



InSITU

Inclusive and Sustainable
Infrastructure for Tourism
and Urban Regeneration

**Leisure and Tourism-
led Regeneration in
Post Industrial Cities:
Challenges for Urban
Design**

EPSRC

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Acknowledgements

Steering Committee: Aylin Orbaşlı (chair); Bruce Allen; Helen Beck; Angela Hull; Kedar Pandya; Richard Simón and Rab Smith.

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Leisure and Tourism-led Regeneration in Post-Industrial Cities: Challenges for Urban Design

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Executive Summary

Urban design is expected to play a critical role in implementing the UK Government's urban policy agenda as well as bringing about a more inclusive and equitable society and the sustainable development of cities is seen as a key generator of national prosperity. As global competition intensifies, a network of accessible, safe and attractive public spaces and walking routes oriented to leisure and tourism becomes an increasingly important feature of the 'liveable' city. In response to this economic imperative, there has been considerable investment in improvements to the public realm.

In post-industrial cities that are being remodelled and re-imaged to accommodate visitors there is a very real possibility that the new 'infrastructure of play' will create isolated enclaves of affluence. These may give physical expression to urban inequalities and do little to promote social cohe-

sion. In the three study areas, local authorities, regional development agencies and other organisations are consciously trying to reconcile the desire to create urban environments that are attractive to high-spending consumers with public policies that prioritise social inclusion and equity.

In all three study areas, there is also a strong commitment to engaging disadvantaged and 'hard-to-reach' groups. However, the drive to put this important principle into practice has proved challenging, especially with respect to physical regeneration and urban design. In response to the particular requirements of the Project Partners in York, Salford and Hackney, the InSITU team has piloted new approaches to community participation through a set of local initiatives to improve the public realm for the benefit of diverse local users as well as visitors.

Introduction

Inclusive and Sustainable Infrastructure for Tourism and Urban Regeneration (InSITU) is a research project to support those who are working to improve public spaces and walking routes with the active participation of local communities, especially in areas of economic and social deprivation. Funded by the Engineering and Physical Sciences Research Council (2005-7), the cross-disciplinary research team has developed and tested new approaches and tools to widen user participation and inform design solutions. Through innovative application of Geographic Information Systems for Participation (GIS-P), 'lay' participants with in-depth local knowledge have contributed to the design of schemes on an equal footing - with each other - and with the practitioners who can deliver significant improvements to the public realm.

The aim of InSITU is to allow all participants - regardless of their expertise - to frame the issues, problems and suggested solutions in their own terms. In particular, the project has been designed to encourage involvement of so-called 'hard-to-reach' groups: people who tend not to respond to 'traditional' forms of consultation, such as surveys, exhibitions and public meetings. Valuable insights, opinions and preferences have been articulated through 'local panels', and represented on high quality digitised maps. The use of GIS-P has enabled these annotated maps, produced by local users, to be interpreted with clarity and acted upon by key specialists, especially urban designers, planners, engineers and heritage attraction managers.

The following section sets the research project in the context of current debates on the role of urban design in the development of sustainable and inclusive cities. It highlights criticism – particularly in

North America – that investment in new infrastructure to accommodate visitors may exacerbate rather than reduce social inequalities and tensions. Thus, it may alienate the very people that should benefit most. A more optimistic view is that leisure and tourism-led regeneration creates unprecedented opportunities to improve the public realm, not only in showcase city centres and waterfronts, but also in disadvantaged neighbourhoods where sensitive improvements can greatly enhance people's quality of life.

This leads to an introduction to the three InSITU study areas - York, Salford and Hackney. In many cases, action by local authorities is complemented by the work of other agencies that share a strong commitment to improving the public realm for the benefit of local users, including regional development agencies (RDAs) and third sector organisations, notably Groundwork Trust. However, these various agents of regeneration have different remits, funding sources and accountability. They usually operate in different (though sometimes overlapping) geographical areas/regions, and with different time horizons. In general, developers and commercial operators seek to maximise value to their shareholders, whose interests may or may not coincide with the drive to create a socially inclusive public realm.

For each of the three study areas, a more detailed report examines the critical challenges for the local authorities and other InSITU project partners. These area reports discuss the framework of policy and practice, and identify the key drivers of change in each locality. Thus, they establish the context for the particular schemes that were selected by InSITU project part-

GIS-P methodologies that are described and discussed in the *Leisure and Tourism Spaces: Facilitating Inclusive Design Using GIS-P* report. The following features of the InSITU research programme have supported the 'host' authorities and other project partners by helping them to broaden and deepen community participation in urban design:

1. Group discussion through 'local panels' is integrated with spatial and temporal expression of participants' views and preferences on high-quality digitised maps (GIS-P mapping).
2. The GIS-P maps can be superimposed and multi-layered to compare the opinions and priorities of different local stakeholders.
3. This leads to spatial and temporal analysis of points of consensus or conflict, as a preliminary to the generation of feasible solutions.
4. The results are presented in a format that can be readily interpreted by urban designers and others that have responsibility for implementing the proposals.

5. Ideally, the participation process is on-going and re-iterative, progressing from strategic design principles through to detailed, site-specific issues.

Towards a More Inclusive and Sustainable Public Realm?

A decade ago, Walpole and Greenhalgh defined the 'public realm' as physical spaces such as streets, market-places, town squares and parks, along with some buildings that are open to all:

'The very best public spaces have rhythms and patterns of use of their own, being occupied at different times by quite different groups, occasionally by almost everybody. But their attractiveness, flexibility and pluralist sense of ownership derived from their popularity, makes them immensely valuable to the life of the city.' (1996:14-15)

The authors regretted that, in many UK cities, the public realm had deteriorated into a disconnected set of neglected, leftover spaces that just happened to be publicly owned. They gave a cautious welcome to the recent remodelling and re-imaging of the centres of former industrial cities in the UK where good quality public spaces were showcase features. This important turn in urban policy had provided a strong incentive to create new city squares



designed to encourage a vibrant city culture. However, the 'café society' vision of urbanity was inspired more by the desire to attract new investment and service industries, high-income residents and high-spending visitors. It was defined by the specific requirements of consumption, shopping and service industries - especially leisure and tourism - rather than the desire to establish an equitable and inclusive civic society (ibid. 33-4).

This café society vision had already proved a powerful catalyst for regeneration in inner city and waterfront areas of US cities such as Baltimore, Boston and Detroit. Working closely with developers and landowners, some cities had achieved considerable success in attracting investment to refurbish historic buildings and construct new facilities on brown field sites, create employment opportunities, raise

land values and thus increase their local tax base. However, in the US itself, there was a rising tide of criticism that such developments were creating 'tourist bubbles': developments that are isolated from the poverty of surrounding areas, many of which had experienced decades of industrial decline, disinvestment and 'white flight' to the suburbs. The allocation of scarce public resources for the 'new infrastructure of play' to facilitate such schemes has often proved controversial (Judd 1999, 2003; Norris 2003). For UK and European cities, this has not generally provided an appro-

priate model for inclusive and sustainable development.

Since 1997, the principle that regeneration should help to secure a network of welcoming public spaces and address problems of social exclusion has been an explicit feature of urban policy in the UK (Atkinson 2003: 1829). From the beginning, it was acknowledged that good design would be critical to the success of this new agenda. In *Towards an Urban Renaissance*, the Government-appointed Urban Task Force chaired by Lord Rogers stressed that '[p]romoting sustainable



lifestyles and social inclusion...depends on the design of the physical environment' (1999: 49). The importance of creating a 'permeable grid' was emphasised as a key priority in designing successful urban form. These key principles are enshrined in the *Urban White Paper* (DETR 2000).

Five years later, the *Urban White Paper, State of the English Cities*, was commissioned by the Office of the Deputy Prime Minister to review progress towards the desired urban renaissance. Optimistically, this reports 'early signs that the Govern-

ment's recent focus on "liveability" is beginning to reverse the long-term deterioration in the quality of urban public spaces' (ODPM 2006: 27). However, the Urban Task Force is less sanguine: although there are a few exemplary schemes, in many cases '[u]rban streets are over-engineered to maximise traffic flow, pedestrians and cyclists are still treated as second- or third-class citizens' (2005: 6). Elsewhere, Lord Rogers expresses disappointment that '[w]e have fallen way behind our European counterparts in terms of revitalizing our inner city areas and making urban life attractive' (2006: 144-5).

The Government has therefore made it clear that an accessible, safe and attractive public realm will be essential to the competitiveness of UK cities in global markets, and hence to national prosperity. Local authorities and regeneration agencies continue to champion improvements to the 'liveable' city in which leisure and tourism facilities are central to the mix of amenities (DCMS 2004), as demonstrated in the regeneration of Salford Quays, Bae Caerdydd/Cardiff Bay, Liverpool *Capital of Culture 2008* and so on. This will play an important role in attracting and retaining knowledge workers and businesses associated with a 'new creative economy' that is increasingly foot-loose (Shaw et al. 2004, Florida 2004). The sustainability of such development strategies depends upon well-designed infrastructure to accommodate the anticipated visitor flows without detriment to other users and to the environment (NWDA 2004).

In doing so, they must also be responsive to the needs of local communities, especially the most vulnerable groups. A key priority is to help reduce crime and fear of crime in areas where communities are economically and socially disadvantaged, and it seems logical that the latter should be actively involved in proposals that affect them, for example with respect to initiatives designed to improve personal security in public spaces.

In established and historic areas, the (re)-design of transport infrastructure, streets and public spaces has a critical



impact on people's lives, not only in a functional sense, but also because such features confer a 'sense of place', a distinctive identity. Some public spaces have rich historical associations, and may be regarded as 'heritage assets in their own right' (English Heritage 2004). Success in reconciling the twin aims of improving urban competitiveness and social inclusion requires mutual trust and understanding as a preliminary to opening up a continuing and constructive dialogue with diverse communities. It is widely recognised by

policy-makers and practitioners that their views, preferences and valuable local insights should be incorporated into the process of urban design. However, the Urban Task Force advises that in many UK cities there is considerable room for improvement:

‘Too often, design is imposed on communities rather than involving them. Community groups and local representatives are still excluded from the decision-making process and are not adequately supported by professional facilitators’ (2005: 7).

At national level, there is a strong commitment to the principle of widening as well as deepening community involvement in urban design, but is this to be achieved at ‘street level’? Central government has expressed considerable concern over ‘declining public participation in political processes’ and ‘growing public distrust of authority and expertise’ (c.f. House of Lords 2000; House of Commons 2001; IPPR 2004). However, as Bickerstaff and Walker (2005: 2123-4) observe, much of the substantive action to respond appropriately to such apathy and disaffection by encouraging ‘civic engagement’ has been through the initiatives of local authorities.

In his major review of *National Prosperity, Local Choice and Civic Engagement*, (2006: 7) Sir Michael Lyons further emphasises the central role of local government in ‘place shaping’. In principle, democratically elected councils should be the prime movers, since they have the necessary mandate to make the necessary choices and trade-offs. Furthermore, they should have the long-term vision for social well-being and sustainable development of the locality. Their role in place shaping must therefore embrace key principles that in-

clude: ‘building and shaping local identity; representing the community; regulating harmful and disruptive behaviours’. This emphasis on local choice and local accountability will be further strengthened by devolving more powers to individual citizens and bodies close to them: the so-called ‘double devolution’ (ibid.: 48). This implies further democratisation - and thus more inclusive approaches to the physical dimension of place shaping - especially where there are opportunities to deliver significant improvements to the public realm.

From the perspective of a local authority, there are also pragmatic reasons for encouraging such active civic engagement, especially if a continuing dialogue can be developed with diverse local communities. As Kitchen (2007: 72) has observed with respect to public participation in land use planning:

‘Local people often have a great knowledge about, and “feel” for an area, much more so than an individual planner could develop other than through protracted study, and thus quite apart from arguments about people’s rights in a democratic society there is a clear pragmatic argument for planning services to try to find ways of tapping into this base of knowledge and concern.’

Applied to the context of community participation in urban design and physical regeneration, this approach is very much in tune with that adopted by the InSITU team in collaboration with the project partners. To take one example, the City of York City Centre Management Team and the City Events Coordinator were interested in drawing up plans on how to improve some of the historic squares in the city centre for

the benefit of local users as well as visitors to its internationally renowned heritage attractions. They were interested in drawing up plans to be taken to the City Planning Department for how events and the physical infrastructure might best work together for locals and visitors.

The first activity piloted by the InSITU facilitators from Stockholm Environment Institute at the University of York was an on-street consultation designed to allow

tion 2 York City Centre Spaces below):

- How do user groups view the open spaces and links in the city?
- What are the benefits of the existing spaces?
- What are the physical barriers and problems to using these spaces?
- What would the different user groups change in the city centre?



- How would these changes alter the way the space is used?

The digitised maps produced by the two panels were presented to City officers with 'speech bubbles' annotated to the locations identified and discussed by the participants. Detailed views, preferences and suggested solutions were thus communicated on design issues that included facilities (seating/ other street furniture, cycle parking, toilets);

amenities (trees and fountain; al fresco dining); use of space (events, cars and pedestrians).

anyone in the vicinity to participate. Primarily, residents responded to the opportunity to discuss their use of the city centre but one visitor did take part. This approach also captured the views of ten younger adults under 18 (about 30% of the respondents), a group that is traditionally regarded as hard to reach. The second activity took the form of a guided walk that followed by a discussion group and mapping-exercise involving eleven residents drawn from the 'York Talk About' standing panel.

The City Centre Management Team was very positive about both the method used and the results produced. The Planning Team felt that, combined with other consultations including quantitative surveys of more representative samples, the method would be suitable for use in such an area and for such a topic where much will change over the coming years. One caveat is that the (the Planning De-

In both cases, participants responded to open-ended themes that included (see sec-

partment) felt that they would have liked to have more input into the design of the questions; if this were the case the outputs could readily feed this into the draft Area Action Plan as well as the Event Reviews.

By superimposing the comments of different groups of participants, points of consensus as well as potential conflict could be mapped. For example, the young adults identified a small enclave off the main street where they liked to 'sit here for food and meeting friends – it's a bit more private'. Their presence did not raise any critical comments from the adult participants; thus, it seemed to be an important place to protect for this purpose as the public spaces are upgraded. Elsewhere, however, some conflicts were identified: al fresco dining was considered appealing by many, but conflicted with the desired movement of pedestrians at specific 'pinch points' – especially parents with small children in pushchairs, mobility impaired people and cyclists.



The following section explains the context for involving local communities in the public realm improvements proposed in the three case study areas.

Place Shaping and Participation in the InSITU Study Areas

In all three cases, the local authorities are mindful of the economic imperative to encourage inward investment, to attract and retain high-income knowledge workers and to facilitate sustainable development of urban tourism. York is a well-established tourist-historic city that attracts many overseas as well as domestic visitors, and with the decline of manufacturing industries, tourism has an even more important role in the economy than hitherto. Neither Salford nor Hackney is a 'mainstream' visitor destination. Nevertheless, building upon the success of The Quays, Salford aspires to raise its profile still further. In Hackney, the well-established clusters of artistic production have stimulated fashionable 'cultural quarters', most notably in Hoxton Square.

The three local authorities also share the desire to develop leisure and tourism without detriment to the local environment. Furthermore, it is important to capitalise on opportunities to obtain benefits for local people, especially those who experience greatest disadvantage. For example, the North West Development Agency (NWD A) emphasise the need for sustainable development and social inclusion. The RDA has also highlighted the potential health benefits of investment in community-based recreation programmes, especially when linked to improvements to public spaces and walking routes in disadvantaged areas: 'encouraging more active communities leads to wider social benefits' (NWD A 2006: 49).

In Hackney and Salford in particular, there is a strong desire to reduce physical signs of disorder and petty crime in the local environment, especially graffiti, other vandalism and illegal dumping. There is growing recognition that if walking could be made safer and more attractive, many benefits could follow. For example, Hackney's *Cultural Strategy* (2002) observes that walking through or near Hackney's green spaces, churchyard, buildings of cultural interest and streets may benefit people through improve health as well as bring enjoyment.

As in other cities in the UK there is, however, a marked and stark disparity between the affluent urban spaces oriented to high-spending visitors and the generally poor condition of the public realm of disadvantaged areas nearby. In Salford, the redevelopment of 'The Quays' and its 'flagship' attractions has been a remarkable achievement through spectacular physical regeneration. Nevertheless, high levels of deprivation continue in nearby areas of poor quality housing to the north and east. In York, the area within the city walls offers world-class heritage attractions, but competition between the visitor economy and use of the city centre for more 'everyday' activities is pronounced. Further, the local economy has been adversely affected by recent closures that have included Terry's and British Sugar, while Nestlé has announced significant scaling down.

Much of Hackney - one of the very poorest local authority areas in England - provides a sharp contrast with nearby 'Square Mile' in the City of London and its borders. The remarkable number of artists and designers living and working in Stoke Newington, Hoxton Square and elsewhere in the Borough has stimulated an expanding leisure and evening economy, and some emerging pockets of gentrification. In *Mind the Gap: Hackney's Community Strategy* (2005), Hackney Strategic Partnership on behalf of LB Hackney acknowledges that the development of 'cultural industries' brings with it the danger of friction over the use of urban space. This can lead to a greater exclusion of local residents, a tension that can lead to resentment towards visitors, which further underlines the need for local residents to be engaged and actively involved in the regeneration of the area.

All three local authorities acknowledge the need to improve 'civic engagement', especially with those that they regard as 'socially excluded' and 'hard-to-reach'. In the *Council Plan*, City of York Council's (2005) definition of 'social inclusion' refers





inter alia to 'community involvement' and participation in leisure activities. The City's *Lifelong Learning and Leisure Plan* (2005) emphasises the role of partnerships to increase their involvement. It highlights the need to ensure that all Council services are 'accessible' – free of physical and non-physical barriers to their use. Although the percentage of black and ethnic minority residents is less than 5% (2001 Census), the *Community Strategy* (City of York 2004) emphasises concern over a lack of diversity in the current provision.

In Salford, the Audit Commission highlighted 'consultation, diversity and engagement' as a key area for improvement. In response, the Council has addressed this as a priority in its *Best Value Performance Plan 2005/6* (Salford City Council 2005). A number of initiatives have already been set up to increase involvement of 'hard-to-reach' communities, including the 'Big Lis-

tening' customer panel. More specifically, the *Cultural Strategy* (2002) stresses the need to improve access to cultural, sporting and creative education programmes, and the 'LifeTimes' initiative of Salford Museum and Art Gallery (2006) aims to involve as many people as possible in collecting and enjoying the city's heritage. The City's Strategic Partnership, *Partners IN Salford* (2005) aspires to develop innovative methods that enable disadvantaged groups to engage in cultural and learning opportunities. Particular priority is being given to the needs of groups that include refugees, asylum seekers and black and minority ethnic communities.

The ethnic and cultural diversity of residents in LB Hackney is considerably greater than the other two study areas. Over 50% of residents are from black and minority ethnic groups, and the Council gives a high priority to valuing and responding to

diversity. LB Hackney's (2005) *Best Value Performance Plan* acknowledges the challenge of ensuring effective communication, consultation and involvement of 'hard-to-reach' communities. The Local Authority acknowledges that it must get better at communicating its ambitions to residents and partners, as well as internally to own workforce. Community involvement has thus been given a high priority:

'We want to build on the success of our wide ranging community consultation and engagement processes to make it even easier for residents to tell us what they think of our services and to ensure residents' views influence our decision making and the services we provide' (ibid: 45-6).

A notable feature of the study areas is the involvement of *third sector* organisa-

tions in the improvement of walking routes and leisure facilities that benefit disadvantaged communities and enhance neglected urban landscapes. Such involvement may give a new impetus to community involvement in re-presenting, as well as physically improving the public realm, as demonstrated by the work of Groundwork in Salford and elsewhere in the North-West. The aim is to improve the quality of the local environment, the lives of local people and the success of local economies in areas in need of investment and support (Groundwork Manchester, Salford and Trafford (2006). Likewise, Sustrans (2006) seeks to increase the use of foot, cycle and public transport and reduce the negative impacts of motorised traffic.

As emphasised above, a positive take on the new imperative for post-industrial cities to invest in an attractive public realm should



provide unprecedented opportunities to upgrade public spaces and walking routes. In principle, this ought to benefit local communities, especially those in disadvantaged areas that have been adversely affected by industrial decline. Such schemes can play an important part in improving a sense of ownership, and raising local pride in areas where self-esteem and 'sense of place' may be in short supply. To support such place shaping initiatives, civic engagement must be enhanced, especially through local authorities working closely with 'grass roots' third sector organisations and agents of change that are also close to and which command the trust of local communities.

Nevertheless, as emphasised above, many local authorities acknowledge that some communities have experienced many years of uncertainty. Understandably, some are sceptical and doubt that action will follow promises. Some have a deep distrust of 'authority' in general. How, then, will the concept of 'double devolution' be operationalised? How can local authorities develop a thorough understanding of the everyday needs of socially diverse communities with respect to their use and enjoyment of the public realm? How can they obtain well-balanced participation in urban design proposals with an equitable representation of 'hard-to-reach' groups, especially when their views may be at odds with powerful and influential commercial interests?



In collaboration with the InSITU project partners, the research team have considered these challenging questions in the study areas. In response, they have adapted, tested and further developed the methodologies that are explained in more detail in the report, *Leisure and Tourism Spaces: Facilitating Inclusive Design Using GIS-P*. As 'end-users' of the emerging InSITU toolkit, the local authorities, Yorkshire Forward RDA, Groundwork Manchester, Salford and Trafford, National Trust and other InSITU partners have given a high priority to securing more accessible, safe and attractive public spaces and walking routes in areas that are often rich in cultural heritage, but poor in many other respects. In each case, there is a strong commitment to ensure that these initiatives will benefit local users as well as visitors.



The InSITU project has been designed to inform decision-making and improve community involvement in urban design in the three study areas. Representatives of the project partners and other key organisations such as Groundwork Manchester, Salford and Trafford have advised the research team throughout the project, and played a leading role in the critical evaluation of the outcomes, with reference to the following public realm initiatives to:

- Accommodate markets, concerts and other events in two historic public squares (City of York).
- Refurbish and convert the former Terry's chocolate factory site, including new paths for walking and cycling (City of York).

- Establish a riverside 'health walk', including interpretation of local histories (City of Salford).
- Upgrade a pedestrian link between a hospital and local railway station (LB Hackney).
- Create a 'family trail' around a historic house owned by the National Trust (LB Hackney).

For more background information see the accompanying volume InSITU Background Reports which contains three reports that provide the context for developing more inclusive and sustainable design solutions through these initiatives as discussed in the companion volume. For each of the three InSITU study areas, they review leisure and tourism-led re-

generation with reference to policies and programmes to improve the public realm. They identify the key drivers of change and structures of urban governance; they review the emerging issues and problems and consider existing approaches to community engagement and participation, especially with respect to disadvantaged and 'hard-to-reach' groups.

APPENDIX:

Leisure and tourism-led regeneration in post industrial cities: challenges for urban design

Area Reports: Hackney, Salford, York

Contributors: Menna Jones, Lesley Mackay, Anne Owen, Peter Schofield, Carolyn Snell and Gemma Grimes.

Edited by John Forrester.

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Background Reports

Introduction

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In post-industrial cities that are being remodelled and re-imaged to accommodate visitors there is, however, a very real possibility that the new 'infrastructure of play' will create isolated enclaves of affluence. These may give physical expression to urban inequalities and do little to promote social cohesion. In the three study areas, local authorities, regional development agencies (RDAs) and other agencies are consciously trying to reconcile the desire to create urban environments that are attractive to high-spending consumers and public policies that prioritise social inclusion and equity.

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Background to Hackney Case Studies

Introduction

This section examines the key issues, policies and drivers of change in London Borough Hackney (LBH) that have particular significance for this study. It includes a summary and evaluation of strategies, policies and programmes to promote greater inclusion of social groups that the Borough regards as 'hard-to-reach'. It considers how LBH intend to encourage sustainable development of leisure and tourism. Finally, it examines how, and through what agencies, the public realm is being made more accessible, safe and attractive for residents as well as visitors.

LBH have published broad statements of policy intent, both corporately and especially through the following Council departments: Environment and Planning, Transport and Streets, Leisure and Culture. However, as with the York and Salford case studies, Council policy should be considered in the context of 'urban governance', (as opposed to urban government), so as to reflect the broadening range of institutions that are actively involved in policy formulation and service delivery. Thus, the key drivers of change in urban design and which influence the quality of the public realm at 'street level' include third sector, not-for-profit organisations and special interest groups. Some of these have an essentially local remit, while others are accountable to regional and national bodies, e.g. Groundwork Trust and The National Trust. Other public sector organisations provide key services that are also critical to implementation are also considered, e.g. Transport for London, the Metropolitan Police and the British Transport Police. Issues and problems that have particular relevance to the InSITU case studies in LBH are explored:

1. Communities that are considered 'hard-to-reach'.
2. Sustainable development of leisure and tourism.
3. Initiatives to make the public realm more accessible, safe and attractive.

The population of LBH is ethnically and culturally diverse, especially when compared to the York and Salford case study areas. The Borough has become home to many recent migrants to the UK, and the population is also relatively young. Disturbingly high levels of social and economic deprivation persist, and a poor environment, ageing infrastructure and inadequate housing contrasts sharply both with the nearby City of London and with particular areas within the Borough that in recent years have experienced rapid change. In particular, the establishment of what is generally regarded as one of the biggest clusters of 'cultural industries' in the UK (discussed below) has led to pockets of 'gentrification': refurbishment of residential and commercial property in response to rising property values. Key issues concerning the changing demographic structure and social characteristics of the Borough are highlighted in LBH's Cultural Strategy (2002) and Draft Statement of Community Involvement (2005):

- Hackney's population has a significantly younger average age than either the rest of England or London.
- There are more children below the age of 16 in the borough and more people in the twenties and thirties – the age when most people are likely to have families.
- Currently over half of Hackney residents come from ethnic minority groups (these include significant numbers of Afro-Caribbeans, Cypriots, Vietnamese, South Asians, West Africans, Turks, Somalians, and Kurds).

- A greater proportion than ever before of older residents will be from diverse communities.
- Hackney has one of the worst levels of deprivation in the country regardless of which scale of measurement is used. There is also little evidence to suggest that this gap between the deprivation levels in Hackney and the rest of the country is narrowing. (According to GOL Hackney is ranked 5 out of 354 local authorities in England in terms of average deprivation - where 1 is most deprived).
- The Borough suffers from low skills levels, high unemployment rates and low incomes. Many residents have poor literacy and numeracy skills, having left school with few qualifications.
- Hackney has a large community of artists and people working in the cultural industries, with a growing information technology and multimedia sector.
- The high concentration of artists living and working within the areas of Hoxton, Shoreditch and London Fields are reported to represent the largest creative cluster in Europe.

Communities that are considered 'hard-to-reach'

As emphasised above, the national agenda and local advocacy for broadening participation has encouraged UK local authorities to experiment with 'new' and deliberative methods of stakeholder and public involvement. The study confirms that this is the case in Hackney. Like the City of York, LBH has given a high priority to recognition and identification of diversity; special provision for such groups; and acknowledgement of the need for appropriate methods of consulting with and involving groups that the Council considers 'hard-to-reach'. Thus, the Per-

formance Plan (LBH 2005e: 45-46) confirms the Council's commitment to continuous improvement in their approaches to consultation, and to provide all residents with an opportunity to help LBH make decisions and improve services. An annual Survey of Residents' views will be carried out to obtain a better understanding of community needs and enable LBH to target communications and consultation work. At the time of writing, no information had been obtained from Hackney on the results of their consultation.

The Performance Plan (ibid) acknowledges the challenge of facilitating effective communication, consultation and involvement of 'hard-to-reach' communities:

The council is a large and complex organisation that delivers a wide range of functions and services and we must get better at communicating our ambitions to residents and partners, as well as internally to our workforce.

Improved consultation and engagement has thus been given a high priority:

We want to build on the success of our wide ranging community consultation and engagement processes to make it even easier for residents to tell us what they think of our services and to ensure residents' views influence our decision making and the services we provide. We aim to give residents a range of opportunities to feed in their views and engage with us – from sending in emails, to coming along to a road show or taking part in a focus group. Over the next 15 months we will implement a number of projects aimed at increasing users' contribution to delivery and performance of services by building their capacity to engage and broadening local public sector agencies' involvement with user and reference groups in the borough.

LBH also stress that close collaboration with diverse media will be critical to their communications strategy:

The council works with local, national, regional, ethnic and professional media to proactively communicate the work of the council. We are currently undertaking a review of ethnic media, which will be informed by our residents' survey to find out what publications, radio, TV and other stations exist and which communities use them.i.

Within the Hackney Transport Strategy Consultation Draft May 2005 (this is the most current version available), the user hierarchy in particular examines the importance of including 'hard to reach groups', stating "People with disabilities, the infirm, the elderly, and parents with children are intrinsic to this hierarchy and should have precedence over unencumbered people within each category." (LBH 2005i: 61)

The broad aims for the development of buses considers the Disability Discrimination Act and the same group that were cited in the earlier paragraph:

A great deal is being done throughout London to ensure that the bus network is fully DDA (Disability Discrimination Act) compliant. This includes both the bus services themselves and supporting physical infrastructure. The borough will continue to work with TfL to ensure that vehicles are provided that meet the needs of the elderly, infirm, disabled and parents with children. The borough will control to role out its programme of 'bus stop accessibility', enhancing both the experience at the bus stops but also the ease with which to get to the stops. (ibid: 72)

The diversity of Hackney is noted and recognition made of the need for public transport information to be available in different languages, "... Hackney faces particular challenges with a diverse, multi-lingual population, in ensuring

	Hackney's Performance Plan 2005/06	Hackney's Planning Engagement Strategy	Hackney's Draft Statement of Community Involvement
Recognising diversity	√	√	√
For the disabled and infirm		√	√
For the elderly			
For parents			
For women		√	√
For faith groups		√	
For young people		√	
For the poor			√
Equality for all			
Accessibility			
Public transport			
Personal safety			
Providing for different groups		√	
Different race			
Different sexual orientation			
Different languages	√		√
Low literacy level			√

Table 1: The main issues regarding Communities that are considered 'hard-to-reach' from Local Government publications

that information is available for all.” (ibid: 72-73) • Disabled People.

Within the Hackney Transport Strategy Consultation Draft May 2005 when discussing targets in relation to accessibility, the overall aims are kept vague, within the table where access for ‘under-represented groups or excluded groups’ is mentioned, no percentage is given for a measurable increase in the target, with only: “[i]ncreased proportion year-on-year” (ibid: 93) given as a goal.

For ‘hard-to-reach’ groups to be included in the planning process in Hackney, the Planning Engagement Strategy explains the need to incorporate more representation within its future planning and lists the following organisation that will be set up for involvement:

• Women.

• Outreach Group, which incorporates faith and business networks (LBH 2005h :7-12).

Other than other references to the diverse population of Hackney, there is no clear statement given on who is identified as disadvantaged in the borough.

With respect to land use planning, the LBH *Planning Engagement Strategy* stresses that LBH will ensure the involvement of those who have been under-represented in the past, by using a range of outreach methods. Clear objectives are given for such consultation to be implemented. The Submission Draft (September 2005) of the *Local Development Framework: Statement of Community Involvement* includes a table stating the amount of consul-

Mind the Gap – Hackney’s Community Strategy 2005 - 2015	Hackney Cultural Strategy	Hackney’s Transportation Strategy – Consultation Draft	Mayor’s Transport Strategy	Creative Hackney – a Cultural Policy Framework for Hackney
√	√	√	√	√
√	√	√	√	
√		√		
	√	√		
√			√	
√			√	
√				
	√		√	
√	√			√
	√		√	
	√		√	
	√		√	
	√		√	√
√			√	
			√	
	√			
	√			

ons.

tation required within and Area Action Plan, of which central Hackney falls within its remit; the table is given in Appendix 1 for information.

Within this *Statement of Community Development* it also recognises the language barriers for written and oral communication and "... the Council needs to provide clear and appropriate translation and interpretation of consultation documents" and that due to poor literacy "Promotion of visual displays in consultation exercises will also contribute to dealing with this issue". Identifying the need for an appropriate mixture of business representatives and residents, depending on the area is also highlighted (ibid: 7-8).

The Mayors Transport Strategy (2001) vision is one of inclusivity and acknowledges the 'hard-to-reach' communities as the disabled, women (especially with regard to safety), and the poor. It furthers this acknowledgement by realising that the main principles to inform the strategy are:

- promote equality of opportunity for all persons irrespective of their race, sex, disability, age, sexual orientation, or religion.
- eliminate unlawful discrimination.
- promote good relations between persons of different racial groups, religious beliefs and sexual orientation (op. cit: 16).

The Cultural Strategy's first theme is 'Including everyone in Hackney's Cultural Activities' (LBH 2002: 12). Whilst the strategy recognises the current good practice in the borough, it also realises "... many of Hackney residents experience social exclusion, through poverty, lack of literacy and numeracy, lack of child care, lack of access to transport, illness and disability, fear and feeling isolated and marginalized'. Here, also the barrier of English not being the first language for many of Hackney's residents is noted.

The Community Strategy, entitled *Mind the*

Gap additionally incorporates the strategic partnership and looks at the need to support all people within the borough and seeks means of promoting an "... environment where racial discrimination is eliminated" (Hackney Strategic Partnership: 2005: 8), the strategy goes further than only looking at racial discrimination and explains how all people should be treated with respect "irrespective of their race, gender, disability, age, religion or other difference" (op. cit.).

Sustainable development of leisure and tourism

LBH, although adjacent to central London and its high-profile attractions, is clearly not a major 'tourism destination'; unlike York, tourism is not a significant sector of the local economy. Nevertheless, there is now a well established and internationally- renowned cultural economy (arts, design, media industries) in particular areas of the Borough, most notably around Hoxton Square (designated 'emerging cultural quarter' 1997 by the City Fringe Partnership, along with Clerkenwell, LB Islington and Spitalfields, LB Tower Hamlets). This area on the borders with the City of London now attracts many affluent visitors, especially to its thriving evening economy of bars, night-clubs and restaurants.

Over the past decade or so, this has attracted high-earning visitors from elsewhere in London. If managed with due regard to requirements of local communities and the urban environment, these Emerging Cultural Quarters may stimulate physical regeneration and create new service sector employment. LBH emphasises the need for such leisure and tourism-regeneration to engage with local residents, especially the 'hard-to-reach' communities discussed above. It fully acknowledges the social tensions that may rise from insensitive development of the cultural economy and fashionable, consumption-oriented enclaves, while the surrounding areas remain poor and run-down.

Thus, LBH (2002, p. 6-8) stress the importance of 'sustainability' in the Hackney Cultural Strategy, with reference to the potential benefits of creative and cultural industries that 'provide jobs, stimulate investment and create spin-offs'. The Council acknowledged that:

[T]his economic cultural development brings with it the danger of friction over the use of urban space... This can lead to a greater exclusion of local residents and this social exclusion can lead to further resentment towards visitors. It can heighten the perception of "posh" businesses and create a greater divide between parts of the community. A cycle of alienation, vandalism and fear of crime may be created. This underlines the need for local residents to be engaged and actively involved in the regeneration of their local area. (ibid)

Hackney Strategic Partnership (2005) reiterated the imperative of balanced development in Hackney and neighbouring boroughs, especially where it borders the City:

Some key priorities for this Plan for the borough of Hackney include a priority to regenerate East London; economic development in areas close to the city include the City Fringe area of Shoreditch and Bishopsgate; enhancing and diversifying the role of town centres, linking planning with neighbourhood renewal (Hackney Strategic Partnership 2005: 24).

On numerous occasions during the preliminary interviews with key informants in Hackney, the undesirable outcomes associated with cultural economy were discussed. A representative from Hackney Environmental Forum discusses "tension between bringing people in – for music particularly – and the local community. Things like parking comes up, noise levels..." (interview held December 2005). The argument was furthered by discussing what is known locally as 'murder mile' where there are "... incidents ... linked to the clubs and the drugs...". Also interviewed in December 2005 was the Head of Museums and Culture at Hackney Borough Council who believes that by now the inhabitants of Hackney see the cultural economy

as the way forward "... there has been a step change really in understanding, and not necessarily seeing it [night-time economy] actually as conflict any longer ... the Council is trying to, or has learnt from the experience with Hoxton and Shoreditch ... I think that probably people's fears have been allayed, and Hackney hasn't become the night-time playground for the whole of London actually." The Director of Chicks with Bricks believes that whilst "There have been isolated incidents involving the police, for example outside Ocean in 2005. The strip clubs on Hackney Road make the area look really seedy, not exactly an encouragement for families to move in."

LBH believes that the only means for dealing with the gap between rich and poor is through readdressing deprivation and social exclusion by "... better partnerships working and putting local people first ..." (Hackney Strategic Partnership 2005: 4). Through community consultation and evidence based research, six themes are noted that would assist in lessening the gap between the rich and poor:

- A good place to grow up.
- A dynamic and creative economy.
- Thriving, healthy communities.
- Better homes.
- A safer, cleaner place to live.
- A sustainable borough (ibid, p. 9).

Initiatives to make the public realm more accessible, safe and attractive

The section of the Hackney Transport Strategy Consultation Draft (May 2005) concerning walking states the many benefits:

- Less reliance on motorised forms of transport and therefore contributing to environmental

	Hackney's Performance Plan 2005/06	Hackney's Planning Engagement Strategy	Mind the Gap – Hackney's Community Strategy 2005 - 2015
Sustainability	√	√	√
Balancing visitor and local needs	√	√	√
Getting residents involved	√	√	√
Importance of participation in cultural activities			
Sustainability of Olympics			
Increasing the local economy through tourism			√
Employment Opportunities			√
Encourage Investment	√		√
Evening Economy	√		
Shopping			
Conservation			
Buildings			
Open Space			

Table2: The main issues regarding Sustainable development of leisure and tourism from Local Government Publication

and economic benefits.

- Improved health amongst the community for all age groups and mobilities.
- A mode of transport available to everyone and not only available to those that can afford it.
- Enhanced local community through greater street activity and personal contact.
- Greater personal security as a result of more people on the street.
- Greater safety from a society less reliant of car use (LBH 2005i: 64).

The Greater London Authority walking Plan is regarded by the borough as "...a useful 'blueprint' for encouraging walking" (ibid: 67). The Walking Plan does advise boroughs to set targets for measuring the increase in pedestriani-

sation (TfL 2004: 28), and Hackney has followed this advice by determining the target increase of 10% in the number of journeys made on foot by 2015 (LBH 2005i: 93). Hackney Central Area Action Plan: Issues and Options Manual recognises the negative issues in the pedestrian environment (URS Corporation Limited 2005a: 22), thus, as a development option, it is stated: "Hackney should have more safe places to cross the road and better walking routes to stations and other points of public focus. There is a need for coherent and legible signing directing pedestrians to Hackney centre, Homerton Hospital, the Railway Stations etc." (ibid: 24).

LBH and neighbouring inner London Boroughs have, for many years, been 'poor relations' of the City of London, where there has been considerable investment in the public realm associated with showpiece office/ mixed use development. Resources for maintaining, let alone upgrading

Hackney Cultural Strategy	Hackney's Central Area Action Plan – Baseline Report	Hackney's Unitary Development Plan 1995	Creative Hackney – a Cultural Policy Framework for Hackney	Hackney Town Centre Area Action Plan
✓	✓	✓		
✓	✓		✓	
✓	✓	✓	✓	
	✓		✓	
	✓		✓	✓
✓	✓	✓		
✓	✓	✓	✓	
✓	✓			
	✓	✓		
	✓	✓		
	✓	✓		
	✓			
	✓	✓		

ons

the pedestrian environment have been in short supply. Nevertheless, since 2000 the aspiration to make the walking environment in Hackney more accessible, safer and attractive for everyone has risen up the policy agenda. The quality of pedestrian routes is no longer the sole concern of the Council's traffic and civil engineers. Significantly, the Hackney Cultural Strategy emphasised its social as well as physical importance:

Walking is the most frequent method for people to move around Hackney. Walking through or near Hackney's green spaces, churchyard, buildings of cultural interest and streets may benefit people through improved health as well as bring enjoyment. Campaigns, such as Changing Streets, inspire and enable people to take action to improve their streets (LBH 2002: 18).

The policy statement goes on to intimate that more responsibility could and should be cascaded from the Council to local volunteers, although

little is said about the re-allocation of resources:

Too often people feel they have to wait for the Council to sort out something, which, with a little help from their neighbours they could make a start on themselves. There are several schemes promoted by the council – tree wardens, street leaders and neighbourhood watch – which encourage residents to take an active role in improving their local area (ibid).

Policy attention has focussed on the imperative of tackling 'crime hotspots' (identified through Police statistics of reported crime). Action by the Metropolitan Police and the British Transport is thus being co-ordinated closely with LBH initiatives, especially CCTV and street lighting improvement programmes (LBH 2004: 67). Hackney Strategic Partnership emphasises the urgent need for action, acknowledging the concerns of local residents and traders. In line with Government policy, this will require a 'tougher' approach, especially on crime and anti-social behaviour:

The state of our streets, open spaces and estates is of major concern to local residents and local businesses. Abandoned cars, dumped household goods and builders' waste, little, graffiti, illegal parking and fly-posting harm our environment and make areas less attractive to live and do business in and encourage other anti-social behaviour and criminal activity. We need to get tougher on such behaviour and use the legal powers we have to effectively deliver a better environment (Hackney Strategic Partnership 2005: 23)

It also refers to the strategic role of land use policies and planning, especially the forthcoming Local Development Framework:

The Council is drawing up a new LDF, containing policies to support its planning functions. This is being drawn up to reflect the priorities in this Community Strategy and to translate them... into land use policies. As well as this new planning framework the Council is also drawing up design and street scene guidance to help improve the public realm (ibid: 38).

In this context the Local Development Scheme 2005–2008 identifies Mare Street, Hackney as a:

...District Town Centre in the London Plan, the poor quality of its environment needs to be radically improved to make the most of its public transport accessibility, in line with the PPGs [Government's Planning Policy Guidance], the London Plan and the Community Strategy. (LBH 2005g: 22)

Furthermore, guidance expressed in Hackney Central Area Action Plan – Issues and Options Manual underlines the following principles:

- Improvements to the approach, access, site lines and settings of each station, including better signage and changed street layout where necessary.
- Design principles for surrounding development.
- If justified by planning gain principles, devel-

opment may be expected to contribute towards station improvements.

The transport network within the AAP area, wherever practicable, should therefore:

- Encourage walking, cycling, and using public transport as an attractive alternative to travelling by car.
- Focus on Public Transport, which should be incorporated as an integral part of the street facilities.
- Minimise walking distances to local facilities (URC Corporation Limited 2005a: 23).

Where there are opportunities to secure planning gain from developers, the following potential uses of Section 106 funds will be prioritised (ibid.):

- Transport upgrades.
- Public realm improvements.
- Education.
- Investment in cultural industries and community services.
- Match funding for investment in heritage.
- Percentage of public art.

This point is reiterated in Hackney Transportation Strategy- Consultation Draft (LBH2005i: 66):

...through the planning process, the Council can encourage good design to make walking an attractive and safe transport mode. The Council will seek developer contributions where appropriate to ensure that new developments include appropriate walk links to their surrounding area...The Hackney Public Realm Design Guide ensures that the Borough's streets are well designed, maintained and safe and accessible to use.

Where streets and public spaces are owned/

managed by LBH, improvements to the public realm are now seen as a priority (NB some roads are TfL, e.g. Homerton High Street, thus co-ordinated action is required). Good quality signage and street furniture is also stressed although there is also an emphasis on rationalisation through 'de-cluttering' (see PRIDE below). A cleaner environment is a higher priority. Although a subject of major concern to the Borough and its residents, LBH (as with other London Boroughs) has little direct influence over public transport (TfL, Train Operating Companies, Hackney Community Transport etc.).

Hackney Transportation Strategy- Consultation Draft also confirms the significance of 'attention to detail' and continuous improvement of the public realm at micro-level, a key theme that has emerged from the EPSRC Accessibility and User Needs in Transport research programme [visit www.aunt.sue.org.uk] (Shaw 2005):

...through the planning process, the Council can encourage good design to make walking an attractive and safe transport mode. The Council will seek developer contributions where appropriate to ensure that new developments include appropriate walk links to their surrounding area...The Hackney Public Realm Design Guide ensures that

the Borough's streets are well designed, maintained and safe and accessible to use. (LBH 2005i: 66)

Streetscene, a department within Hackney Council that focuses on transport and environmental improvements in Hackney, realise that:

An audit programme of pedestrian facilities will ensure that the schemes delivered will be of a high quality and satisfy the needs of pedestrians. (LBH 2004: 67)

And incorporate other London wide initiatives:

The Hackney Public Realm Design Guide has been developed in accordance with current guidance and best practice, and also addresses signage. The guide compliments the design guidance currently being produced by TfL and DfT. (ibid: 90)

Accessibility to town centres is to be improved through initiatives enshrined in Area Action Plans, which includes the surrounding area to Homerton Hospital. Town centre signage is a Streetscene performance indicator – Best Value Performance Indicator number 157 – and will be addressed as part of the BSP packages (LBH 2005h: 4).

The need for continuous improvement of the public realm at micro-level indemnified in the LBH 2005 Hackney Transportation Strat-

Year of Delivery	2005/06	2006/07	2007/08	2008/09
Streets-for-people	400	260	600	400
Bus Priority Programme	455	400	500	400
Bus Stop Accessibility	50	70	70	80
Travel Awareness	40	50	50	50
Local Accessibility	260	600	600	300
Walking Programme	700	850	250	230
Town Centre Improvements	150	780	850	500
Footway Maintenance Programme	2200	2800	2800	2800
Street Lighting Improvement	2200	3200	3200	3200
Street Furniture	775	775	775	775

Table 3: The Draft Hackney Local Implementation Plan 2005, gives the funding (£000,s) for such accessibility issues (op.cit: 18)

egy - Consultation Draft above, has been addressed in a local initiative called 'PRIDE': Public Realm Improvements and De-cluttering. Here, the aim has been to (Streetscene no date: 1):

[M]ake our streets safer, cleaner and greener with a programme of investments across the Borough. Improved finances this year means that we can put extra investment into areas that really matter to residents. Residents have told us that a better local environment is one of their top priorities. Our PRIDE programme aims to create roads and streets that we can be proud of. Our PRIDE programme responds directly to residents' requests and concerns for improved streets and crime reduction. More attractive and accessible streets will make a big difference to reducing crime, the fear of crime and anti-social behaviour.

The PRIDE programme for 2005/6 was £4.1 million, of which £500k was allocated to the

Homerton Hospital Pedestrian Link – to improve pedestrian access and safety between Homerton Hospital and Homerton [Silverlink] station, ensuring that the street lighting is enhanced together with CCTV, pavement improvements and crossing facilities on Homerton High Street.

The PRIDE initiative was first mentioned during a preliminary meeting with Streetscene, as workers and visitors of Homerton Hospital had requested improvements along the route. Whilst showing on the map, the Head of Streetscene described the improvements:

This is the station. We're bringing this pavement out to make it much wider in front of the station – at the moment it's very narrow. We're then re-laying all the paving up to this bit. A new pelican crossing is going in there, and then really just tidying up to make it a lot more attrac-

	Hackney's Performance Plan 2005/06	Draft Hackney's Local Implementation Plan 2005	Mind the Gap – Hackney's Community Strategy 2005 - 2015	Hackney Cultural Strategy
Promote walking		√		√
Road Safety				
Pedestrian safety		√		√
Cyclist safety				
Motorist safety				
Child safety				
Residents safety				√
General Safety			√	
Open Spaces and the street environment		√	√	√
Promote cycling				
Fear of crime		√	√	
Lighting		√		
Physical infrastructure		√		
Signage				
Access				
Integrated transport to improve access				

Table 4: The main issues regarding Initiatives to make the public realm more accessible, safe and attractive, from Local

tive, and safer” (interview held January 2006).

Further on in the meeting, the Streetscene Strategy Manager explains that the route will be “... totally step free”. As the PRIDE scheme did not involve any consultation, with the Head of Streetscene explaining:

It would be interesting to know what would have happened if we had done more consultation, and it would have been ideal to do it earlier.

The Streetscene Strategy Manager also comments with regard to consultation that:

On some of the footway schemes we have done satisfaction surveys, and on the ones that we've done were actually quite positive.

Hackney Transport Strategy – Consultation Draft	Streetscene Service Plan	Local Development Scheme	Greater London Authority Walking Plan	Hackney's Central Area Action Plan – Issues and Options Manual	Creative Hackney – a Cultural Policy Framework for Hackney	Hackney Town Centre Area Action Plan
√			√	√		
	√			√		
√	√			√		√
						√
	√					
	√				√	√
	√				√	
		√		√		
				√		
	√					
	√					
				√		
	√			√		
	√					
		√		√	√	

Background to Salford Case Study

Introduction

Through an appraisal of Salford's local strategies and documents, this review provides evidence of some of the key drivers of change within the Council. This report includes discussion of initiatives, programmes and policies directed at encouraging sustainable development of leisure, tourism and heritage, increasing inclusion of hard to reach groups and the importance accorded to accessibility, legibility and design quality within the public realm.

As has been identified in the other case study areas, the key drivers of change in urban design, influencing the quality of the public realm at 'street level', include third sector, not-for-profit organisations and special interest groups as well as the local Council, regional and national policies. In particular, Groundwork Manchester, Salford and Trafford has been active in Salford and, specifically, in the New Deal area of Lower Kersal, where the Salford case study has been undertaken. At the same time, Sustrans, a national charitable organisation, which promotes walking and cycling, is undertaking work in the Lower Kersal area as part of the development of the National Cycle Network (NCN). Also considered are other public sector organisations which provide key services that are influential in the realisation of initiatives, e.g. Greater Manchester Passenger Transport Authority (GMPTA).

The review will identify current and proposed projects within the Council and examine Salford's policy documents in relation to the following three areas:

1. Communities that are considered 'hard-to-reach'.
2. Sustainable development of leisure and

tourism.

3. Initiatives to make the public realm more accessible, safe and attractive.

To provide an overview of the current situation facing Salford City Council, some aspects of the city and its social characteristics are identified taken from the Best Value Performance Plan 2005/2006 and the Cultural Strategy (undated).

- Around 96% of the resident population of Salford is white compared with a figure for England and Wales as a whole of nearly 91%.
- Languages in which the Council's Best Value Performance Plan 2005/2006 is made available are Albanian, Arabic, Bengali, Chinese, Farsi, French, Kurdish, Punjabi, Somali and Urdu.
- Unemployment is now at a 17-year low at 3.7% but educational attainment is below the national average (as measured by GCSE attainment and staying on rates at school), although it is improving.
- Salford is in the bottom quartile of deprived local authorities in terms of child poverty and income.
- On average people in Salford have poorer health than in the rest of the country and mortality rates at twice the national average.
- Car ownership is relatively low, with over 39% of residents having no car but nearly 19% have two or more cars (the comparative figures for England and Wales as a whole being nearly 27% and just under 30% respectively).
- In Salford, the percentage of properties rented from the local authority is nearly twice

that of England and Wales as a whole, with a high incidence of private housing stock being unfit and in serious disrepair.

- The age profile of the local population is broadly similar to that of England and Wales as a whole.
- In two successive Audit Commission Comprehensive Performance Assessments, the Council has been identified as 'weak' with particular challenges in relation to housing and education. (Based on their provision of key services, use of resources and overall ability to improve, Councils have been placed in one of five brackets: excellent, good, fair, weak and poor).
- Of the 60 Councillors, 44 are Labour, eight are Conservative and eight are Liberal-Democrat.

1. Communities that are considered 'hard to reach'.

Minority ethnic groups in Salford represent less than 4% of the population. This means that the hard-to-reach groups are relatively small and diverse, ranging from asylum seekers and refugees, to older and young people as well as those suffering social exclusion due to deprivation and poverty. One of the pledges in the Best Value Performance Plan 2005/2006 is "Increasing the number of refugees and asylum seekers accessing cultural activity by 15%." (SCC 2005a: 49). Thus, "By recognising and developing the culture of marginalised people and groups, we can tackle their sense of being 'written out of the script'. Therefore "encouraging community participation in cultural and creative activities can promote regeneration and develop social cohesion." (SCC 2002a: 17-18). In addition, raising educational achievement is one of the top priorities to improve the skills for life of

adults in Salford and seeks to "develop innovative methods that enable refugees, asylum seekers and black and minority ethnic communities to engage in cultural and learning opportunities." (Partners IN Salford & SCC 2005: 25). Thus, like the City of York and the London Borough of Hackney, Salford has given a high priority to the recognition and identification of diversity.

The Council's Cultural Strategy includes a number of strategies to include local and hard-to-reach groups:

- initiatives such as LifeTimes to empower local people by giving our local communities the resources to participate in the development of personal and collective aspirations and to be collectively and personally responsible for the regeneration and preservation of our various community identities.
- creating opportunities for involvement in cultural activity at all levels with a particular focus on 'unlocking' talent.
- encouraging local people's home grown talents – by maximising creative talents, physical and intellectual skills, through cultural, sporting and creative education programmes both formal and informal.
- extending cultural education – formal and informal – by facilitating a range of cultural activities supported by an infrastructure of professional, amateur and voluntary workers, organisations and venues.
- improving provision for, participation in, and access to, quality cultural, sporting and creative education programmes – formal and informal – and venues across the city.
- ensuring that communication with and between all those engaged in cultural, sporting and creative activity in Salford is improved by the development of a website, and by hold-

ing regular forums, meetings and showcase events.

- encouraging the celebration of local cultures, by facilitating local festivals and bringing together the many and varied activities taking place within local communities and supporting and training community representatives in the skills required to organise and manage events and activities.
- fostering links between schools and voluntary sports clubs, and the strengthening and creation of community sports societies.
- identifying and fostering local sports talent
- reviewing the way in which our organisations and employees engage directly with our communities to make sure that we share and transfer skills, knowledge and information in order to empower local groups and individuals.
- marketing and promoting cultural, sporting and creative activity both to residents of the city and visitors and users from further afield.
- maximising opportunities for Salford residents to benefit from involvement in local, regional, national and international events and activities and to ensure that there are sustainable legacies from such activity" (SCC 2002a: 17-18).

Various projects have been initiated by the Council to reach a range of age groups including the 'Down to Earth Gardening Scheme' "which takes 14-16 year olds out of the classroom and gives them horticultural training" (SCC 2002a: 26) and the Salford 'Anti-Rust Project' which "acknowledges the skills, knowledge and life experience of older people and transfers these skills to children and young people." (SCC 2002a: 26). A focus on historical aspects in a local area has also taken place with the work of the LifeTimes team which has "mixed old photographs and

stories with modern images to develop a unique way of involving local people in using their heritage to realise their own identity." (SCC 2002a: 18). In addition, the involvement of the local community in an environmental audit has taken place. "The audit allows for priorities to be established and for the community to become actively involved in the creation of enhanced and sustainable environments." (SCC 2002a: 26). This involvement is in addition to the Council's:

considerable community involvement in the development control process, informing neighbouring properties of development proposals, and having a long history of public speaking at decision-making meetings. It is committed to increasing this level of involvement further, particularly by encouraging developers whose proposals are likely to have a significant impact on local communities to undertake community consultations and have regard to comments received, prior to the submission of planning applications (SCC 2004b: section A1.13).

Within Salford's Community Plan a priority is to promote Salford as a cultural, sporting and creative city and one of the objectives is to "Provide and support cultural and recreational opportunities for adults and young people and promote ethnically diverse community arts and cultural activities across the city to promote cohesion and develop black and minority ethnic participation and involvement." (Partners IN Salford & SCC 2005: 25). Under the Council's Best Value Performance Plan, a number of initiatives have been set up which also aim to increase the involvement of geographical communities and hard-to-reach groups. For example,

[o]ur Neighbourhood Management Initiative is designed to reinforce and develop the role of geographical communities in engaging with our decision making. Partners IN Salford have also established a Diversity Leadership Forum which engages further with our minority ethnic communities. We are also in the process of establishing a customer panel called "The Big Listening" and 800 people have already signed up to be members (SCC 2005a: 57).

Given the Audit Commission's findings in relation to housing, particular emphasis has been

placed on improving consultation with all Council tenants and a Housing Options Appraisal Process has been conducted in a number of different ways:

- There have been two Newsletters sent out solely on the Housing.
- Options Review.
- Presentations at key tenant and stakeholder events.
- Over 180 'drop in' events and exhibitions including evening and weekend events.
- The creation of a dedicated website; free phone contact number and e-mail address.
- Home visits where requested and the availability of information on tape, in Braille and large print, in a variety of languages and via a hearing loop system.
- Text messaging to over 5000 residents to urge to be involved and kept up to date.
- Cold calling sessions to all parts of the city including evening and weekends.
- There have also been numerous local media articles and features
- Each Council tenant has been sent a questionnaire and 3700 have been returned to date in phase 2 and nearly 2800 questionnaires for phase 3 (SCC 2005a: 94).

In Salford, particular attention has been paid to increasing the involvement of young people. The fourth of the City Council's seven Pledges ('The magnificent seven') is: 'Investing in young people in Salford' and will include the development of "an inclusive strategy for involving young people in the planning, monitoring and evaluation

of service provision in the city across all partners." (SCC 2005a: 185-7). The aspirations for 2007 include the aim to "further develop youth consultation with youth groups and in schools in relation to the Council's budget." (SCC 2005a: 185-7). It is also hoped "To raise the profile of local young people and more fully involve them in Salford's Youth Forum" and "for Youth Forum City 2000 to develop in line with regional and national youth assemblies to raise the profile of local young people and their views" (SCC 2005a: 185-7). In turn, "several projects have been set up to work with Black Minority, Ethnic, and asylum seeking young people. Young people from BME communities active in City 2000 and Youth Bank." Also, aspirations to "further establish work with young people from Black Minority Ethnic communities in Neighbourhood Management Areas" have been identified. Already, "summer holiday activity schemes across the city" have focussed "in particular on engaging at least 60 hard-to-reach young people." (SCC 2005a: 185-7).

Enabling young people to make a positive contribution to the community is one of the priorities, in turn, of the Community Plan and the objectives are to:

- Extend the engagement of young people and increase the number of young people involved in governance, strategy, processes and delivery of front line services, at city-wide and neighbourhood level. Provide specific support to ensure that all children and young people can be involved.
- Promote involvement in community work, volunteering, and intergenerational work.
- Identify early those young people at risk of offending and develop a programme of planned interventions to improve outcomes.
- Develop a well coordinated programme of early preventative services for young people at risk of social exclusion.

- Raise the aspirations of and for young people by developing more inclusive ways of working (Partners IN Salford & SCC 2005: 30).

An emphasis on consultation has been accompanied by the objective of increasing participation of local people in community and other activities. The targets for 2009 include the aim to “increase the percentage of all people in Salford who undertake formal volunteering in groups, clubs or organisations for an average of 96 hours per 12 month period (2 hours per week over 48 weeks) to LPSA-2 target levels” and to “increase the number of people from socially excluded groups who undertake formal volunteering, focusing on economically inactive people (incl those receiving sickness benefits and minority ethnic communities)” (Partners IN Salford & SCC 2005: 37 – abbreviation in original).

Promoting inclusion in Salford is another of the City Council’s pledges (SCC 2005a: 203-5). The council aims to “tackle poverty and social inequalities and increase the involvement of local communities in shaping the future of the city” (SCC 2005a: 203-205). With this in mind:

[a]ll Community committee meetings were invited to take part in the consultation exercise. Four public meetings were held in Worsley, Eccles and two in Swinton. Questionnaires were issued to participants who expressed an interest in the budget consultation process. A separate consultation was carried out with youths, which was facilitated by the Youth Service (SCC 2005a: 203-205).

A variety of strategies to increase consultation are actively under consideration. For example, the use of a newly formed Citizens Panel is an option in promoting greater consultation which is being actively considered and the “use of questionnaires and web based consultation are also being considered as is engagement with the business community” (ibid: 203-205).

The Community Plan includes as one of its priorities: ‘Influential citizens in cohesive communities’, with aims to:

- Empower groups and communities to increase their participation and involvement in decision-making and influencing.
- Promote involvement by local people in the engagement mechanisms of all partners.
- Ensure that there is a city-wide partnership commitment to engaging individuals in processes and structures through innovative means that overcome the barriers to involvement .
- Uphold and promote the codes of conduct outlined in the Salford Compact 2005 (Partners IN Salford & SCC 2005: 38)

Improving the involvement of a range of groups within the community is a part of the specific aspirations for 2007. For example, there is an aspiration “To establish within every Community Committee area a clear strategy for the involvement of older people in community decision-making.” (SCC 2005a: 203-5). Similarly, in relation to “Celebrating and supporting our cultural diversity” the council variously aspires, in 2007, “[t]o establish the Diversity Forum to ensure the concerns of BME communities are identified and addressed”, the “Adoption of Diversity Living Strategy” and the “[e]ngagement of minority led groups/residents in review process” accompanied by the “[m]ainstreaming of race and faith equality.” (Salford City Council 2005a: 203-205). To meet pledge 6 ‘[c]reating prosperity in Salford’, one of the aspirations for 2007 is to “[r]aise the skills and aspirations of local people by removing the barriers to work, especially targeted as those in ‘hard to reach groups’.” (ibid: 239).

A key service improvement area for the City Council is consultation, diversity and engagement, following the Audit Commission’s assessment reported in the Best Value Performance Plan 2005/2006. As such, it is to be expected that all the City Council’s policies will be informed by this. A Statement of Community Involvement is a high priority for the

city and it will be started in 2006 according to the Local Development Scheme (SCC 2005c).

The strategic imperatives identified in Salford's Community Plan (Partners IN Salford & SCC 2005) include:

Increasing community engagement. Partners IN Salford recognises that the best way forward for Salford is in partnership with the citizens, people and communities who live here. As a means of ensuring quality across our services, Partners IN Salford have agreed and adopted the Gold Standards for Community Involvement. These standards are:

- 1 Value the skills, knowledge and commitment of local people.
- 2 Develop working relationships with communities and community organisations.
- 3 Support staff and local people to work with, and learn from, each other (as a whole community).
- 4 Plan for change with, and take collective action with, the community.
- 5 Work with people in the community to develop and use frameworks for evaluation (Partners IN Salford & SCC 2005: 8).

Salford is "divided into eight areas, each of which has a community committee that brings together community, voluntary and faith organisations with local Councillors. The community committees produce annual community action plans that identify the concerns of local people in a way that encourages agencies to respond and each has a budget to spend on these priorities. In every area a neighbourhood manager leads a multi-agency team, which works in partnership to engage local residents in identifying local problems and improving services in the area." (Partners IN Salford & SCC 2005 p.9). Community Committees are also to be the mechanism for increasing the involvement of older

people in community decision making (SCC 2005a). Local Partnership Boards in each Community Committee area will be created which

will drive the agenda on behalf of the local communities and formally recognise the role of key partners such as the Police and the PCT in Community Committee structures. It is essential that we engage young people in our Community Committees and this will now become a key priority for the 'children's Champion' (SCC 2005d: 5).

A Neighbourhood Management Initiative has been set up and the Local Strategic Partnership: Partners IN Salford has established a Diversity Leadership Forum which seeks to engage further with minority ethnic communities. As noted earlier, the City Council has undertaken a Big Listening exercise which has resulted in the creation of a customer panel with over 800 members and "The panel comprises a broad cross section of Salford's population – including residents from across Salford's diverse communities, representing people of all ages and backgrounds." (SCC 2005b p.22). As mentioned above, a 'Youth Forum' has been established with several projects having been set up to work with black, minority, ethnic and asylum seeking young people.

A substantial number of initiatives have been taken and are being planned in Salford to include hard-to-reach groups. Consultation and participation appear to be in the process of becoming well established in the Council's local area.

Overall, it is interesting that so many of the documents reviewed adopt a similar focus on the need to target hard-to-reach groups, although the groups have not always been referred to in those terms. Awareness of the diversity of hard-to-reach groups is evident from the documents with different emphases being placed on involving older, younger or minority ethnic groups, asylum seekers and refugees. As pointed out earlier, this is a key area for service improvement for the City Council which was identified by the Audit Commission's CPA (comprehensive

performance assessment). Thus, the degree of 'singing to the same hymn sheet' that was found in the documents is perhaps to be expected.

Through their Cultural Strategy: A Creative City, the Council has used numerous involvement strategies to tackle marginalised people and groups to prevent them being 'written out of the script'. For example, the work of the Life-Times team which has mixed old photographs and stories with modern images, has developed a unique way of involving local people in using their heritage to realise their own identity.

However, not all the initiatives to involve the community have been innovative and there has been some reliance on written information and committee contributions which are not necessarily helpful in an area with high levels of illiteracy and innumeracy, or indeed for those whose first language is not English. There have been a number of exhibitions and events which individuals have to actively seek out. It is worth noting that cold-calling sessions to all parts of the city including evening and weekends have taken place as part of the Housing Services consultations. The e-government initiatives have provided 1-1 training support and involved more than 2,700 people in group sessions, with an explicit emphasis on people from deprived communities. The 'Big Listening' appears to have reached a large audience which is, apparently, very broad in its constituency. However, it is not clear the extent to which hard-to-reach groups have become involved in it. There are a number of fora in which the local population can become involved and the establishment of the Diversity Leadership Forum and the Youth Forum suggests that a fairly wide range of individuals are being reached.

Other bodies are also attempting to increase consultation. For example, the Greater Manchester Passenger Transport Authority (GMPTA) undertakes a considerable amount of consultation in the development of its local transport plan. (GMPTA "is the body established to as-

sess the public transport needs of the county and make policy decisions about public transport provision. It is made up of 33 Councillors appointed by the 10 District Councils in Greater Manchester". (Accessed 30.8.06 <http://www.gmpta.gov.uk/>) These consultations included:

- Distributing a special LTD newspaper – 'Transport Matters in Greater Manchester' – containing a questionnaire covering key aspects of the LTPs aims and strategy.
- Setting up a website containing the Provisional LTP, newspaper and questionnaire.
- Holding two Local Transport Plan exhibitions and meetings in central Manchester.
- Taking a specially-designed public exhibition to various events across the County.
- Calling a one-day conference on women and public transport and a recall event.
- Holding a 'Youth Parliament' for local schoolchildren to debate transport issues.
- Running a one-day seminar on retailing and transport in conjunction with Government Office North-West.
- Discussing the LTP at quarterly local transport group meetings in each district.
- Setting up a standing External Liaison Group to inform the LTP process (GMPTA 2000: section 5.3).

In an evaluation of the LTP in July 2006, it appears that:

[c]onsultation was another area where significant advances were achieved, with an emphasis on the 'mosaic' approach – i.e. different types of consultation undertaken in individual parts of the area, and

amongst varied groups of the population. In addition to three 'Transport Matters' broadsheets covering the whole area – with both conventional distribution methods and managed targeting of goof superstores – there was engagement with stakeholders, hard to reach groups such as ethnic minorities and young people, and Citizens' Panels in selected District Councils (GMLTP - LTP1 Delivery Report: section 4)

Given the low level of car ownership in Salford, cycle paths and initiatives which emphasise 'soft' forms of transport (that is, other than motorised) may help reduce the exclusion of specific groups of residents. As mentioned earlier, Sustrans is in the process of developing a UK-wide National Cycle Network (NCN) part of which is located in Lower Kersal. The work on the NCN includes Links to Schools "a programme creating walking and cycling links from the NCN to schools and through communities" and using volunteer rangers, a UK-wide network who look after and promote their local section (Sustrans 2006a). The NCN is being realised in Salford through Urban Vision, a partnership between Salford City Council and Capita Symonds.

Groundwork, a national body which seeks to build "sustainable communities in areas of need through joint environmental action" (Groundwork 2006a), is also active in Lower Kersal. Formally established in 1981, the charity has the "Guiding principles of community involvement, practical action and partnership" (Groundwork 2006b). The Groundwork Trust working in the Manchester, Salford & Trafford area seeks "truly effective partnerships" in local communities, "delivering partnership projects for the benefit of local people" (Groundwork, Manchester, Salford & Trafford 2006a).

Both of these bodies appear keen to involve local communities in their activities and Groundwork, in particular, with its focus on 'areas of need' is likely to reach groups which other approaches might miss.

2. Sustainable development of leisure and tourism

Salford is, undeniably, not a household name as a tourist destination. However, the city of Manchester, immediately adjacent to Salford, has been actively developing the tourism potential of Greater Manchester which includes Salford. Recently, particular emphasis in the Marketing Manchester (sub-regional DMO) strategy has been given to Salford Quays – the city's flagship tourism product – with its award-winning Imperial War Museum and other developments (Marketing Manchester (2003). Salford City Council acts as "Marketing Manchester's delivery agents in the city" (SCC 2003: section 21.0). However, like Hackney but unlike York, tourism is not a significant factor in the local economy. Nevertheless, there is an awareness of the need to have an effective balance between stakeholder needs. Salford's Draft Tourism Strategy has recognised that:

Sustainable tourism involves an effective balance between the needs of the visitor, residents, businesses and the environment. Our aim throughout is to ensure that all four needs are equally represented (SCC 2003: section 1.0)

In the Unitary Development Plan (UDP), it is pointed out that residents will benefit from developments which enhance the region and make it more attractive to visitors:

The provision of regionally important facilities will benefit local residents as well as serving the wider conurbation and enhancing the image of the city. The UDP supports the development of a Regional Park, based on the city's unique heritage and environmental assets, which will provide a wealth of recreation facilities for local residents and will help to attract visitors to the city (SCC 2006a: 14).

It is also stated in the UDP that planning permission will be granted for tourism development provided that the "development would not have an unacceptable impact on residential amenity." (SCC 2006a: 79) and the particular issues would include "noise, traffic

generation, hours of operation, the scale of development in relation to the surrounding area, and any other potential disturbance” (ibid: 79).

The Council is aware of the need to generate significant external resources for the development of tourism and to “to persuade the visitor to stay longer, spend more, return and to ensure that the benefits of a strong tourism economy are passed onto Salford residents.” (SCC 2003: section 7.0). The need for community engagement in the development of tourism has been recognised and the Council sees its role as being that of an “honest broker between the sometimes differing needs of residents, the private sector, external agencies and the environment.” (SCC 2003: section 21.0).

One area of Salford, Worsley, has been given a significant amount of attention in recent years in relation to tourism potential. Again, the emphasis has been on balancing the needs of the host environment and the community.

Destination Worsley has developed through a ‘bottom-up’ approach, which has sought mutual understanding and consensus. This process is intended to encourage ownership of the strategy by all partners. It seeks to reassure residents that their legitimate concerns will be considered seriously and, if possible, addressed, that the business sector will be supported in continuing to invest in the area in a sustainable manner and that Salford City Council’s objectives can be met (SCC 2004a: 2).

The relationship between the Council’s strategy for tourism and the issues that the local community is facing has been recognised:

At a more local level, Destination Worsley links to the Worsley and Boothstown Community Action Plan and the Area Plan as well as business development plans, the local crime reduction strategy and youth action plans. The links at both strategic and operational levels will ensure that it addresses wider priorities and will encourage partnership working, communication across agencies and multi-disciplinary working to develop a holistic approach (SCC 2004: 2).

In turn, the Council has recognised the need to ensuring linkages with other pro-

grammes and plans, so that the tourist strategy for Worsley, for example, will:

- bring benefits to local residents, local businesses and the wider community.
- ensure more effective co-ordination of activity.
- address local issues.
- make more effective use of resources.
- increase opportunities to win external funding.
- target resources at priority areas.
- ensure that tourism has a strategic framework.
- improve partnership working.
- avoid duplication of effort (SCC 2004a: 19).

There is a clear intention to increase visitor numbers and to develop the tourist potential of Salford whilst adopting a broad approach which considers the business development plans, crime reduction strategy and youth action plans. However, it is only in Salford’s Tourism Strategy that the existence of conflict is explicitly acknowledged with a recognition that successful visitor destinations rely not only on public/private sector partnerships but also on community engagement. It is, nevertheless, noted in relation to Worsley that it was a task group of residents, businesses and the City Council which devised the tourism strategy.

The development of a visitor economy is clearly a priority for the City Council in its attempt to regenerate Salford. There is a general agreement in the various policies and documents of the need to balance new development with the needs of local residents. However, the very general nature of the statements about this topic

provide little opportunity for disagreement or indeed, differences of emphasis. Additionally, the criteria set out for developers are very general and for the most part do not relate to areas outside a development location itself. There is little specific mention of the need to protect local businesses, per se, from potential threats posed by new developments. It is also not clear how the interests of local businesses and residents are actually being looked after. The relative success of Salford Quays as a tourist destination, a success on which the Council wishes to build, should not obscure the conflict between residential and leisure uses which has been identified. Attempts at regeneration often involve increasing the numbers of residents who, in turn, may come to hamper the development of visitor and tourist attractions. However, as pointed out in the Worsley Tourism Strategy 2004, a quality environment is required by both the host community and tourists alike. It is not clear that the City Council has policies or plans which will help reduce or overcome future conflicts of interest.

The Regional Development Agency, Northwest Development Agency or NWDA, has recognised the role of tourism in the regional economy and as part of regeneration, especially in rural areas. For example, in the foreword to The Tourism Vision for England's North West, Michael Shields notes:

"In the year 2000 more than 1.5 million people visited the region from overseas and millions more came to our region from within the United Kingdom itself. [...] As major employers, as contributors to our regional economy and as a sector that contributes directly to our quality of life, tourism businesses are a central part of our region's future; they deserve and demand our support." (NWDA 2002:4).

The regenerative potential of tourism is acknowledged: "Tourism interventions can have a significant impact, including important employment and inclusion benefits." *ibid*: 9). Within the Tourism Vision, there are a series of 'cross-cut-

ting' themes which will be applied in their strategy which emphasizes the need for sustainable development and the need for inclusion. For example, "our projects will embrace sustainability including environmental and financial sustainability" and "accessibility will ensure that the visitor attractions are open to all" (*ibid*: 17). In turn, the regional economic strategy (NWDA 2006: 11) adheres to the shared UK Guiding Principles for Sustainable Development as set out in Securing the Future – Delivering UK Sustainable Development Strategy, HM Government 2005.

In the economic strategy for the region improving the quality of life of all people is part of the commitment:

We recognise the diversity of the Northwest's people and communities as a real economic asset and we seek to deliver the opportunity of economic participation for all. It is for this reason that topics such as environmental issues, social inclusion and rural affairs have been integrated into this strategy (NWDA 2006: 3).

Maintaining the conditions for sustainable growth and private sector investment are also part of the economic strategy:

This means investing in the region's environment, culture and infrastructure (especially to link growth areas with more deprived communities), improving the quality of life, tackling deprivation, valuing diversity and social inclusion, and recognising the social and environmental implications of economic growth. It is critical to wider regional success to create sustainable communities where a thriving economy is matched by high quality natural and built environment, high quality local services, good transport connections and an active, safe and inclusive society (*ibid*: 5).

At the same time, the regional economic strategy, as part of the action it intends to take, seeks to improve the health of the local community (and thus the size of the potential workforce) as well as reducing the number of claimants of unemployment benefits.

Encouraging more active communities leads to wider social benefits. Physical activ-

ity and sports programmes contribute to a range of agendas, including crime reduction, social inclusion and urban regeneration (ibid: 36)

As part of the delivery of the Sustainable Communities Plan, the Economic Strategy recognises:

[t]he promotion of sport, will improve health and social conditions, particularly in deprived areas. Actions to develop community cohesion will enable all sections of the community to benefit from economic growth. Enhancement of the built environment and achievement of a greater improvement in the quality of the design will bring greater community pride and community cohesion, especially when combined with support for the voluntary sector to engage communities in these activities (ibid: 49)

Overall, there is a clear lead from the RDA in terms of sustainable development of tourism and other economic regenerative initiatives. Other activities underway in Salford may also affect the development of sustainable visitor economies. Improvements to local infrastructures through the work of Sustrans in seeking to increase the use of foot, cycle and public transport and reduce the negative impacts of motorised transport (Sustrans 2006a) will affect the attractiveness of local areas and, by extension, the local economy. As Sustran point out in relation to cycle tourism: “its economic benefits permeate throughout an area, rather than deforming the local economy.” (Sustrans 1994: 3). The connection between environmental improvements and the local economy are made explicit in the activities of Groundwork. Groundwork is a charity which aims at improving “the quality of the local environment, the lives of local people and the success of local economies in areas in need of investment and support” (Groundwork Manchester, Salford & Trafford 2006a).

As evident from statements cited earlier from the RDA, another potential benefit to residents and small businesses from the sustainable development of visitor economies is in terms of health. “Lifestyle-related health problems and health inequalities within the local community are key is-

sues for Salford. On average people in Salford have poorer health than in the rest of the country.” (SCC 2005a: 15). In addition, the first of the City Council’s pledges is improving health in Salford and the Council seeks to become a “healthy city” which will be achieved “by improving health outcomes and reducing health inequalities” (SCC 2005a: 17). Increasing the facilities for physical and outdoor activity benefits both tourists and residents. Salford’s Urban Open Space Strategy notes that “Our urban spaces should be making a contribution to healthy active lives, providing exciting resources for play, lifelong learning, securing community improvements... vital parts of urban living” (SCC 2003b: 1).

In its efforts to improve the health of the local community, the Community Health and Social Care Directorate in Salford Council has received a Walking the Way to Health Award (SCC 2005a: 81). “Six health improvement teams have been established in the most deprived areas of Salford” (ibid: 123). These teams will produce local Health Action Plans as part of the Community Action Plan (ibid: 125).

The transport strategy for Greater Manchester has recognised the “close relationships between transport policy and health issues and our strategy has an aim of helping to raise activity levels and improve local air quality.” (GMPTA 2005: 20). Thus, the GMPTA has consulted with the local directors of public health who “have provided advice on the development of our strategy” (ibid: 20).

Creating healthier neighbourhoods is also one of the strategic priorities of Groundwork (<http://manchester.groundworknw.org.uk/aboutus.asp>). The benefits of cycling in terms of health and sustainability are numerous (Sustrans 1994). Cycling causes little pollution. Not only is cycling healthy, it is accessible and an efficient method of reducing traffic congestion as well as enabling economic benefits to permeate throughout an area (ibid: 2).

4. Initiatives to make the public realm more accessible, safe and attractive

The 'pedestrian environment' is a part of the wider transport policy in Greater Manchester as a whole. Less emphasis appears to be given to the pedestrian environment and street design in other areas of Council interest. In the Greater Manchester Transport Plan there is a policy to protect and extend the network of pedestrian and cycling routes (The Greater Manchester Local Transport Plan is a statutory document prepared under the Transport Act 2000. It is a 5-year strategy for the management, maintenance, development and monitoring of the County's transport system and is put together by the ten City and Metropolitan Borough Councils and GMPTA with the input of local stakeholders (GMPTA 2000). In 1999, an Urban Vision Partnership was set up with the aim, amongst others, of improving pavements (SCC 2005a). Statements regarding the need to maintain and improve the quality of the pedestrian experience are to be found in the above documents. The need to involve local communities in the design and layout of environmental schemes has also been identified in the Council's Cultural Strategy (2002a: 15). As noted earlier, local communities are already involved in the development control and planning process (SCC 2004b).

A general improvement to the public transport environment and pursuing the development of an integrated transport strategy are two of the main aims in the Greater Manchester Local Transport Plan (2005/6). Improvements to the transport infrastructure are part of the first five year local transport plan (LTP). Further measures to encourage walking are included in the plans for the future. Although the need to get 'the small things right' is one of the key themes in the present plan, apart from mending cracked pavements and taking account of safety concerns, there is little mention of design quality in relation to the pedestrian environment itself. It appears that the pedestrian environment will be improved as a side effect

of attracting more residents to urban areas. A Greater Manchester Walking Strategy is in the process of being developed. It is anticipated that the action plan drawn up by Salford will relate to key routes that provide access to key places which in turn will help identify existing pedestrian networks and areas in which provision is lacking. The Urban Vision Partnership has established an award scheme for sustainable building and place design. CABI are identified as one of the strategically important partners in relation to the design of urban open space. It is hoped that consultation and involvement with CABI takes place.

The basis for an integrated walking strategy is set out in the Greater Manchester Local Transport Plan. This will include the promotion of walking and also addresses issues of urban planning, design and maintenance. Walking is also an aspect of the Tourism Strategy and the need to provide safe, clean and attractive walkways has been noted as well as the need to develop self-guided walks such as heritage trails. Many of these have been developed and details are available in the Visitor Information Centre at The Quays and on the Council's website.

The importance of good design is recognised in the recently adopted Unitary Development Plan, both in relation to new developments and to public space (Policy DES 3: Design of Public Space) where development includes the provision of, or works to, public space, that public space must be designed to:

- i. Have a clear role and purpose, responding to established or proposed local economic, social, cultural and environmental needs;
- ii. Reflect and enhance the character and identity of the area;
- iii. Form an integral part of, and provide an appropriate setting for, surrounding developments;

- iv. Be attractive, safe, uncluttered and appropriately lot;
- v. Be of an appropriate scale;
- vi. Connect to established pedestrian routes and other public spaces; and
- vii. Minimise, and make provision for, maintenance requirements (SCC 2006a: 46).

In the reasoned justification for this policy it is noted that “[p]oor public space can undermine the coherence, sustainability and safety of communities and its design is therefore very important” (ibid: 46). Similarly “[p]ublic art can make a significant contribution to the quality of public space and it has an important role in creating a sense of place and identity. [...] Its provision will be sought in appropriate locations, particularly along the Irwell Sculpture Trail, in the chapel Street area, in town centres, environmental improvement corridors, conservation areas and key public spaces” (ibid: 46).

The Council’s Policy DES 2, Circulation and Movement, contained in the UDP, also emphasises the importance of accessibility of pedestrians and cyclists in new developments “through the provision of safe and direct routes” (ibid: 45) and enabling pedestrians to orientate themselves and navigate around an area by providing views, vistas and visual links. Thus, “[d]evelopments should respond to both existing and potential natural pedestrian desire lines, to encourage pedestrian activity. It is also important that all pedestrian and cycling routes are designed to be direct, safe, attractive, accessible, and free from barriers” (ibid: 45).

The Council is in the process of producing various documents as part of its Local Development Framework and to date the City Council has published the Lower Broughton Design Code (SCC 2006b) and Supplementary Planning Guidance in relation to Designing Out Crime (SCC

2002c). A Design Guide for Ellesmere Park (Ellesmere Park Development Control Policy) is also in the process of being produced (2006c).

The Urban Open Space Strategy has acknowledged that the open space in the city is often of poor quality, the wrong type and sometimes in the wrong location (SCC 2003b). In relation to local standards for district parks, for example, the Council has the criteria of access to public toilets, car parking and shelter within a five minute walking distance. Bids for regeneration funding must ensure they consider the wider environmental needs in urban renaissance. Despite the number of references made to improving the environment for pedestrians, the comments were only general with no detailed guidelines, giving the impression that lip-service is being paid to these aspects.

No specific design standards have been identified in the UDP or even in the Designing Out Crime supplementary planning guidance (SPG2). ‘Getting the small things right’, in the Greater Manchester Local Transport Plan 2001/02-2005/06, has identified particular aspects which affect the quality of the pedestrian experience. This level of detail was not to be found in any of the other documents. It is notable that it is the document which did not solely originate in Salford which gives detailed information about street design. In the draft Urban Open Space Strategy (SCC 2003b), only the quality of site design in relation to the disabled rather than the quality of design for pedestrians and other users was referred to.

The RDA makes clear the relation it sees between design quality and regeneration:

Public art and good design play a key role in regeneration, generating a sense of regional identity and pride. The NWDA is committed to what has become known as the ‘quality of the public realm’ and is working with the public and the private sector to improve the quality of public spaces in the Northwest’s towns and cities.

The Agency believes strongly that public art can contribute to the achievement of the Regional Economic Strategy objectives. In particular public art can help to:

- Renew and transform urban and rural areas, both developed and regenerating.
- Restore the environment deficit through regenerating areas of dereliction and by investing in the highest quality environmental assets.
- Project a positive image, reinforcing strong regional brands and countering negative stereotypes.
- Promote high standards of design, landscaping and architecture by creating or adding to distinctive public spaces, environments and buildings.
- Encourage further investment, tourism and employment (NWDA no date a)

and

Strong design and high standards are not a luxury to be employed in the hope of awards, accumulating design community kudos. Good design is about achieving quality investments, better public spaces and more cohesive communities – elements that are increasingly recognised for their important contribution to a better quality of life. (NWDA no date b)

As part of the National Cycle Network (NCN), the work of Sustrans includes 'Art and the Travelling Landscape' "creating an accessible nationwide collection of artworks along Sustrans' routes, which act as landmarks, meeting places and rewards for getting out of the car" (Sustrans 2006a: 3). This work comes under the broader remit of Sustrans which has the aim to: "[d]evelop and promote exemplar interventions to enable people to choose to walk and cycle. This includes infrastructure (such as creating routes for walking and cycling or improvements

to our streets to make them more welcoming for walking and cycling) and soft measures (such as providing people with information about how and where to walk and cycle and supporting them to become more physically active" (ibid; 4). Sustrans stress the importance of urban design in relation to other projects they undertake such as Liveable Neighbourhoods (Sustrans 2006b).

In Salford, work on the NCN is being realised through Urban Vision, a partnership between Salford City Council and Capita Symonds which provides a range of services including engineering, highway design and landscape design (<http://www.salford.gov.uk/council/corporate/urbanvision/abouturbanvision.htm> Accessed 4.9.06). Urban Vision will use the definitive guide to off-road cycle path construction: Making Ways for the Bicycle produced by Sustrans (1994) in working on the NCN. This guide provides detailed guidelines on a range of aspects including signs, seating, mileposts and sculpture. For example, "Sustrans uses a map-based sign at every entrance to its paths... [which] typically shows a diagrammatic map of the route with access points and principal places of interest, gives a brief background to the project, lists the sponsors and funders" (Sustrans 1994 p.46) in addition to other information. Sustrans also has "put quite a commitment into sculpture, including seats, mileposts and drinking fountains." (Sustrans 1994: 48). These "provide focal points for meeting and resting. They comment on the local history and context of the area, often using redundant artefacts from historic local industries. The mileposts make off the distance along a journey and provide an incentive for going further. Their funding can often draw in local businesses, where contributions can be matched by Government funding through the Business Sponsorship Incentive Scheme (BSIS)" (Sustrans 1994: 48).

Design considerations are integral to the approach taken by Groundwork, who stress the importance of green spaces in a large number of their projects (Groundwork Manchester, Sal-

ford & Trafford 2006a). Groundwork's website includes a statement of its practices in relation to landscape design (Groundwork Manchester, Salford & Trafford 2006b). For example,

Landscape design combines an understanding of both the natural and built environment plus an assessment of the human dimension of design such as designing for those with special needs, the elderly or disabled. Groundwork Wirral also works closely with local communities to manipulate landscapes to make them safer places, helping to reduce crime and fear of crime (Groundwork Manchester, Salford & Trafford 2006b).

It is claimed that,

Groundwork is the largest employer of professional landscape architects in the country, providing excellent diversity of experience in a wide field of landscape projects. Our landscape teams have a flair for creative design, but have the added challenge of enabling an inclusive process of community participation. We take a pragmatic approach and make sure that schemes function well on the ground as well as looking good on paper. Our design work is underpinned by the principles of sustainability, biodiversity, quality, robustness and delight (Groundwork Manchester, Salford & Trafford 2006b).

Groundwork uses computer aided 3D visualization technology, model making, photomontage and hand drawn illustrations to communicate clearly and accurately design ideas to local communities and partners. Although no detailed written examples of the quality of design used by Groundwork appear to be provided on their website, photographs give an impression of considerable concern for design quality. Given the aim of the charity to work in close collaboration with local councils, it appears that the design concerns of Groundwork can help balance the smaller degree of interest in design matters on the part of Salford City Council. Indeed, as in the contribution which could be made by CABE to the Urban Vision Partnership, it could be argued that these organisations are acting as the design arm of local government.

working hard to overcome the 'weak' assessment given by the Audit Commission. Many changes are currently underway in the Council, not least of which is change of chief executive, in the first quarter of 2006. Along with other planning authorities the transition from UDP to Local Framework Plan is currently taking place with a number of policies in preparation. Improving consultation and community involvement is clearly a priority throughout the Council and their policies reflect this. There is relatively little emphasis on the quality of street environment and design in the city as a whole, although it is mentioned in relation to specific development areas and in the UDP. It may be that organisations such as CABE, Groundwork and Sustrans will increasingly be responsible for the quality of urban design. The development of a visitor economy is a key aspect in the regeneration of Salford. It is not always clear how the interests of residents and local businesses are, or will be, balanced with any future growth of a visitor economy.

Thus, Salford City Council has clearly been

Background to the York Case Studies

Introduction

The following section evaluates York's local strategies and documents, discussing initiatives, programmes and policies directed at encouraging sustainable development of leisure, tourism and heritage, inclusion of 'hard to reach' groups and the importance accorded to accessibility, legibility, and design quality within the public realm. This review identifies current and proposed projects within the city and through an examination of York's policy documents in relation to the following areas:

1. Communities that are considered 'hard-to-reach'.
2. Sustainable development of leisure and tourism.
3. Initiatives to make the public realm more accessible, safe and attractive.

This document covers each of these areas in turn, and summary tables that outline the focus of each relevant document/strategy are included.

By means of an overview of the current situation facing York City Council, some of the aspects of the city and its social characteristics are identified from the Best Value Performance Plan 2005/6:

- York is a nationally and internationally prominent city for a range of reasons, it is a historic centre and one of the UK's most visited tourist destinations (each year receiving nearly 5 million visitors), has excellent rail links across the country, is a centre of academic excellence, and is an important location for the Church of England.
- The City of York Council covers an area of 105 square miles and comprises the urban area of York which is surrounded by many small rural and semi-rural settlements covered by parish councils.
- Approximately 184,000 people live in the council area. The 2001 Census reported a black and minority ethnic population of 4.9%.
- Unemployment is just 1.9% of the York workforce, compared to a national average of 2.8% and regional average of 3%. 10 of York's 118 Super Output Areas are in the 20% most deprived areas nationally, while 42 are in the 20% least deprived areas in England.
- Over the last few years, York has responded to the relative decline in employment within the traditional local industries and invested in the development of a high-tech and science-based industrial sector.
- Crime in York is in the Government's high comparative sector. The city has experienced recent rises in violent crime and criminal damage, although this is in line with national trends.
- The population of the City is increasing, growing by 9.1% between 1991 and 2001, and is projected to increase by 4.2% between, 2001 and 2011 and by 8.3% up to 2021. Life expectancy at birth for children born in York between 1998 - 2000 is greater than the national average.
- This, together with rapid economic growth and a decrease in the average number of people per household is placing pressure on housing. 'Affordable' housing in particular is in short supply and house prices are well above the regional average.
- In 2001, 8.2% of residents were aged 75

or over, compared with 7.8% in 1996. The number of older residents aged over 75 is projected to rise by 8.1% up to 2011. However, the proportion of residents in economically active age-groups is also projected to rise from 51% (2001 census) to 61% of the local population by 2011.

1. Communities that are considered 'hard-to-reach'

Three main themes come out of the council documents in relation to the inclusion of hard-to-reach groups. Firstly, there is a general recognition of diversity and the various groups that need to be considered; secondly, there is mention of the provision made for particular groups; and thirdly, ways in which to consult with hard-to-reach groups are acknowledged.

Recognising and providing for diversity

Recognising the importance of diversity is a theme present in a range of documents. The Council Plan aims 'to ensure that all residents and visitors can take part in the life of the city' (CoYC 2005b: 28), and to enable hard-to-reach and excluded groups to take part in the life of the city (ibid: 49). It also states that

'social inclusion is the process of ensuring that everyone has the means and ability to access the services they require to participate fully in society. A socially included person will have access to and the ability to generate adequate wealth. They will also have adequate housing, health, employment, educational attainment, transport, community involvement and leisure activities and live in an area of low crime' (ibid: 49).

The Equality Strategy (CoYC no date d: 8) aims to ensure that all council services are accessible (both in terms of physical and non physical factors).

The Community Strategy outlines concerns that there is a lack of cultural diversity in the current cultural provision. It suggests that cultural

provision should be diverse, inclusive and accessible, and targeted at appropriate sections of the community (CoYC 2004: 25). The Community Strategy promotes 'access for disabled people to key buildings and spaces across the city through supporting the work of Disabled Persons' Advisory Group, York People First, the Include Us In Forum and DisabledGo. It also promotes increasing participation in Without Walls related activities at a city and neighbourhood level, in particular amongst deprived communities and usually excluded groups, through Ward Committees and open forums (Area Youth Forums, Black and Minority Ethnic Open Forum, Older People's Assembly, Older People's Forum and a range of other innovative methods)' (ibid: 40).

The 'York Pride' initiative aims to improve the city's environment at street level, and helps 'residents to take pride in their community and the wider city by making real improvements to the cleanliness and condition of the local physical environment...focusing on engaging residents at a local ward level and recognising the work they do' (CoYC no date: 9). In addition to this, '[the] social inclusion reference group is involved in delivery of actions within the inclusion theme of the community strategy, for example development of an anti-poverty strategy for the city and growth of the newly-formed Community Legal Advice Service Partnership and Credit Union' (ibid: 4).

The Second Local Transport Plan (LTP2) (CoYC 2006b: 5) intends to:

- Improve accessibility for all (particularly disadvantaged groups).
- Focus on accessibility to employment, learning, health care and food shops, together with other key services.

In making land-use and transport related decisions and in implementing transportation measures, regard will be given foremost to pedestrians and people with mobility problems.

The documents also outline the need to provide for particular groups including:

Younger people

According to The Local Plan (CoYC 2005b: 39), disadvantage will be tackled in York schools by:

- Make secure arrangements for safeguarding children at risk by April 2006.
- Make provision for pupils with special educational needs that allows them to become effective learners and develop the skills they need to become full and active members of society.
- Ensure that children-in-need and children in the care of the council can gain the maximum life chances from education, health and social care.
- Raise attainment among children and young people from ethnic minority and traveller backgrounds.

The Carless

The LTP2 plan aims to reduce social exclusion of the carless, thus improving access to employment, education and social activities within the city. This is echoed by the Social Inclusion Resource Document.

The Disabled

The Local Plan makes particular reference to the needs of the blind and partially sighted in relation to the transport network, the need to ensure that major developments are pedestrian friendly, and to ensure that developments to listed buildings take into account access for users with mobility problems (CoYC 2005b: 53, 8, 33).

Methods of involving different sections of the community

The Local Development Scheme (LDS) recognises the need to strengthen the involvement of the community and stakeholder groups (CoYC 2005c: 5). Ways in which different groups are best involved in decision making are also discussed in several documents. The documents tend to outline the different groups that they have consulted within, including, through The Community Strategy (CoYC 2004: 12):

- York residents through radio debates, pre-paid postcards, audio diaries, public debates, and the Citizen Panel. Residents were also consulted through the ward committee events.
- Disabled Persons Advisory Group meetings, Black and Minority Ethnic Forum consulted via the York Racial Equality Network, comments invited from the Lesbian, Gay and Bisexual Residents' Forum, and comments were collected from the Older People's Assembly.
- Children consulted in schools and one class of school pupils involved in interviewing younger children.

And The Local Development Framework (LDF) statement of community involvement (p5-6):

- People from Black Minority Ethnic groups.
- Faith groups.
- Gypsies and Travellers.
- People with disabilities.
- Lesbian, Gay, Bisexual and Transgender (LGBT) groups.
- Young people.
- Older people.
- Homeless people.

- Carers.
- People living in areas of deprivation or on a low income.
- People living in remote rural areas.

Both documents outline the need to consult with hard-to-reach groups, and why they may not get involved in the first place (including factors such as language difficulties, cultural differences, time, or ability to attend). The LDF states '[o]ne possible way of reaching hard-to-reach groups is through the Inclusive York Forum. This is a group which has been set up to represent hard-to-reach groups throughout York (CoYC 2006: 5-6). The groups outlined above

are considered by the council to be 'hard to reach'. The LDF goes on to discuss the benefits and drawbacks of using different methods of involvement, and the impact that the choice of method has on hard-to-reach groups.

In addition to these two documents, The Life-long Learning and Leisure Plan aims to 'use partnerships to access hard-to-reach communities and consult with these communities to increase their involvement (CoYC 2005b: 7). The Equality Strategy aims to provide 'guidance for services on how to undertake more accessible, inclusive, and meaningful consultation' (CoYC no date d: 8). Finally, The Council Plan aims to consult with young people about the future of the city and about provision by the council

	Local plan	Council plan
Recognising diversity		
Recognition of different needs	√	
Equality for all in city life	√	√
Providing for different groups	√ Land use and transport prioritising needs of pedestrians & people with mobility problems	√ Older people & at risk children
Engaging with different groups		
Wish to consult		√
Including diverse groups in participation		
Faith groups		
LGBT		
Racial equality network		
Disabled persons advisory group	√	
Older people's groups		√
Younger people		√
Voluntary orgs		
Gypsies & travellers		
Homeless	√	
Carers		
People in areas of deprivation/on a low income		

Table 5: Summary of Council Documents that mention hard to reach groups

on behalf of young people (CoYC 2005d: 49).

2. Sustainable development of leisure and tourism

York relies heavily on its tourist industry. As a result, there are a number of references to the visitor economy throughout a range of council documents. These can be split into a number of themes: firstly, the importance attributed to attracting visitors to the city, catering for visitors, both in terms of planning and facilities; secondly, the need to balance provision for visitors with local needs; and thirdly, ensuring that local people are catered for, and given a say in local developments.

York Visitors & the York brand

The Council Plan (CoYC 2005d: 53) discusses York's high cultural profile, which it says stems from York's rich historical and architectural heritage, and attracts over 5 million visitors each year. The City of York Council and other organisations have set up the First Stop York initiative. The partnership aims to:

- Raise the profile of the city with a substantial corporate marketing programme targeted at key visitor sectors.
- Develop York as a centre of excellence for tourism training.

Equality strategy	Life long learning and leisure plan	LTP2	City vision and community strategy	Social inclusion resource doc.	Local development scheme	Local development framework consultation
			√	√		
√			√	√		
			√	√	√ (Accessibility for all esp. disadvantaged groups)	
	√	√	√		√	√
√			√			
			√			√
	√		√			
	√		√			√
	√		√			√
	√		√			
	√		√			
						√
	√					
	√					
	√					
	√				√	

- Increase investment levels in the tourism industry.
- Improve visitor research.
- Develop a calendar of events throughout the year.
- Encourage residents' support for tourism.
(taken from <http://www.jobsinyork.com/fsy-explain.html> on 05/04/06)

The Local Plan describes York as a major tourist destination, a sub-regional shopping centre and its proximity to the rapidly growing Leeds conurbation together with the availability of a skilled workforce have combined to bring strong development pressures for a wide range of uses' (CoYC 2005b: 1).

Several documents refer to the importance of the 'brand image' of York as a tourist destination. The Council Plan, Lifelong Learning and Leisure Plan, and Community Strategy all highlight the importance of York's brand image as a tourist destination: 'York now has a strong brand image and benefits greatly from the input of tourism' (CoYC 2005d: 3). The plan also stresses the importance of responding to the regional tourism agenda objectives, investing in tourism 'products' to increase tourism, and to improve provision for visitors (ibid: 43). The Community Strategy also uses the term 'brand image', but suggests that a cosmopolitan outlook is also desirable (CoYC 2004: 25).

York for the visitor economy

The Local Plan stresses the importance of maintaining traditional local character, as this 'safeguards York's role as both a successful tourist and shopping centre, maintaining its vitality and vibrancy' (CoYC 2005b: 2). The plan requires sympathetic development - for example, any proposals for new stores in York city centre should

encourage the design of shop fronts (where possible) to complement the existing architecture and character of the adjacent uses (ibid: 90). This is also echoed by The Community Strategy, which sets out the aim to 'conserve and enhance the existing historic environment and the special character of York' (CoYC 2004: 31). The Local Plan encourages visitor related developments, and assesses proposals on the basis of whether:

- 1) The development is likely to improve the prosperity of the tourism industry and the City's economy.
- 2) The development will adversely impact on the reasonable use and enjoyment of adjacent buildings and land.

There is an emphasis on ensuring that existing urban spaces, views, landmarks, and other townscape elements, which contribute to the character or appearance of the area will be maintained. Proposals for new buildings should consider:

- 1) The existing landforms and natural features.
- 2) The scale and proportion of existing buildings and structures, building lines and heights, rhythm and vertical/horizontal emphasis within the street scene. Abrupt changes in building heights, lines and elevational design are only acceptable where significant benefits to the historic townscape can be demonstrated.
- 3) The need to avoid the amalgamation of traditional plots and the creation of large, undifferentiated single-use buildings, where it would detract from the character and appearance of a conservation area.
- 4) Opportunities to improve the character and appearance of conservation areas.
- 5) The detailed design of new buildings and

of extensions to existing buildings.

- 6) Design of new development should avoid superficial, confused or pale reflections of the existing built environment.
- 7) The protection of key historic townscape features, particularly in the City Centre, that contribute to the unique historic character and setting of the City.
- 8) The protection of the Minster's dominance, at a distance, on the York skyline and City Centre roofscape.
- 9) Alterations will be expected to be of an appropriate design, using traditional natural materials and skilled workmanship.
- 10) Listed building consent and/or conservation area consent will not be granted for the demolition of listed buildings or buildings which positively contribute to the character or appearance of conservation areas.
- 11) Proposals affecting historic parks & gardens will be permitted providing they have no adverse effect on the character, appearance, amenity, setting or enjoyment of the park / garden (CoYC 2005b: 32).

In the development of Castle Piccadilly (a potential shopping centre), 'any proposals will need to be of the highest quality in terms of urban design and sensitive to the nearby historic structures' (ibid: 91). However, it also acknowledges:

1. The very significant economic and employment gains provided to the City by tourism have to be balanced against the potential adverse effect visitors may have on the City's environment and residents' amenity.
2. In determining planning applications for visitor related developments, the aim will

be to maximise the potential economic and employment gains, whilst minimising any adverse environmental and amenity costs. (ibid: 104).

Also, whilst The Local Plan emphasises the need to maintain York as an architectural centre, it also recognises the need to view the City is a living and working place. An aim of the plan is to 'balance the need for sustainable development and economic growth with protection of the historic environment' (p31). Consistent with this, a ban has been imposed on coaches entering the walled area of the city, due to their adverse impact on the city centre (ibid: 104).

The Community Strategy aims that York will become 'one of Europe's premier visitor destinations with a diverse and vibrant culture, set amidst clean, safe and welcoming streets' (CoYC 2004: 17). The Community Safety Plan also picks up on the issue of visitor safety in terms of protection from crime (Safer York Partnership 2005: 26).

Whilst a number of the documents stress the importance of maintaining the historic nature of the city (both to ensure the attractiveness of the city as a tourist destination, and to preserve buildings and monuments for their own sake), there is also some emphasis on the need to ensure a more cosmopolitan approach to the city both for residents and for visitors. The Economic Development Strategy outlines the need for a 'strong and distinctive cultural sector, enriching the lives of residents and visitors'. The Lifelong Learning & Leisure Plan outlines the role of the York Renaissance project, which is an initiative aimed at combining cultural objectives with those of the tourism and creative industries in York. 'The project aims to use creativity and innovation to refresh, re-interpret and breathe new life into York's historic urban environment while inspiring and showcasing the creative talent within the city' (CoYC no date c: 38).

Also, the local 'Talk About' survey indicates

that residents strongly wish to live in a city that can be described as “cosmopolitan”, “vibrant” and “diverse” rather than “historical” or “quaint” but that York cannot be described in such terms at present. This is also indicated in The Community Strategy which points to a lack of cultural diversity within current cultural provision. The Lifelong Learning and Leisure Plan states that this should be challenged (2005a: 6).

York as a shopping destination

The Local Plan states that ‘York City Centre is to remain the main focus for commercial, leisure and tourism and retail development to ensure its continuing role as a major sub-regional shopping centre and commercial centre for North Yorkshire, benefiting from its location at the focus of public transport routes’. The plan also outlines the need to remain competitive with other regional centres (e.g. Leeds and Hull): ‘The market share for York City Centre (i.e. the amount of expenditure that York City Centre holds onto from the overall amount available in the catchment area) is estimated to be 31%. This has fallen since the previous retail study carried out by CB Hillier Parker in 2000 which estimated York City Centre’s market share to be 37%’ (CoYC 2005b: 90).

The local plan outlines the need to retain and encourage smaller, independent shops in the City Centre (ibid: 89).

The Local Plan also outlines the need to ensure that the shopping environment is maintained (rather than the breaking up of continuous shop frontages), in order to maintain York’s role as a shopping centre, for example, planning permission for non-retail use will not be granted in Stonegate/Minster Gates, or the Shambles (ibid: 94).

Balancing local and visitor needs

There are a number of references to the need to balance the local and visitor economy, whether through planning, strategies or other documents.

The Local Plan comments that for the year 2000, as many as 8,500 jobs were generated by tourist visits. However, the plan also acknowledges the implications both for the city and for those living in it, including crowded streets, traffic problems, and developmental pressures. The plan recognises the need to balance the economic benefits of visitors, against the resulting social and economic costs (CoYC 2005b: 103).

The Community Strategy outlines the need for integrated transport networks that meet the needs of residents and the York economy (what this refers to is ambiguous though) (CoYC 2004: 31). This is cross-referenced with the LTP2 strategy, which aims to provide for residents, local businesses and visitors (CoYC 2006b: 24).

The Local Plan also discusses the importance of ensuring that nightlife does not detract from the local environment. Planning proposals are only granted for the purposes of food and drink if the proposed plans are unlikely to cause problems such as noise, smell, or litter. They are also likely to be rejected if the proposed opening hours are inappropriate, or there is potential conflict with pedestrian/vehicular traffic (2005: 94).

Maintaining York for Locals

The Community Strategy suggests that there is a view amongst local people that the needs of visitors are emphasised over the needs of locals. This can lead to a city centre focus, excluding the wider community (CoYC 2005b: 6).

The Local Plan stresses the importance of visitor developments that are sensitive to local needs, in this instance hotels, guesthouses and camping/caravanning sites. ‘There will be a presumption against new hotels / guest houses where it is considered that the concentration is too high within an existing residential area and a detrimental impact on local amenity may result from any additional visitor accommodation.’ New camping sites outside of local areas will only have permis-

sion accepted if they provide a direct benefit to the local residential workforce (CoYC 2005b: 105).

The Life Long Learning and Leisure Plan also stresses the need to ensure that large scale development within the city include provision for work-live spaces (CoYC 2005a: 39).

Ensuring Opportunities for Locals

The Lifelong Learning and Leisure Plan outlines the need to increase opportunities for residents and communities to 'plan and enjoy cultural events and activities through focussed work in targeted communities' (2005a: 7). The Council Plan states that opportunities should be developed for both residents and visitors so that they can experience York as a vibrant and eventful city (2005d: 53). The plan also states the intention to develop a city-wide programme of festivals and events that make the city and its local neighbourhoods more vibrant (ibid: 53), this is supported by The Equality Strategy which also places an emphasis on cultural events for marginalised communities such as BME communities, women, Lesbian, Gay, Bisexual people (CoYC no date d: 9). The Council Plan also outlines the following aims and objectives:

- Encourage cultural diversity and tolerance, creative expression and talent, and support the creative industries as a key economic driver for the city.
- Increase participation in cultural activity by investing in and improving the quality of the city's cultural infrastructure and provision.
- Increase the opportunities available to young people to take part in a range of sport, arts, leisure and cultural activities in modern facilities.
- Increase the opportunity for residents and communities to lead, plan and enjoy cultural events and activities to take pride in their

communities by leading, planning and enjoying cultural events and activities.

- Encourage residents to enjoy using and take pride in the city's parks, open spaces, allotments and rivers improving their quality, accessibility and the range of activities available in them.
- Promote greater use of libraries and archives to ensure that they are an essential source of information and learning.
- Invest in sports facilities.
- Increase the number of people learning from the knowledge that is stored in our museums and galleries.
- Further improvements to local libraries are planned.
- Improvements have also been made to the quality of children's play areas. For older children there has been recent and significant investment in the provision of basketball and skateboard facilities.
- A challenge for York is to develop a strategic plan for parks and open spaces (CoYC 2005d: 53).

Getting local people involved

A number of the documents also place an emphasis on community participation to ensure that local needs are considered. The Community Strategy stresses the importance of 'involving residents, tourists and businesses in making York a safer city' (CoYC 2004: 28), and the lifelong learning and leisure plan aims to '[b]uild community participation in the festival and event programme to increase residents inclusion in activities and satisfaction with the cultural offer of the city' (CoYC 2005a: 7).

3. Initiatives to make the public realm more accessible, safe and attractive

There are six key themes in the York documents relating to improving street design to make the pedestrian environment more accessible, safer and more attractive.

Road safety

The LTP2 plan mentions on several occasions

the need for 'safer roads', emphasising the importance of safety measures in residential areas, and near schools. It makes particular reference to the need to improve safety for pedestrians and cyclists. The Local Plan also highlights measures that are being taken to control traffic speeds, thus creating a safe environment for pedestrians and cyclists. The Local Plan also goes on to say that 'applications for large new developments...must demonstrate that it is immediately accessible to existing or proposed pedestrian, cycle and public transport networks' (CoYC 2005b: 8). Changes

	Local plan	Council Plan
Increasing the local economy through tourism		
Brand image of York as a tourist destination		√
York as a shopping centre	√	
York as a shopping centre but developments must be sensitive	√	
Jobs/economic gain brought to York by tourists	√	√
Encourage local independent shops	√	
Preserving historic character (for tourists)	√	
City wide programme of events		√
More cosmopolitan outlook		
Tourist safety		
Planning permission - ensuring 'shopping streets'	√	
Balancing visitor and local needs	√	√
Ensure suitable infrastructure for visitor related activities	√	
Ensure suitable infrastructure for resident related activities		
Ensure visitors & residents can experience York		√
Increase participation in cultural activity through facilities, access		√
Encourage residents to use parks, open spaces, libraries, museums		√
Ensuring planning for visitor accommodation doesn't impact -vely on locals		√
Ensuring affordable housing in new developments		
Planning permission - ensuring eating & drinking venues don't detract from the local environment	√	
Encouraging local business		
Getting residents people involved		

Table 6: Summary of Council Documents that mention sustainable leisure and tourism

to the infrastructure will only be supported if they improve road safety. The York Council Plan also mentions improving road safety for all users.

Open spaces and the street environment

The Council Plan emphasises the importance of the street environment, stressing the need to reduce litter and graffiti, keep parks and open spaces clean and pleasant, and improve the condition and appearance of street furniture (by 03/06) (CoYC 2005d: 30). The Community Strat-

egy stresses the importance of clean, safe streets. The Local Plan emphasises the need to promote existing open spaces, new spaces, and to ensure that these are safe, attractive and useable to all, including the mobility impaired and carers – '[s]uch open space should promote urban quality, health & the well-being of residents, nature conservation and visual amenity' (CoYC 2005b: 97).

The Lifelong Learning and Leisure Plan focuses on the following: 'Our rivers, parks and open spaces have the potential to be more fully

Community safety plan	Lifelong learning and leisure plan	Community strategy	LTP2	Equality strategy
	√	√		
		√		
	√	√	√	√
√				
	√	√	√	
		√	√	
		√	√	
		√		√
	√	√		√
	√			
			√	
	√	√		

utilised for cultural and recreational activities’ (CoYC 2005a: 6). The plan also mentions the value of the river. ‘Following the investigation facilities are being improved and information made more accessible to a range of users including boaters, walkers, cyclist and anglers. Looking forward to the summer of 2006 the city’s rivers will host a “Festival of the Rivers” which will draw together these many interesting in a month long celebration. There is a need for a strategic plan for parks and open spaces which will identify the requirement for open space, create an investment plan, and identify any shortfalls’ (ibid: 48).

Promotion of walking and cycling

York’s LTP2 has a hierarchy of transport users, placing an emphasis on walking and cycling. This also links to the need to provide integrated transport, with suitable interchange points mentioned in both the LTP2 document

and The Local Plan. Also, according to The Local Plan, ‘planning permission will not be granted for any development that would prevent the use of any part of the existing pedestrian and cycle networks or other rights of way, or compromise the safety of users thereon, unless alternative routes will be provided that are similar or better in quality, safety, convenience and length...All new built development (on sites of 0.4 hectares or more) should contribute towards the development and improvement of consistent, well connected and dedicated pedestrian and cycle route networks’ (CoYC 2005b: 52).

Access to goods and services

The Local Plan, The Council Plan the LTP2 plan, and The Social Inclusion Policy all stress the importance of ‘improving accessibility for all’ (LTP2). There is an emphasis within the LTP2 document on providing links to key serv-

	Local plan	Council plan
Pedestrian Safety	√	
Cyclist Safety	√	
Motorist Safety		
Child Safety	√	
Residents Safety	√	
General safety		√
(all users)		√ (all users)
Open spaces & the street environment	√	√
(to improve physical access to parks)		√
Promoting walking & Cycling	√	
Integrated transport to improve access	√	
Access to key services	√	√
Equal access for all groups	√	√
Physical infrastructure (accessibility)	√	
General access	√ (new development standards)	√
Fear of crime		√
Lighting		

Table 7: Summary of Council Documents that mention the public realm

ices, and on integrating forms of travel. The Community Strategy echoes these issues.

Physical infrastructure (accessibility)

The Local Plan picks up on work already done to repave areas of York (the pedestrian priority zone, known as the Footstreets, in September 1987) in order to enhance conditions for pedestrians, visitors, shoppers etc. This is said to have resulted in a more accessible city. The Lifelong Learning and Leisure Plan also outlines the need for open spaces with smooth level footpaths.

practical measures such as gating alleyways, CCTV, additional police community support officers, community ranger patrols and increased use of anti social behaviour orders as well as outreach programmes. In addition, The Lifelong Learning and Leisure Plan outlines the need to work with York:Light to ensure improved lighting in the city centre. These concerns are echoed by The Social Inclusion Policy (CoYC no date a: 8).

Personal safety

The City of York Council Plan mentions the need to reduce crime and the fear of crime; in 2004/05, 27% of the York population were concerned about going out alone in York. Fear of crime, and actual incidents of crime are being tackled through

Life long learning and leisure plan	LTP2 plan	City vision and community strategy	Social exclusion policy
	√		
	√		
√			
	√		
	√	√	√
	√		√
	√	√	√
√			√
			√
			√
√			

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Level of community consultation required within the Hackney Area Action Plan

Methods	Core Policies	Area Action Plans, Specific Action Plans and General Policies	Supplementary Planning documents
Public exhibitions / displays / stalls / community surgeries	OPTIONAL	REQUIRED	OPTIONAL
Workshops (interactive): Planning For Real / Design Days / etc.	REQUIRED	REQUIRED	REQUIRED
One to one meetings with selected [most affected] stakeholders	OPTIONAL	REQUIRED	REQUIRED
Focus Groups	REQUIRED	REQUIRED	OPTIONAL
Public meetings / area meetings	OPTIONAL	OPTIONAL	OPTIONAL
Formal written consultation / referenda / community surveys / leaflets / newsletters	REQUIRED	REQUIRED	REQUIRED
Letters to statutory bodies (listed in regulations)	STATUTORY	STATUTORY	STATUTORY
Documents, available for inspection at Council offices during set consultation period	STATUTORY	STATUTORY	STATUTORY
Meeting presentations (if required)	REQUIRED	REQUIRED	OPTIONAL
Steering / advisory group	REQUIRED	REQUIRED	REQUIRED
Media (local press, TV, radio, etc.)	STATUTORY	STATUTORY	STATUTORY
Internet/Website	STATUTORY	STATUTORY	STATUTORY
Hotline / contact number / contact email / contact address	REQUIRED	REQUIRED	REQUIRED
Official Launch	REQUIRED	OPTIONAL	OPTIONAL
STATUTORY – Must be undertaken – Statutory Requirement			
REQUIRED - Must be considered and addressed in the consultation plan. Should not be dismissed without good reason			
OPTIONAL – Not required but may be used if considered appropriate			