Community Engagement in Neighbourhood Planning:

A Case Study of Roman Road Bow

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Being a dissertation submitted to the faculty of The Built Environment as part of the requirements for the award of the MSc Spatial Planning at University College London: I declare that this dissertation is entirely my own work and that ideas, data and images, as well as direct quotations, drawn from elsewhere are identified and referenced.

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Abstract

In the era of localism, the neighbourhood planning institution is claimed to be an initiation that aims to speak to the criticisms of bureaucratic practice in planning and engender genuine collaborative democracy between the government and the people. Nevertheless, past research has maintained that the execution of a truly diverse and inclusive community engagement is often difficult to achieve in practice. Therefore, through the case study of a socio-demographically diverse neighbourhood in East London, this dissertation attempts to explore the efficacy of neighbourhood planning as a platform in fostering inclusive forms of community engagement in the participatory process. The findings suggest that the determining factor in executing effective community engagement lies predominantly on the intensity of social capital and network power of the neighbourhood. Accordingly, the analysis of this research maintains that strong social capital and well-built network power are indispensable underlying components in supporting successful collaborative democracy under the neighbourhood planning framework.

1. Introduction

1.1 Research background

In 2011, the introduction of the Localism Act has provided people the platform of neighbourhood planning to exercise direct power over the production of a neighbourhood development plan (NDP). This policy claims to empower the public by not only allowing them to voice out their opinions regarding their neighbourhoods, but also enabling them to put forward actual interventions and changes in the manner of how they envision the area. (Ministry of Housing, Communities and Local Government (MHCLG), 2019). In every approved neighbourhood planning area, an approved neighbourhood planning body is to be organised in guiding the neighbourhood planning of that area (MHCLG, 2019). Accordingly, apart from playing the crucial role in connecting local communities and service providers, the approved neighbourhood planning body is also the critical facilitator in broadening inclusion during community engagement (Gallent and Robinson, 2012, p.181). Nevertheless, past research has asserted that broadening inclusion and enhancing participation among less visible groups are often difficult to achieve in practice. As suggested by Colomb (2017, p.128), it is maintained that "formal participatory channels tend to be dominated by articulate, educated and wealthy individuals and social groups." It is believed that planning in general is in itself a challenging task, let alone when the context is a "hyper-diverse" city like London (Raco, et al., 2017).

London possesses extreme diversification in ethnic, demographic and socio-economic aspects, as well as differences in terms of lifestyles, attitudes and activities (Raco, et al., 2017). Nonetheless, it is precisely this "hyper-diverse" feature of London that it delivers an ideal background for the investigation of the correlation between neighbourhood planning and effective community engagement, as well as the efficacy of such relationship. Besides, since the institution of neighbourhood planning was not introduced

until eight years ago, it takes time for neighbourhoods to organise approved neighbourhood planning bodies, planning areas, and organise community engagement events, which means that rigorous analysis on the policy's impact on community engagement had not been available until recent years. At present, on the eighth year since the introduction of neighbourhood planning, more and more neighbourhoods are making steady progress with information becoming increasingly accessible. Hence, these developments and information engender an appropriate occasion for further exploration on the efficacy of neighbourhood planning in offering wider inclusion during community engagement, which is a question that is worth discussing for the progression of the neighbourhood planning policy in the long run.

1.2 Research question and objectives

Accordingly, this research proposes to examine to what extent is neighbourhood planning a platform that can foster inclusive forms of community engagement in the participatory process effectively. In particular, the Roman Road Bow Neighbourhood Forum (RRBNF) is chosen as the case study for this research as its diverse socio-demographic background provides an ideal context to study this research topic. In order to examine the effectiveness of the community engagement events carried out by the RRBNF, three research objectives were identified.

1. To explore the participation attitudes of the RRBNF and the local community.
2. To investigate on the representativeness of the RRBNF committee and its broader membership.
3. To assess the effectiveness of the community engagement events adopted by the RRBNF and examine the underlying reasons that caused such outcomes.

2. Literature Review

2.1 Neighbourhood planning

Ever since the introduction of the Localism Act in 2011, the public is granted the opportunity to have direct power in creating an NDP through neighbourhood planning. This policy offers a platform for the public to voice out their demands by enabling them to put forward actual interventions and changes in the manner of how they envision the area. In executing this policy, an approved neighbourhood planning body is to be organised in leading the formation of an NDP (MHCLG, 2019). In particular, three types of organisation are allowed to be the approved neighbourhood planning body, namely, a parish or town council, a community organisation, or a neighbourhood forum (MHCLG, 2019). While parish councils have been part of the government system for a long time, neighbourhood forum is a relatively new planning institution under the Act. According to the "Neighbourhood Planning Guidance" (MHCLG, 2019), it is stated that the town or parish council will be responsible for neighbourhood planning when the designated neighbourhood area contains all or part of the administrative area of a town or parish council. However, if there is no parish or town council in the area, a designated neighbourhood forum will be responsible in leading the neighbourhood planning of the designated area. Subsequently, a group can only be approved as a designated neighbourhood forum when the membership consists of a minimum of 21 individuals who either lives or works in the area or is an elected member for the area (MHCLG, 2019).

2.2 Collaborative democracy

In 2009, the Conservative party revealed their concept of collaborative planning for the English planning system in the Open Source Planning Green Paper 14 (Conservative Party, 2009). It was stated that "we will create a new system of collaborative planning by: giving local people the power to engage in genuine local planning through collaborative democracy – designing a local plan from the 'bottom up', starting with the aspirations of neighbourhoods" (Conservative Party, 2009, p.3). Subsequently, after the establishment of the Coalition government in 2010, the policy of neighbourhood planning was swiftly introduced in 2011, which has been regarded to be a measure that responds to disputations regarding bureaucratic cultures and practice of planning (Brownhill and Bradley, 2017, p.5). This is evident through the accentuation on "local" as opposed to "expert" knowledge during the neighbourhood planning process (Parker, Lynn and Wargent, 2015; Brownhill and Bradley, 2017, p.5).

The foundations that underpin the concept of collaborative planning stems from Habermas's work on "communicative rationality" (Habermas, 1984; Tewdwr-Jones and Allmendinger, 1998; Gallent and Robinson, 2012). Habermas criticised that the three 'cultural spheres' of the Enlightenment, namely, science, morality and art, have been overpowered by 'experts' and scientific rationalisation, and have progressively steered away from the sphere of everyday life, which leads to the outcome of a one-sided process of modernisation as a consequence (Gallent and Robinson, 2012; Habermas, 1984 cited in Tewdwr-Jones and Allmendinger, 1998). Hence, in order to counter such invasion of the 'lifeworld', Habermas developed the theory of communicative action, which upholds the very idea that interactive communications among diverse communities enable participants to exchange ideas, construct valid claims and identify priorities. It is through these reflexive dialogues and interactions that communities can arrive at the optimal conceptions of both what is "true" and what is "right" when assessing

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proposed course of action (Habermas, 1984 cited in Healey, 1997, p.54). This view is supported by Innes and Booher (2004, p.422), in which the authors expressed that collaborative participation is not a one-way communication from government to citizens or vice versa. It is a "multi-dimensional model where communication, learning and action are jointed together and where the polity, interests and citizenry co-evolve". Accordingly, this conception of communicative action forms the basis of collaborative planning, which informs planning as an "interactive and interpretive process" that takes place among differing communities, where respectful practice are meant to be adopted in steering such interpersonal and intercultural discussions (Healey, 1992, p.154).

It is evident that the institution of neighbourhood planning aims to operate as a form of collaborative planning. Under neighbourhood planning, local communities of neighbourhoods are positioned as active contributors of the planning process instead of "mere recipients of growth" (Brownhill and Bradley, 2017 p.5). Besides, opportunities for reflexive dialogues and interactions among divergent assemblages are also put forward through the roles that the neighbourhood planning body plays (Brownhill and Bradley, 2017 p.5). Moreover, apart from playing the crucial role in connecting local communities and service providers, the neighbourhood planning body is also obliged to act as significant facilitators in broadening inclusion and diversity during the community engagement process (Gallent and Robinson, 2012, p.181). Thus, it can be seen that the institution of neighbourhood planning is a manifestation that demonstrates the government's pursuit of collaborative democracy.

2.3 Network power and social capital

The rationale of collaborative planning is that it facilitates the amalgamation of differing interpretations and perspectives, where pioneering

solutions that are only possible through interactive cooperation can be derived from these processes (Forester, 1999; Innes and Booher 2003). Thus, the interactions among actors are essential in the formation of networks that will advance and mature progressively. Subsequently, by means of exchanging skills and knowledge, networks could further develop into greater capacity. This shared ability of linked agents is identified as 'network power' (Booher and Innes, 2002; Innes and Booher, 2004). According to Booher and Innes (2002), there are three prerequisites for network power to come into being effectively. This involves diversity in actors, interdependence among actors and authentic dialogue between actors (DIAD). In particular, diversity refers to the concept that the agents in the network should be diverse in the sense that is in accordance with the range of interests and knowledge which are relevant to the subject matter (Booher and Innes, 2002, p.226). Referring to this research, the agents of the network could be anyone who shares an interest in the neighbourhood planning of the designated area. Such diversity would include, for instance, diversity of values, resources, experience and information, as well as diversity of race, gender, geographical roots and other factors. As can be seen from Figure 1, the "Diversity of Agents" component is one of the two foundations in generating effective network power, which could fabricate common meanings and purposes among communities when it is effectuated soundly, such as "shared identities" and "new heuristics". Hence, it is demonstrated that diversity among participants is a significant bedrock for the creation of strong network power.
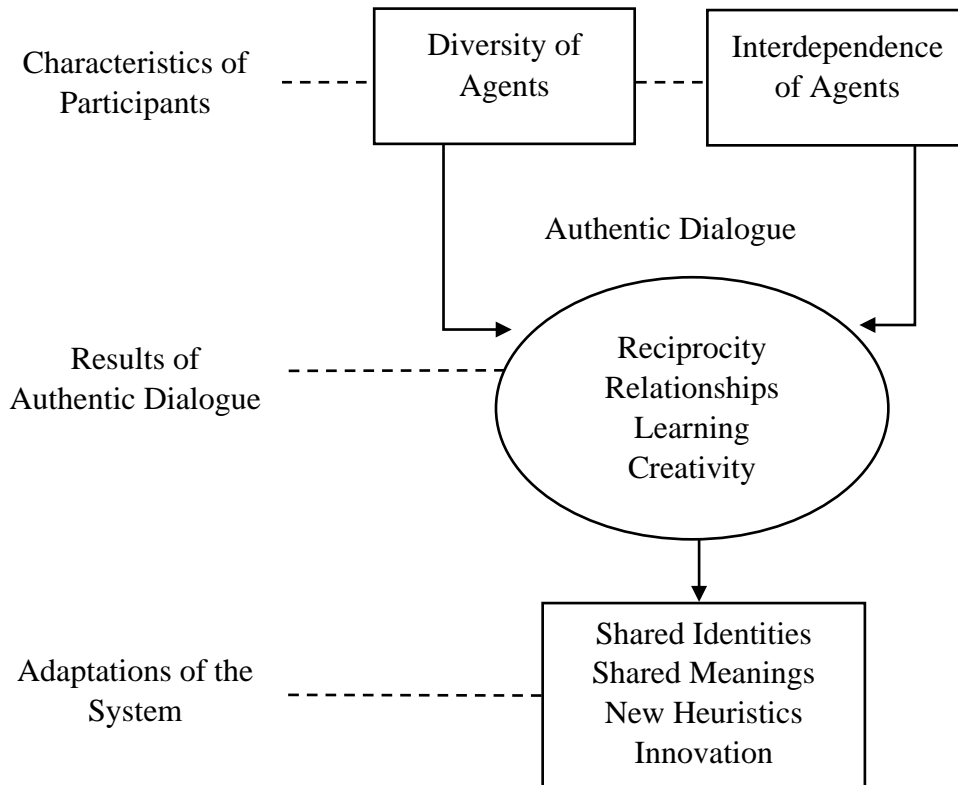
Figure 1. Diversity, interdependence, and authentic dialogue network dynamics (Booher and Innes, 2002, p.227)

Network power, when being optimised at its most effective state, delivers a greater social capacity to influence decision making. According to Chaskin et al (2001, p.295), social capacity at the community level is defined as "the interaction of human capital, organisational resources and *social capital* existing within a given community that can be leveraged to solve collective problems and improve or maintain the well-being of that community" (emphasis added). Thus, social capital is seen as a solution in assisting neighbourhood forums to mitigate the impacts of the collective action problem (Rydin and Pennington, 2000; Gallent and Robinson, 2012, p.72; Holman and Rydin, 2013, p.77). Similarly, this view is also agreed by Holman and Rydin (2013, p.77), in which they suggested that building social capital within communities could create bonding between people who share certain key norms and could generate social capacity that encourage

participatory action which might not otherwise have taken place. Accordingly, social capital and network power share a "cyclical relationship" where social capital is a product of network power as well as the raw material that boosts further empowerment (Gallent and Robinson, 2012, p.72).

2.4 Community engagement and participation

Prior to the introduction of the Localism Act, the adoption of community engagement and consultation methods had been perceived to be more conventional, such as town hall meetings, citizens' juries and deliberative polling (Agger, 2012, p.29). Thus, according to Arnstein's (1969) ladder of participation (Table 1), it can be seen that 'Consultation' is being classified under the rank of 'Tokenism', which puts forward the impression that consultation is simply an act under the tick-box culture. However, neighbourhood planning is a collaborative partnership between the local community and the government that aims to delegate genuine power to the people by allowing them to have a high degree of control in producing a NDP. Therefore, it appears that neighbourhood planning is a powerful tool and opportunity that empowers people to escalate their participations from the rank of mere 'Tokenism' to 'Citizen Power'.

Table 1. Eight rungs on a ladder of citizen participation (Arnstein, 1969, p.217)

Rungs	Citizen participation
Citizen Control	Citizen Power
Delegated Power	
Partnership	
Consultation	Tokenism
Informing	
Placation	
Therapy	Non-Participation
Manipulation	

An effective community engagement involves not only wide participation, but also in-depth participatory process. According to Farrington and Bebbington (1993, p.104), the authors proposed an axis analysis to evaluate various forms of participation in accordance with the depth and breadth of the participation. They indicated that a 'deep' participatory process may involve participants in all stages of the given event, but such a process can remain limited if it only involves a particular interest group. Similarly, there might be a 'wide' range of participants in an event but only if their participation remained 'shallow'. The ideal engagement scenario may be a 'deep' and 'wide' participatory process, but it would be impractical, and it may become immensely burdensome that everyone may eventually begin to lose interest or no longer sees it as a worthwhile project (Cornwall, 2008, p.276). Therefore, it appears that the most appropriate and possible scenario would be to achieve "optimum participation" by striking a balance between depth and inclusion.

2.5 Representation and inclusion

In order to build strong network power and social capital for effective collaborative planning, the approved neighbourhood planning body is obliged to ensure that a broad range of views are conveyed to the government (Gallent and Robinson, 2012; Gallent, et al., 2013). However, past studies have demonstrated that people who are "articulate, well-educated and wealthy" are in many cases the "active voices" of a community that mobilise the participatory process, as they often come across to be more approachable when compared to the "non-participants" (Gallent, Hamiduddin and Madeddu, 2013 p.577; Colomb, 2017 p.131). This phenomenon often focuses on a narrow set of interests and indirectly abandons the voices of the marginalised, which could impair the authenticity of community representation in neighbourhood planning. Therefore, the neighbourhood planning body's duty in sustaining inclusion during the community engagement process is indispensable.

Yet, widening inclusion does not imply labelling and defining differing groups in a straightforward manner, such as race, ethnicity, businesses, residents or other forms of broad categorisation. It is maintained that attention to the sensitivity of the diverse interests in society is indispensable in the avoidance of reinforcing stereotypes. According to Pitkin (1967), in order to have a better comprehension of the meaning of representation, one should be aware of the context that such representation is situated. It is suggested that there are four situations in which the concept of representation can be invoked, and that differing situations should be evaluated by different approaches. They are namely "formalistic representation", "symbolic representation", "descriptive representation" and "substantive representation".

Table 2. Four views of representation

(Pitkin, 1967 cited in Davoudi, 2013, p.5)

Forms of representation	Strategic Question
Formalistic	Do they *speak* for the represented?
Symbolic	Do they *stand* for the represented?
Descriptive	Do they *resemble* the represented?
Substantive	Do they *act* for the represented?

As shown in Table 2, among the four forms of representation, the descriptive form of representation involves examining whether the representatives sufficiently resemble the represented by assessing the level of accuracy of common interests and experiences that are shared among them (Pitkin, 1967; Davoudi and Cowie, 2013; Dovi, 2015, p.6). This appears to be the most suitable form of representation to evaluate the representativeness of the neighbourhood forums. As the neighbourhood planning policy promotes to grant power to the people and offer them the ability to make concrete decisions for their neighbourhoods, it is reasonable to presume that the policy aims to maximise the level of resemblance between the representatives and the represented. This can be seen from the fact that the members of a neighbourhood forum are self-elected local stakeholders, and that they share mutual concerns, experiences and interests as the represented. Hence, the descriptive view of representation appears to be the most appropriate angle to determine the representativeness of the neighbourhood forums.

Within the forum there are broad categorisations in grouping various types of member, such as businesses, residents, students, developers and so on. Yet, this set of broad categorisations may pose a problem on representation because the category of "residents" does not necessarily

represent both marginalised as well as vocal residents. Similarly, the category of "businesses" does not necessarily represent small scale independent businesses as well as large scale businesses. Thus, this could gives rise to situations where the "active voices" overshadowing the marginalised and disadvantaged, failing to truly reflect and represent the diverse range of values and interests of the neighbourhood (Gallent, et al., 2013; Davoudi and Cowie, 2013). Hence, from the descriptive view of representation, this appears to be a critical issue of the neighbourhood planning policy that might have to be dealt with, or the degree of representativeness could otherwise be undermined.

Accordingly, it is also argued that these broad categorisations can bring about further marginalisation by failing to recognise differences. The fact that every individual possesses multiple identities should be acknowledged, and such broad categorisations of groups could overlook these diversities within groups as well as individuals (Beebeejaun, 2006), which may lead to the composition of neighbourhood planning bodies being confined to the "usual suspects" (Davoudi and Cowie, 2013, p.564; Holman and Rydin, 2013, p.7). As a result, some criticise that the institution of neighbourhood planning is a tool that "vest[s] plan-making in a notionally autonomous locally constituted body, and address[es] residents as a collective identity rather than an amorphous and individually imagined public" (Bradley, 2015, p.103; Colomb, 2017, p.127). Consequently, Colomb (2017, p.140) deduced that instead of representing genuine diversity, many neighbourhood forums actually reinforce political disputes and social inequalities, which often leads to the stirring up of social conflicts.

2.6 Summary

Various past studies in the realm of public participation have indicated the significance as well as the practical difficulties in achieving effective community engagements that foster inclusive participation. As the launch of

neighbourhood planning is said to be a response to debates regarding the bureaucratic cultures of planning, this dissertation will therefore seek to explore this domain through the scrutiny of a case study in the attempts to gain a better comprehension of the collaborative democracy that is widely advocated under the framework of neighbourhood planning.

3. Methodology

3.1 Introduction

This dissertation aims to explore on the situation, potential issues, underlying causes and possible mitigations of the community engagement aspect of the RRBNF. The method of qualitative research was utilised as the main approach in gaining an in-depth understanding of this study. In particular, the case study of Roman Road Bow is executed through the means of semi-structured interviews and analysis on secondary research.

3.2 Case study

According to Bryman (2012, p.66), a case study entails the detailed and intensive analysis of a single case. It is believed that the employment of a case study design enables in-depth investigation and understanding of the community engagement processes in neighbourhood forum (Hartley, 1994 cited in Cassell, et al., 1998), which suits the descriptive nature of this research. Accordingly, as London is being considered as a "hyper-diverse" city (Raco, et al., 2017), the Roman Road Bow neighbourhood planning area embodies this characteristic with its diverse socio-demographic profile (Office of National Statistics (ONS), 2011a; ONS, 2011b; London Borough of Tower Hamlets (LBTH), 2014a; LBTH, 2014b), which offers an ideal context to depict the research question on the agenda. According to Yin's distinction of types of case (2009, p.48 cited in Bryman, 2012, p.70), this case study appears to be under the typology of "representative or typical case", which captures the circumstances and conditions of a commonplace situation that is suitable for this research. Therefore, the RRBNF is selected as the case study of this research.

3.3 Semi-structured interviews

In order to investigate on the what, why and how aspects of RRBNF's community engagement events as well as the committee's personal opinions and experiences from these community engagement processes, semi-structured interviews were carried out. Despite that a list of predetermined questions that were primarily based on the findings of the literature review and discussions with the dissertation supervisor were prepared for the interviews, the nature of semi-structured interviews aims to unfold a conversational manner which could offer the interviewees opportunities to discuss issues that they feel are important (Longhurst, 2010). This form of interview puts forward an approachable tone which successfully provided space for the interviewees to explore around the topic as well as touch upon impromptu but profound subject matters that may be useful for this research (Longhurst, 2010). (See Appendix for interview questions.)

The interviews were arranged to cater to each interviewee's schedule and they were conducted over a period from mid-July to early August 2019. In consideration of the interviewees' work schedules, each interview was intended to last for approximately 30 minutes. Besides, each interview was audio recorded to ensure that the notes taken would correctly represent their responses, in which the informed consent of each interviewee was given through the form of written consent form.

Essentially, four members of the RRBNF steering committee were invited for individual interviews as they were the most engaging members of the forum. In addition, the planning officer of the place-making team of the London Borough of Tower Hamlets (LBTH), who had been the officer in charge of the RRBNF from the beginning of its designation to earlier this year was also invited for an interview. All interviewees were invited to individual

interviews through emails and were clearly informed of the research purpose and the aims of each of the interview.

Table 3. Background information of the interviews

Respondent	Position	Occupation	Length	Form
Respondent 1 **(R1)**	Planning officer in charge of the RRBNF	Planning officer	30 minutes	Via telephone
Respondent 2 **(R2)**	Chair of the RRBNF	Chief Operating Officer for Government Digital Service	30 minutes	Face to face
Respondent 3 **(R3)**	Fundraising officer of RRBNF Committee	Retired	30 minutes	Face to face
Respondent 4 **(R4)**	Member of RRBNF Committee and Director of Architecture of the Roman Road Trust (RRT)	Architect and academic	30 minutes	Face to face
Respondent 5 **(R5)**	Planning and Development Advisor of the RRBNF Committee	Architect, urban designer and project manager	40 minutes	Face to face

3.4 Document review

In order to gain a thorough comprehension of the RRBNF's community engagement approach as well as the demographic and socio-

economic background of the neighbourhood, analysis on secondary research were carried out through the means of document review. This includes the RRBNF's community engagement report on a five-months public consultation (RRBNF, 2019a), the borough profile (LBTH, 2018), ward profiles (LBTH, 2014a; LBTH 2014b), local area reports (ONS, 2011a; ONS, 2011b), and the minutes of the RRBNF steering committee monthly meetings (RRBNF, 2019b). These documents have provided the socio-demographic features of Roman Road Bow as well as the RRBNF's accomplishments in the community engagement aspect, which contributed significantly to the portrayal of the background of the case study.

3.5 Methodology limitations

In order to gather a comprehensive account of the process of RRBNF's community engagement approach, interview invitations were sent to various stakeholders of the neighbourhood. Apart from the RRBNF steering committee members and the planning officer in charge, invitation emails were also sent to the Councillor of Bow East (Deputy Mayor and Cabinet Member for Planning, Air Quality and Tackling Poverty), Councillor of Bow West (Deputy Mayor and Cabinet Member for Community Safety and Equalities), and one of the authors of the RRBNF community engagement report, who was once the community development advisor of the RRBNF and is a founder of a local community development group, Public Works Ltd (RRT, 2016). Yet, these interview invitations were politely rejected due to understandable busy work schedules, which unfortunately limited this research from gaining a more comprehensive interpretation on the RRBNF's community engagement approach as well as some political perceptions on community engagement of neighbourhood planning as a whole. Besides, given that this is a case study research on the RRBNF, it is appreciated that the findings of the research are only indications of settings that are of a particular set of circumstances and conditions, and cannot be applied generally to other cases (Bryman, 2012, p.69).

3.6 Ethical issues

It is considered that this research may involve an ethical risk concerning sensitive topics. As there were analysis on the backgrounds of the forum members as well as the attendees of the community engagement events, this dissertation touched upon sensitive topics, for instance, gender and ethnic status. In response to this issue, the approach in examining existing data was adopted instead of embarking on new inquiries that may cause unnecessary inconvenience to anyone concerned. It is believed that the better option in gathering information would be to conduct secondary analysis of existing data as informed consent had been granted beforehand (Social Research Association (SRA), 2003, p.26). In this dissertation, apart from the interviews, all data are secondary data that were collected by either the forum or the government. Besides, principles of confidentiality and anonymity are maintained to protect the participants' rights and privacy. Hence, it is believed that this issue is avoided quite successfully.

4. Background of Case Study

4.1 Roman Road Bow neighbourhood planning area ('Area')

The Area (see Figure 2) is situated at the north-eastern quadrant of the London Borough of Tower Hamlets in East London. It consists of two wards, namely "Bow East" and "Bow West". To the east of the Area lies the Olympic Park and Olympic Stadium, as well as Stratford Westfield, one of the largest shopping centres in Europe. To the south sits another major employment hub, Canary Wharf, which is circa 2.5 miles from the Area (LBTH, 2010). The inner parts of the Area is predominantly made up of residential units. There has been an explosion of housing developments with 13 housing developments situated throughout the Area within the period of 2010-2015 (RRT, 2015). Thus, the Roman Road High Street, which lies horizontally at the centre of the Area forms the spine of the neighbourhood with local retails and businesses clustered on it. (LBTH, 2009, p.80) The outer parts of the Area are nevertheless surrounded by an abundance of green and blue infrastructures that richly encircle the area. This includes the Mile End Park on the west, Victoria Park on the north as well as River Lea on the East.
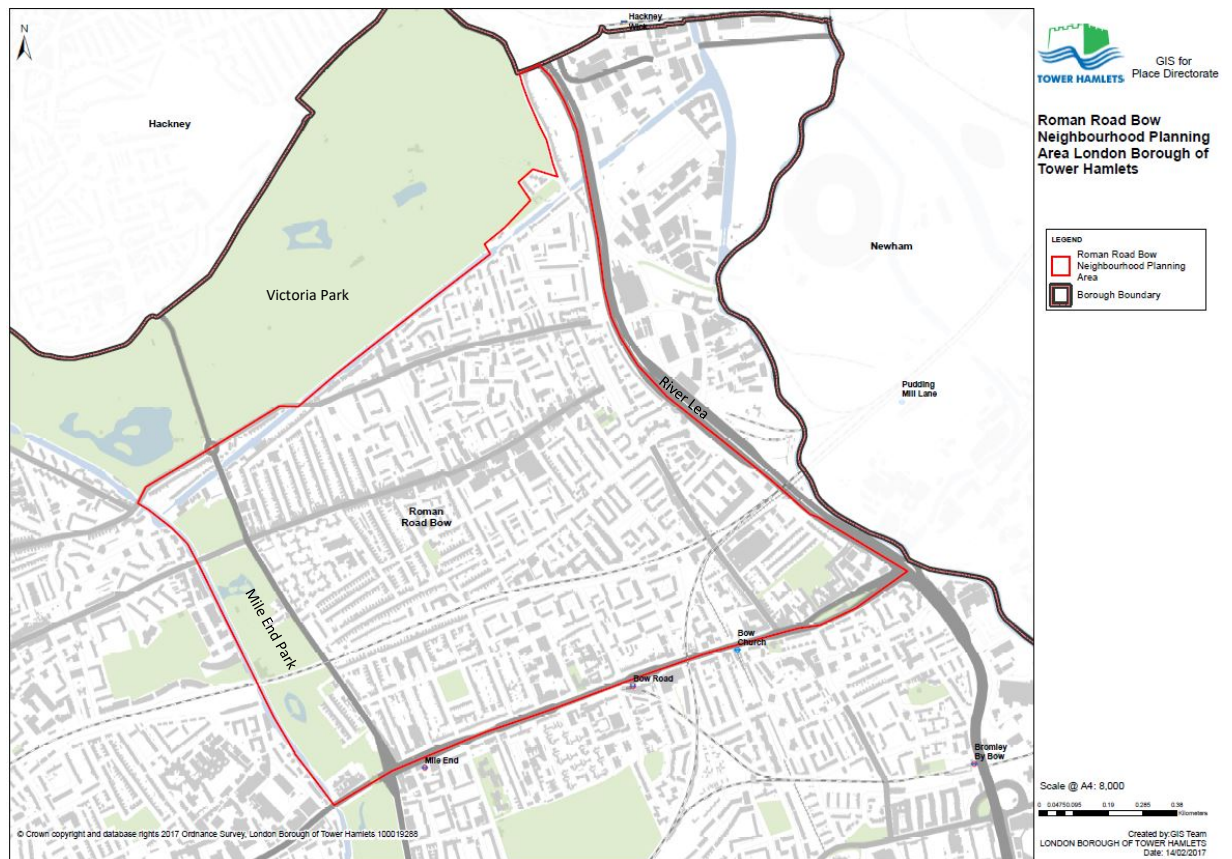
Figure 2. Roman Road Bow neighbourhood planning area (LBTH, 2017a)

4.2 Area profile[1]

According to the RRBNF's community engagement report (2019a), there are approximately 20,000 residents in the Area. The Area has a fairly equal gender split of 49.4% male and 50.6% female. In general, the Area consists of a younger population with a significant proportion of 55% in the age group of 20-44, while the proportion of the residents in Roman Road Bow aged 65+ is at 7.6%, which is higher than the borough average of 6.1%. (LBTH, 2014a; LBTH 2014b).

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[1] The statistics of the Area profile are produced through calculating the mean of each category based on the two wards profiles.

The three largest ethnic groups in LBTH, namely, White British, Bangladeshi and White Other account for 78.5% of all residents in the Area. For the White British ethnic group, it makes up around 50% of the residents within the Area, whereas the black and minority ethnicity (BME) account for 40.5% of the population (LBTH, 2014a; LBTH 2014b). In particular, nearly 20% of the population in the neighbourhood are residents of Bangladeshi origin, which is the second largest ethnic group in the Area (LBTH, 2014a; LBTH 2014b). Regarding the religion aspect, there are predominantly 34.7% of Christians, followed by 22% of Muslims. Even though the Sikh and Hindu are both very small groups in LBTH, the Bow West ward has the largest number of Sikh's and the highest proportion of Hindu's when compared to the rest of the borough (LBTH, 2014a; LBTH 2014b). Hence, it is recognised that the Roman Road Bow neighbourhood is a very diverse area that possesses a wide range of identities and cultures.

4.3 Roman Road Bow Neighbourhood Forum ('RRBNF')

The RRBNF was initiated by the Roman Road Trust (RRT), an economic and community development organisation that has been working in the area since 2013 (RRT, 2016). The RRBNF was established to lead the production of an NDP in the pursuit of improving the Area's "social, economic and environmental well-being" (RRBNF, 2016). A year prior to the approval of the neighbourhood forum application, the RRBNF has commenced a series of community engagement activities that aims to involve the local community as much as possible. This includes public consultation meetings, contacting various community groups and faith groups, walking tour with residents, holding market stalls, participating in community fair, handing out translated flyers, and maintaining online presence (LBTH, 2017b). Even though the RRBNF managed to reach 250 members when they apply for the approval of the neighbourhood planning forum, it was nevertheless highlighted that the RRBNF recognised the neighbourhood's diversity, and it acknowledged that

continuous effort must be invested in increasing the number as well as widening the inclusion of the membership (LBTH, 2017b). Subsequently, the RRBNF carried out an extensive public consultation that took place from October 2017 to February 2018 in which the community engagement report of this event was published in March 2019 (RRBNF, 2019a). Currently, the steering committee of the RRBNF consists of seven members, with four members who have been part of the committee since the establishment of the RRBNF. They are in the course of evidence building as well as public consultation for the development of the NDP (RRBNF, 2019b). (See Figure 3.)

Besides, it is also worth noting that the RRT plays a significant role in supporting the RRBNF to facilitating a range of community engagement events (LBTH, 2017b). As the RRT possesses an extensive network of contact with the Area's local businesses community groups and individuals, it has been the key point of contact and has provided a good basis for the RRBNF in expanding its membership.

2016
• **February -** The Inaugural Public Meeting by RRT.
• **March** - First Committee meeting
• **April -** Commenced a series of community engagement events.

2017
• **February** - Designation of 'Area' approved.
• **August** - Designation of 'Forum' approved.
• **October** - Commenced of a period of five months public consultation.

2018
• **February** - Completion of the public consultation.
• **March onwards** - Continue to build participation and evidence for the NDP.

2019
• **March** - Published the 'Community Engagement Report'.
• **April** - Organised an evidence building workshop at the Annual General Meeting.
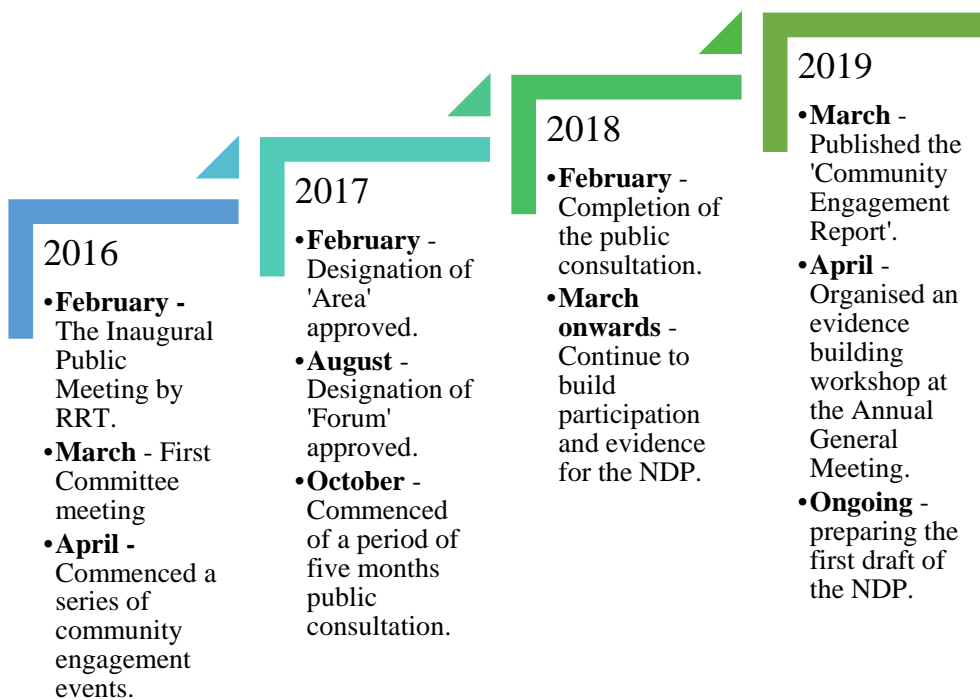• **Ongoing** - preparing the first draft of the NDP.

Figure 3. Timeline of the RRBNF's main events

5. Findings and analysis

5.1 Introduction

The following presents research findings on the case study of Roman Road Bow regarding the conditions of factors that give rise to effective community engagement under the neighbourhood planning framework. In particular, this section aims to respond to the three research objectives:

1. To explore the participation attitudes of the RRBNF and the local community.
2. To investigate on the representativeness of the RRBNF committee and its broader membership.
3. To assess the effectiveness of the community engagement events adopted by the RRBNF and examine the underlying reasons that caused such outcomes.

5.2 Participation attitudes of the RRBNF and the local community

The pursuit of effective community engagement in the participatory process of neighbourhood planning is heavily reliant on the operation of the neighbourhood planning body. As mentioned by Gallent and Robinson (2012, p.181), neighbourhood planning bodies are crucial actors in bridging local communities to service providers, as well as important facilitators in widening inclusion and diversity into the participatory process. Thus, it is undeniable that neighbourhood forums are tasked with the huge responsibility in keeping up the momentum of the planning process, in which the RRBNF is no exception.

Since neighbourhood planning is a community-led planning policy, it is essential for the forum to play an active role engaging the locals and be the

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driving force in producing an NDP. According to Agger (2012, p.32), he referred to citizens who are active in participatory governance as "active citizens', and they are characterised by possessing specifically three types of resource that can be drawn upon for participation. The first resource is "relational resources", which involves the network capabilities that enable the community to act. Regarding the RRBNF steering committee, two of the committee members are also on the board of directors of the RRT, which is a significant organisation in supporting the forum. As mentioned in Ch.4, the RRT shares an extensive network with various partners of the neighbourhood, such as local education institutions, art bodies, social enterprises, community development groups and housing associations (LBTH, 2017b). Subsequently, this relational resources of the RRBNF has enabled the building of connections with various organisations and assisted the RRBNF in facilitating community engagement events. Consequently, the RRBNF has been empowered to involve a wider population when organising community engagement activities as well as to enhance the network power between the forum and various communities and individuals of the area (Booher and innes, 2002). Hence, it appears that the RRBNF committee possesses an adequate level of relational resources.

The second resource is "knowledge resources", which involves the committee members' personal capabilities in comprehending certain professional knowledge and skills when dealing with the formalities of planning (Agger, 2012, p.32). Out of the seven committee members, four of them are trained architects with certain planning experiences, whereas the other members work in other professional fields, including IT, social work and others. This demonstrates that the RRBNF committee has an assorted set of skills and knowledge with a rich accrual of expertise in the built-environment aspect. It is believed that this set of circumstances is most definitely helpful for the forum by smoothening the technical process when developing the NDP.

Finally, the third resource is "time" (Agger, 2012, p.32), which is unfortunately the most insufficient resource of the RRBNF committee. Of the seven committee members, all but one work full time. Although this situation has inevitably prolonged the planning process, which is already a lengthy and heavy task to begin with, most of the committee members have been dedicating a significant amount of their free time for the forum. Therefore, even though the "time" resource may not be as rich as the other two resources, the fact that a majority of the committee has been volunteering their free time as much as possible for the past few years is sufficient to demonstrate their tenacity for the forum and to infer that the steering committee has been making every effort. Thus, it is reasonable to deduce that the RRBNF committee is a group of "active citizens" who have been leading the community in carrying out neighbourhood planning, which is a prerequisite in pursuing effective community engagement during the participatory process.

Apart from these seven active members, there are also approximately 250 broader membership of the RRBNF. In general, the findings suggest that they have involved in the forum duties in a more limited and passive way, such as signing up to the forum's newsletter, completing questionnaires or attending occasional meetings as indicated by interviewee **R2**. As there are approximately 20,000 residents in the neighbourhood (RRBNF, 2019a), it can be imagined that the amount of workload that are placed on the committee's shoulder is immensely overwhelming, which has led to much difficulties for the committee members to lead the community and steer an effective planning process as expressed by interviewees **R5** and **R3**:

"What frustrates me in neighbourhood planning is that everybody is expected to volunteer, so councils are expected to put in their time unsubsidised, local people are expected to put in their time for free…and also these planning consultants that do help write neighbourhood plans, they are not getting paid huge amount size, it's sort of a whole cut-price process" **(R5)**;

"It's also been surprising that even people who are sort of well-resourced often only get involved for a short time, for example, we've really struggled in the area of media and communications, we've had people coming off working at the BBC, people from Queen Mary College University saying 'yes,

I'm really keen to be involved,' and come for a month or two and then drop out" **(R3).**

From October 2017 to February 2018, a period of five-months public consultation project was carried out with seven events being organised throughout the Area (RRBNF, 2019a). Nevertheless, the average number of participants in each event was roughly 10 participants (RRBNF, 2019a), which exhibited the uninterested attitude that are held by the majority of the neighbourhood. It is believed that such indifference is a feature of the "collective action problem" (Rydin and Pennington, 2000) that is in correlation with the proportion of social capital that is shared within the neighbourhood (Holman and Rydin, 2013, p.77) and this will be discussed in detail in section 5.4.

Therefore, apart from the seven active committee members and the 250 passive forum members, it can be seen that the majority of the 20,000 local community appears to have held a rather apathetic attitude towards neighbourhood planning, which has caused a great hindrance to the forum's pursuit in effective community engagement.

5.3 Representativeness of the RRBNF and its broader membership

As mentioned by the affectedness principle, "all those affected by an issue should be involved in its deliberation" (Barnett, 2011, p.281). Thus, in order to achieve successful collaborative democracy in neighbourhood planning, the presence of effective community engagement is vital in reflecting a full range of values and interests that represent the local community. Accordingly, apart from the proactive characteristic of the RRBNF, a high level of representativeness of the forum and the attendees of

community engagement in reflecting the diverse socio-demographic of the neighbourhood are also indispensable requirements.

Regarding the committee members, it is mentioned earlier that four out of the seven committee members are trained architects with certain planning experiences, while the other members are also working in or once worked in other professional fields, such as IT, social work and others. On one hand, with the rich accumulation of skills and knowledge within the committee, this situation is certainly beneficial for the forum in handling the technical aspects of the NDP. Yet, on the other hand, the homogenous backgrounds of the committee members may pose problems regarding issues of diversity and representativeness (Gallent, et al., 2013). In response to questions of the composition and representativeness of the forum committee, all of the committee interviewees share similar responses:

"I think it's mainly been middle class people who had a good education and who have the time and resources to get involved" **(R3)**;

"They are all white, they are mostly middle class, they all live in the area. In general, I'd say three quarters of the steering group have a professional interest in the built environment" **(R4)**;

"the committee is very small, [(R4), another committee member] and I all got architecture background, I've got more sort of planning experience...so having people with some built environment expertise really helps...I'd say it's pretty diverse, I mean there are more women than men, although it's not very ethnically diverse" **(R5)**.

Thus, it can be deduced that the composition of the committee is all white and predominantly professional middle class with a proportionate mix of gender. However, given that there are approximately 40.5% of residents of BME origins and nearly 20% of Bangladeshi living in the neighbourhood, it appears that the ethnic composition of the committee does not fully represent the socio-demographic diversity of Roman Road Bow. Accordingly, this situation displays the view of Gallent, et al., (2013, p.577) in regard of the community of neighbourhood planning. It is suggested that the "'active voices' within a community are often those of educated and highly articulate middle-class residents." Similarly, this view is also supported by Colomb

(2017, p.128), where she indicated that the "articulate, educated and wealthy individuals and social groups" are very often the main actors that dominate and mobilise the formal participatory channels.

As for the composition and representativeness of the general membership of the RRBNF, precise data of their membership is unavailable due to reasons of privacy. Nevertheless, according to the interview responses from the committee members, the composition of the broader membership appears to be similar to the composition of the RRBNF committee:

"I would say predominantly white middle class, not all English White, some people from other European backgrounds…tends to be young professionals" **(R2)**;

"members in general, again, slightly whiter demographic, they are all white, the age range is a bit bigger in the membership group, they are often associated with local community groups like schools, playground forums things like that. People have already shown an interest [in] helping maintain community groups" **(R4)**.

Since approximately half of the population in the neighbourhood is made up of White British as mentioned in Ch.4, it is understandable that the composition of the 250 broader forum membership is predominantly white demographic. However, applying Pitkin's descriptive representation assessment (1967) as mentioned in Ch.2, there appears to be only a modest level of resemblance between the representative (the RRBNF as a whole) and those who are being represented (the rest of the 20,000 local residents). Besides, as identified by interviewee R4 that the members in general "are often associated with local community groups", this suggests that the wider membership of the RRBNF are more or less limited to the "usual suspects" (Davoudi and Cowie, 2013, p.564; Bradley, 2015, p.104). Hence, it is inferred that the representatives in both the committee and the broader membership of the forum appear to have lacked the necessary ethnic diversity and are limited to the "active voices" (Gallent, et al., 2013). It is believed that the communities will always be divided into the "active voices" and the "non-participants". Accordingly, as the majority of the population in the

neighbourhood seems to have acted as the "non-participants", any opinions on the NDP will be expressed by those who are willing to voice out their thoughts.

Hence, as "active voices" are generally easier to engage with, while 'non-participants' are always being neglected (Gallent, et al., 2013, p.577), this situation will inevitably pose the risk of neighbourhood planning reassuring the influence of these "active voices" and as a consequence, empowering a narrow set of interests.

5.4 Effectiveness of the community engagement events

Given the context of the RRBNF as analysed above, the authenticity of the forum's community representation under the neighbourhood planning framework is questioned. The authenticity of the representation is greatly determined by the effectiveness of the community engagement events, but it is believed that such effectiveness is not only related to the nature of the community engagement approaches that are adopted by the forum, but is also highly correlated with the proportion of social capital that are shared among the local communities (Rydin and Pennington, 2000; Gallent and Robinson, 2012; Holman and Rydin, 2013).

From October 2017 to February 2018, the RRBNF carried out a period of five-months public consultation that put forward a range of community engagement events to connect with the wider population (RRBNF, 2019a). This includes arranging events in neighbourhoods in collaboration with community ambassadors and residents, engaging children through school activities, devising walking tours in the local area, and the use of a digital platform called Placecheck where residents can place opinions on an interactive map regarding the Area (RRBNF, 2019a). Besides, various informal events were also organised in the attempts to involving the hard-to-reach groups, such as community garden projects and cultural projects that

are aimed to connect with people through one-to-one conversation instead of formalised sessions (RRBNF, 2019a, p.36). All of the interviewees agree that one of the main hard-to-reach groups in the neighbourhood is the Bengali Community and the committee members have proactively attempted to make connections with them. One interviewee has particularly illustrated his experience in trying to connect with the Bengali community:

"I've visited the Bow Muslim Mosque in the Roman Road market and recently went to an open day that the Mosque had and talked with people there, but it has been very hard. People say they will come back to me, but they don't" **(R3)**.

Apart from the Bengali community, two interviewees also mentioned the transitory community to be one of the hard-to-reach groups as well:

"Transitory community? People who may be are younger, who might be renting an area for a short amount of time but aren't necessarily having lived there for a long time or not planning to, so that'd be quite hard to engage people in thinking about what the future of that area looks like" **(R1)**;

"And then some of those communities are very transient, people don't live in the area for a very long time, there are lots of rented properties, people move in and out a lot, so we've found that even in the committee if people want to engage and support, they'll be a part of the committee and then they'll move away" **(R2)**.

Despite the fact that so much effort has been invested in engaging with the local communities, especially the hard-to-reach groups, the results did not appear to be very successful. Regarding the range of formal community engagement events, the attendance rate was approximately 10 people per event and the attendees were 80% white British, 12% European and 8% Asian. Regarding the informal engagement activities, there is not any official data available, but the committee member (interviewee R2) reflected that the outcomes of those events were not very fruitful either as the attendance rate was relatively modest as well.

Hence, judging from the results of these neighbourhood planning community engagement events, it appears that they were not very successful

gateways in getting people to attend and have conversations, let alone touching upon the subject of neighbourhood planning. However, it is believed that the main underlying causes of these drawbacks do not necessarily lie within the nature of these engagement events and activities, but on the misconception that a strong and secure social capital has been in existence to support a community-led planning project. When the interviewees were asked about their thoughts on the possible reasons that lead to these communities to become hard-to-reach:

"I think it's a challenge in the area where you've got different communities living in the same area and people like to interact with their own communities" **(R2)**;

"It probably seems [to] [be] quite an alien process to many members of the Bengali community" **(R3)**;

"They have many struggles, understandably, more likely occupied with surviving in the community and making ends meet, and it's a huge luxury for many to get involved in neighbourhood planning" **(R3)**;

"This is not an area that is part of their day to day concern. Of course they live and work there but they don't have the cultural capital, they don't have the habituated idea that you can affect the local government in this way" **(R4)**;

"Even though you might live around the corner from people, people could live very parallel lives" **(R1)**;

"There perhaps is just not enough of a threat to people's daily lives. It's not affecting jobs and people sort of put up with a lot if they don't see the impact is immediate or threatening if it's just slowly declining" **(R5)**.

One common theme that can be deduced from these responses is the absence of a shared common norm among the local communities. It appears that not only the hard-to-reach groups, but also the majority of the population in the neighbourhood has made the active choice of non-participation and executed varying degrees of self-exclusion from neighbourhood planning. As elaborated by Cornwall (2008, p.279), there can be many reasons for non-participation, for instance, work schedules, family commitments, fear of reprisals in discussions, confidence issues, cultural and religion concerns, and many others. From the responses of the interviewees, it seems that these

reasons resonate with the "non-participants" of the neighbourhood. Thus, it is denoted that the local community currently does not possess a shared identity, purpose or any kind of key norm that is momentous enough in building commitment, and encourage people to reframe their incentive structure so as to participate in this type of collective activity (Holman and Rydin, 2013, p.77).

Therefore, in order to carry out successful community engagement under the neighbourhood planning framework, the emphasis in strengthening the social capital of the neighbourhood is inevitable.

5.5 Possible mitigations

Neighbourhood planning is a powerful tool that can enable people to escalate their participations in collaborative projects and rise from the rank of mere "Tokenism" to "Citizen Power" (Arnstein, 1969, p.217). Yet, such transition is not an effortless process and ample social capital among the local community is indispensable in supporting this leap. As mentioned in Ch.2, network power can be optimised at its most effective state when the three prerequisite conditions are fulfilled, namely, diversity in actors, interdependence among actors and authentic dialogue (Booher and Innes, 2002). In time, this can strengthen social capital and fabricate bonding between people. However, in the context of RRBNF, the issue lies with the requirement of diversity. As suggested by Gallent and Robinson (2012, p.72), social capital and network power share a "cyclical relationship" where social capital is a product of network power as well as the raw material that fuels further empowerment. Therefore, it is concluded that more resources should be invested in strengthening social capital in order to achieve effective community engagement, and thenceforth, facilitating a diverse and inclusive collaboration under the neighbourhood planning framework.

When the interviewees were asked about their thoughts on solutions or fundamental changes that are needed to ensure inclusive community engagement for neighbourhood planning in the long run, they provided similar responses:

"I think some sort of funding to support to gather data and actually have some advice on how you can engage sort of ethnic minorities, or particular groups with people who are either excluded or just didn't engage, it would be helpful. The council has been helpful, but they have one person and that's only part of their job" **(R5)**;

"fundamentally, you need to put some more money into it...local authorities can't afford to provide the support to forums which don't have any professional background or understanding of planning, don't have the capacity to provide them with the additional support that they need, and the forums don't have the support they need to even things like printing leaflets in a range of languages, and you know, having a mobile phone that you know, someone can regularly pick up" **(R1)**;

"if we found a person who could just manage the twitter account and do lots of tweets that would be great, but we've never been able to find that person... if we have someone who could break that language barrier down...I think those kinds of things would really help with engagement" **(R2)**;

"We are struggling with the area of communications, we haven't got a person in the committee who is leading on that and we should be therefore be doing much more just to make people aware of the neighbourhood forum and the plan to get people involved" **(R3)**.

It can be inferred from the responses that there is a desperate demand of both human and capital resources from the RRBNF in gaining support into discovering the different voices of the neighbourhood, techniques that the forum could adopt in reaching these voices, and eventually filling the gaps between these differing voices through community engagement. In this context, it can be seen that the language and communication aspect is one of the significant but weaker capitals of the Roman Road Bow neighbourhood. Subsequently, if more resources can be invested in enabling the communications between various local communities, this could give rise to strengthening of this weak tie, enhancing chances of bonding over shared key norms, and eventually the binding of these diverse groups. This process of bridging social capital through reinforcing the weak ties that are shared

among heterogenous groups is being described as "sociological WD40" (Putnam, 2000, p.19 cited in Holman and Rydin, 2013, p.75), in which these diverse groups can be equipped with the necessary social capital and fabricate more networks with the wider community (Elliot et al. 2010 cited in Holman and Rydin, 2013, p.75).

Even though the social capacity of the neighbourhood will not be enriched overnight, it is believed that such financial resources can nevertheless cast an immediate impact in assisting the RRBNF to keep up the momentum. For instance, all of the interviewees have mentioned that the language barrier has been a difficult challenge that impeded the forum from progressing efficiently. Thus, all of them have suggested that one of the main expenses of such financial resources would be to hire people in carrying out translation services. Besides, the absence of an active social media presence is another issue that the RRBNF faces. One interviewee indicated that people could be expressing opinions regarding neighbourhood planning on social media and not to the forum:

"I have one couple, who are friends, and they've been living here for a while, they have a young son, and they're on a Facebook group, which is 'Parents in Bow', and people discussed neighbourhood plans in that Facebook group, but not things they would ever come to us directly with, so that was really interesting" **(R2)**.

This once again resonates with the concept of non-participation as mentioned by Cornwall (2008, p.279), and it demonstrates that even though people do not participate in the community engagement events that are organised by the forum, it does not necessarily mean that they are absolutely indifferent towards neighbourhood planning. Therefore, the committee members also recognise that hiring people to keep an active social media presence of the forum as well as keeping track of any happenings that are similar to the Facebook group, "Parents in Bow", will be useful for community engagement. The above suggestions are believed to have not only immediate effects on the specific issues that the RRBNF is currently facing, but also to have enduring and profound impacts on the enhancement of social capital in the long run.

Moreover, more resources in organising informal community engagement activities is also another suggestion. One interviewee indicated that the informal means of community engagement adopted by the RRBNF were not complete failures:

"I don't think it's a wholly flawed project…and I think there were a couple of phases of the "Orchard Project", which indicated there was success to some extent as there were returning customers" **(R4)**.

Hence, if more resources are allocated in supporting the informal means of community engagement, the shared key norms can then be generated and developed, which will enable the social capital of the neighbourhood to be formed progressively.

Ultimately, it is believed that such enriched social capital may provide the solutions and innovations needed to overcome conflicts that hinders engagement progression without the need of any direct action. As described by Gallent and Robinson (2012, p.72) the social capital will "grease the wheels of the broader process from which solutions flow". However, it should be noted that for the cycle of network power and social capital to advance continuously, the presence of the other two prerequisite conditions (interdependence among actors and authentic dialogue) in operating effective network power are indispensable and should not be neglected.

6. Conclusion

Under the era of localism, neighbour planning is believed to be a genuine community-led planning institution that upholds the concept of collaborative democracy. Today, eight years since the initiation of this institution, various information regarding the processes of such collaborative democracy are becoming increasingly accessible, which offers a good window for in-depth research regarding the effectiveness of neighbourhood planning as a platform in giving power to the people. Hence, the Roman Road Bow, an area in East London that possesses a diverse socio-demographic background was chosen as the case study for this dissertation through the execution of semi-structured interviews and literature/document review. In order to gain a detailed grasp of the community engagement aspect of neighbourhood planning in Roman Road Bow, three research objectives were identified. This involves the exploration on the participation attitudes of the forum and the local community, the investigation on the representativeness of the forum committee and its broader membership, and lastly, the examination on the effectiveness of the community engagement events adopted by the forum as well as the underlying reasons that caused such outcomes.

The findings of this research concludes that apart from the seven active committee members and the 250 passive members, it is inferred that the majority of the 20,000 local residents appears to have held a fairly apathetic attitude towards neighbourhood planning, which is evident to be a serious impediment to the forum's pursuit in effective community engagement. In addition, the homogenous backgrounds of the committee members as well as the broader membership reflect the situation that the RRBNF representatives are confined to the "usual suspects" (Davoudi and Cowie, 2013, p.564), who are in many cases the "active voices" of the community (Gallent, et al., 2013). Consequently, such findings suggest that the absence of necessary ethnic diversity and inclusive representativeness in

the RRBNF pose the danger of reassuring the influence of these "active voices" and as a result, empowering a narrow set of interests. Besides, even though the RRBNF has paid much effort in coming up with innovative engaging methods in the attempts of widening the diversity and inclusion of the membership, the outcomes did not appear to be very successful. Accordingly, this research has discovered that the main underlying causes of these drawbacks do not necessarily lie within the nature of the engagement events, but on the fallacy that a strong and secure social capital has been in existence to support a community-led planning project.

In order to enable locals to escalate their participations in collaborative projects from mere "Tokenism" to "Citizen Power" (Arnstein, 1969, p.217), it is found that ample social capital among the local community is indispensable in supporting such transition. The findings indicate that network power can be optimised at its most effective state when the three prerequisite conditions are fulfilled, namely, diversity in actors, interdependence among actors and authentic dialogue (Booher and Innes, 2002). As social capital and network power share a "cyclical relationship" where social capital is a product of network power as well as the raw material that fuels further empowerment, it is believed that enhancing social capital can strengthen network power through fabrications of bonding between people, which will eventually circle back to the expansion of social capital. The findings of this case study uncovers that the imminent issue of the RRBNF lies with the diversity of actors, and thus, it is deduced that more human and capital resources should be invested in strengthening social capital in order to achieve effective community engagement, and thenceforth, a diverse and inclusive collaboration under the neighbourhood planning framework.

Additionally, two wider issues regarding this subject matter are worth mentioning. First of all, it should be recognised that widening inclusion does not imply uncritically labelling and defining differing groups into broad

categorisations (Beebeejaun, 2006). The attention to the fact that every individual possesses multiple identities should be acknowledged, and any broad categorisations of groups could overlook these diversities within groups as well as individuals. Therefore, sensitivity of the diverse interests in society is indispensable in the avoidance of reinforcing stereotypes. Secondly, as more information regarding the community engagement process of many neighbourhood forums are becoming increasingly accessible, it would be worthwhile for future studies to undergo further research on the correlation between neighbourhood planning and community engagement, in particular, the elements required that can fuel the continuation of the cyclical relationship between network power and social capital. It is believed that such research is of insurmountable importance in enabling the highly anticipated collaborative democracy to be delivered in a genuine and effectual manner under neighbourhood planning in the long run.

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8. Appendices

1. Please introduce yourself and your role in the Roman Road Bow Neighbourhood Forum.
2. Could you tell me about your journey in becoming a steering committee of the neighbourhood forum?
3. How would you describe the composition of the steering committee and the broader membership of the forum?
4. What are your thoughts on the representativeness of the Roman Road Bow Neighbourhood Forum?
5. Could you tell me about your experience during the community engagement process?
6. Who are the hard-to-reach groups in Roman Road Bow and what are the main obstacles that impede their involvements in neighbourhood planning?
7. In your opinion, what are the solutions or what fundamental changes are needed to ensure inclusive community engagements for neighbourhood planning in the long run?
8. Would you do things differently if there's another time round?
9. Is there anything that you may want to raise or comment on?

Interview Template (B) for planning officer

1. Could you briefly introduce yourself and your role to the Roman Road Bow Neighbourhood Forum?

2. What's the role of the council in assisting the forum to prepare the neighbourhood development plan especially in terms of community engagement?

3. How would you describe the composition of the membership of this forum and what are your thoughts on the representativeness of it?

4. Who are the hard-to-reach groups in Roman Road Bow and what are the main obstacles that impede their involvements in neighbourhood planning?

5. How would you like to describe the main strength/weakness of community-led planning in terms of community engagement and involving a diverse and inclusive participation?

6. In your opinion, what are the solutions or what fundamental changes are needed to ensure inclusive community engagements for neighbourhood planning in the long run?

7. What is/are your aspiration(s) for the cooperation between local authorities and neighbourhood planning in the era of Localism?

8. Is there anything that you may want to raise or comment on?

RISK ASSESSMENT FORM

FIELD / LOCATION WORK

The Approved Code of Practice - Management of Fieldwork should be referred to when completing this form

http://www.ucl.ac.uk/estates/safetynet/guidance/fieldwork/acop.pdf

DEPARTMENT/SECTION: THE BARTLETT SCHOOL OF PLANNING, UCL

LOCATION(S): LONDON, UNITED KINGDOM

PERSONS COVERED BY THE RISK ASSESSMENT: Hiu Tung Myra Yam (Student) and potential interviewees.

BRIEF DESCRIPTION OF FIELDWORK: Interviews will be carried out with Roman Road Bow Neighbourhood Forum members and the planning officer in charge.

Consider, in turn, each hazard (white on black). If **NO** hazard exists select **NO** and move to next hazard section.

If a hazard does exist select **YES** and assess the risks that could arise from that hazard in the risk assessment box.

Where risks are identified that are not adequately controlled they must be brought to the attention of your Departmental Management who should put temporary control measures in place or stop the work. Detail such risks in the final section.

ENVIRONMENT	The environment always represents a safety hazard. Use space below to identify and assess any risks associated with this hazard
e.g. location, climate, terrain, neighbourhood, in outside organizations, pollution, animals.	Examples of risk: adverse weather, illness, hypothermia, assault, getting lost. Is the risk high / medium / low? Low level of risk in general. • Risk of attack/abuse and personal injury.

CONTROL MEASURES	Indicate which procedures are in place to control the identified risk

- ☐ work abroad incorporates Foreign Office advice
- ☐ participants have been trained and given all necessary information
- ☐ only accredited centres are used for rural field work
- ☐ participants will wear appropriate clothing and footwear for the specified environment
- ☐ trained leaders accompany the trip
- ☐ refuge is available
- ☐ work in outside organisations is subject to their having satisfactory H&S procedures in place

| ☒ | OTHER CONTROL MEASURES: please specify any other control measures you have implemented: |

- Avoid areas known to be 'unpleasant'
- Seek information on areas before setting out
- Do no enter unfamiliar neighbourhoods alone.
- Do not carry more money than you need to.

EMERGENCIES	**Where emergencies may arise use space below to identify and assess any risks**
e.g. fire, accidents	Examples of risk: loss of property, loss of life

Low level of risk in general.
- Loss of property
- Loss of life

CONTROL MEASURES	**Indicate which procedures are in place to control the identified risk**

☐	participants have registered with LOCATE at http://www.fco.gov.uk/en/travel-and-living-abroad/
☐	fire fighting equipment is carried on the trip and participants know how to use it
☒	contact numbers for emergency services are known to all participants
☒	participants have means of contacting emergency services
☐	participants have been trained and given all necessary information
☐	a plan for rescue has been formulated, all parties understand the procedure
☐	the plan for rescue /emergency has a reciprocal element
☐	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

FIELDWORK   1   May 2010

EQUIPMENT	**Is equipment used?**	**NO**	**If 'No' move to next hazard** **If 'Yes' use space below to identify and assess any** **risks**
e.g. clothing, outboard motors.	Examples of risk: inappropriate, failure, insufficient training to use or repair, injury. Is the risk high / medium / low ?		

CONTROL MEASURES	**Indicate which procedures are in place to control the identified risk**

- ☐ the departmental written Arrangement for equipment is followed
- ☐ participants have been provided with any necessary equipment appropriate for the work
- ☐ all equipment has been inspected, before issue, by a competent person
- ☐ all users have been advised of correct use
- ☐ special equipment is only issued to persons trained in its use by a competent person
- ☐ OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

LONE WORKING	**Is lone working a possibility?**	**YES**	**If 'No' move to next hazard** **If 'Yes' use space below to identify and assess any** **risks**
e.g. alone or in isolation *lone interviews.*	Examples of risk: difficult to summon help. Is the risk high / medium / low?		

Medium level of risk in general.
- Difficulties in summoning help when required: risk of abuse/attack
- On foot – risks of personal attack/abuse
- Risks to personal safety

CONTROL MEASURES	**Indicate which procedures are in place to control the identified risk**

☐ the departmental written Arrangement for lone/out of hours working for field work is followed

☐ lone or isolated working is not allowed

☐ location, route and expected time of return of lone workers is logged daily before work commences

☐ all workers have the means of raising an alarm in the event of an emergency, e.g. phone, flare, whistle

☐ all workers are fully familiar with emergency procedures

☒ OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

- Where possible carry a mobile phone.
- Specify dates and times of departure and return. If your plans change, inform someone as soon as possible.
- Do not carry valuables or large sums of money unless you need to.
- Whenever possible avoid walking alone at night
- Keep to busy, well lit roads
- Plan your journey in advance
- Make sure valuables are not on display.

FIELDWORK   2   May 2010

ILL HEALTH	The possibility of ill health always represents a safety hazard. Use space below to identify and assess any risks associated with this Hazard.
e.g. accident, illness, personal attack, special personal considerations or vulnerabilities.	Examples of risk: injury, asthma, allergies. Is the risk high / medium / low? Low level of risk in general. • Risk of injury • Risk of illness whilst in the field • Miscellaneous risks

CONTROL MEASURES	Indicate which procedures are in place to control the identified risk

☐	an appropriate number of trained first-aiders and first aid kits are present on the field trip
☐	all participants have had the necessary inoculations/ carry appropriate prophylactics
☐	participants have been advised of the physical demands of the trip and are deemed to be physically suited
☐	participants have been adequate advice on harmful plants, animals and substances they may encounter
☐	participants who require medication have advised the leader of this and carry sufficient medication for their needs
☒	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

- Be aware of where medical supplies or treatment can be bought or received if there is an accident
- Have plans of action and be aware of where help can be sough should an accident occur in a remote location.
- Ensure any necessary medication is carried at all times.

TRANSPORT	Will transport be required	NO		Move to next hazard
		YES	X	Use space below to identify and assess any risks
e.g. hired vehicles	Examples of risk: accidents arising from lack of maintenance, suitability or training			
	Is the risk high / medium / low?			
	Low risk in general • Accidents arising from lack of maintenance.			

CONTROL MEASURES	Indicate which procedures are in place to control the identified risk

☒	only public transport will be used
☐	the vehicle will be hired from a reputable supplier

☐	transport must be properly maintained in compliance with relevant national regulations
☐	drivers comply with UCL Policy on Drivers http://www.ucl.ac.uk/hr/docs/college_drivers.php
☐	drivers have been trained and hold the appropriate licence
☐	there will be more than one driver to prevent driver/operator fatigue, and there will be adequate rest periods
☐	sufficient spare parts carried to meet foreseeable emergencies
☐	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

DEALING WITH THE PUBLIC	**Will people be dealing with public**	**YES**	**If 'No' move to next hazard** **If 'Yes' use space below to identify and assess any** **risks**
e.g. interviews, observing	Examples of risk: personal attack, causing offence, being misinterpreted. Is the risk high / medium / low? Medium level of risk in general • Risk of personal attack/abuse due to misunderstanding of nature of work • Causing offence		

CONTROL MEASURES	**Indicate which procedures are in place to control the identified risk**

☒	all participants are trained in interviewing techniques
☐	interviews are contracted out to a third party
☐	advice and support from local groups has been sought
☐	participants do not wear clothes that might cause offence or attract unwanted attention
☐	interviews are conducted at neutral locations or where neither party could be at risk
☐	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

Medium level of risk in general
- Where possible contact and brief interviewees of the research first over the phone.
- Do not spread your belongings around
- Inform participants how much of their time you will need

FIELDWORK   3   May 2010

WORKING ON OR NEAR WATER	Will people work on or near water?	NO	If 'No' move to next hazard If 'Yes' use space below to identify and assess any risks
e.g. rivers, marshland, sea.	Examples of risk: drowning, malaria, hepatitis A, parasites. Is the risk high / medium / low?		

CONTROL MEASURES	**Indicate which procedures are in place to control the identified risk**

- ☐ lone working on or near water will not be allowed
- ☐ coastguard information is understood; all work takes place outside those times when tides could prove a threat
- ☐ all participants are competent swimmers
- ☐ participants always wear adequate protective equipment, e.g. buoyancy aids, wellingtons
- ☐ boat is operated by a competent person
- ☐ all boats are equipped with an alternative means of propulsion e.g. oars
- ☐ participants have received any appropriate inoculations
- ☐ OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

MANUAL HANDLING (MH)	Do MH activities take place?	NO	If 'No' move to next hazard If 'Yes' use space below to identify and assess any

	risks
e.g. lifting, carrying, moving large or heavy equipment, physical unsuitability for the task.	Examples of risk: strain, cuts, broken bones. Is the risk high / medium / low?

CONTROL MEASURES	**Indicate which procedures are in place to control the identified risk**

- [ ] the departmental written Arrangement for MH is followed
- [ ] the supervisor has attended a MH risk assessment course
- [ ] all tasks are within reasonable limits, persons physically unsuited to the MH task are prohibited from such activities
- [ ] all persons performing MH tasks are adequately trained
- [ ] equipment components will be assembled on site
- [ ] any MH task outside the competence of staff will be done by contractors
- [ ] OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

SUBSTANCES	Will participants work with	NO	If 'No' move to next hazard
			If 'Yes' use space below to identify and assess any
	substances		risks

| *e.g. plants, chemical, biohazard, waste* | Examples of risk: ill health - poisoning, infection, illness, burns, cuts. Is the risk high / medium / low? |

| CONTROL MEASURES | Indicate which procedures are in place to control the identified risk |

- [ ] the departmental written Arrangements for dealing with hazardous substances and waste are followed
- [ ] all participants are given information, training and protective equipment for hazardous substances they may encounter
- [ ] participants who have allergies have advised the leader of this and carry sufficient medication for their needs
- [ ] waste is disposed of in a responsible manner
- [ ] suitable containers are provided for hazardous waste
- [ ] OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

OTHER HAZARDS	Have you identified any other hazards?	NO	If 'No' move to next section
			If 'Yes' use space below to identify and assess any
			risks

| *i.e. any other hazards must be noted and assessed here.* | Hazard: |
| | Risk: is the risk |

| CONTROL MEASURES | Give details of control measures in place to control the identified risks |

Have you identified any risks that are not adequately controlled?

NO	☒	**Move to Declaration**
YES	☐	**Use space below to identify the risk and what action was taken**

Is this project subject to the UCL requirements on the ethics of Non-NHS Human Research?

NO

If yes, please state your Project ID Number

For more information, please refer to: http://ethics.grad.ucl.ac.uk/

DECLARATION	The work will be reassessed whenever there is a significant change and at least annually. Those participating in the work have read the assessment.

Select the appropriate statement:

☒ I the undersigned have assessed the activity and associated risks and declare that there is no significant residual

risk

☒ I the undersigned have assessed the activity and associated risks and declare that the risk will be controlled by

the method(s) listed above

NAME OF SUPERVISOR: Ann Skippers

SIGNATURE OF SUPERVISOR: *Confirmed by email.*   DATE   4 April 2019

FIELDWORK   5   May 2010