFs reflect the top-down and bottom-up approaches, which were adopted to ensure the development of a cohesive Strategy for the East Lancashire Pathfinder.

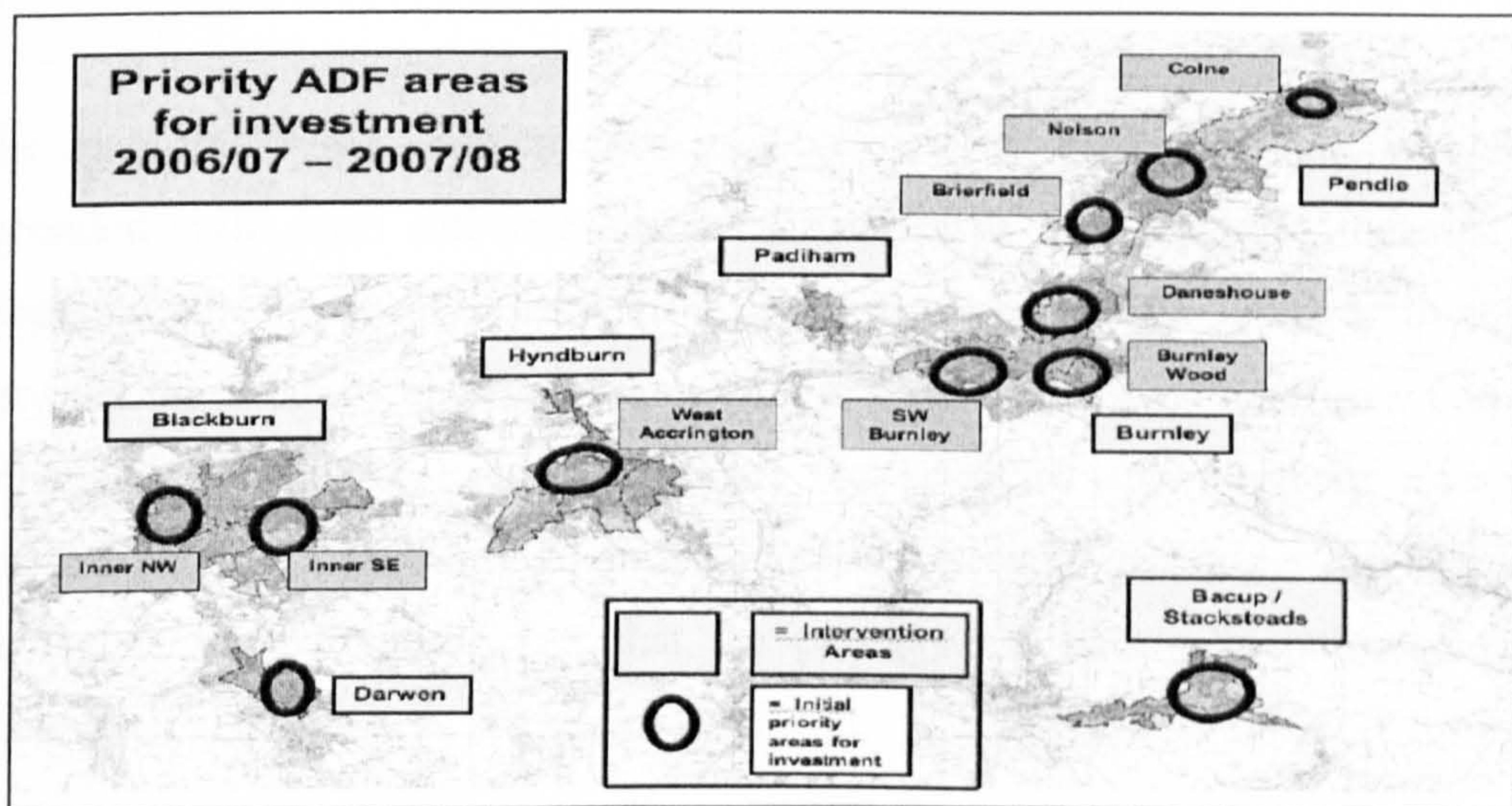


Figure 4.3: The East Lancashire HMR Pathfinder intervention area and ADF boundaries for investment 2006/07-2007/07 (source: Elevate, 2005)

Details of East Lancashire HMR Pathfinder Intervention Areas and ADF

boundaries for investment priority for the year 2006/07-2007/08, are depicted in Figure 4.3. This forms the basis of the initial four years of HMR. A brief summary of the housing interventions contained within the first phase ADFs is summarised in Appendix 4.4.

#### **4.4.1.4 Elevate's management arrangements structure**

Elevate's present management arrangement is designed for strategic team level: chief executive, head of programme management, head of information and communication, commercial director, strategy and policy director and administrative manager/PA. Their key roles are (Elevate, 2004):

- The development and on-going review of the HMR Strategy
- Overview of the HMR Strategy and their integration with other regeneration and related objectives and programmes within East Lancashire
- Overall management, monitoring and evaluation of the HMR Strategy to ensure effective delivery and that the objectives, targets and outcomes are met
- Financial and budgetary control of HMR funds and other resources secured to support the HMR Strategy
- Exploiting commercial opportunities; working with investors and developers
- Promoting the work of Elevate locally, and more widely.

The team is further supplemented as necessary by additional staff including seconded staff. Two full-time seconded staff have been engaged to assist in producing the Prospectus, and ensure there are appropriate linkages in place between the Strategy and the various ADFs. These are senior staff from partner organisations (the Regional Director of the Bradford and Northern Housing Association, and Lancashire County Council's Enterprise & Partnership Strategy Manager), illustrating the fact that the partners are and will continue to be committed to the process at a senior level.

Furthermore, Elevate was the first HMR Pathfinder in the UK to form a limited company (in December 2005). Elevate Ltd takes overall strategic responsibility for the Pathfinder programme that focuses on creating sustainable

neighbourhoods in five local authorities areas in East Lancashire. Elevate's responsibilities are summarised in Table 4.3 below.

Table 4.3: Elevate's overall strategic responsibilities (Elevate, 2004; 2005)

- Developing and amending the strategy and business plan (including a 3-year rolling programme of investment and projects)
- Liaison with central Government and Department of CLG
- Monitoring the implementation process and the delivery of projects
- Ensuring that individual projects adhere to the agreed Strategy plus the appropriate standards for sustainability, design and inclusiveness
- Ensuring value for money in the programme
- Disseminating a best practice approach to ensure greater efficiency in achievement of outputs and potential cost savings
- Carrying out reviews of outcomes and the wider strategic context, including the impact of Pathfinder activities on adjacent areas and vice versa
- Undertaking the management function of the accountable body: monitoring the operational programme and actual expenditure as against budget/forecast expenditure on projects by reference to the business plan
- Assisting delivery vehicles prepare budget and forecast expenditure
- Managing specific areas, for example, the engagement of consultants to review sustainability in the context of the programme or organising the procurement process (as appointed agent) on behalf of local authorities
- Supporting project and commercial management implementation (potentially with step in rights)
- Delivering projects (in whole or in part) on behalf of a local authority
- Seeking to maximise public and private sector investment and
- Communicating the strategy to stakeholders and the public.

The company organisational structure for Elevate is shown in Figure 4.4 below. This organisational structure is designed as a guideline for all stakeholders to enable them to work together. The specific tasks and roles of each of them are clearly defined. The summary of the stakeholders' tasks and roles are summarised in Table 4.4 below.

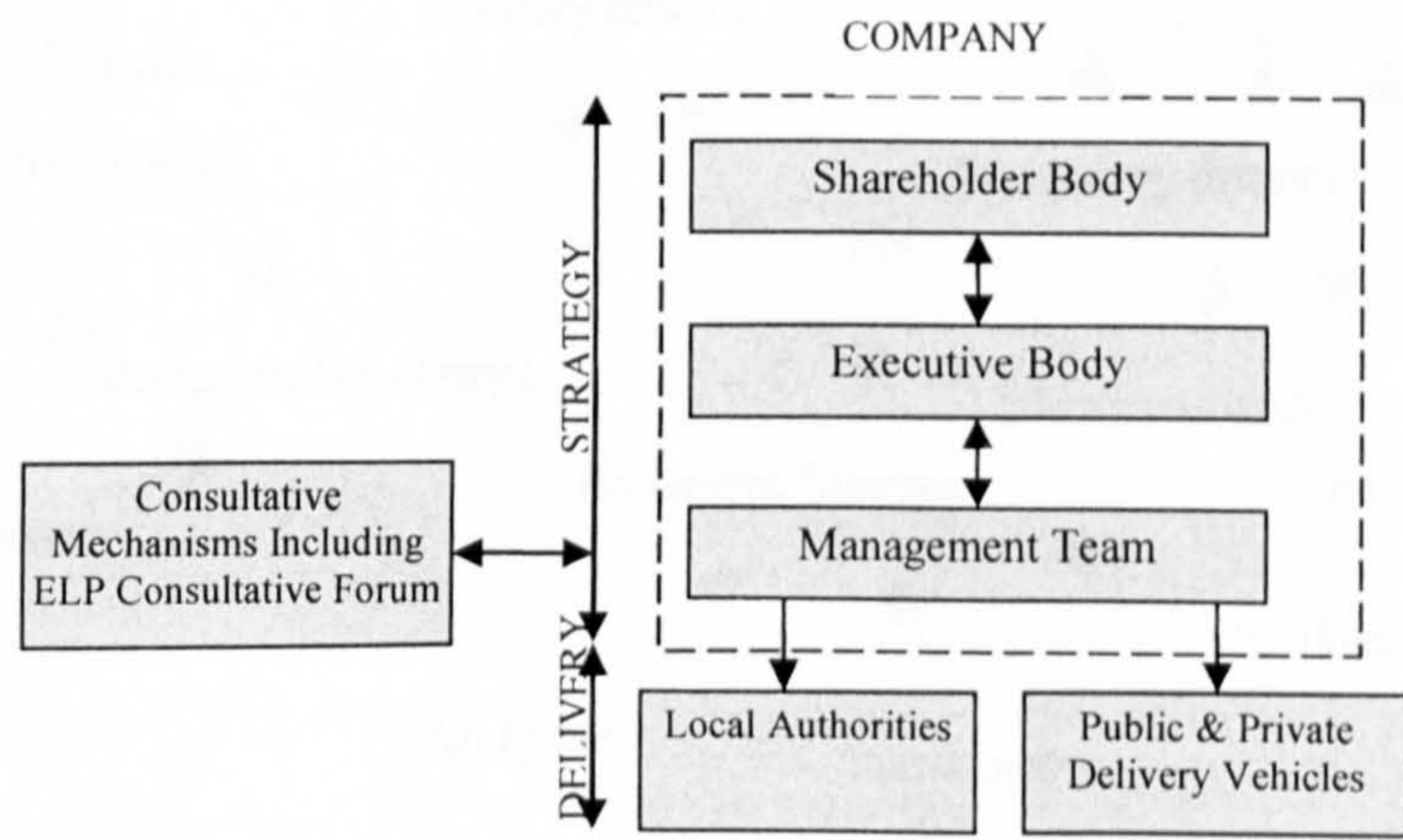


Figure 4.4: The organisational structure of Elevate ltd (source: Elevate, 2004)

Table 4.4: The summary of different stakeholders' tasks within Elevate's organisational structure (Elevate, 2004; 2005)

- Local authority partners to focus on delivery, and respond to operational and strategic issues.
- The members of the company are six Local Authority partners: Blackburn with Darwen, Burnley, Pendle, Hyndburn and Rossendale Borough Councils and Lancashire County Council; the Northwest Regional Development Agency (NWDA); the National Regeneration Agency; English Partnerships and the Housing Corporation.
- The Board of directors is made up of representatives from these organizations and from the Local Strategic Partnerships, the private and community.
- A shareholder body made up of the guarantors or shareholders of the Elevate Company.
- An appropriately constituted company board that will oversee the company, responsible to the shareholder body.
- The management team and employees to take responsibility to the day-to-day functions of the company.

#### 4.4.1.5 Drivers for housing market failure in the East Lancashire

Elevate (2004; 2005) clearly recognises factors contributing to housing market decline and failure in the East Lancashire Pathfinder areas, and classifies them into two types of drivers: primary drivers and secondary drivers. These key drivers as identified by Elevate are mapped in figure 4.5 below.

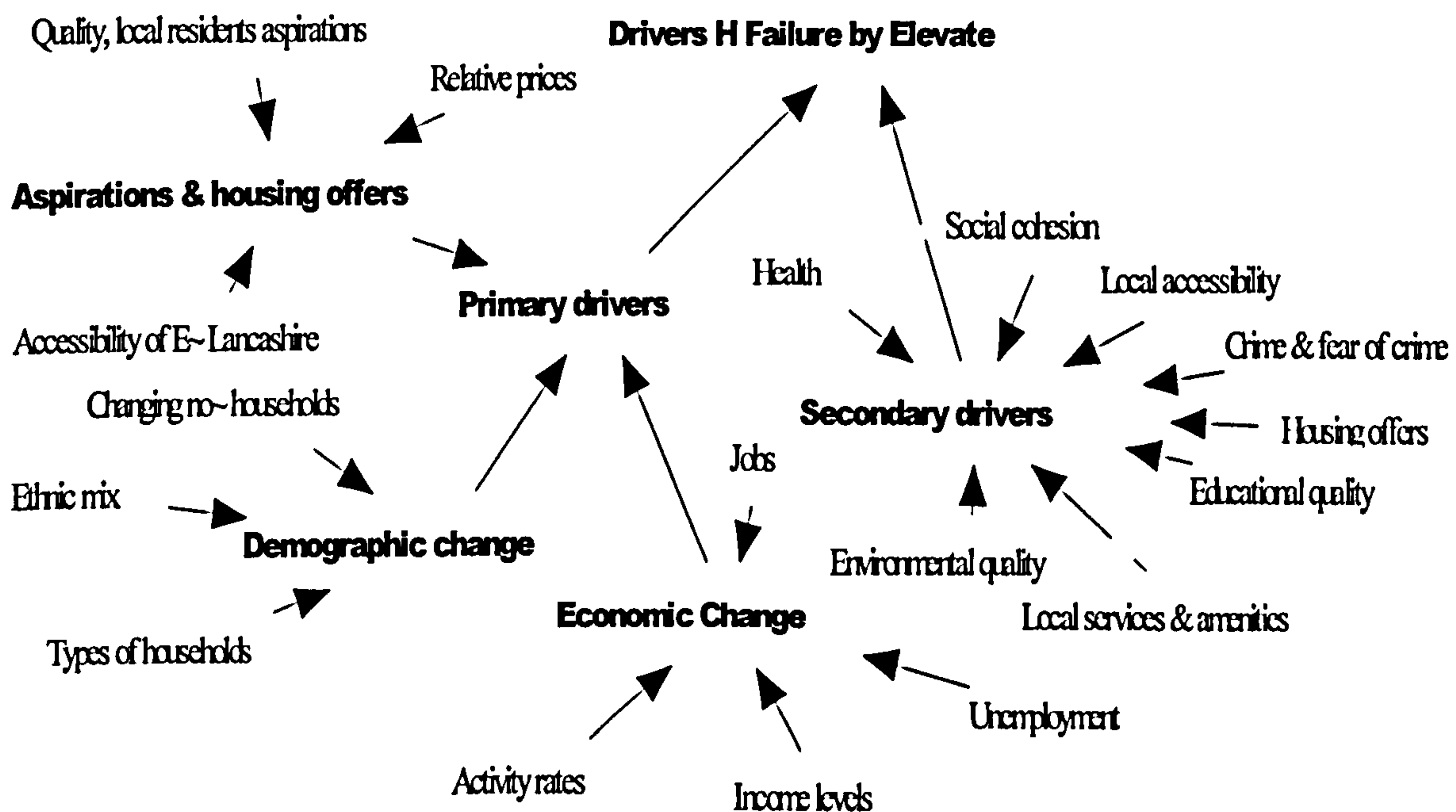


Figure 4.5: Key drivers for housing market failures as identified by Elevate for East Lancashire Pathfinder areas (source: Elevate; 2004 & 2005)

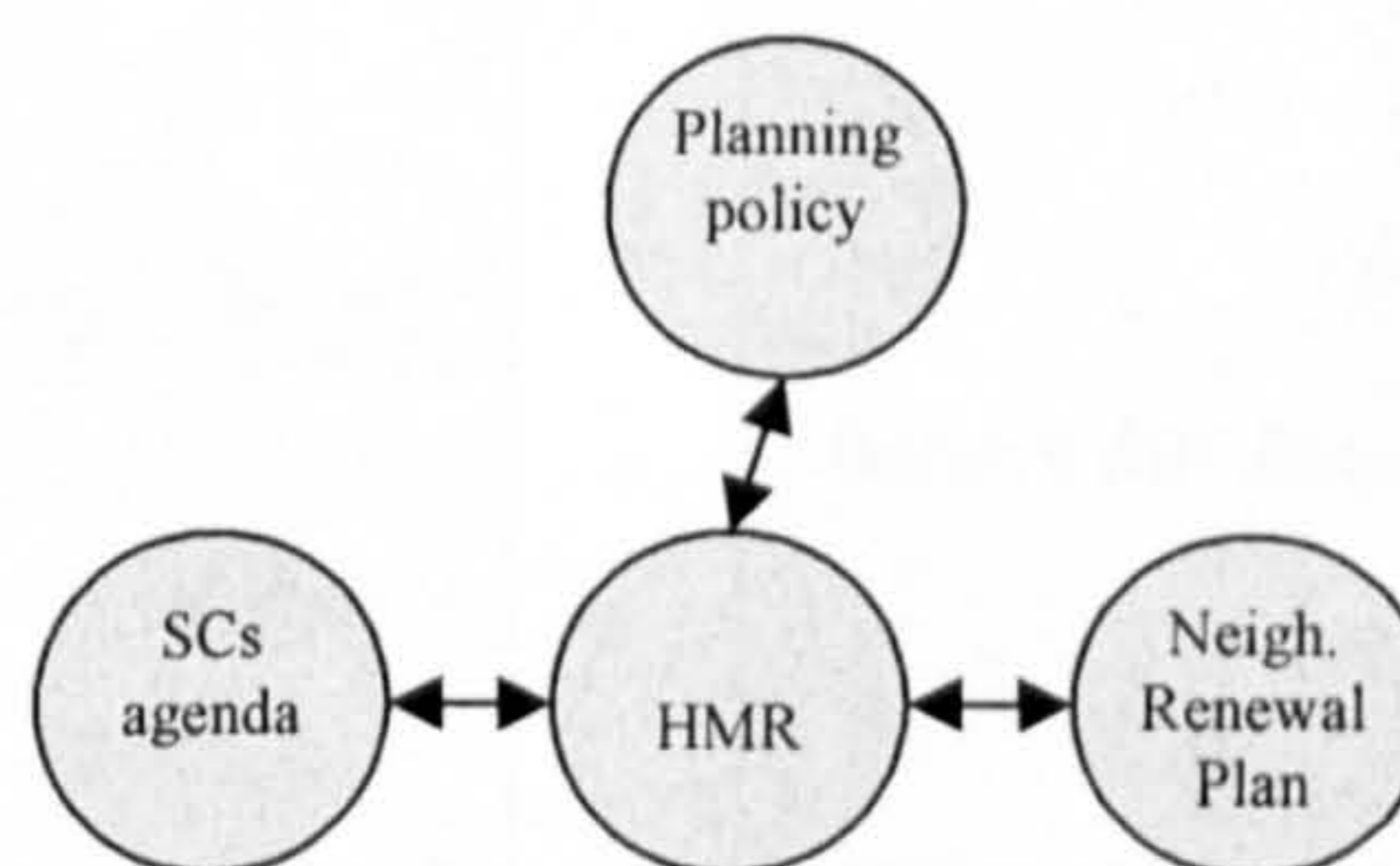


#### 4.4.2 The HMR in the Borough

The Borough is strongly committed to the HMR initiatives to create a sustainable housing market, with choice and quality neighbourhoods, and so restore confidence in the local housing area over the next 10 years (East Lancashire Housing Forum, 2002). To assist Elevate in promoting the HMR, the Borough developed a prospectus for economic regeneration, social cohesion and housing renewal (Blackburn with Darwen BC, 2002).

The Borough also recognises the relationships between the HMR and the other three Government national strategies for the ward level: The Sustainable Communities agenda; the Neighbourhood Renewal Strategy and the Planning Policy. These strategies as illustrated in figure 4.6 are closely interlinked:

- The HMR depends on the success of the Sustainable Community agenda, the Neighbourhood Renewal Strategy, and the Planning Policy in helping to raise the aspirations of existing communities within the low demand areas: to make the areas socially and economically more attractive to new residents and to secure a sustainable pattern of development.
- The Sustainable Community agenda and the Neighbourhood Renewal Strategy depend on the success of the HMR in providing higher quality housing and neighbourhoods. These will engender more vibrant and stable communities and help individuals improve their quality of life.



*Figure 4.6: The Interrelationships between the HMR, Planning Policy, Neighbourhood Renewal Plan and the Sustainable Communities Plan*  
(Source: Blackburn with Darwen Borough Council, 2002)

The Borough has been allocated £7.88m in 2004/05 and 13.97m in 2005/06 to tackle housing market failure and boost neighbourhood environment (Blackburn

with Darwen Borough Council, 2002). The £22 million funding, plus additional funding from English partnerships, the Housing Corporation and NWDA initiates the process of transforming the neediest parts of the Borough to:

- Provide an effective housing enabling role – giving strategic direction and support
- Improve choice and access to affordable and good quality housing
- Address vulnerable the housing and support needs of vulnerable people
- Tackle housing conditions
- Develop and deliver major interventions in alleviating problems of housing market obsolescence and low demand

#### 4.4.2.1 ADFs and the HMR objectives for the Borough

The HMR Intervention Area for the Borough includes 27,600 properties containing the inner urban areas of Blackburn and Darwen. It is divided into 6 ADF areas as follows: within Blackburn Inner North West: Bank Top and Griffin; within Blackburn Inner South East: Audley, Queens Park, and Whitebirk and Infirmary, plus Central Darwen. Details of the ADF boundaries for the Blackburn and Darwen areas are shown in Figure 4.7 and Figure 4.8 below. Details of ADFs in the Borough are in Appendix 4.5.

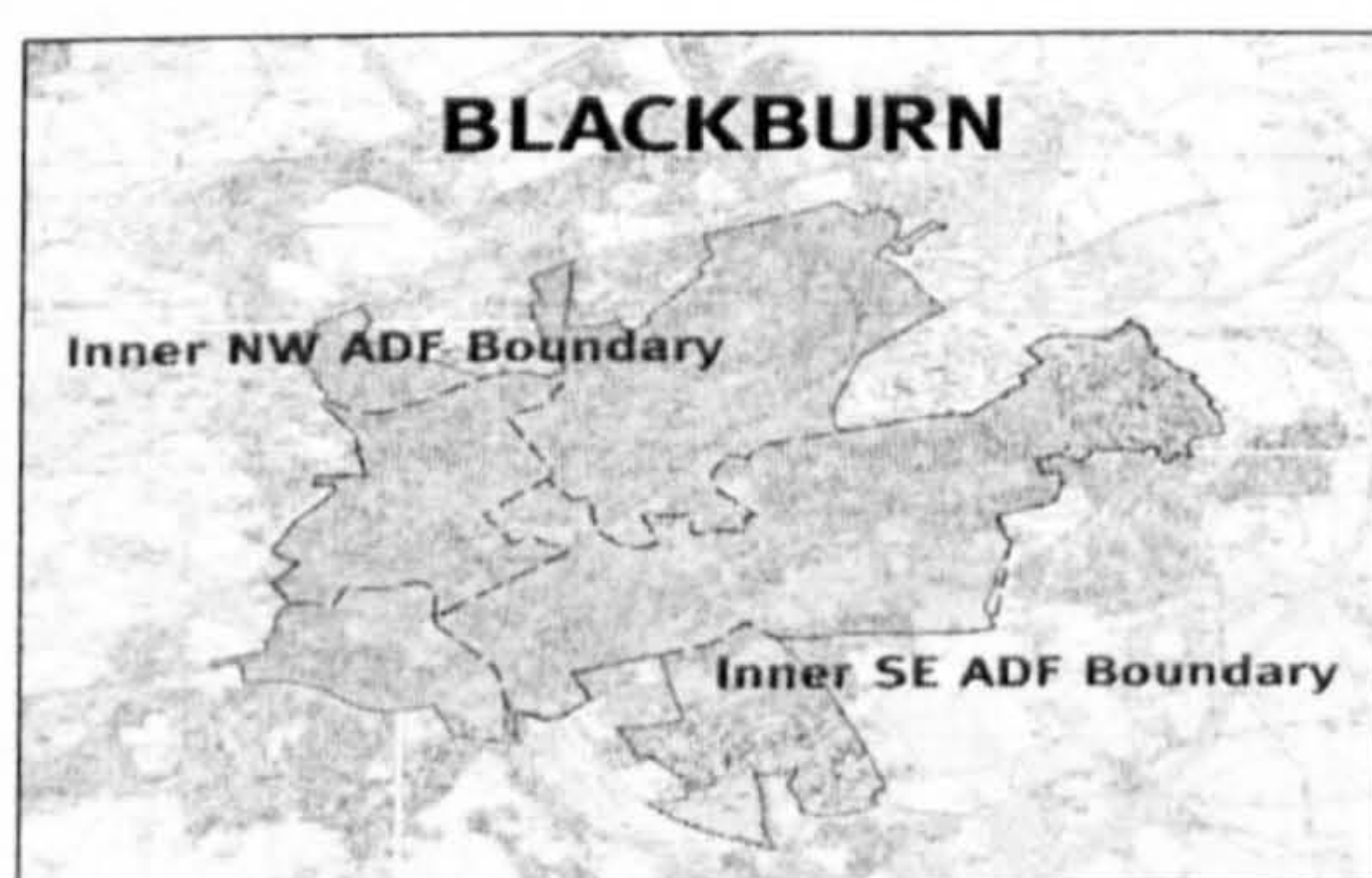


Figure 4.7: ADF boundaries for Blackburn

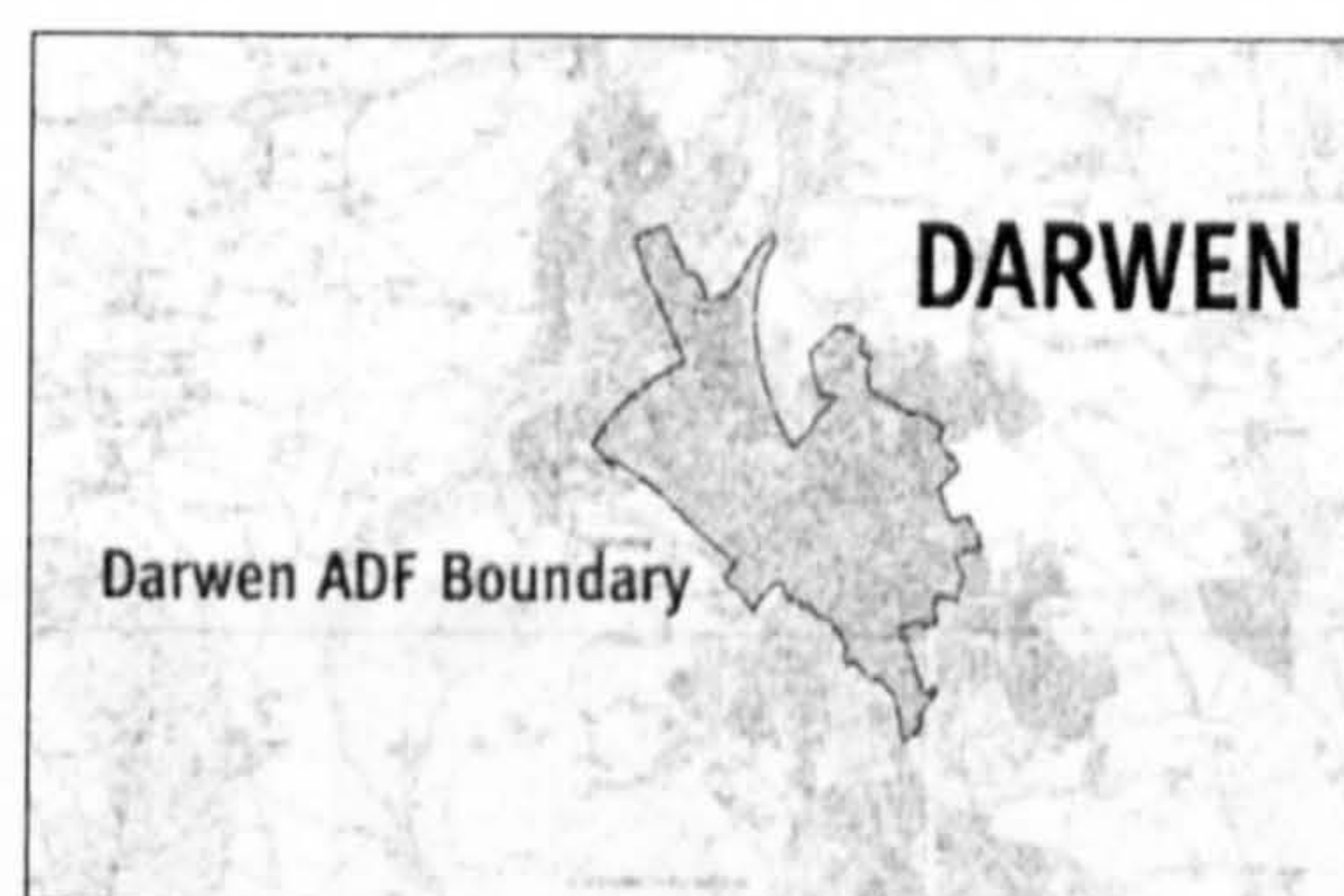


Figure 4.8: ADF boundary for Darwen

The Objectives of the ADFs in the Borough are: phasing of HMR areas; to identify areas of major restructuring for Master Planning and integration of the housing with other regeneration programmes.

The Borough used guidance from the department of CLG (formerly known as ODPM) and the following criteria to determine which areas should be chosen for the initial Area Development Programme and these are: severity of low demand; need to maintain current regeneration programmes and community cohesion.

#### 4.4.2.2 Overview of housing market in the ADFs of Borough

##### 1) The proportion of housing tenure

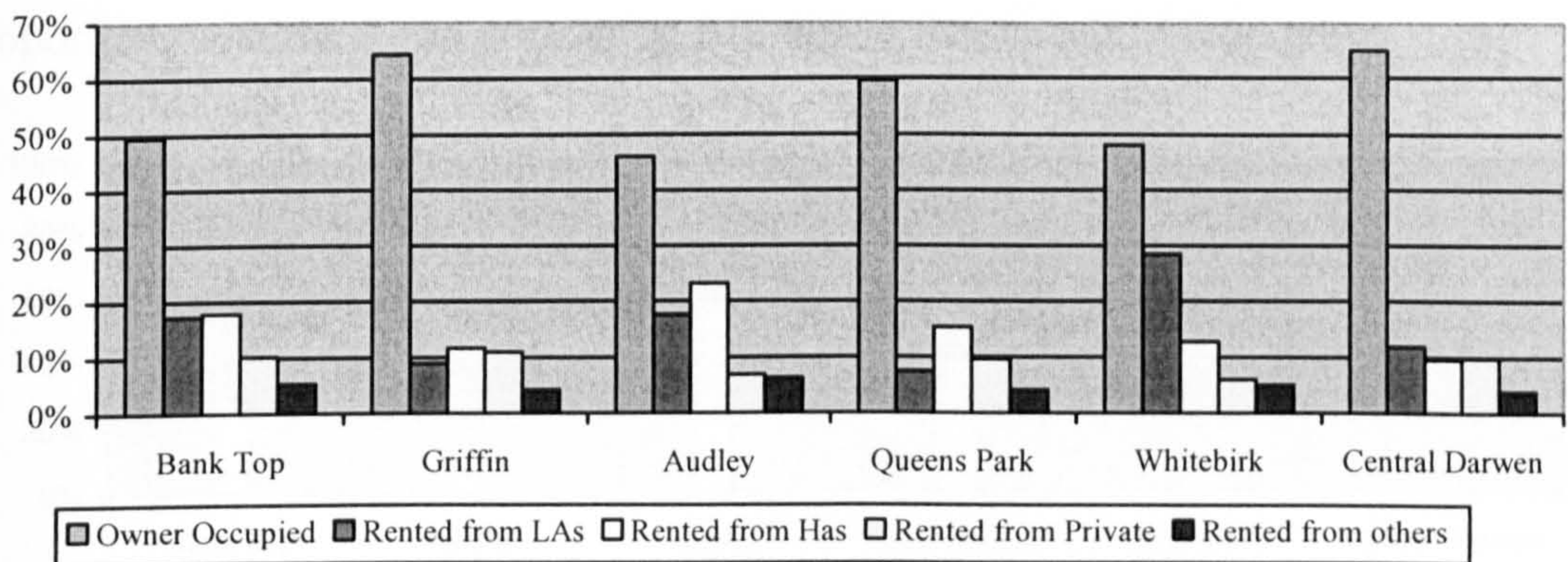


Figure 4.9: The proportion of housing tenure within the Borough ADFs (source: 2001 Census, National Statistics, [www.statistics.gov.uk](http://www.statistics.gov.uk) ) © Crown Copyright

As shown in figure 4.9 above type of properties within the ADFs are mainly privately owned houses with Central Darwen ADF as the highest compares to other ADFs.

##### 2) Accommodation by type

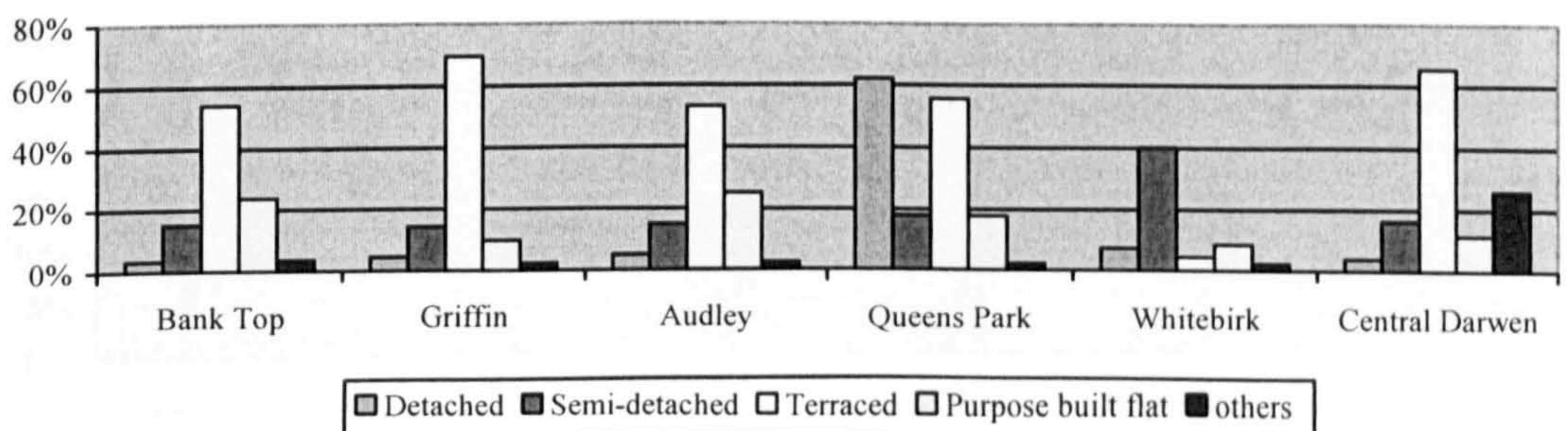


Figure 4.10: The accommodation types within the Borough ADFs (source: 2001 Census, National Statistics, [www.statistics.gov.uk](http://www.statistics.gov.uk)) © Crown Copyright

Figure 4.10 below shows that the commonest accommodation type within the

ADFs are terraced houses, with Griffin ADF is seen as the highest compares to other ADFs.

#### 4.4.2.3 Social factors in the ADFs of the Borough

##### 1) Ethnicity

As shown in figure 4.11 below, all ADFs have the white population as the highest proportion, with the Asian population falling into the second highest group.

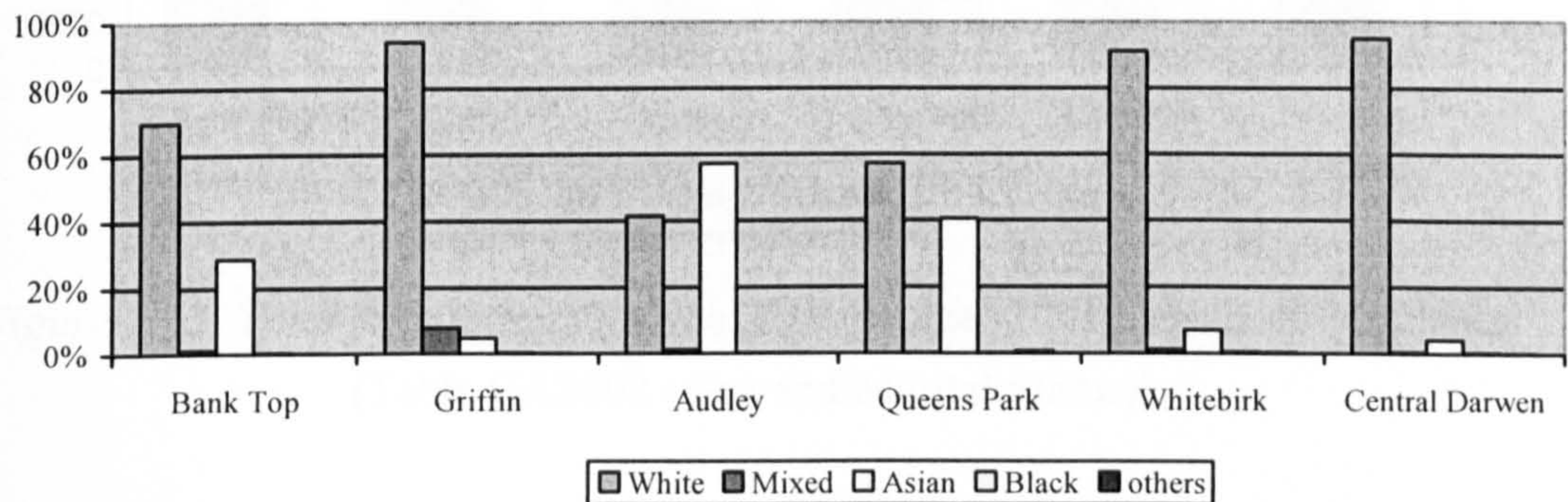


Figure 4.11: Percentage of residents in the ADFs (source: 2001 Census, National Statistics, [www.statistics.gov.uk](http://www.statistics.gov.uk) ) © Crown Copyright

##### 2) Health

As shown in figure 4.12 below, the populations of the Bank Top have the highest percentage of both health problems with a Limiting Long Term Illness (LLTI) and whose health is not good compare to other ADFs.

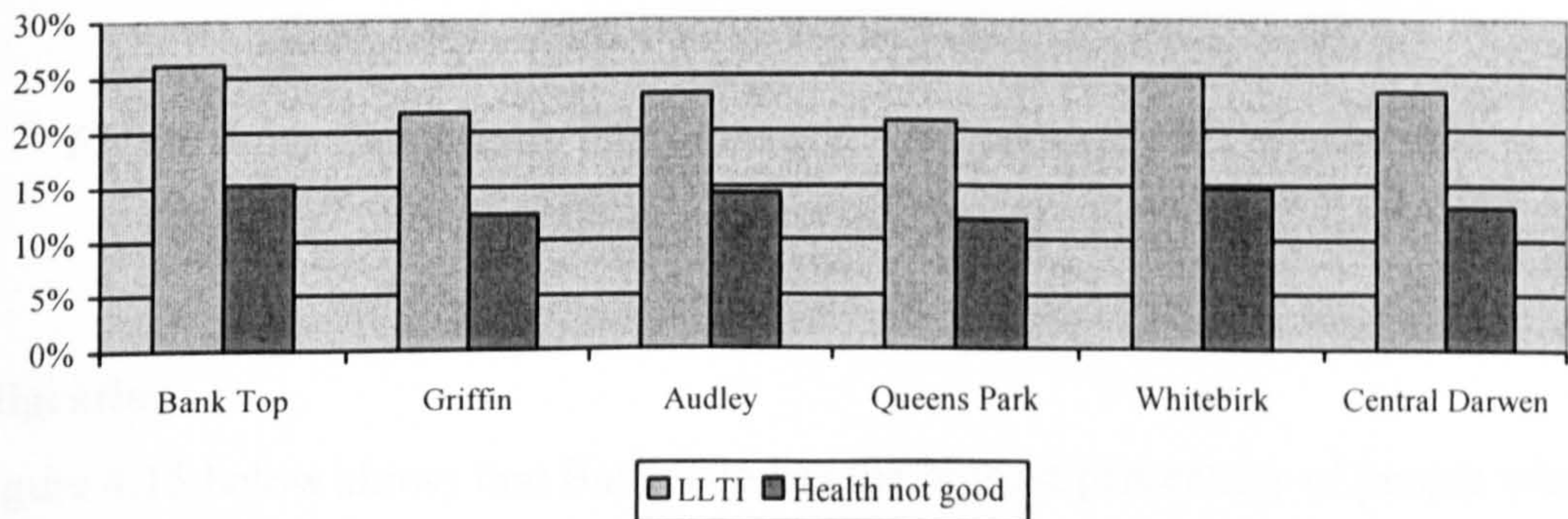


Figure 4.12: Percentage of health problems for each ADF (source: 2001 Census, National Statistics, [www.statistics.gov.uk](http://www.statistics.gov.uk) )© Crown Copyright

#### 4.4.2.4 Structural factors in the ADFs of the Borough

##### 1) Demographic change

##### Population

Figure 4.13 shows that Audley ADF has the highest population compared to other ADFs

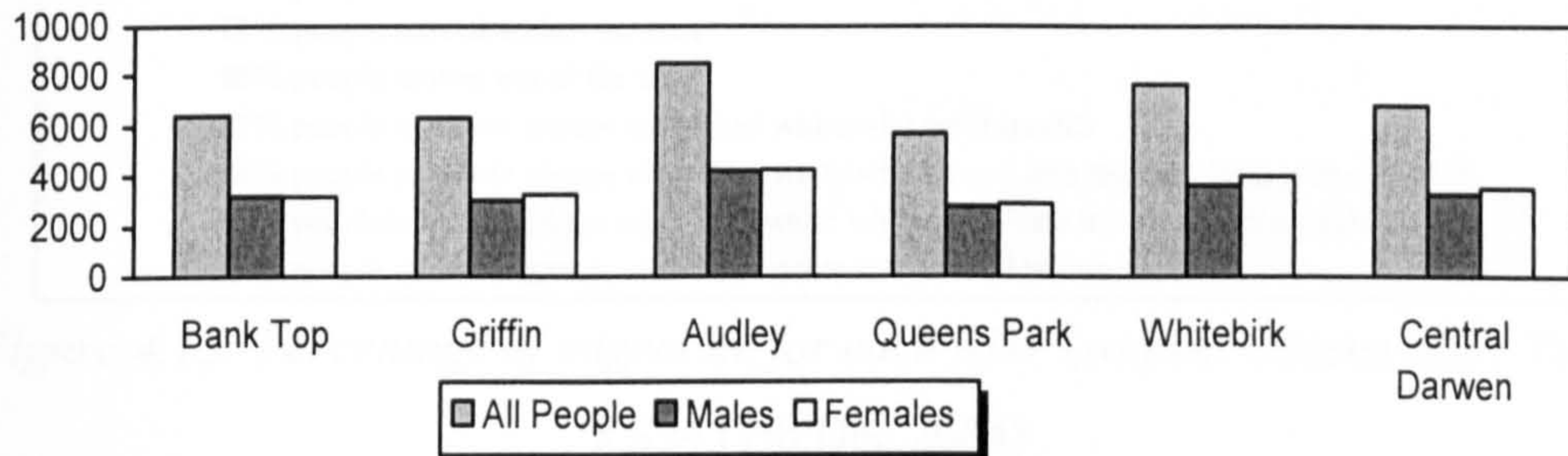


Figure 4.13: Total population for each ADF (source: 2001 Census of Population (Table CAS002 - Sex and Marital Status))

##### Deprivation

From figure 4.14 below, Bank Top is the third highest deprived area after Audley and Whitebirk (the lower the figure the higher the deprivation score).

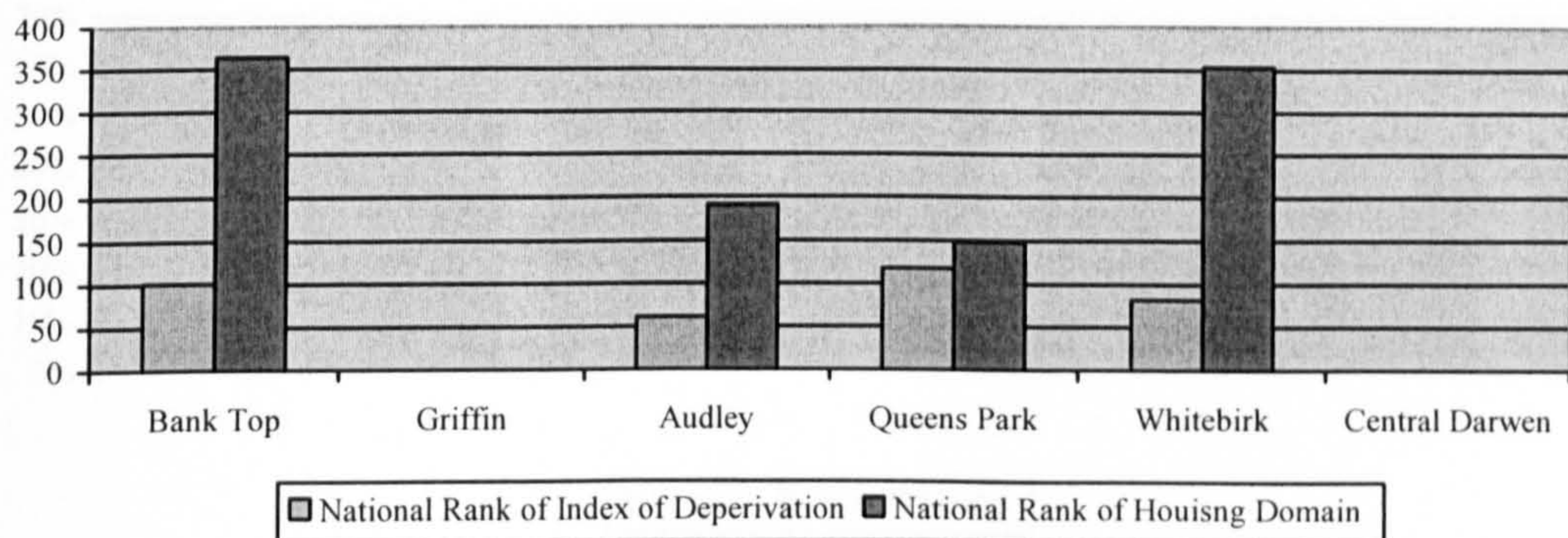


Figure 4.14: Deprivation index for each ADF (source: DETR Indices of Deprivation 2000)

##### Migration

Figure 4.15 below shows that Bank Top has the highest percentage of people who moved out of the area, compared to other ADFs.

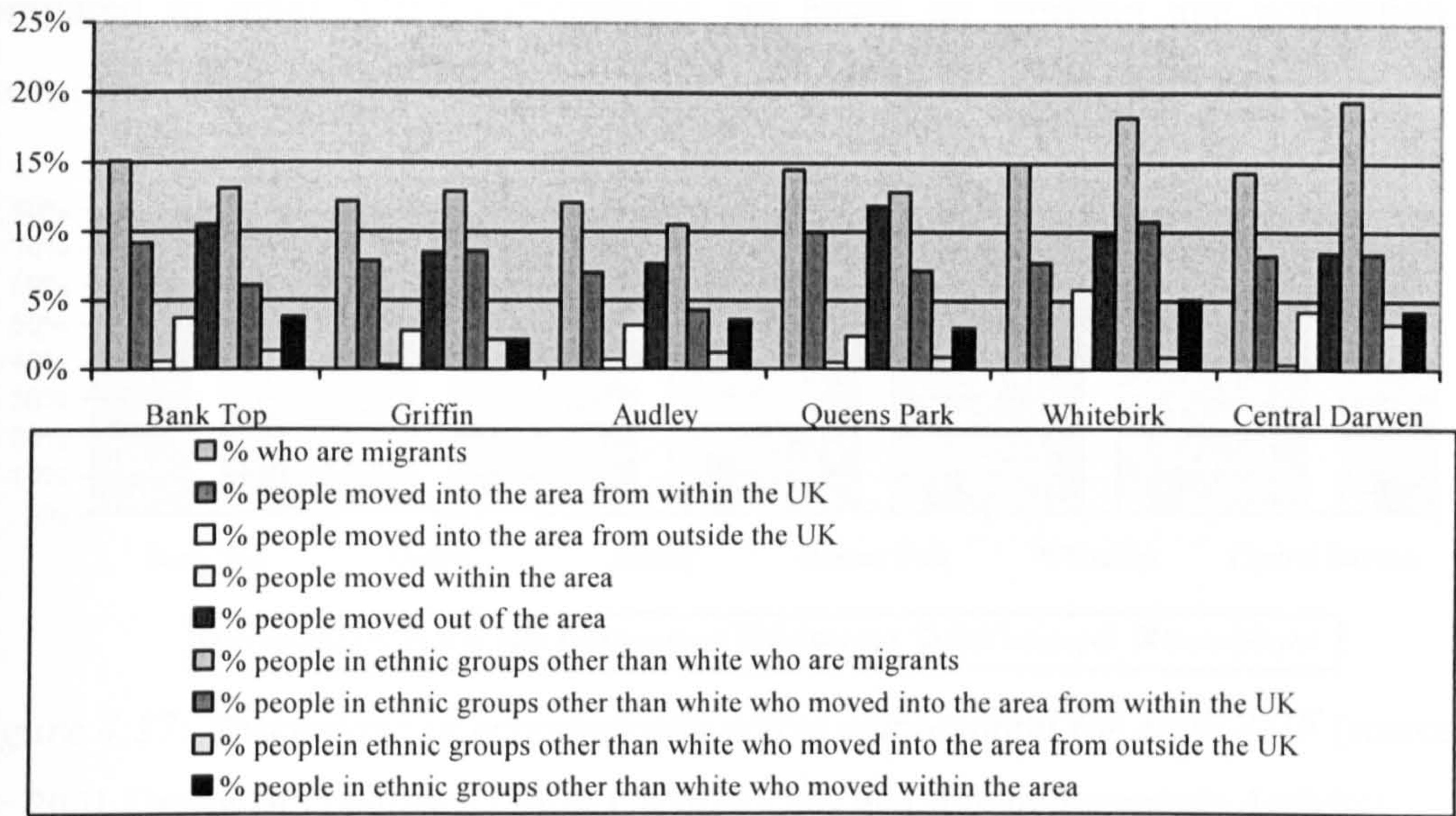


Figure 4.15: Percentage of migration for each ADF (source: Census 2001 Table KS24 (7th Dec 2004))

## 2) Economic change

### Working age

Figure 4.16 shows that Griffin ADF has the highest working age compared to other ADFs.

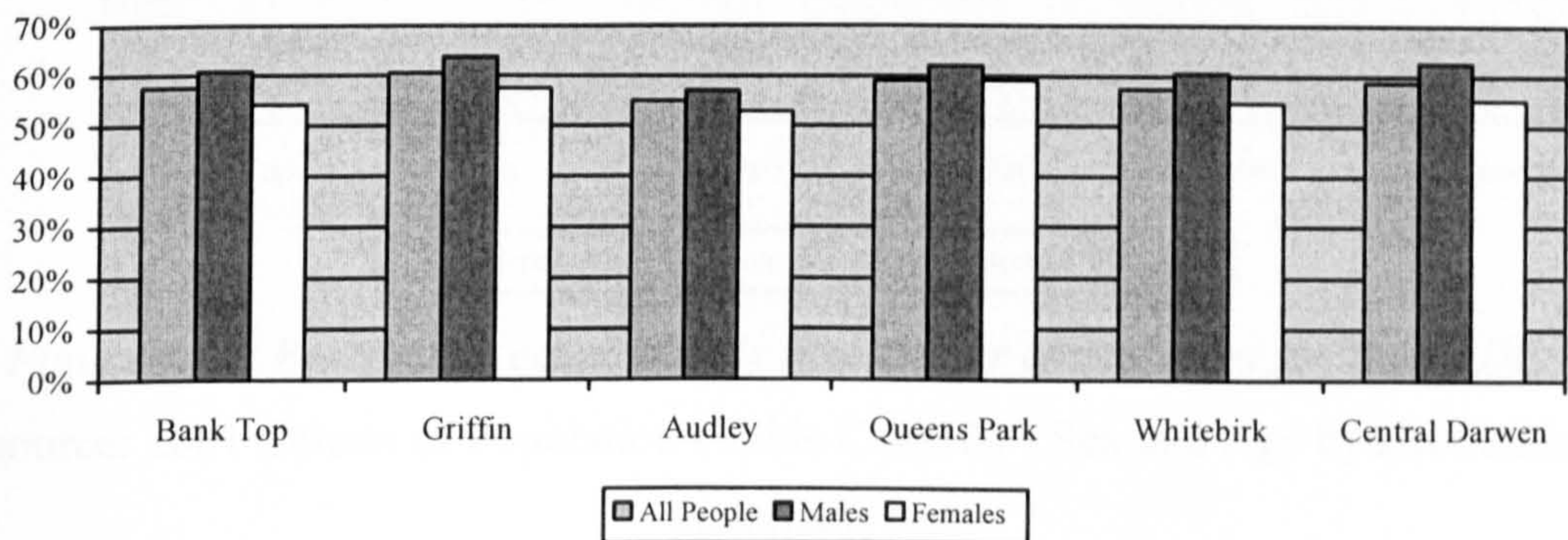


Figure 4.16: Percentage of working age for each ADF (source: 2001 Census of Population (Table CAS002 - Sex and Age by Economic Activity))

### Labour supply

#### Economically active

Figure 4.17 shows that Bank Top has the highest percentage of unemployment

compared to other ADFs (percentages are based on working age population, except the ‘unemployed’ category, which is based on economic activity).

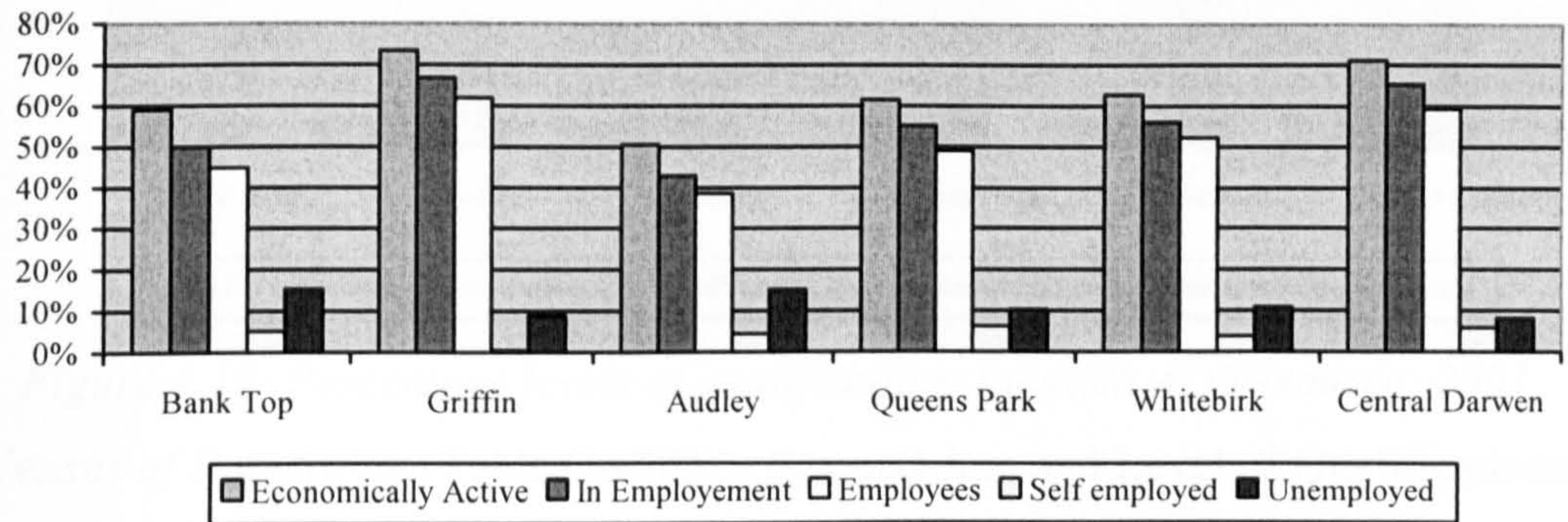


Figure 4.17: Percentage of economically active employment for each ADF (source: 2001 Census of Population (Table CAS028 - Sex and Age by Economic Activity))

Economically inactive

Figure 4.18 shows Audley has the highest percentage of the economically inactive compared to other ADFs (percentages are based on working age population).

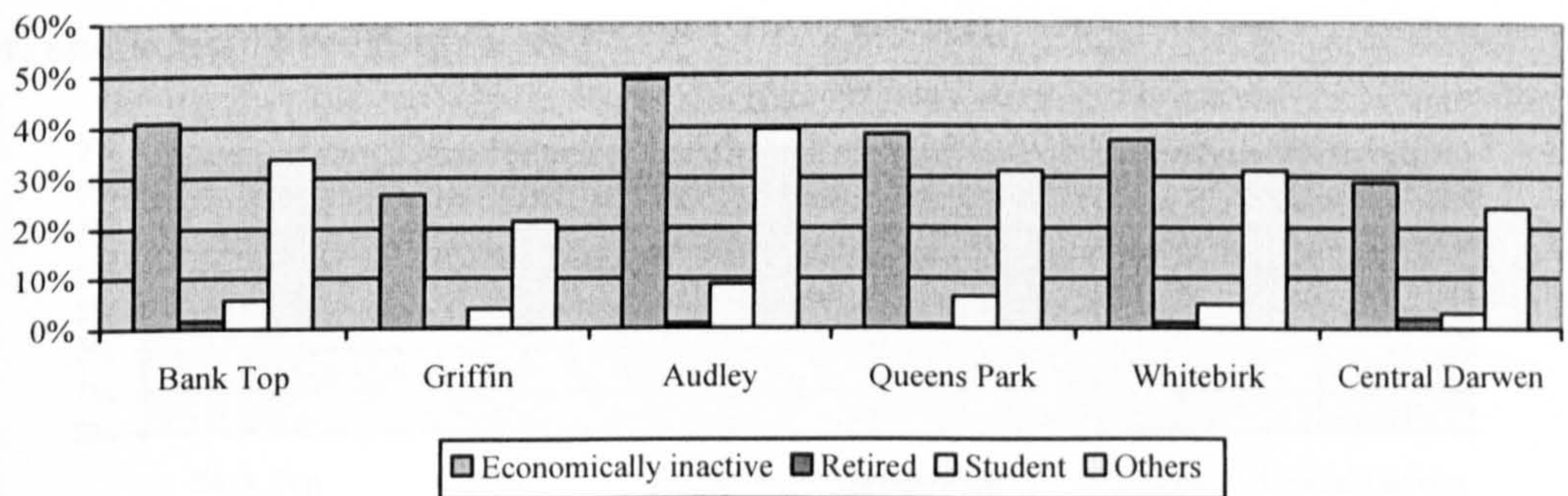


Figure 4.18: Percentage economically inactive for employment for each ADF (source: 2001 Census of Population {Table CAS028 - Sex and Age by Economic Activity})

**Qualifications**

Figure 4.19 shows that the population in Audley has the highest percentage of ‘no qualifications’ or ‘level unknown’ compared to other ADFs (all the figures are for persons aged 16 to 74).

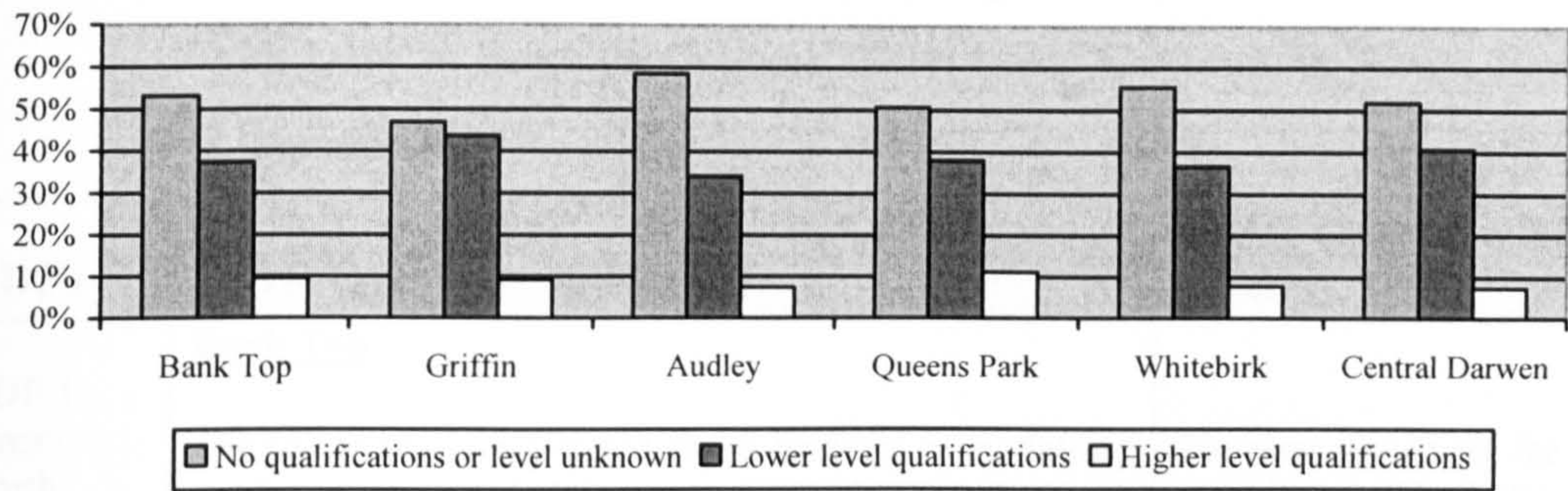


Figure 4.19: Percentage levels of qualifications for each ADF (source: 2001 Census of Population (Table CAS032 - Sex and Age and Level of Qualifications by EA))

### Working-age benefits

#### Total JSA claimants

Figure 4.20 shows that Bank Top has the highest percentage of total JSA Claimants compares to other ADFs. The percentage figures show the number of JSA claimants as a proportion of resident working-age people. (The Jobseeker's Allowance (JSA) is payable to people under pensionable age who are available for, and actively seeking, work)

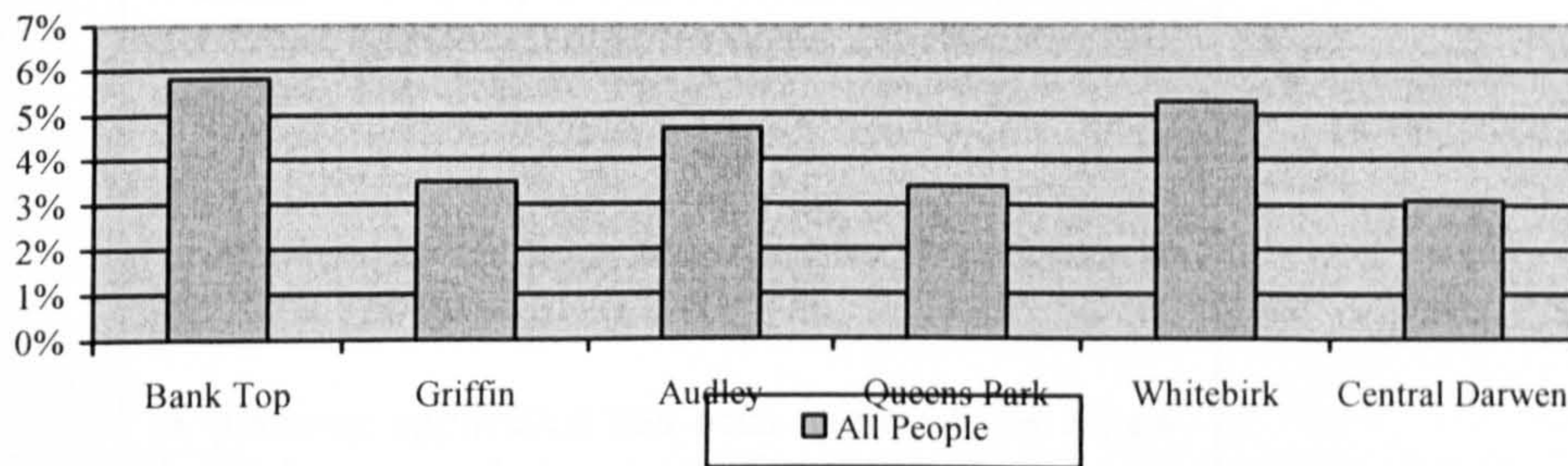


Figure 4.20: Percentage of JSA claimants for each ADF (source: claimant count with rates and proportions, 2005)

#### 4.4.2.5 HMR work delivery progress in the Borough

The ADF's work progress for the last few years is summarised in Table 4.5. For the purpose of this study, this thesis only presents the HMR progress in the Borough until the year 2006.



Table 4.5: The HMR's work progress for the Borough's ADFs (source: Blackburn with Darwen Borough Council, 2004; Local Community News, Issue 2, autumn 2004)

ADFs	HMR Overview 2004-2005	HMR Overview 2005-2006
<p>ADF 1 Inner North West Blackburn (Bank Top and Griffin)</p>	<p><u>Bank Top</u></p> <p>The joint venture/registered social landlord re-modelling works project enabled the start of remodelling of a Twin Valley Homes estate which is unpopular, has a large number of low demand and obsolete property types, and does not meet the housing needs of the Bank Top community. The first phase of work now on site is to demolish the one-bedroom bungalows, and the re-modelling and conversion of low demand 2 bedroom flats and maisonettes to create 3 storey 4-bedroom houses.</p> <p>The first re-modelled 4 bedroom houses should be completed in June. Master plans and 3D Models for the wider area are continuing to develop for public consultation in 2005.</p> <p>The first phase of HMR funded works began on improving the terraced housing in Bank Top through group repair work. The project will continue and be accelerated in 2005-2006.</p> <p>Purchases for group action concentrated on properties for future clearance and group repair in both the Griffin and Bank Top area.</p> <p>The demolition project has seen the clearance of 103 properties that had been assembled for this purpose in the Bank Top area.</p> <p>A planning application has been approved for a new build housing scheme containing approximately 14 dwellings for rent by North British Housing Association, and negotiations are nearing completion with a housing development company for a further 43 homes for sale. It is anticipated that the first homes will be available for occupation by the end of 2005.</p> <p><u>Griffin:</u></p> <p>For the Griffin housing investment zone the consultants, 'BDP', are contracted for the master planning of the Griffin area, and public consultation work is underway. Acquisition of properties on the open market is currently taking place, and a terraced block of unfit housing at 4-62 Stansfeld Street has been declared for clearance. However, any further clearance will only be decided following detailed local consultation as part of the new master planning</p>	<p>The year should see the completion of both the Bank Top and Griffin master planning consultation exercises bringing a greater clarity to residents living in these areas.</p> <p>New housing will begin to come available from developments taking place on the sites currently being cleared and remodelled, bringing a wider range of housing choices to the area</p>

<p>ADF 2 Inner South East Blackburn (Infirmary, Audley, Queen's Park and Whitebirk)</p>	<p>exercise.</p> <p><b><u>Infirmary</u></b></p> <p>Negotiations on the master planning work and the development of the new BLLIP 'Partnership' arrangements continue to develop. In the meantime, nine blocks in the Infirmary area are the current focus of the investment and all have been declared for clearance. This clearance work is now taking place.</p> <p><b><u>Queens Park</u></b></p> <p>Group repair work at Chester Close provides an excellent example of some of the potential that HMR offers to many of our existing areas. Dickens Street phases 1, 2 and 3 are at various stages in terms of their programme. Phase 1 of the June/July Street project is on site and Phase 2 will begin during 2005. The facelift programme for the Queens Park Road 'Pathways to the Park' is complete, and the group repair project for this area will complete this year. Work has begun on the new build scheme at Lincoln Road, Queens Park, which includes houses for rent, sale and shared ownership. A 3D Model of the new development has been created to portray the new development to the public.</p> <p><b><u>Whitebirk</u></b></p> <p>The development of a home zone at Hereford Road in Whitebirk will shortly be completed.</p>	<p>Decisions will be made on the Bovis Lend Lease In Partnership (BLLIP) and more clarity for residents will emerge as the master plans for the area are adopted. The start of a large new house-building programme will commence on the sites currently being cleared.</p> <p>The New East Blackburn (NEB) neighbourhood management team will be working closely with the HMR Team to develop Master Plans for the area, of which the initial focus will be on the Queens Park development area.</p> <p>The new development site at Lincoln Road will see the first of the new housing become available for occupation.</p>
<p>ADF 3 Darwen (Central Darwen)</p>	<p>The facelift project to properties in Melrose and Nicholas Streets under a new 'partnering' arrangement with the contractor is on site. The Redearth Road/Sudell Road/ Hannah Street area has all been designated for clearance. Demolition will begin as soon as property purchases are completed for all the terraces. All Housing Association properties are in the process of being acquired, and a drop-in advice office has been established in Hannah Street for residents to enquire about their rehousing options.</p> <p>Interest in the new equity loans model in the Redearth pilot area is high, with 40 residents already showing interest, 12 applications being received and 2 loans completed.</p> <p>The 'Two Gates' properties are now demolished and a new housing development on both this site and the adjoining industrial premises is expected to start during Summer 2005. A planning application has been approved, and a 3D model for the new estate is available for public viewing.</p>	<p>The first phase of new housing will emerge for occupation on the substantial new development soon to start on the former Two Gates site.</p> <p>Master Planning exercises will begin to develop proposals for neighbourhoods in the St. Peter's Conservation area and the North West of Darwen.</p> <p>Major clearance will take place in the Redearth Road area, producing a cleared site for what is currently proposed as the home for the new Darwen Academy.</p>

The Borough was chosen for this study, as one of its ADFs is a focus for the local residents' opposition (Clover, 2004; 2005). Proposals for the compulsory purchase and demolition of a thousand unfit houses within one of its HMR Pathfinder ADFs were claimed by the local residents as creating forced migration

and preventing the creation of sustainable communities.

The justifications of choosing Bank Top ADF in this exploratory study are discussed in section 4.4.3 on the following page.

### 4.4.3 Bank Top ADF



Figure 4.21: The Bank Top HMR Pathfinder ADF

Bank Top ADF as shown in Figure 4.21 and located within the Wensley Fold ward, is situated in the north west of the Borough. Mainly an area of terraced housing, it covers the area of Bank Top and also part of the Blackburn town centre. The ward covers 142 hectares.

#### 4.4.3.1 Overview of housing market in Bank Top ADF

##### 1) Housing tenure

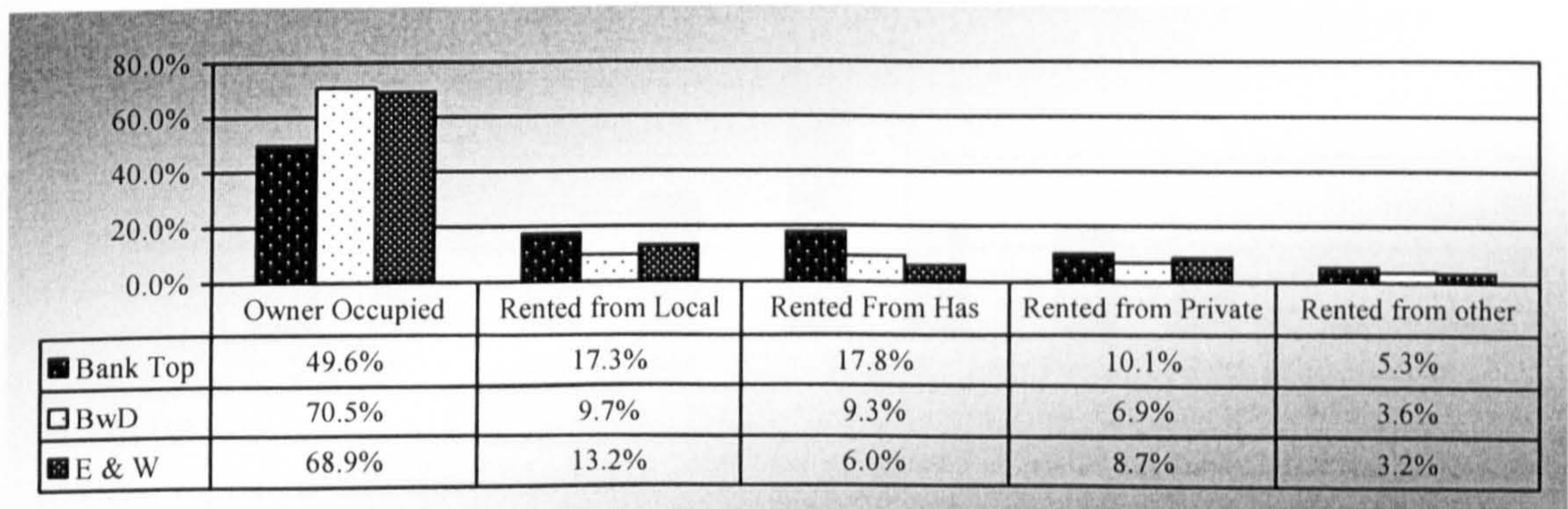


Figure 4.22: Housing tenure at national, borough and ward level (source: 2001 Census, National Statistics, [www.statistics.gov.uk](http://www.statistics.gov.uk) )

The proportion of owner-occupied properties in Bank Top is lower than the

national or Borough level figure, as 49.6% in the ward are owner occupied, compared to 70.5% in the Borough (Figure 4.22). There is uncertainty in some resident's perception of their tenure of their homes, as 9.7% of the people in the Borough stated that they rent from the Local Authority, whereas Local Authority housing stock has been transferred to Twin Valley Homes (Registered Social Landlord).

Compared to other ADFs (refer to figure 4.9), Bank Top is the fourth highest in having owner-occupied properties, and the second highest in having private landlord rented properties. In addition, as reported by the Blackburn with Darwen Housing and Neighbourhood Service Department (2001), Bank Top is among the highest of voids in the private property sector. The type of housing is mainly pre-1919 terraced houses. About 17.9 percent of the private rented housing in the Borough with a large amount of pre-1919 terraced property is in Bank Top.

## 2) Accommodation types

As illustrated in figure 4.23, most houses in Bank Top are terraced properties (54%). This is greater than the figures for the Borough (47.9%) and England and Wales overall (26%). However, Bank Top is the fourth highest in having terraced and semi-detached properties, the lowest in having detached type properties, and the second highest in having purpose built flats, and the highest in having other type of property, compared to other ADFs in the Borough (Figure 4.10).

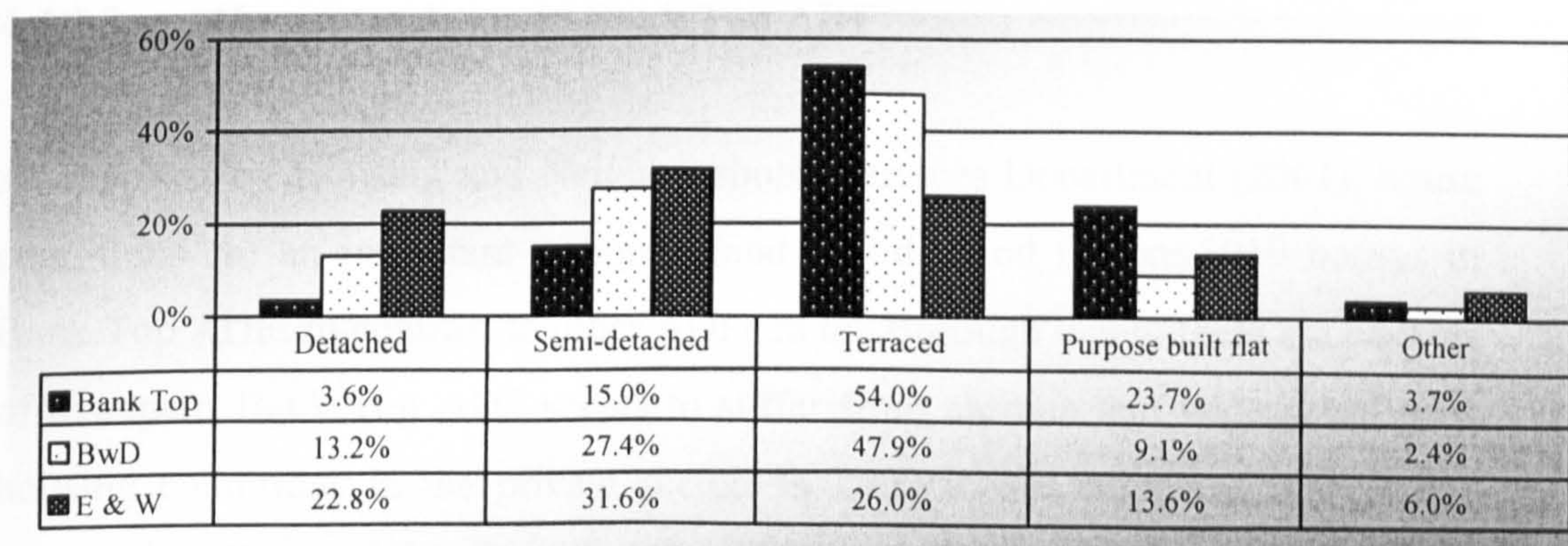


Figure 4.23: Accommodation type at national, borough and ward level (source: 2001 Census, National Statistics, [www.statistics.gov.uk](http://www.statistics.gov.uk))

#### 4.4.3.2 Housing demand and supply mismatch

Bank Top ADF is amongst the five most deprived wards in the Borough in terms of ranking of indices of multiple deprivations (figure 4.14). The 1994 House Condition survey found that Bank Top ward had a higher level of unfit housing than the average for the Borough.

Table 4.6: Bank Top renewal area demand indicators (source: DETR, 2000)

	Indicator	Bank Top	Notes
Average House Price	£45000 or less	£22,077	Jan-Sept 2000 BB2-1 Post code
Relative House Price	60% or less of national mean	15% of national mean	July-Sept 2000 BB2-1 Post code
Low value sales (£20,000 or less)	5%+ of sales	43%	Apr-June 2000 BB2-1 Post Code
Private sector Vacancy Rate	4.5%+	13%	Mar 2000 Bank Top Ward

As reported by the Housing and Neighbourhood Service Department of Blackburn (2001), Bank Top was declared as the Renewal Area in April 1998. It lies immediately to the west of town centre, and is an area of 1000 dwellings. The area exhibits clear symptoms of low demand, in terms of high void rates, and low prices. Most of the Renewal Area had the highest percentage of sales below £20,000. As reported by DETR (2000) and illustrated in Table 4.6, Bank Top ward also the highest percentage of voids in the Borough. Average house prices also continued to fall in 2000.

#### 4.4.3.3 House condition in Bank Top ADF

As reported by Housing and Neighbourhood Services Department (2001), house conditions are an important reason behind low demand for pre-1919 houses in Bank Top ADF. In contrast to other ADFs in the Borough where there are pockets of disrepair, Bank Top ADF seems to suffer from chronic and widespread poor housing conditions in the private sector. In 2000 it was estimated that 18,861 private dwellings were unfit with 41% of them were the private stock. The 1994 survey found that 23% of private sector dwellings were unfit because of core defects; disrepair, structural instability or damp. These problems are fundamental to the health and comfort of the occupants, and can be particularly expensive and

difficult to remedy.

The level of unfitness is particularly related to age. Pre-1919 dwellings tend to be unfit. Unfortunately, these make up 54.% of the total stock and up to 80% of the total private stock in some wards. Across England as a whole, 25% of housing stock dates before 1919. Terraced houses, which make up the bulk of the pre-1919 private stock, also tended to be unfit; 52.6% of those unfit across the Borough were located in Bank Top ADF. Average repair costs were higher for pre-1919 unfit dwellings. These were £10,593 per dwelling, compared to an average of £9,224. Likewise terraced houses also tended to have higher repair costs, averaging £10,476 (1994 prices).

Between 1994 and 1996 the estimated number of unfit dwellings in Bank Top ADF declined, due to the Borough and private activity. In this period 25 Group Repair Schemes were implemented improving 222 unfit dwellings. Ninety-nine Renovation Grants were paid, and 369 unfit dwellings were cleared. Since 1997, whilst Group Repair has gathered momentum in the Bank Top Renewal Area, the number of grants paid has dropped significantly. However, the older housing stock continues to deteriorate and it is estimated that in the past 4 years the number of unfit dwellings has increased by 1,683, mainly in the private sector (Blackburn with Darwen Borough Council, 2001).

Unfit housing is most problematic where owners do not have the resources to renovate. The 1994 Survey identified 6,470 households with incomes so low that they would not have to pay anything towards the cost of a Renovation Grant. Bank Top is among those wards classified as having householders who tend to occupy properties with above average repair costs, or significantly above average levels of unfitness in the following wards across all house types and ages (Blackburn with Darwen Borough Council, 2001).

#### **4.4.3.4 Social factors in Bank Top ADF**

Bank Top ADF is among the most affected area from social factors, which are summarised in Table 4.7 below.

Table 4.7: Social factors in Bank Top ADF

Social Factors	Ranking Compares to other ADFs
Ethnicity issue	Bank Top is the third highest of Asian community after Audley and Queens Park (Figure 4.11).
Health issue	The population of Bank Top has the highest of both health problems with a LLTI and whose health is not good compare to other ADFs (Figure 4.12).

#### 4.4.3.4 Structural factors in Bank Top ADF

Bank Top ADF is among the areas most affected from structural factors. These are summarised in Table 4.8 below.

Table 4.8: Structural factors in Bank Top ADF

Structural Factors	Ranking Compares to other ADFs
Migration issue	Percentage of people moved out of Bank Top area is among the highest compare to other ADFs (Figure 4.15).
Deprivation issue	In 1995, Bank Top was announced as among 5 most deprived areas in the Blackburn (Figure 4.14).
Unemployment	Bank Top has the highest percentage of unemployment compares to other ADFs (Figure 4.17).
Working-age Benefits	Bank Top has the highest percentage of JSA Claimants compares to other ADFs (Figure 4.20).

#### 4.4.3.5 The HMR work progress within Bank Top ADF

Bank Top is the first ADF which experiences compulsory purchase exercise (orders) especially in the area covering Whittaker Street, Edmundson Street and Roney Street. The clearance works have been completed for future development (refer to Appendix 4.6).

As reported by the local Community News in autumn 2004, over 120 local residents from all age groups answered a call from the Borough to help shape the future of their community. The call was made with aims to regenerate some of the most deprived areas in the Borough. The consultation event took place on the 27<sup>th</sup> and 30<sup>th</sup> August 2003 and enabled people to pass on their knowledge to the Borough staff. This was to help ensure that any future plans reflect better the needs of the community. The high numbers who took part reflected the popularity and importance of the scheme. The feedback responses from those members from

the Bank Top community attending the event clearly highlighted that:

- 68% of local residents would like to see their homes and their immediate neighbours homes repaired and improved.
- 18.6% of local residents agreed that demolition of properties in the worst condition should take place, and be replaced by improved housing or other facilities.
- Local residents identified Rawstone Street, Ashworth Estate and areas of Johnston Street as their priority areas.
- 55% of local residents said that if their vicinity was affected, they would like to remain within the Bank Top area.
- Nearly all the local residents identified the following important issues that they would like to see addressed in the area: Environmental Improvements to the locality; 'Home Zones'; action to tackle crime & anti-social behaviour; improved play facilities; and improved security.
- Over 65% of local residents supported the options set out for the Health Centre Development as a Bank Top Campus.

The second Community Consultation day was held on 9<sup>th</sup> November 2003 at the Bank Top Access Point, Arthur Way. Both members of the Borough and other organisations involved in the regeneration of Bank Top ADF discussed what was happening with members of the local community. Previous consultation days were successful in helping to plan and develop Bank Top ADF, with local communities passing on their local knowledge to the Borough who have then been able to help ensure that future plans reflect the needs of local communities.

As reported by the local Community News in autumn 2004, HMR projects and works progress that has taken place within the Bank Top ADF are summarised in Table 4.9 below. Details of HMR projects and works progress in Bank Top ADF are in Appendix 4.6.



Table 4.9: The HMR projects and works progress in Bank Top ADF (source: exploratory study)

Demolitions of Whittaker Street, Edmundson Street, Roney Street	Demolitions of Whittaker Street, Edmundson Street and Roney Street have completed for future development.
Increased Security for the Bank Top Area	In 2003/2004, the Bank Top area spent £20,000 on security improvements delivered by Groundwork, such as fitting new window and door locks. Further £9,000 was allocated to provide security in the residents' homes. Also available are personal attack alarms for older and vulnerable persons and ultra-violet marker pens, which allow you to identify your property invisibly by writing your postcode, house and telephone number on all electrical equipment. These are available from the Bank Top Community Centre and allow the Police to identify your property if it is stolen.
Groundwork Rapid Response Team	Money has been secured from the housing market development pathfinder fund for a Groundwork Rapid Response Team project to allow communities to address problem areas or introduce community improvement schemes. Previous schemes have ranged from working with local residents to create community gardens, cleaning and thinning of shrubs, skip days and clean ups. In the Bank Top Area, it has allowed for: improvements to Belle Vue Street; improvements to St Barnabas, and St Paul's School and Environmental clean-ups.
Johnston Street Parade	To further improve the environment in the local community the Council has also been consulting with a small number of business owners on the Johnston Street Parade to see how the council can enhance this particular area to compliment existing work such as above that has been completed.
Housing Conditions Surveys	At the end of 2003, housing condition surveys were conducted in the Johnston Street and Whittaker Street areas of Bank Top. These specifically looked at the housing conditions and standards of this area, together with the characteristics and opinions of the occupying households. Along with these household surveys, it was discovered that residents felt particularly affected by: vandalism/graffiti; scruffy gardens/buildings; heavy traffic; and rubbish and litter. All of the responses to these surveys have been collected and are being used for master planning work for the area.
Home Zone Areas	The home zone areas of Highson Street and Shaw Street were completed and benefited significantly from: Seating areas; New fencing; Re-planting; Special lighting and Traffic calming measures. All of these changes have helped to create a safer environment for the Bank Top Area.
Ashworth Street Estate	The open day has given residents the chance to look at proposals for the Twin Valley Homes owned area of this estate. Opportunity was given to see and comment on new proposals, including plans for property conversions and new build projects.
Bank Top Community Campus	By coming along to the open day the local residents can help by offering any ideas they might have about the Bank Top Campus, which has been awarded over £400,000 from the Office of the Deputy Prime Minister to spend on improving open space facilities for the people that live in Bank Top.

Having discussed and justified the choice of the East Lancashire Pathfinder, the Borough and Bank Top ADF as unit cases of analysis for this exploratory study, the next section presents data analysis from the study interviews.

## 4.5 Data Analysis and Findings

### 4.5.1 Drivers for housing market failure

As shown in figure 4.24, the respondents' perceptions of factors contributing to housing market failure in Bank Top, Blackburn, East Lancashire are presented in three main themes: physical conditions and policy of housing; desirability of the area (social factor), and structural factors.

#### 4.5.1.1 Physical conditions and policy of housing

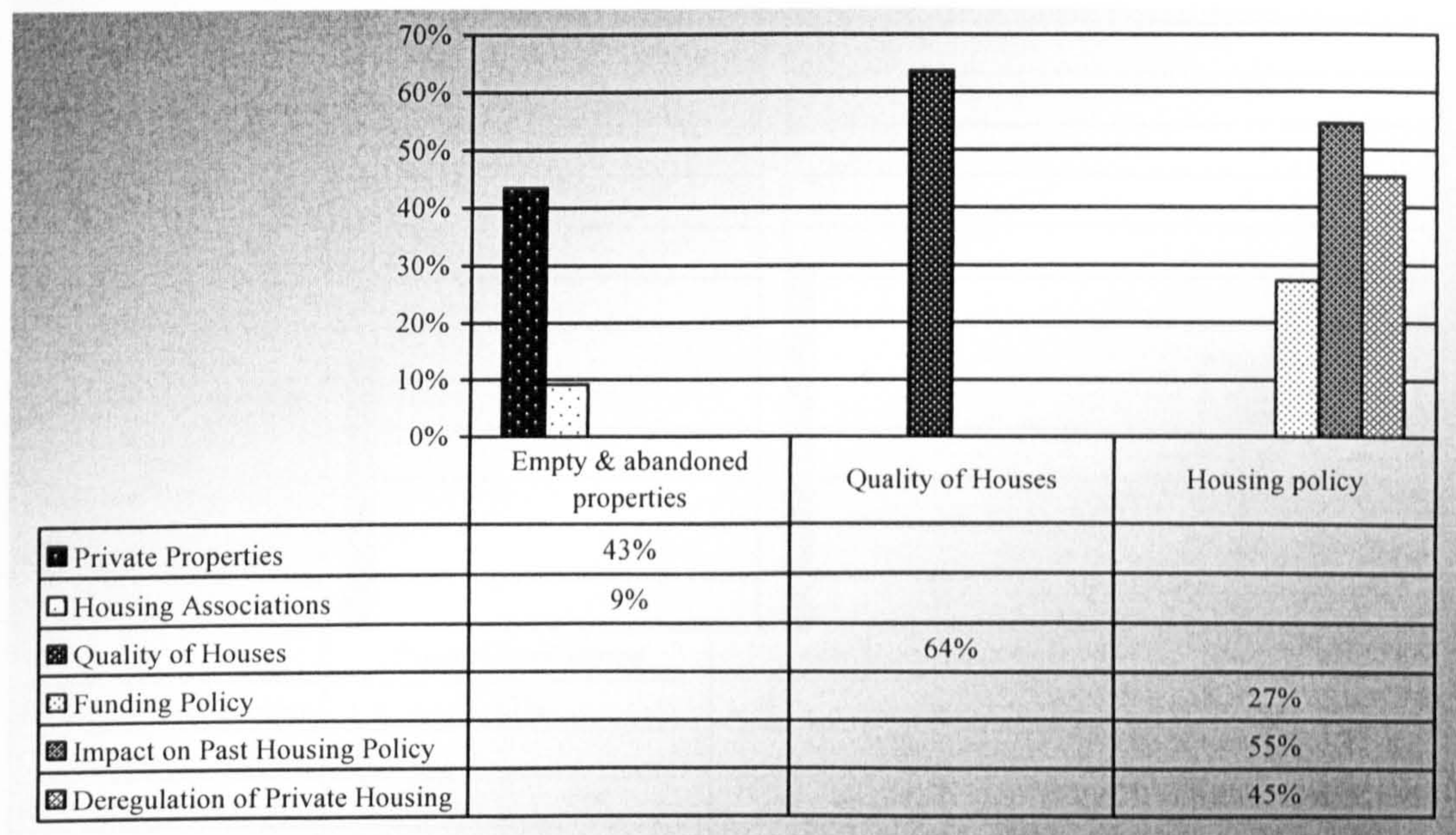


Figure 4.24: Respondents' perceptions of the physical condition of private and rented property, the overall quality of housing, and housing policy (source: Exploratory study)

#### Empty and abandoned properties

About 43% and 9% of the respondents claimed that private properties and housing association properties suffer from empty and abandonment respectively, compared to other types properties in Bank Top and other HMR pathfinder areas.

#### Quality of houses

64% of the respondents responded that majority of houses in Bank Top are in poor conditions (reasons given were 'dampness', 'unfit for habitation', and 'age').

### Housing policy

55% of the respondents quoted that past housing policy has impacted on housing market failure. Examples of features of the old-fashioned houses that made them unfit for modern living were: no separate kitchen, no toilet or toilet at the back yard, no parking space, shared staircases for one bedroom flats, and having no garden.

#### 4.5.1.2 Social factor - desirability of the area

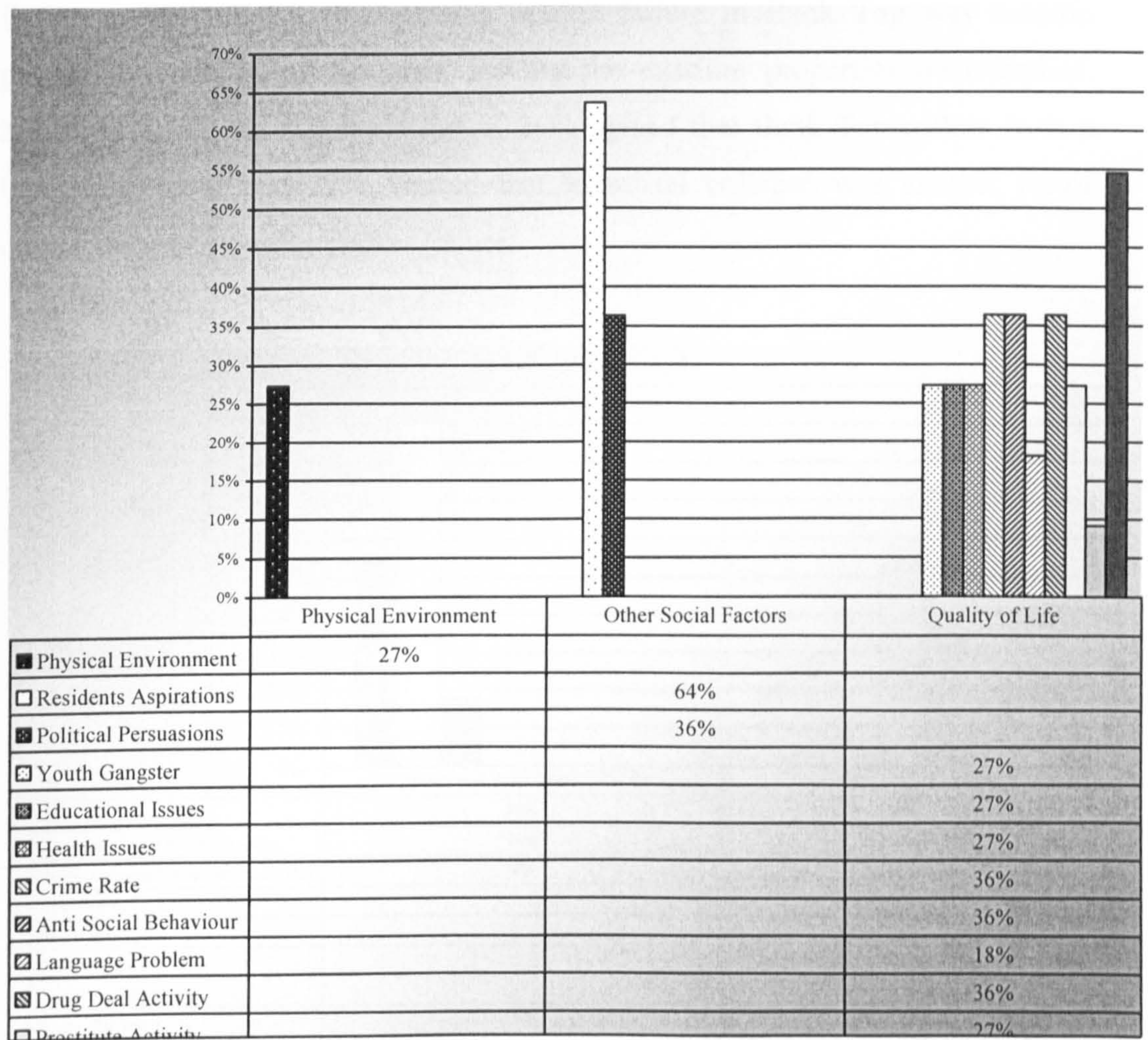


Figure 4.25: Respondents' perceptions on the desirability of Bank Top ADFs  
(source: Exploratory study)

As shown in figure 2.25, 27% of respondents quoted that Bank Top suffers from a bad physical environment characterised by graffiti, rubbish, and litter that contributes to the unpleasant environment. 64% respondents agreed that resident aspirations had changed to desiring a modern living style. Thus, old fashion house

designs did not meet with the aspirations of these residents. Bank Top also suffers from poor quality of life. Issues like crime, anti social behaviour and drug dealer activities are among critical factors that contribute to making it an unhealthy and unsafe place to live.

### 4.5.1.3 Structural factors

As depicted by figure 4.26, 45% of the respondents claimed that one of key factors contributing to the housing market failure in Bank Top was because people moved out of the area, leaving the existing properties oversupplied. Meanwhile, for the economic factor, 36% agreed that Bank Top suffers from a low skills level and 27% viewed that industrial collapse was another factor contributing to housing market failure.

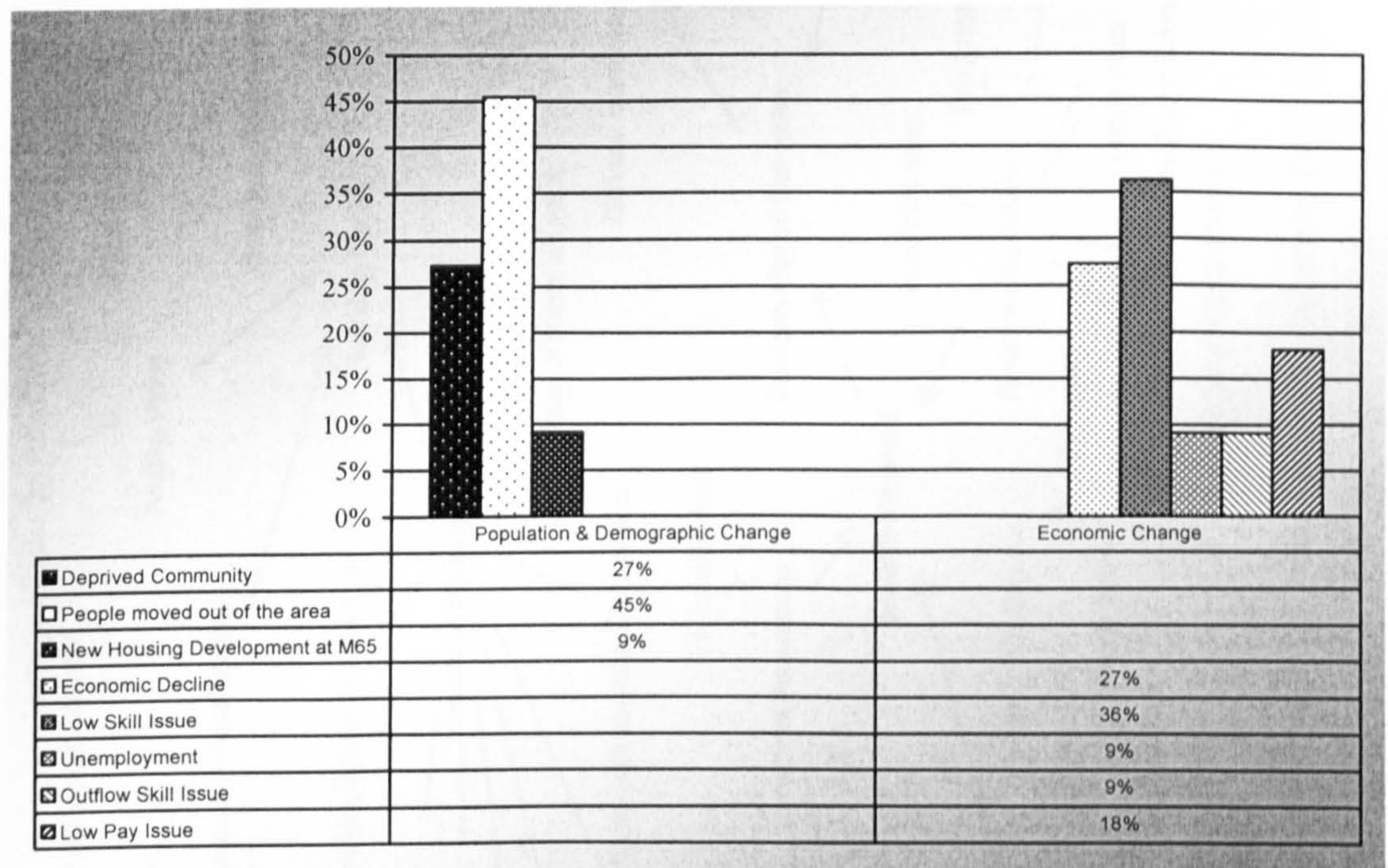


Figure 4.26: Respondents' perceptions on demographic and economic changes (source: Exploratory study)

The overall summary of drivers for housing market failure in Bank Top ADF, Blackburn, East Lancashire is mapped in figure 4.27.

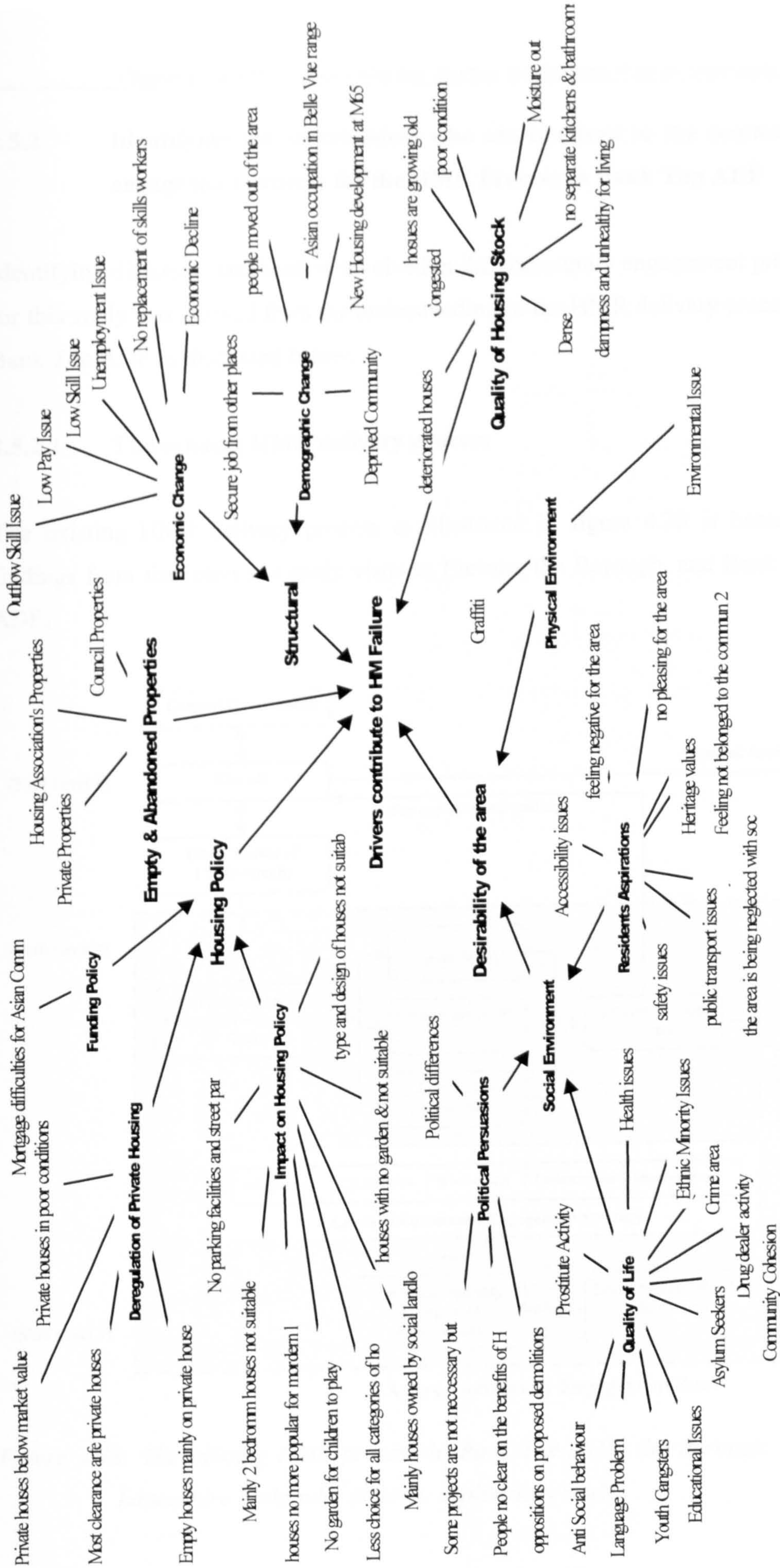


Figure 4.27: A cognitive mapping of drivers for housing market failure in Bank Top ADF, Blackburn, East Lancashire Pathfinder (source: Exploratory study)

## 4.5.2 Identifying the stakeholders who are involved in the community engagement process for the HMR Process in Bank Top ADF

Identifying different stakeholders involved in the community engagement process for this study was derived from the understanding of the HMR delivery process in Bank Top ADF as discussed below.

### 4.5.2.1 The existing HMR delivery process

The existing HMR delivery process as illustrated in figure 4.28 is based on findings from the interview study visits to Elevate, the Borough, and Bank Top ADF.

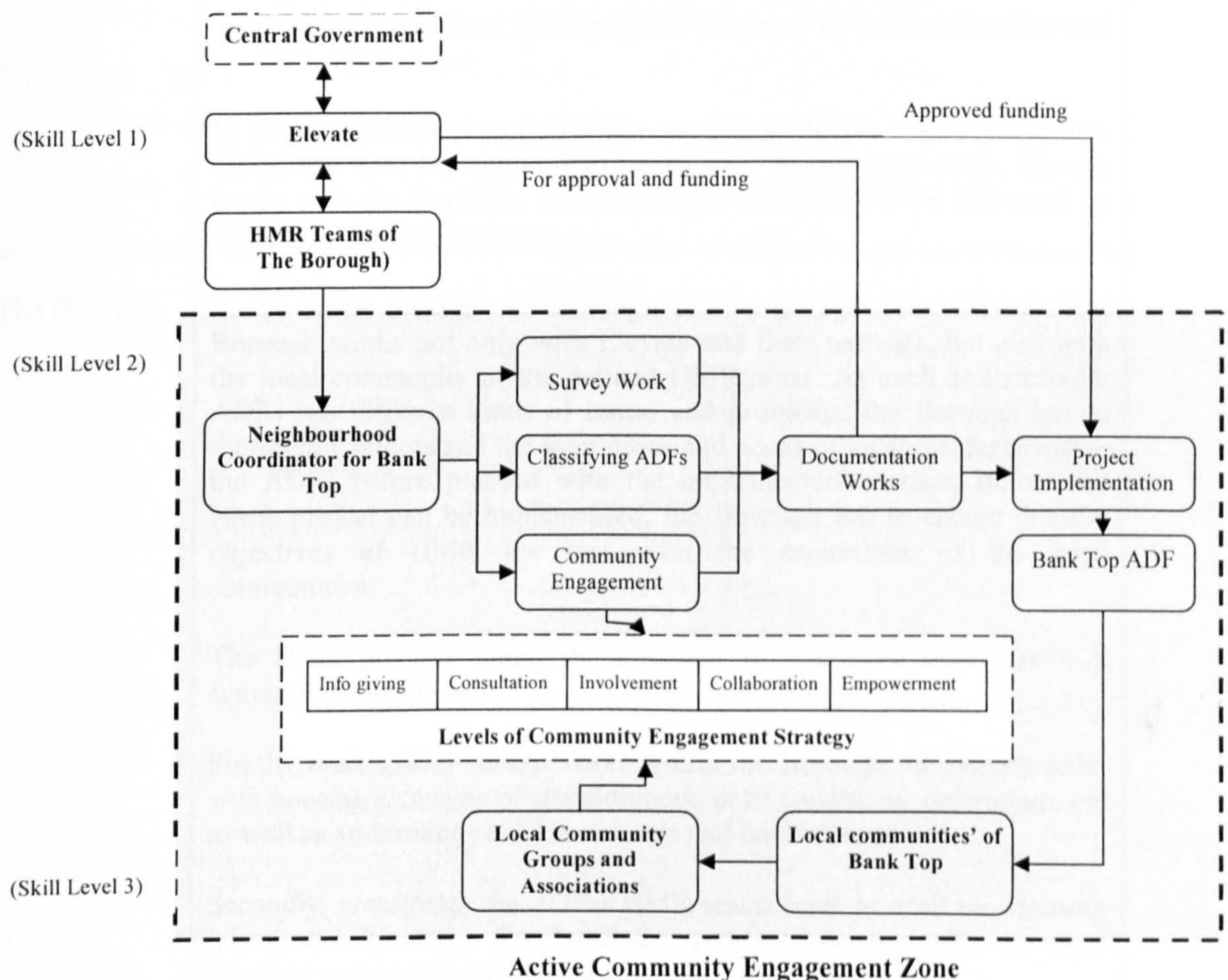


Figure 4.28: The existing HMR process in Bank Top ADF, the Borough, East Lancashire Pathfinder (source: exploratory study)

The summary of the levels of involvement by different stakeholders in the HMR process is shown in Table 4.10 below.

Table 4.10: Levels of different stakeholders' involvement in the HMR process in Bank Top, Blackburn, East Lancashire Pathfinder area (source: exploratory study)

Stakeholders	The roles and scope of works in the HMR process
Elevate East Lancashire Pathfinder	<p>Elevate is a funding organisation for the defined Pathfinder areas across five local authorities of Blackburn with Darwen BC, Burnley BC, Hyndburn BC, Pendle BC and Rossendale BC. Elevate's roles are:</p> <ul style="list-style-type: none"> <li>• to translate the UK Government's HMR policy for the implementation purpose</li> <li>• to prepare and develop strategy plan and business plan</li> <li>• to prepare framework reports for each of the ADFs</li> <li>• to bid for project funding from central government and other funding organisations</li> <li>• to approve and fund HMR projects proposed by local authorities and other stakeholders</li> </ul> <p>In preparing these reports, Elevate worked with five Local Authorities within the East Lancashire Pathfinder area. In this case study, Elevate works with the Borough. These <i>strategic</i> roles need to be addressed by Elevate in the HMR process.</p>
The Borough	<p>In the HMR process, the Borough acts as an agent for Elevate. The Borough works not only with Elevate and their partners, but also with the local community of the defined HMR areas. As each of Pathfinder ADFs has different kinds of issues and problems, the Borough has to thoroughly understand the aspirations and needs of local residents within the ADFs before proceed with the implementation stage. Before the HMR project can be implemented, the Borough has to ensure that the objectives of HMR are met with the aspirations of the local communities.</p> <p>The HMR process within the Borough as illustrated in Figure 4.28 summarised as follows:</p> <p>Firstly, <i>undertaking survey works</i> within the Borough, to identify areas with housing problems of abandonment, unfit conditions, deteriorate, old as well as addressing social, economic and health issues.</p> <p>Secondly, <i>classifying the ADFs</i>: HMR teams have to draft the Housing Investment Zone for the Pathfinder projects, starting with the most deprived areas within the Borough.</p> <p>Thirdly, <i>engaging the community</i>: by issuing Community News letter to disseminate the HMR agenda by consulting and discussing local communities as well as getting their feedbacks/responses on the programmes.</p>

	<p>Finally, <i>preparing documentation works</i>: at this stage HMR teams are working with Elevate on preparing the framework paper for the identified ADFs in the Borough. All the feedback from the community engagement events is included in mapping the document. Elevate will then present the completed documents to central government for funding purposes.</p>
<p>Bank Top Local Communities</p>	<p>Bank Top local community groups are the representative of the Bank Top local communities with different ethnic background and academic qualifications. These local community groups operate within one community centre, known as the Bank Top Community Centre. Bank Top Community Centre is a meeting place for local communities within Bank Top ADF.</p> <p>Based on the findings from the exploratory study, the local community engagement happened during the Community Consultations held by the HMR teams of the Borough, with the local residents and community groups, associations or representatives at the Bank Top Community Centre. So far, two community consultations have taken place.</p>

Understandings the HMR delivery process demonstrates two key findings:

- Stakeholders directly involved in the community engagement process are located within an active community engagement zone (figure 4.28). These stakeholders are the Neighbourhood Regeneration Coordinator of Bank Top, the representatives of Bank Top community groups and associations, and the local communities in Bank Top. There is no direct engagement between Elevate and the local communities of Bank Top along with the HMR process, as the Borough HMR team acts as the middle person or agent between Elevate and Bank Top local communities (Figure 4.28).
- Levels of skills required by different stakeholders for community engagement also sit in an active community engagement zone (figure 4.28). These necessary skills (skill level 2 and skill level 3) as illustrated in figure 4.28 are those skills that need to be acquired for community engagement by the different stakeholders in the HMR process.

#### 4.5.3 Identifying levels of community engagement in the HMR process in Bank Top ADF

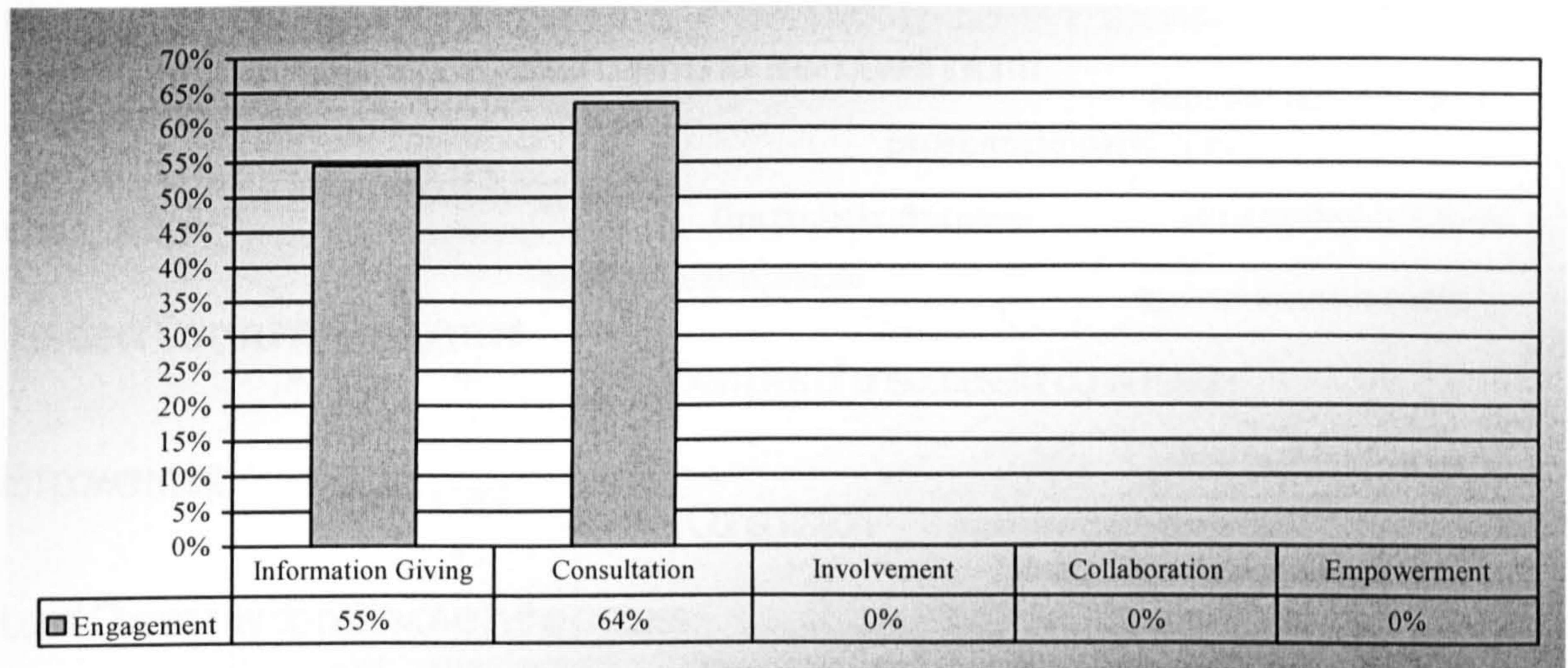
Defining the levels of community engagement for different stakeholders who are involved in the HMR process in Bank Top ADF is essential to:

- Identify the levels of community engagement implemented by different



stakeholders.

- Investigate what the different stakeholder's positions are with respect to the levels of community engagement process with the HMR
- Identify the skills needed, and allocations to be acquired by, the different stakeholders in the community engagement process of the HMR.



*Figure 4.29: Levels of community engagement that took place in the HMR process in Bank Top, Blackburn, East Lancashire Pathfinder (source: exploratory study)*

Research findings from the study interviews reveal that there were only two levels of community engagement being implemented in the HMR process in Bank Top ADF (figure 4.29). 55% of respondents stated that they only experienced an information-giving level in the community engagement process, whilst 64% respondents claimed that they had also experienced consultation-level input into the process. The information-giving was carried out by distributing community newsletters, leaflets, board stands and posters while consultation events were held on the 27<sup>th</sup> and 30<sup>th</sup> August 2003 and 9<sup>th</sup> November 2003 at the Bank Top Community Centre.

Furthermore, local communities' feedback and experience from the community engagement are mapped in figure 4.30. The way that these two levels of community engagement were being implemented did not meet with local communities' expectations. Some local community groups (for example, the

‘elderly’ group) claimed that they were neither informed nor consulted about the HMR that being developed in their areas. For the consultation events, some local people claimed the events were about informing them about the project, rather than consulting them.



Figure 4.30: Cognitive mapping for the levels of engagement that were being practised in the HMR process in Bank Top ADF (source: exploratory study)

Understanding the community engagement process implemented by different stakeholders in Bank Top ADF revealed two key findings:

- There is no full level of community engagement that was implemented by different stakeholders in the HMR process. Evidence revealed that there are only two levels of engagement (i.e. Information giving and Consultation) being implemented by different stakeholders in Bank Top ADF.
- There is no equality of participation amongst the different stakeholders involved in the community engagement process. For example, local communities in Bank Top were acting as passive participants in the community engagement process of the HMR process. They were only consulted, and not fully engaged, either in the decision-making, or in the

preliminary planning design. This contradicts the Community Engagement Strategy developed by Elevate (2005) that outlines four levels of community engagement for local authorities and their partners to engage local communities in the HMR process.

#### 4.5.4 Defining the stakeholder's experiences, views and expectations in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder

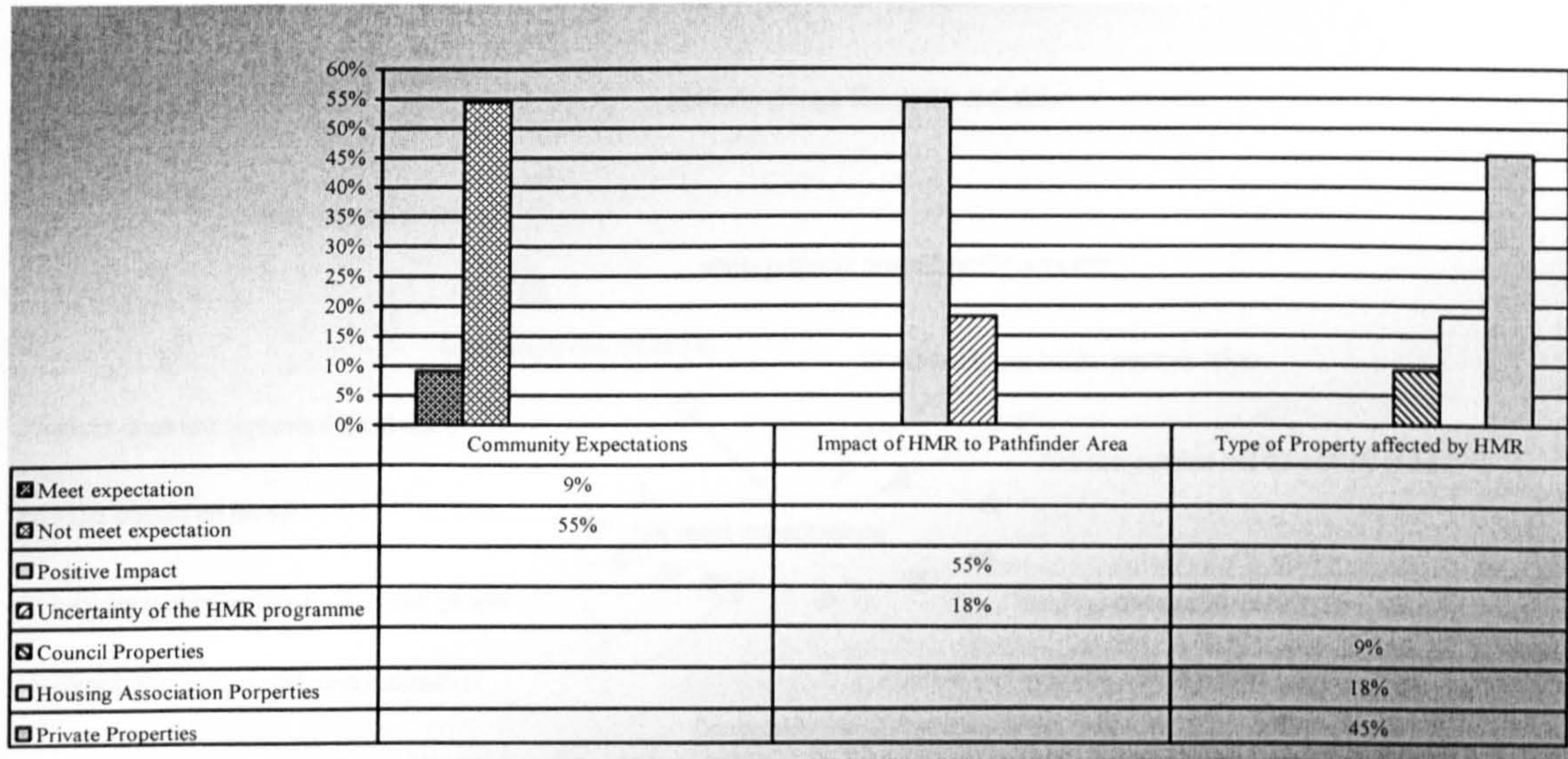


Figure 4.31: Stakeholder's experiences, views and expectations from the HMR process in Bank Top, Blackburn, East Lancashire Pathfinder (source: exploratory study)

Research findings (figure 4.31) indicate that the majority (55%) of the respondents viewed that the HMR process did not meet with their expectations. They claimed that the HMR does not represent the local values and culture of the area. Some claimed that local communities were not consulted, especially on issues like places that the community wanted to be inhabited. They wanted local values to be integrated within the programme, which could create a sense of belonging. However, a majority of the respondents (55%) agreed that the HMR had a positive impact on their neighbourhood, whereas 18% of the respondents were uncertain about what the future holds for the HMR within their area.

In addition, the way that the HMR has been delivered does not meet with local

communities' expectations. For example, some local communities claimed that the project breaks up the existing community, and doesn't represent local values. Local people expect their representative be part of the board, which designs and plans the project. They expected that there should be a long-term relationship between local communities and the people on board. Some examples of community expectations in the HMR process in Bank Top are illustrated in Figure 4.32.



Figure 4.32: Cognitive mapping for the community expectations in the HMR process in Bank Top (source: exploratory study)

#### 4.5.5 The necessary skills required to improve on the level of community engagement by different stakeholders in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder

The research findings (Figure 4.33 and Table 4.11) identify that most respondents agreed and recognised the needs for the stakeholders to acquire generic skills in addition to the technical and professional skills in the HMR process.

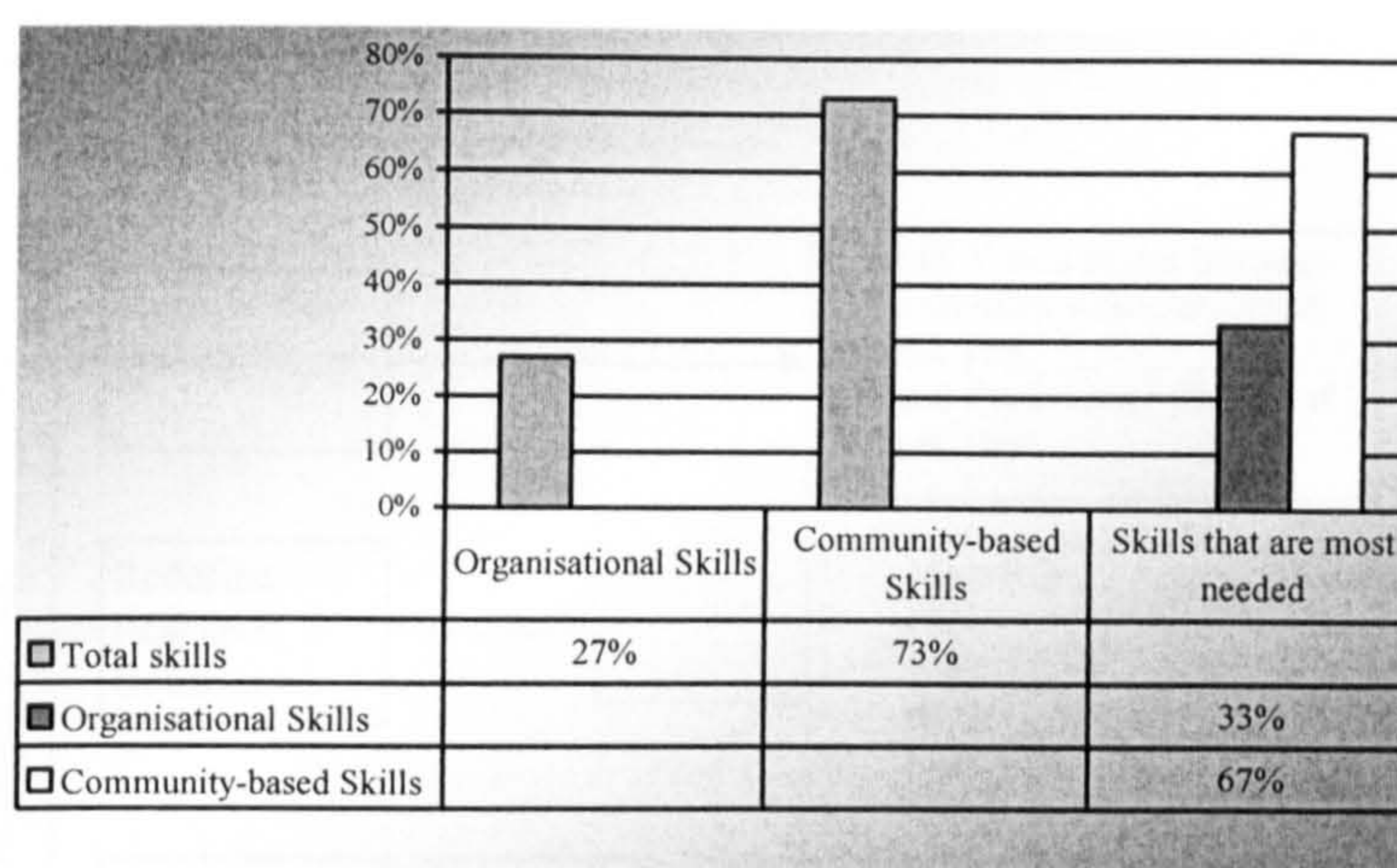


Figure 4.33: The generic skills that are recognised by the respondents for the HMR process (source: exploratory study)

Research findings identify 33 types of generic skills that are important for the HMR process. These generic skills, as tabulated in Table 4.11, are classified into two main themes: organisational skills and community-based skills. The research findings also identified the skills priorities (which are mainly on community-based skills) that are important for the success of the HMR process.

Table 4.11: The generic skills recognised by the respondents for the HMR process (source: exploratory study)

Generic skills		Skills that are most needed	
Organisational skills	Community-based skills	Organisational skills	Community-based skills
1. Administrative skills	1. Local Knowledge skills	1. Project management skills	1. Communication skills
2. Creativity skills	2. Supporting skills	2. Financial management skills	2. Consultation skills
3. Innovation skills	3. Communication skills		3. Listening skills
4. Financial management skills	4. Consultation skills		4. Expressing view skills
5. Outsourcing skills	5. Role-playing skills		
6. Project Management skills	6. Listening skills		
7. Presentation skills	7. Convincing skills		
8. Planning skills	8. Political understanding skills		
9. Skills to deal with stakeholders	9. Engagement skills		
10. Skills for discussion & meetings	10. Motivating skills		
	11. Capacity building skills		
	12. Personal skills		
	13. Skill to deal with local people		
	14. Persuasion skills		
	15. Encouraging skills		
	16. Community skills		
	17. Social skills		
	18. Appreciation skills		
	19. Expressing views skills		
	20. Confidence skills		
	21. Common values skill		
	22. Ordinary people skill		
	23. Skill to deal with neighbours		
	24. Skill to deal with young people		
9 (27%)	24 (73%)	2 (33%)	4 (67%)
33		6	

## 4.6 A Research Reflection

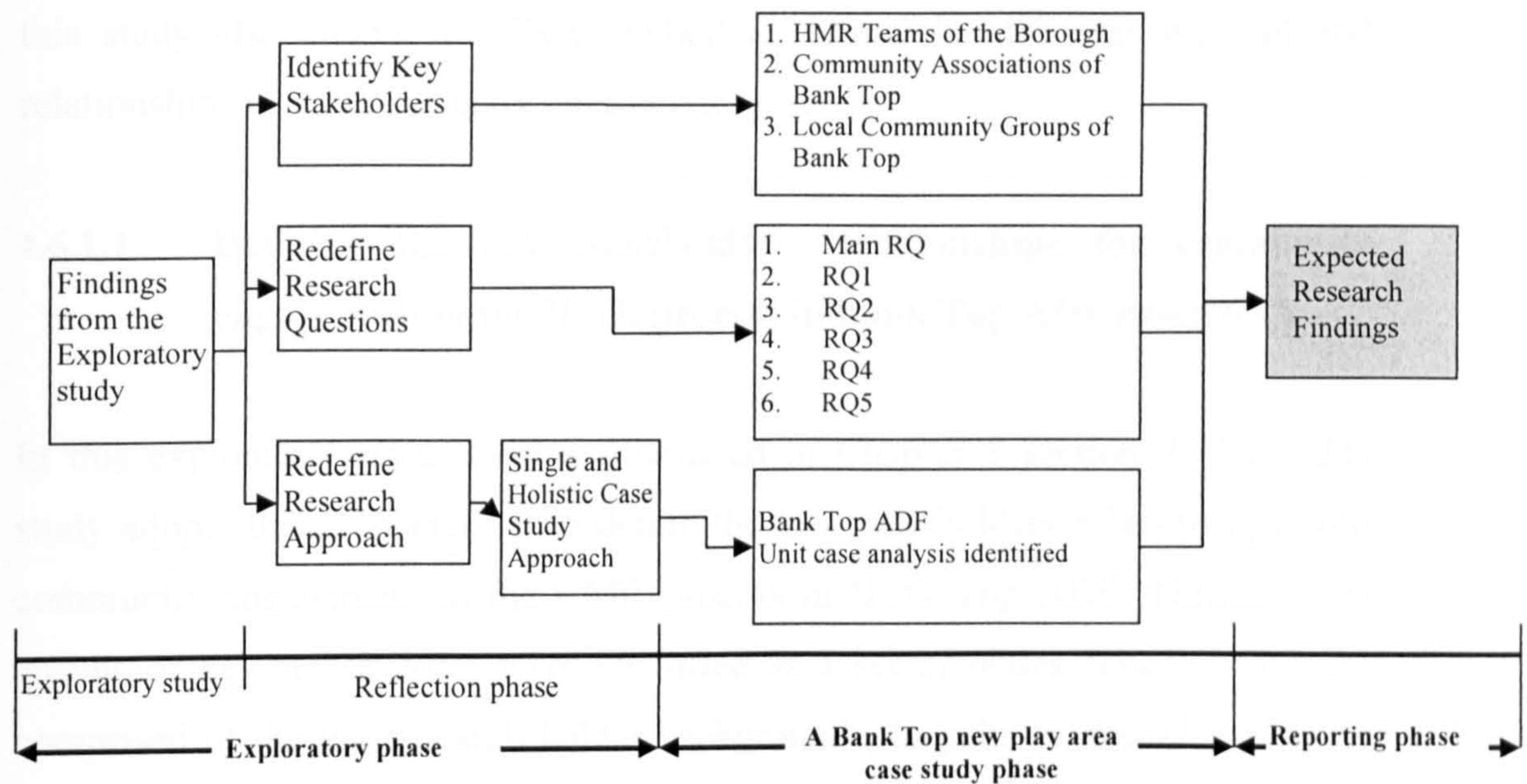


Figure 4.34: Research reflections that link to a Bank Top new play area case study

As illustrated in figure 4.34, this section outlines the development of the methodology based on the findings of the exploratory study to a Bank Top new play area case study. These include the approaches taken, the rationale of these approaches and some of the practical issues of data collection. This case study approach leads to the development and use of several research methods. This section clarifies the approaches used, and the choices made from the findings of the exploratory phase to the practical aspects of HMR process.

### 4.6.1 Different stakeholders who are involved in the HMR process in Bank Top ADF

Identifying key stakeholders who are involved in the HMR process in the exploratory phase is very important in order to:

- Identify different stakeholders' relationships and those are most connected for community engagement process
- Define unit case of analysis for a Bank Top new play area case study phase

To identify those different stakeholders, this study starts with the understanding of the HMR process in Bank Top ADF as discussed in 4.5.2 above. In addition, this study also adopts the SNA method to define the different stakeholders' relationships in the community engagement process.

#### **4.6.1.1 Defining the key stakeholders' relationships for community engagement in the HMR process in Bank Top ADF using SNA**

In this exploratory phase (and as discussed in Chapter 3 section 3.7.2.3), this study adopts the SNA method to define the key stakeholders relationships with community engagement in the HMR process in Bank Top ADF. Thirteen (13) groups of key stakeholders were identified as a set of nodes. These nodes are comprised of the various stakeholder backgrounds, to gain an overall picture of the wider stakeholders' views and experiences during the HMR process. The relationships among the nodes are referred to as 'the network'.

The network is made up of nodes and paths. The network analysis defines the characteristics of the network, nodes and the paths. The data that were collected from the interview visits at Elevate, the Borough and Bank Top, are used to define the structure of network. The nodes within this study are as follows:

1. Elevate East Lancashire Pathfinder Organisation
2. HMR Teams of the Borough
3. Neighbourhood Coordinator of Bank Top ADF
4. Community Associations Forum of Bank Top ADF
5. Independent Tenant Association Federation of Bank Top ADF
6. Bank Top Community Centre – local community activity centre
7. Bank Top Community Associations for campaigning and access to social activities
8. Community Group-Parents Action for Community and Town (PACT)
9. Community Group-The St. Barnabas Church café and bookshop
10. Community Group-The Asian Community of Bank Top
11. Community Group-The Neighbourhood Action Group 101 (NAG 101)
12. The Recognised Tenants Associations – for Registered social landlords' tenants
13. Housing Association-Housing Manager Twin Valley Homes

The paths are defined using simple objective measures to define the structure. Within this exploratory study, the network contains 13 members. The paths are developed to measure: Quantity of relationship (Frequency) and; Network

centrality measures (Krebs, 2000; Wasserman & Faust, 1994; Scott, 1992)

**1) Displaying the data**

The data is displayed in two formats, namely the matrix (Table 4.12) and the sociogram (Figure 4.35). The matrix shows simple patterns and the clustering of relationships. The sociogram shows the relationships more clearly.

Table 4.12: The stakeholders' frequency relationships in binary matrix  
(source: exploratory study)

S/holders	1	2	3	4	5	6	7	8	9	10	11	12	13	Freq
1		x												1
2	x		x											2
3		x		x										2
4			x		x		x							3
5				x								x	x	3
6							x	x			x			3
7				x		x		x	x	x		x		6
8						x	x							2
9							x							1
10							x							1
11						x						x	x	3
12					x		x				x		x	4
13					x						x	x		3
<b>Freq</b>	1	2	2	3	3	3	6	2	1	1	3	4	3	

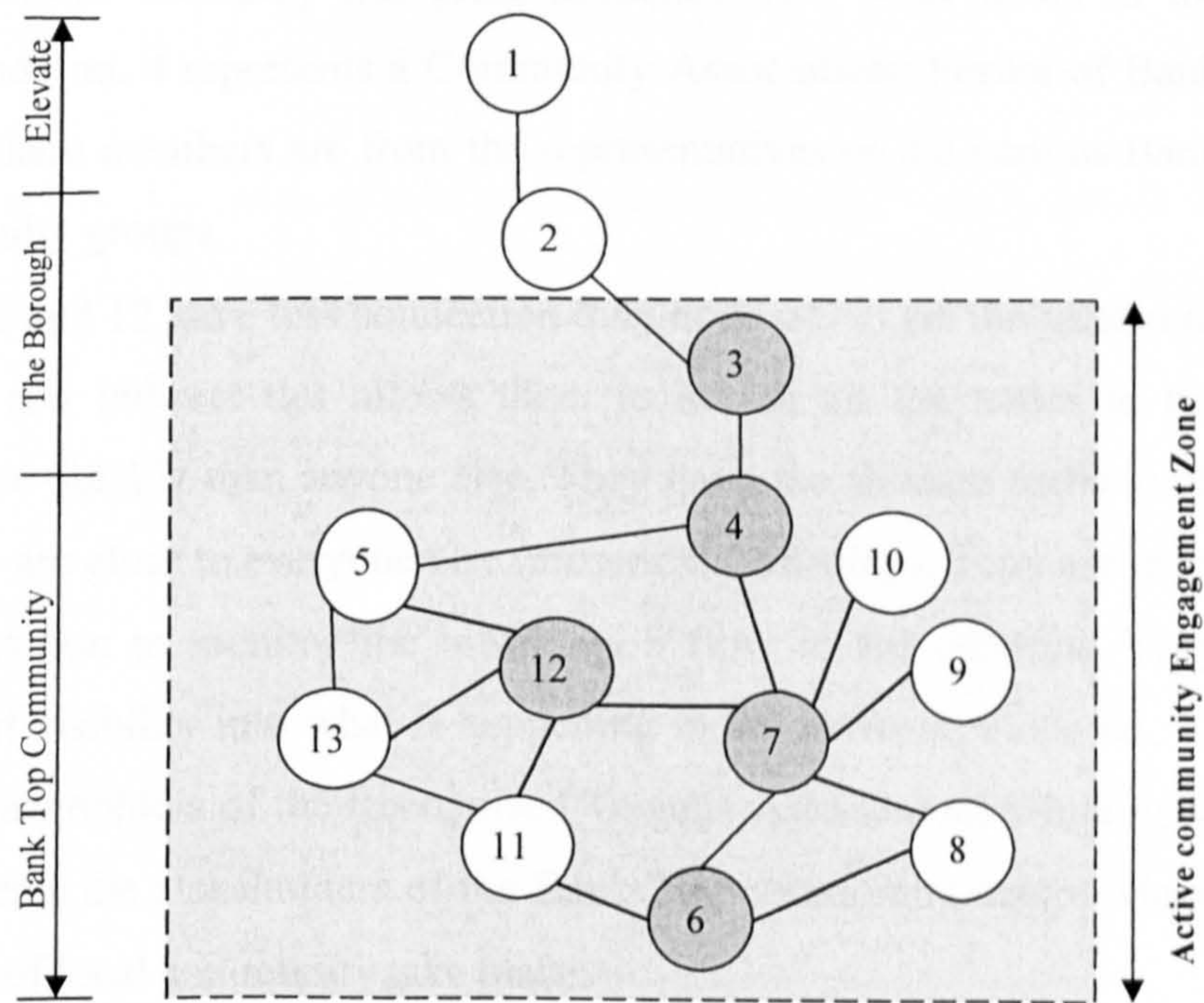


Figure 4.35: The stakeholders' relationships represented by lines (sociogram)  
(source: exploratory study)



In this study, the presence of a relationship is bi-directional, i.e. if 1 relates to 2, then 2 relates to 1, therefore the top half of the matrix is redundant. This can be translated into a sociogram, (a line diagram to show the nodes and the relationships, as in figure 4.35).

The sociogram in figure 4.35 shows that:

- There are direct and indirect links among the stakeholders in the network. By using the concept of *degree centrality*, node no. 7 is the most connected member of the network. Node no. 7 has the most direct connections and the most active node in the network. It is considered as a ‘connector’ or ‘hub’ in this network. Node no. 7 represents the Community Associations of various groups and activities for Bank Top area.
- Based on the frequency of relationships, the second most connected nodes are no.’s 4, 5, 6, 11, 12 and 13. Compares to nodes no 12, node no. 4 has few direct connections, but it has one of the best locations in the network. It is between two important constituencies or links and plays a ‘broker’ role within the network. Without node no. 4, node no.’s 1,2, and 3 would be cut off from information and knowledge in node no. 7’s cluster. A node with high *betweenness centrality* has great influence over what flows in the network. Node no. 4 represents a Community Associations Forum of Bank Top ADF where members are from the representatives of the various Bank Top community groups.
- Node no.’s 6 and 12 have less connection than node no. 7, yet the pattern of their direct and indirect ties allows them to access all the nodes in the network more quickly than anyone else. They have the shortest paths to all others. They are close to everyone else (*closeness centrality*). They are in an excellent position to monitor the information flow in the network. They have the best visibility into what is happening in the network. Node no. 12 represents stakeholders of the Recognised Tenants Associations while node no. 6 represents the stakeholders of the Bank Top community centre where all activities of local community take place.
- Figure 4.35 suggests that the network centrality measures for the community engagement in the HMR process in Bank Top is located within

the local community activity context. The community engagement activity is centred within the local communities where local people and local community groups are the active stakeholders to be engaged in the HMR process. These stakeholders are presented by node no.'s. 4, 6, 7 and 12.

- Meanwhile, node no. 3 is also very important. This node plays an important role as an agent in the network. This node acts like a bridge between the local people or community groups, and the higher organisations, for this study, these higher organisations are the Borough and Elevate East Lancashire Pathfinder. Without node no. 3, the communication between these two entities will be cut off. Node no. 3 represents the stakeholders from the Borough's HMR teams of the Bank Top ADF.

As such, for the purpose of this study, only key stakeholders located within the '*Active Community Engagement Zone*' as illustrated in figure 4.35 are recognised and chosen as the samples and units of analysis. These stakeholders are:

- The immediate HMR teams of the Borough for Bank Top ADF.
- Various local community groups and associations who have experience in the community engagement process for HMR projects in Bank Top ADF.

#### **4.6.2 Refining research questions**

The research questions that were developed in chapter 2 are further refined to reflect the findings from the exploratory pilot case study. These questions (as in chapter 1) are posed again in this chapter, and comprise one main research question with five sub-questions.

The main research question is:

'What are the necessary skills that need to be acquired in order to attain the full level of community engagement by different stakeholders in the delivery process of a new play area project in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?'

The sub-questions are:

RQ1 'Who are the stakeholders and what are the tasks for the different

stakeholders involved in the engagement process of delivering a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?’

RQ2 ‘What level of community engagement are implemented by the different stakeholders involved in the delivery process of a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?’

RQ3 ‘Why are full levels of community engagement not successfully implemented by the different stakeholders involved in the delivery process of a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?’

RQ4 ‘What are the stakeholders’ expectations from the community engagement process in the delivery process of a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?’

RQ5 ‘What skills need to be acquired by the different stakeholders involved in the engagement process of delivering a Bank Top new play area in Bank Top ADF, Blackburn, East Lancashire Pathfinder?’

These five sub-questions have been developed to identify the skills needed to be acquired by the different stakeholders to attain the full level of community engagement in the HMR process in Bank Top ADF, and to answer a main research question posed in this study.

#### **4.6.3 Refining research approach – single and holistic case study**

Gaining understanding of the workings of the existing HMR delivery process, the levels of community engagement that took place, and the local communities’ expectations in the HMR process (in Bank Top ADF) leads to further questions. The questions as raised below are essential to measure and identify the necessary skills that need to be deployed among the different stakeholders who are involved in the HMR process in Bank Top ADF:

- In-depth understanding on levels of community engagement that were implemented by the different stakeholders who are involved in the HMR process in Bank Top ADF.

- In-depth understanding on the barriers to improving the full level of community engagement, by the different stakeholders involved in the HMR process in Bank Top ADF.
- In-depth understanding on the stakeholders' expectations from the community engagement process of the HMR in Bank Top ADF.

To thoroughly understand and answer those questions that emerge from the findings of this exploratory phase, the author decided to revisit the Bank Top ADF. Adjustments were done for this study to reflect the gaps that emerged from the findings of the exploratory study for the Bank Top ADF.

They are as follows:

- This study needs to thoroughly understand the levels of community engagement that were implemented by the different stakeholders involved in the HMR process.
- This study needs to thoroughly understand the local communities' expectations from the community engagement process of the HMR in Bank Top ADF.
- This study needs to identify the barriers to improving the full level of community engagement in the HMR process in Bank Top ADF.
- The stakeholders who have direct engagement and are the most contactable in the community engagement process are chosen as respondents for a main case study phase. So, this case study is only on the recognised stakeholders from the HMR teams of the Borough, and the relevant local community groups of Bank Top ADF who have experience with the community engagement in the HMR process.

To answer those questions, a newly completed Bank Top play area is chosen as a unit case of analysis for this study. This single and holistic case study seeks to identify the necessary skills required to attain the full level of community engagement with the different stakeholders in the HMR process. Findings from the Bank Top new play area case study phase will validate and verify findings of the exploratory phase.

Based on the arguments above, a choice of a single and holistic single case study is significant, where the Bank Top new play area is chosen as the only unit case of analysis within Bank Top ADF context. In addition, it is essential for this study to have an in-depth understanding on what the necessary skills requirements are in order to improve the full level of community engagement with the different stakeholders in the HMR process in Bank Top ADF.

#### **4.7 Summary and Link**

This chapter has presented key findings from the exploratory phase. Three main themes of study propositions have been identified:

- Key stakeholders who are involved in the engagement process
- Refinement of research questions and
- A choice of a single case study methodology.

Key findings from this exploratory study also generate thinking on related issues that are used to form part of a framework development for identifying the necessary skills needed for community engagement by the different stakeholders in the HMR process. The development of the framework is presented and discussed in Chapter five.

## CHAPTER 5

### DEVELOPING A FRAMEWORK FOR IDENTIFYING THE SKILLS FOR COMMUNITY ENGAGEMENT IN THE HMR PROCESS

#### 5.1 Introduction

This chapter presents and discusses a framework for identifying the necessary skills needed to improve the full level of community engagement by different stakeholders in the HMR process. It outlines the methodology for developing the framework that is based on: both thinking of deductive reasoning and inductive reasoning; the ideas of the ladder of participation by Wilcox (1994) and Arnstein (1969); and the principles of the community engagement strategies by Elevate (2005) and Wilcox (1994). The framework is essential as it is used as an approach for identifying necessary skills need for community engagement by the different stakeholders involved in the process of delivering a Bank Top new play area; and to answer research questions posed in this study.

#### 5.2 Method and Approach

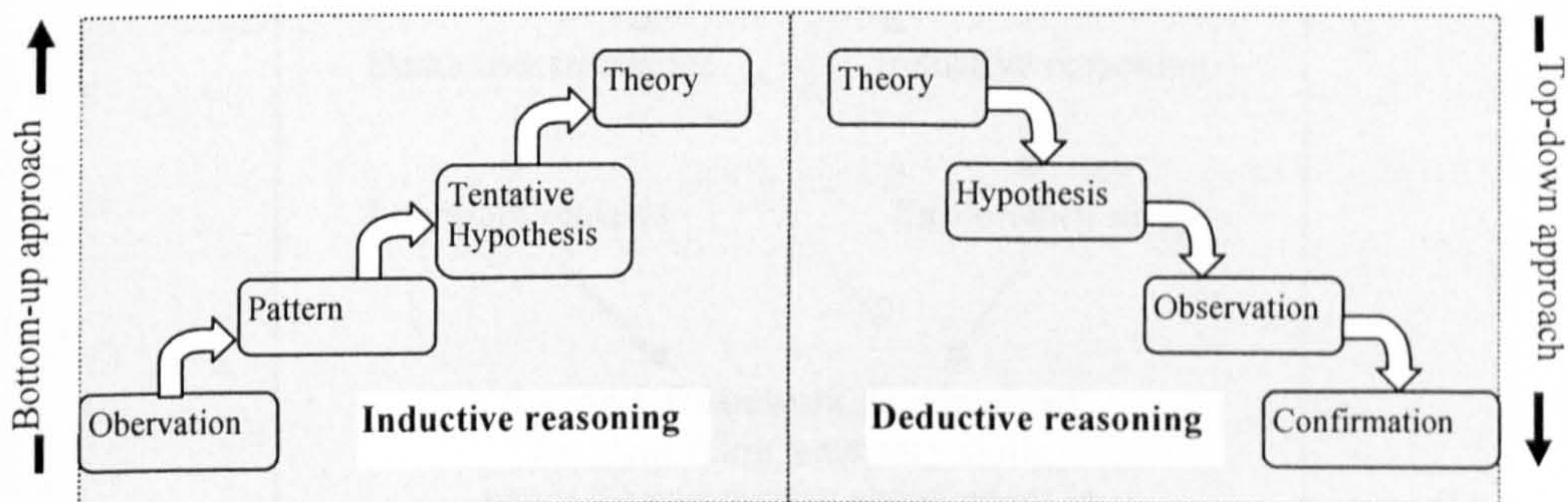
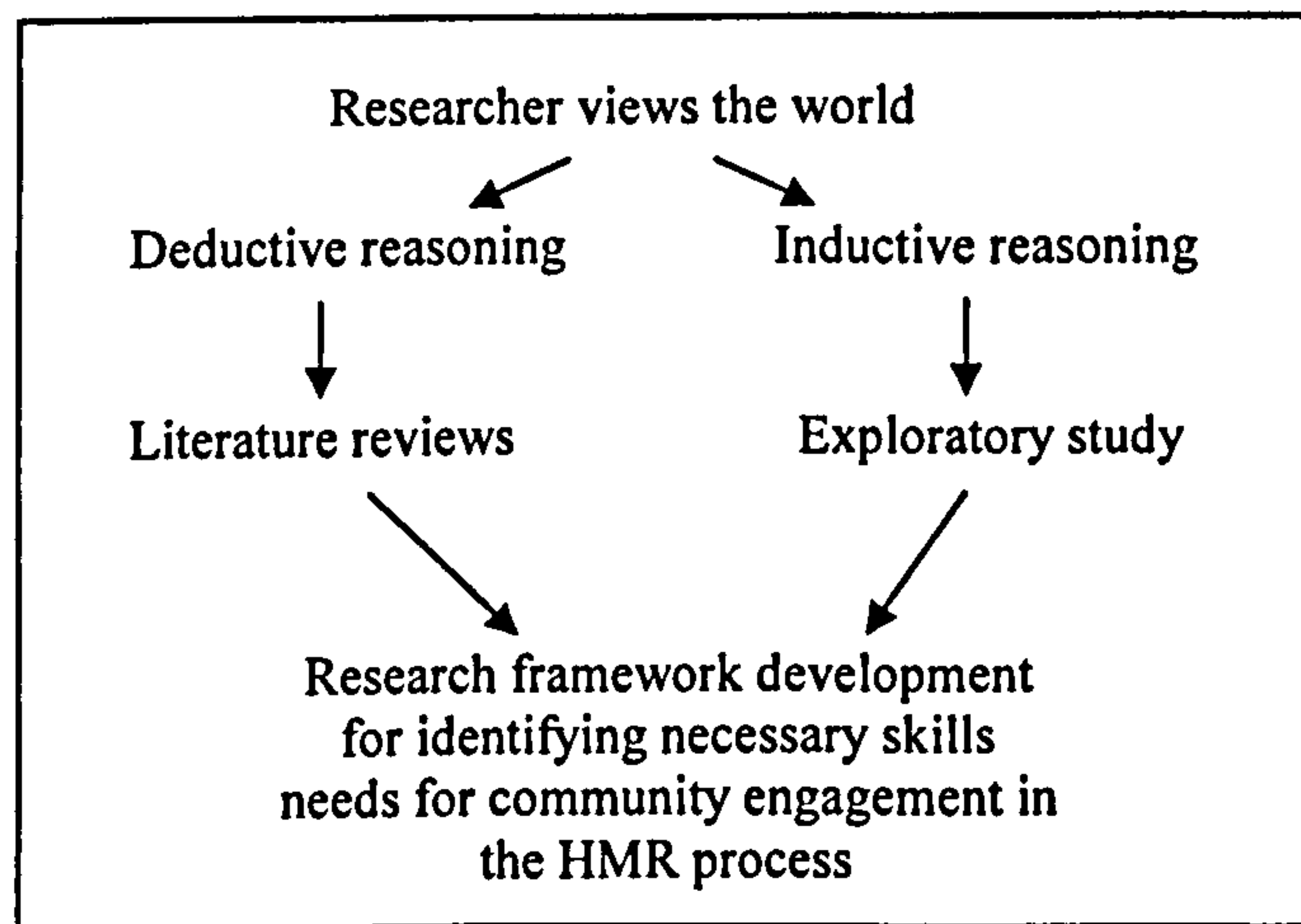


Figure 5.1: Deductive and inductive reasoning (source: Trochim, 2006)

The development of a framework is derived from two methods of thinking: *deductive* reasoning and *inductive* reasoning. As illustrated in figure 5.1 above, deductive reasoning, which is also known as a top-down approach, works from more general to more specific thinking of topic of interests and is concerned with testing hypotheses (Trochim, 2006). On the other hand, inductive reasoning,

which is also known as a bottom-up approach, works from specific observations to broader generalisations and theories, and is more exploratory in nature (Trochim, 2006).

In this study, deductive reasoning is adopted to gain issues that emerged from the relevant literature searches, whilst inductive reasoning is used to acquire issues that are emerged from the exploratory study results. These two methods are used to generate links between practice, theory and research in the development of a framework. They are linked to each other to provide the knowledge base for identifying the necessary skills needed to be acquired for community engagement by the different stakeholders involved in the HMR process. Basically, theory, which is derived from the literature reviews and syntheses, is a set of interrelated concepts that provides a systematic view of a phenomenon under study. It guides practice and research that enables testing of theory, and generates questions for theory building and practice guidelines. How these deductive and inductive reasonings led to the development of a framework for identifying the necessary skills needed for community engagement in the HMR process is illustrated in figure 5.2 below.



*Figure 5.2: Research framework development using deductive and inductive reasoning (source: Trochim, 2006)*

This methodological approach that is derived from deductive and inductive reasoning is significant for framework development. Details on how the framework was developed are presented in the next section.

## **5.2.1 Deductive approach – literature surveys and results**

The brief literature reviews that led to the deduction of the necessary skills needed for community engagement in the HMR process were mainly from four areas as discussed below. Details of the literature findings were discussed in Chapter 2.

### **5.2.1.1 The Egan review report on skills for sustainable communities**

The Egan Review Report (2004) set out to look at the skills needed to deliver sustainable communities. The HMR is part of the strategy for the ‘Sustainable Communities’ agenda (ODPM, 2003). Understanding the necessary skills needed within the wider implications for sustainable communities (with particular focus on the built environment embedded within the Egan report), is considered essential for this study. The Egan report suggests that the delivery of sustainable communities and the skills needed to support delivery have much in common with the way that a successful organisation operates, and the skills that they display. The report further describes the generic skills considered as being essential for delivering sustainable communities. The lack of generic skills and knowledge in regeneration are perceived barriers to the delivery of sustainable communities. The Turner and Townsend Group (2004) further supports Egan’s report, and their findings concluded that the society or local community has not been well served by the existing professionals, as they are unwilling or unable to engage with local communities. Conclusively, the need for necessary skills for any regeneration programme is inevitable but, the Egan’s report does not specifically address on how these skills need to be deployed and allocated among the stakeholders involved in the delivery of sustainable communities. The report also does not describe what levels of skills are needed to engage successfully with local communities, if they are considered as a focus for any regeneration programmes (Brickell, 2000).

### **5.2.1.2 The conflict between the pathfinder’s intentions and the local communities’ expectations**

Putting people at the heart of the regeneration programmes (Brickell, 2000) such



as the HMR, invokes the expectations and aspirations of local communities, which need to be integrated as part of the programme (Fagan, 1996). Evidence indicates that local opposition to the massive clearance of thousands of unfit houses in the Pathfinder areas in the Northwest of England suggests there is a conflict between the Pathfinder's intentions, and local communities' expectations. It is because local communities know what kind of neighbourhood they want to live in better. Any HMR projects should be designed for sustaining the existing communities, and not force them to move elsewhere (Clover, 2004; 2005; Ungoed-Thomas, 2005; Flanagan, 2005; Tonight with Trevor McDonald programme; 2006). The HMR should also consider making local communities feel a *sense of place*. And, this is no doubt generates a need to implement full levels of community engagement in the HMR process. The conflict between the pathfinder's objectives and the local communities' aspirations also highlights a skills gap that needs to be acquired to improve the level of community engagement, by the different stakeholders in the HMR process.

### **5.2.1.3 Legislative frameworks for community engagement in the HMR process**

The importance of the necessary skills needs for community engagement is widely addressed in the legislative frameworks that mainly discuss the local communities' involvement in influencing decisions in any regeneration process. For example, the '*Sustainability Framework for Housing Market Restructure in East Lancashire*' (Elevate) states that an effective community engagement should be a centre for any housing market restructuring in the East Lancashire. Involving local communities in the HMR process, especially in the design process, can help to secure their commitment to an area. Furthermore, local communities have a strong sense of their neighbourhood, and local historical values, which make an area feel so special to the residents. This will retain the identity of the area even though the clearance and redevelopment works have taken place. Other extensive legislative frameworks that govern community engagement with local communities, especially in the planning works are also summarised and discussed in Chapter 2 section 2.7.3.

These legislative frameworks have directly required local authorities to consider engaging local communities at the early stage of the planning process. The implications are that there are now statutory requirements for community engagement for the stakeholders involved in the HMR process. In other words, any HMR activity should tie in with local community engagement. In addition, these legislative frameworks also clarify and raise awareness on how and to what extent local communities should be engaged at each level of the planning process.

#### **5.2.1.4 The lack of guidance for improving community engagement**

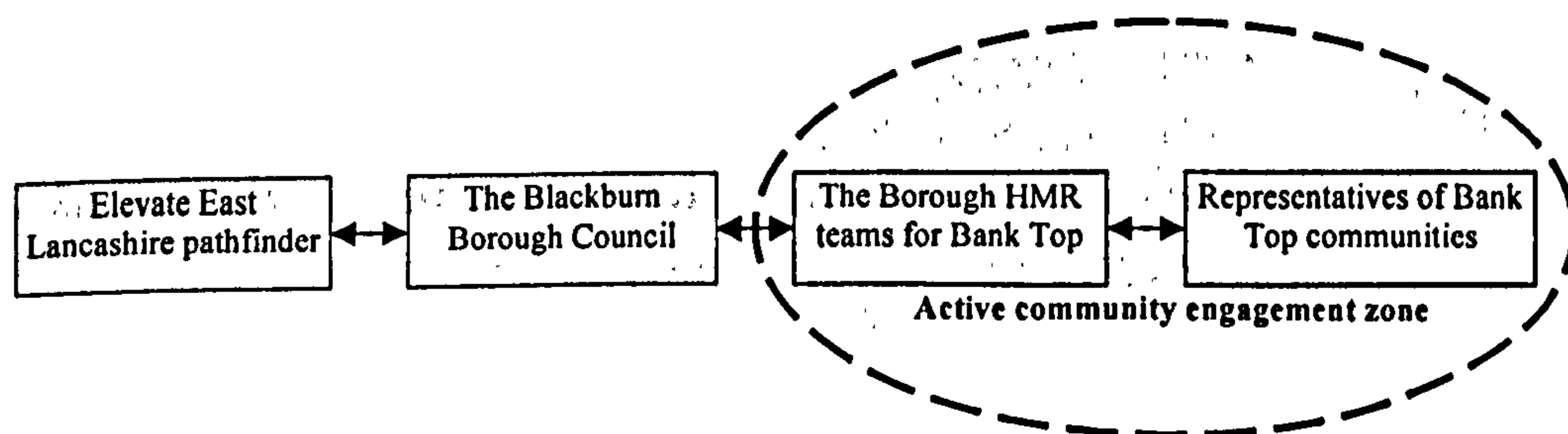
There was little guidance on community engagement in the HMR process until the recent statement made by the Government that emphasised that all the Pathfinders set clear and acceptable approaches to community engagement in the delivery process (HC, 2005). The statement was made in response to the Eight's report on empty houses and low demand by the ODPM's select committee on housing, planning, local government and the regions (2005). This proposes that the Government issues new guidance for community engagement for all Pathfinders. However, the statement is also seen as a response to the recent negative media coverage of the Pathfinder's activities (Clover, 2004; 2005; Ungoed-Thomas, 2005; Flanagan, 2005; 'Tonight with Trevor McDonald' programme; 2006). The statement can be seen as positive evidence that the Government takes community engagement seriously, and expects the Pathfinders to do the same in the HMR process. Even though the guidance for community engagement may be forthcoming, the Pathfinders are still bound by the statutory duties to engage with local communities on any activity such as a demolition or compulsory purchase order works. With the programme as large as the HMR, the need for guidance for community engagement is essential. From the beginning, identifying levels for community engagement in the HMR process can lead to the identification of the necessary skills that need to be acquired for implementing full levels of community engagement by the stakeholders in the HMR process. In doing so, Elevate (2005) has outlined four levels of community engagement strategies for local authorities to engage with local communities within the East Lancashire pathfinder areas that comprise of: *Information-giving; Consultation; Involvement; and Empowerment*. These four levels of community engagement

strategies were developed to provide local authorities and their partners with some broad principles for them to engage with local communities (Elevate, 2005). Elevate expects that local authorities will consider these four levels of community engagement strategy, and ensure that any community engagement work is in line with the principles outlined in these strategies. However, these community engagement strategies are only focusing on Local Authority staff and their partners to engage with local communities in the HMR process. The strategies do not provide for local communities making themselves participate in the community engagement process of the HMR. Local communities do not have guidance on how much engagement is needed from them, or on what the level of engagement should be. The lack of guidance for these strategies creates uncertainty about the levels of community engagement to be implemented, and on what skills are necessary for the stakeholders to have in the HMR process.

### **5.2.2 Inductive approach – exploratory study results**

A briefing of the research findings from the exploratory study in Bank Top leads to the conclusion on what the necessary skills are, and also to the development of a framework for identifying them. They are summarised in three main areas below. Details of research findings from the exploratory study can be found in Chapter 4.

#### **5.2.2.1 The stakeholders' relationships in the community engagement process are clearly addressed**



*Figure 5.3: The stakeholders' relationships in the community engagement process in Bank Top, East Lancashire Pathfinder area (source: exploratory study)*

As illustrated in figure 5.3 above, the understanding of the HMR process and different stakeholders' relationships in Bank Top, one of the East Lancashire pathfinder's areas demonstrates two key findings that are significant to the development of a framework (refer to Chapter 4, section 4.5.2 and Table 4.7).

- The stakeholders who need the necessary skills are located within an active community engagement zone (figure 5.3). In the HMR process, Blackburn Borough Council acts as an agent between the local communities of Bank Top and Elevate, the funding organisation for the HMR in the East Lancashire pathfinder areas.
- Potential skills necessary for full community engagement also sit in an active community engagement zone (figure 5.3). These are skills that need to be acquired by the different stakeholders involved in the community engagement process for the Bank Top area.

#### **5.2.2.2 The stakeholders' expectations from the community engagement in the HMR process are identified**

Research findings from the exploratory study reveal that local communities of Bank Top claimed that the delivery of the HMR process did not meet with their expectations. Local communities claimed that they were not part of the project, as they were not consulted on issues such as the places that they really wanted to live in. For example, some local communities claimed that the HMR broke up the existing community when people in the affected neighbourhood were requested to reallocate elsewhere, in fact, far from the existing neighbourhood that they lived in. Details of these research findings can be found in Chapter 4, section 4.5.4, figure 4.31 and figure 4.32.

#### **5.2.2.3 Levels of community engagement implemented by the stakeholders in the HMR process are justified**

Research findings from the exploratory study in Bank Top area demonstrate two key findings that are significant for the development of the framework (refer to Chapter 4, section 4.5.3, figure 4.29 and figure 4.30):

- Evidence identifies that the levels of community engagement were not fully implemented by the stakeholders in the HMR process in Bank Top area.
- This evidence further confirms that there is no equality in the participation for community engagement among the different stakeholders involved in the HMR process.

Based on the findings from deductive and inductive reasoning, a framework for identifying the skills required to attain a full level of community engagement by different stakeholders in the HMR process is developed. Details on the development of this framework are further discussed in the next section.

### **5.3 A Framework for identifying the Skills Necessary for Full Community Engagement in the HMR Process**

Key findings from the deductive and inductive reasoning above are further categorised into two main elements. These are derived from:

- The ideas of the ladder of participation by Wilcox (1994) and Arnstein (1969)
- The community engagement strategy by Elevate (2005) and levels of participation by Wilcox (1994)

These key elements that form the development of the framework are further classified into three main areas of investigations as illustrated in figure 5.4 below.

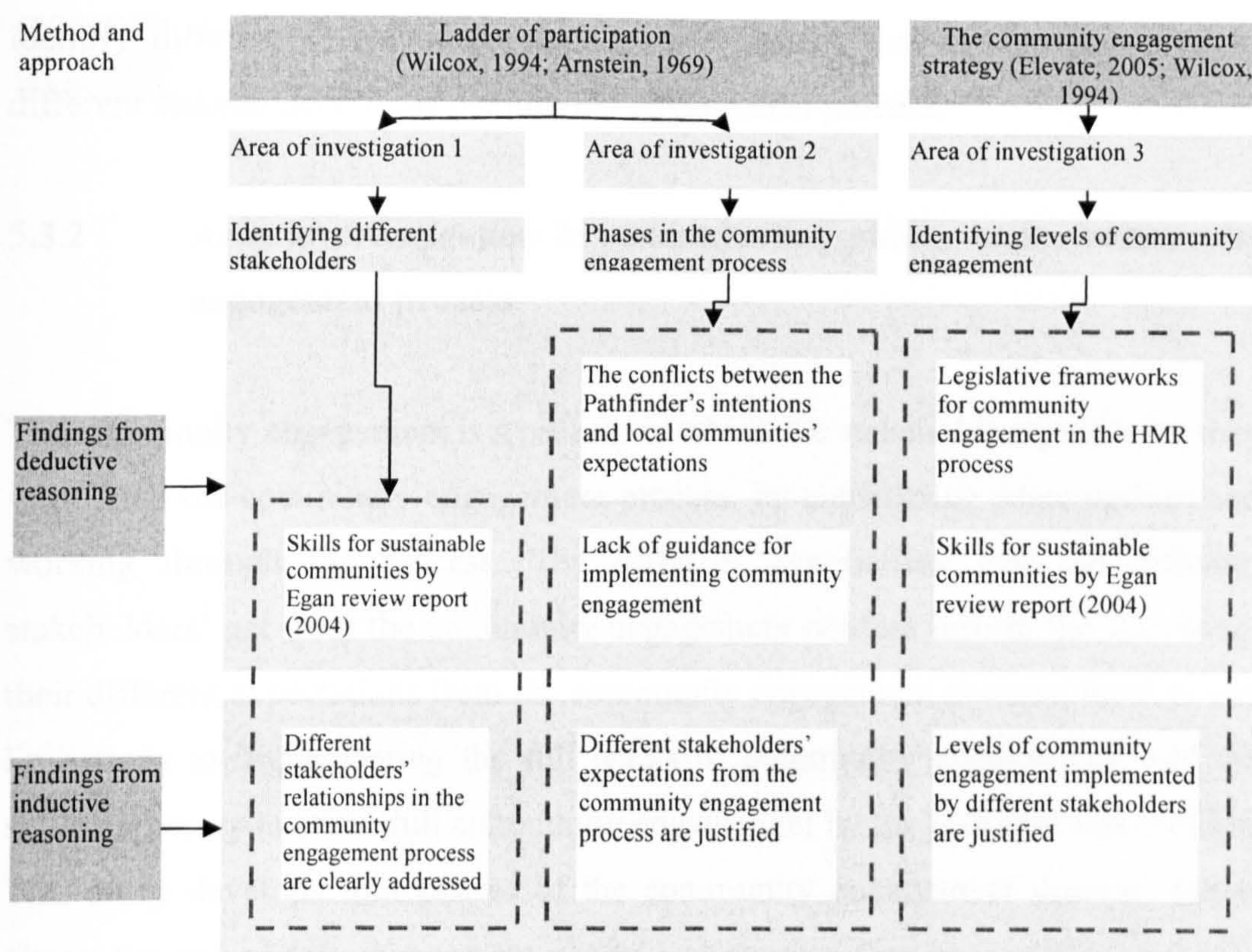


Figure 5.4: An approach towards the development of the framework

### 5.3.1 Area of investigation 1: identifying different stakeholders in the HMR process

Identifying the different stakeholders involved, and what the tasks are for each stakeholder in the community engagement process is the first area of investigation for this study. Some of the issues in the community engagement process are about what power and control lies between these different stakeholders and the role of each of them (Wilcox, 1994; Arnstein, 1969). So, before undertaking the community engagement process it is important to clarify the different stakeholders' roles and tasks in implementing the community engagement process. That is because the different allocation of roles and tasks relies on the different levels of community engagement implemented by the different stakeholders in the community engagement process. So, findings from this area of 'Investigation 1' lead this study not only to the identification of the different stakeholders directly involved in the community engagement process, but also to the identification of the skills necessary for allocation and prioritisation among these different stakeholders. In addition, the area of 'Investigation 1' also leads this study to

identify different levels of community engagement that are implemented by different stakeholders in the community engagement process.

### **5.3.2 Area of investigation 2: understanding phases in the community engagement process**

The community engagement is a process in which the stakeholders plan what they want from the community engagement process, by considering some options and working through the process. The different experiences that the different stakeholders' get from the community engagement process inform the following: their different expectations from the community engagement process; barriers and limitations to implementing the full levels of community engagement, and the skills necessary to attain full community engagement by the different stakeholders. This study develops four phases of the community engagement process: initial phase; process phase; engagement phase; and continuation phase (Wilcox, 1996; Arnstein, 1969).

### **5.3.3 Area of investigation 3: identifying the levels of community engagement**

This study adopts four levels of community engagement strategy developed by Elevate (2005): *Information-giving; Consultation; Involvement; and Empowerment* that provide local authorities with the basic principles on engaging local communities. In addition, this study also adopts five levels of participation developed by Wilcox (1994). These five levels of participation are: *Information; Consultation; Deciding together; Acting together* and *Supporting*. The principles of community engagement strategies and levels of participation are widely discussed in Chapter 2. Based on both principles of community engagement strategies, this study develops levels of community engagement ladder that are illustrated in figure 5.5 below.

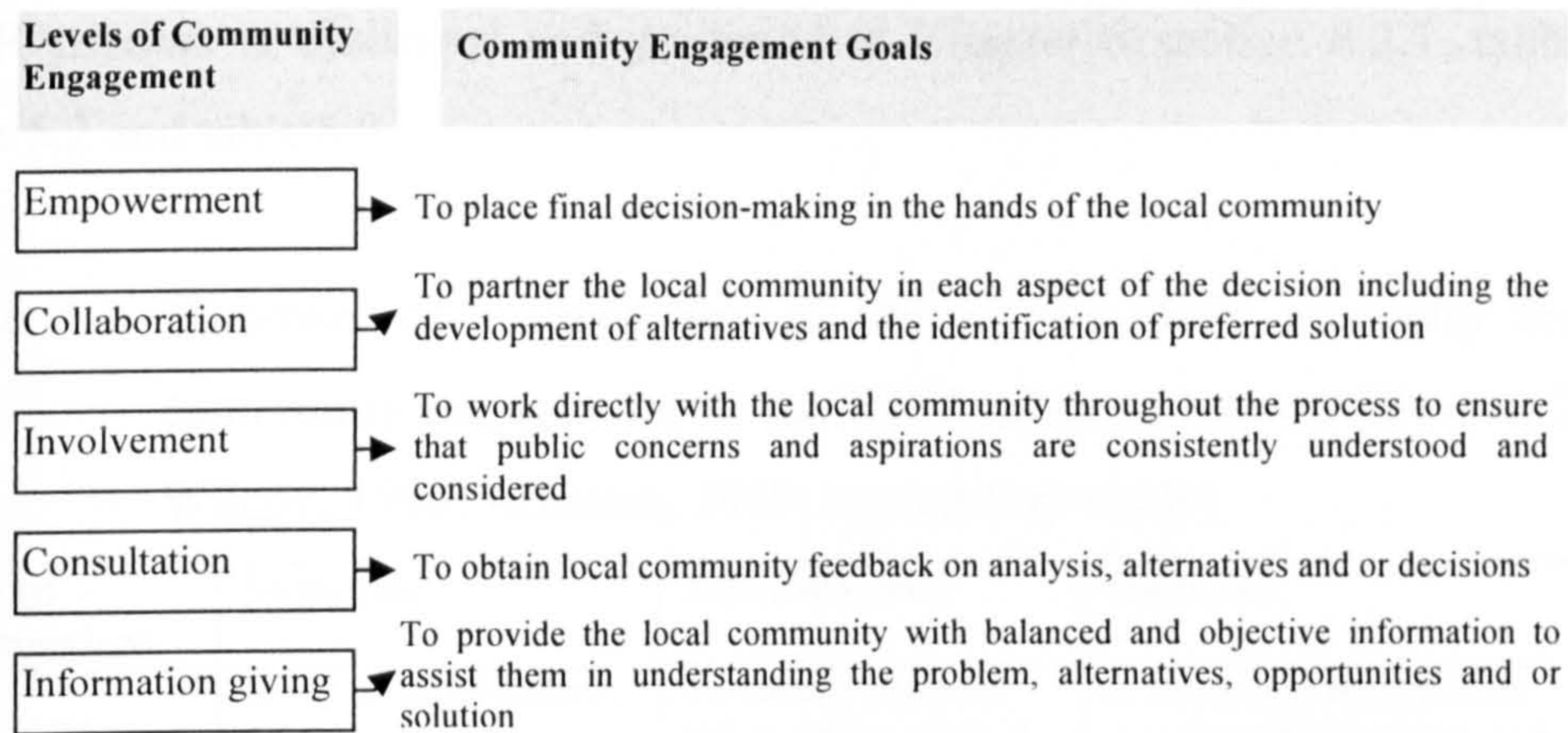


Figure 5.5: Levels of community engagement ladder in the HMR process  
(source: Elevate, 2005; Wilcox, 1994)

As illustrated in figure 5.6, a ladder of community engagement to inform necessary skills needs is further developed to *identify levels of community engagement* that are implemented by different stakeholders in the community engagement process. This is the third area of investigation of the framework that seeks to identify where different stakeholders stand in the community engagement process.

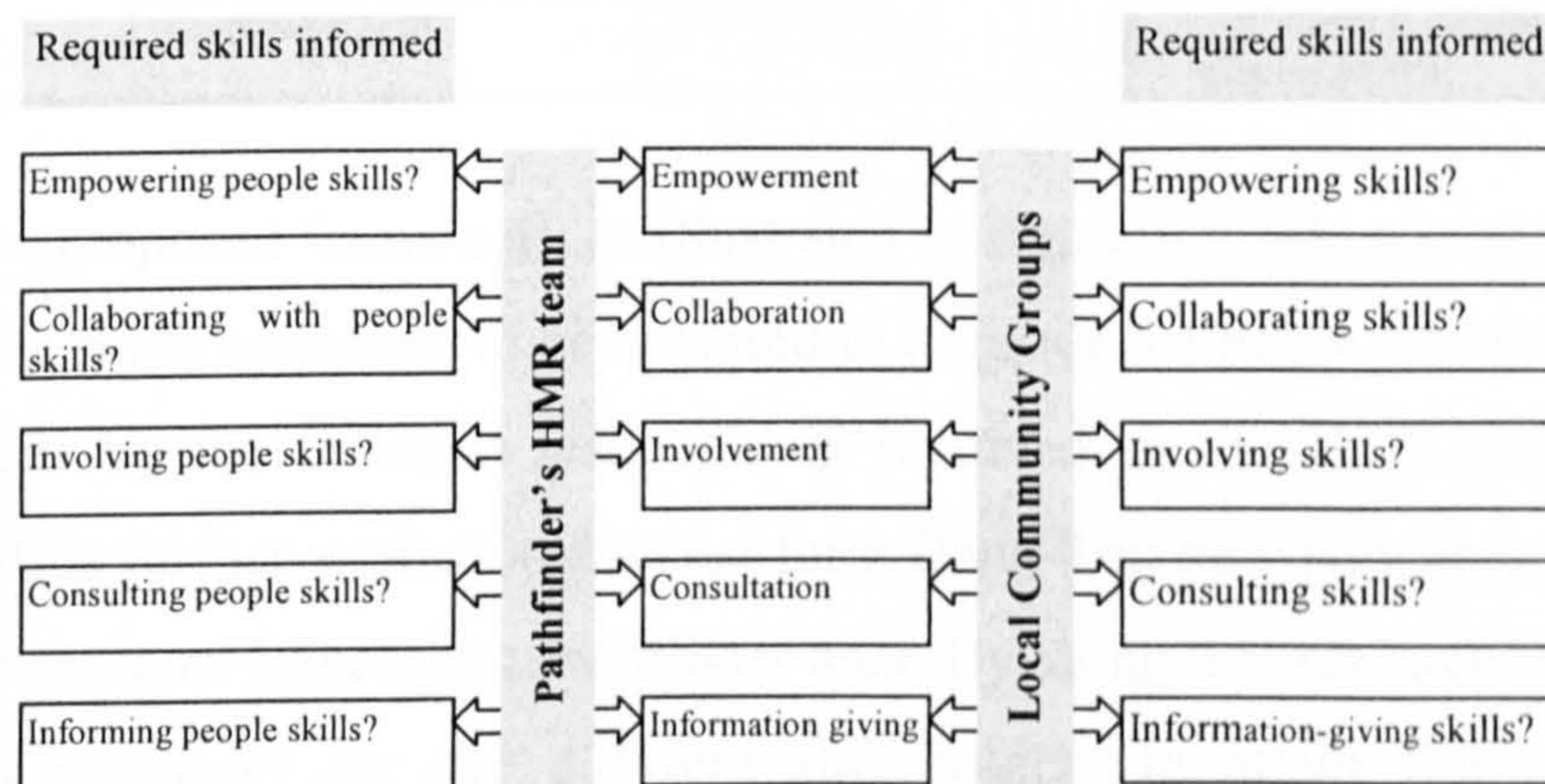


Figure 5.6: A ladder of community engagement to inform the necessary skills needed for the HMR process

Details on how the framework works to identify the skills needed for community engagement in the HMR process are summarised in table 5.1 below. Guidance on how each of these three areas of investigations work to inform the necessary skills to be acquired for full community engagement by the different stakeholders in the



HMR process is discussed and presented in Chapter 6 section 6.2.1, table 6.1, table 6.2 and table 6.3.

Table 5.1. Summary of a framework to identify the skills necessary for full community engagement in the HMR process (source: Elevate, 2005; Wilcox, 1996; Arnstein, 1969; exploratory study)

Areas of Investigations	Strategies	Tasks required	Purposes
Identify different stakeholders	Study on stakeholders': <ul style="list-style-type: none"> <li>• Roles</li> <li>• Final say over decision</li> <li>• Readiness over engagement process</li> </ul>	To identify different stakeholders involved at different levels of community engagement, and phases of the community engagement process	<ul style="list-style-type: none"> <li>• To inform the different stakeholders of their tasks and skills allocations needed at different levels of the community engagement process</li> </ul>
Phases in the community engagement process	Initial Phase	To identify where different stakeholders have got to	<ul style="list-style-type: none"> <li>• To deduce the barriers to implementing full levels of community engagement</li> <li>• To deduce the different stakeholders' expectations from the community engagement process</li> <li>• To deduce the skills necessary for different stakeholders</li> </ul>
	Process Phase		
	Engagement Phase		
	Continuation Phase		
Levels of community engagement	Information-giving	To identify where different stakeholders stand on each levels of community engagement	<ul style="list-style-type: none"> <li>• To deduce skills priorities among stakeholders</li> <li>• To deduce the skills allocations among stakeholders</li> <li>• To deduce the full levels of community engagement to be implemented</li> </ul>
	Consultation		
	Involvement		
	Collaboration		
	Empowerment		

Lastly, the proposed framework as illustrated in figure 5.7 below is significant to identify the skills necessary to be acquired to improve the full level of community engagement by the different stakeholders involved in the HMR process. The framework is further applied and tested for a Bank Top new play area case study in Blackburn, East Lancashire Pathfinder area. By using this research framework, the skills necessary for the different stakeholders to attain full community engagement in delivering a Bank Top new play area are identified.

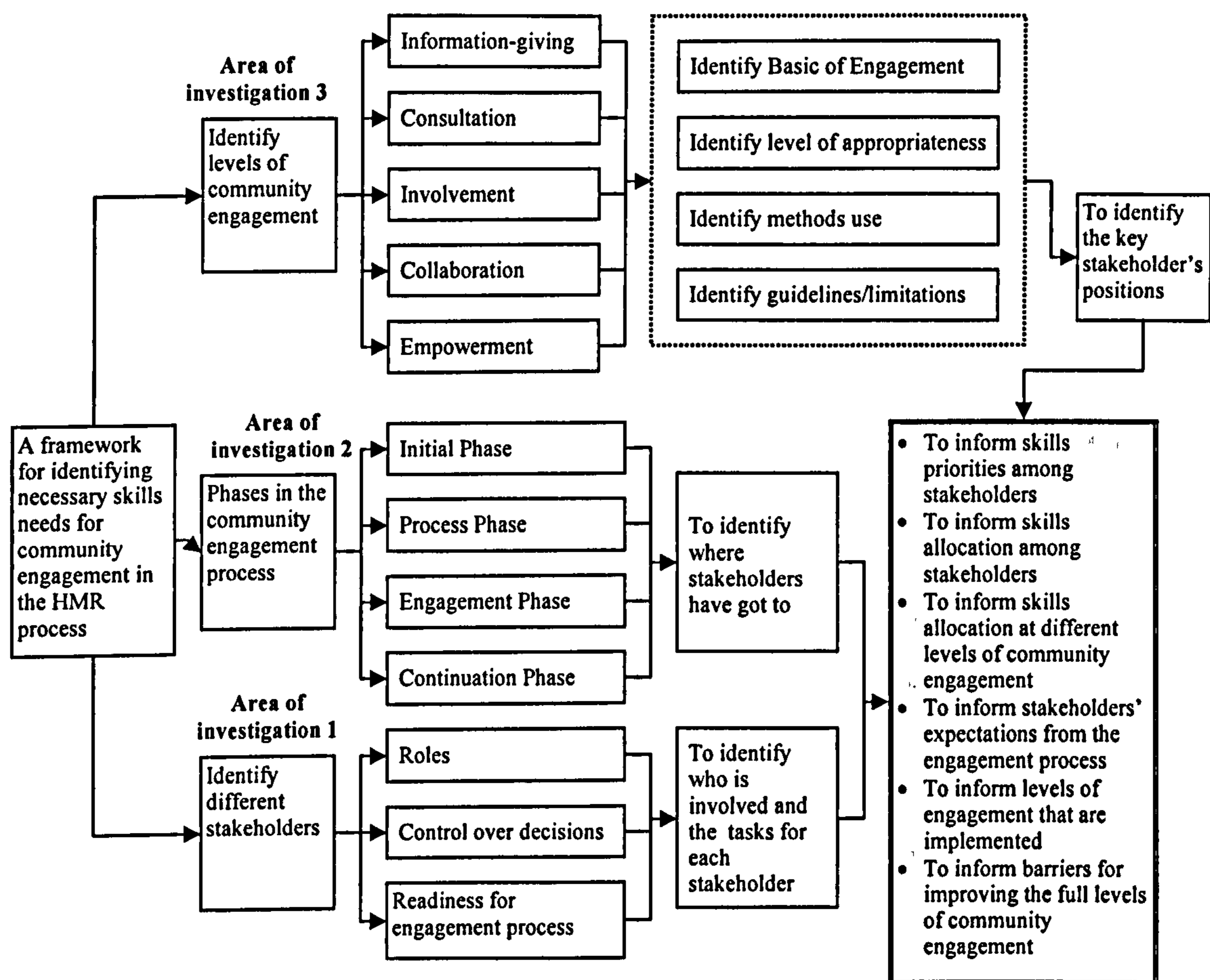


Figure 5.7: Proposed framework for identifying the skills necessary for full community engagement in the HMR process.

#### 5.4 Summary and Link

This chapter has described the process of developing a framework for identifying the skills necessary for the different stakeholders to improve the level of community engagement in the HMR process. Three main areas of investigations that drive to answer research questions posed in this study are discussed and presented. These three areas of investigations are: *Identifying the different stakeholders* involved in the community engagement process; *Understanding phases in the community engagement process*, and *identifying the levels of community engagement* which are implemented by the different stakeholders. The framework is further applied and tested for a Bank Top new play area case study as set out in chapter 6.

## **CHAPTER 6**

### **CASE STUDY: DATA COLLECTION, ANALYSIS AND FINDINGS FROM A BANK TOP NEW PLAY AREA**

#### **6.1 Introduction**

This chapter presents the findings from a Bank Top new play area case study phase. In doing so, this chapter further develops and supports findings from the exploratory phase. This chapter is structured using a framework to identify the skills necessary to attain a full level of community engagement in the HMR process, as developed in chapter 5. The framework comprises three key main areas of investigations necessary to deduce the skills necessary for the different stakeholders involved in the engagement process of delivering a Bank Top new play area (in Bank Top ADF, Blackburn, East Lancashire Pathfinder). These key main areas of investigations are:

- Area of Investigation 1: identifying the different stakeholders involved, and the tasks allocated in the community engagement process
- Area of Investigation 2: understanding where the different stakeholders have got to in the phases of the community engagement process
- Area of Investigation 3: identifying where different stakeholders stand at each level of community engagement

This chapter starts with the overview of a framework for identifying the skills necessary for community engagement in the HMR process developed in chapter 5. It outlines the tasks and activities carried out in this case study phase.

#### **6.2 A framework for identifying the skills necessary for community engagement in the HMR process**

A framework for identifying the skills necessary to attain the full level of community engagement in the HMR process is applied to a Bank Top new play

area. The justification for choosing Bank Top new play area is discussed in section 6.3. Triangulation was applied using a combination of interviews, document checks, community discussions and meetings, and a focus group. The interviews used in this case study are in form of both semi-structured and open-ended questionnaires. The case study interview questionnaires are appended in Appendix 6.1. A list of respondents who participated in this case study is in Appendix 6.2. The case study interviews were carried out from 31 May 2006 until 24 August 2006.

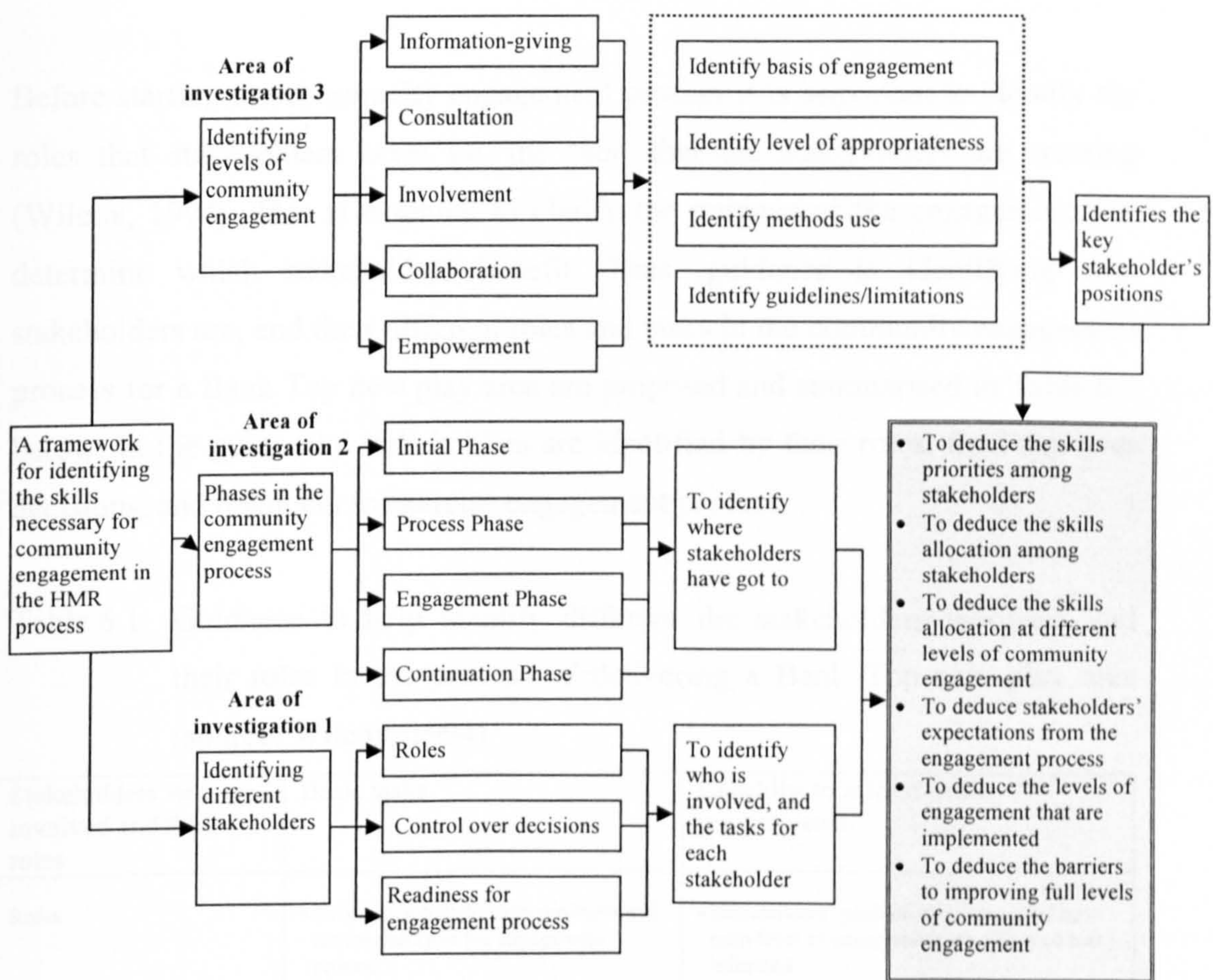


Figure 6.1: A framework for identifying the skills necessary for full community engagement in the HMR process

## 6.2.1 Areas of investigation to deduce the skills necessary for community engagement in the HMR process

A summary of key findings from an exploratory study is outlined in three main areas of investigations, as illustrated in figure 6.1. These three main areas of investigations are significant in deducing the skills required by the different stakeholders to attain a full level of community engagement in the process of delivering a Bank Top new play area.

### 6.2.1.1 Area of investigation 1: identifying different stakeholders

Before starting the community engagement process it is important to identify the roles that stakeholders have; i.e. the 'hat' that the stakeholders are wearing (Wilcox, 1994). This is essential to clarify the purpose of the engagement and determine which stakeholders benefit. Thus, guidance in identifying who stakeholders are, and their different roles and tasks in the community engagement process for a Bank Top new play area are proposed and summarised in Table 6.1 below. In the guide, the stakeholders are identified by their roles, final say over decisions, and readiness to exercise engagement process.

Table 6.1: Guidance to help identify different the stakeholders involved, and their roles in the process of delivering a Bank Top new play area (source: Wilcox, 1994)

Stakeholders who are involved and their roles	Basic tasks	Checklist to inform skills requirements
Roles	<ul style="list-style-type: none"> <li>•To identify stakeholders positions and responsibility in the engagement process</li> <li>•To identify stakeholder who control funds and resources</li> <li>•To identify levels of community engagement involved</li> </ul>	<ul style="list-style-type: none"> <li>•Stakeholders' position and responsibility at each level of engagement are allocated and informed</li> <li>•Stakeholder who fund the project are informed</li> <li>•Levels of community engagement for different stakeholders are deduced</li> </ul>
Final say over decisions	<ul style="list-style-type: none"> <li>•To identify stakeholders' influence over final decisions from the engagement process</li> </ul>	<ul style="list-style-type: none"> <li>•The success in attaining full levels of community engagement is deduced</li> </ul>
Readiness to exercise engagement process	<ul style="list-style-type: none"> <li>•To identify the skills necessary to implement the engagement process</li> </ul>	<ul style="list-style-type: none"> <li>•The skills necessary for different stakeholders are deduced and then allocated</li> </ul>

### 6.2.1.2 Area of investigation 2: understanding phases in the community engagement process

Engagement is the process in which different stakeholders have to think through what they want, what options that need to be considered, and also to work through what should happen during the process, until it's end (Wilcox, 1994). Thus, guidance to identify where different stakeholders have got to and their allocation of community engagement levels in the process of delivering a Bank Top new play area are proposed and summarised in Table 6.2 below. In the guide, the process is described in four phases: *initiation, preparation, engagement and continuation.*

Table 6.2: Guidance to identify where the different stakeholders have got to in the engagement process of delivering a Bank Top new play area (source: Wilcox, 1994)

Phases in the engagement process	Basic tasks	Checklist to inform skills requirements
Initiation	<ul style="list-style-type: none"> <li>•To identify the champion of the process</li> <li>•To identify funding allocation</li> <li>•To set out the objective of the engagement process</li> <li>•To identify who administers the engagement process</li> <li>•To identify different the stakeholders involved in the engagement process</li> <li>•To identify the stage of the engagement process</li> </ul>	<ul style="list-style-type: none"> <li>•Stakeholder that champion the engagement process are identified</li> <li>•Budget for the project is recognised</li> <li>•The objective of the engagement process is set out</li> <li>•Stakeholders that administer the engagement process are identified</li> <li>•Stakeholders involved in the engagement process are identified</li> <li>•The stage of the engagement process for the project is recognised</li> </ul>
Preparation	<ul style="list-style-type: none"> <li>•To identify the boundaries of the engagement process</li> <li>•To identify how the engagement process is carried out</li> <li>•To identify any constraints in the engagement process</li> <li>•To identify techniques used to engage young people</li> <li>•To identify tasks for different stakeholders</li> <li>•To identify barriers in the engagement process</li> <li>•To identify who funds the engagement process</li> </ul>	<ul style="list-style-type: none"> <li>• Boundaries and limitations of the engagement process. What is fixed and what is still open are set out</li> <li>• The method used to run the engagement process is identified</li> <li>• The budget available for the engagement is recognised</li> <li>• Support services available for the engagement process are recognised</li> <li>• Precisely what authority is being given to whom is recognised and allocated</li> <li>• Barriers/difficulties in the preparation phase are identified</li> <li>• The stakeholders who fund the engagement process are identified</li> </ul>
Engagement	<ul style="list-style-type: none"> <li>•To encourage stakeholders to participate in the engagement process</li> <li>•To identify barriers in the engagement process</li> <li>•To identify the skills necessary for the engagement process.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop commitment among stakeholders to participate in every stage of the engagement process</li> <li>• Barriers from the engagement phase are identified</li> <li>• The skills necessary for the different stakeholders in the engagement process are identified</li> </ul>

Continuation	<ul style="list-style-type: none"> <li>•To evaluate if the engagement process's objective is achievable</li> <li>•To evaluate the stakeholders' expectations from this engagement process</li> <li>•To evaluate lessons that can be learned from the engagement process</li> </ul>	<ul style="list-style-type: none"> <li>• The objective set up for the engagement process is evaluated</li> <li>• Different stakeholders expectations within their roles and tasks for the engagement process are evaluated</li> <li>• Major lessons that can be learnt from the engagement process are gathered</li> </ul>
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### 6.2.1.3 Area of investigation 3: identifying levels of community engagement

This study needs to identify where different stakeholders stand in the engagement process and the reasons for doing so. So, the guidance to identify levels of community engagement among different stakeholders involved in the engagement process of delivering a Bank Top new play area project is proposed and summarised in Table 6.3 below. In the guide, the levels of community engagement are described as: *information-giving, consultation, involvement, collaboration and empowerment.*

Table 6.3: Guidance to identify where stakeholders' positions are in the process of delivering a Bank Top new play area (Source: Wilcox, 1996)

Levels of engagement	Basics of engagement	Level of appropriateness	Methods used	Guidelines & Limitations	Checklist to inform the skills requirements
Information giving	<ul style="list-style-type: none"> <li>• To tell people what is planned</li> <li>• It position as a 'take it or leave it' approach</li> </ul>	<ul style="list-style-type: none"> <li>• At the start of a consultation or other process, with the promise of more opportunity to participate later</li> </ul>	<ul style="list-style-type: none"> <li>• Print: leaflets, newsletters, etc</li> <li>• Presentations at meetings</li> <li>• Briefing the media through press releases and press conferences</li> <li>• Advertising through posters, radio, press</li> <li>• Film or video</li> </ul>	<ul style="list-style-type: none"> <li>• Consider the targeted audience' expectations</li> <li>• Use language and ideas familiar to audience</li> <li>• Be clear about why do informing rather than consulting</li> </ul>	<ul style="list-style-type: none"> <li>• How young people were informed</li> <li>• Method used to inform young people</li> <li>• Stakeholders involved in preparing and disseminating information</li> <li>• Barriers/difficulties along the process</li> </ul>
Consultation	<ul style="list-style-type: none"> <li>• Offer a number of options and listen to the feedback</li> <li>• All the basics of information-giving apply plus the need to handle feedback</li> </ul>	<ul style="list-style-type: none"> <li>• Vision and plans to implement a project are clear but appear to be a limited range of options</li> <li>• These options can be set out in terms which community interests can understand and relate to their own concerns or needs</li> <li>• The initiator of the proposals can handle feedback and is prepared to</li> </ul>	<ul style="list-style-type: none"> <li>• Consultative committee meetings</li> <li>• Simulations where the options and constraints are clear</li> <li>• These methods may also be used in conjunction with information giving and presentational techniques</li> </ul>	<ul style="list-style-type: none"> <li>• Consider what response is needed, how to handle it and what to present</li> <li>• Make clear how realistic the different options are, and what the pros and cons are</li> <li>• Avoid using methods that encourage people to put forward their</li> </ul>	<ul style="list-style-type: none"> <li>• How young people were consulted in the engagement process</li> <li>• Methods used to consult young people</li> <li>• Stakeholders involved in the consultation process</li> <li>• Stakeholders who led or facilitated the consultation with young people</li> <li>• Barriers along the consultation process with young people/residents</li> </ul>

		use this to choose between or modify option		own ideas • Be open about who ultimately takes decisions how and when this will be done	
<b>Involvement</b>	<ul style="list-style-type: none"> <li>• Encourage people to provide some additional ideas and options and join in deciding the best way forward</li> <li>• The basics of consultation apply plus the need to generate options together, choose between them, and agree ways forward</li> </ul>	<ul style="list-style-type: none"> <li>• People 'own' the solution</li> <li>• Fresh ideas are needed</li> <li>• There is enough time</li> </ul>	<ul style="list-style-type: none"> <li>• Information giving methods to start the process</li> <li>• Stakeholder analysis to identify who should be involved</li> <li>• Brainstorming Nominal Group Technique, Surveys to develop some options</li> <li>• Cost/benefit Analysis to make choices</li> </ul>	<ul style="list-style-type: none"> <li>• Plan the process before start</li> <li>• Define different stakeholders' roles and responsibilities</li> <li>• Be open and honest about what we need to achieve and any limits on options</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders involved in decision made during the engagement process</li> <li>• Boundaries and limitations for decision making</li> <li>• Methods used to involve young people in decision making</li> <li>• Stakeholder who have the final say over decisions</li> <li>• Barriers encountered during the process</li> </ul>
<b>Collaboration</b>	<ul style="list-style-type: none"> <li>• Acting together in partnership involves both deciding together and then acting together</li> <li>• This means having a common language, shared vision, and mutual trust, plus agreeing on what to do</li> </ul>	<ul style="list-style-type: none"> <li>• One party cannot achieve what they want on their own</li> <li>• Stakeholders involved get some extra benefit from acting together</li> <li>• There is commitment to the time and effort needed to develop a partnership</li> </ul>	<ul style="list-style-type: none"> <li>• Information giving methods to start the process</li> <li>• Methods for deciding together to create a shared vision</li> <li>• Team building exercises</li> <li>• Design exercise</li> </ul>	<ul style="list-style-type: none"> <li>• Plan for long term sustainability to implement and maintain schemes</li> <li>• Develop a common language, shared vision and corporate account ability</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders' roles and positions to exercise the process</li> <li>• Method used to exercise the process (if any)</li> <li>• Barriers to exercising the process</li> </ul>
<b>Empowerment</b>	<ul style="list-style-type: none"> <li>• Provided for people to do things for themselves</li> <li>• It may involve people in setting up new forms of organisations to handle funds and carry out projects or programmes</li> <li>• The process has to be owned by those who are going to run the initiative</li> </ul>	<ul style="list-style-type: none"> <li>• Where there is a commitment to empower individuals or groups within the community</li> <li>• Where people are interested in starting and running an initiative</li> </ul>	<ul style="list-style-type: none"> <li>• Workshops for helping community groups create a shared vision and plan their action</li> <li>• Team building and commitment exercises</li> <li>• Workshops on design, fund-raising and publicity</li> <li>• Visits to similar projects</li> </ul>	<ul style="list-style-type: none"> <li>• Each stakeholder is clear about their roles, to avoid conflict between, for example, controlling resources and helping community interests develop their own ideas and organisation</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders' roles and positions for initiating the process</li> <li>• Stakeholders involved in the process</li> <li>• Methods used</li> <li>• Barriers to exercising the process</li> </ul>

## 6.3 Project Case Study: A Bank Top New Play Area

### 6.3.1 Aims of this case study

The aims of this case study are:

- To understand how the engagement process was delivered and identify different stakeholders who were involved.
- To record the different stakeholders' experiences and expectations from the community engagement process for benefit of the project.



- To identify the levels of community engagement implemented by different stakeholders in the engagement process.
- To identify barriers to improving community engagement in the engagement process.
- To identify the skills necessary to be acquired by, plus the skills allocation for, the different stakeholders involved in the engagement process.
- To apply a framework for identifying the skills necessary for attaining a full level of community engagement in the HMR process developed in chapter 5.

### **6.3.2 The project case study background**

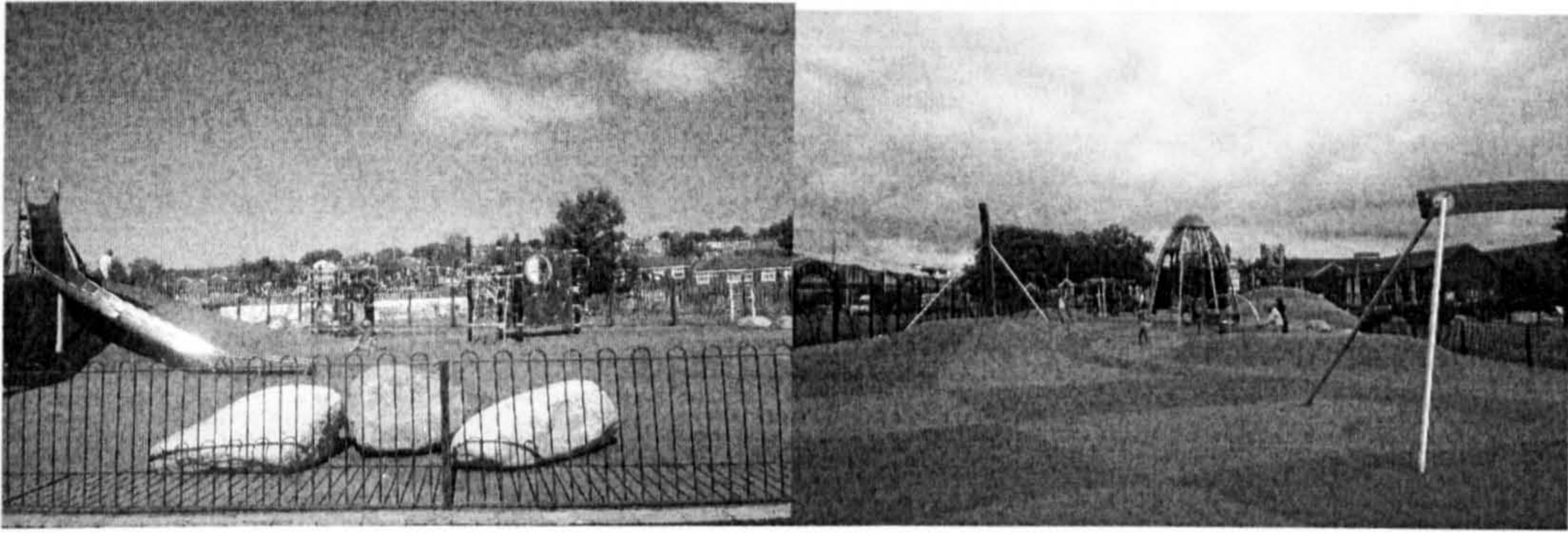
A Bank Top new play area is one of the Pathfinder projects under HMR fund. The Borough has identified £135,000 to build a play area and worked with the Blackburn North 'Healthy Living Centre' to ensure that the design of a new play area reflects what the local young people in Bank Top want.

The play area was built on a site adjacent to St Barnabas and St Paul's primary school, a Health Centre and some private houses. Site map for the Bank Top new play area is attached in Appendix 6.3. On the other side of the play area is a football field.

Engagements with local people (especially young people) were conducted in the summer of 2005. The preliminary aim was to inform young people living in the Bank Top area what they were likely to see implemented in the new play area.

### **6.3.3 Justification of choosing a Bank Top new play area**

This case study was carried out in Bank Top ADF commencing in April 2006 and lasting through to the end of August 2006. A newly completed £135,000 project for the Bank Top play area is identified as the project case for this study. This new play area project was started in the summer of 2005 and completed in September 2006. Photos of the Bank Top new play area are as below.



A Bank Top new play area project was chosen as a project case of this study because different stakeholders those involved in the delivery process of the project had experiences in the community engagement process. In-depth understanding of the different stakeholders' experiences in the engagement process was significant to identify and inform the skills necessary, and their allocation for different stakeholders at each level of community engagement.

In addition, this project is singular as it involves young people as a client. This particular group is always known as a *'hard to reach group'*, i.e. inexperienced; unable to grasp complex issues; unrealistic in their demands and unpredictable (Hart, 1997). There are lot things that can be learnt from this project especially with regard to issues that effect young people. This study considered some key questions to understand what these young people want from this project and whether they have been fully engaged in the delivery process of the project. The questions are: Have their voices been heard? How can you get their voices heard? Plus: 'Have their expectations been met? Understanding the answers leads to the identification of the gap between existing skills, and the skills that need to be acquired by the different stakeholders involved in the engagement process of the project.

Experience from this project assisted this study in identifying the skills necessary to attain a full level of community engagement with the different stakeholders in the HMR process in Bank Top ADF.

## **6.4 Research Data Collection Techniques Used**

This case study adopts four main sources of evidence. A List of respondents is included in Appendix 6.2.

### **6.4.1 Interviews**

Face to face semi-structured interviews and open-ended interviews were conducted individually in three different interview visits with a representative of the Borough HMR team, three representatives of the Blackburn NHLC, a representative of Bootstrap Enterprises and four young people involved in the engagement process in the Bank Top Community Centre. The interview visits were done on 31<sup>st</sup> May 2006, 10<sup>th</sup> August 2006 and 24<sup>th</sup> August 2006 respectively.

### **6.4.2 Local residents' discussion sessions**

Two discussion sessions were held with local residents and parents of Bank Top who live close to the play area. The discussions were held with the assistance of the Neighbourhood Engagement Officer of North West. The sessions, which were led by the author, aimed to gain local residents and local parents' views and expectations from the play area developed in their local area. These sessions which involved seventeen local residents of Bank Top, were carried out on 26<sup>th</sup> July 2006 and 10<sup>th</sup> August 2006.

### **6.4.3 Focus group**

A focus group session with selected young people involved in the engagement process for a Bank Top new play area was carried out on 24<sup>th</sup> August 2006. This focus group session was held with the assistance of Blackburn NHLC. This session which involved nine young people age between nine to thirteen years old, was undertaken to gain insight into young people's experiences and expectations from the engagement process of delivering the Bank Top new play area.

#### **6.4.4 Document check**

The Blackburn NHLC prepared the only document that is made available for this study. It is entitled '*Bank Top Play Area Young People Consultation Project 2005*'. This document explains step by step how the engagement process with young people was conducted, beginning with approaching the youngsters to participate in the engagement process, until the final decision to implement the play area equipment. However, Blackburn NHLC informed the author that the document was prepared for internal use and reference only.

### **6.5 Research Analysis and Findings**

#### **6.5.1 Area of investigation 1: assessing the different stakeholders involved and the allocation of tasks in the community engagement process to deduce what skills were necessary**

This study identified five different stakeholders who were involved and the roles of each stakeholder in the engagement process of delivering a Bank Top new play area. These research findings are summarised in Table 6.4. Identifying the roles of the different stakeholders involved in the engagement process drive this study to the identification of the skills necessary, as well as the skills allocation amongst the different stakeholders. The details of the different stakeholder' roles, final say over decisions, and readiness for the engagement process are also shown as 'nodes' in figures 6.2, 6.3, 6.4, 6.5, 6.6 and 6.7. These form the basis (along with the appropriate extracts from the interview transcripts) for the discussion.

Table 6.4: Different stakeholders and the task allocation in the community engagement process for a Bank Top new play area (source: case study)

Stakeholders Research findings to deduce the skills necessary		Young people	Blackburn NHLC	Bootstrap Enterprises	The Design Architect	The Borough HMR Team
Roles	Duty & responsibility	-Design play equipment  -Proposed new ideas on play equipment	-Take lead in designing play area -Engage and involve young people -Get young people's views on play area -Facilitate engagement process with young people -Represent young people -Work with young people for play area equipment -Lead engagement process with young children -Assist architect for final designs	-Facilitate consultation with young people  -Work with young people in the engagement process  -Lead engagement process with young people	-Design the play area  -Check to ensure the design of play area complied with planning and legal requirements  -Liase with the Blackburn NHLC for final play equipment design	-Manage the project  -Confirm to planning and legal requirements
	Control over fund & resources	-No	-No	-No	-No	-Yes
	Levels of engagement	-Consultation  -Involvement	-Information giving -Consultation -Involvement -Collaboration -partially Empowerment	-Information giving  -Consultation  -Involvement	-Involvement  -Collaboration	-Information giving Consultation -Involvement -Collaboration
Final say over decision		-Play area equipment	-No	-No	-No	-Budget for project value -Planning & legal requirements of the play area
Readiness for engagement (Skills needs)		-To be trusted  -To be believed in  -Communication skills  -Expressing views	-Listening skills -Communication skills -Team building skills -Understanding young people skill -Respecting young people -Negotiation skills -Working with young people skill -Skills to engage young people -Knowledge on young people interests -Play equipment knowledge -Consultation skills -Relationships development skills -Skills to trust and be trusted -Skill for budget management	-Listening skills -Communication skills -Understanding young people skills -Respecting young people -Working with young people skills -Skills to engage young people -Knowledge on young people's interests -Play equipment knowledge -Consultation skills -Relationship development skills	-Listening skills  -Team building skills  -Respecting people  -Designing skills  -Planning skills	-Listening skills  -Communication skills  -Understanding young people skills  -Team building skills  -Respecting young people  -Negotiation skills

Based on the research findings and as summarized in Table 6.4, five different stakeholders involved in the engagement process were: a group of young people; Blackburn NHLC, Bootstrap Enterprises; the designed architect and the Borough HMR team. The roles of each stakeholder were clearly defined early, before the project took off. Each of them had different responsibility for the project. These different roles and responsibilities reflect the levels of community engagement that were implemented by different stakeholders (discussed further in section 6.5.3). The research findings also identify that there were only two stakeholders who had the final say over decisions for the engagement process project. These two stakeholders were: a *group of young people* who had final say over the play equipment in the new Bank Top play area, and *the Borough HMR team* who had the final say over budget of the project, and its planning and legal requirements. Based on these different stances and responsibilities, and as depicted in Table 6.4, the skills necessary be allocated and acquired by the different stakeholders were determined and identified.

The findings also revealed that there were two separate teams for the engagement process in this project. *Firstly*, there were only two stakeholders (Blackburn NHLC and Bootstrap Enterprises) who had a direct contact and engagement with young people in the engagement process. The design architect and the Borough HMR team had no direct contact or engagement with young people. *Secondly*, Blackburn NHLC acted as a representative for young people and a middle person to the Borough HMR team and the design architect in this engagement process. In other words, Blackburn NHLC, with the help of Bootstrap Enterprises, sought out and worked with young people to design the play equipment. The final play equipment, as designed by young people, was then presented by the Blackburn NHLC to the design architect for final play area design. Finally, it was presented to the Borough HMR team for the planning approval. The whole process is discussed further in section 6.5.2.3 and is shown in figure 6.13, below.

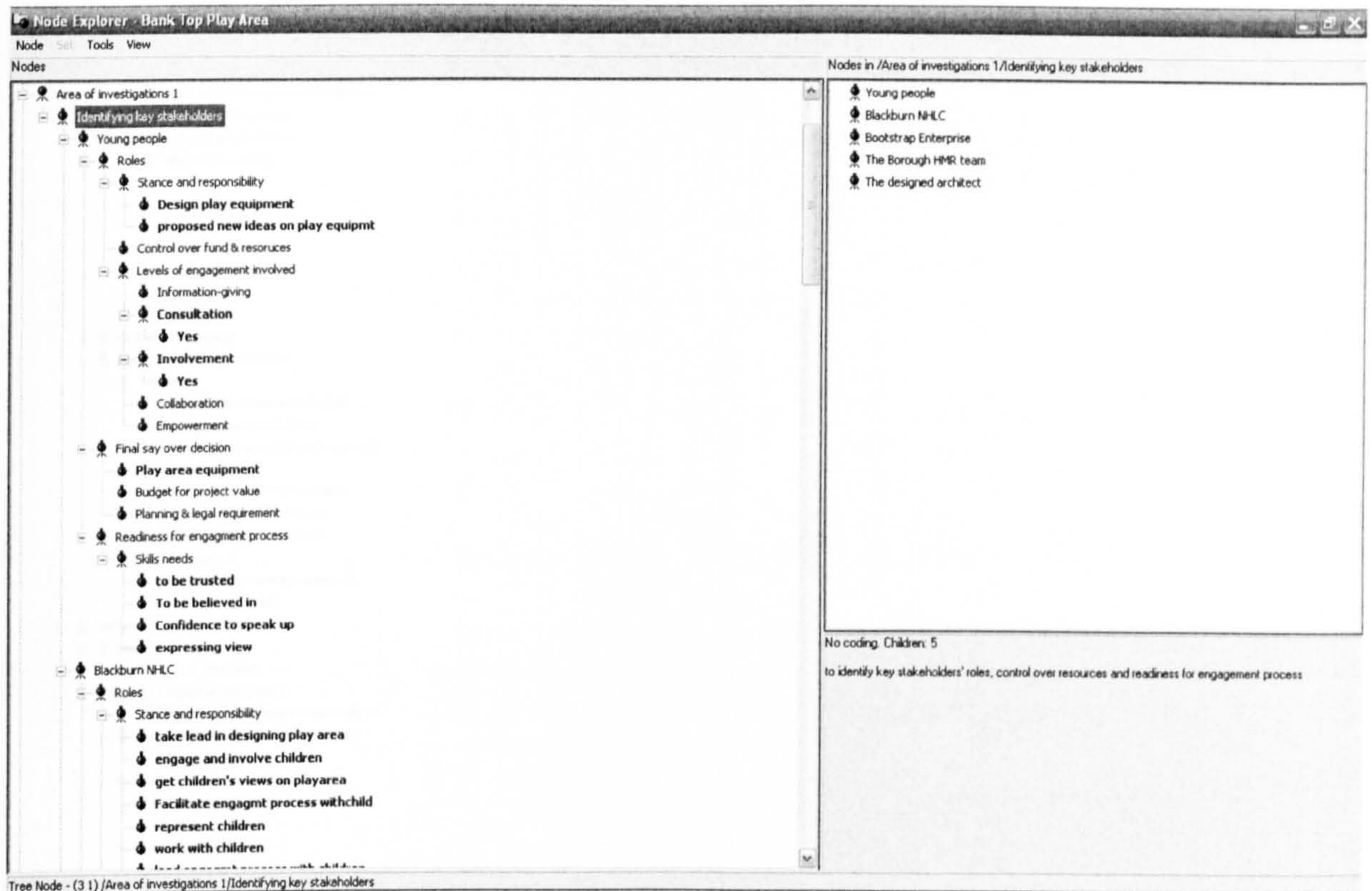


Figure 6.2: Nodes showing the different stakeholders involved, and the task allocation in the community engagement process for the new play area in Bank Top (1) (source: NVivo case study analysis)

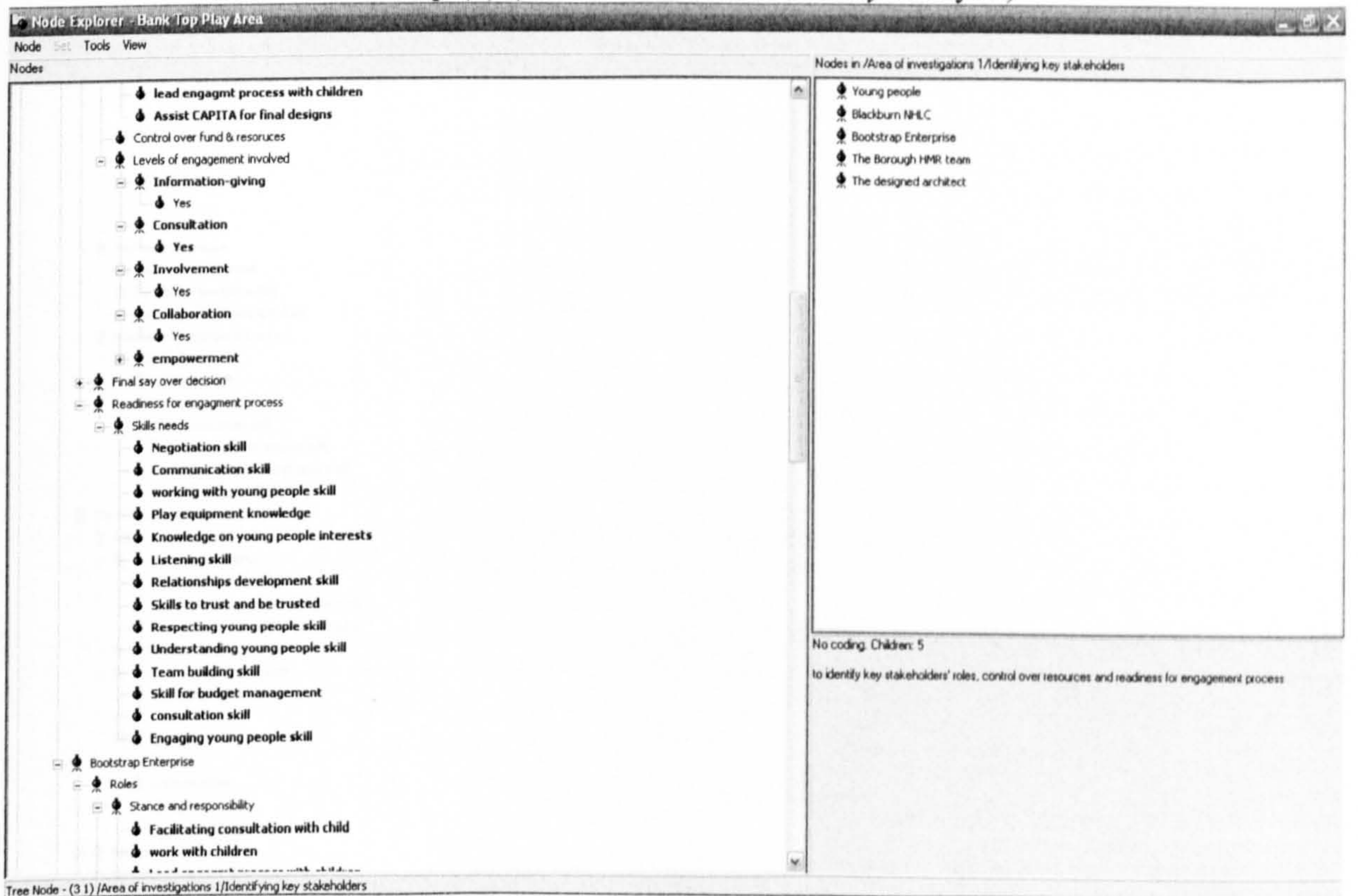


Figure 6.3: Nodes showing the different stakeholders involved, and the task allocation in the community engagement process for the new play area in Bank Top (2) (source: NVivo case study analysis)

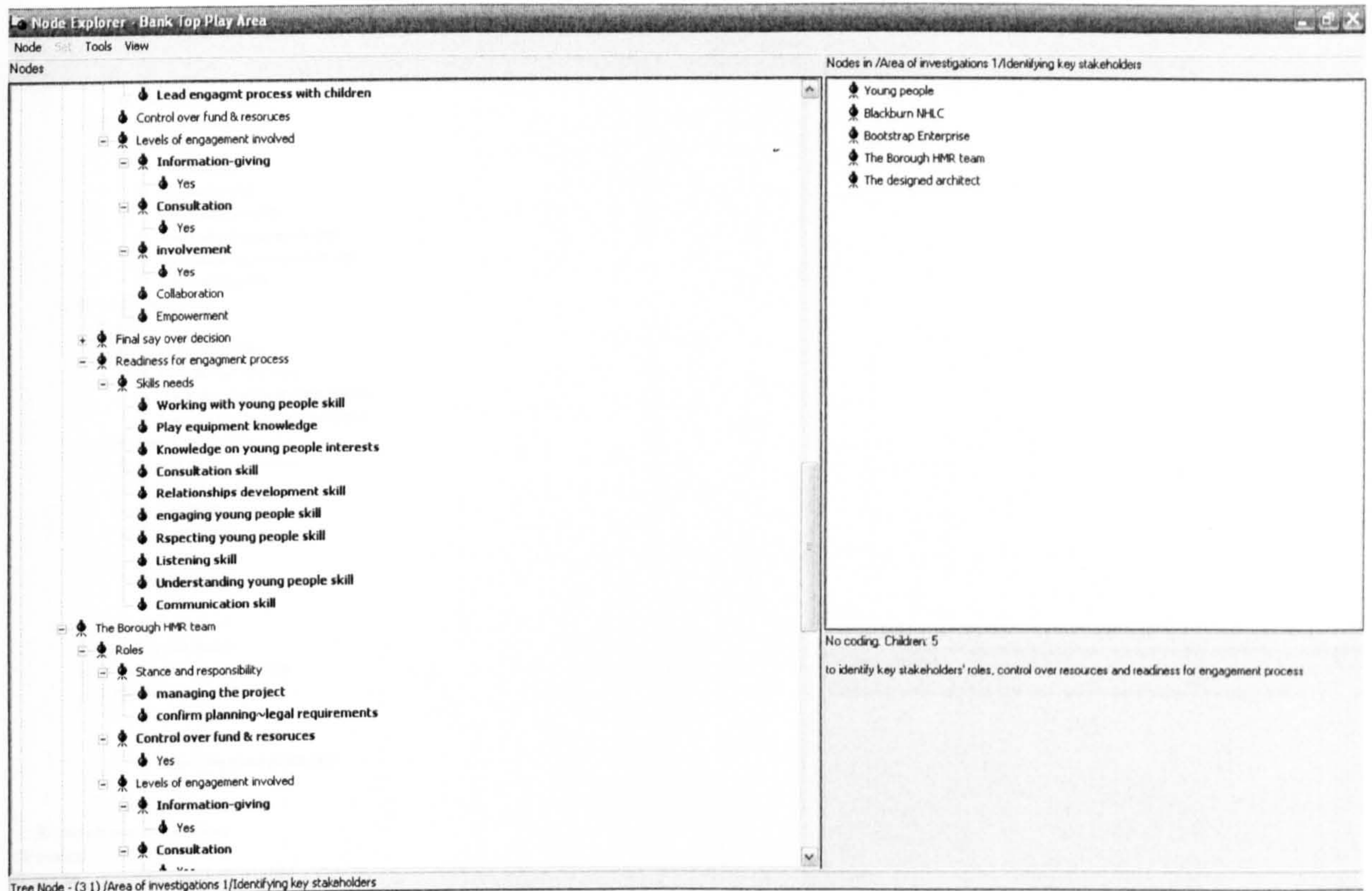


Figure 6.4: Nodes showing the different stakeholders involved, and the task allocation in the community engagement process for the new play area in Bank Top (3) (source: NVivo case study analysis)

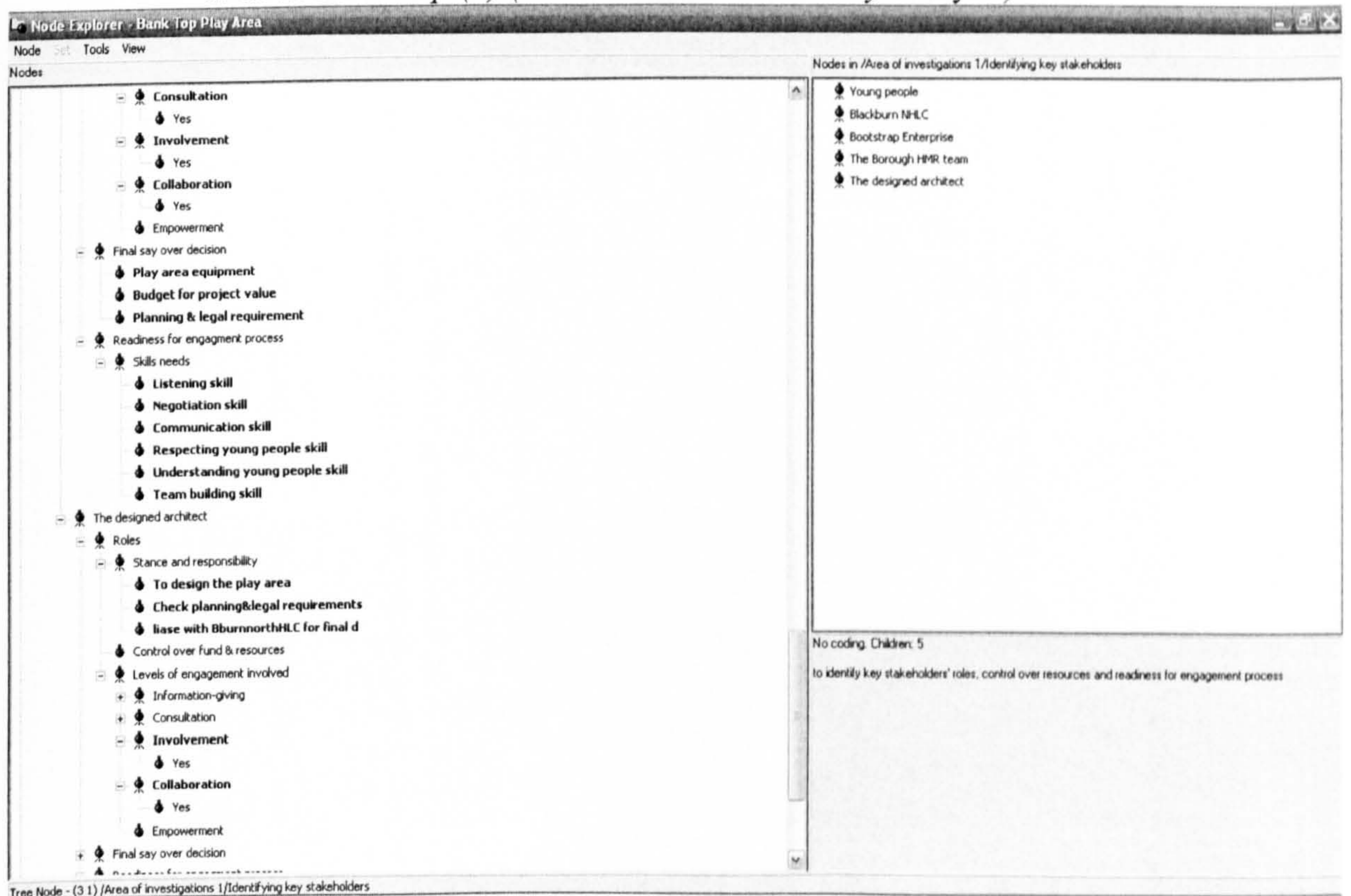


Figure 6.5: Nodes showing the different stakeholders involved, and the task allocation in the community engagement process for the new play area in Bank Top (4) (source: NVivo case study analysis)



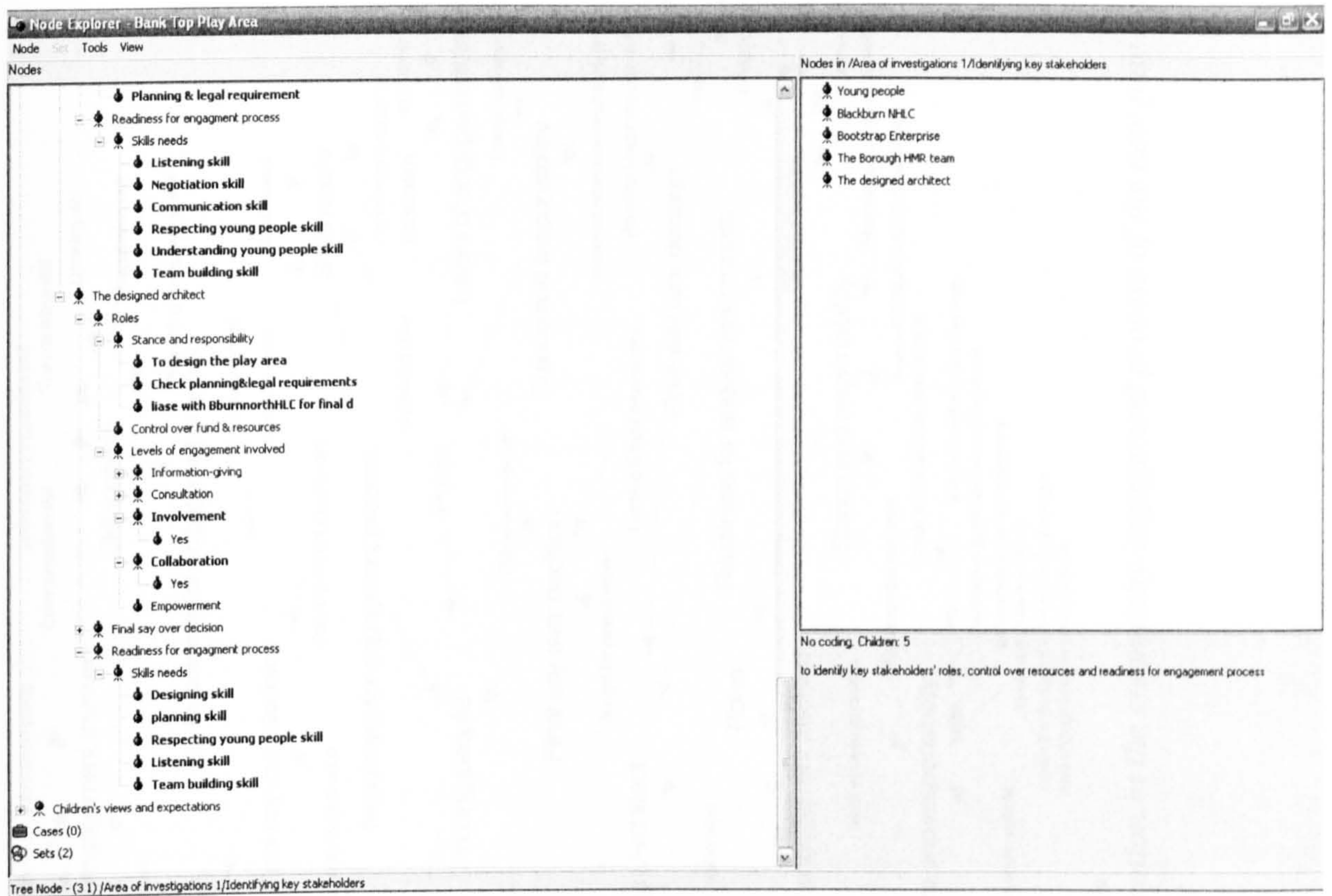


Figure 6.6: Nodes showing the different stakeholders involved, and the task allocation in the community engagement process for the new play area in Bank Top (5) (source: NVivo case study analysis)

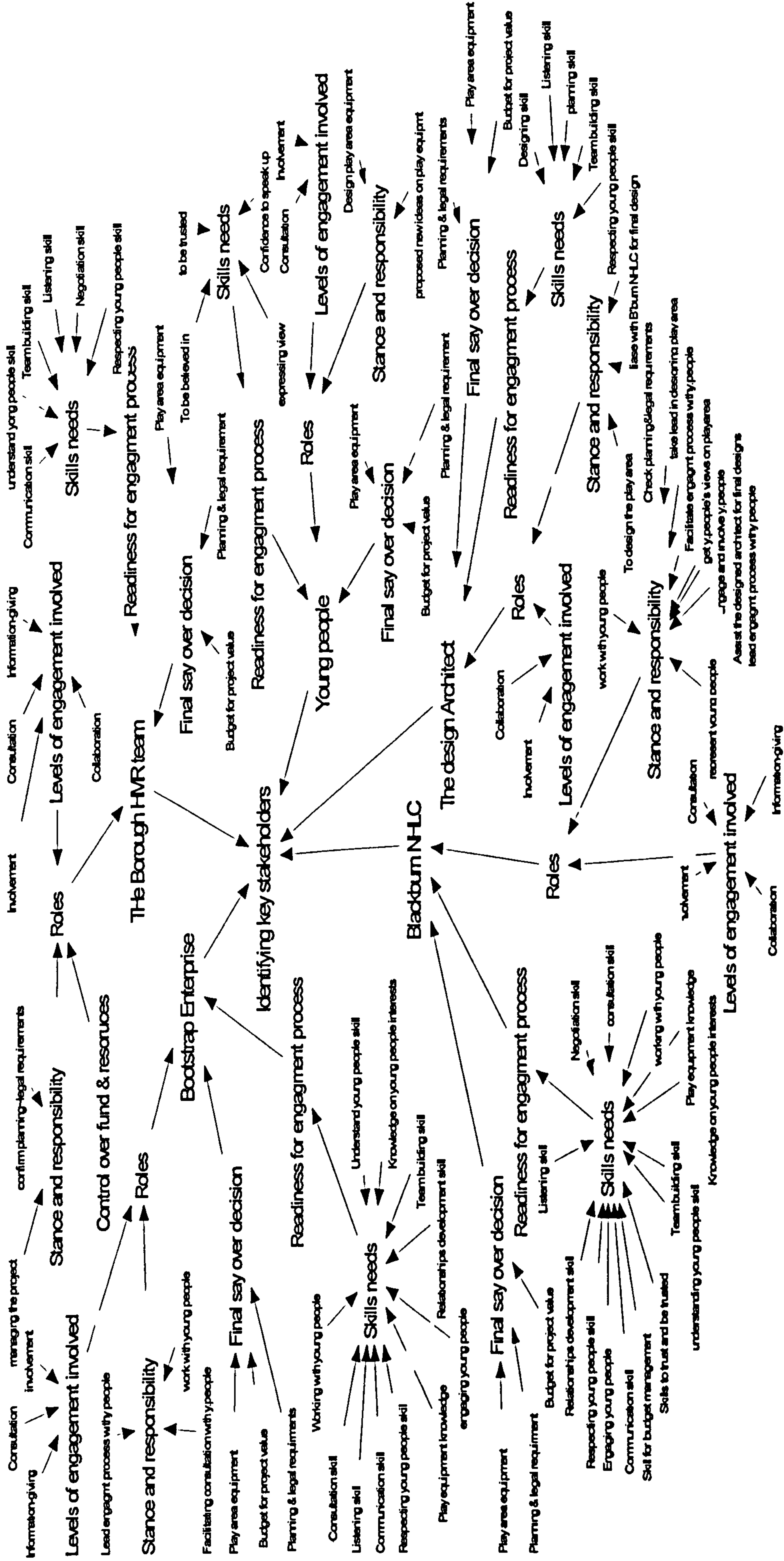


Figure 6.7: Cognitive mapping for the different stakeholders involved, and task allocation in the community engagement process of the new play area in Bank Top (source: case study)

### 6.5.2 Area of investigation 2: Assessing phases in the community engagement process to deduce the skills necessary

Findings from each phase of the engagement process are summarized in Table 6.5 below. Phases in the engagement process for a Bank Top new play area were divided into four main strands. Each strand outlines tasks for the implementation of the engagement process. Findings from each strand are essential to gain insight into the engagement process that was carried out for the project.

Table 6.5: Phases in the community engagement process for the new play area in Bank Top (source: case study)

Phases in the community engagement process		Research findings to deduce the skills requirements			
Initiation	Champion of the engagement process	<ul style="list-style-type: none"> <li>• Young people</li> </ul>			
	Project funding availability	<ul style="list-style-type: none"> <li>• Not exceed £100,000</li> </ul>			
	Project aim	<ul style="list-style-type: none"> <li>• Young people speak about the proposed new play area</li> <li>• Play area design reflects young people's expectations and views</li> <li>• Young people's voices are on board</li> <li>• Seeking young people's opinion on proposed new play area</li> </ul>			
	Project administrators	<ul style="list-style-type: none"> <li>• Blackburn NHLC</li> <li>• The Borough HMR team</li> </ul>			
	Stakeholders involved	<ul style="list-style-type: none"> <li>• A group of young people</li> <li>• Blackburn NHLC</li> <li>• Bootstrap Enterprises</li> <li>• The Borough HMR team</li> <li>• The design architect</li> </ul>			
	Stage of engagement process	<ul style="list-style-type: none"> <li>• Design process for play area equipment/facilities</li> </ul>			
	Project facilitators	<ul style="list-style-type: none"> <li>• Blackburn NHLC</li> <li>• Bootstrap Enterprises</li> </ul>			
Preparation	Boundaries and limitations	<ul style="list-style-type: none"> <li>• The play area shall cater for the Blackburn community</li> <li>• Choices of suppliers as agreed by the Borough</li> <li>• The play area site is planned and decided by the Borough</li> <li>• The play area equipment proposal shall be within the allowed budget</li> <li>• Comply with standard planning and legal requirements                             <ul style="list-style-type: none"> <li>• The play area's design shall not be too noisy</li> <li>• The play area design shall look similar to others</li> <li>• The play area shall be a modern urban design</li> <li>• Rules and planning permission and requirements shall be met</li> <li>• Final choice of the play area equipment shall be accepted, within the legal requirements and boundary of planning permissions</li> </ul> </li> <li>• Stakeholders' roles were within the defined boundary set earlier</li> <li>• Young people's decision on the play area equipment was within the defined boundary set earlier</li> </ul>			
	Method used	<ul style="list-style-type: none"> <li>• The ladder of participation approach</li> </ul>			
	Project constraints	<ul style="list-style-type: none"> <li>• Budget                             <ul style="list-style-type: none"> <li>• Play area project value: not to exceed £100,000</li> <li>• Engagement process: not to exceed £20,000</li> </ul> </li> </ul>			
	Support services available	<table border="1"> <tr> <td>Blackburn NHLC</td> <td> <ul style="list-style-type: none"> <li>• Relationships with young people</li> <li>• Young people trust working with them</li> </ul> </td> </tr> <tr> <td>The Borough HMR team</td> <td> <ul style="list-style-type: none"> <li>• Funding the engagement process</li> </ul> </td> </tr> </table>	Blackburn NHLC	<ul style="list-style-type: none"> <li>• Relationships with young people</li> <li>• Young people trust working with them</li> </ul>	The Borough HMR team
Blackburn NHLC	<ul style="list-style-type: none"> <li>• Relationships with young people</li> <li>• Young people trust working with them</li> </ul>				
The Borough HMR team	<ul style="list-style-type: none"> <li>• Funding the engagement process</li> </ul>				

Stakeholders' tasks allocations	Blackburn NHLC		<ul style="list-style-type: none"> <li>To engage with young people</li> <li>To involve young people in designing the play area</li> <li>To give young people a chance to have a say about the play area</li> <li>To discuss the proposed play area equipment with the designers and suppliers</li> <li>To meet the Borough on regular basis to ensure park design reflect young people</li> <li>To work with young people in the engagement process</li> <li>To work with the designed architect for the final design</li> <li>To seek immediate local residents' opinion about the play area</li> </ul>	
	Young people		<ul style="list-style-type: none"> <li>To decide the play area equipment</li> <li>To propose the what play area equipment should be</li> </ul>	
	Bootstrap Enterprises		<ul style="list-style-type: none"> <li>To facilitate the consultation process with young people</li> <li>To lead the engagement process with young people</li> <li>To work with young people in the engagement process</li> <li>To engage with young people</li> </ul>	
	The Borough HMR team		<ul style="list-style-type: none"> <li>To manage the play area project</li> <li>To confirm that the play area design complied with planning &amp; legal requirements</li> <li>To confirm the total costs of the project</li> <li>To decide and confirm the selection of suppliers</li> </ul>	
	The design architect		<ul style="list-style-type: none"> <li>To design the proposed play area</li> <li>To check planning and legal requirements of the play area</li> <li>To decide and confirm the selection of suppliers</li> <li>To work with Blackburn NHLC for play area final design</li> <li>To seek immediate residents' opinion</li> </ul>	
	Barriers and difficulties			<ul style="list-style-type: none"> <li>Parents' approval for young people's involvement in the engagement process</li> <li>Local opposition for site location of the play area</li> </ul>
Project Fund			<ul style="list-style-type: none"> <li>The Borough under HMR &amp; regeneration programme</li> </ul>	
Develop commitment among stakeholders			<ul style="list-style-type: none"> <li>Develop stages of engagement process                             <ul style="list-style-type: none"> <li>To encourage young people's involvement</li> <li>To have young people's participation</li> <li>To anticipate young people's ideas and expectation</li> </ul> </li> </ul>	
	Stage 1	Meeting with young people	<ul style="list-style-type: none"> <li>Informed about the play area project</li> <li>Invited young people to take part in the engagement process</li> </ul>	
		Stakeholders led the process	<ul style="list-style-type: none"> <li>Blackburn NHLC</li> <li>Bootstrap Enterprises</li> </ul>	
	Stage 2	Stakeholders involved in the meeting	<ul style="list-style-type: none"> <li>Blackburn NHLC</li> <li>The Borough HMR team</li> <li>The designer architect</li> </ul>	
		Outlined project aims and times scale	<ul style="list-style-type: none"> <li>Produced timescales of key dates</li> <li>Stages of engagement with young people were decided                             <ul style="list-style-type: none"> <li>Agreed the level of involvement with young people at each different stage of the design process</li> </ul> </li> </ul>	
		Method used	<ul style="list-style-type: none"> <li>The ladder of participation with a Participatory Learning and Action approach.</li> </ul>	
		Project boundaries and limitation	<ul style="list-style-type: none"> <li>The play area shall not be too noisy</li> <li>The play area shall cater for the Blackburn community</li> <li>The project value shall not exceed £100,000</li> <li>The design of the play area shall be similar to others</li> </ul>	
	Stage 3	Primary school visits	Stakeholders led the process	<ul style="list-style-type: none"> <li>A group of young people; also known as an organising team</li> <li>Blackburn NHLC</li> <li>Bootstrap Enterprises</li> </ul>
			Aim of the visits	<ul style="list-style-type: none"> <li>To seek young people's opinions about the new play area</li> <li>To invite them to take part in the engagement process</li> </ul>
			No.'s. and age range of the young people involved	<ul style="list-style-type: none"> <li>Over 100 young people/pupils from local schools from years 4,5,6 of Bank Top were involved in the process</li> </ul>

<b>Engagement</b>	Stages on engagement process			Engagement approaches	Questions asked	<ul style="list-style-type: none"> <li>Feelings about the existing play area</li> <li>What &amp; where do they do/go in their spare time</li> <li>What they would like to see in the play area</li> </ul>		
					Video interview			
					School break timed observation	<ul style="list-style-type: none"> <li>To observe where the pupils play, and what they prefer to do</li> </ul>		
				Information gathered from the visits were shortlist				
		Stage 4	Manchester visits	Aims of the visits	<ul style="list-style-type: none"> <li>To experience other play areas</li> <li>To experience using the real equipment</li> <li>To decide on the proposed play area equipment</li> </ul>			
				12 young people were selected for the visits				
				Name of the play areas	<ul style="list-style-type: none"> <li>North Hulme Adventure Playground</li> <li>Hulme Park</li> </ul>			
				Method used	<ul style="list-style-type: none"> <li>Photos taken using Polaroid Camera</li> <li>'Sticky dots' to stick to 3 favourite pieces of equipment</li> <li>Asking questions                             <ul style="list-style-type: none"> <li>What make a good play area?</li> <li>What make a bad play area?</li> </ul> </li> </ul>			
		Stage 5	Shortlist play area equipment	To short list of information gathered from: <ul style="list-style-type: none"> <li>Visits to Manchester</li> <li>Local primary school visits</li> <li>12 activities were shortlist</li> </ul>				
		Stage 6	Meeting with the design team	Stakeholders involved	<ul style="list-style-type: none"> <li>The design architect</li> <li>The Borough HMR team</li> <li>Blackburn NHLC</li> </ul>			
				To confirm the choices of suppliers for the final play equipment				
				To confirm that play area equipment choices were available				
		Stage 7	Feedback form young people on streets	Stakeholders involved	<ul style="list-style-type: none"> <li>A group of young people</li> <li>Blackburn NHLC</li> <li>Bootstrap Enterprises</li> </ul>			
				Method used	Asked local young people around Bank Top	<ul style="list-style-type: none"> <li>To choose 12 activities on a picture board</li> <li>Over 100 local young people were involved</li> <li>To stick 3 favourite activities on a picture board</li> <li>Some session led by young people</li> <li>Details of young people who took part were recorded</li> </ul>		
		Stage 8	Final design	Stakeholders involved	<ul style="list-style-type: none"> <li>The design architect</li> <li>Blackburn NHLC</li> </ul>			
		Design fitted onto play area	<ul style="list-style-type: none"> <li>Based on the top choices of activities as voted for by young people</li> <li>Based on the feedback from residents who live in the vicinity of the play area</li> </ul>					
Stage 9	Apply for Planning permission							
Barriers and difficulties				To fulfil young people expectations	<ul style="list-style-type: none"> <li>To maintain young people's interests at all stages of the engagement process</li> </ul>			
				To understand young people	<ul style="list-style-type: none"> <li>Lack of guidelines on how to engage with young people</li> </ul>			

			<ul style="list-style-type: none"> <li>• Skills to trust and be trusted</li> <li>• Listening skills</li> <li>• Negotiation skills</li> <li>• Communication skills</li> <li>• Consultation skills</li> <li>• Skills for budget management</li> <li>• Expressing views' skills</li> <li>• Relationships development skills</li> <li>• Working with young people skills</li> <li>• Engaging young people's skills</li> <li>• Designing skills</li> <li>• Planning skills</li> <li>• Respecting young people skills</li> <li>• Understanding young people skills</li> <li>• Team building skills</li> </ul>
<b>Continuation</b>	Evaluate objective	Key success	<ul style="list-style-type: none"> <li>• Young people's direct involvement applied</li> <li>• Relationships with young people developed</li> <li>• Young people's opinions were sought out</li> <li>• The relationships with young people</li> <li>• Team work among stakeholders involved</li> <li>• True consultation with young people</li> <li>• Architect was committed to young people's involvement</li> <li>• Method used was appropriate, and worked for this engagement process</li> <li>• Honesty with the young people throughout the engagement process</li> <li>• Young people's voices were heard</li> </ul>
		Decisions on park equipments	<ul style="list-style-type: none"> <li>• Young people decided on the play area equipment</li> </ul>
	Evaluate stakeholders' expectations from the engagement process	Young people	<ul style="list-style-type: none"> <li>• Be part of the project</li> <li>• Feel a sense of belonging</li> <li>• To be believed and trusted</li> <li>• Get involved in future adults projects</li> <li>• Clean and maintain the play area</li> </ul>
		Blackburn NHLC	<ul style="list-style-type: none"> <li>• Young people voices to the right channel</li> <li>• Need more interaction with young people</li> <li>• Young people should be on board</li> <li>• Young people should be trusted and believed</li> </ul>
		Bootstrap Enterprises	<ul style="list-style-type: none"> <li>• Develop good relationships with young people</li> <li>• Gain young people's trust to work with adults</li> <li>• Young people should be respected and valued</li> <li>• Young people should have rights to voice out and be heard</li> <li>• Believing in young people could contribute to the society</li> <li>• Young people's rights to design their own local services</li> <li>• Need more interaction with young people</li> <li>• Young people should be on board</li> <li>• Young people should be given more power</li> </ul>
		Lessons from the engagement process	<ul style="list-style-type: none"> <li>• Young people should be on board for future local projects</li> <li>• Team work among stakeholders involved</li> <li>• Good relationships with young people</li> <li>• Trust gained from young people</li> <li>• People on the ground should be close to young people</li> <li>• Communication through good relations with young people</li> <li>• Respect and value young people's expectations</li> <li>• Believe in young people's potential contributions</li> <li>• Skills development to people in power</li> <li>• Give young people more power to decide</li> <li>• Interaction with young people should be developed</li> <li>• Young people should be part of any future project that serves their local area</li> </ul>

### 6.5.2.1 Initial phase of the community engagement process

In this early stage, it is essential for this study to understand the following factors, namely:

- The aim of the project
- The client
- The budget available for the project
- The stakeholders who run the engagement process with young people, and
- What tasks were necessary to carry out for the project.

As summarised in Table 6.5 above and in figures 6.8 and 6.9 below, key findings and nodes identified in the *initial phase* are used as a basis to form discussions along with the appropriate extracts from the interview transcripts.

This engagement process was carried out with *aim* for young people living in the area of Bank Top to be able to guide what type of play area equipment would be implemented for the new Bank Top play area. This was a first project in the Bank Top area to involve young people; where they had an opportunity to voice out what they actually wanted from this project. This direct engagement with young people ensured that their voices for this project were on board. In this respect, one interviewee gave his view that:

*“The beauty of this project is...we did approach the council and told them that we could do engagement with young people for the project provided that we were allowed to get young people to be on board and have a say for the project”*

The research findings also confirm that *young people were the ‘champion of the project’* as the final design of the play area equipment was decided by them (refer also to section 6.5.1 above). It was confirmed by one of the interviewees that:

*“...otherwise all have been done by us and young people...just like pictures or equipment here... they are all decided by the young people... If you go to the playground now you could see that the*

*equipment that the young people want are already in place. So that made the project very unique as whatever we do... we have to make sure that the young people are on board. And that is why we get involved in this project”*

At this initial phase, it is also important to finalise what the project actually wanted from the engagement process with young people. This is important for all stakeholders; namely to clearly define their own roles, and tasks allocation for the project (as different stakeholders have different responsibilities for the project). The findings revealed that this engagement process required young people to get involved in *designing the play area equipment*. This was further confirmed by one of the interviewees:

*“...we were involved with this project from the beginning... to get involved with the other project team as well as the young people... involving from the preliminary and design work... not involved in the construction work.... Once the design work done we give it to the engineer to start constructing the play area... so our roles finished up to this level...”*

In addition, the budget (which was allocated by the Borough) to run the project, the stakeholders to manage it, and facilitate the engagement process with young people were also identified. At this stage, the different stakeholders who were involved in the engagement process with young people (as identified in section 6.5.1) were also reconfirmed. Furthermore, this initial phase also identified the stakeholders who administered and facilitated the engagement process with young people (refer Table 6.5 above).



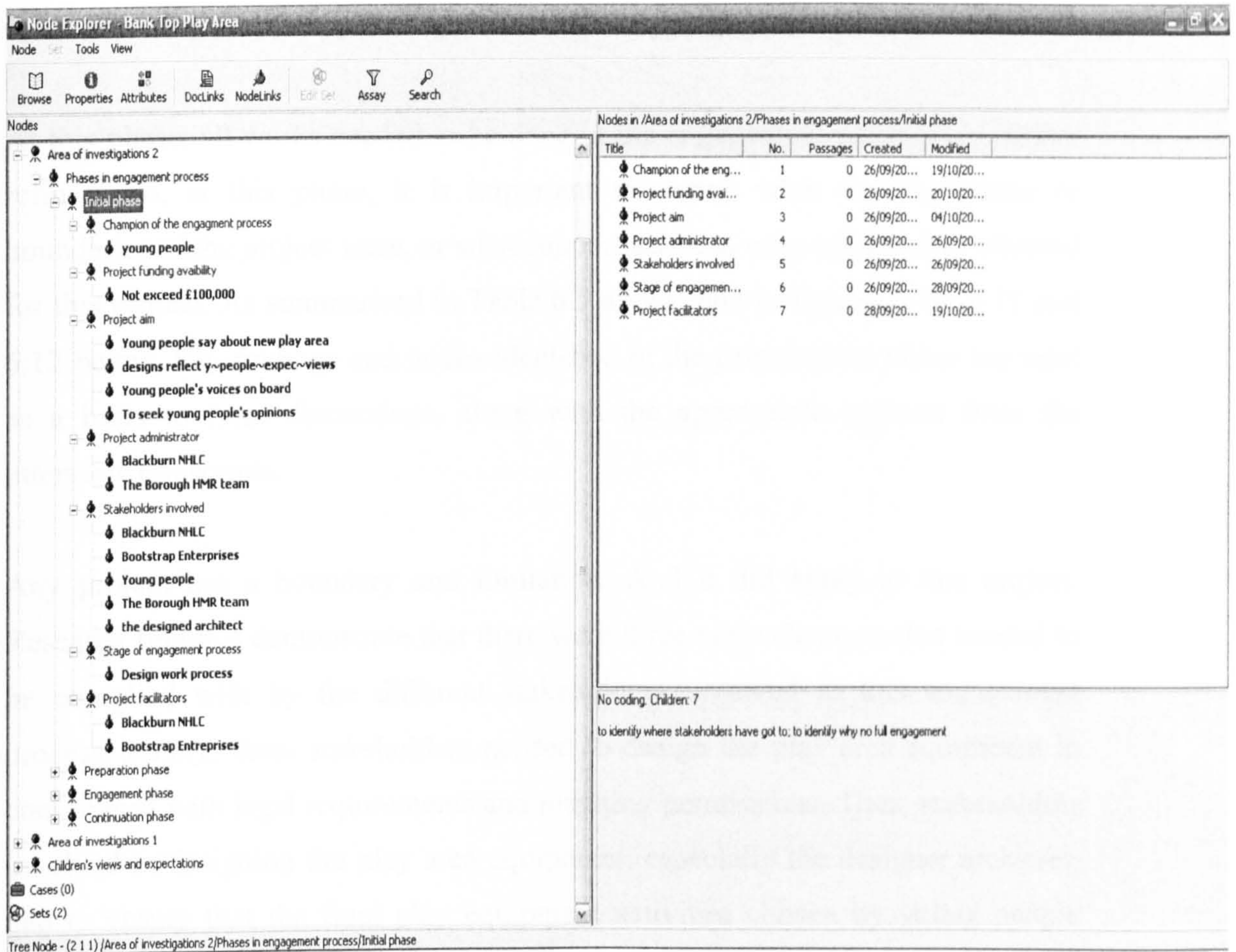


Figure 6.8: Nodes showing the initial phase in the community engagement process of the new play area in Bank Top (source: NVivo case study analysis)

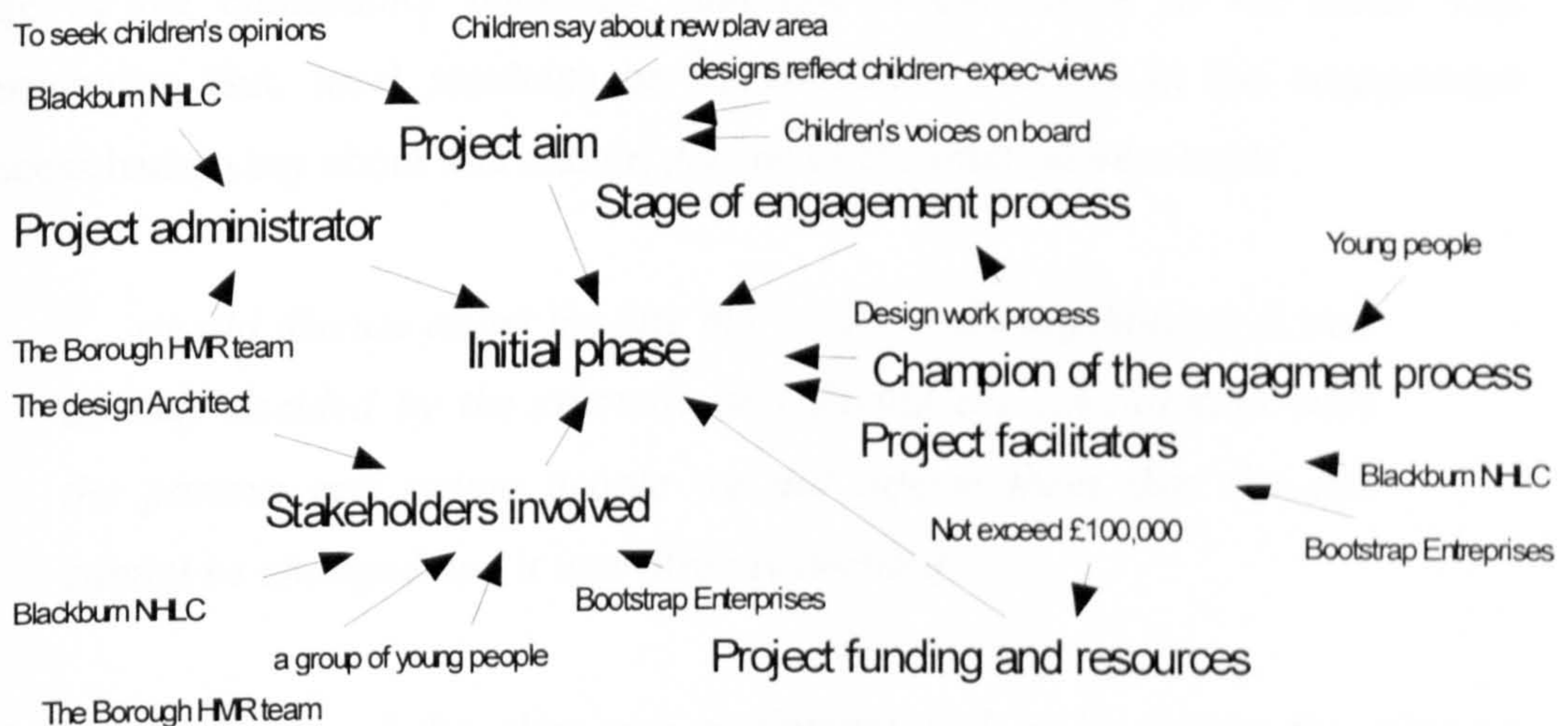


Figure 6.9: Cognitive mapping showing the initial phase in the community engagement process of the new play area in Bank Top (source: NVivo case study analysis)

### 6.5.2.2 Preparation phase of the community engagement process

At this phase, all works needed to be done in the engagement phase were further refined. So, at this phase, it is important to define what the limitations or boundaries of the project were, or what support services were allocated or allowed for this project. As summarised in Table 6.5 above, and in figures 6.10, 6.11 and 6.12 below, key findings and nodes identified in the *preparation phase* are used as a basis to form discussions, along with the appropriate extracts from the interview transcripts.

Any project has a boundary and limitation. And it did apply to this project. Research findings demonstrate that there were three main elements that needed to be complied with by the different stakeholders involved in this engagement process. *Firstly*, these stakeholders needed to design the play area equipment in compliance with legal requirements and planning permissions. Thus, stakeholders involved in designing the play area equipment, especially the designer architect, had to ensure that the final play equipment activities chosen by young people were within required planning permissions. *Secondly*, the Borough HMR team decided earlier on the locality where the play area was to be. Local residents opposed the idea of building play area at the existing site, as it is located on the edge of the community boundary, and not at the centre of the Bank Top community. But, local residents or stakeholders involved in the engagement process had no say about this matter. As one of the interviewees said:

*“...we did discuss about the site but we can't do anything as it was already decided by the council...and during the consultation with the parents and young people we did inform them that the site cannot be changed and it was already decided...”*

*Thirdly*, the design of the play area equipment had to be within the allowed budget already determined by the Borough HMR team. So, at the end of the engagement process, the stakeholders involved in this project had to ensure that all proposals made by the young people were within the allowed budget. As one interviewee responded:

*“yeah...some people has to do budget...we got £xxxx to run the consultation with young people...so...we were allowed to make decision of the park facilities within the budget allocated...”*

In addition, any support services available for this engagement process need also to be clarified. Stakeholders involved in the engagement process needed to know and develop trust and relationships with the young people that they were engaged with. One interviewee emphasised the need for good relationships with young people as a key to true engagement when he said:

*“...as young people expectations are very plain and easy to predict but in certain occasions it is very hard to get them to cooperate...and if we cannot control them there is no true engagement...but we are very lucky because we have sort of relationships with these young people and it makes things easy for us and for the project...”*

Other factors that need to be defined before proceeding to the *engagement phase* are: an appropriate method to engage with young people; project constraints; funding, and the difficulties faced by the stakeholders in implementing the engagement process (refer to Table 6.5 above). Tasks allocated to the different stakeholders involved in the engagement process as identified in section 6.5.1 were also reconfirmed.

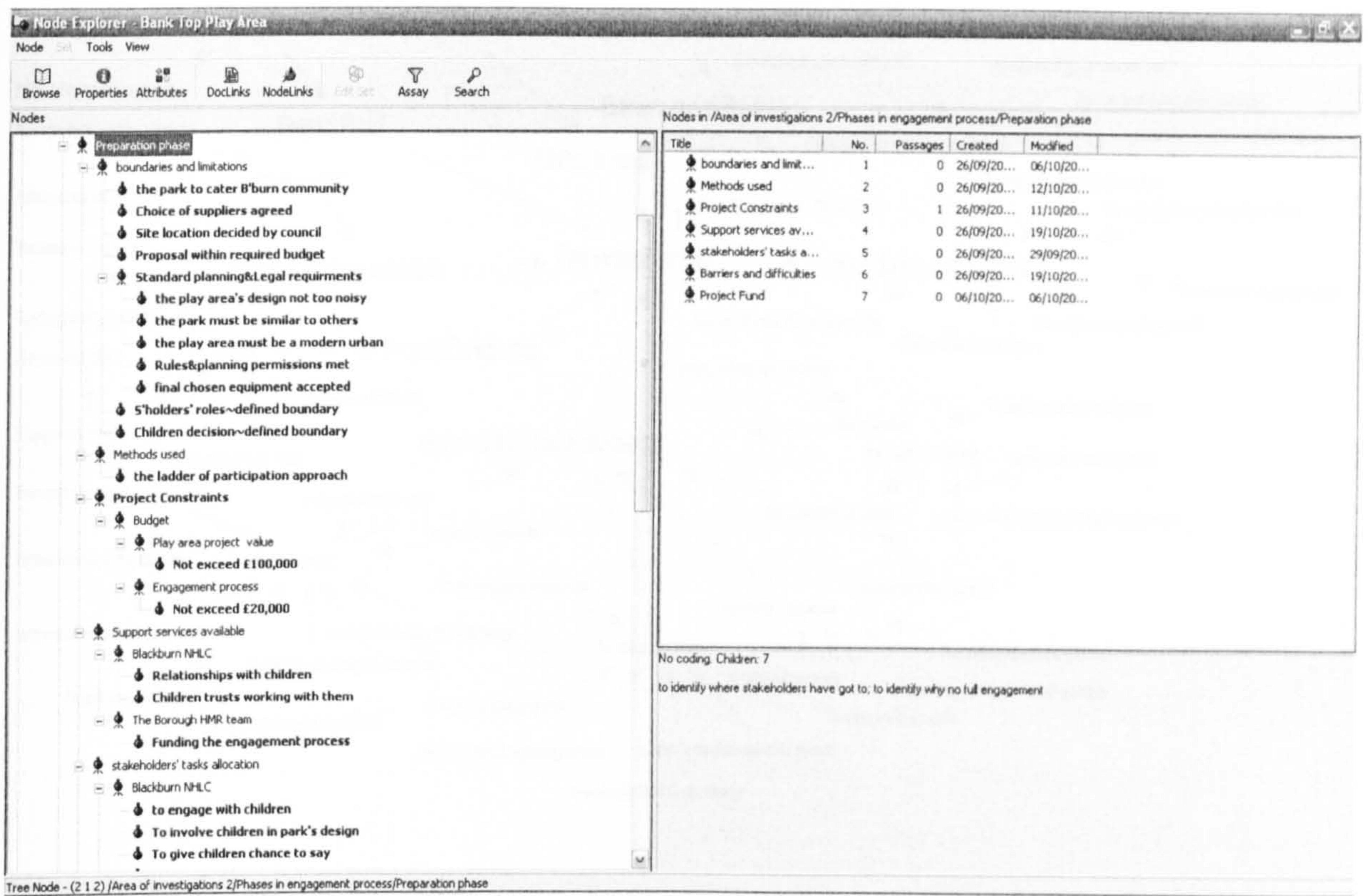


Figure 6.10: Nodes showing the preparation phase in the community engagement process for the new play area in Bank Top (1) (source: NVivo case study analysis)

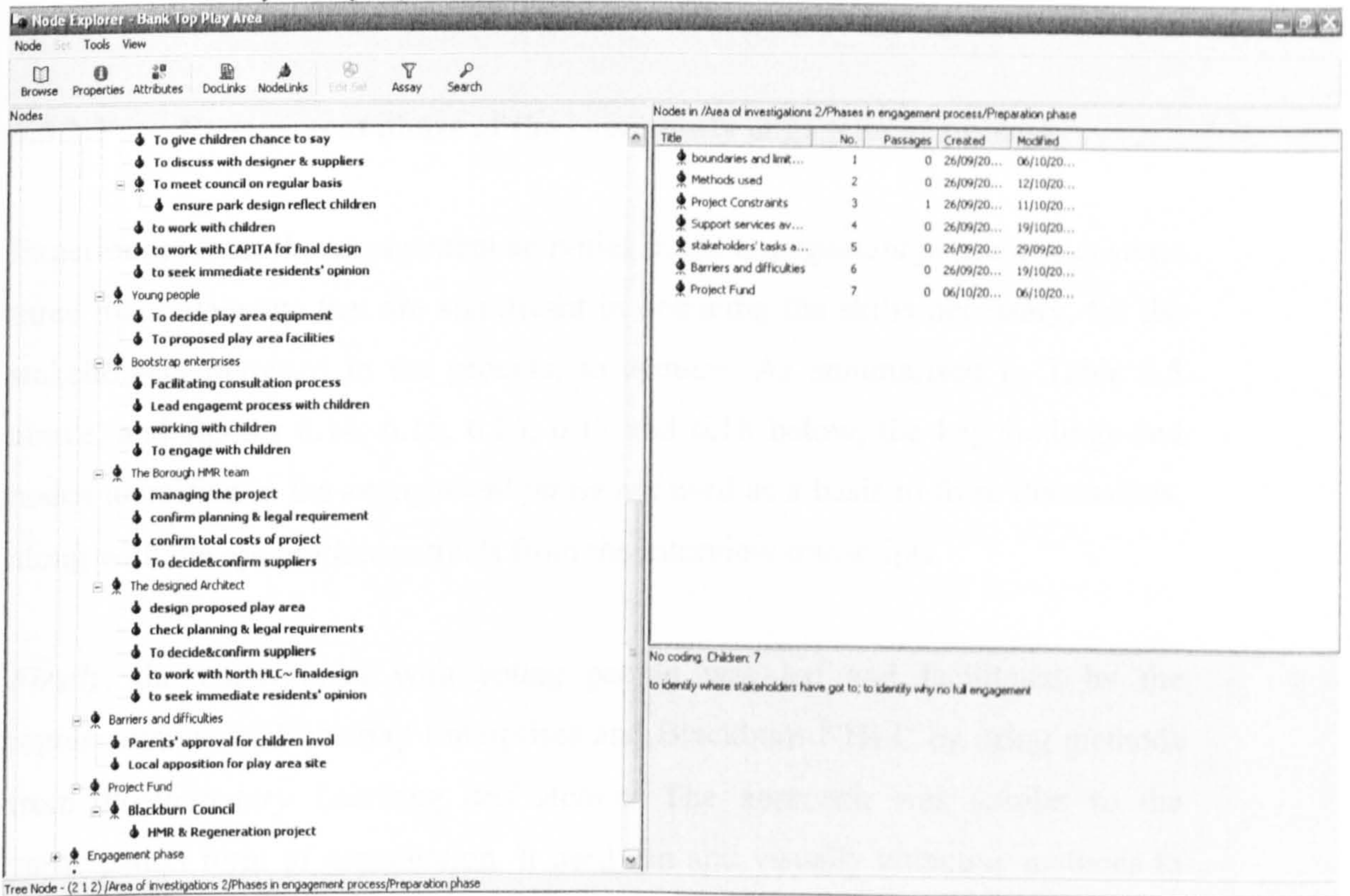


Figure 6.11: Nodes showing the preparation phase in the community engagement process for the new play area in Bank Top (2) (source: NVivo case study analysis)



encouraged them to take part, even if they had no confidence in expressing themselves. The engagement process discussed mainly where they play now, how they feel about the piece of land to be used for the new play area, and what they would like to see in the future. The overall process was divided into 9 stages (Table 6.5). Engagement with young people was conducted at every stage. Young people who were involved ranged from years 4, 5 and 6 in the local Primary Schools. Their expectations about the project, and other opinions, were drawn together. This engagement process involved over 100 young people on streets close to the various local schools of the Bank Top area. It was carried out by asking them to choose their three favourite activities; namely, by putting a sticky dot on the pictures of the activities they liked the best. Then, a selected group of twelve young people visited two play areas in Manchester, and through the use of a Polaroid camera, and a coded sticker voting system, identified which play equipment they would most like for their own play area. Information from the Manchester visits, primary school visits, and young people on the streets nearby were gathered in. Twelve activities were shortlisted. These twelve activities were presented to the design architect and the Borough HMR team to confirm on choice, availability and suppliers. The design architect began designing the play area, and calculated the amount of space that each activity needed. He fitted as many of the top choices into the play area space as possible. A copy of the play area design was put up in the Bank Top Community Centre, and the local schools for the immediate feedback and opinions from the residents. Afterwards, the proposed play area design was submitted for planning permission.

*Secondly*, two functional teams of stakeholders were formed. This was based on their different roles and responsibilities in the project. In this study, these teams were also referred as: the *Engagement Process Team* and the *Design Team*. Stakeholders included in the Engagement Process Team were Blackburn NHLC, Bootstrap Enterprises and a group young people. One interviewee confirmed this:

*“Yeah... we had what we called a split meeting first, meeting and engagement with group of selected young people which were led by me and Bootstrap Enterprises... second, meeting and engagement*

*with the architect and the local council and us... Blackburn NHLC...”*

As referred to figure 6.13, the team was responsible to seek young people’s views and expectations for the new play area project. To seek young people’s opinion and voice out their say on the play area equipment was the aim of the Engagement Process Team. Blackburn NHLC led the engagement process with young people with the assistance of Bootstrap Enterprises who acted as a facilitator for the project. Meanwhile, stakeholders included in the Design Team were Blackburn NHLC, the design Architect and the Borough HMR team. The Design Team outlined the project aim, and set up boundaries and limitations of the project to ensure that the results of the engagement process complied with legal requirements and planning permission, as well falling within the allowed budget. The team also produced a project timetable, agreed on the extent they wanted young people’s involvement in the project, and task allocation for the stakeholders involved. At the end of the engagement project, the research findings demonstrated that Blackburn NHLC had two roles in this event. In the Engagement Process Team, Blackburn NHLC led the engagement with young people and was responsible to produce young people’s top choices of play equipment activities. However, in the Design Team, Blackburn NHLC acted as a representative of young people to ensure that young people’s voices were on board, and fitted in the final play area design. It was confirmed by one interviewee, who said:

*“...we could be said...to facilitate the engagement process with young people...very much involved with young people rather than the council side...and we want to ensure that when we met the council and the Architect that we got to inform them that we represent the young people coz we have been with young people all these years.... So at least this is what we could help for the project and for the young people as well...to ensure that the young people voice to be on board...”*

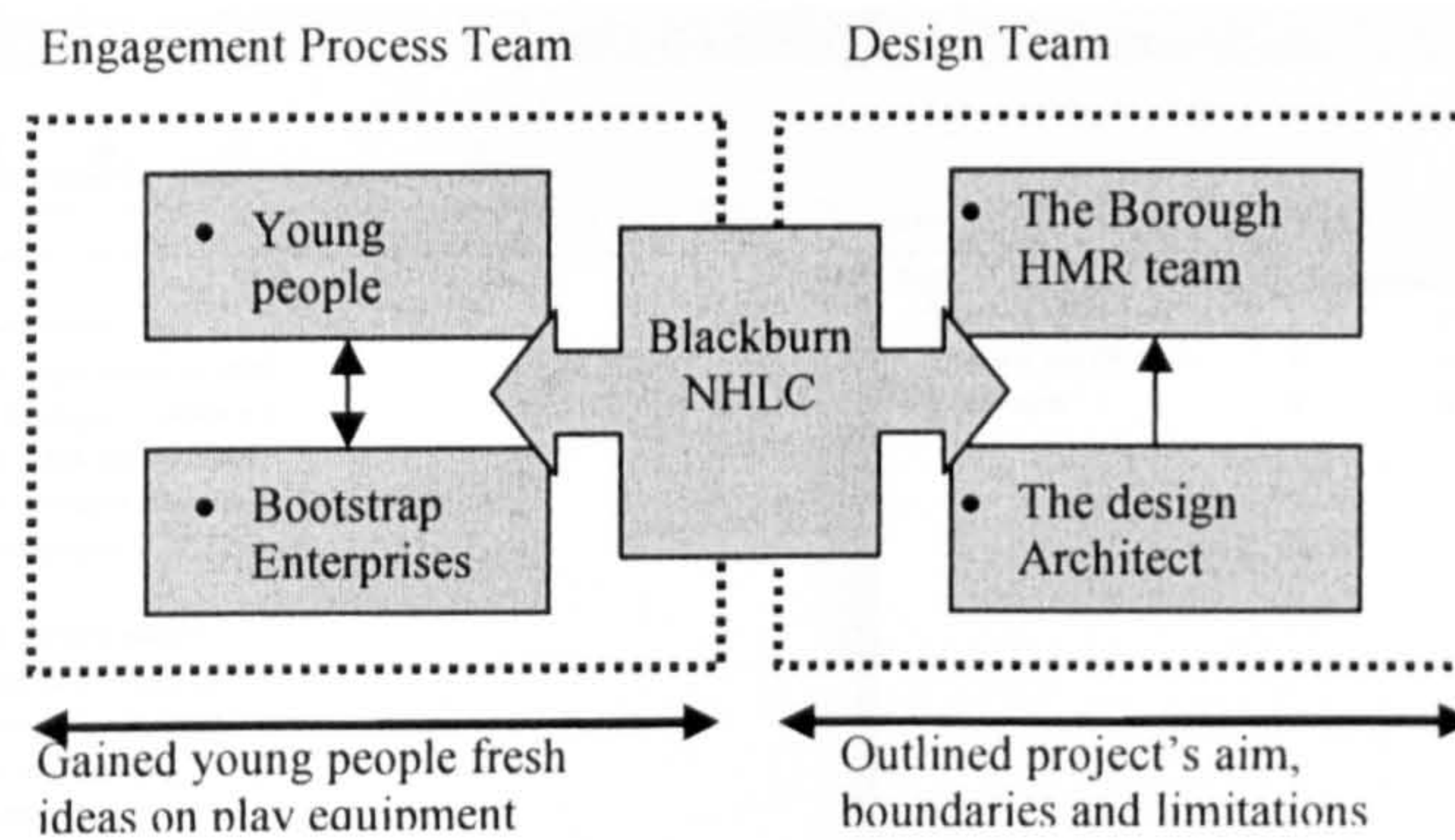


Figure 6.13: Stakeholders' positions in the community engagement process of delivering a new play area in Bank Top (source: case study)

Thirdly, research findings encounter barriers and difficulties in carrying out the engagement process. One of the problems is how to maintain young people's interests at all stages of the engagement process. The stakeholders involved in the engagement process with young people had to hear exactly what the young people wanted, and then agree on what to do next. Besides, there is lack of guidance on how to work with young people. As one of the interviewers said:

*“But...engaging young people...needs a certain approach...to make them voice out and speak up...we need certain guidelines...they should guide us what to do...in dealing with young people... to get them involved is one thing but how effective the engagement is another thing either it meets the objective of conducting the engagement”*

Experience from the engagement phase had identified the skills necessary for the different stakeholders who were involved in the engagement process of delivering a new play area in Bank Top. The skills necessary, as identified in this engagement phase, prioritise and reconfirm the findings in section 6.5.1 above.



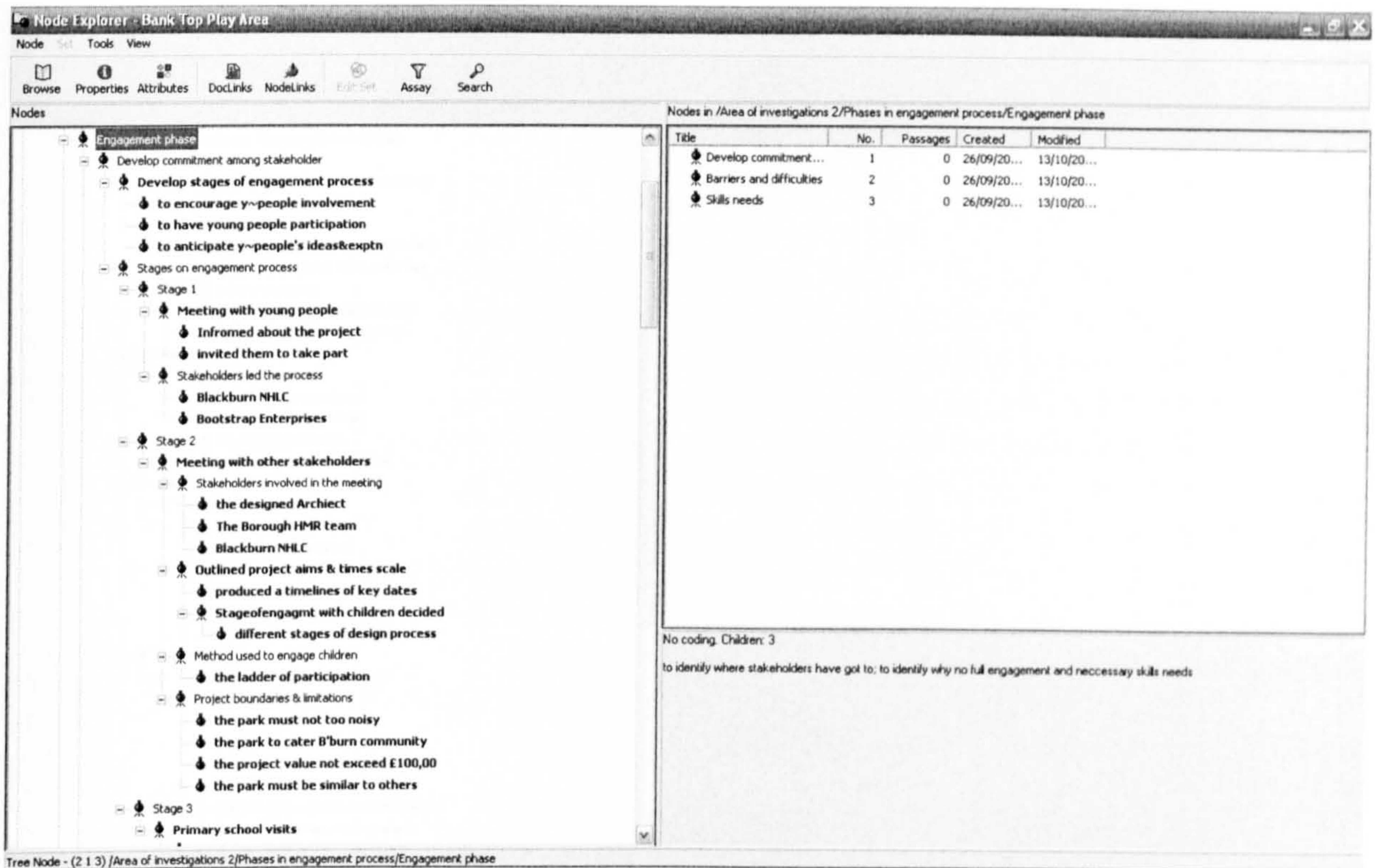


Figure 6.14: Nodes showing the engagement phase in the community engagement process for the new play area in Bank Top (1) (source: NVivo case study analysis)

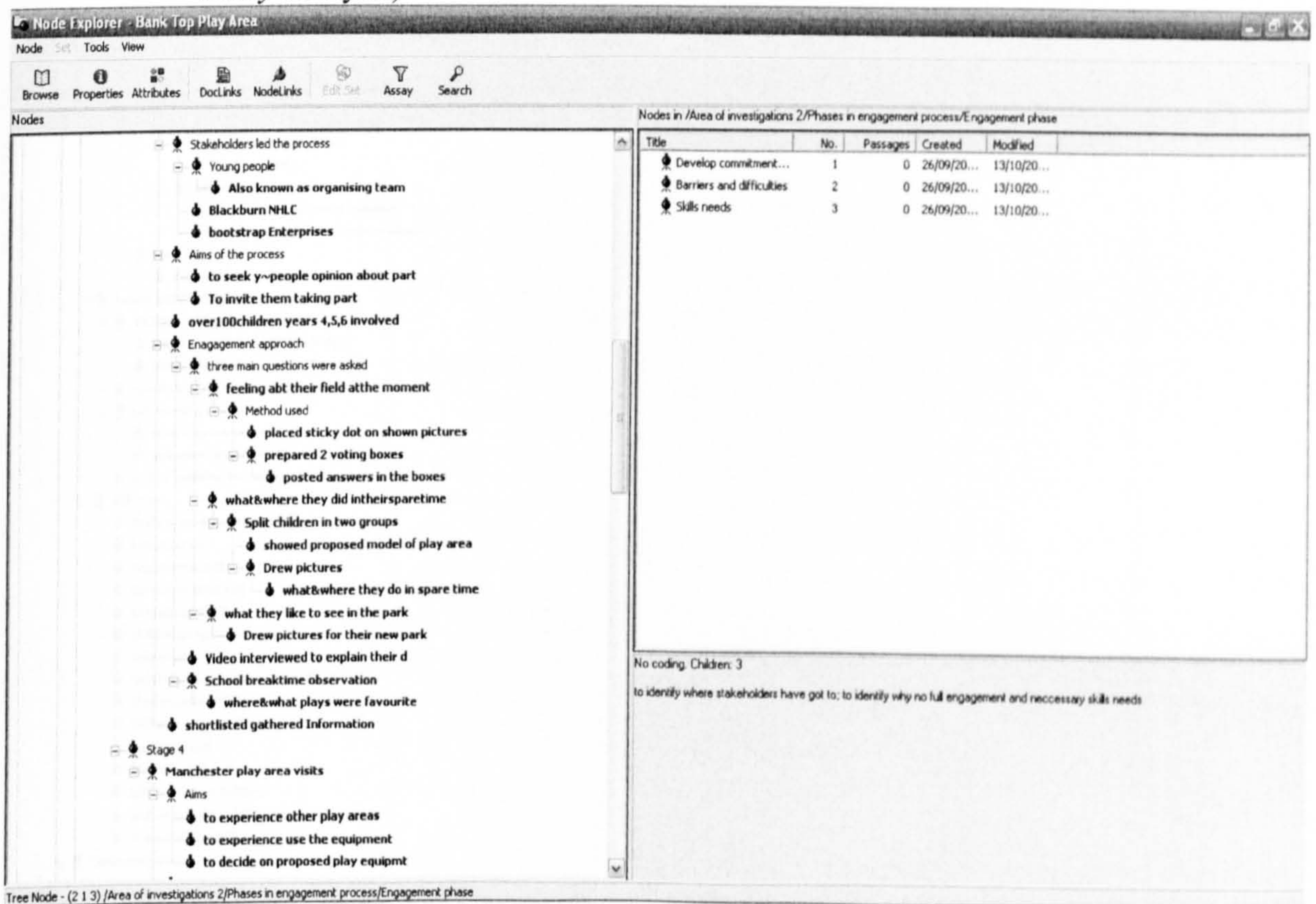
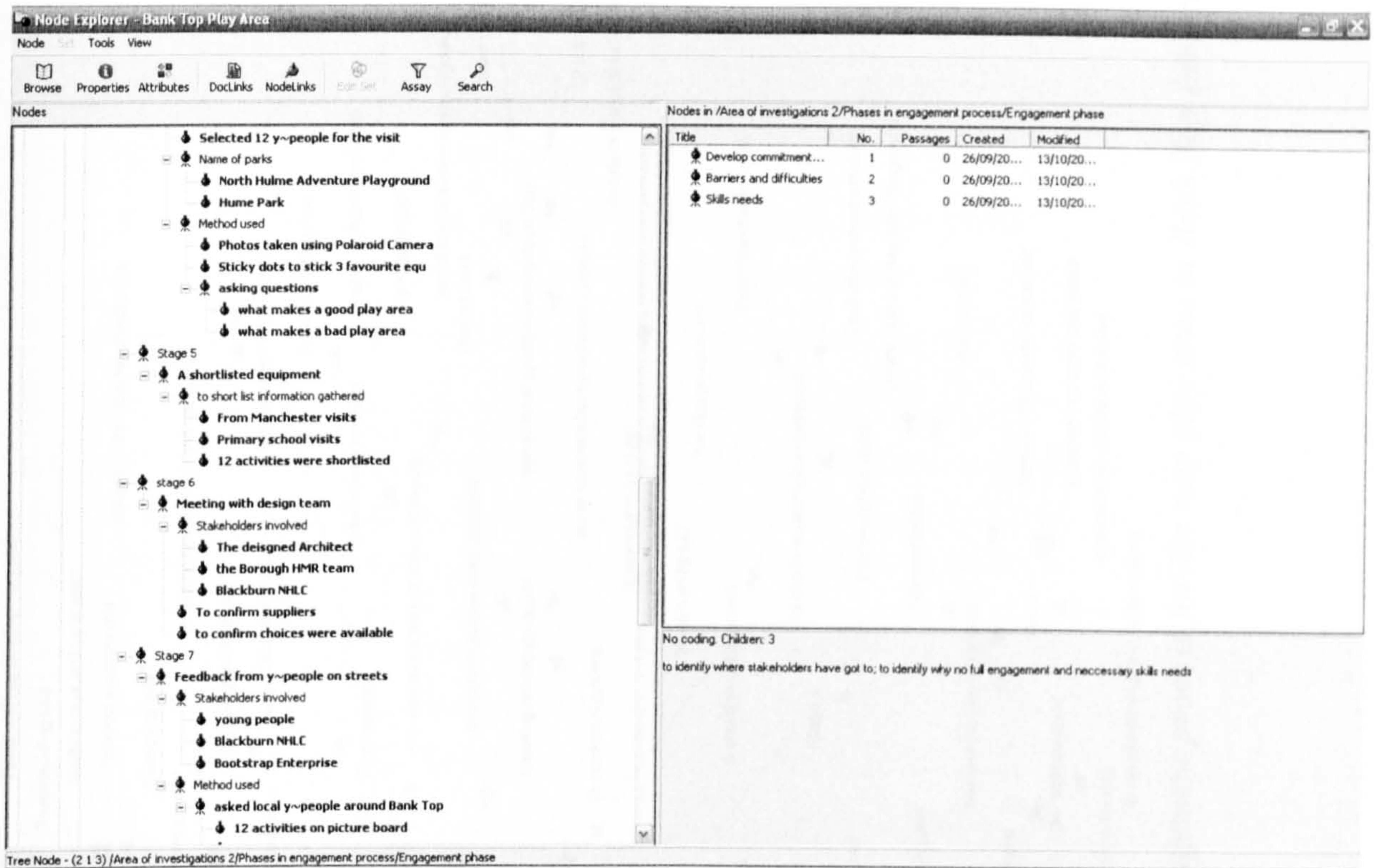
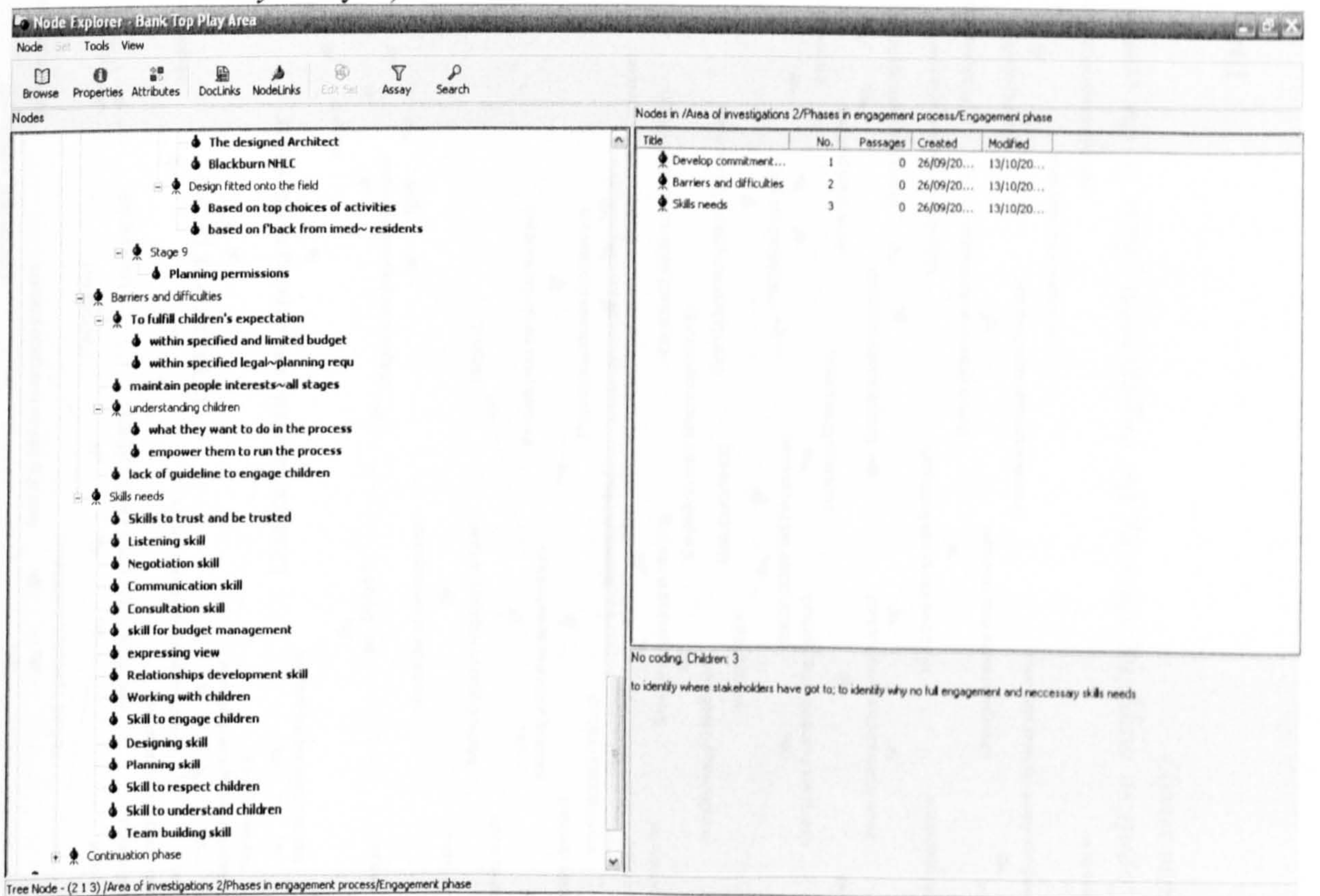


Figure 6.15: Nodes showing the engagement phase in the community engagement process for the new play area in Bank Top (2) (source: NVivo case study analysis)



Title	No.	Passages	Created	Modified
Develop commitment...	1	0	26/09/20...	13/10/20...
Barriers and difficulties	2	0	26/09/20...	13/10/20...
Skills needs	3	0	26/09/20...	13/10/20...

Figure 6.16: Nodes showing the engagement phase in the community engagement process for the new play area in Bank Top (3) (source: NVivo case study analysis)



Title	No.	Passages	Created	Modified
Develop commitment...	1	0	26/09/20...	13/10/20...
Barriers and difficulties	2	0	26/09/20...	13/10/20...
Skills needs	3	0	26/09/20...	13/10/20...

Figure 6.17: Nodes showing the engagement phase in the community engagement process for the new play area in Bank Top (4) (source: NVivo case study analysis)

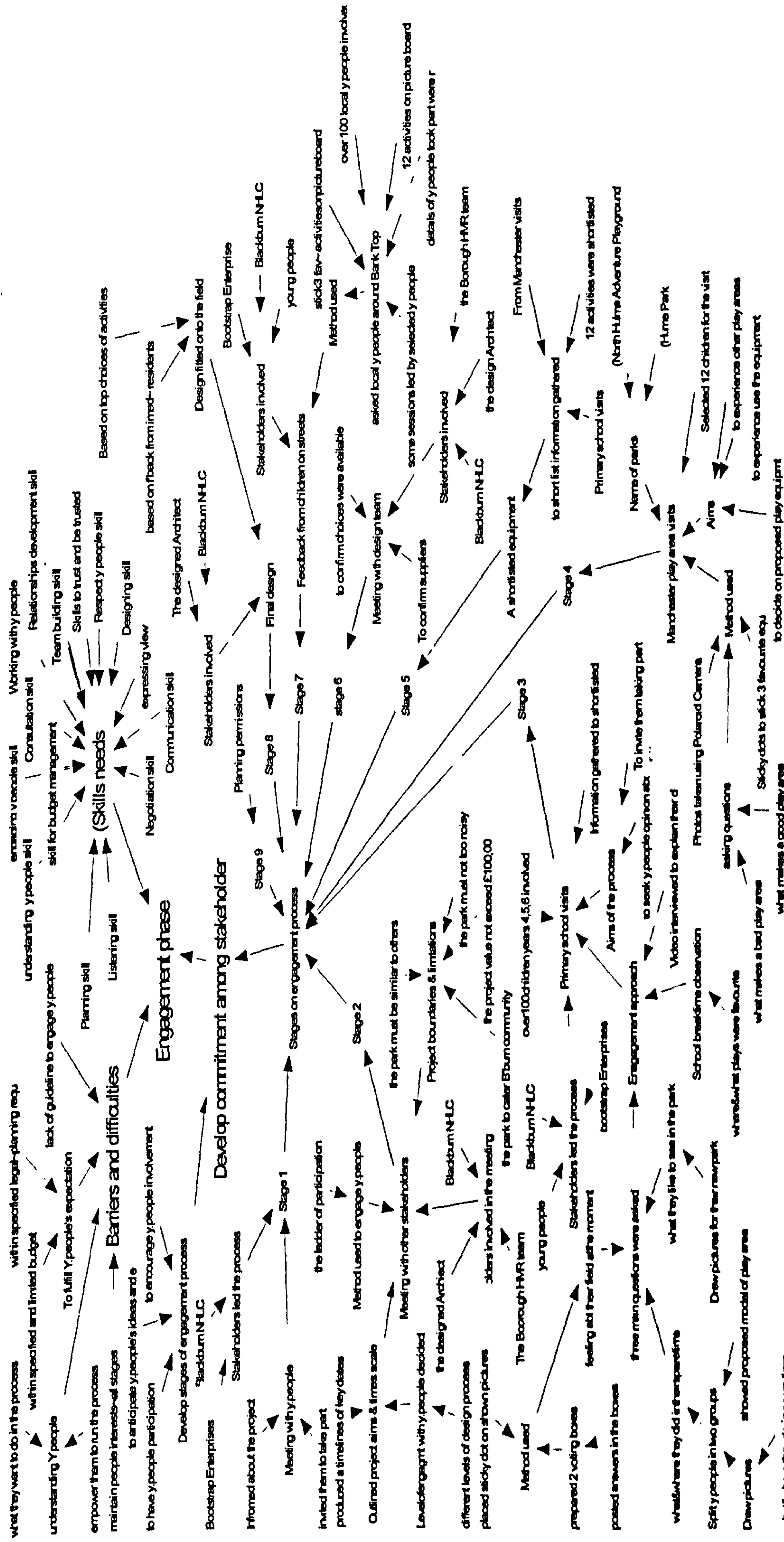


Figure 6.18: Cognitive mapping showing the engagement phase in the community engagement process for the new play area in Bank Top (source: case study)

#### **6.5.2.4 Continuation phase of the community engagement process**

The continuation phase acts as a *post mortem* to measure the success of the engagement process. There are three elements that need to be evaluated to inform the skills necessary: evaluate the objective, evaluate the stakeholders' expectations, and lessons learned from the engagement process. As summarised in Table 6.5 above, and figures 6.19, 6.20, and 6.21 below, key findings and nodes identified in the *continuation phase* are used as a basis to form discussions along with the appropriate extracts from the interview transcripts.

*Firstly*, research findings reveal that the *key success* for this engagement process was that young people were involved directly in designing the play area equipment. Young people also had a final say on the play equipment that they really wanted for their play area (refer also section 6.5.1 and Table 6.4 above). One interviewee further confirmed:

*“It was great to have so many young people's opinions at different stages of the project. What usually happens is that young people are asked once and then all the information is taken away and suddenly the play area appears. This was different as they were involved when all the big decisions were made”.*

*Secondly*, three different stakeholders' *expectations* from the engagement process team were sought out. These three stakeholders, namely a group of young people, Blackburn NHLC and Bootstrap Enterprises, were selected as they directly involved in the engagement process with young people. Sharing these stakeholders' expectations and experiences from the engagement process are essential for this study to determine and inform what skills were necessary for acquisition. As for the young people, they were very happy with their new play area. They claimed that the play area is what exactly they wanted to see, and they felt that the play area belonged to them. As one interviewee responded:

*“I feel excited... 'coz we are part of the project... the equipment are what we proposed and they listened and gave us exactly what we wanted”.*

Furthermore, as part of the local communities, young people expected that the community could *trust* and *believe in* them to have a say about the project, as the project was developed for them to use during their spare time. Young people claimed that they are able to contribute and get more involvement with adult projects like neighbourhood and housing projects in the future. Young people also reckoned that they could contribute in maintaining the play area just to make the area tidy, clean and nice to play with. Young people also expected to have a right to have a *voice, and be heard* and thought they could offer valuable information on any future development projects constructed by their local service providers. In respond to this, one interviewee suggested that young people should be *on board* and given *more power* not only for play area projects, but also with other projects:

*“the serious question now...why don't young people was to be on board...in the regeneration programme...local strategic partnership...why don't they make decision to genuinely allow young people and instead they marginalised it with the project like play ground...and it is not enough...young people should be given more power...”*

The research findings also recognise that the element of *relationship* is one of essential factors for a success of the engagement process with young people in Bank Top. The relationship with young people could only be developed by believing in them, and giving them a right to voice out and be heard, plus also getting them more power to get involved and be on board. If these kinds of belief are not present in the process, which the findings reveal are in fact the case, then the relationship with young people will not be developed. One interviewee agreed that relationships with young people are a key to the success of the engagement process when he said:

*“I agree... it was not easy to work with young people... I have been in this profession for almost 4 years now... and I think ... it would be a good task for myself in engaging young people... how to expect from this engagement and what we can learn from this exercise...what I found was... it was relationship with young people is the factor of the success of this engagement process as (it is) from good relationships”*

However, findings also indicate that it is not easy to develop these relationships and it takes time. This is because the community members have different backgrounds and beliefs ranging across different localities, i.e. they have a different way of viewing things. The relationship could develop through the process when any stakeholders who are involved in engaging local communities have a genuine belief that local communities have a right to design their own services.

The findings identify young people as being isolated, and not associated with any project within their locality, even though the project directly affects them. So young people’s voices have not been heard in social services, and the social workers do not *interact* with young people. It was further confirmed by one interviewee when he said:

*“what I see is that we have much talking with adults...and not with young people...and even for the project that relate to young people...it seems not right for young people... as they are part of the community... I think they have right to say what they like at least for the project that really concern them like this play area”*

*Thirdly*, lessons from this engagement process with young people were identified and summarised in table 6.5 above. Lessons from the engagement process identified in this case study justify the skills that need to be allocated and acquired by different the stakeholders involved in the engagement process, as recognised and summarised both in table 6.4 and table 6.5 above. In addition, research findings from the continuation phase also recognise the skills priority that need to

be acquired and who are the stakeholders that need those skills most. In responding to this, one interviewee suggested that:

*“I think we should go back to what skills that we need most...I think that the most important skills that we need is not developing the skills for the community members but developing skills for people in power to be able to listen, respect and understand and for this project these people in power are local authority people, the architect, Blackburn NHLC and Bootstrap Enterprises who have a direct contact or engagement with young people”*

Lastly, research findings from the continuation phase also identify that *team working* is one key element for the success of this engagement process as one of the interviews said that:

*“...but it was more to team work among us as a project team to ensure that objective of this project achieved”*

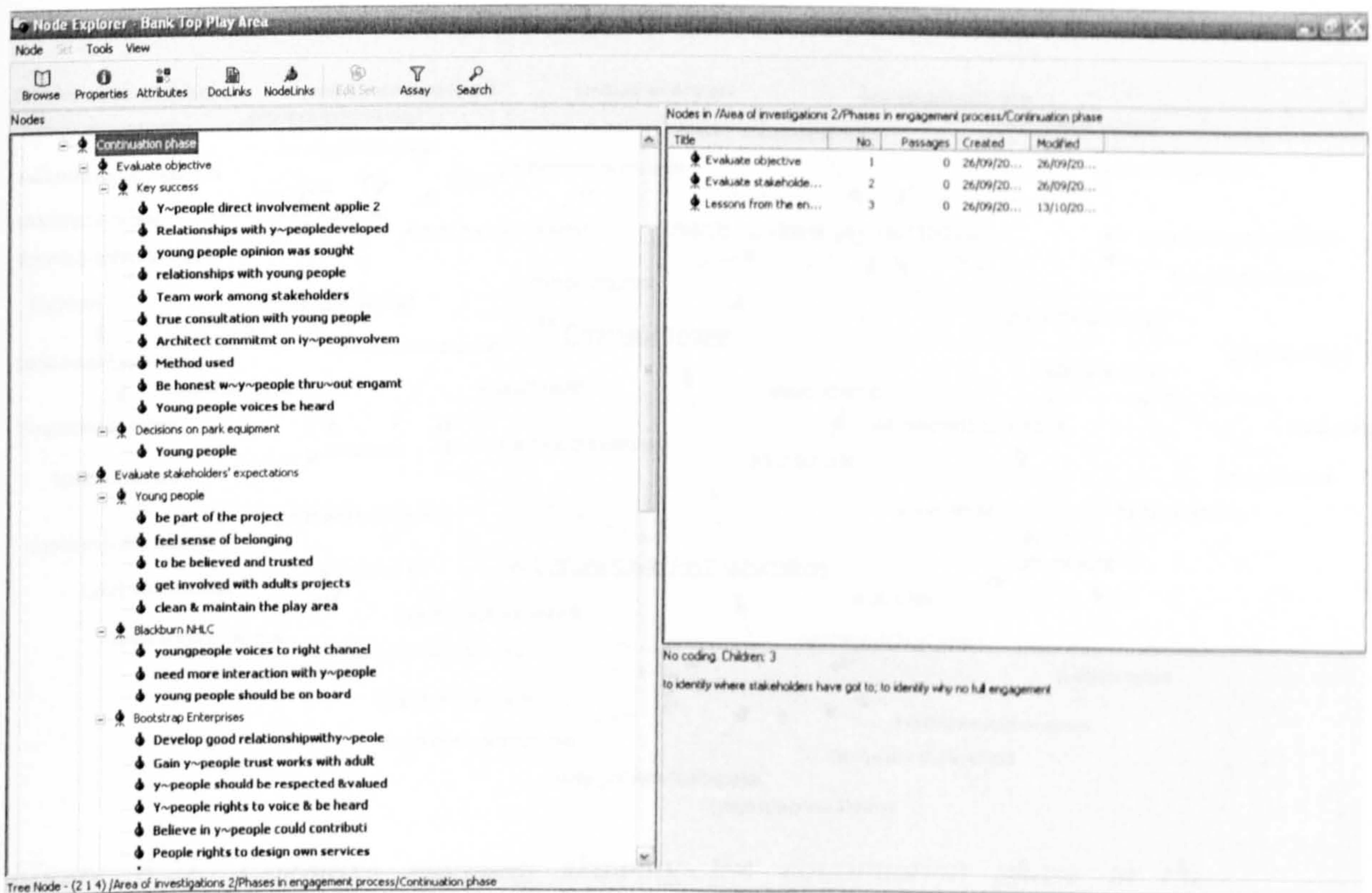


Figure 6.19: Nodes showing the continuation phase in the community engagement process for the new play area in Bank Top (1) (source: NVivo case study analysis)

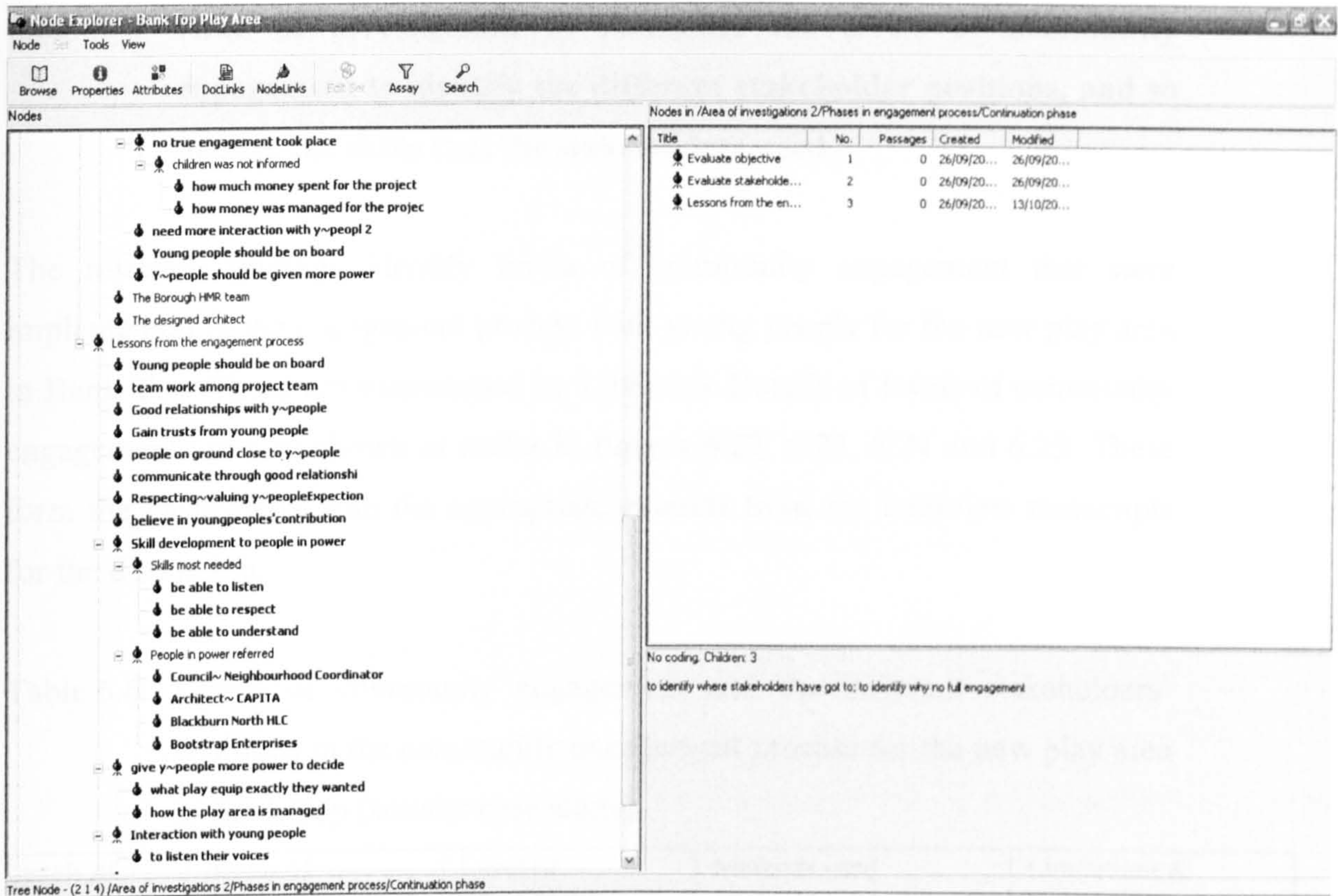


Figure 6.20: Nodes showing the continuation phase in the community engagement process for the new play area in Bank Top (2) (source: NVivo case study analysis)

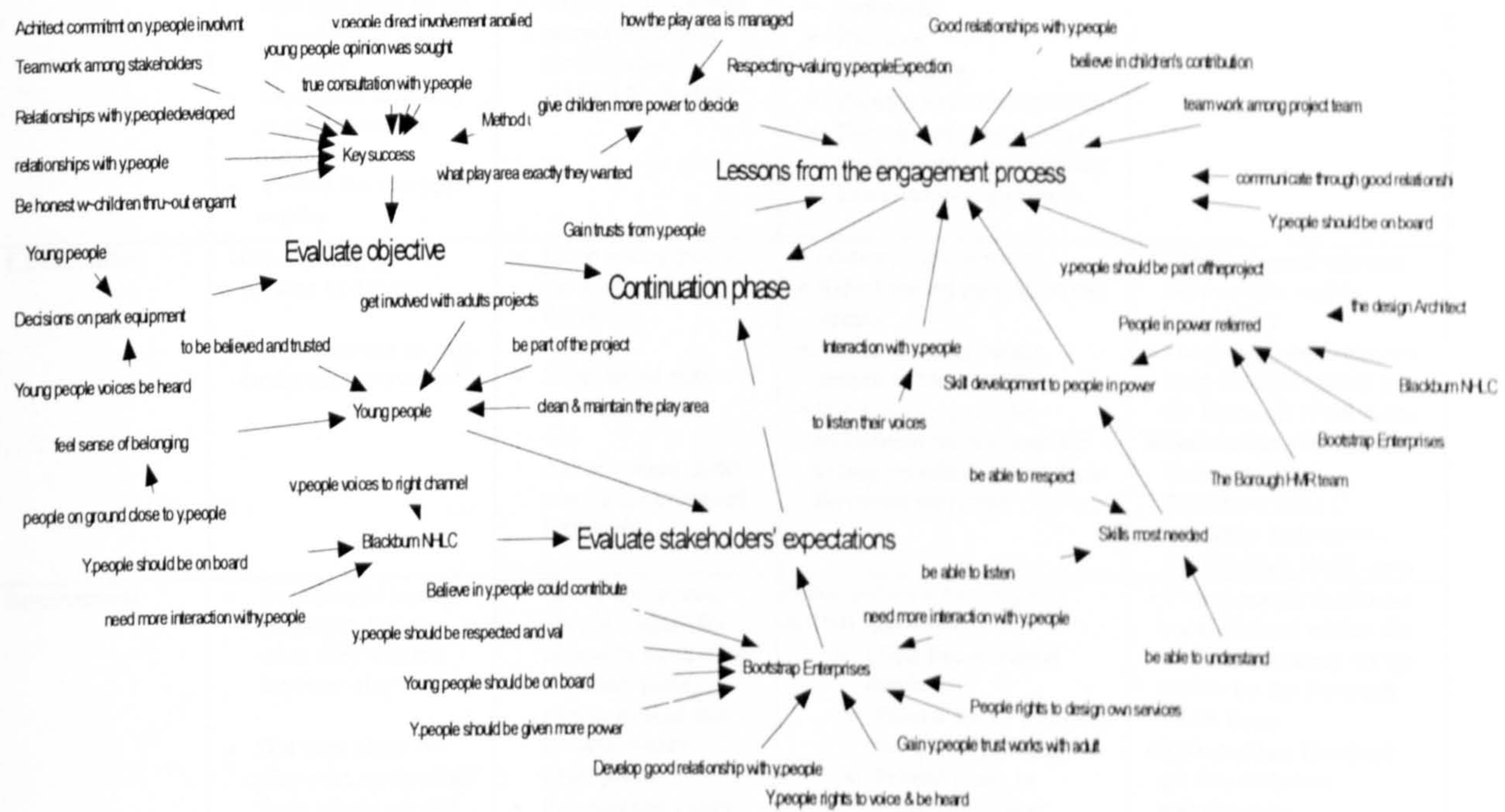


Figure 6.21: Cognitive mapping showing the continuation phase in the community engagement process for the new play area in Bank Top (source: NVivo case study analysis)



### 6.5.3 Area of investigation 3: Assessing the levels of community engagement to identify the different stakeholder positions, and so deduce the skills that the stakeholders need

The research findings identify levels of community engagement that were implemented in the engagement process with young people for the new play area in Bank Top. These are summarised in Table 6.6. Details of levels of community engagement are also shown as nodes in figures 6.22, 6.23, 6.24 and 6.25. These form the basis along with the appropriate extracts from the interview transcripts for the discussion.

Table 6.6: Levels of community engagement and the different stakeholders' positions in the community engagement process for the new play area in Bank Top (source: case study)

Levels of engagement	Basics of engagement	Level of appropriateness	Methods used	Limitations & Stakeholders
Information-giving	<ul style="list-style-type: none"> <li>Met with young people</li> <li>Invited them to take part in the engagement process</li> <li>Invited them to get involved in the project</li> <li>Explained to young people about the project</li> <li>Visited the residents nearby</li> </ul>	<ul style="list-style-type: none"> <li>Asked young people's opinion to participate</li> <li>Found out other young people's opinions</li> <li>Explained to young people what this project actually wanted from them</li> </ul>	<ul style="list-style-type: none"> <li>Young people</li> <li>Briefing during meeting</li> <li>Visited local primary schools</li> <li>Explained using visual methods</li> <li>Drawings</li> <li>Pictures</li> <li>Photographs</li> <li>Parents and communities</li> <li>Distributed pamphlets to parents and communities</li> <li>Door-to-door approach</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders involved: Blackburn NHLC and Bootstrap Enterprises</li> </ul>
Consultation	<ul style="list-style-type: none"> <li>Gave young people options to decide</li> <li>Chose shortlist of play equipment activities</li> </ul>	<ul style="list-style-type: none"> <li>Gave young people more options to decide</li> <li>Short listed play area equipment</li> <li>Asked young street people for balanced feedback</li> </ul>	<ul style="list-style-type: none"> <li>Primary school visits</li> <li>Asked young people on the streets</li> <li>Spoke to many young people in the locality</li> <li>Stuck choices of play equipment on big map for young people to place their favourite activities</li> </ul>	<ul style="list-style-type: none"> <li>The equipment choices were within supply availability</li> <li>The equipment suppliers were decided earlier by the Borough IIMR team</li> <li>Stakeholders involved: Young people, Blackburn NHLC, Bootstrap Enterprises, the Borough IIMR team</li> </ul>
Involvement	<ul style="list-style-type: none"> <li>Encouraged young people to decide what they wanted for their play area</li> <li>Got new ideas for play area equipment from young people</li> </ul>	<ul style="list-style-type: none"> <li>Generated young people's ideas for play area equipment</li> <li>Allowed young people to lead the process where appropriate</li> <li>Encouraged young people to take part in designing the play area equipment</li> <li>Gain young people confidence in writing down their ideas about the play</li> </ul>	<p>Participatory Learning and Action approach:</p> <ul style="list-style-type: none"> <li>Used fun &amp; visual method</li> <li>Placed sticky dot over the given pictures</li> <li>Posted ideas in preferred voting boxes</li> <li>Drew pictures</li> <li>Video recorded explaining their drawings</li> <li>Asked questions</li> <li>School break time</li> </ul>	<ul style="list-style-type: none"> <li>Young people decisions were allowed within the defined boundary set up earlier by the Borough IIMR team</li> <li>Stakeholders involved: all five different stakeholders</li> </ul>

		area equipments and activities	Observation <ul style="list-style-type: none"> <li>Where the pupils play</li> <li>Types of play pupils took part in</li> </ul>	
Collaboration	<ul style="list-style-type: none"> <li>Decided together via regular meeting</li> <li>Acted together in finalising the design of the play area equipment</li> </ul>	<ul style="list-style-type: none"> <li>Gained fresh ideas on play area equipment design</li> <li>Young people had the opportunity to propose new ideas on play area equipment</li> </ul>	<ul style="list-style-type: none"> <li>Team building exercise</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholder roles were within the defined boundary as set up earlier by the Borough HMR team</li> <li>Stakeholders involved: Blackburn NHLC, the Borough HMR team, the design architect</li> </ul>
Empowerment	<ul style="list-style-type: none"> <li>The engagement process with young people was carried out by the Blackburn NHLC</li> <li>The need to engage young people for their fresh ideas and views</li> <li>Blackburn NHLC was interested in initiating the process</li> </ul>	<ul style="list-style-type: none"> <li>Blackburn NHLC has a good relationship with young people</li> <li>Encouraged young people to lead the engagement process where appropriate</li> <li>Experienced real play area equipment from Manchester visits</li> </ul>	<ul style="list-style-type: none"> <li>Team building exercise</li> <li>The engagement process were granted to Blackburn NHMC with conditional requirements</li> <li>Visited to similar projects</li> <li>Manchester play area visits</li> <li>North Hulme Adventure Playground</li> <li>Hulme Park</li> </ul>	<p>No true engagement with young people as:</p> <ul style="list-style-type: none"> <li>Young people didn't know how much money was spent for the project</li> <li>Young people didn't know how the money was spent for the project</li> <li>Stakeholders involved:</li> <li>Blackburn NHLC (partially)</li> </ul>

### 6.5.3.1 Information-giving

This first level of community engagement was successfully applied in the engagement process with young people for a Bank Top new play area project. This basis of community engagement demonstrated that young people were approached and explained about the proposed project, and what the project actually wanted from them. The aim of the meeting with young people was to invite them to participate in the engagement process. This is an appropriate method, where young people's opinions about getting involved with the project were sought out from the beginning of the engagement process. Methods used at this stage were also sufficient to inform and disseminate information about the project. In addition, local residents and parent's views about the project were also sought out via distribution of pamphlets and a door-to-door approach.

The stakeholders who involved in the information-giving level were Blackburn NHLC, the Borough HMR team, and Bootstrap Enterprises.

### **6.5.3.2 Consultation**

At this level, young people were consulted by giving them options of twelve play activities for them to choose. These short list activities were gathered as a result of information obtained from local school visits, and the Manchester play area visits. These twelve activities were put on one big map and the young people were given an explanation as to what they were required to do with those activities. The next step was to ask other local young people which activities they liked the best. Some of the selected youngsters that came on the trip to Manchester joined the team to take the picture board around the Bank Top neighbourhood. The team looked for young people on the streets and in shops or takeaways over the space of 2 days. Over 100 young people were asked to choose their favourite 3 activities by putting a sticky dot on the pictures of the activities they liked the best. After each group of children had voted, the dots were recorded and then taken off the board, so that they would not influence the choices of the next person. Details of young people who took part in this process were recorded, including their age and gender. Some of these sessions were led by young people themselves and others were run by the Blackburn NHLC and Bootstrap Enterprises.

However, young people were consulted within the defined boundary set up by the designing team. Young people could propose and decide on the play equipment, but all final decisions on play equipment or activities had to be within the allowed budget and subject to supply availability. The budget allocated for this project and the Borough HMR team agreed selections of suppliers for the play equipment earlier.

The stakeholders who involved in the consultation level were a Blackburn NHLC, Bootstrap Enterprises, young people and the Borough HMR team.

### **6.5.3.3 Involvement**

This engagement process demonstrates that young people were involved in proposing or giving options for the equipment and activities of the play area

project. The approach was to ensure that young people proposed activities that they really wanted, and provided as many options that they could for the play area.

Bootstrap Enterprises suggested that the engagement process used methods from an approach called Participatory Learning and Action (P.L.A.). This approach is most similar to the participation form of consultation. It uses fun and visually attractive methods. The young people were split into 2 groups. The first group gathered around a large model of the area showing very clearly where the play area will be built. They were then asked to identify their own houses, and to think about what they do in their spare time. The group was then asked to draw what they do in their spare time, e.g. after they've been to school and at weekends, and where they go. During the school visit, the engagement process team, with one representative of young people, watched school children as they played during the school break. Such an approach would allow young people to lead the process if they wanted to, and would encourage young people themselves to take part even if they didn't feel very confident when writing or talking.

However, young people's involvement in designing the play equipment was within the boundary allowed for the project. The young people can comment and propose on the play equipment or activities but then they were given lists of criteria produced by the Borough which included criteria such as how young people's ideas for play equipment should meet with the legal and planning requirements for a play area design.

The stakeholders involved during the involvement level were Blackburn NHLC, Bootstrap Enterprises, young people, the Borough HMR team, and the design architect.

#### **6.5.3.4 Collaboration**

The research findings demonstrate that all different stakeholders involved in the engagement process had a collective decision in designing play equipment. Regular meetings among different stakeholders were held, until final decisions were made which reflected young people's opinions and views as well as

complying with legal and planning requirements. All the different stakeholders worked as a team in this engagement process to ensure that the objective of the project was achievable.

However, to make different stakeholders work as a team, their roles were defined just before the engagement process began. For young people, their roles were defined to reflect what the project wanted from them. Other stakeholder roles were defined to reflect the different contribution levels in the engagement process which reflect the expectations of young people. All of this was within the defined boundary, as discussed before.

The stakeholders involved in the collaboration level were Blackburn NHLC, the Borough HMR team and the design architect.

#### **6.5.3.5 Empowerment**

The research findings demonstrate that the empowerment level was partially implemented in the engagement process with young people for the play area in Bank Top. Blackburn NHLC led the engagement process with young people, with the assistance of Bootstrap Enterprises. It demonstrated that the Borough HMR team *empowered* Blackburn NHLC to lead the engagement process with young people to seek their fresh opinions on play equipment. Blackburn NHLC was interested in initiating the engagement process with young people, because of the close relationships they have with young people. Furthermore, the main objective of conducting the engagement process was for Blackburn NHLC to help young people to voice their frustration through an appropriate channel. It is further confirmed by one interviewee, who said:

*“I think it went back to the relationship that we have with young people.... I think it could not be necessary a communication in here but as we have a good relationships with these young people...and that was just happen and I could be the best communicator in the world...that it should be people on the ground that are close to the young people like us... or it should be residents themselves...”*

In addition, different stakeholders who were committed to working as a team determined the success of this engagement process with young people. As one interviewee said:

*“And then the council said if you like these facilities you will have it... so we did involve at every level of engagement... only for certain things that had been taken care (of) by the architect and council... otherwise all has been done by Blackburn NHLC and young people...”*

However, the concept of power sharing for the different stakeholders who were involved in this project was not really in place. One interviewee disagreed that that full engagement process took place in this project. He strongly argued that this engagement process with young people for a play area did not reached up to the full level of engagement, as each stakeholder had no equal share of power and contribution in this project. He further claimed:

*“Just like this project...we want young people’s opinion about the play area...we don't let them know how much money we spend or how to manage the money for this project...the true engagement is when we give them the money...you decide and you do what you want with it...so in this project, it was only part of the engagement that took place...”*

The stakeholder who was partially involved in the empowerment event was Blackburn NHLC.

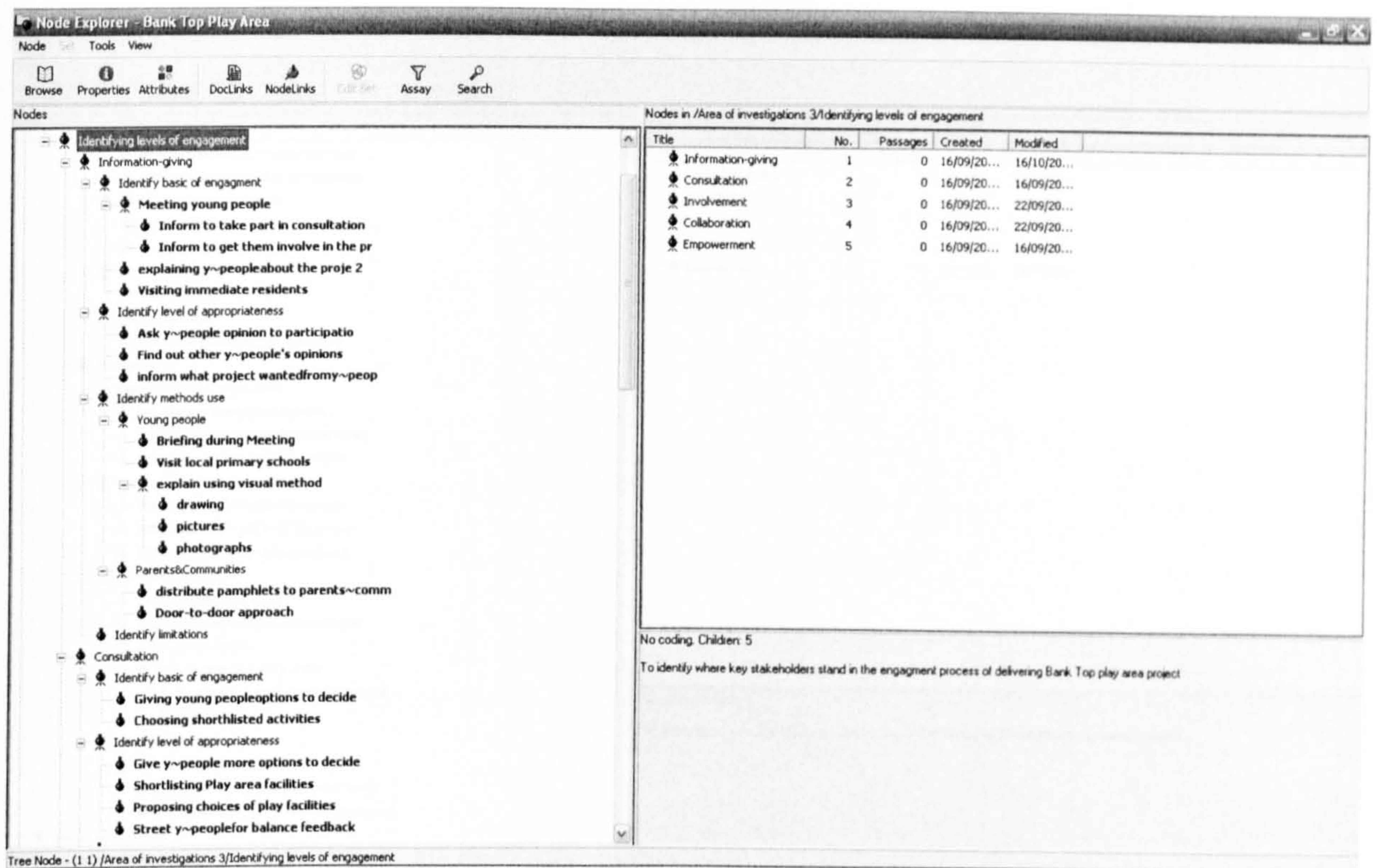


Figure 6.22: Nodes showing the levels of community engagement in the community engagement process for the new play area in Bank Top (1) (source: NVivo case study analysis)

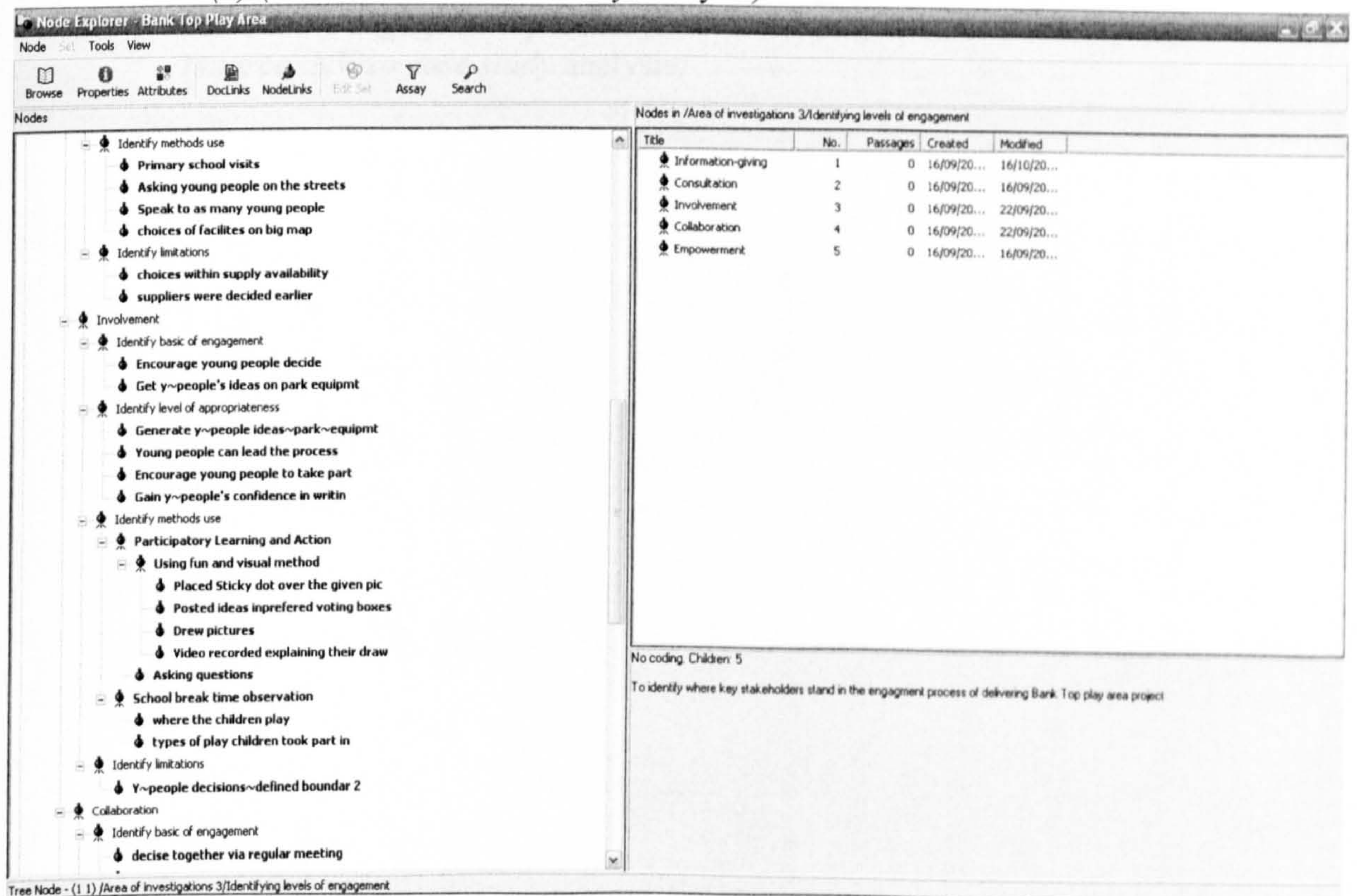


Figure 6.23: Nodes showing the levels of community engagement in the community engagement process for the new play area in Bank Top (2) (source: NVivo case study analysis)

The screenshot shows the NVivo Node Explorer interface for a project titled 'Bank Top Play Area'. The left pane displays a hierarchical tree of nodes. The right pane shows a table of nodes under the path 'Area of investigations 3/Identifying levels of engagement'.

Title	No.	Passages	Created	Modified
Information-giving	1	0	16/09/20...	16/10/20...
Consultation	2	0	16/09/20...	16/09/20...
Involvement	3	0	16/09/20...	22/09/20...
Collaboration	4	0	16/09/20...	22/09/20...
Empowerment	5	0	16/09/20...	16/09/20...

Below the table, the interface shows: 'No coding. Children: 5' and 'To identify where key stakeholders stand in the engagement process of delivering Bank Top play area project'.

Figure 6.24: Nodes showing the levels of community engagement in the community engagement process for the new play area in Bank Top (3) (source: NVivo case study analysis)





## **6.6 Summary and Link**

This chapter has presented the data collection, analysis, and key findings from the case study for a new play area in Bank Top. A framework for identifying the skills necessary for improving the level of community engagement in the HMR process developed in Chapter 5, was applied to and tested for the new play area case study for Bank Top. Five main themes were identified: the different stakeholders involved and their task allocations; the levels of community engagement that were implemented; the barriers to implementing the full level of community engagement; the expectations from the different stakeholders' in the engagement process, and, the skills necessary for the different stakeholders involved in the engagement process.

These key findings are important to deduce the skills necessary to be acquired in order to achieve a full level of community engagement by the different stakeholders involved in the HMR process, and to answer research objectives and research questions posed in this study. These research findings and the overall conclusions of this study are discussed further in Chapter 7.

## **CHAPTER 7**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **7.1 Introduction**

This chapter presents and summarises the overall research findings to draw conclusions on the skills that need to be acquired to attain a full level of community engagement in the HMR process in Bank Top, in the Blackburn and East Lancashire Pathfinder area. In doing so, research findings from the case study in Bank Top ADF are used to justify the skills that need to be acquired by the different stakeholders in the HMR process.

This chapter is organised into two parts. Firstly, this chapter discusses and comments on the aims and objectives of this study and also the research questions of this study. Secondly, this chapter presents a contribution of this study; a limitation of this study and recommends areas for future research.

#### **7.2 Discussion of the Research Aims and Objectives**

Community engagement has been recognised by the Government (HC, 2005) as an essential factor for delivering regeneration programmes such as the HMR, successfully. Despite this importance for community engagement to be incorporated as part of the HMR process, guidance for implementing community engagement from the Government, in the Pathfinder areas is very scarce, or else doesn't exist (HC, 2005). Meanwhile, the HMR also has a lack of a prescription (ODPM, 2003) to stimulate local innovation. This has led to some uncertainty for the Pathfinders, namely, whether to follow existing guidance such as the Neighbourhood Renewal Guidance (NRU, 2004). In response to the Government's recognition of the need for community engagement in the HMR process, the Pathfinders have introduced their own community engagement strategies (Elevate, 2005, Manchester-Salford Partnerships, 2003; Bridging Newcastle, Gateshead, 2003). However, these community engagement strategies

have not addressed how the stakeholders involved in the HMR process are to engage with local communities, or how far the local communities should be engaged in the HMR process. In addition, negative local media coverage on the way that the HMR is being delivered highlights that local communities are not clear on the objectives of the HMR that were being put forward into their neighbourhood. The conflict between the Pathfinder's intentions, and the local communities' aspirations, suggests that local communities have been less engaged in the HMR process than is ideal.

To improve the full level of community engagement in the HMR process, this study proposes on identifying necessary skills needs (Egan, 2004), to be acquired by different stakeholders who are involved in the HMR process. The study has set up its aim, which is mainly on investigating the necessary skills in order to attain a full level of community engagement by the different stakeholders in the HMR process, in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area. The identification of these skills needs could help the stakeholders to improve their level of engagement with local communities in the HMR process.

The research objectives, highlighted in Chapter 1, are posed again in this section with the relevant chapters involved in the discussions. These research objectives compliment each other towards the identification of the skills needed for improving the level of community engagement in the HMR process. These research objectives are met based on the findings from the literature searches and case study (exploratory study and a Bank Top new play area) carried out in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area.

These research objectives are:

- To critically appraise the Government policies for community engagement in the HMR programmes (discussed in Chapter 2 and Chapter 5)
- To identify the stakeholders and their roles in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder (discussed in Chapter 4, Chapter 5 and Chapter 6).

- To explore the level of community engagement implemented by the different stakeholders in the HMR process in Bank Top ADF, Blackburn, East Lancashire Pathfinder (discussed in Chapter 4, Chapter 5 and Chapter 6).
- To understand the barriers in attaining the full level of community engagement in the HMR process in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area (discussed in Chapter 4, Chapter 5 and Chapter 6).
- To investigate the stakeholders' expectations from the community engagement process in the HMR process in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area (discussed in Chapter 4, Chapter 5 and Chapter 6).
- To identify the skills necessary for the different stakeholders involved in the engagement process of the HMR in Bank Top ADF, Blackburn, East Lancashire Pathfinder (discussed in Chapter 4, Chapter 5 and 6).

### 7.3 The Summary of Research Findings

Table 7.1: Areas of investigations that lead to answer research questions

Areas of investigations		Lead to answer research questions (RQ)
Identifying different stakeholders	Roles	RQ1, RQ2
	Final over decisions	RQ3
	Readiness to exercise engagement process	RQ5
Phases in the community engagement process	Initiation	RQ1, RQ3
	Preparation	RQ1, RQ3
	Engagement	RQ3, RQ5
	Continuation	RQ3, RQ4
Identifying levels of community engagement	Information-giving	RQ1, RQ2, RQ3, RQ5
	Consultation	RQ1, RQ2, RQ3, RQ5
	Involvement	RQ1, RQ2, RQ3, RQ5
	Collaboration	RQ1, RQ2, RQ3, RQ5
	Empowerment	RQ1, RQ2, RQ3, RQ5

As illustrated in Table 7.1, research findings for this study are divided into three main areas of investigations. These areas form part of the framework used in this study for identifying the necessary skills that need to be acquired to improve the full level of community engagement by different stakeholders involved in the engagement process of delivering the new play area, in Bank Top, Blackburn.

These areas of investigations, namely: *identifying stakeholders; phases in the engagement process* and *identifying levels of community engagement*, are interrelated, and lead this study to answer research questions. Descriptions for these three areas of investigations are presented below.

### **7.3.1 Area of investigation 1: Identifying different stakeholders**

Research findings from *Area of investigation 1* acknowledge who are the stakeholders in the engagement process, who are necessary to deliver a new play area in Bank Top ADF. Their different roles determined different levels of community engagement in this engagement process, that led this study to identify the necessary skills that needed to be allocated for each of them, and also, who are the stakeholders that need the skills the most. Details for these research findings are found in Chapter 6, section 6.5.1 and section 7.4 under discussion on RQ1, RQ2, RQ3 and RQ5 below.

### **7.3.2 Area of investigation 2: Phases in the community engagement process**

Research findings from *Area of investigation 2* acknowledge where those stakeholders identified in the *Area of investigation 1* have got to, and their allocation for the levels of community engagement process are further refined as necessary to deliver a new play area in the Bank Top ADF. This study demonstrate a four phases of the engagement process carried out by those identified stakeholders and led on identify the barriers to the full implementation levels of engagement, and the expectations of stakeholders from this engagement process. Details for these research findings are found in Chapter 6, section 6.5.2, and section 7.4, under discussion on RQ1, RQ3, RQ4 and RQ5 below.

### **7.3.3 Area of investigation 3: Identifying levels of community engagement**

Research findings from *Area of investigation 3* further acknowledge what the positions of those stakeholders identified in the *Area of investigation 1* are, with respect to the engagement process necessary to deliver the new play area in Bank Top ADF. This study demonstrates that different stakeholders have implemented

different levels of community engagement in the engagement process. Details for these research findings are found in Chapter 6, section 6.5.3 and section 7.4 under comment on RQ1, RQ2, RQ3 and RQ5 below.

The research findings are summarised in figure 7.1 which shows the necessary skills needed to be acquired for attaining a full level of community engagement by the different stakeholders involved in the engagement process of delivering a new play area in the Bank Top, Blackburn and East Lancashire Pathfinder area.

The next section comments on the research questions in detail:

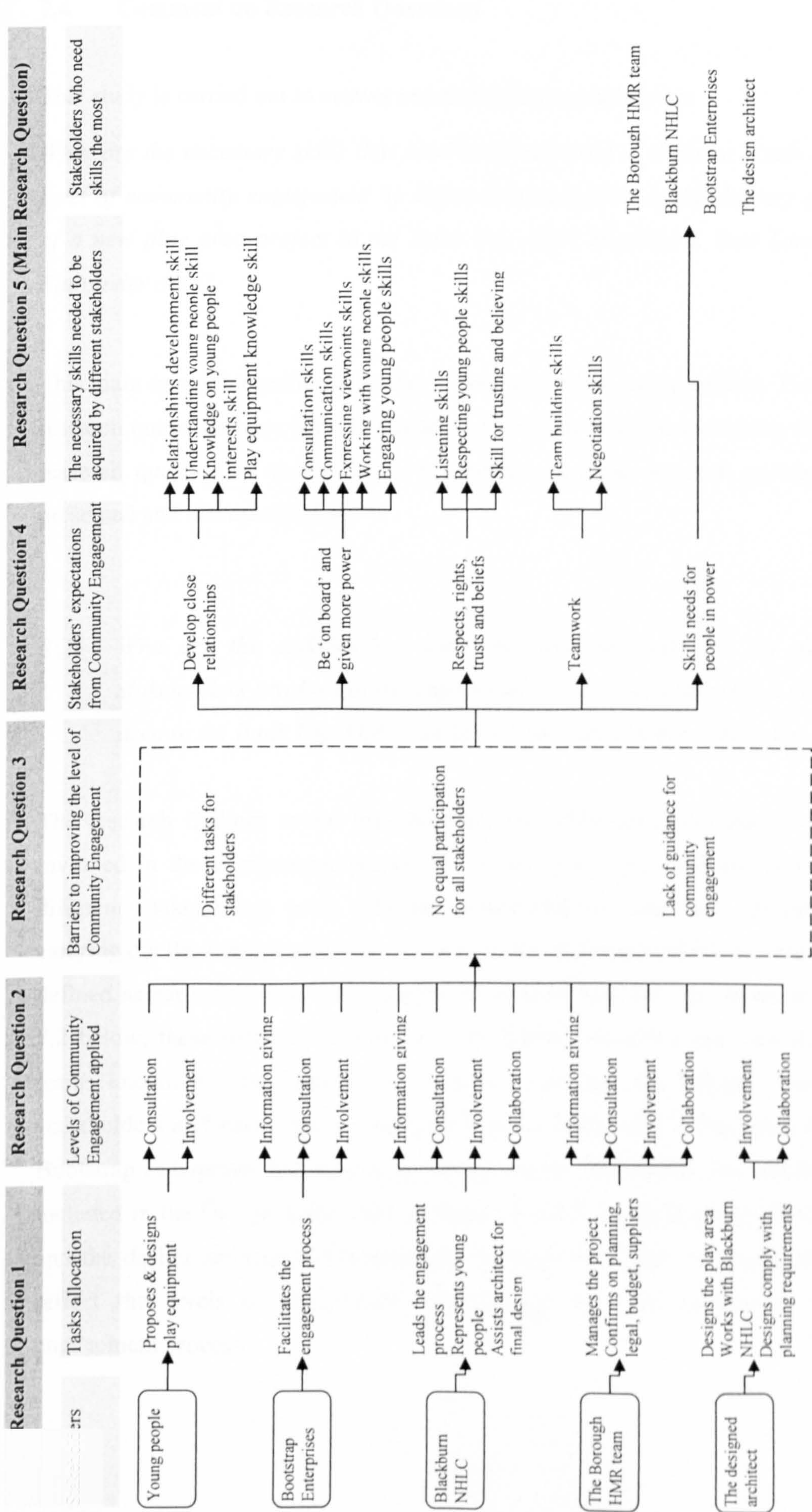


Figure 7.1: Summary of research findings (source: case study)



## 7.4 Comment on Research Questions

This study is carried out to answer research question mainly on:

*What are the necessary skills that need to be acquired in order to attain the full level of community engagement by different stakeholders in the delivery process of a new play area project in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?*

This main research question is further supported by five sub-questions. These five research questions have been formulated to lead this study in answering the main research question as stated above. Comments on these research questions are presented and discussed below.

*RQ1 Who are the stakeholders and what are the tasks for the different stakeholders involved in the engagement process of delivering a new play area in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?*

The research findings reveal that there are five different stakeholders who are involved in the engagement process for a new play area in Bank Top. These different stakeholders have different responsibilities and task allocation in carrying out the engagement process. These tasks and responsibilities were clearly defined as early as before the engagement process took off. As shown in figure 7.2 below, these different stakeholders are further classified into two different teams known as: the Engagement Process Team and the Design Team. The stakeholders included in the Engagement Process Team were a Blackburn NHLC, Bootstrap Enterprises and a group of young people. Meanwhile, the stakeholders included in the Design Team were a Blackburn NHLC, the Borough HMR team and the design architect. Each team has different roles and responsibilities that reflect the levels of engagement implemented by each stakeholder in the engagement process.

As illustrated in figure 7.2, a Blackburn NHLC acted as a middle person between both teams in the engagement process. In the engagement process team, the Blackburn NHLC led the engagement process with young people. The main objective of conducting this engagement process was to gain as many young people's ideas as practically possible on play equipment and facilities for a new play area in Bank Top. For this purpose, the young people's role was to choose, design and propose ideas for the play equipment and facilities of the new play area. In contrast with its role in the engagement team, the Blackburn NHLC's roles in the design team were not only as a representative of young people, but also as an assistant to the design architect. As a representative of young people, the Blackburn NHLC's role was to ensure that young people's ideas and proposals for play equipment and facilities were included in the final play area design. Then, the design architect worked with the Blackburn NHLC to include and fit in as many of the young people's top choices of play equipment onto the play area as was allowed, subject to planning and legal requirements. In compliance with the planning and legal requirements, the design architect worked with the Borough HMR team who then confirmed that the final design of play area equipment was within the permissible planning and legal requirements, as well as the budget allocation. The Borough HMR team also worked with the Blackburn NHLC to outline the aims, boundaries and limitations of the projects to be carried out. Details of the research findings are in Chapter 6, section 6.5.1, section 6.5.2.3 and figure 6.13.

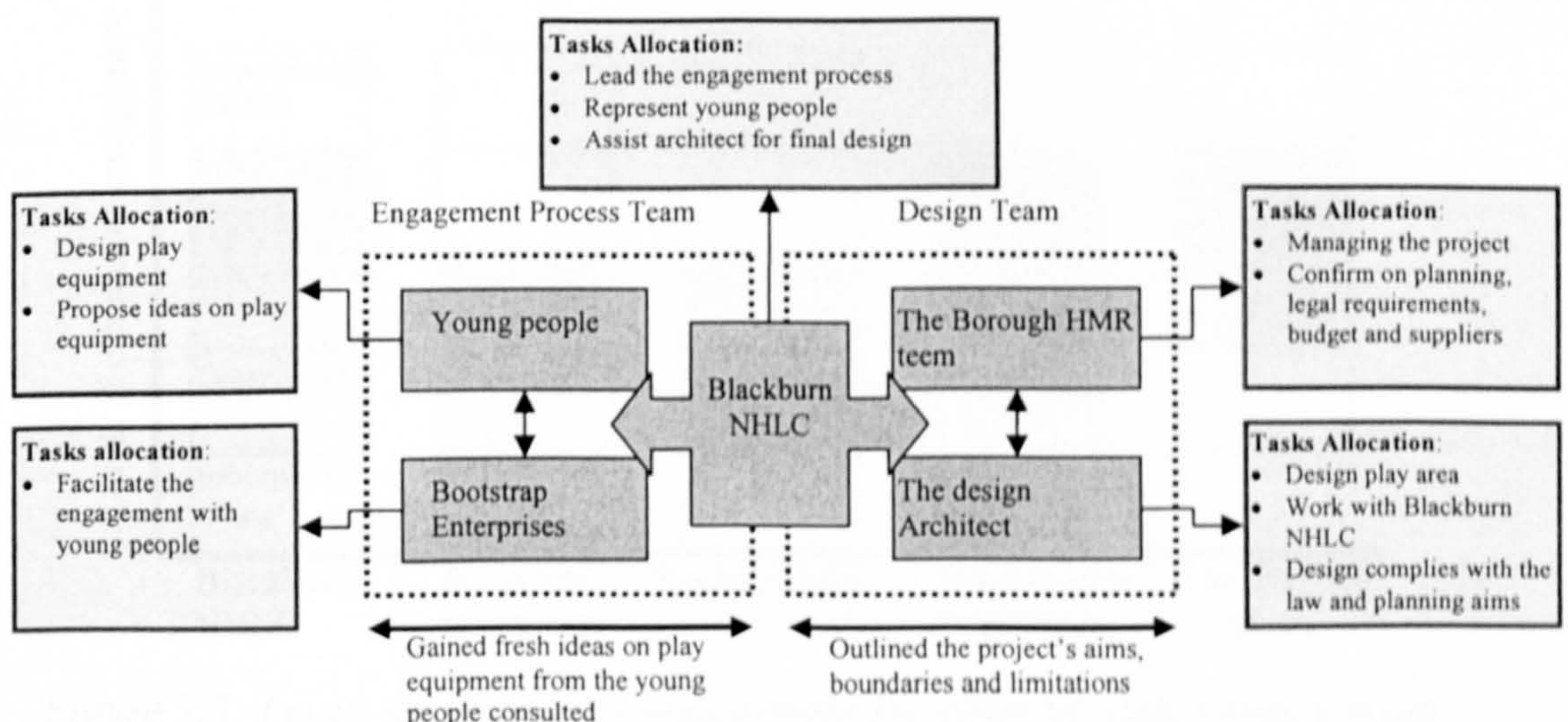
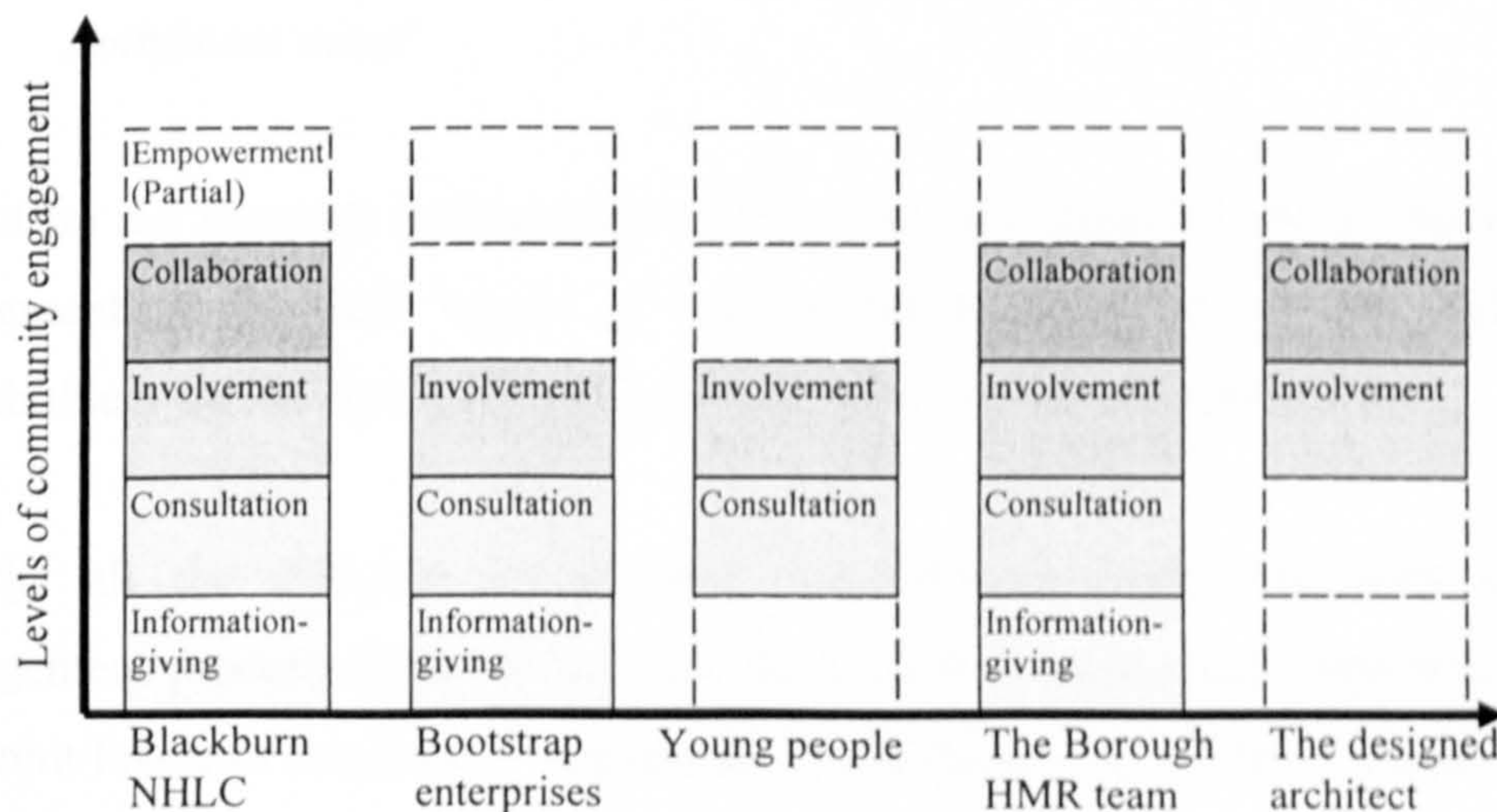


Figure 7.2: The different stakeholders who are involved in the community engagement process, and task allocation for the new play area in Bank Top (source: case study)

Conclusively, research findings demonstrate that there are five different stakeholders involved in the community engagement process of delivering a Bank Top new play area project. The roles and tasks of these different stakeholders were clearly defined early before conducting the engagement process. The different stakeholders involved, and their different task allocations, as identified in this case study, are significant in determining and justifying the levels of community engagement implemented by each of these different stakeholders in the engagement process of delivering the new play area in Bank Top.

*RQ2 What level of community engagement is implemented by the different stakeholders involved in the delivery process of a new play area in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?*

The research findings identify that the different stakeholders who are involved in the engagement process have been involved with different levels of community engagement. These different levels of community engagement reside within those different stakeholders' roles and tasks in the engagement process. The findings justify that the levels of community engagement for different stakeholders are very much influenced by their roles and tasks in the engagement process.



*Figure 7.3: Levels of community engagement for different stakeholders in the community engagement process for the new play area in Bank Top (source: case study)*

As illustrated in figure 7.3 above, the findings identify that a Blackburn NHLC was involved with almost all levels of *Information-giving, Consultation, Involvement, Collaboration* and *partial empowerment*. The Borough HMR team was involved with the four levels of *Information-giving, Consultation, Involvement* and *Collaboration*. Other stakeholders such as a Bootstrap Enterprises were involved with the three levels of *Information-giving, Consultation* and *Involvement*, whilst the designed architect was involved with the two levels of *Involvement* and *Collaboration*. The findings also identify that a group of young people had also been involved with the two levels of community engagement of *Consultation* and *Involvement*.

In conclusion, based on the research findings and as illustrated in figure 7.3, levels of community engagement were not fully implemented by the different stakeholders involved in the engagement process of delivering a Bank Top new play area, in Bank Top ADF, Blackburn, East Lancashire.

*RQ3 Why are full levels of community engagement not successfully implemented by the different stakeholders involved in the delivery process of a new play area in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?*

Based on the research findings and as illustrated in figure 7.3 above, barriers to implementing the full levels of community engagement by the different stakeholders can be concluded in three main themes as presented below.

*Firstly*, all the different stakeholders had different tasks and roles in the engagement process (figure 7.2). Thus, these different tasks and roles reflect the different levels of community engagement implemented by different stakeholders in the engagement process. These different roles and tasks were clearly defined just before conducting the engagement process. So, different stakeholders only involved themselves with the levels of community engagement that were concerned with the tasks allocated for them. In other words, these different

stakeholders who were involved in the engagement process had not gone through full levels of community engagement along with their involvement with the engagement process. Although the findings demonstrate that a Blackburn NHLC was seen to have gone through almost all levels of community engagement (figure 7.3), in reality, its involvement, especially in the *empowerment* level was not really in place.

*Secondly*, there is no equality of participation for all the different stakeholders involved in the engagement process. Different stakeholders had different tasks that determined different levels of community engagement. Research findings from this case study demonstrate that the concept of power sharing among the different stakeholders involved in the engagement process was not in place. The main objective of this engagement process is to seek young people with fresh ideas on play equipment activities for the new play area (refer to Chapter 6, section 6.5.2.1). However, as claimed by one of the interviewees, even though young people are the champion of this project, they were not informed about the budget allocated for this project, or how money for this project was managed and spent (refer to Chapter 6, section 6.5.3.5). Furthermore, all final decisions on play equipment design proposed by young people had to be within the permissible planning and legal requirements outlined by the Borough HMR team (Table 6.4 in Chapter 6). Moreover, even though the Borough HMR team empowered Blackburn NHLC to lead the engagement process with young people (refer to Chapter 6, section 6.5.3.4); the final decision on the play area design were referred to and decided by the Borough HMR team. A Blackburn NHLC had no power even to choose the suppliers for the play equipment as designed by a group of young people. Conclusively, the Borough HMR team only empowered Blackburn NHLC to lead the engagement with a group of young people, to gain access to some fresh ideas coming from them about the play equipment within defined boundaries and limitations, as defined by the Borough HMR team. Blackburn NHLC had full power to decide how the engagement process with young people was to be carried out. But, all ideas proposed by young people must have been within the allowed budgets (refer to Chapter 6, section 6.5.2.2), planning and legal requirements for the play area design (Table 6.4 in Chapter 6) as decided by the Borough HMR team. In addition, the site of the play area is

fixed, and determined earlier by the Borough HMR team. No local communities or other stakeholders were involved in the engagement process nor had any say about that (refer to Chapter 6 section 6.5.2.2).

*Thirdly*, there is a lack of accessibility to community engagement guidance during the HMR/regeneration process, especially guidance on how to engage with young people in delivering a new play area. As claimed by one of the interviewees, the stakeholders involved in engaging young people needed guidelines to ensure young people's interests were maintained throughout the engagement process. This guidance was not only to get young people effectively involved in the engagement process, but also to ensure the objective of conducting the engagement process was achievable (refer Chapter 6, section 6.5.2.3). Although general guidance for community engagement and working with young people does exist (HC, 2005) at present, it is inaccessible or unused in the HMR. Lack of access to guidance in community engagement is recognised by this study as one of the barriers to the attainment of a full level of community empowerment.

In conclusion, the research findings from the case study identifies three main barriers to attaining the full level of community engagement by different stakeholders in the process of delivering a new play area, in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area. Different stakeholders had different tasks in the engagement process. Thus, these different tasks reflect the levels of community engagement that were implemented by different stakeholders in the process (as illustrated in figure 7.3). There is no equality in participation among these different stakeholders, as they had no equal final say over decisions in the engagement process. Finally, a lack of community engagement guidance in the process is also identified as barrier to attaining a full level of community empowerment with the different stakeholders in the engagement process.

*RQ4 What are the stakeholders' expectations from the community engagement process in the delivery process of a new play area in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?*

The research findings identify that the stakeholders' expectations from the engagement process (as listed in Table 6.4, section 6.5.2.4 in Chapter 6) are summarised in five main themes as tabulated in Table 7.2 below. These five main themes are essential to determine the priorities of the skills that need to be acquired by the different stakeholders in the engagement process.

The research findings acknowledge that a key to improving the level of community engagement is to develop close relationships with local communities. (In this case study, the young people who live locally {refer section 6.5.2.2 in Chapter 6}). These relationships could be realised by closely understanding and interacting with these people through effective communication. The stakeholders acknowledge that young people should be given more opportunity to take part in any future projects within their local service remits, and also give more power to make decisions on any matter that directly concerns to them. By doing this, young people could feel that they are being respected, trusted and believed in. Working as a team is also viewed by the stakeholders as another key success for the engagement process.

**Table 7.2: The summary of different stakeholders' expectations from the community engagement process of delivering the new play area in Bank Top (source: case study)**

Main key themes	List of stakeholders' expectations
1. Develop close relationships	<ul style="list-style-type: none"> <li>• Need to develop more interaction with young people</li> <li>• Develop good relationships with young people through better communication</li> <li>• People on ground are close to young people</li> </ul>
2. Be taken 'on board' and given more power	<ul style="list-style-type: none"> <li>• Young people's voices are heard through the right channels</li> <li>• Young people should be on board and part of the project</li> <li>• Give young people more power to make decisions</li> <li>• Young people should be part of any future projects that serve their local area</li> </ul>
3. Respect, rights, trust and belief	<ul style="list-style-type: none"> <li>• Believing and trust in young people could contribute to the community, and thus society</li> <li>• Gain young people's trust to work with adults</li> <li>• Young people's rights to voice out and be heard in designing their own local services</li> <li>• Respect and value young people's expectations in any project that concerns them</li> <li>• Trust in young people to maintain and clean the play area</li> </ul>
4. Teamwork	<ul style="list-style-type: none"> <li>• Teamwork among the different stakeholders who are involved in the engagement process</li> </ul>
5. Skills required for people in power	<ul style="list-style-type: none"> <li>• Skills development for the people in power</li> </ul>

Finally, the stakeholder's views are that that stakeholders who are in power most need the skills necessary for full community engagement (refer to section 6.5.2.4 in Chapter 6, figure 7.1 above and discussions on RQ5 below).

*RQ5 What are the skills that need to be acquired by the different stakeholders involved in the engagement process of delivering a new play area in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area?*

Research findings identify the skills required for the different stakeholders involved in the engagement process of delivering a new play area. These necessary skills are in the form of skills priorities allocated for different stakeholders. The stakeholders that need these skills the most are discussed below.

Table 7.3: Skills priorities allocated for different stakeholders (source: case study)

Levels of community engagement	Skills priorities allocated for different stakeholders				
	Young people	Blackburn NHLC	Bootstrap enterprises	The Borough HMR team	The design architect
Information giving		<ul style="list-style-type: none"> <li>• Understanding young people skills</li> <li>• Knowledge of young people interests</li> <li>• Play equipment knowledge</li> </ul>	<ul style="list-style-type: none"> <li>• Understanding young people skills</li> <li>• Knowledge of young people interests</li> <li>• Play equipment knowledge</li> </ul>	<ul style="list-style-type: none"> <li>• Understanding young people skills</li> </ul>	
Consultation	<ul style="list-style-type: none"> <li>• Communication skills</li> <li>• Skills in expressing views</li> </ul>	<ul style="list-style-type: none"> <li>• Communication skill</li> <li>• Consultation skills</li> </ul>	<ul style="list-style-type: none"> <li>• Communication skills</li> <li>• Consultation skills</li> </ul>	<ul style="list-style-type: none"> <li>• Communication skills</li> </ul>	
Involvement	<ul style="list-style-type: none"> <li>• Skills for trusting and believing</li> </ul>	<ul style="list-style-type: none"> <li>• Listening skills</li> <li>• Respecting young people</li> <li>• Working with young people skills</li> <li>• Engaging young people skills</li> <li>• Relationships development skill</li> <li>• Skill to trust and be trusted</li> </ul>	<ul style="list-style-type: none"> <li>• Listening skills</li> <li>• Respecting young people</li> <li>• Working with young people skills</li> <li>• Engaging young people skills</li> <li>• Relationships development skills</li> </ul>	<ul style="list-style-type: none"> <li>• Listening skills</li> <li>• Respecting young people</li> </ul>	<ul style="list-style-type: none"> <li>• Listening skills</li> <li>• Respecting young people</li> <li>• Designing skills</li> <li>• Planning skills</li> </ul>
Collaboration		<ul style="list-style-type: none"> <li>• Team building skills</li> <li>• Negotiation skills</li> </ul>		<ul style="list-style-type: none"> <li>• Team building skills</li> <li>• Negotiation skills</li> </ul>	<ul style="list-style-type: none"> <li>• Team building skills</li> <li>• Negotiation skills</li> </ul>
Empowerment		<ul style="list-style-type: none"> <li>• Skills for budget management</li> </ul>			

Table 7.3 tabulates skills priorities that are allocated for different stakeholders in the engagement process. These skills priorities are based on their involvement with the levels of community engagement in the engagement process. The tasks



and roles in the engagement process reflect the levels of community engagement and the necessary skills need to be acquired. The research findings identify that the stakeholders who were closely working with, and engaging young people (Blackburn NHLC and Bootstrap enterprise) require more skills compared to other stakeholders who have no engagement, or direct engagement with young people. This supports the research findings from discussions on RQ4 above, that stakeholders who are in power are in most need of those necessary skills for the engagement process of delivering a new play area in Bank Top. These stakeholders in power are: Blackburn NHLC, the Borough HMR team, Bootstrap Enterprises and the design architect.

## **7.5 Contribution of this Study**

This study has made two main contributions to knowledge, which are discussed below.

### **7.5.1 A contribution to knowledge**

This study started with identifying a gap between the HMR agenda and local communities' expectations in the HMR process. The HMR is introduced with its main aim to encourage existing communities to live and work in the Pathfinder areas (ODPM, 2003, Kearns & Turok, 2003; Egan, 2003). However, the way the HMR is delivered is seen by local communities as creating forced migration, and preventing the creation of sustainable communities. In addition, negative media coverage on the HMR within the Pathfinder areas (Clover, 2004; 2005; Ungood-Thomas, 2005; Flanagan, 2005; and the 'Tonight with Trevor McDonald' programme, 2006) suggests that local communities are unclear about the terminology and objectives of the HMR that have been put forward by the Pathfinder in their areas. The conflict between the Pathfinder's intentions and local communities' aspirations highlights that local communities are less engaged in the HMR process. This contradicts the Government's statement (HC, 2005) that recognises the importance of community engagement being integrated in the HMR process. It suggests that the Pathfinders to do the same. In response to the

Government statement for community engagement (HC, 2005), Elevate has introduced a Community Engagement Strategy (Elevate, 2005), for its five local authorities and their partners to engage with local communities in the Pathfinder areas. However, this Community Engagement Strategy lacks prescriptions and fails to provide guidance on how these local authorities and their partners will engage with local communities, or at what level local communities should be engaged in the HMR process. The results from the combination of a lack of prescriptive guidance from the Government, and the weakness of the existing community engagement strategy, have contributed to the communities being less engaged in the HMR process. The stakeholders involved in the HMR process are unable to engage with the communities in an effective way, and not because they don't want to. To bridge this gap, this study offers an option to improve the level of engagement with the communities by identifying the skills that are necessary for the different stakeholders in the HMR process to engage effectively. Details presented in this study are further supported by facts and figures from the case study in Bank Top ADF.

### **7.5.2 A methodological contribution**

This study adopted a 'nested' research methodology (Kagioglou et. al., 1998) and began by understanding a real lived experience in the HMR process in Bank Top, Blackburn. This was done by undertaking action research inquiries with three different levels of stakeholders, namely: Elevate (funding organisation for the East Lancashire Pathfinder), the Borough HMR team, and the different local community groups of Bank Top. The nature of the research which is more towards an inductive and exploratory approach. The value laden and subjective nature of the research questions supports the adoption of the interpretive research paradigm. The justifications for choosing Bank Top ADF as a case study were discussed in Chapter 4. This first phase of case study (also known as an exploratory study) was carried out to gain insight into the experiences of the different stakeholders, and expectations from the community engagement in the HMR process in Bank Top ADF. Findings from this exploratory study show that the communities of Bank Top were far from fully engaged in the HMR process and it is caused the research questions to be redefined and a second more detailed

case to be examined. The choice of Bank Top ADF new play area formed a good choice as this project was a special application of participation with young people.

Based on the author's experience of the methodological approach adopted in this study and for future improvement, it is suggested that other researchers who want to apply the same approach need to consider some following:

- Access to the right people for interviews especially the local authorities' personnel.
- Methods to work with young people as they need to be appreciated and given more time communicating and expressing their views.
- Methods to stimulate young people interests and focus throughout the process of engagement.

## **7.6 Publications**

This study has resulted in five international conference papers, one international workshop paper, and one international referred journal paper as part of the PhD work. These papers are listed in Appendix 7.1.

## **7.7 Limitation of this Study**

This study began with the investigation of the skills needed for community engagement in the HMR process in the East Lancashire Pathfinder area. The East Lancashire Pathfinder is a funding organisation for the HMR that covers five Local Authorities in the East Lancashire. This requires multiple case study approaches across five Local Authority boundaries, namely: Blackburn with Darwen; Burnley; Pendle; Rossendale; and Hynburn. To identify the skills that need to be acquired for community engagement in the HMR process, this study began with the understanding on how the HMR has been delivered, and how the community engagement is implemented in the HMR process. This has led this study to the need for carrying out the exploratory study in Bank Top ADF,

Blackburn, in one of the East Lancashire Pathfinder areas. A Bank Top ADF was chosen for this exploratory study, as it is the first Pathfinder ADF that has experienced the HMR process. Understanding the real issues and life experiences on how the HMR has been delivered in Bank Top ADF has driven this study to understand the levels of community engagement that have been implemented by different stakeholders in the HMR process. Evidences for the exploratory study conclude that local communities in Bank Top ADF were less engaged in the HMR process. This finding has raised further questions for this study, mainly on the barriers to improving the full level of community engagement and local communities' expectations from the HMR process. Due to the limitation of time as well as the needs for carrying out in-depth understanding on factors which contribute to less engagement with local communities, a Bank Top ADF has been chosen as the only unit case for this study.

## **7.8 Implication for Practice**

This study recognises the skills that need to be acquired for attaining the full level of community engagement by each of the stakeholders who are involved in the process of delivering a new HMR projects. To improve the HMR process and the community engagement in the future, each of the stakeholders who are involved in the process needs to consider the skills development for community engagement. These skills, more towards the soft and people-based skills (summarised in table 7.3), are additional to the existing skills of the practitioners or stakeholders. The analysis emerging from the research clarifies to a considerable extent the nature of community engagement skills needed to fill the skills gap identified by Egan (Egan report, 2004). Undoubtedly, the skills as recognised in this study are very important to improve the existing practice of the community engagement in the HMR process. And these skills could only be acquired by the stakeholders through education and capacity development. The government via its HMR pathfinders has to develop training programmes for those stakeholders who are involved in the process including the local community groups and associations. These new skills need to be emphasised in such programmes.

Other implications that can be drawn from this study is that the government and its HMR Pathfinders need to provide better structured and more accessible community engagement guidance. And need to ensure its adoption and application by the stakeholders in the HMR process.

## **7.9 Areas for Future Research**

The following explores and recommends future research on the skills needed to attain a full level of community engagement by the different stakeholders who are involved in the HMR process within the Pathfinder areas.

### **7.9.1 Practice research**

The methodological approach in this study could benefit and contribute to the practice research.

*Firstly*, this study could benefit from the similar study replications in different Pathfinder areas. However, different communities within the Pathfinder's area have different cultures, values and beliefs. The proportion of the ethnic population and educational and economic background differ from one community to another. This does apply to the Pathfinder ADFs. What works for one particular community group ('young people' for this study) or one particular Pathfinder area, like Bank Top ADF, does not necessary work for other community groups like 'old people' or 'Asian' groups, nor even for other adjacent Pathfinder areas like Burnley Wood ADF in Burnley. It is suggested that to apply this framework to groups other than 'young people' and other Pathfinder ADFs, would require further investigation, as additional research questions will emerge on the suitability of the framework, to other groups of people or ADFs.

*Secondly*, the methodological approach in this study could be adopted by practitioners, or researchers, in regeneration for similar studies in other regeneration initiatives in the UK. At present, the methodological approach developed in this study is being adopted by the researchers for the European

Research Development Fund (ERDF) project, in the Centre for Facilities Management, at the University of Salford.

### **7.9.2 Developing guidance for community engagement in the HMR process**

One barrier identified in this study for improving the full level of community engagement in the HMR process is a lack of specific guidance for community engagement. Prescriptive guidance is needed to ensure the full level of community engagement is attained and that local communities, especially young people, are effectively engaged. Specific procedures and guidelines need to be outlined in order to get young people fully engaged in the engagement process, as well as to ensure the engagement process meets with the objective of conducting the engagement. Development of guidance for community engagement in the HMR process could not only make young people have a say about the project, but also help make young people get on board and be part of the project. The guidance could also be used by other stakeholders to fully attain engagement with young people in the HMR.

### **7.10 Overall Conclusion**

This study has provided an insight into different stakeholders' experiences in attaining the full level of community engagement in order to deliver a new play area project in the Bank Top ADF, Blackburn, East Lancashire Pathfinder area (through two phases of case study designs). Research findings demonstrate that there is a need for certain skills to be acquired in order to attain a full level of community engagement in the HMR process. While evidence suggests that community engagement is vital for the success of the HMR process, there isn't much specific guidance for community engagement in the HMR. It is scarce and inaccessible in the HMR. Meanwhile, the Pathfinders are bound by the legislative frameworks to engage with local communities in the HMR process. Negative local media coverage, and local opposition on the way that the HMR has been delivered, suggest that local communities are less engaged in the HMR process

than they should be. To improve the community engagement in the HMR, this study identifies skills that are required to attain the full level of community engagement. They focus much more on community-based skills, rather than academic and professional skills. These research findings also suggest that the professionals, such as FM professionals, need to move away from their conventional thinking of supporting the organisational business objectives towards more community-based objectives in the process of delivering HMR. This study has made contributions to knowledge, and provided a platform for addressing future research into community engagement in the HMR process.

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The Academy for Sustainable Communities (ASC)

- <http://www.ascskills.org.uk/pages/learning-and-skills/generic-skills>

Manchester-Salford HMR Partnerships

- [www.manchester.gov.uk](http://www.manchester.gov.uk)

- [www.salford.gov.uk](http://www.salford.gov.uk)

New Heartlands (Merseyside) Pathfinder

- [www.newheartlands.co.uk](http://www.newheartlands.co.uk)

Elevate East Lancashire Pathfinder

- [www.elevate-eastlancs.co.uk](http://www.elevate-eastlancs.co.uk)

Oldham & Rochdale Partners in action

- [www.oldham.gov.uk](http://www.oldham.gov.uk)
- [www.rochdale.gov.uk](http://www.rochdale.gov.uk)

Transform South Yorkshire

- [www.transformsouthyorkshire.gov.uk](http://www.transformsouthyorkshire.gov.uk)

Gateway (Hull and East Riding)

- [www.gatewaypathfinder.net](http://www.gatewaypathfinder.net)

Bridging Newcastle Gateshead

- [www.newcastlegatesheadpathfinder.co.uk](http://www.newcastlegatesheadpathfinder.co.uk)

RENEW (North Staffordshire)

- [www.renewnorthstaffs.gov.uk](http://www.renewnorthstaffs.gov.uk)

Urban Living (Birmingham and Sandwell)

- [www.urbanliving.org.uk](http://www.urbanliving.org.uk)

Commission for Architecture and the Built Environment

- [www.cabe.org.uk](http://www.cabe.org.uk)

RENEW Northwest

- [www.renew.co.uk](http://www.renew.co.uk)

## **APPENDICES**

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## An ecological education framework (source: Sterling, 2001, p 58-59 &amp; p 84-85)

Level 1 Educational Paradigm	Core Values	<ul style="list-style-type: none"> <li>• Participation in all dimensions of the sustainability transition – social, economic, environmental</li> <li>• Inclusion and valuing of all people</li> <li>• Learning throughout life</li> <li>• Being/becoming (intrinsic/instrumental values)</li> <li>• Cooperation, collaboration</li> <li>• Integrative understanding</li> <li>• Autonomy-in-relation</li> <li>• Developing learning communities</li> <li>• Transformative learning</li> <li>• Diversity with coherence</li> <li>• Responsibility</li> <li>• Faith in people</li> <li>• Ecological sustainability</li> </ul>	<p>Extended:</p> <ul style="list-style-type: none"> <li>• Appreciative</li> <li>• Ethical</li> <li>• Innovative</li> <li>• Holistic</li> <li>• Epistemic</li> <li>• Future oriented</li> <li>• Purposeful</li> </ul>
Level 2 Organisation and management of the learning environment	Curriculum	<ul style="list-style-type: none"> <li>• Negotiation and consent</li> <li>• Indicative, open, responsive</li> <li>• Non-discursive knowledge also valued</li> <li>• More emphasis on local, personal, applied and first-hand knowledge</li> <li>• Provisional knowledge recognising uncertainty and approximation</li> <li>• Ultimate concern with wisdom</li> <li>• Greater transdisciplinarity /domains of interest</li> <li>• Generalism and flexibility</li> </ul>	<p>Connective:</p> <ul style="list-style-type: none"> <li>• Contextual</li> <li>• Re-focused</li> <li>• Critical</li> <li>• Systemic</li> <li>• Relational</li> <li>• Pluralistic</li> <li>• Multi and transdisciplinary</li> </ul>
	Evaluation and assessment	<ul style="list-style-type: none"> <li>• Self-evaluation, plus critical support</li> <li>• Self-generated indicators, broadly drawn</li> <li>• Qualitative as well as quantitative measures</li> </ul>	
	Management	<ul style="list-style-type: none"> <li>• Positive synergies sought</li> <li>• Ecological management, linked to educational curriculum and experience</li> <li>• Human-scale structures and learning situations</li> <li>• Curriculum empowerment and determination</li> <li>• Democratic and participative</li> </ul>	
	Community	<ul style="list-style-type: none"> <li>• Fuzzy borders: local community increasingly part of the learning community</li> </ul>	
Level 3 Learning and Pedagogy	View of teaching and learning	<ul style="list-style-type: none"> <li>• Transformation</li> <li>• Process, development and action oriented</li> <li>• Integrated view: teachers also learners, learners also teachers</li> <li>• Functional, critical and creative competencies valued</li> </ul>	<p>Integrative:</p> <ul style="list-style-type: none"> <li>• Process oriented</li> <li>• Balancing</li> <li>• Inclusive</li> <li>• Synergetic</li> <li>• Open and inquiring</li> <li>• Diverse</li> <li>• A learning community</li> <li>• Self-organising</li> </ul>
	View of learner	<ul style="list-style-type: none"> <li>• As a whole person with full range of needs and capacities</li> <li>• Existing knowledge, beliefs and feelings valued</li> <li>• Differentiated needs recognised</li> <li>• Intellect, intuition and capability valued</li> <li>• Multiple intelligences</li> <li>• Teachers as reflective practitioners and change agents</li> <li>• Groups, organisations and communities also learn</li> </ul>	
	Teaching and learning style	<ul style="list-style-type: none"> <li>• Also affective, spiritual, manual and physical experience</li> <li>• Active learning styles</li> <li>• Critical and creative inquiry</li> <li>• Appreciative and cooperative inquiry</li> <li>• Wide range of methods and tools</li> </ul>	
	View of learning	<ul style="list-style-type: none"> <li>• Also critical and epistemic (second/third order)</li> <li>• Reflexive, iterative</li> <li>• Meaning is constructed and negotiated</li> <li>• Needs to be meaningful first</li> <li>• Strong sense of emergence in the learning environment/system</li> </ul>	

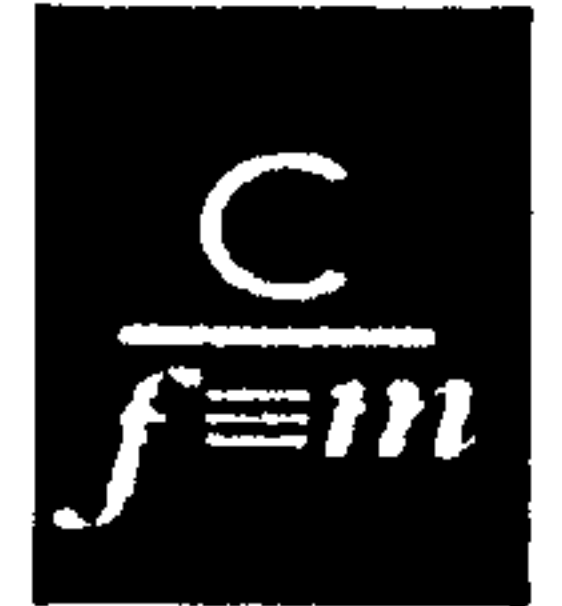
**The list of BIFM Competences (Source: BIFM, (c1999),)**

Key Management Areas	Competences	
1. Understanding Business Organisation	<ul style="list-style-type: none"> <li>• Understanding the structure and Behaviour of Organisation</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the ways in which organisations are structured</li> <li>• Understand how organisations operate</li> <li>• Understand the decision making process within organisations</li> <li>• Identify and understanding company culture</li> <li>• Understand the business life-cycle from start-up to maturity</li> <li>• Understand the concept of continuous improvement</li> <li>• Understand the management of change</li> </ul>
	<ul style="list-style-type: none"> <li>• Understanding Business and Organisational Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the way organisations develop and implement strategy</li> <li>• Understand how strategy is developed for functions within an organisation</li> <li>• Understand business planning</li> <li>• Understand the principles of objective setting</li> <li>• Understand the principles of performance measurement</li> <li>• Understand the important of scenario planning</li> </ul>
	<ul style="list-style-type: none"> <li>• Developing FM Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Developing and implement FM strategy</li> <li>• Understand the relationship between core business and FM strategies</li> <li>• Modify organisational structure to reflect FM strategy</li> <li>• Review, evaluate and modify the FM strategy</li> <li>• Keep up to date with new developments in the FM industry</li> </ul>
2. Managing People	<ul style="list-style-type: none"> <li>• People Management</li> </ul>	<ul style="list-style-type: none"> <li>• Understand and implement resource planning</li> <li>• Select and recruit appropriate people</li> <li>• Train and develop staff</li> <li>• Motivate, reward and retain staff</li> <li>• Manage and lead staff</li> <li>• Manage and monitor staff performance</li> <li>• Manage dismissal, resignation, redundancy and retirement</li> <li>• Introduce new ways of working</li> <li>• Keep abreast of current employee legislation</li> </ul>
	<ul style="list-style-type: none"> <li>• Communication</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the benefits of good communication</li> <li>• Demonstrate good written communication skills</li> <li>• Demonstrate good presentation skills</li> <li>• Demonstrate good listening skills</li> <li>• Understand group dynamics</li> <li>• Set a strategy and objectives for negotiation</li> <li>• Negotiate effectively, individually and in a team</li> <li>• Minimise risk, maximise benefit</li> <li>• Successfully manage complex negotiations</li> </ul>
	<ul style="list-style-type: none"> <li>• Working with Suppliers and Specialists</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the roles of specialists in the FM industry</li> <li>• Build and manage multi-disciplined teams</li> <li>• Select and appoint suppliers and specialists</li> <li>• Manage and monitor supplier performance</li> <li>• Keep up to date with new ideas for supplier relationships</li> <li>• Manage the close-down of supplier relationships</li> </ul>
3. Managing Premises	<ul style="list-style-type: none"> <li>• Property Portfolio Management</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the property industry</li> <li>• Develop and implement a property portfolio</li> <li>• Manage the property portfolio to meet business needs</li> <li>• Understand and manage property costs</li> <li>• Understand and keep abreast of property issues and legislation</li> <li>• Set up and manage the property and asset register</li> </ul>
	<ul style="list-style-type: none"> <li>• Understanding Building Design</li> </ul>	<ul style="list-style-type: none"> <li>• Understand building types and uses</li> <li>• Understand structure and its effect on building use</li> <li>• Understand building services and their effect on building use</li> <li>• Keep abreast of the legislation affecting buildings</li> </ul>
	<ul style="list-style-type: none"> <li>• Building Fabric Maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the maintenance implications of building structures</li> <li>• Develop a fabric maintenance strategy</li> <li>• Develop and manage fabric maintenance programmes</li> <li>• Deliver an effective fabric maintenance service</li> </ul>
4. Managing Services	<ul style="list-style-type: none"> <li>• Managing Building Services</li> </ul>	<ul style="list-style-type: none"> <li>• Understand building services</li> <li>• Develop a maintenance strategy for building services</li> <li>• Develop and manage building services maintenance programmes</li> <li>• Deliver effective building services maintenance</li> <li>• Understand building management systems</li> <li>• Understand energy management</li> <li>• Keep abreast of legislation applicable to building services</li> </ul>

	<ul style="list-style-type: none"> <li>• Managing Support Services</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the full range of FM support services</li> <li>• Develop a strategy for support service provision</li> <li>• Manage support services</li> <li>• Keep abreast of legislation applicable to support services</li> </ul>
	<ul style="list-style-type: none"> <li>• Project Management</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the role of the project manager</li> <li>• Understand common FM projects</li> <li>• Develop project briefs</li> <li>• Develop, manage and monitor project programmes</li> <li>• Manage project budgets</li> <li>• Assemble and manage project teams</li> <li>• Manage project hand-over and close-out</li> </ul>
	<ul style="list-style-type: none"> <li>• Managing Customer Service</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the service culture</li> <li>• Deliver a customer focused culture</li> <li>• Assess customer requirements and satisfaction levels</li> <li>• Develop and manage service level agreements (SLAs)</li> <li>• Understand the importance of soft issues</li> </ul>
5. Managing The Working Environment	<ul style="list-style-type: none"> <li>• Environmental Issues</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and manage a policy to protect the environment</li> <li>• Understand environment impact</li> <li>• Manage the control, recycling and disposal of waste</li> <li>• Keep abreast of environmental legislation and guidelines</li> </ul>
	<ul style="list-style-type: none"> <li>• Space Management</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a strategy for space allocation</li> <li>• Understand the impact of structure and services on space use</li> <li>• Prepare briefs for space layouts</li> <li>• Programme and manage changes in accommodation</li> <li>• Keep abreast of new developments in space use</li> <li>• Keep abreast of legislation which impacts on space use</li> </ul>
6. Managing Resources	<ul style="list-style-type: none"> <li>• Procurement</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a purchasing strategy for goods and services</li> <li>• Understand contract types</li> <li>• Develop standard specifications for goods and services</li> <li>• Develop and use standard terms and conditions</li> <li>• Evaluate and compare cost models</li> <li>• Keep abreast of contract legislation and practice</li> </ul>
	<ul style="list-style-type: none"> <li>• Risk Management</li> </ul>	<ul style="list-style-type: none"> <li>• Understand and apply risk management techniques</li> <li>• Carry out risk analysis</li> <li>• Manage and reduce risk</li> <li>• Understand and apply risk transfer</li> <li>• Develop a business continuity plan</li> </ul>
	<ul style="list-style-type: none"> <li>• Financial Management</li> </ul>	<ul style="list-style-type: none"> <li>• Understand financial systems and processes</li> <li>• Manage capital and revenue budgets</li> <li>• Manage cash-flow</li> <li>• Understand VAT and tax implications on FM activities</li> <li>• Prepare financial cases</li> </ul>
	<ul style="list-style-type: none"> <li>• Quality Management</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the principles of quality, assurance and control</li> <li>• Apply quality management principles to initiate improvements</li> <li>• Design and manage quality systems and procedures</li> <li>• Understand quality standards and accreditation schemes</li> </ul>
	<ul style="list-style-type: none"> <li>• Information Management</li> </ul>	<ul style="list-style-type: none"> <li>• Collate and analyse data</li> <li>• Use information effectively</li> <li>• Manage information flow</li> <li>• Keep abreast of new developments in Information Technology</li> <li>• Understand the applications and benefits of IT</li> <li>• Successfully implement It systems</li> <li>• Keep abreast of the legislation which applies to IT</li> </ul>

The list of RICS Facilities Management Professional Competences (Source: RICS Practice Qualification, 2002, APC/ATC Requirements and Competencies, 1<sup>st</sup> Edition

Competences	Facilities Management - APC	Facilities Management - ATC	Full list of APC/ATC competencies	Design and specification	Inspection	Project evaluation
Mandatory competencies			<ul style="list-style-type: none"> <li>Access and easements for power, water and communications infrastructure, including wayleaves</li> <li>Accounting principles and procedures</li> <li>Agriculture</li> <li>Analysis of client requirements</li> <li>Asset and investment management</li> <li>Auctioneering</li> <li>Building pathology</li> <li>Business management</li> <li>Cadastre and land management</li> <li>Capital allowances and grants</li> <li>Capital taxation</li> <li>Collection, retrieval and analysis of information and data</li> <li>Commercial management of construction</li> <li>Compulsory acquisition and compensation</li> <li>Conflict avoidance, management and dispute resolution procedures</li> <li>Conservation and restoration management</li> <li>Construction technology and environment services</li> <li>Consultancy skills</li> <li>Contaminated land</li> <li>Contract administration</li> <li>Contract practice</li> <li>Corporate and public communication</li> <li>Corporate finance</li> <li>Corporate real estate management</li> <li>Corporate recovery and insolvency</li> <li>Customer care</li> </ul>	<ul style="list-style-type: none"> <li>Design economics and cost planning</li> <li>Development appraisals</li> <li>Development/project briefs</li> <li>Economic development</li> <li>Engineering surveying</li> <li>Environmental assessment</li> <li>Environmental audit</li> <li>Environmental awareness</li> <li>Environmental management</li> <li>Environmental science and processes</li> <li>Ethics, professional identity and accountability</li> <li>Environmental sustainability</li> <li>Financial risks management</li> <li>Fire safety</li> <li>Forestry and woodland management</li> <li>Geodesy</li> <li>GIS</li> <li>Ground engineering and subsidence</li> <li>Health and safety</li> <li>Housing aid or advice</li> <li>Housing maintenance, repair and improvements</li> <li>Housing management and policy</li> <li>Housing strategy and provision</li> <li>Hydrographic(marine) surveying</li> <li>Information integration and assimilation</li> <li>Information technology</li> </ul>	<ul style="list-style-type: none"> <li>Insurance and risk management</li> <li>Laboratory procedures</li> <li>Landlord and tenant</li> <li>Land use and diversification</li> <li>Law</li> <li>Leadership</li> <li>Local taxation/assessment</li> <li>Maintenance management</li> <li>Management of the built environment and landscape</li> <li>Management of the natural environment and landscape</li> <li>Managing people</li> <li>Managing resource</li> <li>Mapping</li> <li>Marketing</li> <li>Measurement</li> <li>Measurement and costing of construction works</li> <li>Minerals management</li> <li>Negotiating skills</li> <li>Object ID (identification)</li> <li>Option appraisal</li> <li>Oral communication</li> <li>Planning</li> <li>Procurement</li> <li>Project audit</li> <li>Project cost and financial control</li> </ul>	<ul style="list-style-type: none"> <li>Project process and procedures</li> <li>Project strategy and control</li> <li>Purchase disposal and leasing</li> <li>Real estate finance and funding</li> <li>Real estate management</li> <li>Real estate management accounting</li> <li>Real estate records</li> <li>Recruitment and selection</li> <li>Remote sensing and photogrammetry</li> <li>Research methodologies and techniques</li> <li>Risk management</li> <li>Securitisation</li> <li>Selecting the project team</li> <li>Self management</li> <li>Spatial data capture and presentation</li> <li>Specification preparation</li> <li>Statutory inspections</li> <li>Strategic real estate consultancy</li> <li>Surveying land and sea</li> <li>Teamworking</li> <li>Use of the marine environment</li> <li>Valuation</li> <li>Waste management</li> <li>Works progress and quality management</li> <li>Written/graphic communication</li> </ul>
Core Competencies	<p>Business management – to Level 3</p> <p>And</p> <p>A minimum of;</p> <p>Two competencies – to Level 3</p> <p>Two competencies – to Level 2 from the following:</p> <ul style="list-style-type: none"> <li>Analysis of client requirements</li> <li>Construction technology and environmental services</li> <li>Managing people</li> <li>Procurement</li> <li>Project cost and financial control</li> <li>Real estate management</li> <li>Research methodologies and techniques</li> </ul>	<p>A minimum of;</p> <p>Two competencies – to Level 3</p> <p>Two competencies – to Level 2 from the following:</p> <ul style="list-style-type: none"> <li>Analysis of client requirements</li> <li>Construction technology and environmental services</li> <li>Managing people</li> <li>Procurement</li> <li>Project cost and financial control</li> <li>Real estate management</li> <li>Research methodologies and techniques</li> </ul>				
Optional competencies	<p>From the full list of competencies, a minimum of two competencies to level 2, including any core competencies not already used</p>	<p>From the full list of competencies, a minimum of two competencies to level 2, including any core competencies not already used</p>				



## Exploratory Study Stakeholder Interview Questionnaires Elevate East Lancashire Pathfinder

### General Information about the Interviewee

Detail of Respondent	
Name (Mr/Mrs/Ms):	Department:
Position Held:	Years of Employment:
Qualification Background:	Contact Number (if possible):
Job Descriptions:	Date of Interview:

### (Phase 1)

#### Part 1: Skills and Competencies in Housing Market Renewal Plan

As part of the Sustainable Communities Plan, launched by the ODPM in 2003, Professional Practice for Sustainable Development (PP4SD) has seen Housing Market Renewal Plan as a challenge to the professional skills and competences.

- 1.1a. How could you address the challenge for the professional skills and competences in implementing the Housing Market Renewal into their daily professional practice?
- 1.1b. Have you considered that the professional practitioners need to integrate the Sustainable Development principles into the Housing Market Renewal delivery process? If 'yes', why? If 'no', why?
- 1.1c. What additional skills and competencies do you think will be required in your organisation in order to integrate sustainable development principles?

#### Part 2: The Barriers in Delivering Housing Market Renewal

- 1.2a. Are there any obstacles or barriers facing your organisation in the delivery of Housing Market Renewal?
- 1.2b. If yes, what do you consider to be the most important barriers to the implementation of the Housing Market Renewal?
- 1.2c. How do you think such difficulties in question 2a should be overcome?
- 1.2d. Have you felt the need for additional roles and responsibilities for the professionals to deliver Housing Market Renewal?  
If 'yes', what are the additional roles needed for your organisation to deliver Housing Market Renewal?

#### Part 3: Broader Housing Market Renewal Issues

- 1.3a. What are the key issues in Housing Market Renewal?
- 1.3b. In your opinion, how might the Housing Market Renewal Plan contribute to the community sustainability within the Pathfinder areas? Could you give any suggestion?
- 1.3c. Does your organisation conduct a research or consultancy within the Pathfinder areas before implementing the Housing Market Renewal?  
If yes, what has the research revealed?
- 1.3d. Are you or your organisation in touch with other pathfinder organisations?  
If yes, what is the experience that you or your organisation could share for the implementation of Housing Market Renewal?
- 1.3e. Has your organisation engaged with local people or local community concerning the implementation of Housing Market Renewal?  
If so, what sort of engagement has taken place?

#### Part 4: General Awareness

An Agenda 21, the Earth Action Plan that resulted from the Rio Summit (1992) recognised that local people were at the core of the sustainability for the earth and its people. Following the Rio Summit, the UK government has called on all local authorities to have their Local Agenda 21 Strategy in place by the end 2000. Lancashire County Council Local Agenda 21 Strategy which was published in November 2003 has outlined one of its main policy considerations on the emerging Community strategy.

- 1.4a. Have you got any opinion or comment on the above statement that might be significant to the Housing Market Renewal?

1.4b. How do you think that Housing Market Renewal fits in with the Lancashire County Council Agenda 21 Policy?

### (Phase 2)

#### Part 1: Understanding how Housing Market Renewal Works

- 2.1a. In your opinion, how could the Housing Market Renewal Plan contribute towards Sustainable Communities?
- 2.1b. What is the impact of actions taken under the Housing Market Renewal on local people and the community so far?
- 2.1c. What is the impact of actions taken under the Housing Market Renewal on economy, society and physical environment of the Pathfinder areas?
- 2.1d. In your opinion, is the Housing Market Renewal a solution or a barrier to the creation of Sustainable Communities? And why do you say so?

#### Part 2: The Employees' Background

(The researcher also seeks access to the relevant document)

- 2.2a. Could you provide the following information about employees that are currently working for your organisation
- Total number of employees
  - Educational and professional background
  - Working experience or number of years being employed

#### Part 3: Level of Professional Involvement

The professional occupations in the Housing Market Renewal programme could be stratified in three levels of involvement which are strategic, tactical and operational management levels.

- 2.3a. How can you address the level of professional involvement in your organisation for Housing Market Renewal delivery process?
- 2.3b. What is the extent of professional involvement in the Housing Market Renewal service delivery within your organisation?

#### Part 4: Other Stakeholders or Partnerships involvement

(The researcher also seeks access to the relevant document)

- 2.4a. Could you provide with the information or list of stakeholders or partnerships that your organisations works with in the delivery of Housing Market Renewal?
- 2.4b. How is your organisation dealing or working with the stakeholders or partnerships in the delivery of Housing Market Renewal?
- 2.4c. Are there any barriers to deal or work with the stakeholders in delivering Housing Market Renewal?

### (Phase 3)

#### Part 1: Defining the Users (Local Community)

The word local community can mean a number of things. It could be the local residents or group of households or people living and working in the same area or locality.

- 3.1a. Could you provide with the information or list of community groups or interest that your organisation is engaging with in the delivery of Housing Market Renewal?
- 3.1b. What are the characteristics of these local people or residents that your organisation is working with like?
- 3.1c. In your own opinion, how can the local communities be engaged and involved in the delivery of Housing Market Renewal?
- 3.1d. In your experience, which local community group (s) is (are) most difficult to communicate with? And why?

#### Part 2: Change in Work Culture

Through the media and local community contacts, it has become clear that today's workforce is changing from the technical-based and conventional core occupations towards soft and people-focused approach in a way that they deliver their work.

- 3.2a. What is the implication of these new workings practice on the delivery of Housing Market Renewal within your organisation?
- 3.2b. What changes (if any) have you noticed in working practices within your organisation for Housing Market Renewal delivery process?
- 3.2c. How do you or your staff feel about the changes in current working practices for the delivery of Housing

- Market Renewal?
- 3.2d. In what way does your organisation work with the local community in the delivery of Housing Market Renewal?

**Part 3: Local Needs vs Regeneration Skills**

Currently, there is a lot of discussion about balancing between immediate needs of local people and regeneration skills on the Housing Market Renewal process and sustainable communities.

- 3.3a. Where in this continuum of the skills needs do you see your organisation positioned for the delivery of Housing Market Renewal?
- 3.3b. What should your organisation's priorities be in the delivery of Housing Market Renewal?

**Part 4: The Skills Need for the Housing Market Renewal Process**

- 3.4a. Have you considered that your organisation needs additional professional skills to deliver Housing Market Renewal? If 'yes', why?, If 'no', why?.
- 3.4b. How is your organisation addressing these skills need at the time of implementing Housing Market Renewal?
- 3.4c. Based on your own view and knowledge, what are the key skills and competencies that are likely to affect the overall deliverability of the Housing Market Renewal?
- 4d. In your opinion, what impacts will the Housing Market Renewal have on future demands made of the professional occupations?
- 4e. If you could restructure the professional skills and competences profile for your organisation, what changes would you make?

**PHASE 4: Others**

- 4a. What other skills and competencies that you think are still needed in dealing or working with local community for the delivery of Housing Market Renewal? (The researcher is particularly interested in those situations where organisation could found out the most helpful way in working with the local community).
- 4b. The purpose of this discussion is to find out how your organisation delivers services for Housing Market Renewal. This could occur in a variety of ways. It might mean of the need for specific knowledge, skills, experience or other forms of supports. Have we missed anything that you think might be relevant to this study?

-Thank you-



## Exploratory Study Stakeholder Interview Questionnaires Blackburn with Darwen Borough Council (HMR Teams)



### General Information about the Interviewee

Detail of Respondent	
Name (Mr/Mrs/Ms):	Department:
Position Held:	Years of Employment:
Qualification Background:	Contact Number (if possible):
Job Descriptions:	Date of Interview:

#### (Phase 1)

##### Part 1: Broader Housing Market Renewal Issues

- 1.1a. What are the key issues in Housing Market Renewal?
- 1.1b. In your opinion, how might the Housing Market Renewal contribute to the community sustainability within the Pathfinder areas? Could you give any suggestion?
- 1.1c. Are you or your organisation in touch with other Local Authorities' HMR Co-ordinators? If yes, what is the experience that you or your organisation could share in the process of delivering Housing Market Renewal?

##### Part 2: The Barriers in Delivering Housing Market Renewal

- 1.2a. Are there any obstacles or barriers facing your organisation in the process of delivering Housing Market Renewal?
- 1.2b. If yes, what are the obstacles/barriers that your organisation faces in the process of delivering Housing Market Renewal?
- 1.2c. How do you think such obstacles/barriers in question 2a should be overcome?

##### Part 3: Skills and Competencies Needs in the Housing Market Renewal Process

Statement: As part of the Sustainable Communities Plan, launched by the ODPM in 2003, Professional Practitioners have seen Housing Market Renewal as a challenge to their skills and competences.

- 1.3a. How could your organisation address the challenge for the professional skills and competences in the process of delivering Housing Market Renewal?
- 1.3b. Have you considered that your organisation needs additional skills and competencies in the process of delivering Housing Market Renewal? If 'yes', why? If 'no', why?
- 1.3c. How is your organisation addressing these skills needs (if any) at the time of delivering Housing Market Renewal?
- 1.3d. Based on your view and knowledge, what are the key skills and competencies that are likely to affect the overall deliverability of the Housing Market Renewal?
- 1.3e. In your opinion, what impacts will the Housing Market Renewal have on future demands made of the professional occupations?
- 1.3f. If you could restructure the skills and competences profile for your organisations, what changes would you make?

#### (Phase 2)

##### Part 1: Understanding how Housing Market Renewal Works

- 2.1a. In your opinion, how could the Housing Market Renewal contribute towards Sustainable Communities in Blackburn with Darwen?
- 2.1b. What is the impact of actions taken under the Housing Market Renewal on local people and community in Blackburn with Darwen so far?
- 2.1c. What is the impact of actions taken under the Housing Market Renewal on economy, society and physical environment in Blackburn with Darwen?

##### Part 2: The Employees' Background (The researcher also seeks access to the relevant document)

- 2.2a. Could you provide the following information about employees that are currently involving in Housing Market Renewal within your organisation
  - Total number of employees
  - Educational and professional background
  - Working experience or number of years being employed

##### Part 3: Level of Professional Involvement



The professional occupations in the Housing Market Renewal could be stratified in three levels of involvement which are strategic, tactical and operational management levels.

- 2.3a. How can you address the level of professional involvement in the process of delivering Housing Market Renewal?
- 2.3b. What is the extent of professional involvement in the process of delivering Housing Market Renewal within your organisation?

#### **Part 4: Other Stakeholders or Partnerships involvement**

(The researcher also seeks access to the relevant document)

- 2.4a. Could you provide with the information or list of stakeholders or partnerships that your organisations works with in the process of delivering Housing Market Renewal?
- 2.4b. How is your organisation working with other stakeholders or partnerships in the process of delivering Housing Market Renewal?
- 2.4c. Are there any barriers working with other stakeholders in the process of delivering Housing Market Renewal?

#### **(Phase 3)**

#### **Part 1: Defining the Users (Local Community)**

The word local community can mean a number of things. It could be the local residents or group of households or people living and working in the same area or locality.

- 3.1a. Has your organisation engaged with local people or local community in the process of delivering Housing Market Renewal? If so, what sort of engagement has taken place? (Could you provide with list of community groups that your organisation is engaging with in the process of delivering Housing Market Renewal?)
- 3.1b. What are the characteristics of these local people or residents that your organisation is working with like?
- 3.1c. In your own opinion, how can the local communities be engaged and involved in the process of delivering Housing Market Renewal?
- 3.1d. In your experience, which local community group (s) is (are) most difficult to communicate with? And why?

#### **Part 2: Change in Work Culture**

Statement:

Through the media and local community contacts, it has become clear that today's workforce is changing from the technical-based and conventional core occupations towards soft and people-focused approach in a way that they deliver their work.

- 3.2a. What is the implication of these new workings practice on the delivery process of Housing Market Renewal within your organisation?
- 3.2b. What changes (if any) have you noticed in working practices within your organisation for Housing Market Renewal delivery process?
- 3.2c. How do you or your staff feel about the changes in current working practices for Housing Market Renewal delivery process?
- 3.2d. In what way does your organisation work with the local community in the process of delivering Housing Market Renewal?

#### **Part 3: Local Needs vs Regeneration Skills**

Statement:

Currently, there is a lot of discussion about balancing between immediate needs of local people and regeneration skills in the process of delivering Housing Market Renewal and sustainable communities.

- 3.3a. Where in this continuum of the skills needs do you see your organisation positioned for the delivery process of Housing Market Renewal?
- 3.3b. What should your organisation's priorities be in the process of delivering Housing Market Renewal?

#### **(Phase 4): Others**

- 4a. What other skills and competencies that you think are still needed in dealing or working with local community for the delivery of Housing Market Renewal? (The researcher is particularly interested in those situations where organisation could found out the most helpful way in working with the local community).
- 4b. The purpose of this discussion is to find out how your organisation delivers services for Housing Market Renewal. This could occur in a variety of ways. It might mean of the need for specific knowledge, skills, experience or other forms of supports. Have we missed anything that you think might be relevant to this study?

-Thank you-



## Exploratory Study Stakeholder Interview Questionnaires Local Community Groups (Bank Top HMR ADF):

### Part 1: General Information on the Local Community Groups

- |      |   |
|------|---|
| 1.1. | Name of the Local Community Group       |
| 1.2. | Background of the Local Community Group |
| 1.3. | Community group representation          |
| 1.4. | Date of Visit                           |

### Part 2: General Information on the Interviewee

- |      |                          |
|------|--------------------------|
| 2.1. | Name of interviewee      |
| 2.2. | Position Held            |
| 2.3. | Job Description          |
| 2.4. | Years of Employment      |
| 2.5. | Qualification Background |
| 2.6. | Date of Interview        |
| 2.7. | Contact Nos.             |

### Part 3: General perceptions and experience of skills and competencies for community-based in the HMR process

- |      |   |
|------|---|
| 3.1. | General issues in the process of delivering HMR<br>Generally, what are the HMR issues in your area?   |
| 3.2. | General view on the skills and competencies in HMR  |
| 3.3. | Significance of community-based skills in the process of delivering HMR   |
| 3.4. | Benefits and costs of acquiring skills for community-based in the process of delivering HMR   |
| 3.5. | Drivers for community-based skills and competencies in the process of delivering HMR  |
| 3.6. | Motivation of community-based skills and competencies in the process of delivering HMR  |
| 3.7. | Challenge of community-based skills and competencies in the process of delivering HMR<br>- Based on your experience, what problem that the Group has so far in the process of delivering HMR?<br>- How could the Community Group address the challenge? |

### Part 4: The HMR Process

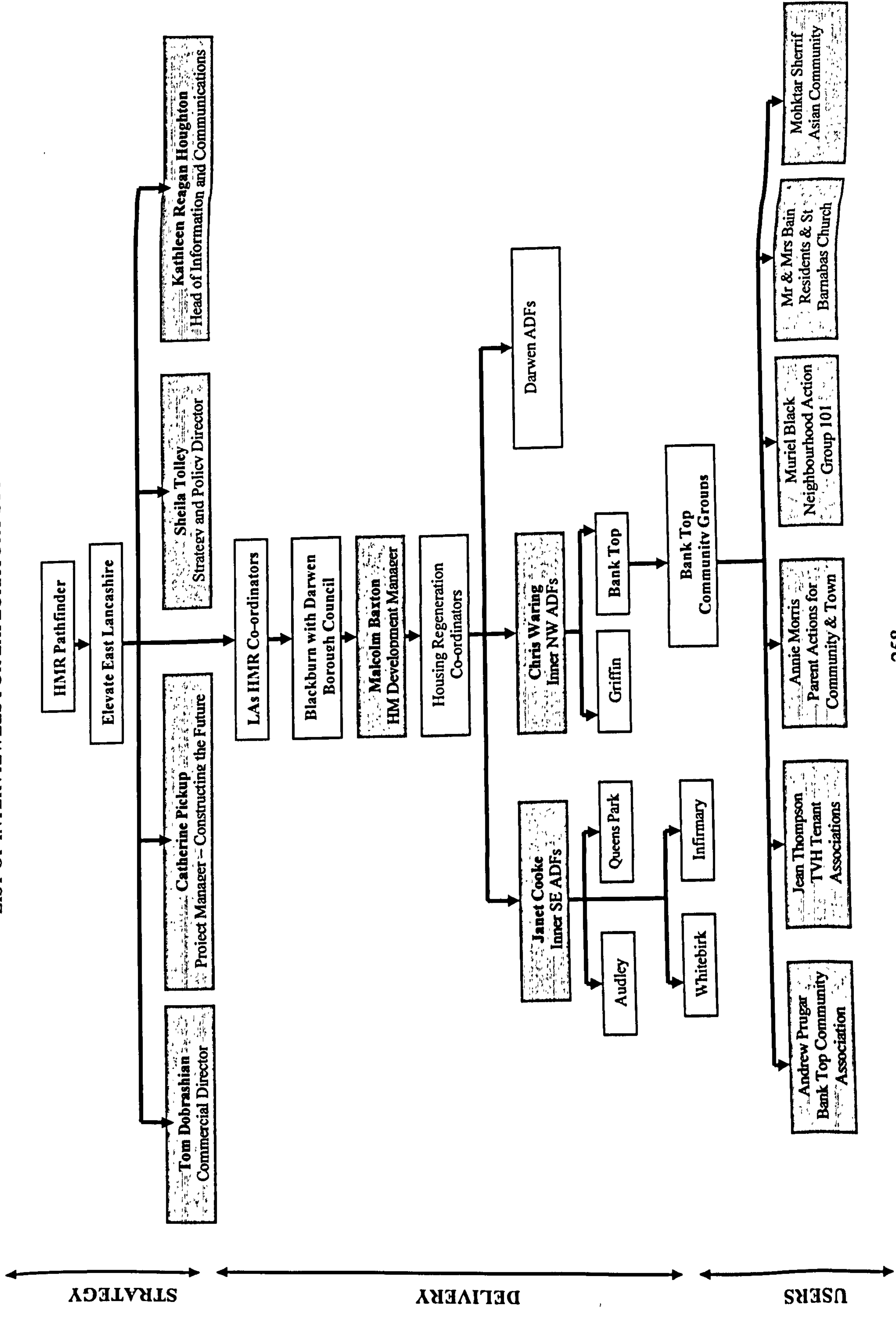
- |      |   |
|------|---|
| 4.1. | Example of HMR delivery process in the selected local community groups' areas   |
| 4.2. | How are the intervention actions perceived by the local community?<br>- In your opinion, how could the HMR contribute to sustainable community in your neighbourhood area?<br>- From your view, what is the impact of actions taken under the HMR on local residents and the communities in your local area so far?   |
| 4.3. | How appropriate additional skills and competencies needs for community-based are identified?<br>- Based on experience, what the appropriate skills and competencies that need to be acquired by the local community to participate in the process of delivering HMR?<br>- Have you considered that local community is also required for additional skills and competencies in the process of delivering HMR? If yes, why? If no, Why? |
| 4.4. | How is the concept of community-based skills applied in the process of delivering HMR?  |
| 4.5. | What level of and sort of engagement has taken place in the process of delivering HMR?<br>- Has your local community group been engaged by the relevant participants involved in the process of delivering HMR? If so, what sort of engagement has taken place?<br>- How can you address the level of involvement that your local community has in the process of delivering HMR?   |
| 4.6. | How skills needs and local community experience are consolidated?<br>- How is your organisation working with other participants involved in the process of delivering HMR?<br>- Are there any barriers working with those participating in the process of delivering HMR? If yes, why?  |

**Part 5: The Relevancy of Community-Based Skills and Competencies in the HMR Process**

- |      |   |
|------|---|
| 5.1. | Impact on the social aspect of communities  |
| 5.2. | Impact on the physical environmental aspect of communities                                  |
| 5.3. | Impact on the economic aspect of communities  |
| 5.4. | Which dimensions are most needed for community-based action skills necessary to deliver HMR |
| 5.4. | What should skills priorities be in the process of delivering HMR?                          |

**- Thank You -**

LIST OF INTERVIEWEES FOR EXPLORATORY STUDY PHASE



List of the Interviewees

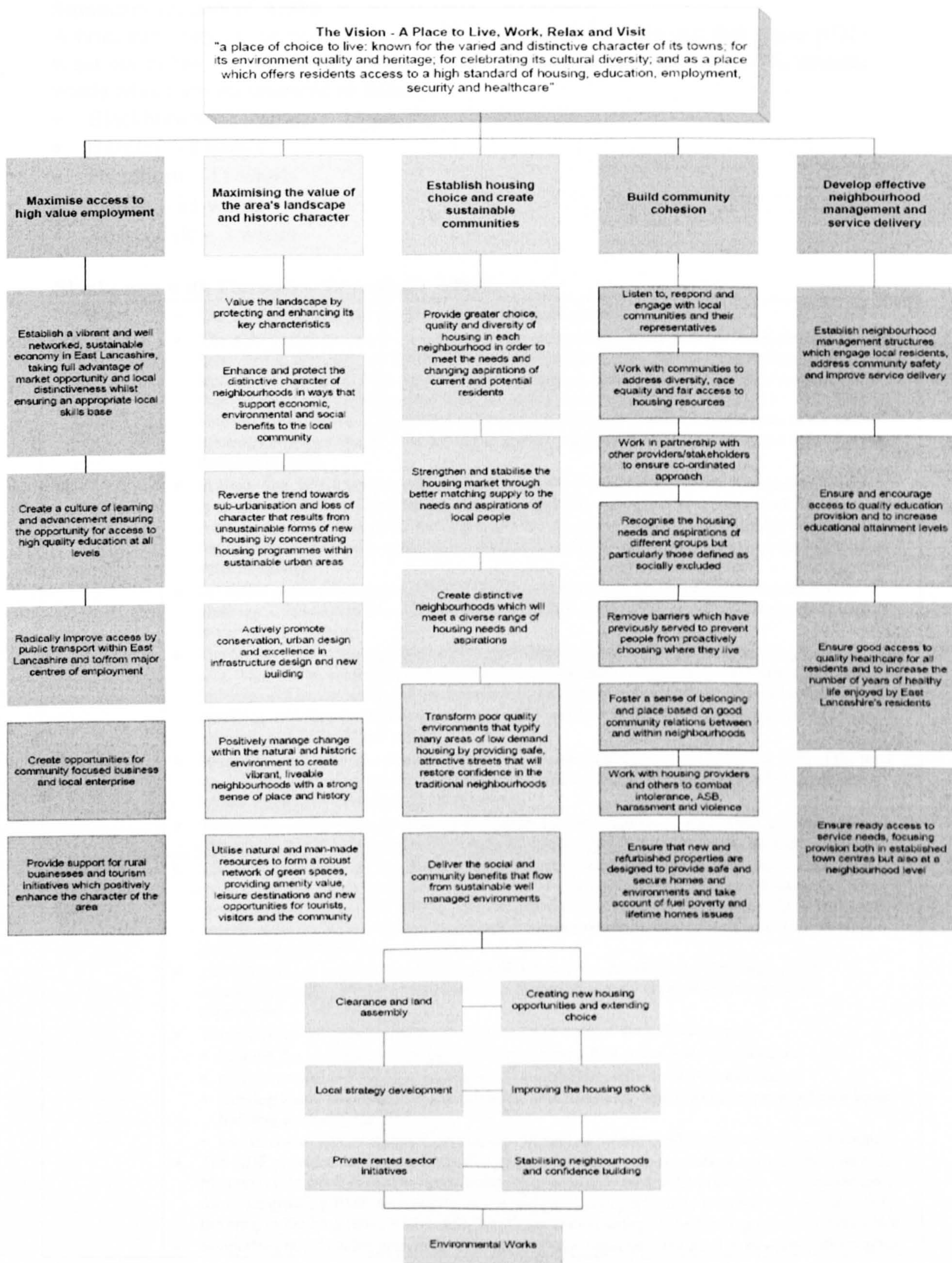
<b>Elevate East Lancashire</b>			
Name of Interviewee	Position Held	Tel.nos/e-mail address	Date of Interview
Tom Dobrashian	Commercial Director	01282 661407 <a href="mailto:tom.dobrashian@elevate-eastlancs.co.uk">tom.dobrashian@elevate-eastlancs.co.uk</a>	24 Feb 2005
Catherine Pickup	Project Manager – Constructing the Future	01282 661400 07989 386549 <a href="mailto:catherine.pickup@elevate-eastlancs.co.uk">catherine.pickup@elevate-eastlancs.co.uk</a>	24 Feb 2005
Sheila Tolley	Strategy and Policy Director	01282 661460 07711 234090 <a href="mailto:sheila.tolley@elevate-eastlancs.co.uk">sheila.tolley@elevate-eastlancs.co.uk</a>	1 April 2005
Kathleen Reagan Houghton	Head of Information and Communications	01282 661405 07753 778617 <a href="mailto:kathleen.houghton@elevate-eastlancs.co.uk">kathleen.houghton@elevate-eastlancs.co.uk</a>	1 April 2005

Local Authorities HMR Teams

<b>Blackburn with Darwen BC</b>			
Name of Interviewee	Position Held	Tel.nos/e-mail address	Date of Interview
Malcolm Baxton	Housing Market Development Manager	01254 585624 <a href="mailto:malcolm.baxton@blacknum.gov.uk">malcolm.baxton@blacknum.gov.uk</a>	7 June 2005
Chris Waring	Housing Regeneration Co-ordinator Inner NW ADF	01254 585213	7 June 2005
Janet Cooke	Housing Regeneration Co-ordinator Inner SE ADF	01254 585768	7 June 2005

Local Community Groups

<b>Blackburn with Darwen</b>					
Name of Interviewee	Group's name	Position Held	Tel.nos/e-mail address	Date of Interview	
Ms Annie Morris	Parents Action for Community and Town (PACT) Cheetham Arms Lawrence St Blackburn BB2 1QF	Administrator	01254 729933	27 July 2005	
Ms Jean Thompson	Tenants Association Twin Valley Homes Ltd 1 Meadowhead close Blackburn BB2 4TY	Chair of Tenants Association Housing Manager of TVH Housing Association	01254 203700 <a href="mailto:jean.thompson@twinvalleyhomes.com">jean.thompson@twinvalleyhomes.com</a>	4 Aug 2005	
Mr Andrew Prugar (Secretary) Ms Kim Glanville Chair	Bank Top Community Association Bank Top Community Centre Oakenhurst Road Blackburn BB2 1SN	Secretary	01254 678357 01254 56001	5 Aug 2005	
Ms Muriel Black	Neighbourhood Action Group (NAG 101) 101 Stonyhurst Road Blackburn	Administrator	01254 677296	1 Sept 2005	
Mrs Frances Bain Mr Lewis Bain	Member of St Barnabas (Church) Community Association 59 Henrietta St (Corner Johnston St) Top of Hazel Close Blackburn	Members of St Barnabas church	01254 661664 07884186614	8 Aug 2005	
Mr Mokhtar Sherrif	Pharmacist (Johnston Pharmacy) Johnston Street Asian Community Representative	Asian Community Representative	01254 682448	18 Aug 2005	



### Summary Details of ADFs

A brief summary of the housing interventions contained within the first phase ADFs is set out below for each local authority area. Activity is stretched across 46 separate wards which are summarized as follows:

- Blackburn with Darwen – 13 wards
- Burnley – 8 wards
- Hyndburn – 11 wards
- Pendle – 11 wards
- Rossendale – 3 wards

### Blackburn with Darwen – first phase ADFs

<p><i>Blackburn Inner North West</i></p>	<ul style="list-style-type: none"> <li>• The ADF splits into two sub-areas: Bank Top and Griffin.</li> <li>• The ADF covers an area to the north and west of the town centre, with two main areas of housing – Bank Top in the north and Griffin in the south – separated by a belt of industrial/commercial uses. Both Bank Top and Griffin consist mainly of privately owned pre-1919 terraced properties but there is also a significant element of social rented housing that is now managed by Twin Valley Homes (TVH). Much of the private terraced stock is in poor condition while most of the social housing in the area was built in the 1960s and 70s and needs to be reviewed in the light of current design principles.</li> <li>• In Bank Top, where there is a significant black and minority ethnic (BME) population, the council is pursuing an improvement strategy building upon the success of the current Bank Top Renewal Area. Some demolition of the worst properties is proposed, with a smaller number of new replacement homes being re-provided. This is in response to residents' concerns not to see large-scale demolition.</li> <li>• In Griffin more radical intervention is proposed but this is to be the subject of further master planning. Clearance will be combined with road layout restructuring and re-development with lower density housing.</li> <li>• The housing action strategy is to build on current activities and enhance the existing qualities of the area. This will be achieved by an emphasis on group repair with limited clearance. Community facilities will be upgraded and the Ashworth Street Estate managed by TVH will be remodelled involving selective demolitions, conversion of 1 and 2 bed flats into larger properties and improvement of roads and security.</li> <li>• Feasibility studies for the remodelling of former council estates, which comprise 30% of the total stock in the ADF, are ongoing and further stock reductions and/or remodelling for larger family homes will be achieved through this process.</li> <li>• The strategy accepts that land use opportunities for the longer-term are limited and reserves a position of reviewing current economic development sites in the event of an increase in demand.</li> </ul>
<p><i>Blackburn Inner South East</i></p>	<ul style="list-style-type: none"> <li>• The ADF lies to the south and east of the town centre along the eastern and southern approach roads in to the town from the M65 and the rest of east Lancashire and Greater Manchester. The area has a mix of pre-1919 housing, modern private housing and social rented estates. Problems include unfit, unstable and vacant properties, low house prices, low rates of economic activity, poor health and high levels of crime.</li> <li>• HMR funding is to be used to build upon SRB5 activity. A balance of clearance, group repair/facelift and redevelopment options is proposed, clearly focused upon community aspirations.</li> <li>• The preferred option takes different approaches in each of three distinct areas: <ul style="list-style-type: none"> <li>• keeping the community together in Audley/Queens Park using selective clearance,</li> <li>• redevelopment and improvement approaches, working with a mixed community;</li> <li>• creating a new community in the Infirmary area following significant clearance and new house building on canal side; and</li> <li>• less intensive consolidation approaches in Whitebirk where conditions are less of a problem.</li> </ul> </li> <li>• The ADF provides for a net reduction in housing stock but recommends changes to the next local plan review to achieve further house building on available land in Queens Park. This would cater for a fast growing BME community and would provide opportunities to attract new residents into the area, in the long term. Within this significant restructuring of the housing stock will take place.</li> <li>• Supporting non-housing activity is well provided for, especially the need to develop opportunities</li> </ul>



	to improve access for local residents into the 2000+ jobs that are to be created on the edge of the area.
Central Darwen ADF	<ul style="list-style-type: none"> <li>• The preferred option for Darwen contains a mix of clearance, group repair, facelift and redevelopment. Whilst the ADF does not adopt the “dormitory” town description for itself, the Strategy does target new residents and recognises its locational benefits in relation to Bolton and Manchester.</li> <li>• The ADF focuses activity into three sub-areas for the first three years: the Queen/Harwood/Hindle area, the Franklin/Hannah area, and the St Peter’s Church area. This will address some of the worst housing conditions in Darwen.</li> <li>• Areas considered to have a sustainable future are identified for longer-term action including group repair, face-lifting, remodelling, selective demolition, internal works, traffic management and open space treatments.</li> <li>• Cleared sites are considered for re-development or non-housing uses, including high quality office accommodation where appropriate, to achieve synergy with the emerging town centre strategy.</li> <li>• A range of neighbourhood management measures are proposed as thematic projects.</li> <li>• A number of conflicting economic land uses are likely to be removed and new opportunities for office space and managed workspace created, with appropriate linkages for future EP and RDA investments signalled.</li> </ul>

**Burnley – first phase ADFs**

South West Burnley	<ul style="list-style-type: none"> <li>• This ADF comprises 3,484 properties and includes a substantial element of former local authority stock. It is located close to the Rossendale Road and Smallshaw Industrial estates. Over 21% of these houses are empty, prices for terraced property averaged £17,852 in 2002, a fall of 44% since 1998. Added to this, 1,302 (42%) properties in the area are unfit.</li> <li>• number of clearance schemes are proposed, both in the private sector terraced housing and the stock transfer RSL’s stock. New build re-provision is made up of a number of development sites with the balance of housing interventions being improvements to the retained stock and a large programme of environmental improvements</li> <li>• number of employment interventions are proposed including the refurbishment of Gardner Aerospace premises for employment uses and the AIT site for workshops and small business purposes.</li> </ul>
Burnley Wood	<ul style="list-style-type: none"> <li>• Burnley Wood is a discrete neighbourhood of 2068 properties close to the town centre. Further demolition is proposed to conclude significant clearance programmes already completed under HIP/SRB regimes and Elevate’s early wins programme.</li> <li>• Significant strategic development sites are being assembled for later new build, including sheltered housing to replace an existing facility. Group Repair or facelifiting programmes are proposed for most of the retained terraced homes - with more substantial remodelling proposed for some, alongside new open space treatments.</li> <li>• The area benefits from close proximity to the town centre and inner urban employment sites. Those located within the ADF area are to be retained. The area has some exceptional and historic canalside locations which are proposed for future mixed-use redevelopment.</li> <li>• The area is to benefit from a new Sure Start facility by 2005 and a refurbished primary school by Summer 2004. Within walking distance, the local secondary school is to be re-provided under the Schools for the Future programme.</li> </ul>
Daneshouse, Duke Bar and Stoneyholme	<ul style="list-style-type: none"> <li>• This ADF comprises an area of 3,463 houses and is home to a large proportion of Burnley’s Pakistani and Bangladeshi communities. 20% of the existing stock is empty, and property prices for terraced property averaged £15,716 in 2002, a fall of 31% since 1998. Added to this, 1,671 (57%) properties in the area are unfit.</li> <li>• The strategy for this area is radical – a substantial amount of the existing stock, and one mill, will be cleared to create four strategic development sites for a mix of house types and tenures extending to the canal side. An opportunity to provide a new leisure facility on the canal side is identified.</li> <li>• Proposals include the extension of an existing employment zone at Princess Way for new build offices, storage units and workshops. Similar extensions are proposed for the Elm Street business park, in the heart of the area, using space created by housing clearance. Managed workspace opportunities are to be created at Ratcliffes Mill and further employment land is to be created from housing close to the secondary shopping area on Colne Road.</li> <li>• New road infrastructure is proposed to join improved local retail facilities and a new public square to the main road; a new rapid transit station is also proposed.</li> <li>• A combined Sure Start and Healthy Living Centre is currently under construction. The local secondary school is to be re-provided under the Schools for the Future programme.</li> </ul>

	<ul style="list-style-type: none"> <li>• In the retained terraced housing areas, combinations of gateway face-lifting, group repair and group action are proposed, which may lead to further tranches of clearance.</li> </ul>
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**Hyndburn – first phase ADFs**

<p>West Accrington and Church</p>	<ul style="list-style-type: none"> <li>• Due to acute problems of low demand a radical approach is being adopted within this ADF area removing some of the oldest, smallest and least attractive housing to create better environments and to create new housing types to restore balance to the wider market.</li> <li>• Major clearance is already underway on the Blackburn Road corridor (Project Phoenix) and a new high quality mixed tenure housing development will be developed catering for the needs of local people.</li> <li>• Demand issues in the adjacent Princess Street area are of a lesser scale and here a variety of design tools to reinvent the terrace and respond to their design deficiencies will be introduced, including remodeling and refurbishment (with lateral conversions to meet BME needs). A new pedestrian axis through the area will link it to community facilities on the periphery. Vacant properties will be acquired to meet displacement requirements. Selective clearance will be used to create a more attractive environment.</li> <li>• In the Church area selective clearance of a Radburn design council estate will be used to create a new gateway frontage to this neighbourhood and the clearance of industrial premises on the canalside will be used to create new housing and leisure opportunities.</li> <li>• In the Steiner Street area, close to the town centre, a small pocket of poorer quality terraced houses will be cleared to provide a mixed development for business and residential purposes.</li> <li>• The Church council estate will be remodelled. This involves the clearance of 50 properties to create a better route through the estate for residents in surrounding areas and to create more defensible space for existing residents.</li> <li>• Group repair and face-lifting treatments will be used elsewhere, where demand issues are less acute.</li> <li>• The ADF provides for new high value employment sites close to the town centre and railway station, building on the success of the business and learning quarter around the Globe Centre. The new LIFT project is to be incorporated into Project Phoenix as the start of a new cluster of community facilities.</li> <li>• Neighbourhood management proposals are to be brought forward and a local base for this established.</li> </ul>
<p>Clayton and Enfield</p>	<ul style="list-style-type: none"> <li>• The housing interventions within the ADF area address localised pockets of low demand housing and improve the overall quality and condition of terraced houses through group repair, streetscape and environmental improvements.</li> <li>• Clayton and Enfield is not identified as an area for future growth. Rather, the strategy reinforces the former rural aspect of Clayton-le-Moors and its historical assets, such as the canal. Mercer Park and the local centre are to be enhanced. The strategy is to enhance the existing stock and improve the setting and attractiveness of residential areas by addressing non-conforming uses and transport problems which underlie a large majority of the housing problems in the area.</li> <li>• In the Barnes Street/Queens Street area, the strategy is to re-design these streets by selective clearance, remodelling and refurbishment of the better properties. Further feasibility work is required to test potential solutions for addressing traffic congestion in the Whalley Road area, possibly involving clearance to enable road widening. Areas of sustainable housing are identified for group repair and face-lifting.</li> <li>• A local authority estate at Alexandra Close is to be re-modelled for elderly persons' accommodation.</li> <li>• New infill housing opportunities on land adjacent to Clayton Triangle require further feasibility work to resolve potential access problems.</li> <li>• The two existing employment zones require investment to make them more appropriate for modern businesses and a number of industrial uses located in the centre of the ADF, particularly around the canal area, could be relocated. This would release attractive sites to be developed for recreational and housing uses.</li> <li>• The town centre of Clayton-le-Moors needs additional health facilities. Further enhancements to provide, potentially, additional retail and community facilities, along with improvements to the public realm will also be considered.</li> <li>• A number of open space and environmental improvements are suggested to improve access to the local park, the gateway to the town centre and canal frontage, and to improve pedestrian access.</li> <li>• Transport is the most significant issue within the ADF due to the combination of mixed uses located close on the M65 junction which divides the town. In addition, the potential expansion of</li> </ul>

	<p>Whinney Hill Quarry (landfill) will create additional congestion pressures, requiring a feasibility study to be progressed. The development of Huncoat Power Station will give a strong boost to local regeneration. The access to this site needs to be made attractive to all transport modes to ensure that the full potential of the site can be realised.</p> <ul style="list-style-type: none"> <li>• Neighbourhood management proposals are to be linked with the market restructuring process</li> </ul>
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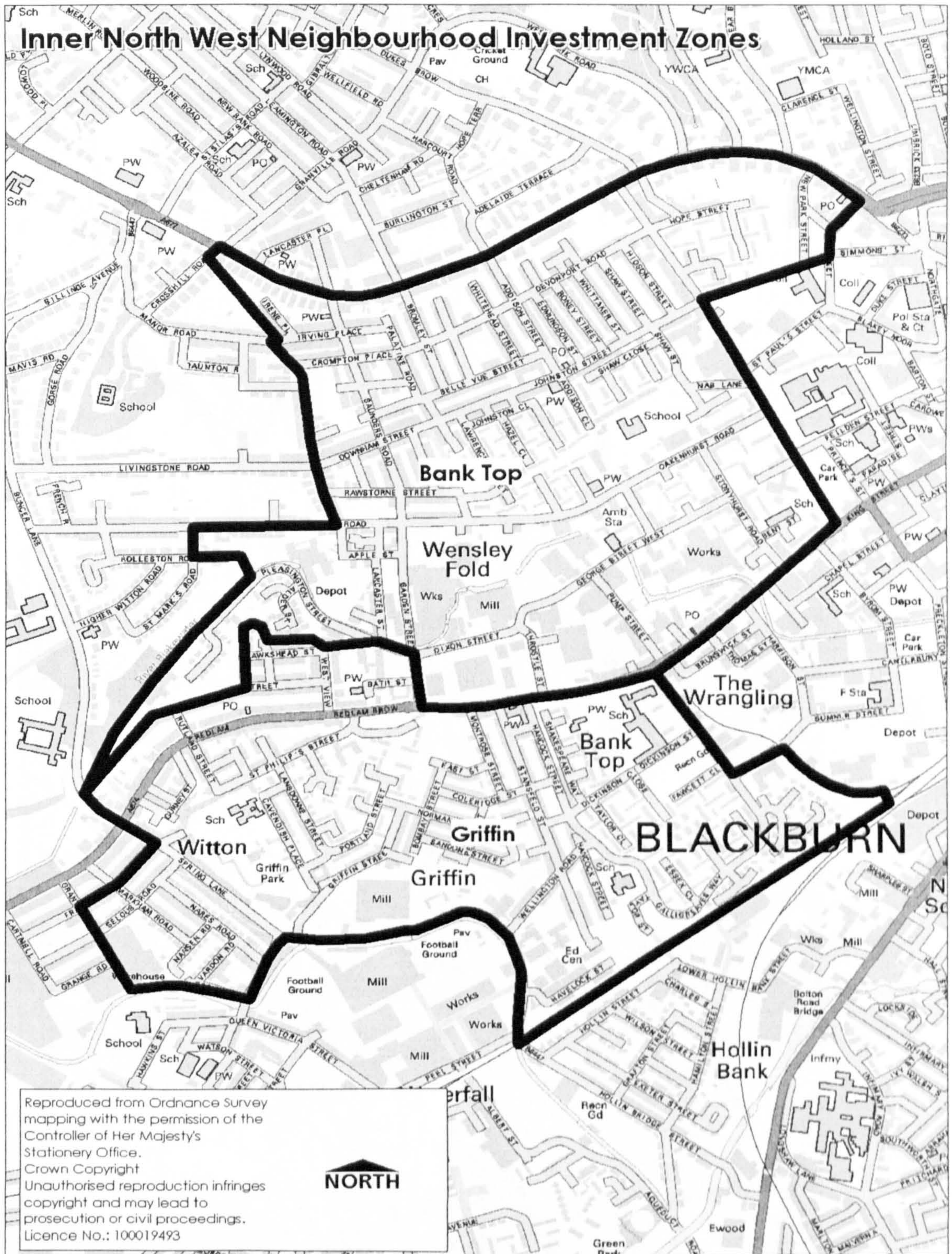
**Pendle – first phase ADFs**

<p>Brierfield</p>	<ul style="list-style-type: none"> <li>• The Brierfield ADF comprises 3,653 properties. Three priority action areas have been identified, which will be the subject of further master planning, community consultation and Neighbourhood Renewal Assessment.</li> <li>• In the canal corridor area, proposals include the clearance of terraced properties and redevelopment/refurbishment of Lob Lane Mill and this, combined with an adjacent site, provides for potential redevelopment with new homes, including canalside, high value housing. In the longer term, the refurbishment of vacant and underused floor space within the imposing BSN Mill provides a potential opportunity for new employment, retail, leisure and residential units, with the continuation of existing employment uses.</li> <li>• In the Railway Street area, gateway environmental and group repair treatments are proposed to improve the town's image. Some terraced properties will be cleared along with redundant retail units and the acquisition of a business premises to create new houses and two new urban squares, with group repair treatments in support.</li> <li>• In the Stanley Street area group repair is proposed to improve a key gateway approach to the town and small-scale selective clearance used to create a new urban square and infill new build. The plan proposes a new residential development on the Mansfield High School site, should this be vacated and re-provided elsewhere under the Schools for the Future programme. A Home Zone is proposed along with a range of environmental improvements.</li> <li>• New dwelling requirements have been scheduled for later years of the HMR process and are derived from population and household growth projections, allowing for the re-occupation of some of the stock that is currently empty.</li> <li>• A neighbourhood management scheme is proposed for the ADF area, to better co-ordinate services and also to tackle problems of neighbour nuisance and anti-social behaviour, associated with the increase in private renting.</li> </ul>
<p>Colne</p>	<ul style="list-style-type: none"> <li>• The Colne ADF area comprises 7,683 properties. Five priority action areas have been identified across the town that will be subject to more detailed master planning, community consultation and Neighbourhood Renewal Assessment.</li> <li>• The lower South Valley area has potential for high value housing, environmental and business uses. Infill developments are envisaged to improve the housing offer alongside small-scale selective clearance to deal with pockets of low demand.</li> <li>• A 6 hectare potential development site has been identified adjoining Colne Water. A major opportunity for the refurbishment and re-development of a large mill complex is also identified for mixed housing, workspace, leisure and retail, subject to relocation of existing businesses.</li> <li>• The ADF includes a requirement to relocate existing businesses within the Lower South Valley, to facilitate housing and other uses there, and to allow the Council to develop appropriate provision for business sectors. The Draft Joint Local Structure Plan includes a requirement for the identification of 35ha of employment land by 2016, but site(s) have not yet been determined.</li> <li>• New dwelling requirements have been scheduled for later years of the IIMR process and are derived from population and household growth projections, allowing for the re-occupation of some of the stock that is currently empty.</li> <li>• Demand for terraced housing in South Valley demonstrates considerable housing market weakness, but its retention is important to the town centre and for its heritage value. Traditional housing renewal treatments are proposed, more intensive in areas of higher stress.</li> <li>• The town centre has huge potential to improve the housing market and further master planning is proposed with a view to redeveloping 1960s shopping facilities, providing new development opportunities and improving traffic flows.</li> <li>• In North Valley, close to the town centre, selective small-scale clearance and some private sector newhousing development is proposed to deal with localised market failure supported by housing renewal.</li> <li>• In the Upper North Valley area selective clearance is proposed combined with housing renewal and smallscale terraced house remodelling.</li> <li>• Neighbourhood Management initiatives are to be implemented across the ADF area, to better co-ordinate public services but also to get to grips with nuisance and anti-social behaviour issues associated with the increase in private renting.</li> </ul>

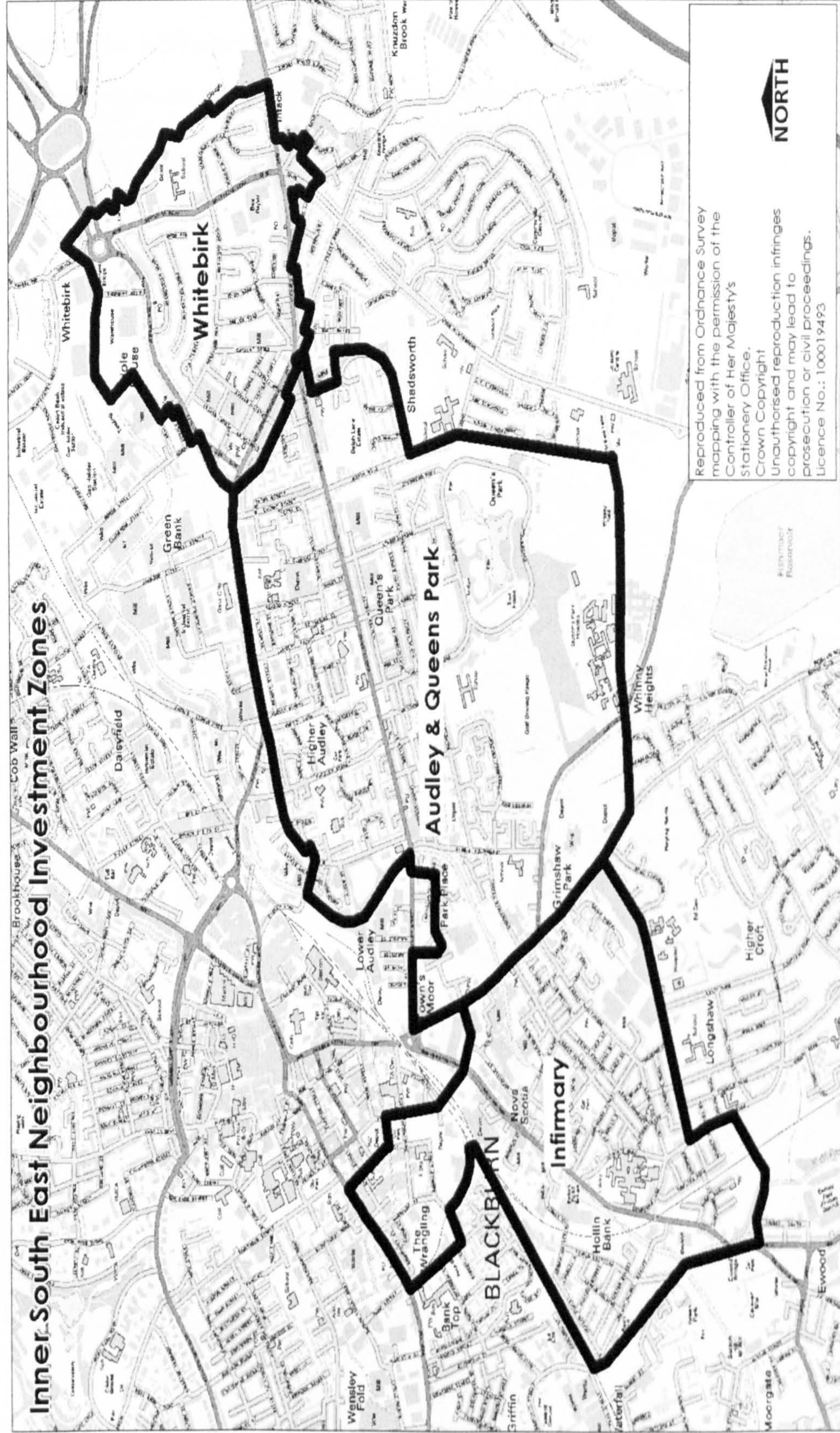
**Rossendale**

<p><b>Bacup and Stacksteads</b></p>	<ul style="list-style-type: none"> <li>• This ADF seeks to develop Bacup as a major tourist/leisure attraction based upon its heritage and landscape setting. The ADF proposes the development of an economic/marketing strategy to achieve this. A number of concepts are proposed, including: <ul style="list-style-type: none"> <li>• an eco-village based in new and remodelled housing;</li> <li>• new town hall/one stop shop in Bacup;</li> <li>• Community Resource Centre in Stacksteads;</li> <li>• Community Land Trust to engage local people in bringing old buildings back into use;</li> <li>• Heritage quarters in Bacup, Stacksteads and Britannia;</li> <li>• An artists' village based on the old market and police station to create cultural activity; and</li> <li>• Urban design to develop integration of spaces, buildings, movement patterns etc.</li> </ul> </li> <li>• Proposals for housing interventions include clearance of some local authority properties in the Pennine Road area, linked to the consideration of stock transfer options, and the incorporation of new high-design housing.</li> <li>• A number of housing renewal proposals are suggested to deal with refurbishment of back-to back housing.</li> <li>• Further masterplanning is proposed to integrate opportunities for new housing with retail, open space, links to riverside, and local authority estate remodelling in Stacksteads.</li> <li>• Road infrastructure improvements to the A681 are proposed along with a new central bus interchange at Bacup.</li> <li>• Neighbourhood management is proposed across the ADF area.</li> </ul>
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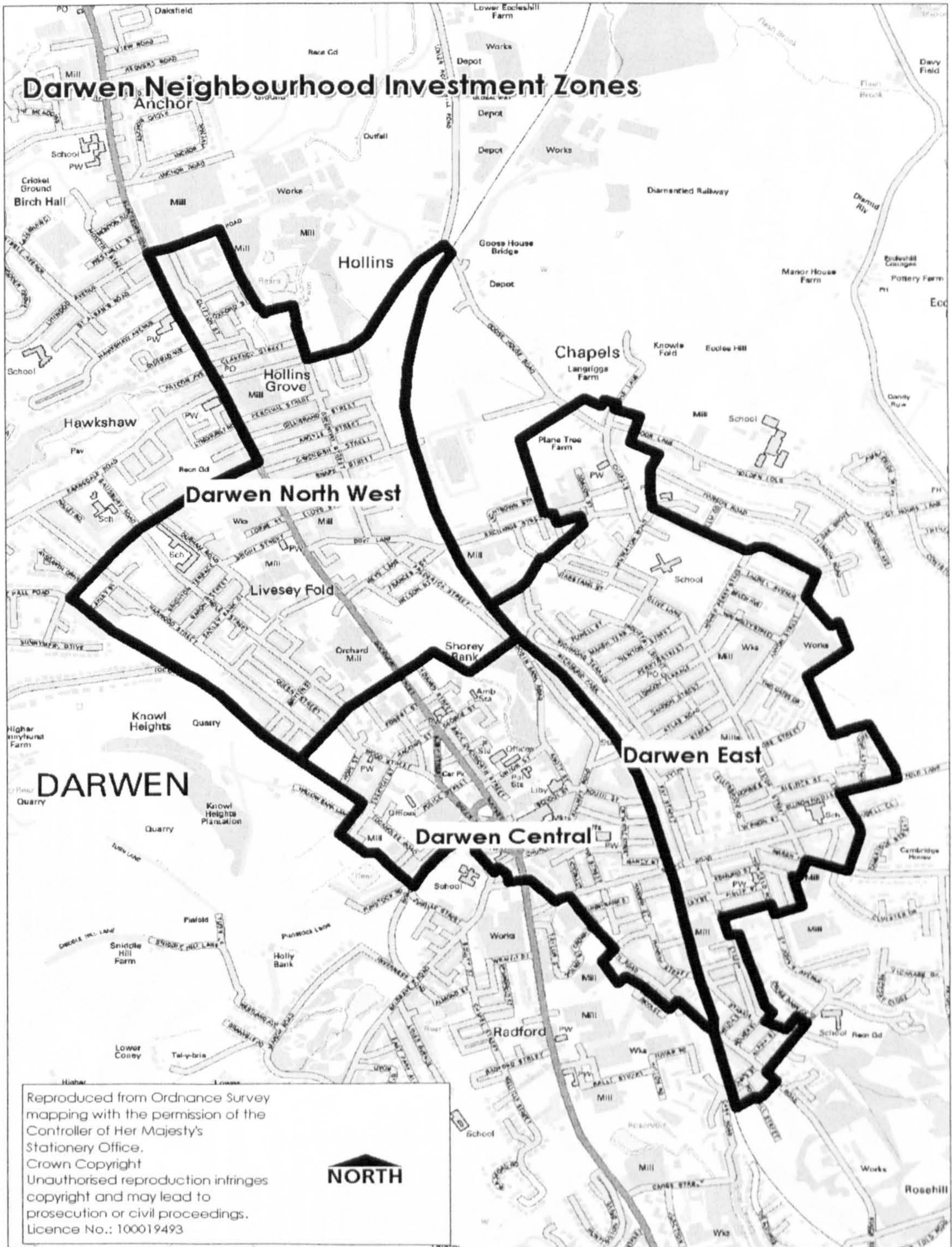
Details of the ADFs in the Borough



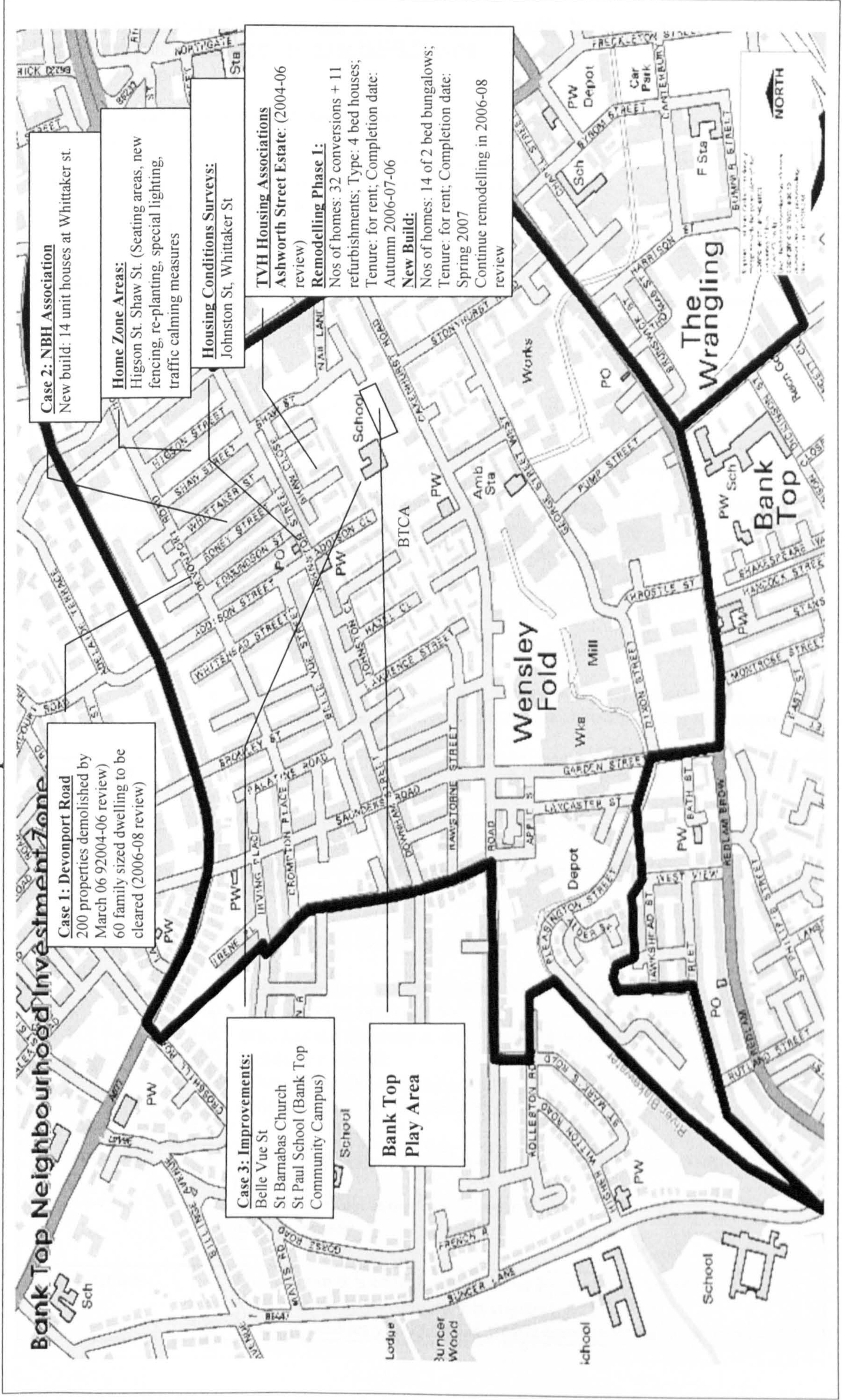
Details of the ADFs in the Borough



Details of the ADFs in the Borough



Bank Top ADFs Master Plan



**Case 2: NBH Association**  
New build: 14 unit houses at Whittaker st.

**Home Zone Areas:**  
Higson St. Shaw St. (Seating areas, new fencing, re-planting, special lighting, traffic calming measures)

**Housing Conditions Surveys:**  
Johnston St, Whittaker St

**TVH Housing Associations**  
Ashworth Street Estate: (2004-06 review)  
**Remodelling Phase 1:**  
Nos of homes: 32 conversions + 11 refurbishments; Type: 4 bed houses; Tenure: for rent; Completion date: Autumn 2006-07-06  
**New Build:**  
Nos of homes: 14 of 2 bed bungalows; Tenure: for rent; Completion date: Spring 2007  
Continue remodelling in 2006-08 review

**Case 1: Devonport Road**  
200 properties demolished by March 06 92004-06 review)  
60 family sized dwelling to be cleared (2006-08 review)

**Case 3: Improvements:**  
Belle Vue St  
St Barnabas Church  
St Paul School (Bank Top Community Campus)

**Bank Top Play Area**



**Case Study Interviews' Questionnaires to Identify the Skills Needs for Improving the full level of community engagement in the HMR Process**

**Part 1: General Information of stakeholders**

1.1.	Name of the community group/associations/company
1.2.	Background of the community group/associations/company
1.3.	Community group representation
1.4.	Date of Visit

**Part 2: General Information on the Interviewee**

2.1.	Name of interviewee
2.2.	Position Held
2.3.	Job Description
2.4.	Years of Employment
2.5.	Qualification Background
2.6.	Date of Interview
2.7.	Contact Nos

**1. Structure of the questions to identify where stakeholders stand and to identify the skills needs for improving the full level of community engagement**

Levels of engagement	List of questions to inform skills requirements
Information giving	<ul style="list-style-type: none"> <li>• How did young people and local residents be informed about this project?</li> <li>• What methods were used to inform children and local residents?</li> <li>• What language was used?</li> <li>• Who involved in preparing and disseminating the information?</li> <li>• What difficulties or barriers that you encountered during the process?</li> </ul>
Consultation	<ul style="list-style-type: none"> <li>• How were young people being consulted in the engagement process?</li> <li>• What methods were used to consult children?</li> <li>• Who conducted the consultation with children?</li> <li>• Who involved in consulting children?</li> <li>• What difficulties or barriers that you encountered during the consultation process?</li> </ul>
Involvement	<ul style="list-style-type: none"> <li>• Who involved in decision making during the engagement process with children?</li> <li>• What were the boundaries for the ideas to be accepted?</li> <li>• How were young people being involved in the engagement process?</li> <li>• Who had the authority to follow through with solutions which were decided by others?</li> <li>• What difficulties or barriers that you encountered when involving children during the engagement process?</li> </ul>
Collaboration	<ul style="list-style-type: none"> <li>• Do you considered yourself and other stakeholders as a partner in this project?</li> <li>• Did your project teams' decisions and vision have been put together and been accepted?</li> </ul>
Empowerment	<ul style="list-style-type: none"> <li>• Did you run this engagement process by your own initiatives?</li> <li>• Who else involved running this engagement process?</li> <li>• What difficulties you and your project team encountered in running this</li> </ul>

	engagement process with children?
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**2. Structure of the questions to identify where have stakeholders got to in the engagement process to identify skills needs for improving the full level of community engagement in the HMR process**

<b>The phase or process of engagement</b>	<b>List of questions to inform skills requirements</b>
Initiation	<ul style="list-style-type: none"> <li>• Who is the champion of this engagement process?</li> <li>• Who pays for the project and the engagement process?</li> <li>• What to achieve from the engagement process?</li> <li>• Who administers the engagement process?</li> <li>• Who are the stakeholders involved in this project and engagement process?</li> <li>• What level of participation is likely to be appropriate and acceptable?</li> </ul>
Preparation	<ul style="list-style-type: none"> <li>• What are the boundaries of the task? What is fixed, and what is still open?</li> <li>• How the engagement process was managed?</li> <li>• What resources are available? How much time is there for the engagement process?</li> <li>• What techniques were used in the engagement process with children for this project?</li> <li>• What tasks allocation among stakeholders involved in the engagement process?</li> </ul>
Engagement	<ul style="list-style-type: none"> <li>• What experience you have in the engagement process with children?</li> <li>• What barriers or difficulties that you encountered in the engagement process with children?</li> <li>• What other methods that you might suggest to be used in the engagement process with children? And why you say so?</li> <li>• From your experience what skills that you need from this engagement process?</li> </ul>
Continuation	<ul style="list-style-type: none"> <li>• Did the engagement process meet the objective?</li> <li>• Were you, project team or young people happy with the way engagement process being conducted?</li> <li>• Are there any major lessons that can be learnt for future improvement in the engagement process with children?</li> </ul>

**3. Structure of questions to identify the stakeholders who are involved at each level and process of engagement to inform skills requirements**

<b>Stakeholders who are involved and tasks among them</b>	<b>List of questions to inform skills requirements</b>
Who are you in this project?	<ul style="list-style-type: none"> <li>• Are you someone in a position of power controlling funds or other resources?</li> <li>• Are you someone with influence because you are planning or managing a participation process?</li> <li>• Are you with professional expertise or knowledge?</li> </ul>
What does this engagement process want to achieve?	<ul style="list-style-type: none"> <li>• Does it try to develop plans that meet young people' expectations</li> <li>• Does it give young people a say in the plan?</li> <li>• Does it give young people control over the solutions</li> </ul>

Who has the final say over decisions?	<ul style="list-style-type: none"> <li>• Have you had final say over decisions?</li> <li>• Has project team had final say over decisions?</li> <li>• Have children who get involved had final say over decision?</li> <li>• Has a politician institution or other body had final say over decisions?</li> </ul>
How ready are you, project team or children to work in the engagement process?	<ul style="list-style-type: none"> <li>• Do you, project team or young people have the desire to exercise the engagement process?</li> <li>• Do you, project team or young people have the skills to exercise the engagement process? What skills that you think you need most in the engagement process?</li> <li>• Do you, project team or young people have the authority to exercise the engagement process?</li> </ul>

**4. Structure of the questions to identify young people's expectations from the engagement process for the project.**

Level of ability	<ul style="list-style-type: none"> <li>• What do you like to do in your spare time?</li> <li>• Do you like drawing?</li> <li>• Do you like talking to your friends?</li> <li>• Do you like talking to adults?</li> <li>• Do your friends listen to you when you talk to them?</li> <li>• What do you do to tell people about your ideas?</li> </ul>
Young people's views about the play area	<ul style="list-style-type: none"> <li>• What do you like about your new play area?</li> <li>• Why do you like your new play area?</li> <li>• Who did decide for the play area facilities?</li> </ul>
Young people's views about working with other project teams	<ul style="list-style-type: none"> <li>• Do you know these people?</li> <li>• Do you like working with him/her?</li> <li>• Why do you like working with him/her?</li> <li>• What make you like working with him/her?</li> <li>• Did they listen to you?</li> <li>• What make you happy working with them?</li> <li>• Do you have problem working with them?</li> </ul>
Young people's expectations	<ul style="list-style-type: none"> <li>• Does your new play area is what you want?</li> <li>• Do you like working with these people again in the future?</li> </ul>

- Thank You -

## Title: List of Interviewees for Project Case of Bank Top New Play Area

HMR Teams of Blackburn with Darwen BC		Position Held	Tel.nos/e-mail address	Date of Interview
Name of Interviewee				
Chris Waring	Housing Regeneration Co-ordinator Inner NW ADF		01254 588707 / 01254 585100 07967585509	31 May 2006

**Bank Top HMR ADF**

Community Discussion interview session 1				
Name of Interviewee	Local Residents/Community Groups/Organisations	Position Held	Tel.nos/e-mail address	Date of meeting
Ms Janice Hayhurst	BTC centre	Neighbourhood Engagement Officer, North West	01254 678357	26 July 2006
Ms Kathleen Askey	BTC centre	Local resident		26 July 2006
Ms Irene Melia	BTC centre	Local resident		26 July 2006
Mr Peter Newton	Local Resident	Local resident		26 July 2006
Mr Eddie Duxbury	Local Resident	Local resident		26 July 2006
Ms Christine Spencer	BTC centre	Local resident		26 July 2006
Ms Carol Shore	BTC centre	Local resident		26 July 2006
Mr Chris Waring	HMR Team of Blackburn with Darwen	Housing Regeneration Co-ordinators (Bank Top & Griffin (Inner NW ADF)	01254 588707 / 01254 585100 07967585509	26 July 2006
Mr Ian Czapowski	Policeman			26 July 2006
Ms Karen McBride	Neighbourhood Security Committee			26 July 2006

Community Discussion interview session 2				
Name of Interviewee	Local Residents/Community Groups/Organisations	Position Held	Tel.nos/e-mail address	Date of meeting
Ms Janice Hayhurst	BTC centre	Neighbourhood Engagement Officer, North West	01254 678357 Bank Top Community Centre Oakenhurst Road	10 Aug 2006-
Ms Kathleen Askey	BTC centre	Local residents	41, Oakenhurst Road	10 Aug 2006-

Ms Irene Melia	BTC centre	Local residents	BB2 1SN	10 Aug 2006-
Ms Bernadette Cooper	Local Resident	Local residents & Parent	73, Oakenhurst road	10 Aug 2006-
Ms Stormstar cooper	Local Resident	Teenage girl- 11 years old	15, Heyhurst Road	10 Aug 2006-
Mr Chris Guthrie	BTC centre	Local residents	Bank Top	10 Aug 2006-
Brian Williamson	BTC centre	Healthy Living Centre	Bank Top	10 Aug 2006-

Individual Interview – Bank Top new play area project				
Name of Interviewee	Local Residents/Community Groups/Organisations	Position Held	Tel.nos/e-mail address	Date of meeting
Abdul Mulla	Blackburn North Healthy Living Centre Bank Top	Healthy Living Centre Co-ordinator	01254 694921/ 07967576549 Bank Top Community Centre, Okenhurst Road, Blackburn, BB2 1SN	10 Aug 2006-
Brian Williamson	Blackburn North Healthy Living Centre Bank Top	Staff	01254 694921 Bank Top Community Centre, Okenhurst Road, Blackburn, BB2 1SN	10 Aug 2006-

Focus Group: Study interviews and survey at Bank Top Community Centre, dated 24 August 2006 at 4.30 pm – 6.00 pm.

Survey session: Children who were involved in the engagement process

No	Names	Age
1	Roberts Abraham	13 years old
2	Michael Campbell	13 years old
3	Fiona Graham	9 years old
4	Tiffany Bevan	10 years old
5	Umaira khan	13 years old
6	Billy Tatters	13 years old
7	Adam Graham	12 years old
8	Ryan Yates	13 years old
9	Lewis Donnelly	13 years old

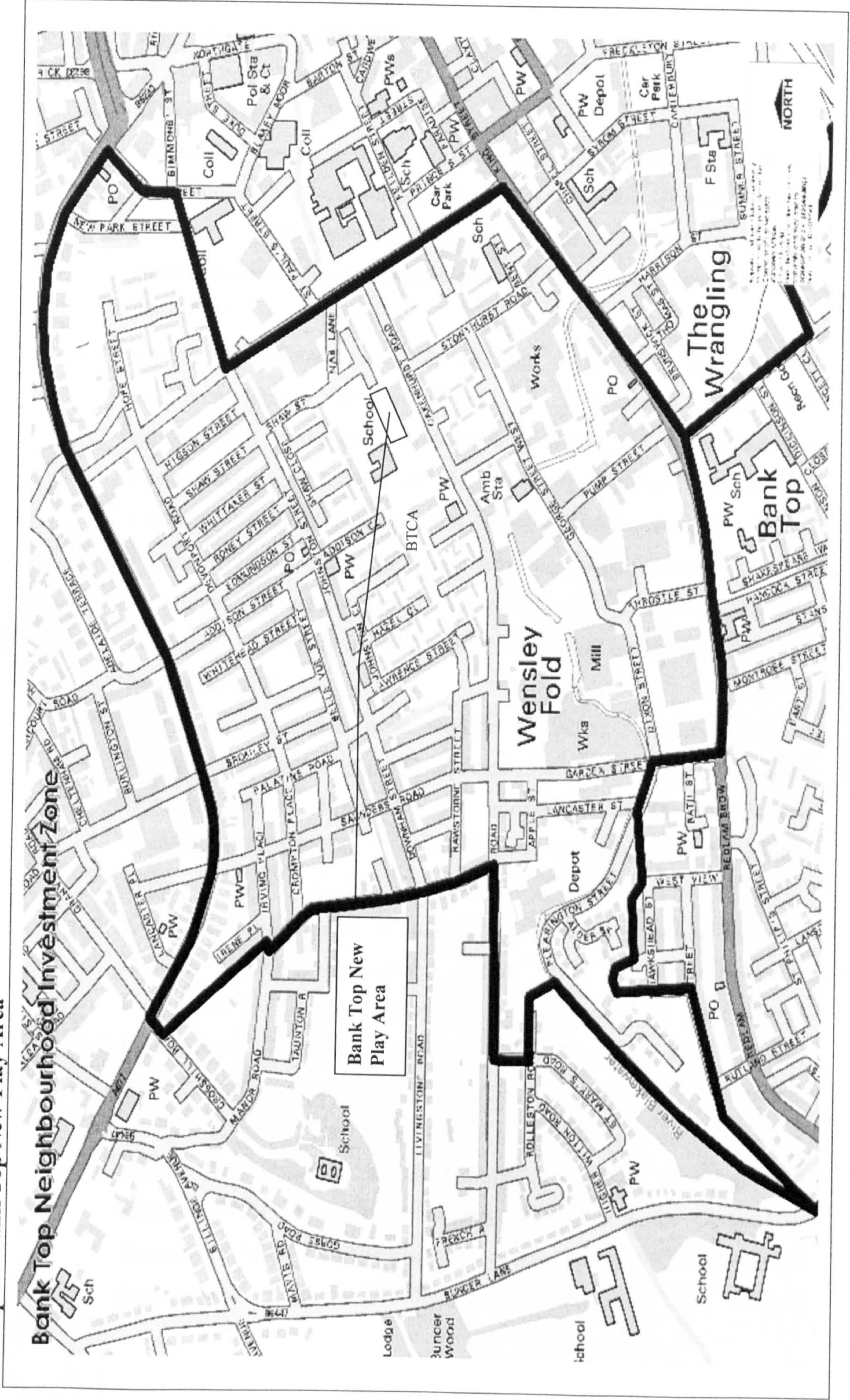
**Interview Session 1: Project Teams: Play Area of Bank Top**

No	Names	Position & organisation
1	Abdul Mulla	Healthy Living Centre Co-ordinator of Bank Top
2	Peter Bryant	Facilitator- Bootstrap Enterprise
3	Mohammed Khad	Community Development Officer, HLC, Youth Projects Manager

**Interview Session 2: Part of Children who were involved with Play Area of Bank Top**

No	Names	Age
1	Umaira Khan	13 years old
2	Fiona Graham	9 years old
3	Billy Tatters	13 years old
4	Tiffany Bevan	10 years old

Site Map for Bank Top New Play Area



**The List of the publishable papers:****1. Conference Papers**

- Kasim, R, Alexander, K, & Hudson, J (2005), “Professional Skills and Competences for Community-Based Action in Housing Market Renewal”, 5<sup>th</sup>. International Postgraduate Research Conference in the Built and Human Environment, University of Salford, United Kingdom, April 2005.
- Kasim, R, Alexander, K, & Hudson, J (2005), “Mapping the Community-Based Action Model for Professional Skills and Competences in the Housing Market Renewal”, 2<sup>nd</sup>. Conference for Postgraduate Researchers of the Built & Natural Environment, University of Caledonian, Glasgow, United Kingdom, November 2005.
- Kasim, R (2005), “Skills for Community-based Action in the Process of Delivering Housing Market Renewal”, 2<sup>nd</sup> ARCOM Doctoral Workshop, University of Northumbria Newcastle, United Kingdom, 30<sup>th</sup> November 2005.
- Kasim, R, Alexander, K & Hudson, J (2006), “Community-based Action Model for Skills and Competencies in the Process of Delivering Housing Market Renewal”, 1<sup>st</sup> International CIB Postgraduate Conference, Middle East Technical University, Ankara, Turkey, March 2006.
- Kasim, R, Alexander, K, & Hudson, J (2006), “A Choice of Research Strategy for Community-based Action Skills requirements in the Process of Delivering Housing Market Renewal”, 6<sup>th</sup>. International Postgraduate Research Conference in the Built and Human Environment, University of Salford, in Delft University, Netherland, April 2006.
- Kasim, R, Alexander, K, & Hudson, J (2007), “Developing a Framework for Identifying Necessary Skills Needs for Community Engagement in the Housing Market Renewal Process”, 7<sup>th</sup>. International Postgraduate Research Conference in the Built and Human



Environment, University of Salford, in Salford Quay, Greater Manchester, March 2007

**2. Journal paper:**

- Kasim, R, and Hudson, J. (2006), "FM as a Social Enterprise", *Journal of Facilities*, Vol. 24, No. 7/8, pp.292-299.