Community Involvement in the Restoration of Historic Urban Parks

- with a specific focus on the Heritage Lottery Fund's Urban Parks Programme grant-aided park restoration projects

by

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Chapter Eight
Research Results of Case Studies: Cross-case Analyses

Having examined the case-study restoration projects individually in the previous chapter, the thesis now sets out to look at the similarities and differences among them. This chapter is organised into five main sections. The first section compares a number of aspects of the restoration project. Issues relating to community involvement is examined in the second section. The third and forth sections focuses on community involvement in the long-term management of restored urban parks and the involvement of 'Friends of Parks' groups in the restoration of historic urban parks respectively. The effectiveness of community involvement is examined in the fifth section.

8.1 The Restoration Project

8.1.1 The matched funding

As the result of the postal questionnaire survey to the 1997 UPP grant-aided restoration projects shows (reported in Chapter Six), local authorities were the most significant funding partners in terms of contributing to the matched funding required by the HLF for the restoration of historic urban parks. This is reflected in the funding structure of the seven case-study restoration projects as summarised in order of grant size in Table 8.1.1. All the case-study projects have at least part of their matched funding provided by the local authorities themselves. Obviously, for smaller projects such as Clarence Park (CP) and Manor House Gardens (MHG), it is more likely that the local authority could become the sole contributor of the matched funding. As the project manager of the CP restoration project has commented:

> "I think the UPP really is extremely good. It covers an area which I've said has been under funding for many years. And also the level of grant is such that if a grant is awarded, ... that sort of level of grant means that potential partners in the funding really cannot refuse. Because ... if you want to spend a 100 pound, someone gives you 75 already, then you'll be a fool to turn that down and say I can't afford or I don't want to spend the 25, you see. So 75% grant is generous and certainly generous enough to encourage sufficient partnership funding, which is good".

However, the larger the project is, the bigger the amount of matched funding is required, which is undoubtedly often, but not necessarily, beyond the financial capacity of many already financially restricted local authorities and thus funding from external sources has been sought. The restoration project of Sheffield Botanical Gardens (SBG), for instance, requires £1.6m of matched funding in order to be able to access the awarded UPP grant. But the project of Lister

Table 8.1.1 Funding structure

	Total Project Cost	UPP Grant	Matched Funding Sources	
			Local Authority	*Others*
Sheffield Botanical Gardens	£6,751,015	£5,063,800 (75%)*	✓	✓
Lister Park	£4,294,049	£3,220,500 (75%)*	✓**	✓
Norfolk Heritage Park	£3,250,160	£2,349,200 (72%)*	✓	✓
Ward Jackson Park	£1,937,000	£1,411,500 (73%)*	✓	
Hammonds Pond	£1,220,000	£915,000 (75%)*	✓	
Manor House Gardens	£970,264	£727,700 (75%)*	✓	
Clarence Park	£173,400	£130,050 (75%)*	✓	

* Figures in parentheses indicate what percentage of the total project cost is made up of the UPP grant.

** The grant provided by the local authority makes up 98.7% of the matched funding.

Park (LP), on the other hand, showed that it was possible for a city council to contribute £1.1m, around 99% of the required matched funding in this particular case, making fund raising relatively simple.

As many contemporary funding regimes tend to require an element of community support in any project seeking financial support, or in some occasions, only available to community groups and voluntary organisations, this may inevitably put a heavy responsibility for fund-raising on the community and voluntary partners of a partnership, especially when the amount of matched funding is large. This can be exemplified by the SBG restoration project where the Friends of Sheffield Botanical Gardens (FOBS) and Sheffield Botanical Gardens Trust (SBGT) – an independent registered charity purposely set up by FOBS to support the Gardens financially – has played the key role in raising the required matched funding (see Section 7.6.3).

Nevertheless, a note of caution has been raised in the Town and Country Parks Inquiry with regards to the establishment of separate trusts by friends groups in order to acquire access to some funding opportunities such as the Landfill Tax Credit Scheme and to further take over the management and maintenance of the restored parks or gardens (ETRASC, 1999b). The Sub-committee expressed some reservations about this approach and described the latter situation as "the most worrying aspect of the 'Friends' movement" (Ibid., para. 143), arguing that some friends groups are excessively influenced by the current funding pressure to undertake more burdensome roles than they would want to. The roles of 'Friends of Parks'

groups are discussed later in this chapter. As far as the matched funding is concerned, while the problem was explicitly pointed out in the Inquiry, it seems that the dependence upon, very often, a relatively small number of community groups for fund raising is unlikely to ease in the future, given that the tendency to require community involvement among most funding regimes continues.

While involving community groups in raising the matched funding seems to be inevitable, a problem has been experienced in the restoration project of Norfolk Heritage Park (NHP), in which the friends group was engaged in acquiring funding from a number of funding bodies. However, the local authority had to provide some assistance to the friends group (e.g. filling in monitoring forms) to satisfy the requirements of the funding bodies. In the Project Development Officer's view, although many funding opportunities are supposed to help deprived communities that do not have a great deal of community skills to put in complex bids, a lot of the funding schemes are actually very complicated and, therefore, it is the most sophisticated communities that are more likely to become successful in getting their bids in and obtain the money.

Another problem regarding raising the matched funding was also identified by the Project Development Officer for NHP, who indicated that, as many funding regimes would only fund specific elements and/or have specific timescales in which their money could be spent, it could become very difficult in getting together all the money from a number of prospective funders at the same time. The situation for NHP restoration project was further complicated as the decision of one particular funding body on whether to grant-aid the project or not had been a key determinant for other funding bodies to release their money. However, those funding bodies that had already decided to provide some funding might run out of time to give their money if that particular funding body took too long to make a decision. The Project Development Officer states:

> "The bit that is difficult is actually doing all the work on the funding side of things and trying to make the project stock up with so many different funding regimes at different times and in different ways. So they look alright for each funding and they all come in with the money at the same time".

8.1.2 Preparation of the HLF bid and development of the restoration project

For the majority of applications that went into the 1996 round of the UPP, the time available for preparing the bid was nine months maximum. In terms of the amount of work required by the HLF, this was a relatively short timescale and, unsurprisingly, many bids were prepared very quickly in order to be submitted among the first tranche of applications for the funding. This may partly explain why most bids in the first year of the UPP were drawn up by in-house

teams. As the project manager of CP pointed out in the interview, it would take longer to get the work done if external consultants were appointed.

Table 8.1.2 summarises by whom the bids of the seven case-study restoration projects were prepared. Although three of them were results of partnership work, the actual restoration processes for both MHG and NHP were in fact initiated before the launch of the UPP. The bid for MHG was converted from a landscape strategy for the gardens completed in November 1995 (see Section 7.4.1) and a feasibility study for the restoration of NHP was undertaken when the local authority acquired SRB funding in late 1995 for the regeneration of the surrounding Norfolk Park estate areas (see Section 7.5.1). The partnerships for the two projects were both set up from the outset and carried forward to work on the bids and the further development of the restoration projects. The SBG restoration project demonstrated another approach as the partnership was deliberately established to draw up the HLF bid and to further develop the capital work of the regeneration scheme.

Table 8.1.2 Preparation of the HLF bid and Development of the restoration project

	Bid Preparation	**Project Development**	**Involvement of Landscape Consultants***	
			Bid Preparation	***Project Development***
Clarence Park	In-house team	In-house team		
Hammonds Pond	In-house team	Partnership		
Lister Park	In-house team	In-house team		
Manor House Gardens	Partnership	Partnership	✓	✓
Norfolk Heritage Park	Partnership	Partnership		
Sheffield Botanical Gardens	Partnership	Partnership		✓
Ward Jackson Park	In-house team	In-house team & external consultants		✓

* Recorded as at the time of interviewing.

With regards to the development of the restoration project after the UPP grant was awarded (Table 8.1.2), it is found that apart from the three projects noted above, the project of Hammond's Pond (HP) also had a partnership between the local authority and local communities, but it was set up after the lottery money was awarded. For the three case-study projects which were primarily developed by local authority in-house teams, there have been some variations. In Ward Jackson Park (WJP), external consultants were brought in for the detailed development of the new park centre and landscape work; in LP, representatives of

Cartwright Hall were involved in developing the details of the new Mughal Gardens. As a small-scaled project (total project cost in excess of £170,000), it is understandable why CP is the only case-study project that did not have any external input in the detailed development of the restoration project.

As shown in Table 8.1.2, the MHG restoration project was the only case-study project which had landscape consultants involved in preparing the bid and developing and implementing the project. The SBG and WJP restoration projects are the other two case-study projects that had landscape consultants brought in at the detailed planning and designing stages. As most of the case-study projects were at different stages of development at the time of the interviewing, it is not possible to know if landscape consultants have been involved in any other case-study projects afterwards. What the determinants are in deciding the appointment of external landscape consultants is however beyond the scope of this research. What can be suggested from the case studies is that, for early UPP grant-aided restoration projects, the involvement of private landscape consultants has been very limited in the preparation of the HLF bids and not so extensive in the detailed development of the capital work.

8.1.3 The project managers

Regardless of the various differences among the UPP grant-aided restoration projects, project managers are undoubtedly one of the most important elements for the development and implementation of each scheme. Generally speaking, a project manager, as it is referred to in this research, is someone who has the overall responsibility of overseeing the progress of the restoration project. The analysis of the seven case studies reveals a number of responsibilities common to the case-study project managers. These are:

- coordination: coordinating the various partners within the partnership and/or members of the project team, and coordinating various aspects of the development of the restoration project;
- liaison: including (1) liaison with the HLF and with the project monitors, making sure appropriate forms being filled in with the HLF and the project monitors receiving necessary information for them to monitor the development of the project; (2) liaison with a range of people involved in the project, e.g. planners, designers and people responsible for day-to-day maintenance of the site; and (3) liaising between project monitors and designers;
- general project management and monitoring: including the day-to-day supervision of the restoration project, budgetary control, pulling in necessary professions for various works, managing the implementation of the capital scheme, and administering the work on the ground;

- acting as a client; and
- community involvement.

Nevertheless, the last role of the project managers is rather diverse among the seven case-study projects. It ranges from undertaking a few number of tasks such as going to the park users forum meetings every six months (CP) and making sure that local communities are kept informed about the progress of the park's regeneration (LP), to incorporating more complex responsibilities, for instance, to work closely with existing 'Friends of Park' groups in steering and working groups (NHP and SBG) or to instrumentally set up a friends group for the park (HP and WJP).

In addition, for those project managers who had been involved from the outset, some were responsible for drawing up the restoration plan for the bid and even carrying out the detailed design for landscape work, while others were in charge of identifying and bringing together necessary expertise from both inside and outside the local authority for the establishment of a partnership. For projects where fund raising was involved, the project manager also needed to ensure that the way different funders wanted recognition was complied with. For those projects with steering groups and/or project teams, it was usually the project managers' responsibility to organise and run regular meetings.

What becomes clear from the above analysis of the project managers' responsibilities is that such a role is very broad. The project manager of WJP suggested that this role was "the centre of the restoration project" and described his experience by stating:

> "In terms of my role, it is not just about coordinating. I do everything virtually. ... It is not just project management, it is to take the project forward, to continue to work with the community, develop the community involvement, develop their contribution to the future of the park".

Similarly, the project manager of HP also used the word 'everything' to summarise his responsibilities. Since the role of the project manager was so broad, some local authorities found it impossible to combine it with other roles and decided that a dedicated staff should be appointed to take on the responsibilities related to the restoration project. Those that had done so were Carlisle City Council (for HP), Hartlepool Borough Council (for WJP) and Sheffield City Council (for both NHP and SBG). Known either as the Park Development Officer or Project Development Officer, the holder of the post was able to work on one particular project all the time. The project manager of CP who was not dedicated to a single park restoration project admitted that he had less time for the restoration project and became "very stretched" at a time when the local authority received another grant from the UPP for one of its other parks and the development of that project was accounted as part of his responsibilities. One of

the side effects resulted from such distraction was that local communities began to perceive that this officer had been taken off the restoration project and nobody was in charge of putting out contracts for capital work when they saw nothing happening on site for eight months.

An analysis of the roles of the four case-study project managers dedicated to specific restoration projects shows that community involvement has been a key area of these project managers' work. In addition to carrying out conventional public consultation exercises such as public meetings and publishing newsletters, dedicated project managers were sometime asked to take on the sort of community development role. For example, as noted earlier, two of the project managers (HP and WJP) were charged with the establishment of 'Friends of Parks' groups. As Greenhalgh and Worpole (1996) has observed, the appointment of a community development or similar kind of post is one of the ways of achieving community involvement in public parks. With the involvement of local communities being an essential requirement of the UPP and, indeed of many other contemporary funding regimes for park regeneration, it may seem that community development skills are becoming as important as project management and landscape architecture skills for any park restoration project manager – considered by some of the interviewees as "a new area of the landscape profession" (PM6) or even "a new discipline" (PM8).

8.2 Community Involvement

8.2.1 Methods of involving local communities

As discussed in Section 4.2.6, there is a wide range of methods available for involving local communities nowadays. Those that have been adopted in the case-study projects are grouped into the following three main categories:

(1) Information giving:

- large-group meetings, e.g. public meetings, community forum;
- press releases, via local newspapers, radios and TVs;
- notice boards, including large signboards mainly putting up at entrances to parks and small temporary notices;
- displays, exhibitions, or presentations;
- guided tours and walks in the park;
- newsletters; and
- web sites.

(2) Consultation:

- market research, e.g. household surveys, park user survey, surveys with specific groups and local businesses; and

- small-group meetings, including regular ones such as steering group meetings and meetings with friends/user groups and ad hoc ones e.g. meetings with specific community groups.

(3) Other methods:

- events in the park, including large-scaled ones such as festivals, galas, openings, etc. and small-scaled ones e.g. children's days, family days, site clean-up days, and concerts;
- appointment of dedicated staff with a role of encouraging community involvement, e.g. park rangers, wardens and interpretive officers;
- setting up 'Friends of Parks' Groups;
- community arts;
- workshops; and
- visits.

It should be noted here that regular small-group meetings, in particular steering groups meetings, have in some cases been used as a method to engage the (representatives of) local communities in the decision-making process. Table 8.2.1 summaries through which methods have local communities in each case-study project been involved.

Information-giving methods were obviously the most extensively employed methods of involving local communities. All the case-study parks had notice boards, especially large signboards, erected at their major entrances. Various forms of press releases were used a great deal in all but one of the case-study restoration projects. In addition, large-group meetings and displays/exhibitions of the restoration plan were used in five of the studied projects. The least common means of information giving adopted in the case-study project was the establishment of a web site for the park. While Table 8.2.1 shows that this methods has been used only in the SBG restoration project so far, it is mentioned in Section 7.7.2 that the idea of creating a web site of the park was once considered in the WJP restoration project but not put into practice. How effective this new means of information giving can be is difficult to say at the moment as no evaluation has yet been carried out. Nevertheless, one of the project managers interviewed has pointed out one of the potential limitation of this tool as it is financially based (i.e. the cost of computers, internet access, etc.) and therefore may not be able to reach a great number of people.

In terms of consultation, market research has been extensively used in all the case-study restoration projects except CP, mainly as a means of extracting local communities' views on the sorts of improvements to the park that they would like to see. The six case-study projects

Table 8.2.1 Involvement methods adopted in park restoration projects

Involvement Methods		Clarence Park	Hammond's Pond	Lister Park	Manor House Gardens	Norfolk Heritage Park	Sheffield Botanical Gardens	Ward Jackson Park
Information Giving	*Large meetings*		✓	✓	✓		✓	✓
	Press releases		✓	✓	✓	✓	✓	✓
	Notice boards	✓	✓	✓	✓	✓	✓	✓
	Displays/ exhibitions		✓	✓	✓	✓	✓	
	Guided tours						✓	
	Newsletters		✓			✓	✓	✓
	Web sites						✓	
Consultation	*Market research*		✓	✓	✓	✓	✓	✓
	Regular small-group meetings	✓	✓		✓	✓	✓	✓
	Ad hoc small-group meetings		✓	✓		✓	✓	
Other Methods	*Events*	✓	✓		✓	✓	✓	✓
	Dedicated park staff		✓	✓		✓	✓	
	Setting up friends groups		✓					✓
	Others	✓		✓	✓	✓	✓	✓

all had their major market research carried out before bidding to the HLF, as the information collected was used to form the basis on which proposals of the restoration project were developed and to demonstrate public support to the project. Only two projects had additional market research undertaken after the UPP grants were awarded. This market research tended to be targeting on specific issues, for instance, transportation (SBG) and cycling in the park (WJP).

Regular small-group meetings have also been an important way of consulting with local community groups and voluntary organisations regarding the development of the restoration scheme. Among the case-study projects, 'Friends of Parks' groups were often considered the key consultees representing the local community and consulted regularly either through steering group meetings (if the friends group being one of the members of the steering group) or by the project manager attending the friends group's own meetings. The frequency of regular meetings in each case-study project varies between twice a year (Clarence Park Users Forum) and every fortnight (Friends of Hammond's Pond). Although more frequent meetings

do not necessarily mean better or more effective consultation, the comment of the chairperson of the FOCP provides an explanation as to why a low frequency of meetings may be disadvantageous:

> "That's why I said it's ridiculous. I mean the meeting is only every six months. If something doesn't get done, you have got to wait six months before you can start chasing it in the forum to get it done. ... Twice a year is not often enough. It should meet every three months".

While events in the park are not regarded as an involvement method by neither Bishop *et al.* (1994) nor Wilcox (1994), they have been commonly used in almost all the case-study projects, mainly as a way of encouraging more people to come and use the park. It is noted in the Skeffington Report (Committee on Public Participation in Planning, 1969) that involvement by activities is an important technique for participation and publicity, arguing that:

> The public are far more likely to make representations and feel that they have contributed if they have undertaken some of the activities involved in processes of publicity and participation" (p. 18).

Despite the sorts of activities suggested in the Skeffington report (e.g. arranging meetings, organising publicity and assisting in survey work) are quite different from those appeared in the case-study projects (e.g. festivals, children's days and site clean-up), the above logic seems applicable. It is considered by a number of 'Friends of Parks' group chairpersons and focus-group participants that events in the park would help to bring more people in and create more interest in the park, and consequently not only the members of the friends group themselves but also other people in the local community would start to become involved in the regeneration and future development of the park:

> "We want more life in the park. We're gonna start doing carol singing at Christmas and more events in the park that would pull people into the park. So that not just us, everybody will be starting to help and do everything" (Friend02).

> "Two events that had been put on were very well supported. ... I think we want to encourage more people to use the park therefore they are going to have more interests as us" (Friend20).

For those case-study projects where friends groups existed, organising and staging events in the park was considered an important way of engaging the friends group and facilitating the groups' communication with the wider community. The secretary of FOWJP indicated that events in the park were not only beneficial to the wider community but also to the growth of the friends group because organising events could help to bring individual members together to work as a group. The project manager of HP believed that encouraging the friends group to actually organise events in the park was the way to get them involved. The Community Development Officer involved in the HP project pointed out that one of the ways for the

friends group to actually talk to the general park users and local residents was through running events and meeting people in the park. An even more proactive view was expressed by the project manager of WJP who suggested that some money, probably from within the UPP grant, should be allocated to provide events and facilities that would engage people much more often and readily.

The appointment of a dedicated park staff that would play a role in encouraging the involvement of local communities has been employed in a number of the case-study projects, including a curator in SBG, a dedicated park ranger in NHP and an interpretive officer in Lister Park. Both the FOHP and the MHGUG have also been lobbying the local authority consistently for incorporating the appointment of a dedicated park warden/ranger in the restoration project. While these dedicated park staff would have different responsibilities according to the needs of each park, it is commonly recognised that, through their everyday presence in the park, they can act as a contact point where park users and local residents can approach to get information and/or to express their concerns regarding the day-to-day management and maintenance of the park. They can also work closely with friends groups and other community groups to organise and run various events and activities in the park to raise the profile of the site and encourage more uses.

While almost all the case-study projects have put a great amount of efforts to spread out information on the progress of the restoration projects and to consult local communities about the development of the regeneration process, two case-study project managers (LP and WJP) expressed a similar feeling that, realistically, there would always be some people being missed out. One of them stated:

> "... there will always be people we haven't reached, either because they don't listen to local radios, they don't subscribe to the local papers, perhaps they don't visit the park and haven't seen the signboards and displays ..., and they don't go to the neighbourhood forums. So I think you got to accept that it's impossible to reach everybody" (PM3).

Certainly there is never too much effort for maximising the involvement of local communities in any park restoration project; however, a comment made by the project manager of MHG seem to provide some reasonable justification for most current occasions:

> "There may be a large group of non-users who got very strong views that we don't know about. And I feel over the years with all the various processes that we've gone through, we've made every effort that we can to get as many view points as we can. So I think we are as close as whoever is gonna get without interviewing every member of the public in a 3-mile radius or something like that".

8.2.2 The level of community involvement

Based on Wilcox's (1994) five-stance model of levels of participation (see Section 4.2.4), it is

found from an analysis of the interviews with case-study project managers that the level of community involvement achieved in each case-study project did not necessarily stay the same across the whole lifespan of a restoration scheme. Rather, as Table 8.2.2 shows, different levels of community involvement were achieved at different stages (simplified into six stages: initiation, bid preparation, planning and design, construction, long-term management, and raising matched fund) for most of restoration projects.

In fact, a park restoration project could have many different aspects, such as buildings, general landscapes and park furniture, and for some large-scale restoration projects, the implementation of the scheme was often divided into several phases; thus, even at one single stage of the restoration project, local communities might actually be involved at different levels. The number in each cell of Table 8.2.2 indicates the level of community involvement that was achieved most of the time at a particular stage of a restoration project. In addition, where a higher level of community involvement appears (indicated by a larger number), it implies that the level(s) lower than that one has/have also been achieved.

Table 8.2.2 The level of community involvement at different stages of the restoration project

Stages of Restoration Project	Initiation	Bid Preparation	Planning & Design	Construc-tion	Long-term Manage-ment	Raising Matched Funding
Clarence Park	*	2	2	1	2	-
Hammond's Pond	5	2	2/3	1	2/4	-
Lister Park	*	2	1	1	2	-
Manor House Gardens	5	4	4	1	2	-
Norfolk Heritage Park	4	4	4	1	3/4	4
Sheffield Botanical Gardens	4	4	4	1/4	4	5
Ward Jackson Park	*	2	2/4	1	2/4	-

1: Information giving
2: Consultation
3: Deciding together
4: Acting together
5: Supporting independent community initiatives
*: No community involvement
-: Not involved in raising matched funding

(1) Initiation

In terms of project initiation, there appear to be two extremes regarding the level of community involvement in making the decision of submitting a bid to the HLF for the UPP funding. For some of the case-study restoration projects, it was the local authority alone who decided to apply for the lottery money to restore one or several of their public parks. Local communities were not involved at this stage. For other projects, local communities' efforts was a major driving force for the initiation of a restoration project, and the two highest levels of community involvement – 'supporting independent community initiatives' and 'acting together' – were observed.

In Wilcox's (1994) definition, 'supporting independent community initiatives' means "helping others [the community] develop and carry out their own plans" and "the process has to be owned by, and move at the pace of, those who are going to run the initiatives" (p.13). Thus, strictly speaking, 'supporting independent community initiatives' could rarely be achieved in park restoration projects grant-aided by the UPP, because most of these projects were primarily developed and run by local authorities. However, in the case of HP, the petition going around the local community for improvements to the park was the main impetus to the initiation of the whole restoration process. Even though the project could hardly be seen as 'owned' by the local community, it was considered that 'supporting independent community initiatives' was achieved at the initiation stage of this restoration project in the sense that the local authority had seized the opportunity provided by the UPP to support the local community's wish. As for the case of MHG, the involvement of the MHGUG at the initiation stage of the park's restoration process is also classified as reaching the 'supporting independent community initiatives' level. This is based on the fact that the user group's aspiration to apply for funding from the UPP was eventually backed by the local authority who provided the needed money for drawing up the landscape strategy for the gardens forming the basis for the HLF bid.

'Acting together' is considered to be achieved when there is short-term collaboration or the formation of more permanent partnership between those who manage participation process or control resources and other interested parties (Wilcox, 1994). Based on this definition, 'acting together' was achieved at the initiation stage of both the NHP & SBG restoration projects. In both cases, the local communities were primarily represented by the 'Friends of Parks' group sitting on the restoration partnership.

(2) Bid preparation

Since community consultation was one of the prerequisites for successful bidding to the UPP, it was observable that the least level of community involvement achieved during the

preparation of the HLF bids was 'consultation'. However, for those projects that had steering groups/partnerships set up to draw up the initial restoration scheme, 'acting together' was reached, as local community representatives were involved not only in deciding how the park should be restored but also in other aspects of the bid preparation, such as consulting the wider community and raising the matched funding.

(3) Planning and design

The level of community involvement achieved at the detailed planning and design stage of the restoration process could vary considerably, as illustrated by Table 8.2.2. Since major community consultation was usually carried out at the bid preparation stage, for those restoration projects where there was no specific community-based group to represent the local community, there were two possible scenarios for involving local communities in the following development and implementation of the restoration plan proposed in the bid. In the first scenario, as exemplified by the case of LP, local communities were mainly kept informed about the progress of the restoration scheme; therefore, only 'information giving' was reached.

As for the second scenario, demonstrated by the restoration projects of HP and WJP, 'Friends of Parks' groups were formed, under the initiation of local authorities, to support the regeneration of public urban parks. In the case of HP, five steering groups, the predecessor of the friends group, were set up after the UPP grant was awarded to look at the further development of the various aspects of the restoration projects. As well as being consulted about their views and ideas, local residents attending the steering groups meetings were also at times involved in making relevant decisions. Thus, both 'consultation' and 'deciding together' were achieved.

With regards to the WJP restoration project, because the friends group was established more than a year later after the announcement of the grant, the detailed planning and design of some elements of the restoration project were already complete. The friend's group was consulted with those that were still underway, most importantly being the new Park Centre which would accommodate some community facilities. However, the level of community involvement achieved in the Community Arts Programme, a key element of the WJP restoration project, can be regarded as 'acting together', as the Community Sculpture Group (see Section 7.7.5) was engaged not only in selecting the artists but also in design workshops. In addition, fifteen other community groups were also involved in working with the artists to design and/or construct and install the art works in the park.

'Acting together' was more likely to be achieved at the detailed planning and design stage when there was a steering group/partnership which had representatives of local communities

being established right from the outset of the restoration process. This can be exemplified by the projects of MHG, NHP and SBG. In each of them, regardless of the different ways in which the steering groups operated, the park user group/friends group was one of the partners of the partnership and involved, to varying extents, in decision making and in taking the whole restoration process forward. An analysis of the three cases suggests that there seem to be two factors affecting the extent to which the friends group was involved in the decision-making process.

The first factor is the scale of the restoration project, illustrated by a comparison between the projects of MHG (the total project cost around £1m) and SBG (the total project cost around £6.75m). For the former, with the steering group being the major decision-making body of the project, representatives of the park user group was therefore involved in making all the decisions regarding the detailed planning and design of the project, e.g. going through design drawings and the tendering package. As for the SBG restoration project, there was a more complicate decision-making mechanism resulting from the sophisticated project team structure (see Section 7.6.1), with the steering group making decisions at the policy level and the five working groups making decisions regarding the detailed planning and design issues of the project. Although the friends group had representation on almost all the working groups, the degree of the friends group's influence in each of the working groups varied. For instance, the friends group had relatively strong representation on the landscape and fund-raising sub groups; thus, the friends group was utterly involved in the decision making process relating to the two aspects of the restoration project. On the other hand, the friends group was less involved in making decisions on the restoration of the gardens' three key buildings and the Pavilions. Acknowledging that the friends group's was not fully involved in decision-making in every respect, the chairperson of the group considered this an inevitable situation for a large-scaled project:

> "... there is a lot of work going on which we can't possibly be involved in. ... ... the total situation would become totally unwieldy if everybody was involved in everything. You get nothing done".

The second factor relates to the capacity of the group representing local communities for becoming involved in decision-making, demonstrated by a comparison between the FOBS and the FONHP. Formed in 1984, FOBS is now a well-established and very active group with around 500 general members and a seventeen-person executive committee. Many of FOBS's members are professional and articulate people who have been actively involved in the steering group and working groups of the SBG restoration project. In contrary, the FONHP, established in 1994, is a relatively small group with a membership of around 30 to 40 people and only a handful of them being active members. Although a project team structure similar to

that of the SBG project was set up to develop and implement the NHP restoration project (section 7.5.1), only the chairperson of the friends group was involved in the steering group and there were difficulties in having community representation at the sub-group level. Thus, the friends group's involvement in decision making at this stage was limited.

(4) Construction

At the construction stage, as most capital works were implemented on site by specialised contractors, local communities were mainly kept informed about the progress of the work. Nevertheless, there was one exception. In the SBG restoration project, the friends group has been involved in carrying out some of the capital work for the renovation of some landscape areas in the gardens. Thus, to some extent, it can be considered that the level of 'acting together' has been achieved.

(5) Long-term management

Table 8.2.2 suggests that 'consultation' and 'acting together' are the two levels of community involvement most commonly achieved in the long-term management of the case-study parks once they are restored. The need to consult local communities on the management and maintenance of parks was associated with the achievement of Best Value in the LP and WJP restoration projects. As the Environment Sub-committee noted, local authorities should have consulted 'Friends of Parks' groups and other local people as part of the Best Values process and involved them continuously in discussions regarding the provision of public parks (ETRASC, 1999b). Hence, it is observable that 'consultation' is the lowest level of community involvement which most local authorities will aim for achieving in managing and maintaining the restored parks.

For some of the case-study restoration projects, the local authorities have been looking at involving local communities to a higher level of community involvement in the long-term management of restored parks. This might be achieved through delegating some of the management responsibilities to friends groups, such as the recruitment of park staff in the case of HP, or by establishing some forms of partnership with friends groups or other community-based groups, e.g. an advisory group in the case of NHP and a management trust in the case of SBG.

For both the NHP and WJP restoration projects, in which the introduction of a new park centre to incorporate a variety of community facilities within the park was an essential part of the park's regeneration, considerations have been given to engaging the friends group in the management of the park centre and/or the community facilities. 'Acting together' may therefore be achieved in the two cases if the idea is put into practice eventually.

(6) Raising the matched funding

Among the seven case-study restoration projects, only the projects of NHP and SBG had local communities involved in raising the matched funding for the regeneration of the parks. As the community partner of the NHP restoration partnership, the FONHP played an important role in securing funding such as the Landfill Tax grant that required bids to come through from community-based groups. Thus, 'acting together' was achieved in this case.

For the SBG restoration project, the raising of the matched funding is now led by the SBGT, a dedicated fund-raising organisation established by the FOBS at the commencement of the gardens' regeneration. Apart from applying to various grant-given bodies (e.g. large institutions, businesses, charitable trusts and the Landfill Tax) for funding, the trust initiated a Supporters of the Sheffield Botanical Gardens Scheme, inviting members of the general public to become supporters of the gardens by paying a minimum annual subscription of £15 for at least four years. Therefore, 'supporting independent community initiatives' has been achieved in the SBG restoration project in this respect.

8.2.3 The advantages and disadvantages of community involvement

It is commonly recognised that community involvement is of great benefit to environmental planning, development or regeneration processes (see Section 4.2.1), in spite of a number of possible drawbacks, most notably being: it could delay the progress of the project; it requires extra resources; it raises unrealistic expectations; there might be a risk of the project being hijacked or co-opted by certain groups; and very often only tokenistic approach is taken with no real redistribution of decision-making power (Bamberber, 1986; GFA Consulting, 1996; Davidson, 1998; Richardson and Baggott, 1998; Roe and Rowe, 2000). Only a relatively small number of comments regarding the disadvantages of involving local communities in the urban park restoration have been made by case-study interviewees, centering on the following four points:

- community involvement tends to make the process slower;
- the process can become more complex;
- local people may build up impractical expectations; and
- when there are a lot of people actively involved, it may generate lots of different views.

As Richardson and Baggott (1998) have argued, the benefits of community involvement accruing in the long term would significantly outweigh the potential disadvantages. Similar viewpoints are taken by many of the case-study project managers:

> "I think the advantages clearly outweigh the disadvantages, so at the end of the day we get the right outcome" (PM4).
>
> "... if you do that [community involvement], that means you have to take on board all the

> problems and frustrations and delays that can bring. But I think it does have its prospective side because it multiplies that sort of success you can have" (PM6).

The most significant advantage of community involvement perceived by case-study project managers is the sustainability of the restoration project, relating very much to the generation of a sense of ownership of the improvements among the local community. As the project manager of WJP has indicated, the funders are important for the restoration project to take place; however, it is the local community that forms the centre for that sustainability to happen. He stated further that:

> "I firmly believe if we just paint a pretty picture, then it's a waste of time and money. Financially we'll be wasting an awful lot of money because without the support of the community there will be no future for the work that has been done. They will be vandalised; they will be ignored and fallen into disrepair. It wouldn't be held as a community priority and therefore would not be valued like those supported by the community or provided for the community".

The project manager of LP likewise pointed out that involving young people and providing facilities for them within the long-term outputs of the restoration projects would hopefully help to create a long-term benefits in terms of lack of damage, in particular through vandalism.

In addition, the involvement of local communities brings some financial advantage to the restoration project as community groups can acquire money from various funding bodies to put into the park. This is increasingly important as many contemporary funding regimes either require the element of community involvement or are only accessible to community groups and voluntary organisations. Another resource-related benefit of community involvement mentioned by one of the interviewees is that there could be a lot of people come and work on the project on a voluntary basis, which can be considered as contribution in kind if the work is relevant to the development of the restoration project.

Apart from the above advantages, it is noted by some project managers interviewed that community involvement can help to reflect local needs and concerns of parks in the restoration scheme and, as the project manager of MHG commented, help the local authority to "make a decision on how best to spend that money – these are their resources". The project manager of LP indicated that because local communities are using the park on a daily basis, they sometime came up with some very good ideas and suggestions for solving problems which perhaps would not be immediately apparent to people managing the park. An instant example was given by this project manager. As a white male adult, he used to think that the park under consideration was a very safe place as there was very little graffiti and vandalism. But when community consultation was carried out for the preparation of the HLF bid, it was found that local communities had very different perception about security and safety in the park.

Consequently, the appointment of a dedicated on-site park staff and installation of CCTV in the park were incorporated in the proposals submitted to the HLF.

8.2.4 Difficulties/problems encountered – project managers and other significant participants

Greenhalgh and Worpole (1996) once commented that carrying out successful and meaningful consultation with people regarding the management and maintenance of public parks is "notoriously difficult" (p. 56). Indeed, community involvement is never an easy task for either the local authority officers and other practitioners responsible for engaging local communities in the park regeneration process or representatives of the local community (mainly 'Friends of Park' groups) who have taken part. The difficulties and problems that friends groups have encountered during their involvement in developing the restoration project are discussed in a separate section later in the chapter (Section 8.4.3). This section looks at the difficulties and problems confronting project managers and other practitioners who had been involved in the restoration project with a specific role in facilitating community involvement in the scheme. As every park and each local situation is different and every restoration project is distinct, the sort of problems and difficulties occurred in each case-study project are rather case-specific despite that there are a few similarities.

For the CP restoration project, the only problem noted by the project manager is that occasionally the requests of some of the user groups sitting on the Clarence Park Users Forum (CPUF) were unfeasible for various reasons; therefore, it was "a matter of trying to keep the various groups' wishes and aspiration within bounds and within what is possible given the resources are available and to keep them from disrupting other activities in the park".

A similar problem was observed in the HP restoration project, where different interests within the friends group were sometimes competing; thus, it is about trying to balance those competing interests as best as possible. However, this is considered by the Community Development Officer involved with the project as a common problem that may occur to any group. One particular difficulty encountered in this project relates mainly to the process of setting up the FOHP. The project manager described the regular meetings with the group of local residents who later became the friends group at the first six months as "council bashing sessions", as people's attitudes towards the local authority were very negative. This obviously hindered the group from moving forward, as people kept looking back at how nice the park used to be rather than looking forward to what improvements to the park could be brought around. Therefore, the difficulty is to maintain public confidence, i.e. to build up the friends group's trust in the local authority.

A problem noted by the Community Development Officer related to the development of the friends group. In his view, the group had not yet been at the stage in terms of group development where they had gained the confidence, both as individual members of the group and as a group as a whole, to be able to challenge the views of and the decisions made by the local authority. This was mainly because the friends group was not set up a period of time prior to the preparation of the bid and the development of the restoration project that would allow the group to operate together and build up the skills, knowledge and confidence.

One of the problems which might crop up at the later stages of a restoration project has been observed in HP. As the project manager noted, some local groups initially showed no interest in becoming involved with the park's development but then approached him with different ideas and aspirations for specific elements of the project when they started seeing things happening in the park, complaining that their needs were not taken into consideration. Consequently, more conflicts were resulted.

The project manager of the LP restoration project indicated that some of the problems with working with local communities were the different views you could obtain when talking to a number of different groups and "it can become very difficult to decide which view to be adopted, or indeed, whether to go your own way and use your own professional opinions". In his view, community consultation is not about taking responsibility for decision making but acquiring information from a number of different people to make an informed decision based on the project manager's professional judgement. Another problem occurred in the LP restoration project relates to the continuity of community involvement. As the project manager observed, because the restoration process was so long, a lot of people that had been consulted at the early stages might have forgotten that they were already consulted and there were new people moving into the area, it thus became very difficult in continuing to reach the range of people that they would want to reach. In addition, since the park is located in an area where there is a relatively high proportion of ethnic minority population, language has inevitably become a problem when carrying out consultations with some ethnic minority groups. Interpreters were appointed to resolve such a problem.

For the MHG restoration project, both the project officer and the landscape consultant involved with the development of the project considered that the difficulty in involving local communities with the restoration process was that there were always some people who did not attend the meetings or whose views could not be take on board for one reason or another. This actually related to the problem of how representative the views of those attending the friends group meetings were of the wider community. In the project manager's view, although it was not truly democratic in a sense as only the voice of people who turned up at those meetings

were heard, this has been the typical way of doing local democracy. In addition, although in the project, it was intended to address the needs of non-users, as the project officer has noted, the problem confronted the local authority was: how did you find non-users?

Among the seven case-study restoration projects, NHP is probably the one that has encountered most difficulties in terms of getting local communities involved in the regeneration process of the park and the majority of these difficulties seem to due to the park being situated in a deprived inner city area. In such an area, not only were parks seldom on the top of people's priority list, but there were also relatively few community activists who would become involved in attending regular meetings or even organising events. With many other urban regeneration initiatives (mainly funded by SRB) taking place in the area, the project manger found it difficult to secure enough commitment from local communities for the development of the project team structure. In addition, many people in the surrounding estates often do not stay long, creating difficulties in generating a sense of ownership of the area. Also some local residents had been asked for their views on what they wanting from the general regeneration of the estate for about ten years but had never really seen anything happen, they were becoming fed up with community consultation. Therefore, there was also the problem of how to get people to come to meetings.

Apart from above problems, the project manager was aware of the difficulty in sustaining people's enthusiasm over a longer period of time:

> "... it's a balance between building up people's expectations but not disappointing them. So you've got to be always conscious that people may become disillusion if you say you are going to do too much and you don't do anything. But you got to keep people's enthusiasm going. So that's difficult".

It is mentioned in Section 8.1.1 that a problem regarding involving local communities in raising matched funding was encountered in the NHP restoration project. The project manager observed that many of the other funding opportunities they applied for were so complex that the friends group had difficulties in coping with the requirement of the funders. He commented that a community group would have to be very sophisticated in order to bid for the money successfully, but it was often the people who needed such money the most who had most difficulty in accessing the funding. This was the problem experienced with the NHP project.

One more problem noted by an officer of the Sheffield Wildlife Trust (SWT) stemmed from the park being physically quite hidden from the housing estate. Since there were not many people aware of the park's existence, her opinion was that not many people would come and use the park. She felt that if people did not use the park, it was unlikely that they would want to

become involved. In recognition of this problem, the trust has been working closely with the friends group to stage more events in the park in an attempt to raise the park's profile in the estate area and encourage more people to come and use it and eventually become involved with the future development of the park.

In SBG, the first difficulty for community involvement came from the short timescale for putting in the bid. As one of the local authority officers involved indicated, the time for putting in the bid was constrained, and thus the local authority was not able to involve the local community as widely and do as much publicity as they ideally would have liked to have done. Similar to the HP project, there was a lack of trust in the local authority among the friends group and other user groups of the gardens at the stage of preparing the bid because of the years of neglect. Therefore, a lot of effort was needed to rebuild that trust between the gardens users and the city council. However, sometimes there was still a feeling among the friends group that the local authority was not being as efficient as they could have been when the group saw a lot of delays to the project. In the project manager's view, such a feeling was caused by a lack of understanding about the procedures within the public sector, as many of the delays were actually to do with signing contract with the HLF and resolving design issues. The approach being taken to ease this problem was by keeping the friends group informed all the way through so that they would have a clear picture about what was going on.

In terms of working with the friends group, most difficulties came from the difference between the friends group and the local authority in the way of putting the bid together. While the council wanted to take a broad overview of the bid, the friends group tended to concern about the small details, e.g. individual trees. Thus, as the officer commented:

> "It was trying to balance the larger picture that you've got to do to put the bid in with the smaller pictures which were the precious things the friends had got" (PM5).

Another problem experienced in the SBG restoration project at the time when the interview with the project manager was carried out was a conflict of ideas among the friends group itself. As the project relied greatly on the friends group to raise the matched funding, it was felt by some of the group's members that there was a need to widen its scope in order to take in more support; however, there were also some members wanted to keep the group as a gardening club. Besides, there were various ideas regarding how to do the fund raising. Therefore, a lot of the energy and time contributed by volunteers of the friends group was not channelled very efficiently then.

The problem of local communities' distrust in local authority was again observed in the WJP restoration project. With regards to the establishment of the friends group, it was found that

there was a suspicion that the borough council in its authoritarian position was trying to off-load its responsibilities onto the local community. Nevertheless, for the sustainability of the project, the project manager argued that it was very important for the friends group to take over some of the roles he had been playing as his post was time-limited. It was the project manager's intention that the friends group would generate a feeling that they were the most experienced in information about the park and then become the central sources of information about the park for other people in the town. Because at that time the friends group was not sure if they would take up independence, it appeared to be difficult for that kind of confidence to be generated.

In addition, there was a difficulty in making contact with certain user groups of the park, e.g. dog walkers group and anglers group, and some of the groups invited to be on the Community Arts Group. The way of solving such a problem was by finding a liaison and establishing the contact. For the Community Arts Officer, most difficulties came from actually getting people to come to and finding suitable venues for the workshops.

A fundamental issue raised by the project manager was that the capital works in terms of time and money actually collided with community development very often in the UPP grant-aided park restoration projects. While community involvement was advocated in the funding regime, the project manager argued:

> "Within the Heritage Lottery Fund projects, there isn't an element of money that would respond to the community's demands. ... Nothing within the HLF policy allows for their continuing development to be heard and acted upon".

He thus suggested that there should be a community fund on top of the capital works within each single project for the local community to best use that money.

Obviously, the difficulties and problems of community involvement observed in the case-study restoration projects are quite diverse. While a lack of trust in local authorities by the community groups, the generation of different views and problems relating to newly established friends groups seem to be the common themes emerged from above discussion, none of them should be look at without a consideration of the original context. The purpose of this section, however, is to provide an insight into what problems may possibly crop up when involving local communities in the regeneration of historic urban parks and, on a number of occasions, the ideas of how a specific problem can be resolved given that the various context of each single project is taken into account.

8.2.5 Attitudes toward community involvement

In each interview, the interviewee was asked about his/her opinions of community

involvement in the restoration of historic urban parks. While various difficulties and problems have been encountered in the case-study restoration projects, the comments made by the three groups of interviewees: the project managers, executive members of the friends groups, and other significant participants in the restoration projects interviewees, are overwhelmingly positive. Their views are discussed respectively in the following three sub-sections.

8.2.5.1 The project managers' views

'Essential' is the most commonly used vocabulary (by five out of the eight case-study project managers) to state the idea of involving local communities in the regeneration of historic urban parks, following by 'crucial' (used by two project managers). The rationales for such a supportive attitude are wide and varied. They are broadly classified into four themes: sustainability/ownership, access to funding, people's parks, and appropriate designs. It is not difficult to note that most of these reasons given to support the involvement of local communities in the park restoration are closely associated with the advantages of community involvement commonly recognised by the case-study project managers (Section 8.2.3).

The sustainability of the restoration project is the most frequently asserted reason for involving local communities in the renovation of public parks. It is commonly recognised that, with vandalism and other anti-social behaviours being one of the major problems confronting most public urban parks nowadays, the capital improvements brought about by the restoration scheme are unlikely to last if local communities have no sense of ownership for the project and the complete work. The team manager for both the NHP and SBG restoration projects stated:

> "... the other thing about sustainability is if the communities are involved in the project from the outset, then they are going to feel more ownership for it, they are going to feel more that it's their project and the chances are higher for the restored park to keep surviving in the urban environment".

A similar view was expressed by the project manager of NHP:

> "... it's quite hard but it's the only way that we will have a sustainable solution. ..... [there are] a lot of anti-social behaviours in the park ... if you have to make the park secured again without public consents, it would cost a huge amount of money and wouldn't be possible to do that. So the only way you can do it is by getting the community involved, getting them to change their attitudes and the way they behave in the park, the way they treat the park. And then that will attract more people back to the park. It will become more successful and it will come out acceptable behaviours in certain way in the park".

The second theme relates to the way most funding can be accessed these days. As already discussed in Section 8.1.1, community support has become an indispensable element in many contemporary funding regimes, regardless of whether local communities are directly engaged in applying for the funding or not. The statements below represents this practical

consideration:

> "That's how funding is made available. Only through community involvement can you gain access to funding. You have to demonstrate quite detailed and active community involvement to get funding, for example from European funding sources. So it's been encouraged by the government, by European directed funding regimes as well. That's the way forward" (PM7).

Apart from considering the possible benefits of community involvement in park restoration, some case-study project managers emphasised the idea that local communities should be involved in the regeneration of urban parks because local people are the users of parks. The project manager of SBG asserted that:

> "... by the very nature, urban parks are in areas where people and communities live. ... they are used very heavily by people. So in that sense, ... because where they are and how they are used by people, community involvement is essential, really, in their regeneration".

The project manager of HP simply asserted: "You got to involve them because it's their park. They are using it". The project manager of WJP likewise considered that the park "belongs to people". In his opinion, the sheer injection of a large amount of money by outside agencies to impose a restoration scheme would not work because "they'll take it away – either take the people away or take the staff away". This 'people's parks' idea can be extended to encompass another view taken by some other case-study project managers who considered themselves and other officers in the local authority were there to "serve the people" (PM8) of the locality and everything being undertaken should be done for the benefits of the people. As the project manager of LP stated:

> "Wherever possible we would involve the community in the decisions we are taking because we are public servants, we're working for the community. The work is carried out on their behalves so it is important for them to have opportunities to comment on what have been proposed".

The need to reflect local people's needs is the fourth reason identified in the case studies for involving local communities in revamping historic urban parks. As one project manager pointed out, in particular in the context of restoring an historic urban park, there would always be the conflict between restoring the park to what it was one or two hundred years ago and brining in appropriate adoptions for modern living. It is important that local communities' needs are taken on board along with all the historic concerns so that appropriate designs can be created and the sense of ownership of the project can be increased. The following comment exemplifies such a view:

> " ... fundamentally if you are providing a park for a community, then you've really got to do as much as you possibly can on obtaining the views of that community – what their particular hopes and fears for the park are, what their uses of the park are, what they

would like to see in terms of new facilities in the park, and maybe facilities that no longer required" (PM1).

8.2.5.2 The 'Friends of Parks' groups' views

Community involvement in the restoration of historic urban park was generally regarded as very important by the chairpersons/secretary of 'Friends of Parks' groups interviewed. The reasons given by this group of interviewees to support such an idea were to some extent similar to those indicated by project managers. As well as recognising that local communities were ultimately the users of local parks and therefore should have a say in their regeneration, it was observed by the chairperson of FONHP that the involvement of local communities in the revitalisation of local parks would help to generate a sense of ownership for a particular space:

> "... if involve them, it's their park, it belongs to them, they would have a feeling of ownership. And if you got a feeling of ownership, you don't want to destroy it. You want to protect it because it's yours. So without the community, and without community involvement, apart from whether it is pretty, whether it's well-kept or whatever, it's dead. Because there is nobody in it. It's the people in it that makes it alive".

Seeing local communities as the people that were going to preserve public parks in the long term, the chairperson of MHGUG likewise asserted that, through becoming involved with the restoration project by having a say in what they would like to see happen in the park and feeling that their voices were heard, local communities could generate "a sense of belonging" of the project as well as "a bigger commitment to look after the park".

While the idea of community involvement in park restoration was by and large welcomed by friends groups, two particular concerns were brought up in the interviews. First, despite that community consultation has increasingly become a requirement of local government regarding the provision of public services, it is important to ensure that local communities' views are taken on board genuinely. The secretary of FOWJP pointed out that:

> "There is only one thing worse than not consulting with people and that's to consult with them and then not take any notice of what they say".

Second, it is important for community groups to have a clear idea about their actions and objectives before they become involved in the restoration project so that the energy and time put in by volunteers are more likely to be channelled effectively to achieve the desired effect. As the chairperson of the MHGUG noted:

> "[Community involvement] is fine if you know what you are doing. ... ... You could have people not knowing enough about what they are doing and perhaps just getting involved and ... not doing the right thing".

8.2.5.3 Other significant participants' views

A number of practitioners from various professionals have been significantly involved in some

of the case-study restoration projects. Regardless of the diversity of their roles, these practitioners had one thing in common, that was their involvement in facilitating the participation of local communities in the regeneration of some of the case-study parks. In general, these practitioners supported the idea of involving local communities in restoring historic urban parks. Similar rationales such as sustainability of the project and 'people's parks' idea were adduced:

> "It's very valued to involve the local community. ... They ought to be involved because otherwise you are gonna deliver improvements to the park that are not what they want. So therefore, they may easily get vandalised or simply won't get used or whatever. The project won't work. 'Cause local communities know what will work on the ground" (OP4).

> "They [public parks] are public spaces. ... park users and the local residents should be involved in the decisions about how those parks are managed. ... ... people should own any decision, any projects that affect their own life. Community involvement in public parks is just part of that. That's just one aspect of community involvement" (OP1).

The benefit of existing friends or user groups was noted by the landscape consultant involved in the MHG restoration project. In his view, an existing group could help to centralise and receive opinions on what local people wanted out of the restoration project and it would be quite difficult to initiate the project and come up with designs which would be respected by local people in the long term if there was no such a group that could be involved from the beginning. This practitioner stated:

> "... it is ... probably more productive if you have a friends or user group involved from the outset of the project. Because at the end of the day, ... you should end up with a more effective proposal that is the one local people actually want rather than impose or force on to them".

While the idea that design proposals might be impose upon local communities was not the focus of the above statement, it is worth noting that the Community Development Officer involved in HP project expressed a particular concern for this. He argued that "for too long, professionals have been imposed professional decisions on people"; thus, community involvement was something that "should be done", not only in park restoration but also in any decisions relating to all public parks, so that local communities could have a say on all aspects of decision affecting their life.

As a landscape architect as well as a member of MHGUG, this particular interviewee indicated from his own professional experiences that community involvement was essential in any public project and the process of public consultation was a two-way learning process. He stated:

> "It's educational for professional team because you learn the community's values, they

> are the users, what their needs are. And it's an educational for them [the community] in understanding the complexity of parks and other projects and how there are values and judgement to be made on which ways the park is developed".

One note of caution was sounded by the Environmental Development Worker of The SWT involved in the NHP restoration project. She addressed the importance of not to underestimate the amount of work and how much time it may take to carry out community involvement effectively:

> " ... if you are gonna involve local communities, there are an awful lot of work ... and it's easy to underestimate the amount of work you will need to take. Because you are gonna go through every decision with local people, then that takes a lot of time. Because they do not have the knowledge that you have, so you have to spend an awful lot of time explaining things and at the end of the day, they may not necessarily agree with you ... so it can cause problems".

8.3 Community Involvement in Long-term Management

As Greenhalgh and Worpole (1996) point out, community involvement is an important feature of successful park management. In the draft guidelines published by the HLF for the UPP grant recipients to produce the required ten-year management plan for the restored park, community involvement was listed as one of the key issues that should be specified in the management plan (Harding and Wimble, 1998). Nevertheless, only around two thirds of those who responded to the postal questionnaire survey of this research indicated that local communities would be involved at the management and maintenance stage of the restoration project. This section examines firstly how the idea of involving local communities in the long-term management of restored historic urban parks was perceived and secondly the areas of park management where local communities are more likely to become involved with.

8.3.1 Opinions on the idea of community involvement in park management

8.3.1.1 The project managers and other significant participants' views

Project managers and other practitioners interviewed in general supported the idea of involving local communities in the long-term management of a restored historic urban park. It was considered as "essential" (PM1, PM4, PM8), "crucial" (PM2), "very important" (OP2) and "vital" (OP4). The sustainability of the improvements achieved by the restoration project commonly underlay this approving attitude.

As the project manager of the WJP restoration project pointed out, there was nothing worse than having the park slip back into decline after the restoration and this worried people who had been involved in the regeneration process of the park most. Community involvement in the management and maintenance of the park, as this interviewee regarded, was "the key" to ensure that the park would stay in a good condition. In recognition that urban landscapes in

particular were vulnerable, the team manager for the NHP and SBG restoration projects noted that the long-term success of the restoration project would be limited unless local communities developed a sense of ownership of the project and the park. The principle landscape consultant involved in the MHG restoration project likewise considered that the restoration project would stand more chance of success if there was "a strong input from the local community". Otherwise, the potential of the park getting vandalised and generally being damaged was relatively high.

It was recognised by most of the interviewees that 'Friends of Parks' groups would continue to be the focus of community involvement in the long-term management of the restored public parks. Both the project managers for the restoration projects of HP and WJP regarded friends groups as the "eyes and ears" of the local authority for the day-to-day management and maintenance of parks, as most friends-group members used their local parks on a daily basis. As the first interviewee observed, the friends group of the park had made valuable contributions to the development of the ten-year management plan for the park by providing many positive suggestions which would otherwise not have been thought about by the project manager. The second interviewee also noted that the friends group should become an "equal partner" in the partnership which was recognised by the local authority as needed for the future management of the park. In the London Borough of Lewisham, as the project manager of the MHG restoration project pointed out, it would be one of the objectives of the contractor in charge of the management and maintenance of public parks in the borough to establish new park user groups, as involving user groups in the day-to-day management issues of parks was viewed as "the only real way to make sure that the local authority was proactive in the service it delivered".

Specific consideration to the involvement of friends groups on the financial aspect of park management was given by the team manager for the NHP and SBG restoration projects. Recognising that the local authority could no longer fund all the management and maintenance costs form its own budget, this interviewee argued that the local authority had to "maximise the opportunity" they had with friends groups. In the particular case of the SBG restoration project, for instance, the success of the friends group in fund raising would be closely tied into the revenue stream for the gardens' long-term management and maintenance.

8.3.1.2 The 'Friends of Parks' groups' views

The idea of involving local communities in the long-term management of a restored park was generally supported by chairpersons/secretary of case-study friends groups and participants of focus groups. Nevertheless, such an attitude seemed to be engendered mostly from the pervasive mistrust of local authorities. As the chairperson of the FOCP commented:

> "... generally speaking, throughout the country, councils they pay lip services to parks and things like that. But they are not prepared to put their hands in their packets, spend something unless you force them to".

Therefore, in his view, it was very important for local people to retain their involvement in the continuing management of the park once it has been restored; otherwise the local authority could do whatever they liked with the park which the local community might find unacceptable. The chairperson of the FONHP likewise indicated that a viable friends group would still be needed to be involved in the on-going management of the park even when it has been regenerated. This was not only because volunteers would always be needed as local authorities do not have enough staff to do everything, but also because local authorities might "start doing something that the local community did not want" if the friends group stop being involved. One participant of the focus-group discussions also stated:

> "Although we've been involved with what's happening with the restoration work, but once the restoration work is finished, we got to be there to see everything gets going, new projects are involved, raising the money to carry out the projects. Because it's no way the council on the present government's restrictions of spending money will ... spend money on anything like this"(Friend 01).

Lacking the confidence in local authorities' commitment to the upkeep of public parks, many focus-group participants thus considered that the sort of role friends groups should take on after the restoration projects have been completed was to monitor the day-to-day maintenance of the park and to make sure that the local authority or whoever responsible for the maintenance work carried out their job properly.

The necessity of dedicated on-site full-time park staff, such as rangers, wardens or managers, was noted by a number of interviewees regarding friends groups' involvement in the long-term management of public urban parks. The chairperson of the MUGUG pointed out that the user group's involvement in the park's ongoing management would not be effective if there are no good rangers to work with them. While the group has come up with many ideas of using the park for various events after the restoration has been completed and a lot of the group's members would be willing to commit their time, they argued strongly that there should be somebody "at the council's end" to coordinate relevant work. Seeing the group's primary role in the long-term management of the park as promoting it, the chairperson of FONHP also addressed the importance for the group to work with the dedicated park ranger to stage a variety of events in the park.

As the FOBS's chairperson observed, community involvement was essential to the ongoing management of SBG for two reasons. First, because the gardens would continue to be used by the general public, there therefore should always be local community representatives

participating in the gardens' future development and management. Second, extra funding for the running costs of the gardens would always be needed and that would have to be assisted by public involvement, because the HLF did not usually fund routine maintenance and repairs. A number of focus-group participants also commented about the fund-raising role of friends groups in the long-term management of parks once they have been regenerated. As one of them commented:

> "We are the people that's gonna keep the park going. ... as things, such as the benches, start getting damaged ..., it will be ... us who end up have to provide money to replace them. ... The council will just leave it to us" (Friend 21).

The possibility of friends groups becoming involved with the managerial running of some facilities (e.g. park/community centres, café, etc.) in the parks or taking on the role as employers to employ park staff or maintenance staff for the parks was mentioned by the secretary of the FOWJP. Based on his long-term working experiences in the voluntary sector, the interviewee indicated that across the country there has been a trend for voluntary organisations such as friends groups to take up the running of local authority initiatives. The idea of friends groups to take on some sort of management role in the ongoing management of public parks was also brought up by a few focus-group participants. One of them, for example, suggested that friends groups should aim to take on a proper management role, perhaps in the form of teaming up with the local authority to form a sort of management committee for the park (Friend 09). Another focus-group participant addressed the importance for friends groups to define clearly about their management role so that it would not interfere with "the council's business" (Friend 01).

8.3.2 Community involvement in the long-term management of restored parks

How local communities would be involved in the ongoing management of each case-study site after the restoration has been discussed in the previous chapter. In some ways, the approaches adopted in different projects varied significantly. For instance, in the case of CP, the park's various user groups would be able to voice their concerns and views over the management and maintenance of the park through attending the CPUF's twice-a-year meetings. While a more sophisticated mechanism of involving local communities in the ongoing management of a restored public park was observed in the case of SBG, where the ultimate goal is to establish a management trust, which would encompass community representatives (most possibly being the FOBS), to take over the overall management of the gardens. Nevertheless, the case studies still suggested a number of areas of park management with which local communities are likely to become involved.

The first of such areas is the organisation of events in the park. As it is identified in the ten-year

management plan for HP, events are one of the means of marketing and promoting parks (Carlisle City Council, 1999b). For friends groups that were established before the commencement of the UPP, e.g. FOMHG, FONHP, and FOBS, staging events in the park has been and will continue to be a primarily part of their activities. Newly founded friends groups were also encouraged by local authorities to take over the responsibilities of event organisation. Nevertheless, a strong link between the friends group's role in organising events in the park and the existence of a dedicated park ranger/warden was noted by several interviewees (see Section 8.3.1.2). While friends groups can provide volunteers and, perhaps some funding sometimes, for events in the park, it is important that there is someone from the council's side to work with them, providing support and bringing in local authority resources.

The second area of park management where local communities could become engaged relates to the achievement of Best Value. This connection was pointed out by the project managers of LP and WJP restoration projects, the former indicating that local communities and the various user groups of the park would be consulted in the review of the park's management practice and policies and the latter noting that local communities would be involved in reviewing the park's maintenance regime. Evidently, with community consultation being one of the essential ingredients in Best Value reviews, it is reasonable to anticipate that there will be more opportunities for local communities to have a say on how they want public parks to be managed and maintained.

The delegation of part or all of a park's management responsibilities is another area to involve local communities in the continuous management of a restored park. There are two dimensions to this issue that should be considered. The first is to whom the park's management responsibilities are delegated. For the cases of HP and WJP, it was the friends group that would take on some responsibilities for the park's ongoing management, e.g. the recruitment of dedicated park staff (HP) and the coordination of other user groups' involvement (WJP). As for the cases of NHP and SBG, partnerships such as a management board (NHP) or a management trust (SBG) may be established to take charge of the park's long-term management. The second dimension is how many of the park's management responsibilities are delegated. In the NHP restoration project, the proposed management board is only responsible for the management of the new Centre in the Park; while in the SBG restoration project, the proposed management trust would take over the overall management of the gardens.

Although not so common, maintenance can still be an area where local communities can become involved. In the case of NHP, for instance, local people taking part in the training programme (mentioned in Section 7.5.4) may undertake some of the park's maintenance work.

The case of SBG is another example, where the volunteers of FOBS would continue to contribute to the practical maintenance work of the gardens and there may be scope for this voluntary labour to be utilised in a more organised way by relating small groups of volunteers to specific garden staff.

In addition, while only two case-study friends groups were involved in raising the matched funding for the restoration projects, fund raising may increasingly become another important area of park management which friends groups and local communities can make considerable contribution towards. On a large scale, a friends group could be involved in raising the annual revenue budget for managing and maintaining the park. On a smaller scale, a friends group could be engaged in raising a fund for specific purposes, such as appointing park staff or installing park facilities.

8.4 The 'Friends of Parks' groups

The increasing importance of the involvement of 'Friends of Parks' groups in parks has been officially recognised in the TCP Inquiry (ETRASC, 1999b). In the published report, 'Friends' schemes are regarded as one of the existing solutions to halt the decline of many urban parks. While it can be problematic to determine the exact number of such groups across the United Kingdom, available evidence suggests that the number of friends groups has been growing significantly in particular in the last decade. For instance, in Walsall, twelve friends or action groups were established between 1995 and 1999 (Walsall MBC, 1999). At the ILAM North West Park Seminar taking place on 5 July 2001in Leyland, a Parks Development Officer from Knowsley Metropolitan Borough Council reported that there were ten 'Friends of Parks' groups in the borough, many of which were set up in recent years. A striking figure of around 50 such groups in Stockport and 80 in Sheffield was revealed by a Service Development Officer from Stockport Metropolitan Borough Council's Land Services Department in the same meeting.

In Greenhalgh and Worpole's definition, 'Friends of Parks' groups are a type of park-based groups that aim to "have a greater general influence over park management decisions" (p. 36) rather than focus on single objectives e.g. wildlife, children's play, etc. While some groups may not call themselves 'friends', the phrase "Friends of Parks' groups' or 'friends groups' is now commonly used to refer to any community group who takes an interest in a specific local park. Despite the fact that many 'Friends of Parks' groups have nowadays been intensely involved in the restoration of many Britain's urban parks, there is relatively little empirical research on various aspects of their involvement in park-related projects apart from in *People, Parks and Cities* (Greenhalgh and Worpole, 1996), where the establishment of friends group in three of their case-study localities were investigated. Based on analyses of the interviews with

a number of project managers, chairpersons/secretary of friends groups and other significant participants involved in the seven case-study restoration projects and the focus groups with members of five friends groups, this section attempts to provide some insights into the involvement of 'Friends of Parks' groups in the restoration of historic urban parks, including the characteristics of such groups, the issue of the representativeness of friends groups to the wider community, their roles and contributions, and the difficulties and problems these groups have encountered during their involvement.

8.4.1 The characteristics of 'Friends of Parks' groups

It is indicated in the TCP Report (ETRASC, 1999) that 'Friends of Parks' groups were established for a variety of reasons (e.g. as threats to part or all of a valued local park, concerns over long-term neglect, wishes to provide voluntary support and as a means to offer community support to a lottery bid) and operated in very different ways. Table 8.4.1 and Table 8.4.2, which summarise some characteristics of the establishment and organisation of the six case-study friends groups, support that assertion.

In terms of the establishment of 'Friends of Parks' groups (Table 8.4.1), four out of the six case-study friends groups were established prior to the launch of the UPP and the earliest one is FOBS, formed in 1984. While the formation of most early friends groups was initiated at the grassroots by a relatively small number of individuals (in the case of CP, it was only one local resident) concerned about the deterioration of a specific local park, there were also some local authority initiations, exemplified by the establishment of MHGUG. The other two friends groups, i.e. FOHP and FOWJP, were both instrumentally set up by the project manager purposely for the further development of the restoration scheme after the project was awarded the UPP grant. This latest approach was in fact encouraged by the HLF who stated in its memorandum to the TCP Inquiry that park managers funded by grants under the UPP were expected to "set up or harness the power of Friends Groups" (HLF, 1999b, para. 4.4). In addition to those local authorities already had done so, it is found from the postal questionnaire survey (Chapter Six) that there were six local authorities planning to set up a friends groups for its UPP award-winning park.

While a lack of trust in local authorities' commitments to look after public parks was pervasive among the case-study friends groups at some stages of their development, for council-initiated friends groups, the feeling of distrust could be even stronger. For instance, the chairperson of MHGUG considered that the intention of the local authority to form park user groups was because they wanted "a cheap way of keeping an eye on the park". At the initial stage of FOWJP's establishment, there was suspicion that the local authority was trying to offload its responsibilities for parks onto community groups.

Table 8.4.1 Characteristics of the establishment of case-study 'Friends of Parks' groups

Name of the 'Friends of Parks' Group	Year of Establishment & Formality	Who Initiated the Establishment of the Group	Why the Ggroup was Established
Friends of Clarence Park (FOCP)	▪ 1995 ▪ not formally constituted	▪ a local resident	▪ to represent the users of the park ▪ as a separate entity from the Park Users Forum
Friends of Hammond's Pond (FOHP)	▪ 1999 (start meeting in 1997) ▪ formally constituted	▪ the local authority	▪ to assist the development of the restoration project ▪ to promote the park ▪ to help in fund raising
Manor House Gardens User Group (MHGUG)	▪ 1993 ▪ formally constituted	▪ the local authority	▪ to communicate with people living around the park ▪ to decide where limited budget for parks should be spent
Friends of Norfolk Heritage Park (FONHP)	▪ 1994 ▪ formally constituted	▪ a group of local residents	▪ to protect the park from decline and misuse ▪ to bring new life into the park
Friends of Sheffield Botanical Gardens (FOBS)	▪ 1984 ▪ formally constituted	▪ the then Director of Recreation Services of the City Council and Curator of the gardens	▪ as a society to promote gardening ▪ as a support group for the gardens
Friends of Ward Jackson Park (FOWJP)	▪ 1998 ▪ formally constituted	▪ the local authority	▪ to assist the development of the restoration project ▪ to encourage community involvement

In comparison with friends groups that had been established a considerable period of time before the initiation of the restoration project, those groups that were set up specifically for the development and implementation of an UPP grant-aided restoration project were perhaps more likely to encounter another problem. As the Community Development Officer involved in the HP restoration project pointed out, newly established groups would need time to develop their skills as well as confidence and get themselves operated firmly as a working organisation so that they would be able to concentrate on looking at the development of the park rather than having to attend to the formality of the group's operation at the same time. In the case of FOWJP, for example, the group was once obstructed from engaging in organising events and applying for grants because members of the group had focused on putting together the group's constitution. While the establishment of friends groups have been encouraged by the HLF as one of the ways of ensuring sustainability of the restoration project (HLF, 1999b), a specific concern over the future of such friends groups was raised by the project manager of WJP.

Table 8.4.2 Characteristics of the organisation of case-study 'Friends of Parks' groups

Name of the 'Friends of Parks' Group	Membership	Publications & Activities	Fund Raising
Friends of Clarence Park (FOCP)	▪ 8 active members ▪ meet regularly ▪ no membership fee	▪ newsletters ▪ concerts	▪ small scale fund raising
Friends of Hammond's Pond (FOHP)	▪ 20 members in the committee ▪ meet fortnightly ▪ around 60 names on the mailing list ▪ no membership fee	▪ Upperby Gala ▪ Halloween walk ▪ Christmas carol	▪ small scale fund raising
Manor House Gardens User Group (MHGUG)	▪ about 60 attending meetings regularly ▪ meet every 2 months ▪ over 100 names on the mailing list ▪ £5 a year	▪ newsletters ▪ summer festivals ▪ clean-up days ▪ family days ▪ children's days	▪ small scale fund raising
Friends of Norfolk Heritage Park (FONHP)	▪ 10 ~ 12 active members ▪ meet monthly ▪ 30 ~ 40 general members ▪ £3 a year	▪ newsletter & leaflets ▪ children's activities ▪ clean-up days ▪ fungus trials ▪ bats watch nights	▪ involved in raising matched funding ▪ small scale fund raising
Friends of Sheffield Botanical Gardens (FOBS)	▪ 17 executive committee members ▪ meet 5 times a year ▪ 450 ~ 500 general members ▪ £10 a year	▪ newsletters, leaflets, booklets and greeting cards ▪ plant sales ▪ workshops ▪ children's days ▪ tours and talks	▪ involved in raising matched funding ▪ medium to small scale fund raising
Friends of Ward Jackson Park (FOWJP)	▪ about 10 active members ▪ meet every 6 weeks ▪ 35 names on the mailing list ▪ £2 a year	▪ fountain opening event ▪ bulb planting ▪ Christmas events	▪ small scale fund raising

Having been involved in instrumentally developing a friends group, the project manager was anxious as to whether the group would become strong enough to survive in the long term after the assistance from him ceased (because funding under the UPP grant for the interviewee's post ran out) and the restoration project is completed.

As shown in Table 8.4.2, the organisation of each case-study friends group can vary considerably, particularly in terms of the membership of the group. For instance, the FOBS has between 450 to 500 general members who pay an annual subscription of £10 and seventeen of them are committee members; while the FOCP consists of only eight active members with no charge of membership fee. In general, there was a core group of people in each of the case-study friends groups, ranging from ten to twenty, who were regarded as the executive

committee of the group and would meet regularly. Again, the frequency of formal meetings for different groups varied considerably. It could be as intense as every fortnight (FOHP) or it could be less frequent such as five times a year (FOBS).

With regards to the publication produced by the friends groups, it is found that, apart from the FOHP and FOWJP, the two youngest groups among the seven case-study friends groups, all the other groups have published newsletters to give out information about the park, the restoration project and the activities of the group. At the time of the fieldwork, the project managers of HP and WJP were in charge of publishing the newsletters of the two parks. However, it was anticipated by the project mangers as well as the friends groups themselves that the groups would take over this responsibility in the future.

Organising various events in the park was undoubtedly a focus of almost all the case-study friends groups except for the FOCP, which was in fact not a formally formed friends group. Instead of having a committee to organise events, only the chairperson wrote to local schools to invite bands to come and perform in the restored bandstand of the park. It seems to be understandable that friends groups that have been established for a longer period of time (i.e. FOBS, MHGUG and FONHP) would have put a greater variety of events than younger groups (i.e. FOHP and FOWJP). Friends groups certainly need time to develop their skills as well as confidence in events organisation. In fact, most members of the FOHP and FOWJP were quite keen to put on more events in the park and the ideas they had come up with were numerous. Although the varieties of events in parks are very diverse, it can be found that activities for children are common to the three 'older' friends groups. The idea of involving children with the park's restoration and development through events is to be discussed later in Section 8.4.3.3.

All the case-study friends groups have been involved in small scale fund raising activities. The funds that have been raised were usually used to support the group's administration costs, to put on events in the park and even to purchase facilities for children and young people which would not be funded by either the HLF or the local authority but were considered essential by the group. Only FOBS and FONHP were involved in raising the matched funding for the restoration projects. FOBS especially has been a major force in raising the £1.67 million matched funding for the regeneration of SBG, mainly through the establishment of an independent trust (SBGT). In addition, the group's three annual plants sales usually raise considerable amount of money each year (see Section 7.6.3).

8.4.2 The representativeness of 'Friends of Parks' groups

As in most of the case-study restoration projects 'Friends of Parks" groups have represented

the wider local community in developing the detailed planning and design of the restoration scheme, the question of how representative such friends groups are of the wider local community inevitably arises.

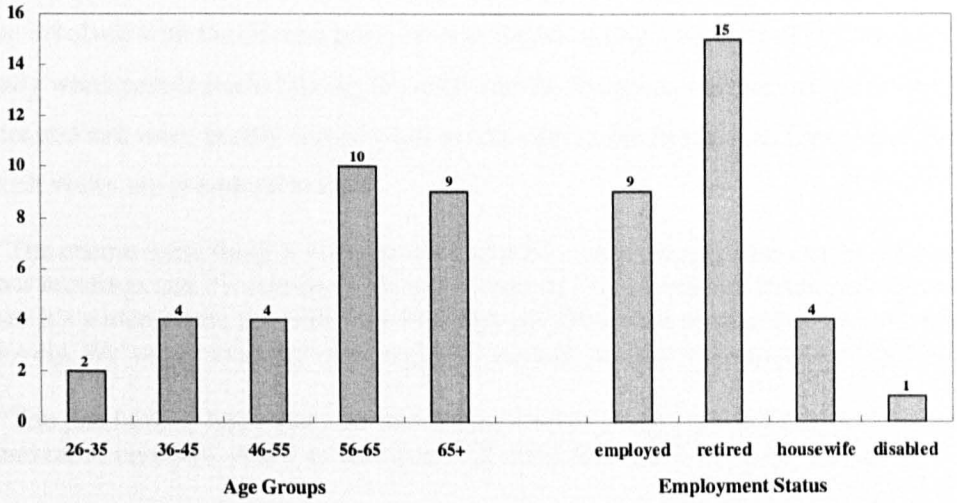
It was commonly recognised by the majority of case-study project managers and other significant participants that in a broad sense friends groups represented primarily local residents and parks users. This perception was partly based on a fact that a lot of friends groups' members lived around the specific local parks and usually used these parks on a regular basis. It is thus considered that in general friends groups represent only people who show sufficient interest in their local parks and will commit a certain amount of their time to become involved in the regeneration process of the park. As the landscape consultant involved in the MHG project stated:

> "They tend to represent only a certain element of the population, the population who would be interested in the park. And the most interested people are usually people who walk through in a daily basis, people who have children. You know it's an important facility to them. People who play sports in the park ... and ... people that walk dogs and ... who frequently use the park on a great extent. So they notice the fact that it is in decline".

Nevertheless, some project managers were aware that the views of certain sections of the local community, such as students and young children, were often less represented by friends groups. As the team manager for the NHP and SBG projects has observed, most people who join friends groups are either retired, taking early retirement, or if they are young, it is more likely that they are mothers with young children or people wanting to get involved in something prior to their returning to work. While no further investigation to the detailed composition of each case-study friends group was undertaken within this study, the age and employment profiles of the 28 friends-group members participating in the five focus groups, as shown in Figure 8.4.1 below, may provide some support to this observation and explain why students and young children's views are usually inadequately represented by friends groups.

Two somewhat opposite views on the representativeness of their groups emerge from the interviews with the chairpersons/secretary of the five case-study friends groups and a member of one of the friends groups who is also a landscape architect. One the one hand, similar to the view expressed by most project managers and other significant participants, the majority of those interviewed indicated that the friends groups represented mainly people living around the park, i.e. local residents. Despite its membership spreading widely across the whole city of Sheffield, the chairperson of FOBS considered that the group represented probably the concerns and views of "a fairly well informed public" and "members of a particular section of the society".

Figure 8.4.1 Age and employment profiles of focus-group participants



On the other hand, a small number of the interviewees considered that their friends groups represented the viewpoints of the community. As the landscape architect, a member of the MHGUG, commented:

> "We … are more democratic than the council. All our meetings are completely open. … Anybody can be a member. ... People can … come to our meetings and have their say. So it is the whole of the community. We make great efforts to try and involve as many people as possible".

The idea of seeing the friends group as a means of exercising local democracy was also observed in the HP restoration projects. In the focus group with a number of the group's committee members, the following comments were made:

> "… we all open for election every year. There will be an annual general meeting in March and we all open to election with anybody that wants to come out. If we want to keep involved, we'll hopefully get re-elected to the committee again" (Friend02)

> "We'll be open for the whole community and, well, with democracy, you can be kicked out" (Friend03).

Regardless of the diversified views on their representativeness, almost all the case-study friends groups were aware of the necessity of expanding the membership of the group. Undoubtedly, sometime the small membership of a friends group could be considered as one of the factors weakening the representativeness of the group. For instance, the Environmental Development Worker of the SWT argued that the FONHP did not necessarily represent the whole community because it was only a relatively small group of people, while many local residents of the estate area did not even know where the park was, let alone use the park. To encourage the involvement of more people was thus regarded as essential to increase the representativeness of a friends group. Indeed, almost all the case-study friends groups were aware of this necessity. As well as publicising the group, organising various events in the park

was also considered to be a good way of encouraging more people to come forward and become involved with the friends group. It was expressed by a number of interviewees that hopefully when people started seeing the results of the restoration project, more interest would be generated and more people would want to take part in the future management of the park. Two such views are presented below:

> "The encouraging thing is now the work started, more and more new faces are coming to our meetings and it's creating a lot more interest. I'm convinced that hopefully once they see it's a nice place, you will have that spin-off effect that people will say: "Gosh, this is lovely. We've got to really work together as a community to keep it nice""(CF3).

> "You just have to hope that you take the community with you and they do become more and more involved. And I'm sure they will once they see it restored" (CF4).

Based on his long-term experiences in working with voluntary organisations, the secretary of the FOWJP argued that no such groups would be able to represent everybody. The project managers of MHG and WJP likewise indicated that in any democracy, it was very difficult to represent everyone and thus one had to go for the compromise of listening to those people who offered their time. The project manager of MHG stated:

> "A couple of people said these people don't represent me. But these people, they don't come to the meetings. They don't let their views be known ... So it's not truly democratic in that sense. ... But ... a lot of the way we do local democracy is like that. And it tends to be the people who come to the meetings ... put the time and effort ... that the other ones would refuse to put. That's why they come to the meetings; they want to say their piece. ... It's only those people with a particular vast interest who will come along and speak".

In his view, the concerns and views raised in friends groups' meetings by and large covered most of the issues that would also concern people who did not attend those meetings. While recognising that the friends group represented only a particular section of the society, the chairperson of FOBS indicated that the questions and concerns brought up by other people at the talks the group gave in various areas of the city were very much the same as the group was interested in. Despite the fact that friends groups are usually consisting of people who are "so well prepared to put in the time and the effort" (PM5) and who have the vast interest in a particular local park, there will always be a debate about how representative friends groups are of the wider community and it will always be a difficult thing to access that representativeness. As Greenhalgh and Worpole (1996) have observed, there have been some local authorities worrying about friends groups being unrepresentative to the wider community. However, the two authors also argue that friends groups can have a beneficial effect on public parks as long as all concerned are clear about the nature of the group, who it represents, what the broader policies of the local authority are, and where the final responsibility for decision making lies.

8.4.3 The 'Friends of Parks' groups' involvement

8.4.3.1 Why did people become involved with 'Friends of Parks' groups?

It is found from the on-site park user questionnaire surveys in the seven case-study parks that around two thirds of the people interviewed did not wish to be involved in the restoration process of their local parks (see Chapter Nine for more details). On the other hand, about 19% of respondents indicted that they would like to become involved with the future development of the park by joining the 'Friends of Parks' groups. When most people find themselves too busy with work, home affairs, and/or other interests in life, it is important to understand what makes some others decide that they would like to allocate some of their time to join 'Friends of Parks' groups and to take part in the regeneration of a particular urban park. An analysis of the focus-group discussions with the five case-study friends groups reveals some explanations, broadly classified into the following six categories: (1) personal affections to the park; (2) the park as an important local amenity; (3) desires for positive changes; (4) personal interests; (5) involvement with other groups relating to the park; and (6) to involve children. For most of those participating in the focus groups, it was a mixture of these reasons which triggered off people's motivation of becoming a member of friends groups.

Before looking at the above reasons in greater detail, it is worth mentioning here that the decline of many public urban parks was extensively perceived by participants of the five focus groups. Comments such as "the park was becoming a no-go area", "we've seen the park in deterioration", and "it was getting run down" were commonly made by focus-group participants to describe the condition of their local parks. Moreover, a small number of these participants felt that the deterioration of parks was a result of poor maintenance carried out by local authority. As some of them stated:

> "The park has been allowed to be run down. It hasn't been maintained properly for years and that's how it got into such a state" (Friend03).

> "I think there is a general attitude that the parks were neglected by the council. They didn't spend the money that they had in the past. Of course what happens is when things start looking going down, people aren't going and they're down even more" (Friend07).

> "I was very upset over the years when it was allowed to fall into neglect which attracted vandals and it deteriorated fast" (Friend25).

(1) Personal affections to the park

Personal affections to the park is the most significant reason why people joined the friends group. The strong feeling for a specific local park was usually generated from either living very close to the park or living in the area for a considerable long time; in fact, for many of the interviewees, it was both the factors.

> "I've lived in the area nearly forty years so I've always been interested in the park.

> Because I've brought up my own child in dog walking. ... We just happened to see it going down and down and down. We thought it's about time we do something about the park" (Friend08)
>
> "I live about a few seconds away from it. I just live very close to [the] ... park. I've lived there all my life. From being a child, going to schools, I played there. It's my local park" (Friend11).
>
> "I've been living in [this town] for about 30, 35 years now. I live only five minutes away from the park. I walk there, enjoy the changing seasons in the park, but I was very upset to find the park getting into worse and worse disrepair" (Friend 23).

In addition, the two factors were frequently linked with nice memories of visiting the park at various stages of an individual's life and in particular childhood.

> "Before the last War it really was beautiful when I was just a child. I can remember ... being brought here regularly in the summer by my parents, every Sunday evenings. And it was just a place of beauty. It was lovely to be here; you know, just to be walking around the gardens and enjoying it" (Friend13).
>
> "I used to know the gardens very well ... about 25 to 30 years ago when my son was small and I used to bring him here two or three times a week. It was a wonderful place at that time. ... I didn't come for a long time because I started work again ... When I came back, oh, it was awful to see the way it was, compared to the way I remember it all that time ago. ... It was only a sad experience to see it like that. I think that's what brought me to join [the friends group]" (Friend13).
>
> "I was brought to [the park] over 60 years ago when I was a child by my parents. And all through my married life up to the present day, there has been a favorite spot of my husband and myself. So that's why I got involved ... I live quite close really" (Friend16).
>
> "I've lived in [the town] all my life. I came to the park with my parents and brother. ... ... I was interested to see what's going to happen because things did need doing" (Friend28).

(2) The park as an important local amenity

It was considered by a number of focus-group participants that public urban parks were important local amenities for city inhabitants; therefore, they would like to become members of 'Friends of Parks' groups. Those who expressed such a view were mainly women with young children that used the park on a regular basis. As two participants stated:

> "... my garden is back onto the park and I got two young children ... We use the park regularly for the play area ... so it's a very important local amenity to us. ... Since we lived here for 14 years now and since I moved here, we've seen the park in deterioration. ... I think it's important to keep the pressure up on the local authority to maintain their local amenities" (Friend07).
>
> "I live in the community around [the park] so I feel it's very important to keep this resource. I've enjoyed [the park] for years. I got two small children and we spend quite a lot of our time in here. It's a very important place in this part of the city. I really want to see it restored to its former glory which I heard about. So when they are growing up they can enjoy it" (Friend15).

(3) Desires for positive changes

Having seen the local parks they cared about deteriorate considerably over the years, the desire to see the decline stop and improvements to the condition of the park made was the motivation for some of the focus-group participants to join the friends groups.

> "I've been involved right from the start because I live around ... I thought it was about time for something to be done with it. Entirely open and more like a park instead of it used to be. It was a bit more like a tip everyday" (Friends04).

> "We would like to have the park a much pleasant place ... like it used to be" (Friend12).

> "I've lived in [the town] all my life. ... I just want to see the park become a place for the community and I don't just mean segments of the community, I mean the whole community. ...One of the main reasons I became involved was I felt the park was becoming a no-go area" (Friend20).

(4) Personal interests

For some of the focus-group participants, personal interests may explain part or all of their motivation for becoming a member of a friends group, especially when the group has other remits apart from supporting the park in general. For example, some people joined FOBS initially because of their interests in gardening. However, this seems to be more the case for those who joined the group in the early years. As the group gradually addressed its role as a supporter of the gardens in recent years, more people became members of the group for other reasons, e.g. to take part in the regeneration process of the gardens.

As noted earlier, many people who have joined 'Friends of Parks' groups are retired (Section 8.4.2). In fact, fifteen out of the 29 focus-group participants were retired (Figure 8.4.1). For some of these people, they decided to become a member of the friends group because they wanted to engaged themselves with some sort of voluntary work. As one participant mentioned:

> "I very recently retired. And I think when you retire from work, you think you've got to find something to do; you think about filling time so forth" (Friend13).

(5) Involvement with other local groups relating to the park

A number of the focus-group participants became involved with the 'Friends of Parks' groups through their involvement with other local groups which might have some sort of interests in the park. Two types of local groups were identified in the discussions: those using the park for their specific interests, such as a model boat club and model railway club; and those with general concerns over the park, e.g. a local residents association and a local branch of the National Council of Women. Two participants indicated:

> "As well as a resident in the area I'm also the secretary of the ... Model Engineer Society and we own the railway in the park. A lot of what's going on is gonna affect us in a big way" (Friend01).

> "I came into it because I'm a model boat builder ... I and my club thought it would be a good idea if I become involved ...I live in the area as well" (Friend02).

(6) To involve children

As one of the focus-group participants pointed out, the reason for her to become involved with the friends group of her local park was because she would like her children to be involved in the restoration process of the park as well. She stated:

> "I got two small children and I believe the park is going to be children's in the future that children need to be involved deliberately to do with the park when it's restored. ... ... I'm really keen to the group so my own children will be involved. ... As I said, if they want to be there, the park's future is there. They will look after it a lot better if they are involved themselves" (Friend21).

Although not a common motivation for many people joining friends groups, this idea is well worth noting as it can be linked with the sustainability of the project as well as the space itself.

8.4.3.2 Why did 'Friends of Parks' groups become involved with the restoration project?

As discussed earlier, personal affections to the park is the most significant reason for an individual to become a member of a friends group. Collectively, the strong feeling for a specific local park also accounts for a friends group's motivation for taking part in the restoration process of that park. Simple but sensational expressions such as "we love the park" and "we care about it" were commonly uttered by the interviewees. This is understandable as many members of friends groups have lived in the vicinity of their parks for a considerable period of time and usually use the park on a regular basis. Thus, a sense of belonging and ownership of a local park may develop among these people who, when seeing the park in continuous decline, would want to join a group that would help to change the situation. As the chairperson of MHGUG stated:

> "This is an area largely where people have lived here for a very long time. ... ... You have people who are surrounding the park and use the park on a daily basis, who spend years and years and ... there is a strong feeling of it being a possession that it's their park. ... ... They spend a lot of leisure time there. It is a ... sense of community for wide from a little toddlers being pushed to elderly people. I think that's why people feel very strongly, they feel very strongly about the park. A sense of belonging and ownership. It's almost an extension for many people of their back gardens. And therefore they want to get involved".

For some of the case-study friends groups, the desire to see the park restored to its former splendour or to "get the park to how it used to be" was part of the reason for the group to become involved with the restoration project. To some extent, this was because many friends-group members had remembered how nice the park could be when it was well-kept and cared for more than twenty years ago and did not want to see the park deteriorate further. As the chairperson of FOHP indicated:

> "... we have had vandalism problems for years and even now people are very sceptical and think why bother to do all this work because it will be vandalised. And we said that's the wrong attitude to take. We must try and do our best to see that it doesn't. We wanted to work. We want our park back".

This reason was sometimes related to the thinking that public urban parks were vital and essential resources for town/city residents and therefore should be restored. The secretary of FOWJP pointed out:

> "We all joined up originally because we love the park. Some of us live quite near to the park but some of us don't. But I would say universally all the people on the committee see the park as an asset to [the town] and one that should be maintained and brought back to it's original splendor. ... ...The friends, as I said, very much support the idea of having a public park to serve as friendly welcoming places where the whole community can go. ... ... That's the main thing that keeps us together – we believe in parks".

Another reason noted by the chairperson of FONHP regarding why the group has become involved with the park restoration project was to help with raising funding for the park. With community involvement becoming a requirement of many contemporary funding regimes, it was recognised that, as a kind of community group, the friends group had more opportunities than the local authority to be eligible applicants for funding. As she stated:

> "Because to apply for lots of funding ... you have to prove to the funder that if they fund you the money you have ... got community backing. ... ... So that's why all the time you need to have a friends group to be able to raise money. Because city council can't raise money all on its own these days. Lots of funders and from European funding, they need to know it's community involved".

8.4.3.3 The roles of 'Friends of Parks' groups

In the TCP Report, 'Friends of Parks' groups are regarded as 'supporters and advocates' (ETRASC, 1999b, para. 142) of public parks that may play the kind of roles such as negotiating with the local authority and pressurising the local authority to carry out work for the maintenance of their local park. It is found from the interviews with representatives of the six case-study friends groups and focus groups with a number of friends-group members (from five groups) that, as well as being supporters and advocates of their local parks, friends groups have played various roles in the restoration process of historic urban parks. These roles can be broadly grouped into five types, regarded as: (1) pressure groups; (2) guardians; (3) supporters; (4) promoters; and (5) the community's voice

(1) Pressure groups

Among the case-study friends groups, a number of them played an important role in initiating the restoration process of their local parks. One of the ways of achieving this was by pressuring the local authority to take action to improve the condition of the park. Again, the distrust of local authorities' devotion to parks was an important factor for friends groups to act

as a pressure group to push forward the initiation of restoration projects. As the chairperson of MHGUG noted:

> "Without the ... group, I don't think it would have happened. That's significant. ... ... it would not have ever happened, because ... nobody at the council had any knowledge of ... the Urban Parks Programme when it first happened".

Apart from pressing the local authority to start the restoration process, friends groups felt that they also had to keep the pressure up on the local authority to develop the regeneration scheme properly. It was described by the interviewee, mentioned above, that without the group being "a pain to the council", the proposals to restore the park would have been "dropped many many times". It was "push, push the whole time", she uttered. Two focus-group participants expressed similar views:

> "I don't think that any of this would have had been done if there hasn't been the ... group. ... ...I don't think that the council is very interested with the parks, the money wasn't gonna go there. ... they would have done little improvement when they needed to be done ... But you would never got the improvement that you've got now without the ... group keep going on and on and on" (Friend05).

> "... I don't have an awful amount of faith in the ... City Council doing anything ... [the friends group] ... are pushing and pushing to get things done which probably would sort of otherwise never be done" (Friend16).

The importance for friends groups to act as pressures groups to persuade the local authority to invest money into the management and maintenance of public urban parks was noted by one focus-group participant, with a particular acknowledgement of the significance of parks to the quality of life:

> "I think it's important to keep the pressure up on the local authority to maintain their local amenities. I think things like parks are often an easy target when they have to make budget cut. You know, the education, social services are high priority. But actually for quality of life, things like parks are really very important features" (Friend07).

(2) Guardians

It was considered by a number of interviewees and focus-group participants that 'Friends of Parks' groups should act as the guardian of the park to ensure that the local authority would carry out proper management and maintenance of the park, so that the park, once restored, would not fall into further decline. As the chairperson of FOHP stated:

> "Personally, I see myself as a guardian of the park because it's something I really care about. I got the chance to do this, to see that it never ever is allowed to go back to the sorry state it was. And as a group, ... we are only a new group, but hopefully as the years progress we're gonna get younger members in. We'll always be there to look after it and make sure the council do their job properly. It's there for future generations".

Having seen their local parks deteriorate significantly over the last two to three decades, there

seems to be a prevalent lack of confidence in local authorities' commitment to the upkeep of parks among friends groups. One focus-group participant asserted:

> "...they [the council] took it over, they neglected it. That's what has happened over the last twenty years. Now we are getting a reverse of that. The friends group is gonna make sure it goes forwards and it's not neglected" (Friend24).

The chairperson of FOCP likewise stated that:

> "... our group is primarily to see that the park is kept up to standard. ... ... Our group, because literally there wasn't any body representing the users of the park. We have people in the town hall who are responsible for the park, but we've mentioned things to them in the past and they just been ignored. So I mean you have to have a body who will fight for these things".

Therefore, friends groups were there to "monitor what goes on in the park, especially in this restoration" (Friend03) and to "keep an eye on the council" (Friend02).

(3) Supporters

It is now commonly recognised that the decline of many Britain's public urban parks has largely resulted from under-funding and under-staffing of parks within many local authorities (see Sections 2.3.1 and 2.3.3). Thus, as well as advocating for more money to be invested in parks and more staff to be appointed for the upkeep and security of the park, many 'Friends of Parks' groups have taken on the role of being supporters to their local parks to provide necessary assistance. Talking about the establishment of the group, the chairperson of FOBS commented:

> "Because at that stage it was clear that the funding for open spaces throughout the country in cities was reducing and the budget was slashed, resources were slashed, labour was slashed in terms of running all these urban spaces, ... a support organisation was clearly going to be needed".

It is found from the interviews and focus groups that the case-study friends groups have supported their local parks in two ways: supply of voluntary labour and help in fund raising. In terms of providing voluntary labour, the volunteers of FOBS, for instance, have been regularly carrying out practical maintenance work for the gardens since the early 1990s as well as undertaking some of the restoration work which could be credited as contributions in kind towards the matched funding. Other friends groups (e.g. MHGUG and FONHP) organised clean-up days to help maintain the parks. Apart from doing practical work, friends groups have also provided volunteers when there were events or activities in the park, helping with things such as setting up necessary facilities and being traffic wardens.

With regards to the provision of financial support to the park, all the case-study friends groups have undertaken various levels of fund-raising activities. While some friends groups were

heavily involved in raising the matched funding for the UPP grant-aided park restoration projects, other friends groups raised funds only for things that were not/would not be included in the restoration scheme or afforded by the local authority's budgets. As already mentioned, friends groups generally were in an advantageous position over local authorities in having access to many contemporary funding opportunities. In addition, it is important to note that whether a friends group has adopted a charity status or not may affect its capacity in fund raising. The chairperson of FOBS considered that it was a more effective way of fund raising if a group was a registered charity, because "you can attract funds from many more sources" than if the group had no such status. A friends group may even take a step further to set up or become an independent trust in order to access some specific funding regimes (e.g. Landfill Tax Credit Scheme). However, the example of FOBS setting up the SBGT attracted special attention from the Environment Sub-committee, who, in the TCP Report, expressed their reservations about this approach to raise funding for parks (ETRASC, 1999b).

(4) Promoters

The interviews and focus-group discussions with friends groups show that 'Friends of Parks' groups have also played an important role in raising the profile of their specific local parks and thus encouraging more use of the park. This was usually done through a number of means including publishing leaflets and newsletters, giving talks or lectures about the site and the restoration project, and organising events in the park. The last means was commonly considered to have a significant effect in encouraging more people to come and use the park. As the third column of Table 3.3.2 shows, almost all of the case-study friends groups had organised a variety of events and activities in the park.

Another aspect of the friends group to act as the promoter of the park is to involve more people in the restoration as well as the future development of the park. In one focus-group participant's view, "if more people can be involved in the running and maintaining of the park, at least vandalism would be restrained" (Friend23). Apart from encouraging more adults to join friends groups, most of the case-study friends groups have also recognised the importance of involving school children in the development of local parks and have worked considerably on this respect. By involving children in activities and events such as bulb planting, nature walks, children's days and clear-up days and encouraging schools to use local parks as educational resources for their national curriculum, it was hoped that children would start developing an interest in and even a sense of ownership for their local parks at young age and would want to care for the park when they grow older. As two focus-group participants stated:

> "That's really important that children are involved. ... Children are the future for the park, aren't they? And if we get the children involved in the beginning, hopefully the park won't be vandalised and they get ownership of it" (Friend12)

> "We ... are really trying to push to get the youngsters involved in planting and things like that, because ... they are going to be the future. If they start planting things themselves, they hopefully will look after them because they've done it themselves. We really try to push this to the council that anything that's been planted or built, the youngsters should be involved with it ... It's their involvement hopefully would stop the decline of the park" (Freidn21).

(5) The community's voice

The chairperson of the FONHP regarded her group as 'the community's voice' because the kind of role that the group had played in the park restoration project was to ensure that what people wanted from the generation of the park had been taken on board by the local authority. Similar views were also expressed by another two interviewees who indicated that the friends groups were there to:

> "... give the local authority ideas, ... tell them we don't want it done that way. We want it done this way because this is what we want and that's what you want – but you are never in the park" (CF1).

> "... ensure those facilities and indeed others ... that local people want ... are installed. So we can make very strong suggestions to [the project manager] a lot about what should be going on ... So we can ... try our influence on shaping the restoration – a so much better restoration of the park" (CF5)

In the landscape architect's view, who is also a member of MHGUG, there has constantly been a lack of understanding among a lot of local authorities on "how parks work and what they need to do to be able to manage parks appropriately and effectively to satisfy the community" because they "don't have the expertise within house". Therefore, friends groups can play the role in assisting local authorities to understand how local communities use their local parks and to decide how best the money they actually have should be invested. Unquestionably, friends groups could not perform this role effectively if they were not involved in the decision-making process. The chairperson of FONHP thus argued that one of the key issues of community involvement in park restoration was that the friends group was engaged in making decisions.

8.4.3.4 The contributions of 'Friends of Parks' groups

The kinds of contribution made by the case-study friends groups towards the restoration of their parks are not much different from those identified in the postal questionnaire survey which have already been discussed in Section 6.2.3. Those that are more significant are summed up as the following points:

- Publicity: through the publication of newsletters, leaflets, etc. to publicise the park as well as the restoration project and to keep people informed about what has been or would be done.
- Events and activities: organising and running various events and activities in the park to

encourage more people to come and use the park and to generate more interest in becoming involved with the regeneration and future development of the park.

- Fund raising: undertaking different scales of fund raising activities to raise either the matched funding or funds for the groups' use, such as to put on events in the park or to purchase facilities they considered to be needed in the park.
- Regular dialogues with the local authority: mainly through meetings in which either the friends group had representatives or project mangers were asked to attend.
- Involving schools: through events such as children's fun days, arts projects, bulb planting, etc. to engage school children with the restoration of their local parks so that a sense of ownership could be developed at an early age and the outcomes of the restoration project could be sustained.

Except for their contribution in involving children, each case-study friends group's contribution in the other four areas can be referred to in Table 8.4.2 which summaries the frequency of meeting, the publication and events the group hold, and the scale of their fund-raising activities.

8.4.4 Problems/difficulties encountered by 'Friends of Parks' groups

While the problems and difficulties encountered by project managers and practitioners involved in the case-study restoration projects were rather diverse as already discussed in Section 8.2.4, there seems to be more commonalities in the problems confronting 'Friends of Parks' groups during their involvement in the restoration process of their local parks. The difficulties facing the six case-study friends groups can be broadly grouped into the following four categories: (1) frustration with the local authority; (2) apathy among the local community; (3) criticism from people not involved in the restoration process; and (4) conflicts of interests within the group.

(1) Frustration with the local authority

The most significant problem noted by almost all the friends-group representatives and a number of focus-group participants regarding their involvement with the regeneration of their local parks was frustration with local authorities. Friends groups found it frustrating when they received no response from the local authority about concerns that they raised and when their questions were not answered by local authority officers in meetings. As one focus-group participant stated:

> "We do get frustrated. ... ... you come in here and you suggest something; and then following fortnight you expect to hear something about it and it just disappears" (Friend02).

A similar experience was mentioned by the chairperson of the MHGUG:

> "... initially we went to the meetings; they wrote up minutes; you go to the next meeting two months later and you look what have actually been taken: nothing. And we got very frustrated. And ... at that time we got frustrated that people were not answering our questions".

In addition, friends groups often became frustrated when they experienced continuous delays and did not receive any reasonable explanation or information from the local authority regarding those delays. In FOBS's chairperson's view, these delays were mainly caused by the local authority system. However, as most friends groups played an important role in informing the wider community about the progress of the restoration project, any unexpected delay subsequently became a problem for them in terms of disseminating information correctly and promptly. For the FOWJP, the problem they encountered stemmed from the information they needed for a particular meeting not being provided by the project manager because he could not attend a particular meeting. Consequently, the group was unable to carry out their own planning and to give updated information to people approaching them. This problem had later been remedied by asking the project manager to send along a report to each meeting regardless of whether he could attend or not.

Although only noted by one case-study friends group (MHGUG), the third source of frustration was local government reorganisations. As the chairperson of the group indicated, the group felt frustrated because there had been five local government reorganisations since 1993, and as a result, the parks department in the local authority had been trimmed down considerably and all the parks expertise within the council made redundant. Having had to deal with a local authority, that in the group's view was a "bureaucracy" which did not "appear to be interested in parks" and showed a "lack of commitment, lack of knowledge and sometimes lack of willingness to listen" (CF3), the group sometimes felt they had "run out of steam, run out of energy" (OP3) to push the project forward because the local authority did not respond to them. It was also a frustration to the group that although they had a lot of ideas about the parks and many volunteers willing to contribute their time, they had no way of carrying out their ideas because the local authority did not have the resources to enable the execution of those ideas.

(2) Apathy among the local community

A number of the representatives of case-study friends groups reported that the lack of interest in getting involved with either the group or the park restoration project was one of the problems they had encountered during their involvement. The chairperson of the FOHP described her experience:

> "It's been strange because not one single person who has a garden ... backing onto the park ... has ever been in to a meeting. ... it's very annoying because when you go to the park every day ... and they come to you and complain. ... ... So just the ... people. ...

> They seem to have a lot to say but if you ask them to come and become involved, they just don't. It's quite frustrating actually".

The secretary of the FOWJP noted that, after being to the friends group's meetings for a year, it was always "the same old faces" who turned up at those meetings. However, these people were often at the same time already engaged in other aspects of voluntary work which took a fair amount of their time. In this interviewee's view, there was "a vast invisible number of people out there" and if these people would become involved, then the work load could be shared and more things could be achieved. Nevertheless, the problem was: "how you can get other people who are not involved to be involved, to be engaged in this process" (CF6).

The chairperson of the FONHP considered that two factors contributed to people's apathy towards being involved in the regeneration of their local park. First, the area where the park is located is an inner-city area. While people living in that area had been promised that, with the regeneration of the area taking place, the estates would become better places to live, those promises had never come to fruition. Therefore, there was a lack of faith as well as interest in what would really be achieved with the restoration of the park. In addition, because the area is very mixed (middle-class people and low-income people), even if people come forward and become involved with the regeneration process of the park, it was very difficult to keep sustaining their involvement all the time. Second, the "attitudes from the 60s and 70s" were still prevalent. As the chairperson explained:

> " ... a lot of people think – and this goes back to the 60s, 70s when the city council did everything and paid for everything and was responsible for everything. They still think the council should do that. They still think that the council should clean the park. We should not do things like litter picking. They are still thinking it's the city council's park".

One of the results of the on-site park users surveys (see Chapter Nine) provides some support for this view. In the surveys, it is found that between 60% (CP) to 83% (WJP) of visitors interviewed in the seven case-study parks agreed that local authorities should take all the responsibility for the management and maintenance of historic urban parks.

(3) Criticism from people not involved in the restoration process

One problem confronting two of the case-study friends groups (MHGUG and FONHP) was the criticism of the group's involvement by other residents of the wider community who had not been involved, either with the group or the restoration project. As both groups were involved in the partnerships for the park's regeneration, other people in the community may therefore consider that they were engaged in making all the decisions regarding what should be included in the restoration project. The problem usually occurred when people started seeing some restoration work being implemented in the park and did not agree with the idea or

the way some work was being undertaken. As one focus-group participant observed:

> "There is always criticism by people who are not in the group that the right thing isn't being done or it's being done in the wrong order. Or because they don't know what is going to happen, they think something is not going to be done. And they don't realise it's going to be done at a later date. ... And that kind of thing by people who are sort of on the perimeter of what's happening but aren't actually involved with the group" (Friend12).

In this participant's view, if people would come to the group's meetings, they could have had a say in what should be done or they would have had an understanding of the restoration scheme. Nevertheless, as this participant pointed out, "people don't want to get involved; they don't want to be committed, to come to meetings. So that's the problem" (Friend12).

The chairperson of the MUGUG likewise indicated that, initially other people in the local community were cynical and did not think that the group could be successful in acquiring the UPP grant. But when the lottery money was eventually awarded, people who up to that stage had never been involved began to come up with different ideas about what the money should be spent for, many of which were incompatible with the remits of the funding regime. The group was then criticised of being "very unwise to go to the Heritage Lottery" (CF3) for money that was restricted primarily to heritage elements.

A different situation was noted by one of the focus-group participants of the MHGUG, who recalled that the group was criticised by a group for another park in a nearby area as being a "middle-class Mafia" and ruining the park. If fact, during the on-site questionnaire survey in MHG, two of the park users that were interviewed, identified themselves as members of that park's user group but also using the gardens regularly. They indignantly commented that: "what is going to happen in this park will be very sad as it will become a middle-class park which will have lots of rules or regulations; the atmosphere will be changed" and "a committee of middle-class people have verbally dominated the meetings, so lots of people feel marginalised and excluded". However, the focus-group participant argued that it was biased to think that all the members of her group were middle class only because people who went to the first meeting for the establishment of the group were predominantly white (despite the area was a multi-cultural area). "You can post letters and ask them to come, but you can't drag people into something", she uttered.

(4) Conflicts of interests within the group

Two case-study friends groups reported the problem of conflicting interests among the members of the group. For the FOHP, it was the conflict of opinions between younger and elderly members regarding whether the group should be involved in organising events in the park. Although the younger members were keen to make more use of the park by organising

more events to encourage other people in the wider community to come and use the park, the elderly members considered it to be the local authority's responsibility to put on events and activities in the park. However, the younger members would have to take on a heavier workload if the elderly members did not agree to become involved.

A different type of conflict was observed in the MHGUG. As the chairperson of the group noted, "you do get parties of interest ... who are on the bandwagon for their own particular interests". For example, some people were more interested in the wildlife and tree aspect of the restoration project, while others were more concerned about the play areas for their children. But the most notable conflict was the one between dog walkers and people who did not own or like dogs. A similar problem was mentioned by the chairperson of the FOHP, who herself was one of the two dog owners among the group and therefore often became a target of criticism when they discussed issues regarding dog excrement. To one of the MHGUG' members, herself a dog owner, it was quite frustrating for her to see that there would only be a small area of the restored park designated as 'dog exercise' zone. In her view, the dog walkers were the major users of the park, which helped to keep the park a safe place for other users to come, because they used the park "twice a day, everyday of a year, rain, hail or shine" and without their constant presence in the park, "a lot more damage would have been done to the park" (Friend05).

In addition to these problems, the FONHP experienced a specific difficulty in applying for funding. As the chairperson of the group indicated, the application for funding and grants was too complicated because there was a lot of "jargon, bureaucracy and red-tape". Having had to apply for funding to a variety of sources within a certain timetable and put the money together for the matched funding of the restoration project, one member of the group described that it was like "building a house of cards"(Friend09), because if one specific funding was not secured at a particular time, then some other funding that you already acquired could be jeopardised.

8.5 Effectiveness of Community Involvement

The issue of the effectiveness of involving local communities in the restoration of historic urban parks has previously been investigated in the postal questionnaire to the 1997 UPP grant-aided restoration projects (Section 6.3.3), which provides a broader but less in-depth understanding of the subject. Based on semi-structured interviews with project managers, chairpersons/secretary of 'Friends of Parks' groups and other significant participants who were involved in the case-study restoration projects, this section explores the issue further by looking at the interviewee's views on the effectiveness of community involvement in each of the case-study restoration project, the factors contributing and restraining the effectiveness of

community involvement, and the skills that project managers and friends groups required to enhance the effectiveness of community involvement.

8.5.1 How effective is the community involvement?

8.5.1.1 The project managers and other significant participants' views

Among the seven case-study restoration projects, five respondents to the postal questionnaire (assumed to be the project managers) reported that the community involvement in the project was 'very effective' and the other two indicated it as 'fairly effective'. In the interviews, except for the NHP restoration project, all the project managers continued to consider that the involvement of local communities in their projects was effective. The underlying reasons for this perception are wide and varied. The project manager of CP attributed the effectiveness of community involvement in the restoration project to the existence of the CPUF. In his opinion, the forum had made a lot of contributions to the preparation of the HLF bid, in particular in providing local knowledge about the park's history.

The project manager of HP restoration project considered the involvement of local communities in the regeneration of the park as quite effective and indicated that it was because the friends group was very keen on seeing the park being restored and kept in a good condition afterwards. Nevertheless, the Community Development Officer involved in facilitating the establishment of the friends group had some reservations regarding the effectiveness of the friends group's involvement in the project. In his view, to some extent the group's involvement was effective as they did have input into the decision-making process regarding the development of the park. But on the other hand there were also times when the group was given options rather than complete control over the decisions.

The project manager of WJP restoration project likewise pointed out that community involvement in the scheme was "relatively effective" because there were a range of active and committed voluntary groups that were involved with the project in a variety of ways. Therefore, they were able to give out information that "wouldn't have otherwise reached people". The Community Arts Officer also considered the involvement of the Community Sculpture Group in working with artists for the arts installations in the park as very effective. She stated:

> "It's being really effective ... Because people have a say in what's going to happen. Then they are happy about the project. ... ... The work will probably be criticised by some people when they go to the park, but at least the people who have been involved in it ... have had their say and they can guide the artists as to what they want to see. So when you involve people like that, it does get the best result".

For the project manager of LP restoration project, the effectiveness of community involvement

in the project was reflected in the fact that the local community's views and concerns raised in community consultation exercises were tackled in the restoration project. A similar view was mentioned by the project manager of MHG restoration project, who indicated that it could happen elsewhere that local groups were not fully involved and their views not taken on board. But because the local authority "allowed" the park's user group to be "actively involved in a meaningful way at all the stages" of the park's regeneration process, their involvement in the project had become effective. It is quite likely that the user group of the park would oppose the idea that their active involvement in the process was "allowed" by the local authority. Rather, they considered that they had pushed very hard all the way for the local authority to listen to them and to take their involvement seriously. Nevertheless, the above comment of the project manager does convey a fundamental notion, that is, on most occasions, it is still up to the local authority to decide whether there would be genuine community involvement or the involvement of local communities would just be a token gesture.

The landscape consultant involved in preparing the bid and developing the restoration project considered the involvement of the park's user group in the renovation of MHG to be "one of the most effective" in comparison with other groups' involvement in similar types of projects. Based on professional experience, he indicated that most park user groups started off very enthusiastically, but the sort of enthusiasm often whittled down because it usually took quite a long time to achieve processes which had public consultation as an important part. However, the user group of MHG was able to retain their enthusiasm and commitment throughout the whole restoration process; thus there was no doubt that their involvement in the project was effective.

The team manger of the SBG restoration project pointed out that the involvement of local communities, primarily the friends group, was effective in the restoration process of SBG because otherwise "the project would not have come this far". As the project manager of the scheme pointed out, there were two pieces of evidence showing that the friends' group's involvement was effective: first, there were a lot of people wanting to become involved with the regeneration of the gardens; and second, the group had raised in excess of £500,000 at the time of interviewing.

The NHP restoration project was the only case-study project in which the involvement of the local community was not considered to be effective. In the team manager's view, it was too early to decide if community involvement in the restoration of the park was effective as the project has not been completed yet. The project manager indicated that it was difficult for community involvement in this scheme to be effective because there were only a small number of people in the local community who were very committed and involved. With the

regeneration of the estates taking place at the same time, those people just "could not take on any more work". Consequently, it was difficult for the structure of the restoration project to be developed fully because there were not enough community representatives to sit on each sub group. In such a situation, the local authority officers involved with the project inevitably made most of the decisions. In the project manager's view, this was a problem because sometimes the local community might find a specific decision unacceptable.

8.5.1.2 The 'Friends of Parks' groups' views

All the chairpersons/secretary of case-study friends groups considered that the involvement of their groups in the development of the restoration project was effective. Two main reasons emerge from the interviewees' comments as to why they thought so and it seems to be related to the nature of the friends groups. For friends groups that were involved in submitting bids to the HLF and other funding schemes (including MHGUG, FONHP and FOBS), the success in securing funding for the restoration of the park was the evidence to show that the group's involvement was effective. The chairpersons of the MHGUG and the FONHP asserted respectively:

> "... we were successful in winning money. So I would say in that sense the objective of trying to get a huge amount of money to do something positive with the park ... has been achieved".

> "We've been very effective in the fact that we got all the money from the Landfill Tax for the lodges".

For friends groups that were established purposely to assist the development of the restoration scheme after the UPP grant being awarded (i.e. FOHP and FOWJP), it was the feeling that their views and concerns were taken on board by the local authority that demonstrated that the involvement of the friends group was effective. As the chairperson of the FOHP and the secretary of the FOWJP commented respectively:

> "The involvement of our group ... is very effective ... because the council listens to us".

> "We've been taken seriously because the local authority themselves are keen that there is a friends group. They want us to succeed and they see the value of having us involved. ... our ideas, our concerns are certainly listened to by our local authority".

Although the chairperson of the FOCP considered the friends group's involvement in the development of the restoration project to be effective in that they did "get things done", he on the other hand noted that the involvement of the CPUF was not as effective as it might be, because, a lot of the time, the local authority had already made up their mind on what they were going to do before they brought a particular issue to the forum. Instead of making any official decision, the forum only made recommendations to the local authority who was not

bound by the forum. Nevertheless, as the chairperson of the friends group observed, the local authority had to listen to the forum because otherwise they could resort to going to the local press or radios to raise their views and concerns.

8.5.2 Factors contributing to effective community involvement

8.5.2.1 The project managers and other significant participants' views

As community involvement was considered as effective in almost all the case-study restoration projects, quite a wide range of factors were identified that had contributed to that effectiveness. While what was noted by the interviewees was very diverse, these factors can be broadly grouped into two categories: local authority-related factors and friends group-related factors.

For the first group of factors, it was the local authority who needed to play an active role in enhancing the effectiveness of community involvement in park restoration projects. As already discussed in Section 8.2.3, the pervasive distrust of local authorities' commitment to the upkeep of public parks was one of the most significant problems commonly confronting the case-study project managers with regards to involving local communities in the regeneration of historic urban parks. In the view of the team manager of the SBG and NHP restoration projects, it was important to renew that trust between park users and the local authority as this helped to facilitate the effectiveness of community involvement. While submitting a bid to the HLF for the restoration of a specific park could be seen as a way of showing the local authority's commitment, it was by involving an officer in a higher position, i.e. someone with decision-making power, to administer the whole process that demonstrated to the local community that the local authority was really committed to the restoration of the park. As this team manager observed, with the project carrying on, "there were key points where the friends group recognised that the council was working on their side" which encouraged their involvement. The project manager of the NHP restoration project likewise noted that the friends group was very antagonistic and critical towards the local authority at the beginning and only became more involved in the regeneration process of the park after they recognised that the local authority did want to improve the park's condition.

Another way of easing the friends groups' distrust in local authorities was by asking a third party who was considered to be a neutral by both sides to chair the steering group for the restoration project if there was one. To take the SBG restoration project as an example, the involvement of the University of Sheffield in chairing the steering group helped to "smooth out the problems that existed previously between the city council and the friends group" (CF5).

Taking on board the local community's views and implementing them was also an important factor contributing to the effectiveness of community involvement in the renovation of historic urban parks. The project manager of the MHG restoration project argued that community involvement would not be effective if local authorities did not listen to and implement local communities' views. He stated:

> "The answer [for effective community involvement] is on the council to help that effectiveness ... in that sense of taking on board what they want to do ... otherwise they become a pressure, just moaning and complaining behind the scene but not getting anywhere or managing to progress forward".

Therefore, the key point in facilitating the effectiveness of community involvement, as this interviewee saw it, was for the local authority to set up a system through which local communities could express their views as well as to show the local community that the local authority was listening by putting their views into practice.

The landscape consultant involved in the MHG restoration project pointed out that the effectiveness of the user group's involvement in the regeneration of the gardens was enhanced by one of their members being a landscape architect. Because this particular member could "speak the same language" as the landscape consultants themselves, the group was able to have more influence on the development of the project. However, it was more an exception rather than a common situation for the majority of friends groups to have a member with this kind of expertise. In that landscape architect's (member of the park user group) view, it would be very helpful for a community group to have an advocate landscape architect – the role that he had played in his group – appointed to work on behalf of the local community. The idea of community advocate landscape architect, as he observed, had been put into practice in many cities of the United States. In Battery Park City in New York City, for instance, the appointment of a landscape architect (separate from the consultants preparing the park restoration project) to act as a community advocate was funded by the local authority. He thus argued that the idea should be developed in the United Kingdom and perhaps promoted by the HLF in all the restoration projects.

Nevertheless, for many local authorities in Britain who have already had very limited budgets for public parks, to financially support the appointment of community advocate landscape architects may not be a feasible way of enhancing the effectiveness of community involvement in the regeneration of historic urban parks. By contrast, one approach that local authorities could easily adopt to aid more effective community involvement, as the team manager for the NHP and SBG restoration projects observed, was to "speak in the language that they could understand". In other words, by avoiding the use of technical terms and jargon, there would be better communication between the local authority and local communities, which was essential

for the involvement of local communities to become effective.

In addition, it was important for local authorities, or in fact for anyone in charge of overseeing the development of the restoration project, to involve local communities not only "from the first stage" (OP5) but also "at all stages" (PM5) of the regeneration process. By engaging local communities in the process from the out set and letting them have a say in how the park should be restored, developed, and managed in the future, it was more likely that a sense of ownership of the project could be generated, which would contribute to effective community involvement.

In terms of friends group-related factors, the existence of such a group was considered by a number of interviewees as a beneficial factor to community involvement. The project manager of the WJP restoration project indicated that friends groups could be used as a front for public consultation as "people would talk to each other far more readily" than they would talk to local authority officers. The landscape consultant involved with the MHG restoration project likewise noted that an existing friends group could contribute to the integration of public opinions on the park's regeneration.

A very active and committed friends group was identified by a number of interviewees as one of the most significant factors contributing to the effectiveness of community involvement in the restoration of historic urban parks. As there were usually regular, and on some occasions quite frequent, meetings between representatives or committee members of friends groups and local authority officers during the development of the restoration project, it required a very strong commitment. In addition, the determination of a friends group to retain their enthusiasm and commitment was also a very important element of effective community involvement. As the landscape consultant involved in the MHG restoration pointed out, because the regeneration of a public park was a very long process, the friends group had to be very determined "to make these things happened".

In the view of the project manager of the SBG restoration project, the involvement of friends groups could also be enhanced if members of the group had relevant expertise or skills to input into the project. In the FOBS, for example, there was a retired local authority officer and a retired university lecturer; both had made considerable contributions to the restoration project by representing the group in the steering group. As the project manager of MHG restoration project observed, a friends group such as the MHGUG that had a lot of professional people as members would know how to use the system and to bring pressure on the local authority to put across their views. Obviously, not every friends group would have such members. The examples of the FOBS and MHGUG suggest that it is more likely that friends groups of parks

located in middle-class areas would have some of their members being professional people.

Apart from above two groups of factors that could contribute to the effectiveness of community involvement, there was one more factor which did not relate to either the local authority or the friends group, but subject to the park per se. As the project manager for the SBG restoration project noted, a popular public park that was used by a lot of people was a great starting point in terms of community involvement, as there would be a lot of people willing to become involved in the park's regeneration and development.

8.5.2.2 The 'Friends of Parks' groups' views

The long-term commitment and determination of a friends group to carry on to see the park restored and well-managed and maintained was generally considered as one of the most significant factors contributing to effectiveness involvement of such groups in the regeneration process of an historic urban park. The chairperson of the FOBS pointed out that, fundamentally, it was "people's very considerable concern that the gardens were going down the drain" that prompted such a commitment among members of the friends group. The landscape architect who was a member of the MHGUG likewise noted that a lot of the group's members were very committed because they really valued the park and hated to see it abused and neglected, because the park was the focus of their community and the place where everybody met.

As a number of the case-study friends-group chairpersons observed, community involvement could be effective if people act collectively, because it was less likely that local authorities could ignore their views and opinions when there was a group of people. "As a group, as one voice, they do listen, definitely" – the chairperson of the FOHP thus uttered. The phrase '*people power*' was used by the other two interviewees to described such an idea:

> " ...the fact that we had people constantly turning up at these meetings. Even the ones who don't say anything, they do write letters and say this is what we want. ... it's *people power*. When you see enough people ... complain, they have to do something about it" (CF3).
>
> "It's just getting people together to say this is what we want. ... We've been very effective really in that sense. That is *people power*" (CF4).

A good relationship between the friends group and the local authority was considered by a number of interviewees, such as the chairperson of the FOHP and the secretary of the FOWJP, as an important factor to enhance the effectiveness of the group's involvement in the restoration project. This was usually achieved by a good working relationship being formed between the project manager and the friends group and by the local authority showing to the group that they were listened to and taken seriously through taking on board their concerns and

views.

The possession of specialist knowledge within the friends group was identified by the chairpersons of the FOBS and MHGUG as a beneficial factor in facilitating the effectiveness of community involvement. As mentioned earlier, there were an ex-local authority officer and an ex-university lecturer in the FOBS and there was a landscape architect in the MHGUG. As well as contributing to the areas relevant to their expertise by acting as key consultees, these special members often also played an important role in consolidating the group's confidence that they were right.

In addition to these factors, the chairperson of the FOHP noted that good group relationships (i.e. the members "got on well together as a group") were important for the group's involvement to be effective. In the NHGUG chairperson's view, clear and feasible objectives was the key for effective community involvement. The chairperson of the FONHP pointed out that attending all the meetings that the friends group was asked to attend was very important, because by so doing, the group was involved in the decision-making process. She also considered that the involvement of the SWT was very helpful because the trust provided various assistance to the friends group, which facilitated the effectives of the group's involvement in the restoration of the park. In the FOBS chairperson's view, the positive response from the public to the improvement resulting from the group's work in the gardens and the huge public support to their fund-raising and publicity activities were very important in maintaining the group's morale and was the reason why the group could be so effective.

8.5.3 Factors restraining the effectiveness of community involvement

Since almost all the interviewees regarded the involvement of local communities in the case-study restoration projects as effective, only a few factors that would restrain the effectiveness of community involvement were identified. The prevalent distrust in local authorities among local communities was identified by the project manager of the WJP project as a restraint for effective community involvement, as such attitude inevitably hindered the formation of a positive relationship between the local authority and the local community and sometimes obstructed a friends group from moving forward.

While the involvement of the park user group in the MHG restoration project was very effective, the project manager noted, based on his experience of working with other groups in the same borough, that if people in the user groups were not so confident and did not have similar skills as members of the MHGUG, their involvement was likely to be less effective because they did not know "how to use the system, how to write a letters".

One interviewee [who specifically asked for confidentiality on his/her comments to this question] pointed out that one of the factors that constrained the effectiveness of community involvement was the traditional 'officer's control' over the project. In this interviewee's opinion, in a lot of local authorities, there were still some officers who perceived themselves as professionals with all the knowledge and people in the local community not having any relevant training, so they did not understand the things the officers were talking about. When this kind of attitude existed, it was unlikely that local communities would be involved in the decision-making process thoroughly and thus their involvement would not be as effective as it otherwise might be.

8.5.4 Skills for effective community involvement

8.5.4.1 For project managers

From the interviews with the case-study project managers, it was found that there were some skills which were essential for project managers in order to conduct effective community involvement in the restoration process of public parks. These skills are broadly grouped into the following four categories: (1) communication skills; (2) community involvement skills; (3) negotiation skills; and (4) others.

(1) Communication skills

The most important skills for project mangers to conduct effective community involvement, as identified by most of the interviewees, are good communication skills. The statements below illustrate this view:

> "... it's certainly communication skills. You need to be able to listen to people. You've got to listen, you've got to understand what they are saying to you and interpret those into action really. ... those are the key things" (PM4).

> "... because you are dealing with so many different sorts of people, you've got to be able to communicate with people and get information across to people. ... communication is the key one, really" (PM7).

> "...the most essential thing in the whole project as a manager is communication. The ability to communicate with anybody"(PM8).

Both the project mangers for the CP and WHP restoration projects addressed that it was important for a project manager to be able to communicate in two directions, i.e. not only to talk with people at all different levels but also to listen to their opinions and ideas. It was pointed out by the Community Development Officer involved in the HP restoration project that all local authority officers should be aware of not using jargon when talking and giving out information to local communities. The team manager for the NHP and SBG restoration projects likewise noted that project managers should be able to communicate with local communities without using technical terms.

(2) Community involvement skills

The various skills needed to consult local communities were mentioned by a number of interviewees. The project manager of the CP restoration project, for instance, indicated that project managers had to have the ability to "draw people into the design process". The ability to effectively manage a public meeting was identified by the project manager for the LP restoration project, who stated:

> "... you need to be able to ... allow everybody to voice their opinions rather than let a consultation exercise get dominated by an individual or a small group of individuals who have the same views and perhaps exclude the large majority of the meeting, and make them feel intimidated about speaking or proposing a view".

The Community Development Officer involved with the HP restoration project also noted that most local authority officers were in need of training in how to run public meetings or employ other means of community consultation effectively and in fact in how to actually work with communities. Taking the layout of a public meeting as an example, frequently, there were the local authority officers and professionals set on the top table and the rest of the hall with chairs where people from the local community were. Such a layout tended to set a barrier between the professionals and local communities right from the beginning of a meeting. Thus, it was important for local authority officers to be aware of these issues.

Nevertheless, in the view of the project manager of the NHP restoration project, instead of having any particular skills in consultation, the most important thing was for project managers to be committed to community involvement. He stated:

> "I don't know whether it is a skill particularly. It's just been having enough time to ... sort of working with the community ... you have to be able to sympathise with what the community tries to achieve. ... ... I haven't got any great training in sort of community participation. I haven't got any particular skills in that. I think a lot of that is just to be sensitive to people's needs and try to involve them at the right level at the right time".

A number of other case-study project managers also considered that they acquired the skills of community involvement mainly through experiences in work rather than professional training. As the project managers of the LP and MHG restoration projects commented respectively:

> "... the skills in carrying out effective consultation with communities is something that you acquire through experience rather than something you can be taught. I mean you can be taught about the principles but they can be quite diverse".

> "... the skills of involving communities is more difficult to train; it's almost practice really and experience. ... ... There are some small informal courses you can go and get training. But a lot of these people learn it on the ground when they do it".

(3) Negotiation skills

The ability to negotiate with local communities was identified by a number of case-study project managers as a necessary skill for project managers of park restoration projects in

conducting effective community involvement. The project manager for the MHG restoration project pointed out that sometimes local communities' ideas were just not feasible; therefore, "a certain degree of persuasion" was needed to convince them that their ideas would not work in actual practice.

As the project manager of the WJP restoration project observed, there were times when local communities' ideas became contrary to the heritage ideal requested by the HLF. This could damage the effectiveness of community involvement because on such occasions "the long-term heritage benefit of the country as well as the park" usually outweighed the wishes of local communities. Thus, it was very important for project managers to have good negotiation skills.

Both the project manager for the LP restoration project and the team manager of the NHP and SBG restoration projects noted that diplomacy was one of the key skills that project managers should have in involving local communities. In the latter interviewee's view, since there was often a tight timetable for each restoration project and in order to "keep the project on track", a project manager had to be "quite diplomatic in terms of knowing when to actually say no" to the local community, i.e. to let them understand that their views had been listened to but could not be followed through because it was not appropriate at that specific time.

(4) Others

In addition to the three types of skills already discussed above, it was noted by some of the case-study project managers that there were a number of attitudes which were contributory to the effectiveness of involving local communities in the regeneration processes of public parks. For the project manager of HP restoration project, it was not any specific skills but being positive and honest with the friends group that helped to build up trust and turn a negative group into a positive and active group able to move forward. A similar view was expressed by the project manager for the WJP restoration project, who considered that being positive and innovative (by asking people to think about things in a different way) was highly important. The project manager of the LP restoration project pointed out that project managers should be open-minded and willing to listen to and consider all the ideas put forward by the local community. In the view of the landscape consultant involved in the MHG restoration project, if project managers and professionals responded quickly and in a reasoned manner to issues and concerns raised by the local community, then most of problems could be solved peacefully.

8.5.4.2 For key members of 'Friends of Parks' groups

With regards to the skills that key members of friends groups (i.e. chairpersons, secretaries, treasurers, etc.) need to have in order to make their involvement in the restoration of their local parks effective, the comment made by the Environmental Development Worker of The SWT

who was involved in the NHP restoration project could be quite overwhelming but true to life:

> "Groups like that need quite a wide range of skills. They need communication skills; they need knowledge of how the council works and how the city works; and fund raising skills, publicity skills, administration skills in terms of running their groups; and they need to know about how to become constituted and things like that. And they need to do their accounts so they need financial skills. And they also need confidence in dealing with people in the council and the Heritage Lottery and things like that. ... They need to understand how the funding programmes work. And all sorts of skills in environmental management".

Indeed, the skills required by key members of friends groups for effective involvement, as identified by the chairpersons/secretary of case-study friends groups, are quite diverse. They are broadly classified into the following four categories: (1) organisational and committee skills; (2) communication skills; (3) publicity and events organising skills; and (4) others.

(1) Organisational and committee skills

In order to make their involvement effective, friends groups need to know firstly how to run their groups effectively. Sometimes, key members of a friends group may already posses some sort of committee skills, such as in the case of the FOWJP. As the secretary of the group noted, it was important for a group to have: (1) a good chairperson who could ensure that everybody had a chance to voice their concerns and felt they had been listened to; (2) a good secretary who could make sure that all the members were kept informed by always properly sending out letters, notifications, agenda, and minutes of meetings, reports, etc.; (3) and a good treasurer to keep appropriate control of the group's finance. However, for friends groups that were newly established and did not have members that were experienced in committee skills, e.g. the FOHP, then it was important for relevant training to be provided. As the chairperson of the FOHP pointed out, being a chairperson of the group was "a new adventure" for her and the training courses on chairing skills for her and minute-taking skills for the group's secretaries arranged by the Community Development Officer were very helpful. In this officer's view, new friends groups needed to have an understanding of how decisions were made within groups and other aspects of group dynamics so that the members of the group could work effectively as a whole.

For a friends group such as the FOBS that had a lot of volunteers willing to be involved in practical maintenance and restoration work of the gardens, it was recognised by the chairperson of the group that the skills to manage voluntary labour were essential, so that the energy and time contributed by volunteers could be used effectively and efficiently. In other words, the key members of the group had to be able to identify each volunteer's particular skills and then organised them to do things that they would be interested in doing; otherwise they would not do the work effectively. Based on the experience of the group being heavily

involved in the partnership for the restoration of the SBG, the chairperson of the FOBS also indicated that it was important for key members of friends groups to have the ability of working in partnership with other people, to be able to cooperate with others and to reach consensus.

(2) Communication skills

Good communication skills were essential not only for project mangers but also for key members of friends groups. As the chairperson of the FONHP noted, since friends groups were representing local communities' views in the regeneration process of public parks, the groups had to be able to communicate with officials as well as all sections of the community, including ordinary people, children and elderly people. The chairperson stated:

> "The key thing is ... you've got to be able to talk to people and they've got to be able to understand you. And they've got to feel that they can come to you".

Regarding young people as the "next generation" that were going to "sustain" the park, this interviewee highlighted the importance of the skills to communicate well with young people and to ensure they were fully informed. In addition, she also addressed that friends groups should have the skills to speak for disadvantaged people in the community that could not speak for themselves, making sure that these people's voices were heard.

The necessity of having good corresponding skills was mentioned by both the chairpersons of the FOCP and MHGUG, as that would help to put the group's points across. In FOBS chairperson's view, the skill of being able to talk freely with other members of the public was very much needed in terms of facilitating the group's publicity activities.

(3) Publicity and events organising skills

As many friends groups played an important role in raising the profile of the park as well as the restoration project, mainly through publications and events in the parks, to encourage more people to come and use the park and become involved, the skills to produce publications such as newsletters and leaflets and to organise events and activities were evidently necessary for key members of friends groups. In the FOBS chairperson's view, it was important for friends groups to have good publication skills so that anything that had been produced was of a good quality and with accurate information. The possession of a personal computer and the ability to use it were identified by the chairperson of the FOCP as an asset in terms of producing some basic publications such as newsletters of the group.

With regards to the organisation of events in the park, the secretary of the FOWJP noted that there were many different elements that had to be considered. Therefore, the ability to organise and plan the various aspects of an event was very important.

(4) Others

In addition to above skills, it was mentioned by the secretary of the FOWJP and a member of the MHGUG, who was a landscape architect, that it was very important for members of a friends group to have a common vision for the park. As the first interviewee pointed out, friends groups tended to be very absorbed in organising events and the day-to-day running of the group, which was a dangerous thing as the group might lose sight of their original aims. Therefore, he suggested that what friends groups needed was "the capacity to stand back and ... think about how they would like to see the park develop in, say, ten years time".

As the landscape consultant involved in the MHG restoration project observed, friends groups should be able to present their views in a reasoned manner as local authorities were less likely to really listen to them if an issue was presented in an angry or argumentative way. It was noted by the Community Development Officer involved in the HP restoration project that friends groups needed to have the confidence to be able to challenge professional decisions that were forced upon them. Apart from gaining such confidence through experience, training on confidence building would be of great assistance to friends groups in this respect. Finally, the secretary of the FOWJP pointed out that an understanding of "how the local authority decision making process works" was of particular importance for new groups that did not have many skills within the group. As the interviewee stated:

> "Quite often local authorities, just because the way they are constructed, and then there is the bureaucracy ... we can't take a decision today that can be implemented tomorrow. It has to go through a committee in another committee, etc., etc. That can take a long time. ... So having an understanding of that, maybe an understanding of the power mechanism that exist in local authorities ... ... for new groups ... it sometimes can be a bit overwhelming for them. So that kind of understanding is very important".

Chapter Nine
Research Results of On-site Park User Surveys

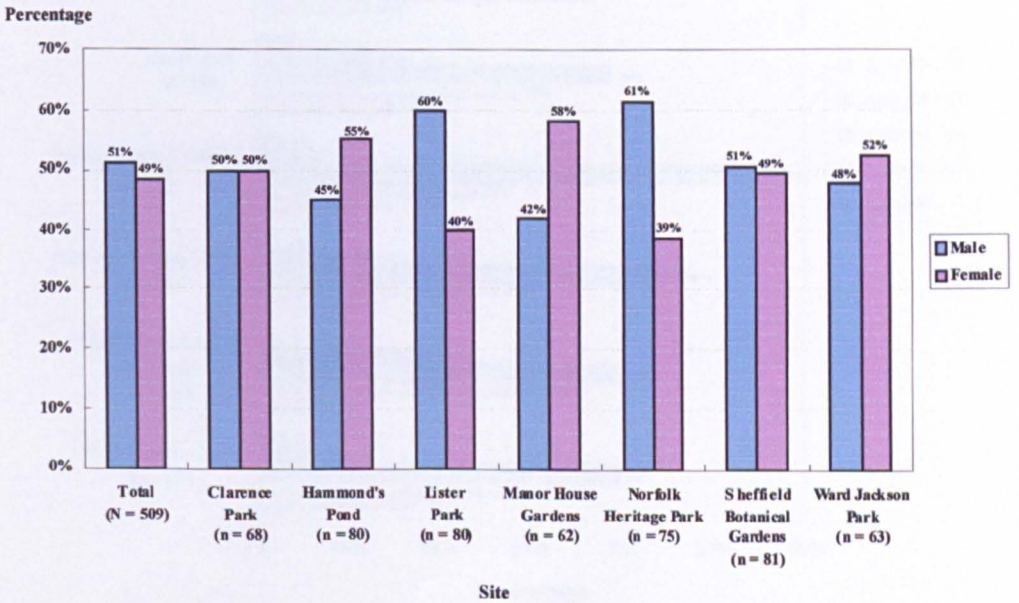
This chapter presents the results of the on-site park user surveys at the seven case-study parks. It is divided into four main sections. The first two sections looks at a number of demographic characteristics of the survey respondents and a number of variables relating to park usage respectively. The discussion of the two sections focused mainly on the statistical analysis of the total survey sample, as the information is to be used in the later part of the analysis to explore the relationship between some of the demographic and park-usage variables and park users' attitudes towards community involvement in park regeneration. The third section deals with park users' awareness of the restoration project and their participation. The fourth section, which forms the focus of this chapter, examines general park users' attitudes towards community involvement in the restoration of historic urban parks. The impact of some of the demographic and park-usage variables on the attitudes is also examined in this section.

9.1 Demographic Characteristics of the Survey Respondents

9.1.1 Gender

The gender divisions of the total survey sample and the sample in each case-study park are shown in Figure 9.1.1. Of the 509 park users surveyed, around 51% were males and 49% females. Although this proportion seems quite different from the one revealed by the observation exercise of the *Park Life* research – the ratio of male users to female users was

Figure 9.1.1 Gender profiles



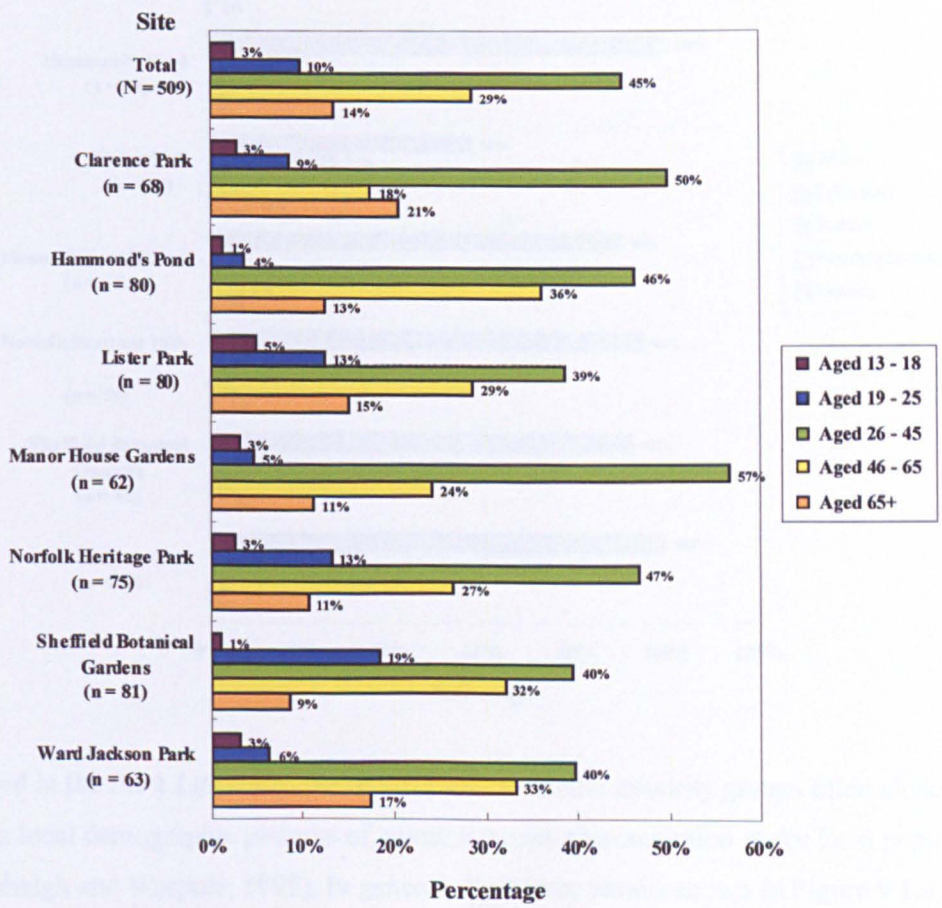
60%: 40% (Greenhalgh and Worpole, 1995), it is a similar result to a number of local park usage surveys in which it is found that slightly more men than women use parks (Ibid.).

However, there were significant variations between the gender division across the seven case-study parks. Only the samples of Clarence Park (CP) and Sheffield Botanical Gardens (SBG) reflect the proportion generated from the total survey sample. The samples of Hammond's Pond (HP), Manor House Gardens (MHG) and Ward Jackson Park (WJP) had a higher percentage of female users; while the samples of Lister Park (LP) and Norfolk Heritage Park (NHP) had around 20% more male users than female users. The highest percentages of male and female users were recorded in NHP (61%) and MHG (58%) respectively.

9.1.2 Age

As illustrated in Figure 9.1.2, the 26 – 45 age group dominated, accounting for 45% of all park users interviewed. The second dominant group was people aged 46 – 65, with nearly 30% of all respondents belonging to this group. This dominance of the two age categories was in general reflected in each case-study park except CP, where there were slightly more elderly (aged over 65) park users than those aged 46 – 65. In LP and WJP, the proportions of users aged over 65 (15% and 18% respectively) are also relatively high.

Figure 9.1.2 Age profiles

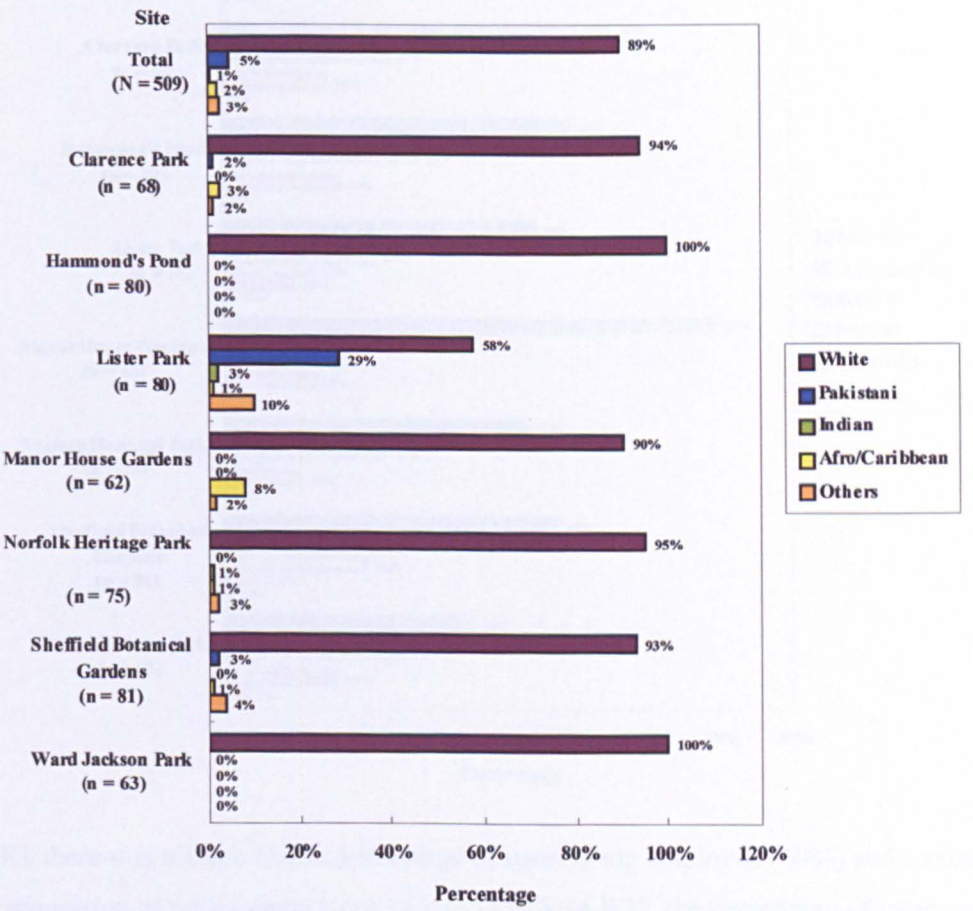


Overall, the 13 – 18 age group was under-represented in all the case-study parks. The highest teenage use of park was recorded in LP, where 5% of those interviewed belonging to the aged 13 – 18 group. A relatively higher percentage of users aged 19 – 25 was found in SBG, accounting for nearly one fifth of those interviewed in the gardens. This can probably be explained by the fact that there are several student halls of residence and a lot of private student accommodation in the vicinity of the gardens.

9.1.3 Ethnicity

Apart from the survey in LP, the results from all other surveys show that park users interviewed in each case-study park were predominantly white (Figure 9.1.3), most significantly being the surveys in HP and WJP, in which there was no respondents from ethnic minority groups. A much higher proportion of Pakistani users (29%) and a relatively higher percentage of users from ethnic backgrounds other than white (10%) were interviewed in LP. A considerable minority of 8% Afro-Caribbean use was recorded in MHG.

Figure 9.1.3 Ethnicity of the total survey sample and the sample in each case-study park



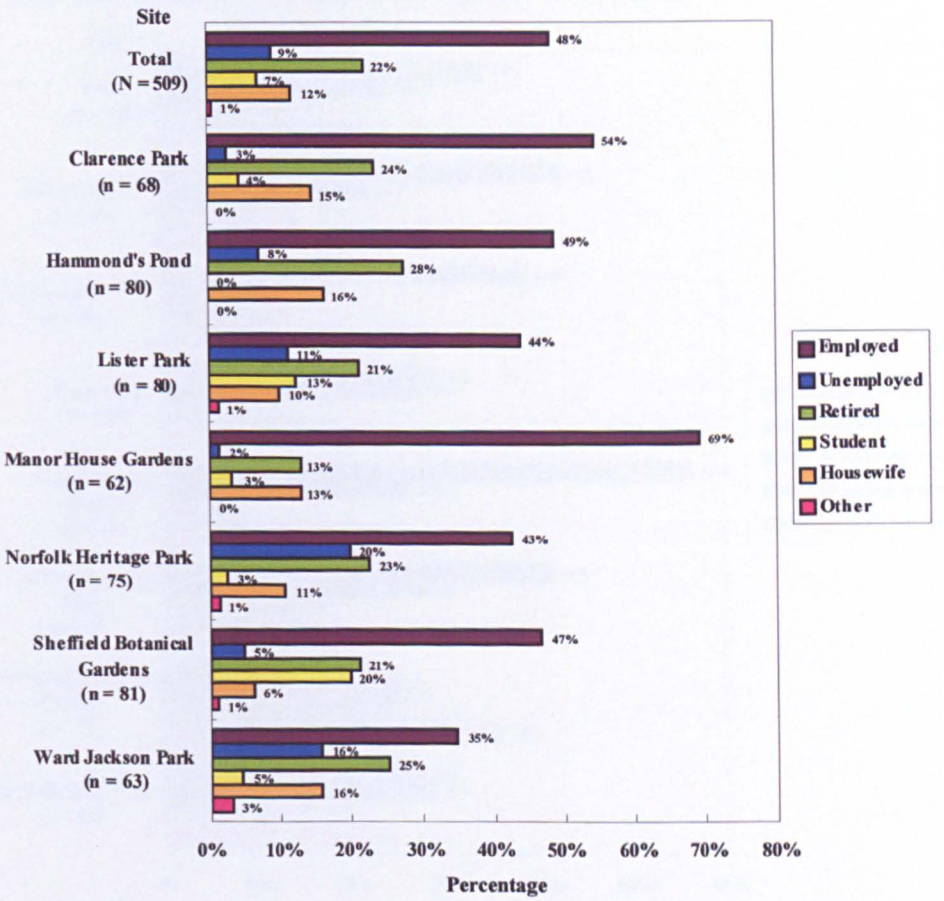
As noted in the *Park Life* study, the use of parks by ethnic minority groups often closely follows local demographic patterns of ethnic minority representation in the local population (Greenhalgh and Worpole, 1995). In general, the survey results shown in Figure 9.1.3 reflect

the ethnical composition of the local populations (see Appendix D). A few noticeable exceptions are observed in LP, including a lower representation of white users and a higher proportion of users from the 'others' ethnic group.

9.1.4 Employment Status

Figure 9.1.4 profiles the total survey sample and the sample in each case-study park by employment status. Taking an average across all the parks, nearly half of all park users interviewed were employed (including self-employed), with almost a quarter being retired. A noticeable minority which accounted for 12% of all respondents were housewives. Apart from the surveys in MHG and WJP, all the other surveys showed similar representation of these three employment-status groups.

Figure 9.1.4 Employment status of the total survey sample and the sample in each case-study park



In MHG, there was a much higher percentage of users being employed (69%) and a relatively lower proportion of respondents being retired (13%). In WJP, the percentage of interviewees being employed was the lowest (35%) among the seven case-study sties and the proportion of respondents being unemployed the second highest (16%). The highest figure of users being unemployed was found in NHP, accounting for 20% of those surveyed in the park. The highest

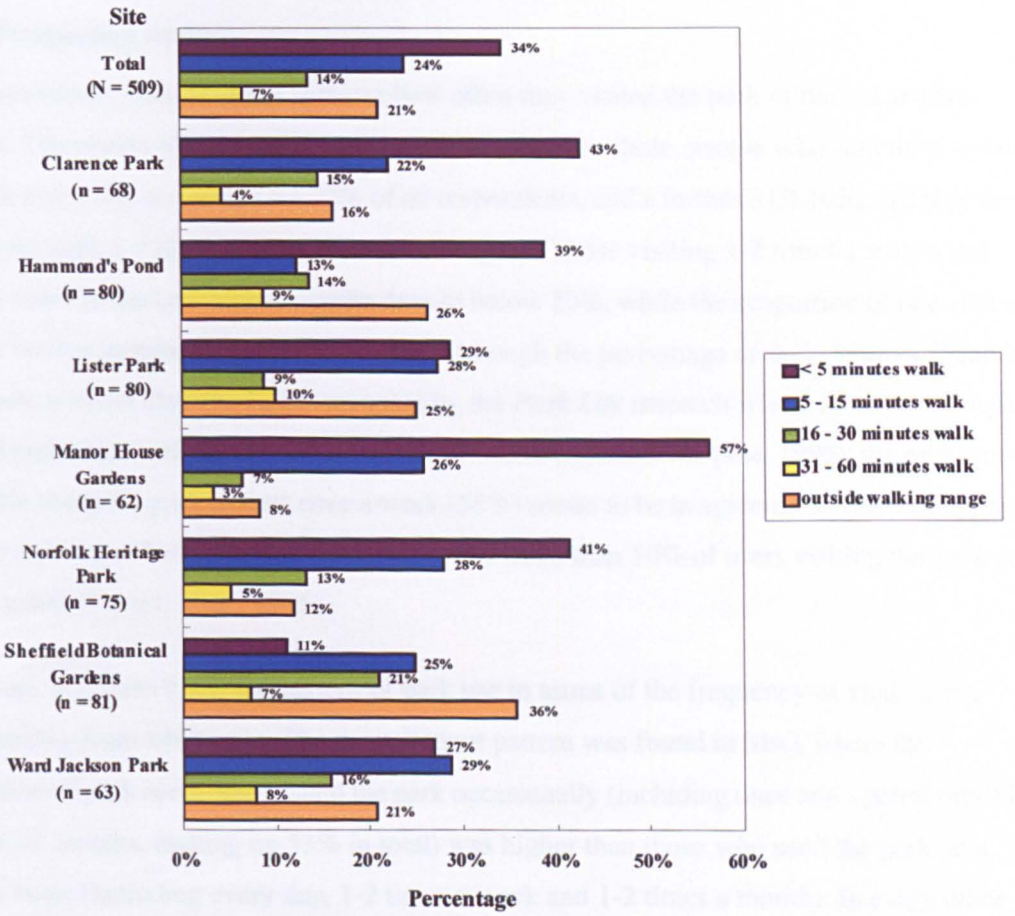
percentage of student users was recorded in SBG, where 20% of the respondents said they were students. This may again relate to the presence of a considerable quantity of student accommodation in that area.

9.2 Use of the park

9.2.1 Travelling distance

In the questionnaire, the distance that a park user travelled either from home or work to the park was measured by the time it would take to walk to the park. As shown in Figure 9.2.1, around one third of all park users interviewed lived/worked within a 5-minute walking distance and nearly a quarter lived/worked within a 5-15 minute walking distance. Furthermore, a significant proportion of visitors surveyed lived/worked outside walking distance (21%).

Figure 9.2.1 The distance from home/work place to the park



Nevertheless, the survey results across the seven case-study parks did not reveal a consistent pattern of the distance that people travelled to use the park. The case-study sites can be broadly grouped into three categories. The first group includes CP, MHG and NHP. The figures from the surveys in these three parks show that more than 60% of those interviewed lived within a

15 minute walking distance, suggesting that they were used mainly by local people. The highest figure was recorded in MHG, where nearly 60% of users surveyed in that park lived within a 5-minute walking distance and approximately another quarter lived 5-15 minutes away from the park.

The second group include HP, LP and WJP, where between 50% to 60% of respondents lived within a 15 minute walking distance. However, in HP, a higher percentage of people lived less than 5 minutes away than those who lived within a 5-15 minute walking distance. The percentages for the two categories (<5 minute and 5-15 minutes) are nearly equal in the other two parks. More than 20% of people interviewed lived outside walking distance.

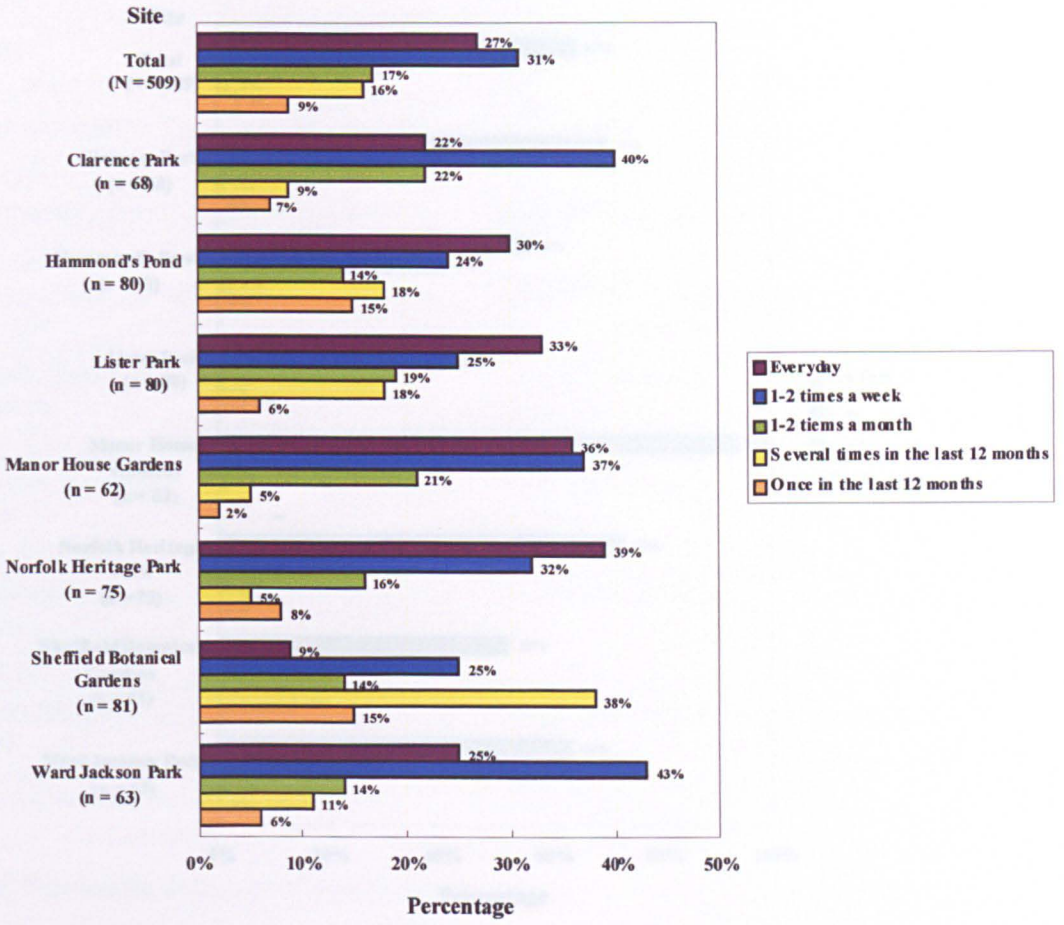
The third group includes only SBG, which had a very distinct profile among the seven sties. It was the only park where more than one third of those interviewed belong to the 'outside walking distance' category. Less than 40% lived within a 15 minute walking distance.

9.2.2 Frequency of use

The respondents were asked to indicate how often they visited the park in the last twelve months. The results are presented in Figure 9.2.2. On the whole, people who said they visited the park every day accounted for 27% of all respondents, and a further 31% indicated that they visited the park 1-2 times a week. The percentages of those visiting 1-2 times a month and several times in the last twelve months drop to below 20%, while the proportion of one visit in the last twelve months drops further to 9%. Although the percentage of daily visitors found in this study is lower than the figure revealed by the *Park Life* research which found more than 40% of park users visiting the parks everyday (Greenhalgh and Worpole, 1995), the proportion of people using the park at least once a week (58%) seems to be in agreement with the findings of the 1994 Royal Parks surveys which recorded more than 50% of users visiting the park at least weekly (Curson *et al.*, 1995).

As shown in Figure 9.2.2, the pattern of park use in terms of the frequency of visit varied considerably from site to site. The most distinct pattern was found in SBG, where the proportion of park users who visited the park occasionally (including once and several times in the last 12 months, making up 53% in total) was higher than those who used the park on a regular basis (including every day, 1-2 times a week and 1-2 times a month). In every other survey, more than half of the people interviewed visited the park at least once a week, with the highest figure found in MHG (94%) and the lowest percentage recorded in HP (54%). The highest level of daily use was found in NHP, where nearly 40% of interviewees said they visited the park everyday. For the surveys in CP and WJP, the proportions of people using the park 1-2 times a week were significantly higher than those who visited the park daily.

Figure 9.2.2 Frequency of use



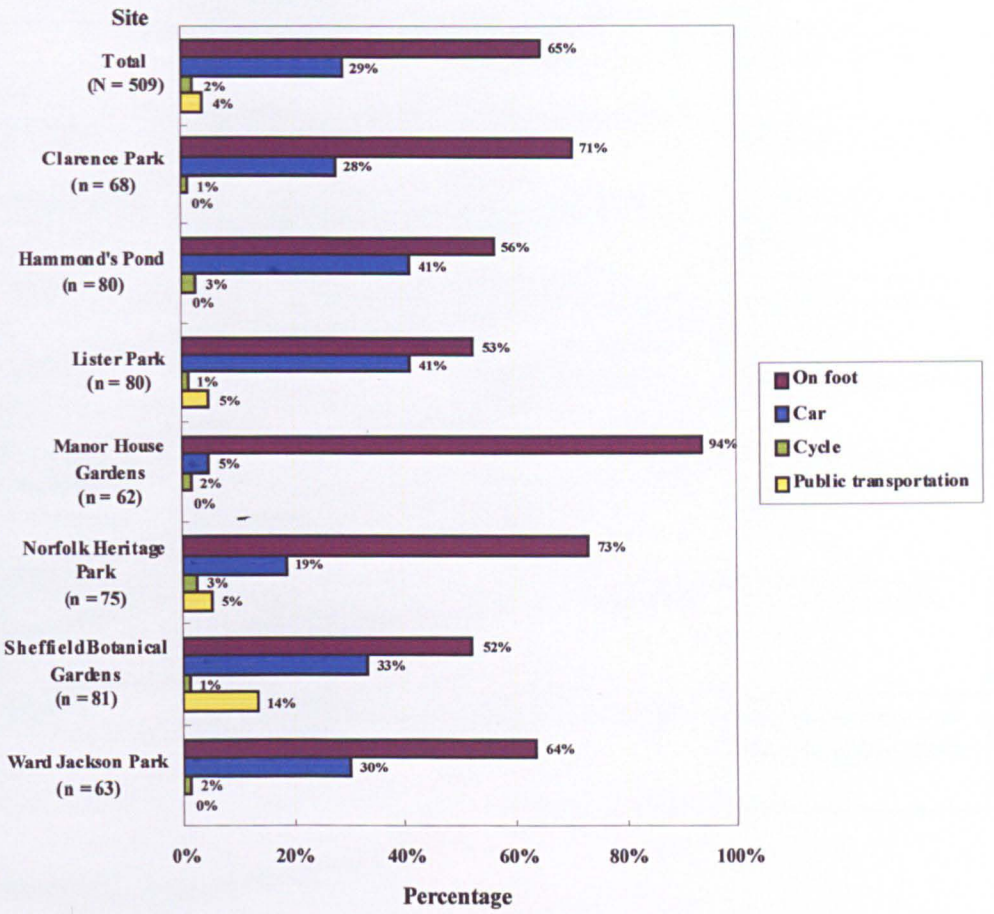
Apart from the survey in SBG, the survey in HP also revealed a significant high level of occasional use of the park, where 18% of those interviewed came several times in the last twelve months and 15% indicated that they only visited the park once in the last twelve months. In addition, the same level of several-visits-a-year users was also recorded in LP.

9.2.3 Means of travel

On average, around two thirds of all survey respondents walked to the park, with nearly one third travelling to the park by car (Figure 9.2.3). This follows the finding of the *Park Life* study which indicates that walking and driving are the two most significant means of travelling to local parks (Greenhalgh and Worpole). Nevertheless, the level of people walking to the park varied quite dramatically among the different surveys. In MHG, 94% of those interviewed came to the park on foot, while in SBG only 52% of visitors surveyed walk to the gardens. The highest levels of car use were found in HP and LP, where more than 40% of those interviewed in each site said they came to the park by car.

In four of the surveys, public transportation was the least used means of travelling to local parks. None of those interviewed in CP, HP, MHG and WJP used public transportation to visit

Figure 9.2.3 Means of travel



those parks. However, in SBG, there were 14% of respondents came to the gardens by public transportation.

9.2.4 Activities

The questionnaire asked visitors to identify three activities which they most usually like to do when visiting the park. The results are shown in Table 9.2.1. Overall, 'for a walk/stroll' was the most popular type of activity, with over 70% of all respondents indicating that they like to take a walk/stroll in the park. 'Bring children to play' (40%) and 'enjoy the scenery' (31%) were the second and third most popular park uses. Apart from a few variations, the findings are very consistent across all the parks.

Since SBG was the only case-study site without a children's play area, 'bring children to play' was not identified by visitors interviewed in the gardens as one of the three most popular activities. Having said that, there were still a quarter of respondents visiting the gardens to accompany children. In addition to the three types of activities already mentioned, 'take the dog for a walk' and 'to sit and read' were also popular park uses in some case-study sites. The former was identified by interviewees in NHP (40%), HP (28%) and WJP (25%); and the latter was identified by visitors surveyed in SBG (35%) and LP (28%).

Table 9.2.1 The most popular activities

Rank	1st	2nd	3rd
Total (N = 509)	For a walk/stroll (73%)	Bring children to play (40%)	Enjoy the scenery (31%)
Clarence Park (n = 68)	For a walk/stroll (59%)	Bring children to play (32%)	Enjoy the scenery (28%)
Hammond's Pond (n = 80)	For a walk/stroll (72%)	Bring children to play (65%)	Take the dog for a walk (28%)
Lister Park (n = 80)	For a walk/stroll (78%)	Bring children to play; Enjoy the scenery (31%)	To sit and read (28%)
Manor House Gardens (n = 62)	For a walk/stroll (65%)	Bring children to play (42%)	Enjoy the scenery (34%)
Norfolk Heritage Park (n = 75)	For a walk/stroll (68%)	Take the dog for a walk (40%)	Bring children to play (36%)
Sheffield Botanical Gardens (n = 81)	For a walk/stroll (87%)	Enjoy the scenery (56%)	To sit and read (35%)
Ward Jackson Park (n = 63)	For a walk/stroll (84%)	Bring children to play (49%)	Take the dog for a walk; Enjoy the scenery (25%)

9.2.5 Favourite features of the park

The survey respondents were asked to identify the three most favourite features of the park they visited. Table 9.2.2 presents the results. Taking an average across all the case-study parks, it is found that 'water features' (46%), 'plants' (42%), 'wildlife' (33%) and 'children's playgrounds' (32%) were the most popular features that park users appreciated. Although there are variations in the favourite features and the ranking of these features identified in different sites, the similarities are significant.

Apart from in CP, where there was no water feature, and in NHP, where the water feature (a small natural stream) was hidden and less accessible, 'water features' was one of the most favourite aspects of the park for respondents in other case-study sites. This is particularly obvious in parks with a lake as a dominant element of the site, such as HP, MHG, and WJP. Figures from surveys in the three parks show that at least 70% of those interviewed in each park said the water feature was one of their favourite aspects of the park.

The highest figure for identifying 'plants" as the first most favourite aspect of the park was found in SBG, with 85% of respondents said they like plants in the gardens most. This is not surprising as this site is a botanical gardens. While 'wildlife' was the first most favourite aspect of the park in NHP (41%), this figure was lower than the one recorded in SBG, where

Table 9.2.2 The most favourite aspects of the park

Rank	1st	2nd	3rd
Total (N = 509)	Water features (46%)	Plants (42%)	Wildlife (33%); Children's playgrounds (32%)
Clarence Park (n = 68)	Plants (46%)	Others (44%)	Children's playgrounds (40%)
Hammond's Pond (n = 80)	Water features; Children's playgrounds (70%)	Wildlife (31%)	Plants (13%)
Lister Park (n = 80)	Historic buildings (60%)	Plants (50%)	Water features (48%)
Manor House Gardens (n = 62)	Water features (76%)	Wildlife (40%)	Plants; Children's playgrounds (29%)
Norfolk Heritage Park (n = 75)	Wildlife (41%)	Others (33%)	Plants (31%)
Sheffield Botanical Gardens (n = 81)	Plants (85%)	Wildlife (63%)	Water features (41%)
Ward Jackson Park (n = 63)	Water features (78%)	Plants (40%)	Children's playgrounds (30%)

more than 60% of interviewees identify 'wildlife', but as the second most favourite aspect of the gardens.

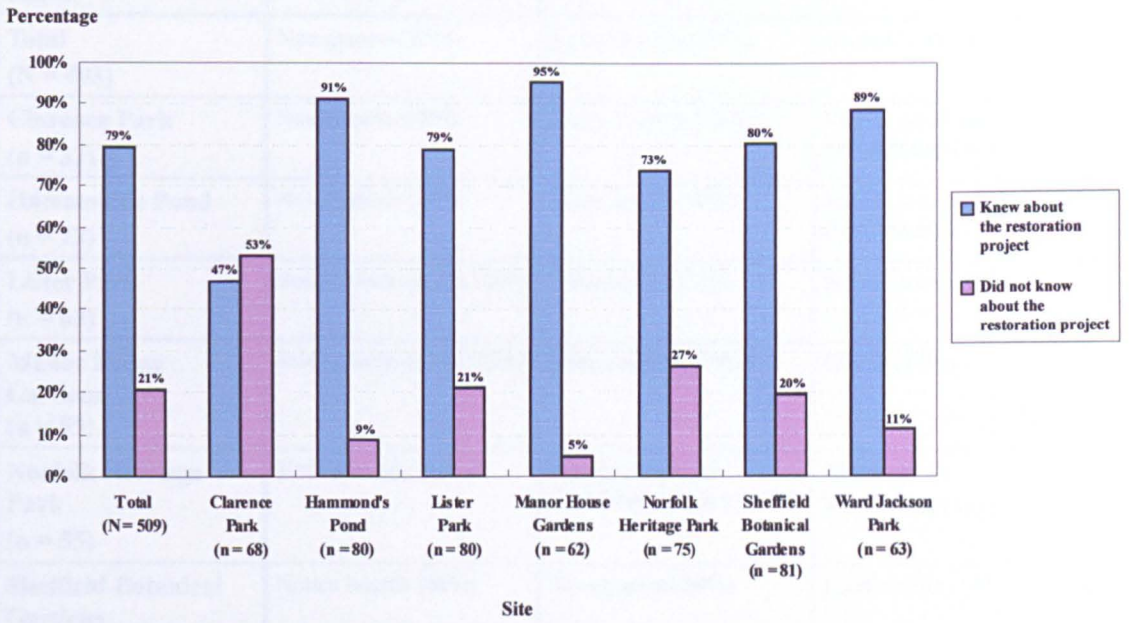
It is worth noting that the category of 'others' was identified by visitors surveyed in CP (44%) and NHP (33%) as the second most favourite aspect of the park. Additionally, over a quarter of users interviewed in LP and MHG also indicated that they like other aspects of the park most. The comments made by all respondents identifying 'others' as one of their answers were summed up as a number of features, including 'the open space', 'peace and tranquillity', 'everything of the park', 'the views/scenery', 'space for dogs', and 'the general atmosphere'.

9.3 Park Users' Awareness and Experiences on Community Involvement in the Restoration of the Park

9.3.1 Awareness of the restoration project

The majority of park users were aware of the proceeding of the restoration project. The figures from all the surveys but one shows that more than 70% of visitors interviewed indicated that they knew that a restoration project was undertaken in the park (Figure 9.3.1). The highest figure was found in MHG, with 95% of interviewees being aware of the restoration project. The lowest figure was found in CP, which is the only site where the percentage of people not

Figure 9.3.1 Awareness of the restoration project



knowing about the restoration project (53%) is higher than people aware of the project (47%).

9.3.2 Sources of information about the restoration project

Table 9.3.1 lists the three most common sources of information identified by the survey respondents regarding how they knew about the restoration project. Overall, around one third of all respondents learned about the restoration project from newspapers and nearly a quarter obtained the information from notice boards in the park. In addition, 'seeing work on site' was also a significant source of information.

The surveys in different case-study parks did not reveal a consistent pattern. Newspapers were the first most important information source for visitors interviewed in CP, HP and WJP. For those surveyed in NHP and SBG, notice boards were the first most important way of learning about the restoration project. In LP and MHG, the respondents knew about the park's restoration mainly through 'seeing work on site'. In addition to the three sources already discussed, 'family members/friends/neighbours' and 'local media' were also common information sources for restoration projects. The former was identified in four surveys and the latter found in two surveys.

9.3.3 Participation in community involvement activities

The respondent was asked to identify from a list of 'community involvement activities' which might have been used to involve local communities in the restoration process of the park they visited. These activities included: public meetings, questionnaire surveys, guided tours/events, design workshops, plating trees/bulbs, cleaning up the site, fund raising activities,

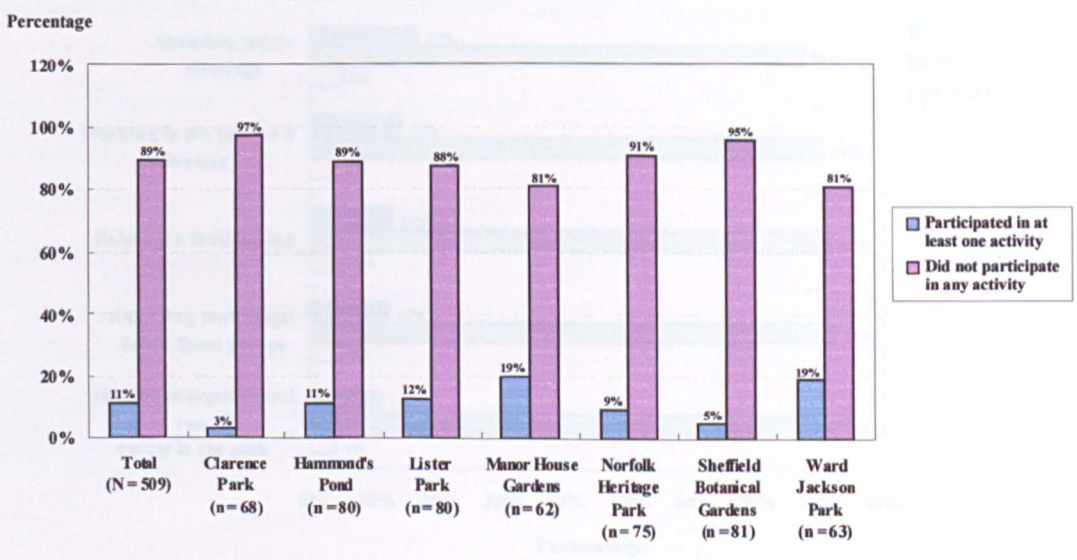
Table 9.3.1 Sources of information about the restoration project

Rank	1st	2nd	3rd
Total (N = 403)	Newspapers (33%)	Notice boards (22%)	Seeing work on site (13%)
Clarence Park (n = 32)	Newspapers (38%)	Notice boards (25%)	Family members/ friends/neighbours (13%)
Hammond's Pond (n = 73)	Newspapers (55%)	Local media (12%)	Family members/ friends/neighbours (8%)
Lister Park (n = 63)	Seeing work on site (46%)	Newspapers (27%)	Notice boards (13%)
Manor House Gardens (n = 59)	Seeing work on site (20%)	Notice boards (19%)	Others (14%)
Norfolk Heritage Park (n = 55)	Notice boards (40%)	Family members/ friends/neighbours (16%)	Newspapers; Newsletters (15%)
Sheffield Botanical Gardens (n = 65)	Notice boards (48%)	Newspapers (28%)	Local media (14%)
Ward Jackson Park (n = 56)	Newspapers (59%)	Seeing work on site (18%)	Notice boards; Family members/ friends/neighbours (9%)

presentations, public art activities and others.

As shown in Figure 9.3.2, the majority of park users interviewed in all the case-study parks did not participate in any of these community involvement activities. On the whole, only 11% of all respondents had participated in at least one community involvement activity. The highest percentages of participation were recorded in MHG and WJP, with nearly 20% of visitors

Figure 9.3.2 The participation of park users in community involvement activities



surveyed in each park indicating some involvement activities. The lowest percentage of participation was found in CP, accounting for only 3% of visitors interviewed in the park. Overall, public meetings and questionnaire surveys were the two most common activities identified by those that had participated in one or more community involvement activities relating to the park's restoration.

9.3.4 Future Involvement

The survey respondents were asked to indicate if they would like to take part in a number of involvement activities relating to the restoration of the park in the future. As Figure 9.3.3 illustrates, 'participating in questionnaire surveys or interviews' was the first most popular activity, with nearly half of all respondents expressing the willingness to become involved with this type of activity. The second most popular activity was 'making a donation'; nevertheless, the proportion of respondents wanting to do so dropped to just below a quarter. The percentages of all interviewees intending to take part in other listed activities dropped further to less than 20%. The least popular activity was 'helping to organise and run events in the park', accounting for only 11% of all those surveyed in the seven case-study parks.

Figure 9.3.3 Willingness of participating in involvement activities in the future

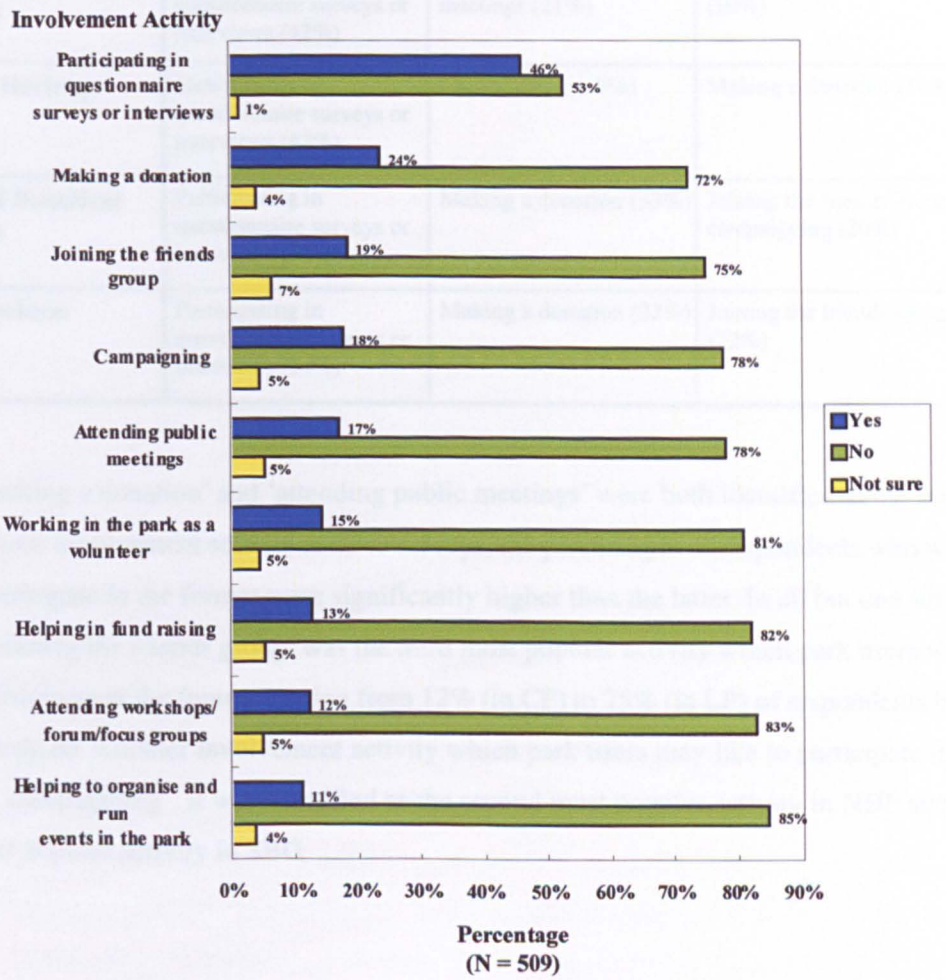


Table 9.3.2 outlines the three most popular involvement activities that people would like to be involved with in the future identified by respondents in each of the case-study park. 'Participating in questionnaire surveys or interviews' was the first most popular activity found in all surveys. The highest figure was found in SBG where more than 60% of visitors interviewed in the gardens would like to take part in this activity in the future. The lowest figure was recorded in CP, accounting for only 37% of those surveyed in the park.

Table 9.3.2 The types of involvement activities park users are most likely to participate in, in the future

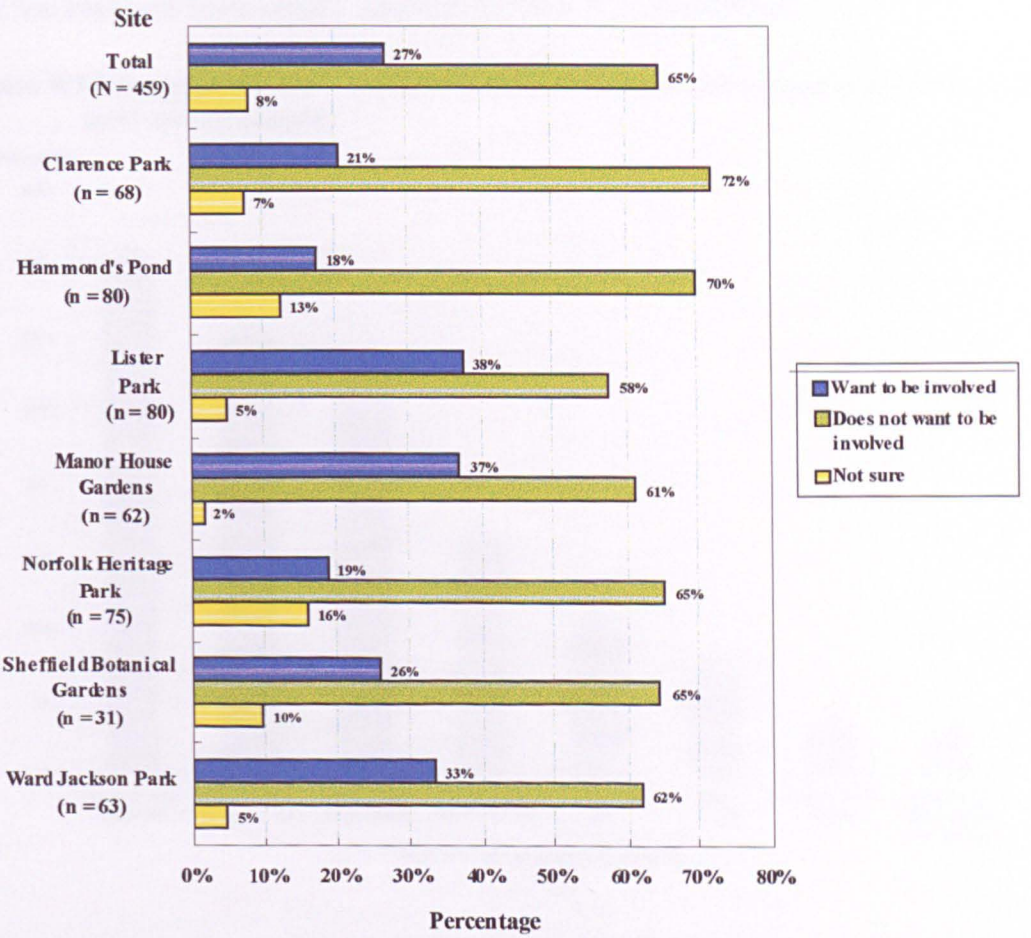
Rank	1st	2nd	3rd
Total (N = 509)	Participating in questionnaire surveys or interviews (46%)	Making a donation (24%)	Joining the friends group (19%)
Clarence Park (n = 68)	Participating in questionnaire surveys or interviews (37%)	Attending public meetings (15%)	Joining the friends group (12%)
Hammond's Pond (n = 80)	Participating in questionnaire surveys or interviews (40%)	Attending public meetings; campaign (19%)	Joining the friends group; making a donation (18%)
Lister Park (n = 80)	Participating in questionnaire surveys or interviews (44%)	Making a donation (38%)	Joining the friends group (25%)
Manor House Gardens (n = 62)	Participating in questionnaire surveys or interviews (42%)	Attending public meetings (21%)	Joining the friends group (19%)
Norfolk Heritage Park (n = 75)	Participating in questionnaire surveys or interviews (43%)	Campaigning (19%)	Making a donation (17%)
Sheffield Botanical Gardens (n = 81)	Participating in questionnaire surveys or interviews (62%)	Making a donation (33%)	Joining the friends group; campaigning (20%)
Ward Jackson Park (n = 63)	Participating in questionnaire surveys or interviews (54%)	Making a donation (32%)	Joining the friends group (22%)

While 'making a donation' and 'attending public meetings' were both identified as the second most popular involvement activity in three surveys, the percentages of respondents who would like to participate in the former were significantly higher than the latter. In all but one surveys (NHP), 'joining the friends group' was the third most popular activity which park users would like to participate in the future, ranging from 12% (in CP) to 25% (in LP) of respondents being willing to do so. Another involvement activity which park users may like to participate in the future is 'campaigning'. It was identified as the second most popular activity in NHP and the third most popular activity in SBG.

9.3.5 Willingness to be involved with park restoration projects

On the whole, the majority of park users interviewed in all the case-study parks did not want to become involved with the restoration of their local parks (Figure 9.3.4). While this trend was generally reflected in all the surveys, the percentages of respondents willing to be engaged in the regeneration process of the park they visited in each survey varied significantly. The highest figures were found in LP and MHG where nearly 40% of those interviewed in each park said they would like to be involved. The lowest figures were recorded in HP and NHP, both with less than 20% of respondents willing to get involved.

Figure 9.3.4 Willingness of becoming involved with park restoration



It is interesting to note that the variation in the proportion of people wanting to be involved in the restoration of their local parks in different surveys seems to be reflected more in the variation in the percentage of people not sure if they would like to get involved than in the variation in the percentage of people not wanting to be involved. This is demonstrated by the findings that the lowest figures for people who were not sure about their willingness were found in MHG, LP and WJP where the proportions of respondents willing to become involved were over 30%, while the highest figures were recorded in NHP and HP which were the two sites with the lowest percentages of respondents wanting to get involved.

9.3.6 Reasons for not getting involved

The respondents who expressed that they did not want or were not sure if they wanted to become involved with the restoration of the park were asked to identify at least one reason for not wanting to become involved. The results of the total survey sample are presented in Figure 9.3.5. Overall, 'too busy with own work' was the most important reason that people did not want to be engaged in the regeneration process of the park they visited, accounting for 35% of all respondents. 'Live too far/move away soon' was the second most important reason (30%). Many of those identifying this reason claimed that they did not want to get involved with the park's restoration because the park was "not my local park". The third most important reason was 'too busy with home affairs', identified by 27% of all respondents.

Figure 9.3.5 Reasons for not wanting to be involved in the park restoration process (the total survey sample)

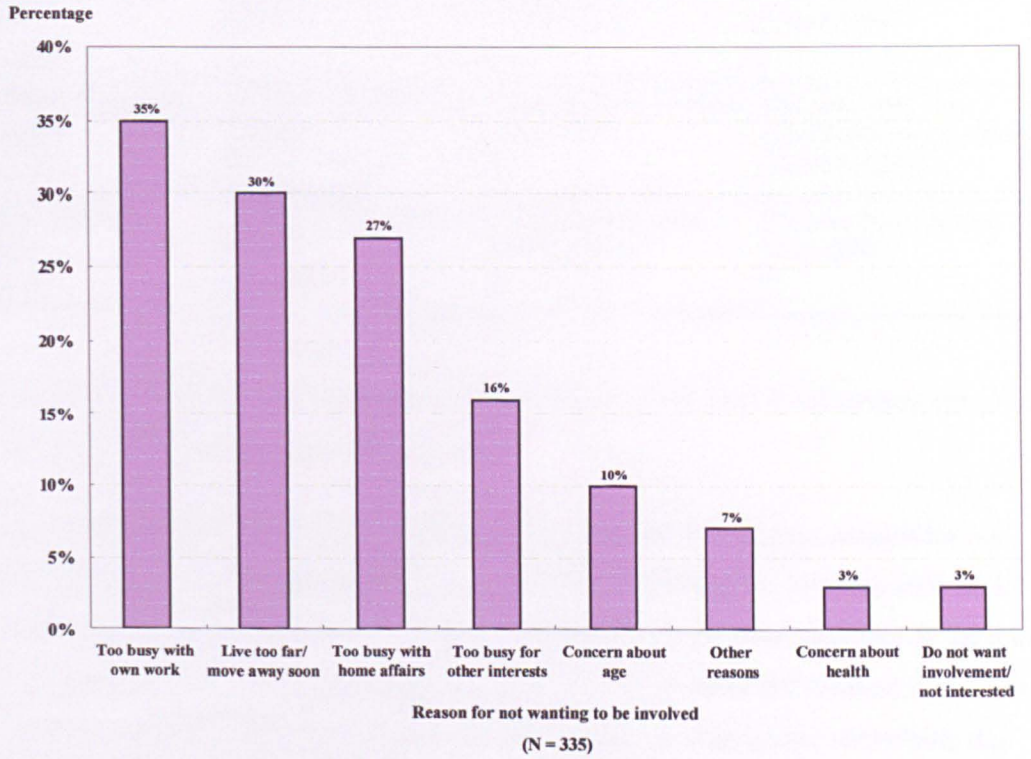


Table 9.3.3 lists the three most important reasons identified by respondents in each case-study park for not getting involved with the restoration process of the park they visited. The three reasons discussed above, i.e. 'too busy with own work', 'live too far/move away soon', and 'too busy with home affairs', were commonly revealed in all the surveys except the one in MHG, where 'live too far/move away soon' was not included in the three most important reasons for not wanting to be involved. This seems to reflect the finding discussed in Section 9.2.1 that the great majority of people interviewed in the park lived within a 15-minute walk distance. The relationship between this particular reason and the distance from home/work surveyed identified 'live too far/move away soon' as one of the three most important reasons

Table 9.3.3 The three most important reasons for not wanting to be involved in the park restoration process (the total survey sample and individual surveys)

Rank	1st	2nd	3rd
Total (N = 335)	Too busy with own work (35%)	Live too far/move away soon (30%)	Too busy with home affairs (27%)
Clarence Park (n = 54)	Too busy with own work (30%)	Live too far/move away soon; too busy with home affairs (26%)	Too busy for other interests (24%)
Hammond's Pond (n = 66)	Too busy with own work; live too far/move away soon (35%)	Too busy with home affairs (33%)	Concern about age (15%)
Lister Park (n = 50)	Live too far/move away soon (42%)	Too busy with own work (26%)	Too busy with home affairs; too busy for other interests (16%)
Manor House Gardens (n = 39)	Too busy with own work (54%)	Too busy with home affairs (31%)	Too busy for other interests (23%)
Norfolk Heritage Park (n = 60)	Too busy with own work (32%)	Too busy with home affairs (30%)	Live too far/move away soon (27%)
Sheffield Botanical Gardens (n = 23)	Too busy with own work (52%)	Live too far/move away soon (39%)	Too busy with home affairs; too busy for other interests (22%)
Ward Jackson Park (n = 42)	Too busy with own work (33%)	Too busy with home affairs (31%)	Live too far/move away soon (26%)

and a similar proportion of respondents (35% or more) in each park lived/worked outside a 30-minute walking distance (see Section 9.2.1).

'Too busy for other interests' was identified as one of the most important reasons for not getting involved with park restoration in four surveys, accounting for between 16% (in LP) and 24% (in CP) of respondents. In addition, 'concern about age' was identified as the third most important reason in HP, but only accounting for 15% of those interviewed in the park. The other two surveys which had a relatively higher level of respondents identifying this reason were WJP (14%) and CP (13%). The identification of this reason seems to be related more to the higher percentages of those surveyed being retired in the three parks (Section 9.1.4) than a higher proportion of aged over 65 respondents (Section 9.1.2).

9.4 The Attitude towards Community Involvement in the Restoration of Historic Urban Parks

9.4.1 Reliability tests of the attitude scale

9.4.1.1 Cronbach's alpha reliability test

The reliability of the attitude scale used in this study was first examined using the Cronbach's

alpha reliability test. With all the ten items included, an alpha of 0.6558 was reported (see Table 9.4.1). By looking at the Corrected item-to-scale correlations of the ten items, it is found that Item 3 has the smallest value and the scale alpha would increase to 0.6630 if it is deleted. Both figures were below the 0.7 criteria suggested by De Vaus (2002) but can still be regarded as acceptable (see Section 5.9.6.1). A further test was performed on the scale with Item 3 dropped; however, there was no further improvement on the value of the alpha when any other item being deleted (see the last column in Table 9.4.1). The results of the tests suggest that Item 3 is less reliable than any other items in the attitude scale. While the alpha did not increase dramatically with Item 3 being excluded from the scale, the value reflected an acceptable degree of reliability.

Table 9.4.1 The reliability test of the attitude scale

	10 items in the scale		**9 items in the scale (Item 3 dropped)**	
	Corrected item-to-scale correlations	***Alpha if item deleted***	***Corrected item-to-scale correlations***	***Alpha if item deleted***
Item 1	.4083	.6227	.4173	.6279
Item 2	.3829	.6171	.3807	.6263
Item 3	.1857	.6630	--	--
Item 4	.2593	.6462	.2699	.6551
Item 5	.3111	.6331	.2729	.6500
Item 6	.4221	.6075	.4464	.6086
Item 7	.2948	.6363	.3161	.6409
Item 8	.3039	.6344	.2711	.6504
Item 9	.2755	.6428	.2985	.6481
Item 10	.4254	.6069	.4378	.6111
Alpha	.6558		.6630	

Note: N = 509.

9.4.1.2 Factor analysis

As noted in Section 5.9.6.1, factor analysis was primarily used as an analytic tool to assess the factorial validity of the items consisting of the attitude scale. The results of those tests carried out to evaluate the appropriateness of conducting a factor analysis are summarised as below (see Appendix E-1 for more details):

- An examination of the correlation matrix revealed that 38 out of the total 45 correlations were significant at less than the 0.05 level, suggesting that the 10 items in the scale were related and may constitute one or more factors.
- The Determinant of Correlation Matrix value was 0.270, which was greater than 0.00001, indicating that the data did not contain a linear dependency and therefore could be factor

analysed (Field, 2001b).

- The result of the Keiser-Meyer-Olkin Measure of Sampling Adequacy (KMO) showed a value of 0.714, which was higher than 0.7, indicating that the correlations in general were sufficiently high to make factor analysis appropriate (De Vaus, 2002).
- The result of the Bartlett's Test of Sphericity was highly significant ($p < 0.001$), suggesting that the correlation matrix was not an identity matrix and thus was suitable for factor analysis (Filed, 2001b).

Since the results of above tests supported the conduction of a factor analysis, the data was subsequently analysed using principal components analysis, one of the most widely used forms of factor analysis. Because the purpose of the analysis was to understand the scaling process rather than to create new scales, no rotation of factors was applied. Consequently, three factors were extracted based on both Kaiser's (in Bryman and Cramer, 2001) criterion and Cattell's (1966) criteria, altogether accounting for 51.3% of the total variance (see Table 3 in Appendix E-1).

Table 9.4.2 presents the factor loadings of the ten items in the attitude scale on the three extracted factors. The value of a factor loading indicates the extent to which a particular item relates to an underlying factor, i.e. the correlation between an item and an extracted factor, and a loading of 0.3 is commonly used in social science practice as the minimum cut-off for considering the item being a defining part of a particular factor (Garson, 2002). As Table 9.4.2 shows, all items except Item 3 fall on the first factor extracted from the analysis. This confirms

Table 9.4.2 Factor loadings on first three principal components

Item	Factor 1	Factor 2	Factor 3
Item 1	.616		-.340
Item 6	.608	-.509	
Item 10	.602	-.498	
Item 2	.583		
Item 7	.478		
Item 8	.462	.535	
Item 5	.462	.498	
Item 4	.407	-.454	
Item 3		.349	.626
Item 9	.476		-.559

Notes: 1. Extraction method: Principal Component Analysis.
2. Three components extracted.
3. Items are listed in terms of the size of their loadings on the factor to which they are most closely related.
4. The loadings with a value of less than 0.3 are suppressed.

the result of the reliability test that Item 3 is not a reliable measure of park users' attitudes towards community involvement in park restoration.

Based on the results of the Cronbach's alpha reliability test and the factor analysis, it is decided that Item 3 should be excluded from the attitude scale and individual scores for the other nine items were added up to form an overall scale score, which is to be used in further analyses.

9.4.2 Initial analysis of the attitude scale

The basic features of the data generated by the attitude scale were summarised in Table 9.4.3, including the frequency distribution, mean and standard deviation of each item in the scale.

Table 9.4.3 Summary of descriptive statistics of the attitude scale items

Item	Degree of agreement or disagreement					Mean of item score	Standard deviation
	Strongly disagree	*Disagree*	*Neither*	*Agree*	*Strongly agree*		
Item 1	0% (0)	2% (9)	4% (21)	71% (360)	23% (119)	4.16	0.57
Item 2	0% (0)	24% (121)	14% (70)	54% (275)	8% (43)	3.47	0.95
Item 4	2% (9)	52% (266)	16% (83)	27% (139)	2% (12)	2.76	0.95
Item 5[a]	5% (27)	67% (343)	17% (84)	9% (46)	2% (9)	3.65	0.79
Item 6	1% (4)	31% (159)	24% (121)	40% (201)	5% (24)	3.16	0.95
Item 7	0% (1)	8% (43)	12% (61)	69% (350)	11% (54)	3.81	0.74
Item 8[a]	8% (40)	67% (342)	14% (71)	10% (51)	1% (5)	3.71	0.79
Item 9	0% (0)	1% (5)	2% (12)	77% (394)	19% (98)	4.15	0.48
Item 10	2% (10)	44% (225)	22% (110)	31% (156)	2% (8)	2.86	0.93
Item 3[a,b]	0% (2)	18% (93)	12% (59)	55% (279)	15% (76)	2.34	0.96

[a] Negative statement

[b] Item excluded from the scale for further analyses

Notes: 1. The figure in parentheses indicates frequency.
2. N = 509.

For positively worded statements, a higher mean of item score indicates a higher degree of agreement; while for negatively worded statements (Items 3, 5 & 8), a higher mean of item score indicates a higher degree of disagreement. A mean score of 3 suggests a neutral position on the statement. The analysis of Item 3 (the dropped item) is discussed separately in the next section.

Among the seven positive statements, two items had a mean score of slightly lower than 3. The first one is Item 4 (mean = 2.76), which concerned whether the respondent agreed or disagreed that they would visit the park more often if they were involved in the park's restoration process. Less than 30% of all park users interviewed agreed with this item, while more than half of all park users interviewed disagreed. Some respondents commented that the frequency of their visit to the park would not be influenced by whether they were engaged in the restoration process of the park because they would come that often anyway. Another one is Item 10 (mean = 2.86), which enquired whether the respondent agreed or disagreed that they would like to participate in a community involvement exercise relating to the park's regeneration should the opportunity be provided. The proportion of respondents disagreeing with the statement (46%) was higher than those who agreed (33%). This result to some extent corresponds with what has been discussed in Section 9.3.5 that most people interviewed did not want to become involved with the restoration of their local parks.

The mean score for Item 6, which suggested that a park user would like to become involved with the restoration process of a specific park because the park was an important open space in their community, was only slightly higher than the neutral point. Although there were more respondents agreeing (45%) with the statement, the percentage of interviewees unfavourable to the item was rather high. It should be noted that the proportions of respondents expressing a neutral opinion on this item and the two just discussed above were all quite substantial. This may partly explain why the mean scores of the three items were close to the neutral point.

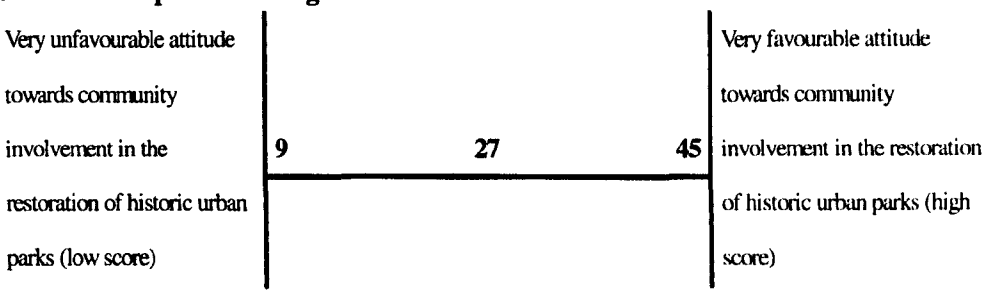
The highest mean scores were found in Item 1 (mean = 4.16), which stated that involving local communities in the restoration process can better reflect park users' needs, and Item 9 (mean = 4.15), which stated that local communities should be kept informed about the restoration project. More than 90% of all park users surveyed agreed to these two statements.

With regards to the two negative statements (Items 5 and 8), both were disagreed with by more than 70% of all respondents and, as a result, the mean scores for both statements were greater than 3. Item 5 suggested that the involvement of local communities would have no influence on the project outcomes. A number of interviewees who disagreed with the statement argued that community input would definitely make some differences to the project outcomes. Nevertheless, it was commented by a few of those agreeing with the statement that local authorities would do what ever they want with the project, so even though the local community was involved, it would not make any difference. Item 8 stated that local communities should not be involved in the park restoration process because they did not have professional skills and/or knowledge. Some interviewees disagreed with the idea that local communities did not have professional skills/knowledge, pointing out that, in a community, there would always be

some residents with professional skills/knowledge. Some others who disagreed with the statement argued that local communities should be involved in the restoration of their local parks regardless of the possession of professional skills/knowledge.

The final step in preparing the data for further analyses was to obtain each respondents' overall scale score by adding up their individual scores on each of the nine items included in the attitude scale. The possible range of the overall scale score and the meanings of the two extremes of the continuum are shown in Figure 9.4.1. A score of 27 would indicate a neutral attitude towards community involvement in park restoration. The mean of the scale score was 31.73 (standard deviation = 3.80), with the actual range of 21 to 43. Thus, it can be concluded that, on the whole, there was a slightly favourable attitude towards community involvement in the restoration process of historic urban parks among general park users.

Figure 9.4.1 The possible range of the overall score for the attitude scale

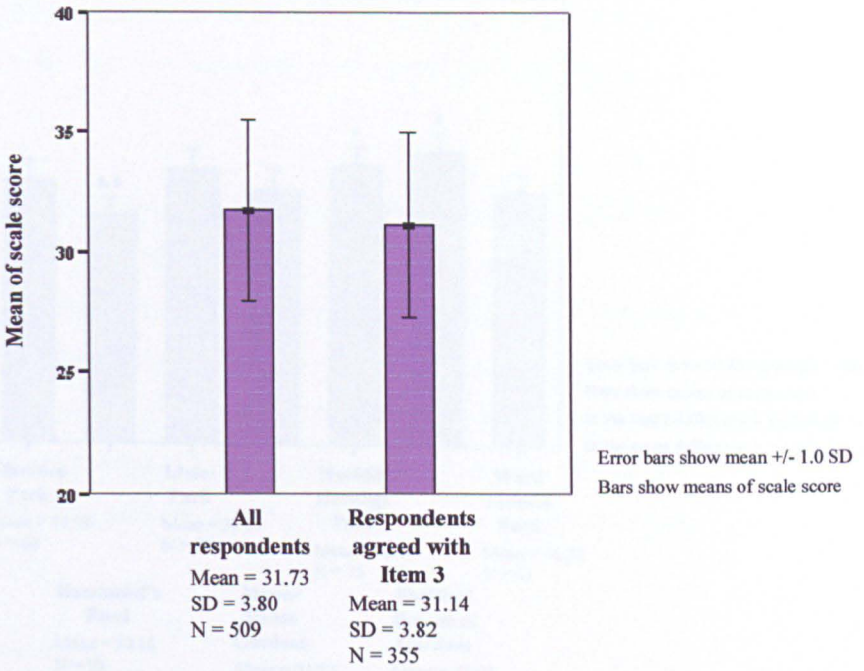


9.4.3 Analysis of Item 3

As discussed earlier, Item 3 was not a reliable measure of community involvement attitude and thus should be excluded from the final attitude scale. The item stated that local authorities should take all the responsibility for the management and maintenance of historic urban parks. One possible reason for why this item failed is that the statement did not directly refer to the involvement of local communities in the restoration of historic urban parks. While it was assumed that a respondent disagreeing with the statement would have a favourable attitude towards community involvement, the results of the survey suggested that the connection between the two conditions was unclear. As Figure 9.4.2 illustrates, the mean of overall scale score for respondents agreeing with Item 3, even though slightly lower than the mean for all respondents, remained higher than the neutral score. This suggested that these people were in general favourable to the idea that local communities should be involved in the restoration process of public urban parks.

The mean score for Item 3, which was regarded as a negative statement, was 2.34 (see Table 9.4.3). This indicated that park users overall were favourable to the idea that local authorities should be fully responsible for the management and maintenance of public parks. As shown in Table 9.4.3, 70% of all interviewees agreed with the statement. This seems to support a

Figure 9.4.2 A comparison of scale score between all respondents and respondents disagreed with Item 3



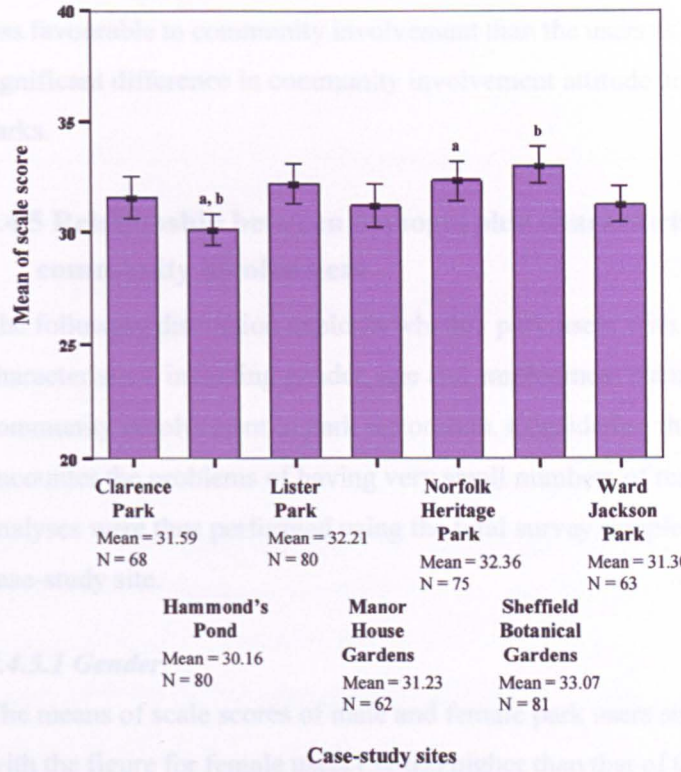
comment made by one of the case-study friends-group chairpersons interviewed that the attitude that local authorities should take full responsibility for everything was still prevalent (see Section 8.4.4).

Having said that, it is worth noting that nearly one fifth of all respondents disagreed with the statement. Some commented that the general public could contribute to the management and maintenance of public parks; a few others suggested that active voluntary groups, the private sector and central government should become involved in managing and maintaining public urban parks.

9.4.4 Case-study sites and the attitude towards community involvement

The objective of this analysis is to examine if users of different case-study parks differ in their attitudes towards community involvement in park restoration. Figure 9.4.3 outlines the mean of scale scores of respondents interviewed in each site. The highest figure was found in SBG (33.07) and the lowest score was recorded in HP (30.16). This suggests that users surveyed in SBG had the most favourable attitude towards community involvement in park restoration, while users interviewed in HP were least favourable to the idea. To assess whether the differences between the means of the seven site groups were statistically significant or not, a number of statistical analyses were performed. The detailed results of these analyses are presented in Appendix E-2.

Figure 9.4.3 Community involvement attitude by case-study sites



Error bars show 95.0% confidence interval of mean
Bars show means of scale score
a: the mean difference is significant at .05 level
b: the mean difference is significant at .05 level

Before looking at the result of the one-way Analysis of Variance (ANOVA), attention should first be paid to the Levene's test of homogeneity of variances. As shown in Table 9.4.4, the significance level of the Levene's test was greater than 0.05. This indicates that the variances for the seven site groups did not differ significantly, and, thus, it was appropriate to conduct a one-way ANOVA. Since the significance level of the *F*-ratio in the AVOVA test was very highly significant ($p < 0.01$, see Table 9.4.4), this means there were significant differences in community involvement attitude between users of the seven case-study parks.

Table 9.4.4 Results of Levene's test and one-way ANOVA for community involvement attitude by case-study sites

Statistical test	Value	Significance (*p*)
Levene's test of homogeneity of variances	1.241	.284
One-way ANOVA	*F*-ratio = 5.088	.000

In order to understand which particular site groups had significantly different means, a Scheffé test was subsequently performed to identify where the differences lay. The results are presented in Figure 9.4.3, in which it shows that the mean scale score of respondents interviewed in HP were significantly different from the mean scale scores of those surveyed in NHP and SBG. It can therefore be concluded that users of HP differed significantly from users of NHP and SBG in their attitudes towards community involvement in the restoration of

historic urban parks and the difference was in the direction of the HP users being significantly less favourable to community involvement than the users of the other two parks. There was no significant difference in community involvement attitude among users of other case-study parks.

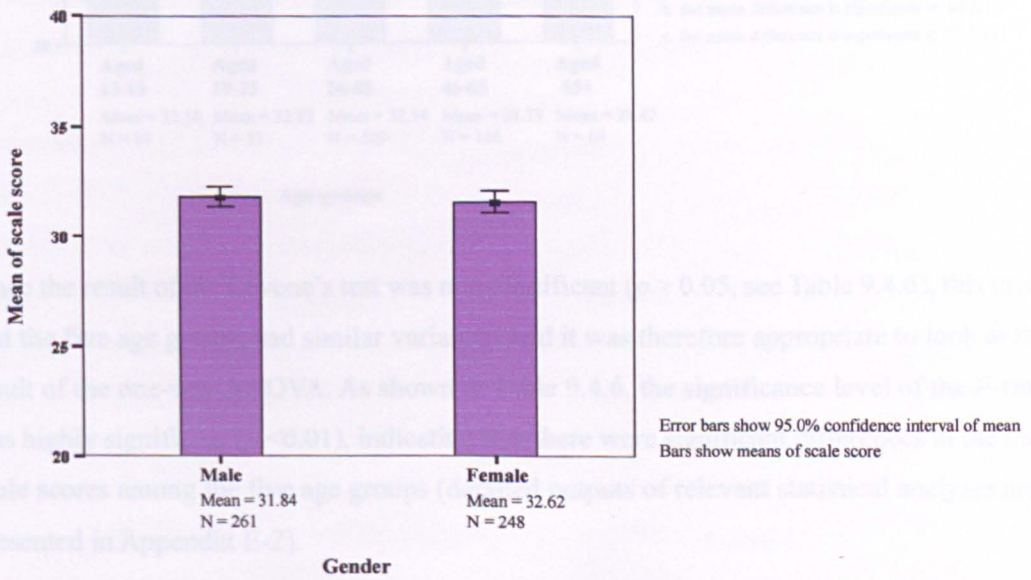
9.4.5 Relationship between demographic characteristics and the attitude towards community involvement

The following discussion explores whether park users with different demographic characteristics, including gender, age and employment status, differ in their attitudes towards community involvement in park restoration. Considering that within-site comparisons may encounter the problems of having very small numbers of respondents in some sub groups, the analyses were thus performed using the total survey sample rather than samples in each case-study site.

9.4.5.1 Gender

The means of scale scores of male and female park users surveyed are shown in Figure 9.4.4, with the figure for female users (32.62) higher than that of the male users (31.84). A *t*-test was conducted to examine if there were significant differences in the means of the two gender groups. Since the Levene's test was non-significant (see Table 9.4.5), it means that the variances of male and female users were equal and thus the *t* value based on equal variance was used. As shown in Table 9.4.5, the significance level of the test was above 0.05. This means that there was no significant difference in the mean of the scale score between male and female park users. In other words, while female park users seemed to have a slightly more favourable attitude towards community involvement in the park restoration process than male

Figure 9.4.4 Community involvement attitude by gender



users, the two gender groups' attitudes did not differ significantly (see Appendix E-2 for detailed outputs of relevant statistical analyses).

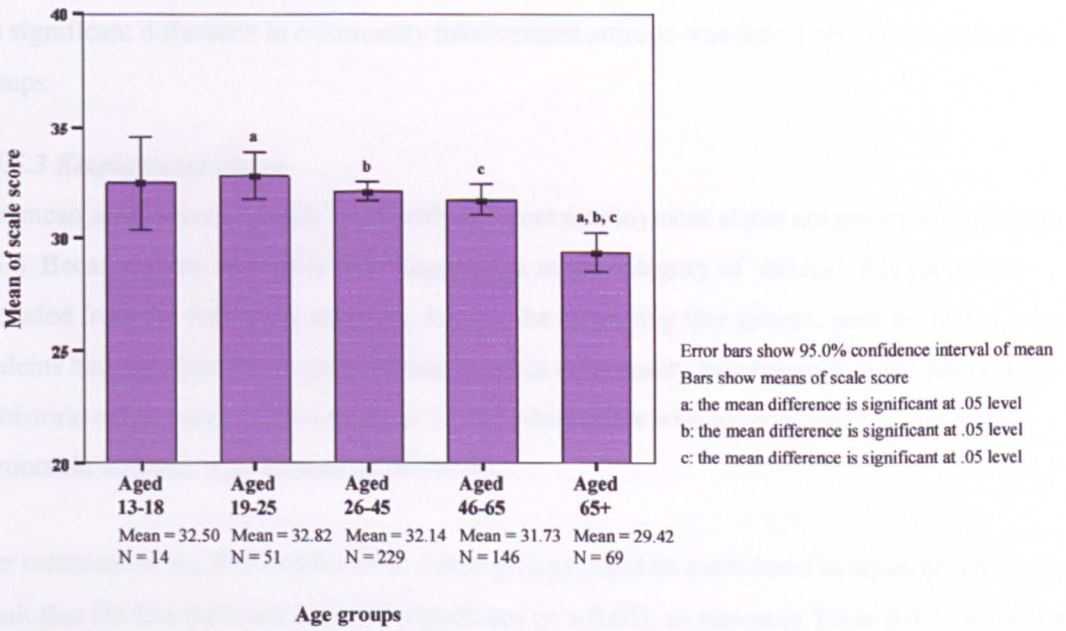
Table 9.4.5 Results of Levene's test and *t*-test for community involvement attitude by gender

Statistical test	Value	Significance (*p*)
Levene's test of homogeneity of variances	.462	.497
t-test (equal variances assumed)	.671	.503

9.4.5.2 Age

Figure 9.4.5 presents the mean scale scores of different age groups. The highest figure was found in the aged 19-25 group, suggesting that park users aged between 19 and 25 had the most favourable attitude towards community involvement in the restoration of historic urban parks. On the other hand, the lowest figure was found in the aged 65+ group, indicating that park users aged over 65 were the least favourable to the concept of local communities being involved in the regeneration process of their local parks.

Figure 9.4.5 Community involvement attitude by age



Since the result of the Levene's test was non-significant ($p > 0.05$, see Table 9.4.6), this means that the five age groups had similar variances and it was therefore appropriate to look at the result of the one-way ANOVA. As shown in Table 9.4.6, the significance level of the *F*-ratio was highly significant ($p < 0.01$), indicating that there were significant differences in the mean scale scores among the five age groups (detailed outputs of relevant statistical analyses are presented in Appendix E-2).

Table 9.4.6 Results of Levene's test and one-way ANOVA for community involvement attitude by age

Statistical test	Value	Significance (p)
Levene's test of homogeneity of variances	2.091	.081
One-way ANOVA	F-ratio = 8.753	.000

A Scheffé test was then carried out to identify which particular age groups had significant different means. As Figure 9.4.5 illustrates, the mean of the 65+ age group differed significantly from the means of the 19-25, 26-45 and 46-65 age groups. Thus, the result of the test suggested that park users aged over 65 had significantly less favourable attitudes towards community involvement in park restoration than those who were aged 19-25, 26-45 and 46-65. This result may be crosschecked by looking at the mean of scale scores of respondents who identified 'concern about age' as one of their reasons for not wanting to become involved with the restoration of their local parks. Among them, 71% belonged to the 65+ age group and the rest were aged between 46-65. The mean scale score was 29.20, indicating that people who did not want to be engaged in the park restoration process because of concern about their age had a less favourable attitude towards community involvement in park regeneration.

No significant difference in community involvement attitude was found between the other age groups.

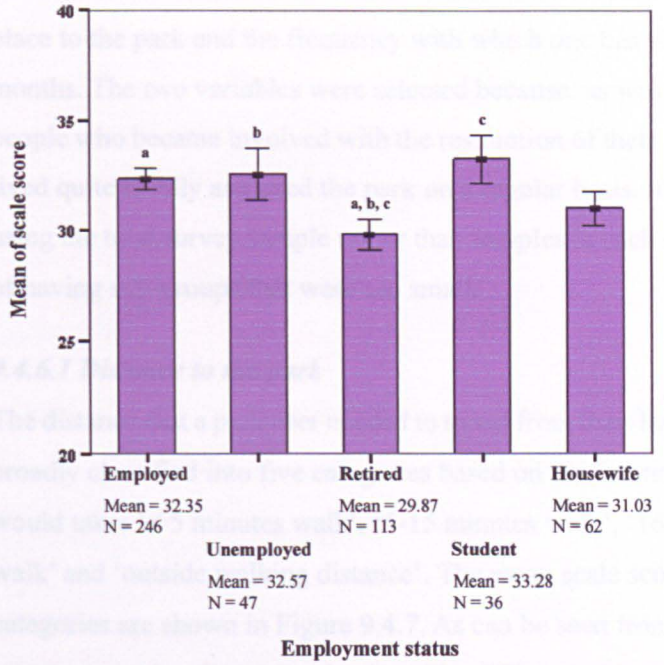
9.4.5.3 Employment status

The mean scale scores of park users with different employment status are presented in Figure 9.4.6. Because there were only five respondents in the category of 'others', this group was excluded from the following analyses. Among the remaining five groups, park users that were students had the most favourable attitude towards community involvement in the restoration of historic urban parks, with a mean of 33.28; while users who were retired had the lease favourable attitude, with a mean of below 30.

The variances of the five employment-status groups could be considered as equal based on the result that the Levene's test was non-significant ($p > 0.05$), as shown in Table 9.4.7. Since the significance level of the F-ratio generated by the one-way ANOVA was well below the 0.05 level (see Table 9.4.7), this indicated that the differences in the mean scale scores of the five employment-status groups were statistically significant (see Appendix E-2 for detailed outputs of relevant statistical analyses).

The result of the Scheffé test, illustrated in Figure 9.4.6, revealed that the mean scale score of respondents who were retired was significantly different from the mean scale scores of respondents that were employed, unemployed and students. In other words, park users who

Figure 9.4.6 Community involvement attitude by employment status



Error bars show 95.0% confidence interval of mean
Bars show means of scale score
a: the mean difference is significant at .05 level
b: the mean difference is significant at .05 level
c: the mean difference is significant at .05 level

Table 9.4.7 Results of Levene's test and one-way ANOVA for community involvement attitude by employment status

Statistical test	Value	Significance (*p*)
Levene's test of homogeneity of variances	1.146	.334
One-way ANOVA	*F*-ratio = 12.015	.000

were retired differed significantly from users who were employed, unemployed and students in their attitudes towards community involvement in park restoration. The difference was in the direction that 'retired' park users were significantly less favourable to the idea of local communities being involved in the regeneration process of historic urban parks than the users who belonged to the other three employment-status groups. This result to some extent corresponded with the finding that users aged 65+ had the relatively least favourable attitudes towards community involvement, as discussed in sub-section 9.4.3.2. An analysis of the age distribution of respondents who were retired found that 58% of them were aged 65+ and others were aged 46-65. This may partially explain the lower mean scale score of the 'retired' group.

No significant difference in community involvement attitude was found among the other employment-status groups.

9.4.6 Relationship between park usage variables and the attitude towards community involvement

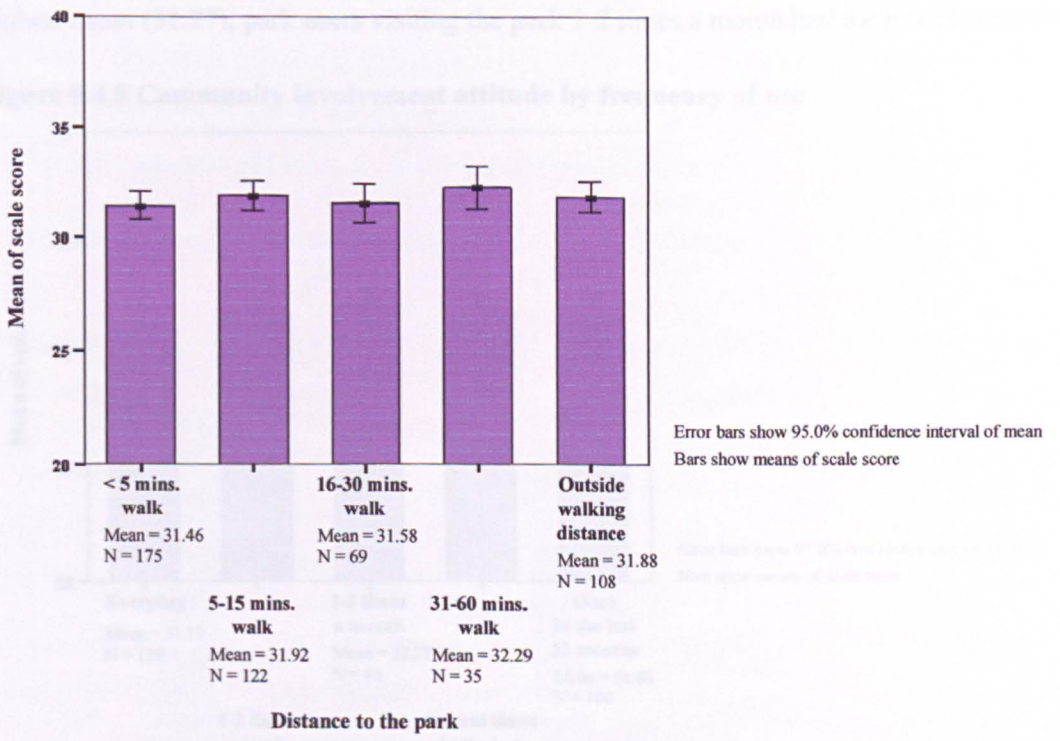
This section looks at whether different ways of using local parks would have any influence on park users' attitudes towards community involvement in park restoration. Only two park usage

variables were examined: the distance that a user needs to travel from his/her home or working place to the park and the frequency with which one has visited the park in the last twelve months. The two variables were selected because, as was found in the case studies, most people who became involved with the restoration of their local parks were usually people who lived quite locally and used the park on a regular basis. Again, the analyses were conducted using the total survey sample rather than samples in each case-study site to avoid the situation of having sub-groups that were too small.

9.4.6.1 Distance to the park

The distance that a park user needed to travel from their home or working place to the park was broadly classified into five categories based on the estimation of the time a single journey would take: '< 5 minutes walk', '5-15 minutes walk', '16-30 minutes walk', '31-60 minutes walk' and 'outside walking distance'. The mean scale scores for respondents of the five categories are shown in Figure 9.4.7. As can be seen from this figure, the means of the five groups are quite close to each other. The difference between the highest mean (for the '31-60 minutes walk' group) and the lowest (for the '< 5 minutes walk' group) was below 1.00. This seems to suggest that people belonging to different distance groups had similar attitudes towards community involvement in park restoration.

Figure 9.4.7 Community involvement attitude by distance to the park



Since the significance level of the Levene's test was greater than 0.05 (see Table 9.4.8), this means the variances for the five distance groups did not differ significantly. The result of the

one-way ANOVA test also revealed a non-significant *F*-ratio ($p > 0.05$), indicating that there was no significant difference in the mean scale scores across the five groups (detailed outputs of relevant statistical analyses are presented in Appendix E-2). In other words, park users living at various distance ranges from the park did not have significantly different favourable attitudes towards community involvement in park restoration. Thus, it can be concluded that the distance park users need to travel from home/working place to the park does not have any effect on their attitude towards community involvement in the regeneration process of historic urban parks.

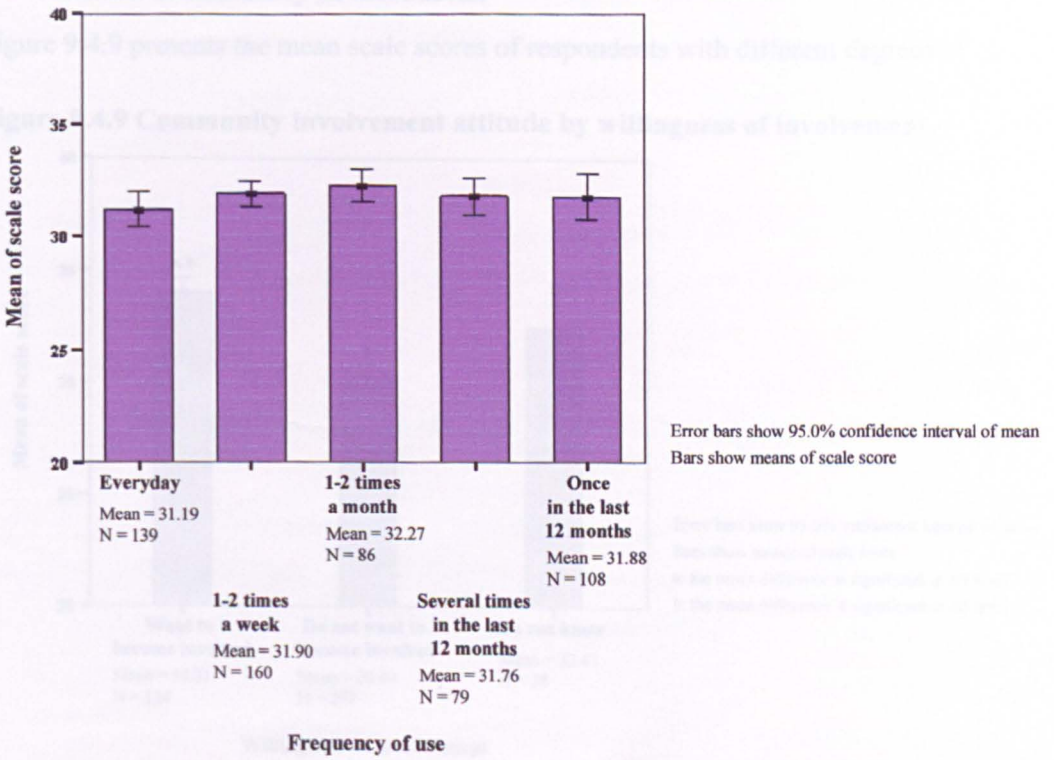
Table 9.4.8 Results of Levene's test and one-way ANOVA for community involvement attitude by distance to the park

Statistical test	Value	Significance (*p*)
Levene's test of homogeneity of variances	2.336	.055
One-way ANOVA	*F*-ratio = 0.546	.702

9.4.6.2 Frequency of use

The frequency that a park user had visited the park within the last twelve months was broadly classified into the following five categories: 'everyday', '1-2 times a week', '1-2 times a month', 'several times in the last 12 months' and 'once in the last 12 months'. Figure 9.4.8 presents the mean scale scores of respondents belonging to the five frequency groups. With the highest mean (32.27), park users visiting the park 1-2 times a month had the most favourable

Figure 9.4.8 Community involvement attitude by frequency of use



attitude towards community involvement in park restoration. While those who used the park everyday had the lowest mean (31.19), indicating the least favourable attitude towards community involvement in park restoration.

Because the variances for the five frequency groups differed significantly as the significance level was well below the 0.05 level (see Table 9.4.9), Kruskal-Wallis *H* test, a non-parametric test, was employed instead of one-way ANOVA to compare the mean scale scores of the five groups. As shown in Table 9.4.9, the significance level of the test was greater than 0.05. This means the difference in the mean scale scores of the five frequency groups was non-significant (see Appendix E-2 for detailed outputs of relevant statistical analyses). In other words, park users with different frequencies of use did not differ significantly in their attitudes towards community involvement in park restoration. It can therefore be concluded that the frequency of using local parks did not influence people's attitudes towards community involvement in the regeneration process of historic urban parks.

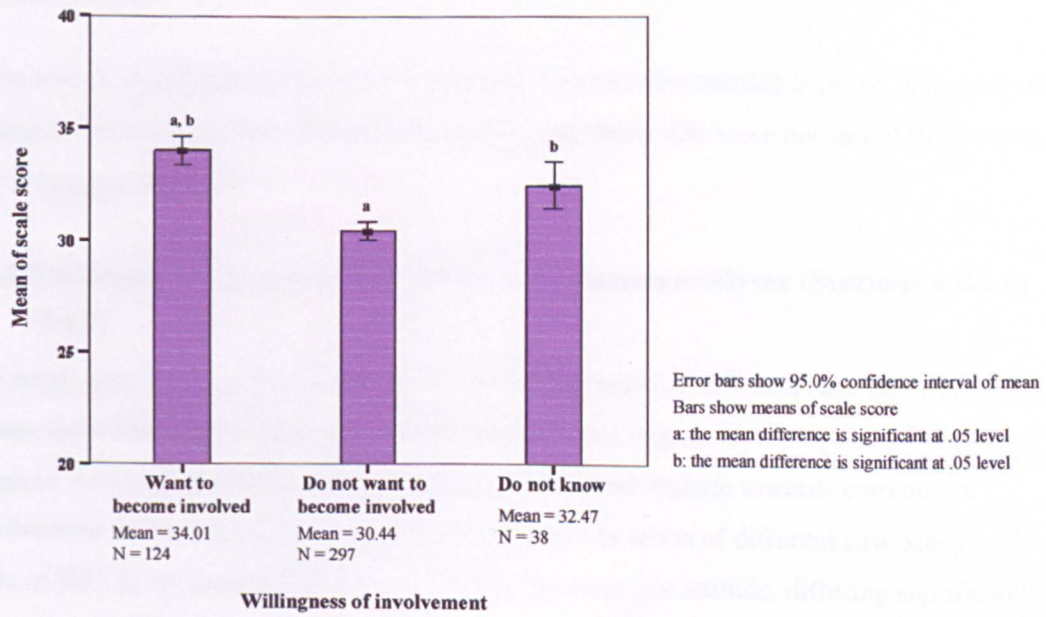
Table 9.4.9 Results of Levene's test and Kruskal-Wallis *H* test for community involvement attitude by frequency of use

Statistical test	Value	Significance (*p*)
Levene's test of homogeneity of variances	3.800	.005
Kruskal-Wallis *H* test	4.667	.323

9.4.7 Relationship between willingness of becoming involved and the attitude towards community involvement

Figure 9.4.9 presents the mean scale scores of respondents with different degrees of

Figure 9.4.9 Community involvement attitude by willingness of involvement



willingness of becoming involved with the restoration of their local parks. It is not surprising to find that park users willing to become involved in park regeneration had the most favourable community involvement attitude, with a mean scale score of 34.01; while people who did not want to become engaged in park restoration had the least favourable community involvement attitude, with a mean of 30.44.

As the result of the Levene's test was non-significant ($p > 0.05$; see Table 9.4.10), this means the three groups had similar variances. The *F*-ratio, as shown in Table 9.4.10, was very highly significant ($p < 0.01$), indicating that there were significant differences in the mean scale scores of the three groups; i.e. people with different degrees of willingness of involvement differed significantly in their attitudes towards community involvement in park restoration (detailed outputs of relevant statistical analyses are presented in Appendix E-2).

Table 9.4.10 Results of Levene's test and one-way ANOVA for community involvement attitude by willingness of involvement

Statistical test	Value	Significance (*p*)
Levene's test of homogeneity of variances	.703	.496
One-way ANOVA	*F*-ratio = 48.759	.000

By conducting a Scheffé test, it is found that park users willing to become involved in park restoration were significantly different from the other two groups of park users in their attitudes towards community involvement in park regeneration. People who want to be involved in the restoration of their local parks had significantly more favourable attitudes towards community involvement in the restoration process of their local parks than people who did not want or were not sure if they wanted any involvement with the regeneration of the park they visited.

There was no significant difference in community involvement attitude between park users not willing to become involved with park restoration and those who were not sure if they would like to become involved.

9.4.8 Summary of the mean scale scores comparison analyses (Sections 9.4.4 to 9.4.7)

The result reported in section 9.4.4 to 9.4.7 shows that users of different case-study parks, age groups and employment-status groups and with different degree of willingness of becoming involved with park restoration have significantly different attitude towards community involvement in the restoration of historic urban parks. In terms of different case-study parks, users of HP had the least favourable community involvement attitude, differing significantly

from user of SBG and NHP who were most favourable to the idea of becoming involved with the regeneration of their local parks.

Users that were aged over 65 and those that were retired also had significantly less favourable attitudes towards community involvement in park restoration than users of other age groups (19-25, 26-45 and 46-65) and employment-status groups (employed, unemployed and student). With regards to different degrees of willingness of becoming involved with park regeneration, users that were willing to be involved in the restoration of the park they visited had significantly more favourable attitude towards community involvement in park restoration than those who did not want to become involved or who were not sure about their willingness of being involved in the regeneration process of their local parks.

Chapter Ten
Discussion, Conclusions, Recommendations and Future Research

This chapter begins by discussing the major findings of the current research in relation to the main research questions. Conclusions are consequently drawn based upon the key research results presented in the previous chapters. Finally, a range of recommendations for the achievement of effective community involvement in park restoration processes are made and a number of possible areas for future research are identified.

10.1 Discussion

Due to the length of the thesis, some discussion has been combined, where appropriate, with the reporting of research results presented in Chapters Six to Nine. This section focuses on relating the key findings of the study to the main research questions posed in Chapter Five. In addition, this section also serves as a general summary of the major research findings.

10.1.1 Park restoration partnership

In the *Greening the City* study (GFA Consulting, 1996), it is found that partnership working is a common feature of many greening projects of urban green spaces. The current research has revealed a similar finding. Partnerships between local authorities, the private sector, voluntary organisations and local community-based groups were commonly found in most of the 1997 UPP funded park restoration projects investigated by the postal questionnaire survey. The phrase 'park restoration partnership' is used in the following discussion as an abbreviated form of such a partnership. The park restoration partnership was examined from four perspectives in this study: the existence of a steering group, the contribution of funding partners, the contribution of technical-support partners, and the involvement of community/ voluntary partners.

Almost all the surveyed projects had some forms of partnership working arrangements existing between the leading party, usually the local authority's Leisure Services or parks-related departments/units, and external partners (i.e. other parties outside the leading organisation) as well as internal partners (i.e. other working departments/units in the same organisation). A wide range of bodies or individuals could become the external partners of a park restoration partnership, including mainly 'Friends of Parks' groups, other non-friends-group local organisations, practitioners in private consultancy, private companies, trusts and

foundations, national or regional organisations, and academics. They contributed in at least one of the following areas: sitting on the steering group to prepare the HLF bid and lead the development of the restoration project, providing grants for the matched funding, and offering various types pf technical support and expertise.

Similar, again, to the finding of the *Greening the City* study (GFA Consulting, 1996) which suggests that local authorities have a catalytic role in developing partnerships for greening projects, this research has found that local authorities played a very important role in park restoration partnerships. They, on most occasions, were the one leading the steering group and managing the restoration project; they were the major contributors to the matched funding; and many of their working departments/units were the most significant source of technical support for park restoration projects. Although this may not be surprising given that local authorities were usually the applicants for the UPP funding, the case studies have suggested that a local authority's commitment to a park restoration project was vital to the development of the project as well as to encouraging the involvement of local communities. The project of MHG, for instance, demonstrated how a local authority's lack of commitment to the regeneration of one of its parks, shown in a prolonged process to agree to the provision of the matched funding, delayed the submission of the HLF bid and hampered the enthusiastic involvement of the friends group.

With regards to the community/voluntary sector (including 'Friends of Parks' groups and other local organisations), although their involvement in sitting on the steering group and acting as funding and technical support partners was modest, they contributed to the regeneration of historic urban parks in many other ways. Their role in a park restoration partnership thus may seem less formal in comparison with other partners, but should be considered of equal importance. Nevertheless, for those friends groups and voluntary organisations who were able to assume a formal role in park restoration partnerships, their influence on the development of the restoration scheme and the final project outcome was noticeably more significant than for those who had not acted as a formal partner. This leads to the next issue to be discussed.

The case studies of this research show that the level of formality and organisation of park restoration partnerships can vary between different projects. The partnership for the restoration project of SBG represented a relatively high level of formality, with sophisticated partnership working arrangements being developed and each partner's role being clearly defined. On the other hand, taking the project of WJP as an example, although the local authority had worked in partnership with the friends group to develop the restoration scheme, there was no formal working arrangement. One significant difference between formal and informal park restoration partnerships seemed to concern the sharing of decision-making

power. For the former, all partners were involved in making major decisions; while for the latter, the leading partner had the ultimate veto over all decisions.

10.1.2 Community involvement process

10.1.2.1 Why involve the local community?

To generate a sense of ownership of the restoration project and to better reflect local needs have been the two most significant objectives of involving local communities in the regeneration process of historic urban parks, revealed not only in the postal questionnaire survey, but also identified as two of the major advantages of community involvement in the case studies of the current research. This finding is in accordance with the benefits of involving local communities in greening projects of parks and open spaces suggested in the *Greening the City* report (GFA Consulting, 1996).

The idea that community involvement would help to prompt a better response to local needs was not only commonly perceived by local authority officers who were responsible for involving local communities in the restoration process of historic urban parks, but also by general park users. As the results of the on-site park user surveys suggest, the majority of park users (over 90%) interviewed agreed that involving local communities in the restoration process could better reflect park users' needs. As for the idea that community involvement contributes to the development of a sense of ownership of a project, it was less positively recognised by general park users, with about two thirds of the respondents considering that they would have a sense of ownership of the project if they had been involved in the restoration process of their local parks.

The opportunity to bring in new resources, in terms of funding as well as volunteers, is another important reason for involving local communities in park restoration, again, identified by both the respondents of the postal survey and the case-study interviewees. The American experience of public-private partnership for improving urban parks has revealed a, virtually, identical benefit, despite the focus being on the involvement of non-for-profit organisations and groups (Walker *et al.*, 1999 and Madden *et al*, 2000, both discussed in Appendix B-2).

Other objectives of community involvement in park regeneration identified in this study, including the assurance of public support of the project, the raising of the park's profile, the provision of educational opportunities, and the encouragement of more use of urban parks, are similar to a number of benefits of community involvement identified by Warburton and Lutley (1991), Stamp (1996), and Richardson and Baggott (1998).

10.1.2.2 Who are involved?

The results of the postal questionnaire survey indicate that local residents, individual park users, and friends groups/local organisations are the three most important sectors of the local community that should be involved in the restoration process of historic urban parks. Friends groups/local organisations in particular are found to be the most involved of all community members at almost every stage of the restoration project. This has been supported by the case studies of this research, of which the results show that friends groups, where they exist, have been the focus of community involvement in park restoration projects. The involvement of friends groups will be specifically discussed later in Section 10.1.3.

Local residents have often been considered as major stakeholders whose involvement is essential in regeneration initiatives (Taylor, 1995; Carley, 1997; DETR, 1997). The necessity of involving local residents in restoring historic urban parks is twofold. First, they are the people whose lives will be most directly affected by park restoration projects. Second, as the *Park Life* study (Greenhalgh and Worpole) has found, local residents make up the majority of park users. The surveys of that study found that more than 90% of park users lived within a 15-mintue walking distance from the park they visited. The on-site user surveys of the current research also found that most park users lived locally; however, the percentage of respondents living less than 15 minutes away was much lower than that found in the *Park Life* study, with an average of around 60% of all interviewed living within a 15-minute walking distance. This could be due to the fact that some of the case-study parks (e.g. SBG, HP, LP and WJP) are used more than just as local parks. For instance, SBG attracts visitors from all over the City of Sheffield (Sheffield City Council, 1997c) and HP is identified by the local authority as a key district park of Carlisle which will attract visitors from other parts of the city (Carlisle City Council, 1996). This in a way provides an explanation as to why individual park users were identified by all but one of the respondents of the postal questionnaire survey as one of the most important sectors of the local community that should be involved in the process of regenerating historic urban parks.

In addition to the above three groups of people, the importance of involving school children in park restoration has been revealed in the case studies of this research. Although both the *Greening the City* study (GFA Consulting, 1996) and the *People, Parks and Cities* study (Greenhalgh and Worpole, 1996) have also addressed the involvement of school children, the two studies see involving children in greening activities and park events as a good way of reaching parents and making initial contact with the wider community. The current research has provided a different insight into children's involvement in parks-related projects. It is a common belief among almost all the case-study friends groups that, by involving children in activities and events in the park and encouraging schools to use local parks as educational

resources, that children may be prompted to develop an interest in and perhaps a sense of ownership for their local parks.

10.1.2.3 When are local communities involved?

The results of the postal questionnaire survey show that local communities can be involved at any stage of the process to restore an historic urban park, including: project initiation, surveys, goals/objective setting, strategy formation, bid preparation, planning, design, implementation, management and maintenance, monitoring and review, and fund raising. Similar findings were reported by Francis *et al* (1984), who observed that local residents and users could be engaged at various stages of developing a community open space, including: design, planning, development, construction, management, maintenance, and acquiring the ownership of open space projects.

Overall, local communities have been most involved at project initiation and goals/objective setting stages, followed by the survey and design stages. Since the HLF has explicitly required all submitting bids to the UPP to include "details of public participation and community support" (HLF, 1996, p. 9) in the application, it is not surprising to find that local communities have been extensively involved at these early stages (i.e. the initiation, goals/objective setting, and surveys) of the park restoration process. In addition, as the case studies of the current research have revealed, local communities played an important role in initiating the restoration process of four case-study projects and market research was undertaken in almost all the case-study projects to form a basis for goals and objective setting. One of the possible explanations for the extensive involvement of local communities at the design stage is that specific user groups may be engaged in the design process of specific facilities in the park. For instance, in some of the case-study restoration projects, school children were involved in the design of children's play areas.

10.1.2.4 What are the level of community involvement achieved?

Based on the results of the case studies, this research has found that different levels of community involvement have been achieved at different stages of a restoration project and, among different projects, the level of community involvement achieved at any specific stage can vary, sometimes considerably. At the project initiation stage, two extremes have appeared: either there was no community involvement or the local community was involved at the two highest levels (i.e. 'supporting community initiatives' and 'acting together'; see Section 8.2.2). For projects where formal park restoration partnerships had been established, the level of 'acting together' was achieved at the bid preparation and the detailed planning and design stages. As for those projects that did not have formal partnership, local communities were mainly consulted for, or on some occasions just kept informed about, the preparation of the

HLF bid and the further development of the restoration project, unless friends groups were purposely formed to assist in detailed planning and design of the scheme, raising the level of community involvement to 'deciding together' or even 'acting together'.

Because the capital work of a restoration project is usually implemented by specialised contractors, it is not surprising to find that the level of community involvement achieved at the construction stage is usually the most basic, i.e. keeping local communities informed about the progress of the work. However, one of the case-study projects has demonstrated the possibility of involving volunteers of the friends group in implementing some landscape work, thus achieving the level of 'acting together'. With regards to the long-term management stage, the most commonly achieved levels of community involvement are 'consultation' and 'acting together'. The former has been closely related to the operation of Best Value, as local authorities have been explicitly required to consult users in carrying out the Best Value Review and developing the Improvement Plan (Porter, 2001). The latter will rely primarily on the establishment of some form of management partnership between the local authority and the friends group or other community-based groups.

The results of the case studies have revealed that the involvement of local communities in raising the required matched funding was not so common among the case-study restoration projects. However, the levels of community involvement achieved were often towards the higher levels, such as 'acting together' and 'supporting independent community initiatives', when local communities, represented mainly by the friends group, had been involved at this stage. The restoration project of SBG exemplified how a friends group, through setting up an independent, dedicated fund-raising organisation, could play a leading role in raising a considerable sum of matched funding, achieving the highest level of community involvement, i.e. 'supporting independent community initiatives'.

Higher levels of community involvement, that is to say those entail real redistribution of decision-making power, are usually considered better than lower ones (Arnstein, 1969; Bishop, et al., 1994; Tower, 1995). Moreover, in the *Greening the City* study (GFA Consulting, 1996), the examples identified in the study's case studies to illustrate good practice are also inclined to higher levels of community involvement, including 'deciding together', 'acting together' and 'supporting independent community initiatives'. Nevertheless, the findings of the current research suggest this may not necessarily be the case. Rather, this research has supported the contention of Wilcox (1994) and Carley (1997), both arguing different levels of community involvement are appropriate for different circumstances. The case studies of this research suggest a number of factors which may influence the level of community involvement achieved at a particular stage of the restoration project, including the existence of a friends

group or other community-based groups that are of a similar nature, the capacity of such groups, the existence of a formal park restoration partnership (e.g. a steering group), the inclusion of the friends or community-based group (as the community partner) in such a partnership, and the scale of the restoration project.

10.1.2.5 How are the local community involved?

The results of the case studies reveal that most of the methods adopted to involve local communities in the restoration process of historic urban parks have been mainly for information giving and consultation. The most extensively employed information-giving methods include notice boards, press releases, large-group meetings and displays/exhibitions. This is reflected in the on-site park users surveys, of which the findings show that notice boards and local newspapers were the two most important sources of information for general park users to learn about the development of the restoration project. This partiality of people who are responsible for incorporating community involvement in park restoration process for information-giving methods is, to some extent, in accordance with general park users' aspiration of just being kept informed about the progress of the project, as the results of the on-site park user surveys have suggested. In the surveys, it is found that, overall, more than 95% of respondents agreed that local communities should be kept informed; while less than 30% of all interviewed indicated that they would like to become involved in the regeneration process of their local parks.

Market research and small-group meetings (including both regular and ad hoc ones) have been commonly used in the case-study restoration projects for consultation. Market research has mainly been employed at the early stages of the restoration process to consult the wider local community; while small-group meetings have been used mostly to consult friends groups, other types of local community groups and voluntary organisations throughout the whole restoration process. On some occasions, regular small-group meetings have been adopted to engage community representatives in the decision-making process. From the general park users' viewpoint, they are most likely to participate in public meetings and questionnaire surveys. In terms of future involvement, questionnaire surveys or interviews are the most popular activities that park users would consider participating in, with nearly half of those surveyed indicating their willingness to be involved in such activities.

The involvement methods noted above can be considered as conventional ways of engaging local communities in environmental planning and development processes. Based on the classification of Bishop *et al.* (1994), almost all the involvement methods adopted in the seven case-study restoration projects are one-way methods; only small-group meetings can be classified as interactive methods. In addition to these conventional methods, the current

research has found that various methods have been used to involve local communities in park regeneration process, including events, the appointment of dedicated park staff, and the establishment of 'Friends of Parks' groups. Similar methods of achieving successful community involvement have been reported by Greenhalgh and Worpole (1996) in the *People, Parks and Cities* report.

10.1.2.6 What are the resources provided for community involvement?

The resources needed for incorporating community involvement into environmental planning, development and regeneration processes can be considered in four forms: money, time, staff and technical support (Davies, 1982; Armstrong, 1993; Bishop *et al.*, 1994; DETR, 1997). The current research has found that, based on the results of the case studies, money and time were seldom allocated exclusively for the execution of community involvement exercises in the UPP funded restoration projects. Nevertheless, this did not seem to be a significant problem to most of the project managers interviewed. In terms of money, only one interviewee pointed out that the capital works of the UPP grant-aided park restoration projects very often contradicted community development in these projects, as there was no specific amount of money being set aside nor extra funding being given to respond to the local community's demands. With regards to time, another interviewee indicated that they would have undertaken more community involvement work if the time available for preparing the bid was longer.

As the results of the case studies have revealed, the resources that have been specifically provided to support community involvement in the UPP funded park restoration projects come primarily in the form of staff, but not necessarily so for every project. In the HLF's guidance note to applicants for the UPP, it is specified that "consideration may be given to assisting with additional management costs, e.g. of specialist staff" (HLF, 1996, p. 6). Some local authorities therefore included the appointment of a dedicated project development officer or manager in their applications for the funding. In addition to co-ordinating the various aspects of a restoration project, community involvement, on some occasions including the establishment of a friends group, was usually a key responsibility of such a post. Overall, higher levels of community involvement were achieved and more community involvement methods, in terms of type as well as frequency, were employed in those case-study restoration projects which had dedicated project managers than those without such dedicated staff. This finding is in agreement with those reported in previous research such as Bradley (1986), GFA Consulting (1996), and Greenhalgh and Worpole (1996).

With regards to technical advice and support, both the *Greening the City* study (GFA Consulting, 1996) and the *People, Parks and Cities* study (Greenhalgh and Worpole, 1996) have found that expertise on community development is crucial to ensure the involvement of

local communities in greening and park projects. The case studies of the current research to some extent support such a contention. For the two case-study restoration projects which involved the establishment of friends groups, community development specialists were brought in, one from the local authority's Community Support Unit and the other one from a local Voluntary Development Agency, to assist project managers to set up friends groups. On the whole, all the case-study project managers, in particular those who were dedicated to specific projects, provided the needed community development expertise and functioned as the main mechanism for involving local communities in restoring historic urban parks.

10.1.3 The involvement of 'Friends of Parks' groups

This study has found that personal affections to the park, the desire for positive changes and the perception of the park as an important local amenity are the three most important reasons, not only for individuals to join friends groups, but also for friends groups to become involved with the regeneration process of their local parks. Francis *et al.* (1984) have observed that long-term residence in an area is one of the reasons why people become involved in a community group. In this research, it is found that an individual's strong affections to a specific local park often stem from one's long-term residence in the vicinity of the park.

Carley (1995) asserts that well-organised local groups are the "basic building blocks" (p. 65) of community involvement in estate regeneration. Similarly, this study has found that 'Friends of Parks' groups have been the major focus of community involvement in park restoration processes. The results of the case studies show that friends groups have played a variety of roles in the development and implementation of park regeneration schemes, including acting as pressure groups, guardians, supporters and promoters, and being the local community's voice. In addition, they have contributed to various areas of the restoration process, including publicity, events and activities, fund raising, public consultation, project monitoring, involving local schools and children, and long-term management. These findings are to some extent similar to those reported by Madden *et al.* (2000). In their study, it was found that nonprofit parks organisations, encompassing friends groups, could act as assistance providers, catalysts, co-managers, sole managers, and citywide partners for parks improvements. They also reported in the same study that nonprofit parks organisations may be engaged in a wide range of activities, most common ones being fund raising, organising volunteers, and marketing and outreach (Madden *et al.*, 2000). As the case studies of this research have revealed, what roles a friends group can play and what areas of the restoration process a friends group can make a contribution to seem to be related to a number of characteristics of the friends group, including the length of time the group has been formed, the formality and degree of organisation of the group, the size of the group's membership, and the activeness, commitment and expertise of

the group's members.

In the *People, Parks and Cities* study, Greenhalgh and Worpole (1996) found that facilitating the establishment of park-based groups and providing required support to them has been a relatively new activity for local authority park managers. Similar findings have been observed in the current research. Among the six case-study friends groups, two were instrumentally set up by the project manager after the UPP grant was awarded for the further development of the restoration scheme. Indeed, such activities have been supported by the HLF under the UPP funding (HLF, 1999b). Nevertheless, in comparison with friends groups that have been set up a considerable period of time before the restoration project was initiated, these new, purposely formed friends groups seem less likely to have a substantial influence over the development of the restoration project. In addition, they are also less active in terms of publishing their own newsletters and leaflets and staging events in the park. This is mainly because new friends groups have not had enough time to develop their skills and confidence.

Since friends groups have frequently acted as the community representative in park restoration partnerships, the issue of how representative such groups are of the wider local community can arouse considerable concern. This research has found that, in general, it is commonly perceived that friends groups represent mainly local residents and regular park users, while students and young children's views are usually under-represented by such groups. Smith and Pease (1977) suggested that community groups could increase their representativeness by frequently communicating with local residents. In addition, McArthur *et al.* (1997) found that community partners of estate regeneration partnerships could improve their representativeness by adopting a membership structure, having regular publications, conducting surveys and undertaking community development work. All the formally constituted case-study friends groups of this research have been aware of the need to increase their representativeness and have attempted to achieve this through expanding the membership of the group, publishing newsletters and leaflets, and organising events and activities in the park. Events in particular were considered by many interviewees as a good way of reaching out to the wider community and general park users, thus helping to encourage more people to become involved with the friends group and the regeneration process of the park.

10.1.4 Community involvement in the long-term management of restored historic urban parks

Although the idea of involving local communities in the long-term management of an historic urban park after the restoration work is complete is overwhelmingly supported by all the people interviewed for this research, the extent to which local communities are to be involved in the ongoing management of the park varies considerably among different case-study sites.

While some project managers indicated that they would continue to consult friends groups and/or the wider community about the day-to-day management and maintenance of the park, some revealed the intention of engaging friends groups in the managerial operation of community facilities in the park or even the entire park. With the advent of Best Value regime, it seems reasonable to anticipate that consultation would be the lowest level of community involvement achieved for involving local communities in managing and maintaining restored urban parks.

This research has found that friends groups will continue to be the focus of community involvement in the long-term management of restored urban parks and, the organisation of park events and activities is the most significant area of park management which friends groups can become engaged in. Friends groups can help to come up with new ideas and provide funding and volunteers for park events. However, almost all the case-study friends groups have highlighted the necessity of the local authority to appoint a dedicated park staff such as a park warden or ranger who would have a role to work with the friends group to stage events in the park. In addition to providing needed support to the friends group and bringing in local authority resources for events organisation, such a post could also play a community involvement role, that is to encourage the involvement of the wider local community, to involve schools and various disadvantaged groups, and to co-ordinate the input from various sources for the day-to-day management and maintenance of the restored urban park. This role is very similar to the role played by a dedicated project manager described earlier. As the post of a dedicated project manager is usually time limited and ends when the restoration project is completed, the appointment of a dedicated park warden or ranger with a community involvement role would help to continue and perhaps strengthen the established working relationship with the local community into the management and maintenance of the park. Apart from the three studies mentioned earlier, the need to have a specific individual, identified as an environmental warden, a community landscape architect, or a ranger, to be responsible for involving local communities in managing and maintaining the improvements made by greening projects was also reported by JURUE (1987).

The case studies of the current research suggest a tendency of involving friends groups in the managerial running of the restored urban parks and/or the community facilities within these parks bringing about by the restoration projects. However, at the time of the fieldwork, the mechanisms of how to do so were still under development for all the case-study projects intending to take such an approach. Every park is different, and so is every friends group; therefore, it can be envisaged that various models of involving friends groups in managing urban parks are likely to be developed in the future. Whether a formal partnership between the local authority and the friends group should be established for the ongoing management of a

restored urban park or not is subject to the characteristics of the site and its associated friends group. Nevertheless, a number of interviewees have addressed the importance of well-defined working arrangements, so that all the parties involved in managing and maintaining the park would know clearly about their own responsibilities.

With most local authorities continuing to have restricted, if not dwindling, budgets for their parks and, given that community support or direct involvement of local communities is a requirement of many contemporary funding programmes, it seems inevitable that friends groups and other community-based groups will play an increasingly important role in fund raising with regards to park management and maintenance. The case studies of the current research show that friends groups can be involved in raising various scales of funds for the ongoing management and maintenance of a park, ranging from the annual revenue funding to the money for appointing specific park staff, instating park facilities, or staging park events.

Maintenance is found to be the least common area of park management which friends groups are involved in. Only one case-study friends group has planned to be engaged in the practical maintenance work of the restored park, and volunteers of the group have already done so prior to and during the restoration of the site. Madden *et al.* (2000) have reported a similar finding, revealing that routine maintenance is one of the activities which many nonprofit park organisations avoid being involved in because it tends to require more involvement and could compromise an organisation's ability to advocacy. In addition to friends groups, one of the case-study restoration projects of the current research has set an example of how to involve some other individuals in the local community in maintaining local parks. In this particular case, a training programme for environmental skills was developed jointly by the local authority and the local Wildlife Trust. The intention was that local people who took part in this training programme would undertake some maintenance work in the park. The potential for such an approach is that it can be linked up to the provision of National Vocational Qualifications in environmentally related areas.

10.1.5 Effective community involvement

The results of the postal questionnaire survey reveal that more than 90% of the respondents considered the involvement of local communities in their projects to be effective. This is supported by the case studies, with almost all the interviewees regarding community involvement in the case-study restoration projects as effective. Considering the exploratory nature of this study, both the respondents to the postal survey and the interviewees for the case studies were asked to make a subjective evaluation of the effectiveness of community involvement in the restoration project they were involved with. The analysis of the interviews consequently suggests three broad criteria for defining effectiveness, which are: (1) local

communities' views and concerns being taken on board by the local authority (through either consultations or directly involving community representatives in the decision-making process); (2) the achievement of acquiring funding from the UPP and other funding opportunities; and (3) the existence of active and committed friends/community groups. The first two criteria were employed by both people responsible for involving local communities in the restoration process (including project managers and other practitioners) and those being involved (represented by friends-group chairpersons/secretary) to define effective community involvement. The third criterion was mentioned only by project managers and other practitioners. The research has also found that community involvement may be considered as ineffective in the following circumstances: when the local authority makes decisions before they consult the friends group and/or other local groups; when local communities are given only options rather than sharing the decision-making power; and when there are not enough community activists to be involved.

As Bishop *et al.* (1994) have pointed out, the effectiveness of community involvement is rarely articulated both in the literature and practice. Two previous studies that have dealt with this issue to a great extent are Taylor (1979) and Bishop *et al.* (1994). In terms of assessing the effectiveness of community involvement, Taylor (1979) proposed eleven criteria and classified them into two groups, one relating to the characteristics of local groups (symbolised as LG) and the other concerning the characteristics of local authorities (symbolised as LA). Based on interviews with members of local groups and local authority officers, the top criterion found in Taylor's (1979) study was the achievement of some demands made by the local group (LA), followed by the quality of suggestions put to the local authority (LG), the representativeness of the local group (LG), and the time and effort put in by the local group (LG). In the study undertaken by Bishop *et al.* (1994), although eight criteria were adopted to evaluate the effectiveness of community involvement in their case-study projects, it was found that effectiveness was frequently taken simply as the achievement of objectives. With careful interpretation, it can be said that the three criteria coming up in the current research are in agreement with the findings of the two studies. The first criterion, which relates to whether local communities' views and concerns are taken on board by local authorities or not, is in line with the top criterion reported by Taylor (1979), as both are concerning about the local authority's responses to the local community's needs. The second criterion, which concerns the acquisition of the UPP funding, is similar to that revealed by Bishop *et al.* (1994), given that generating more funding is one of the common objectives of involving local communities in park restoration projects. In addition, the third criterion, which is about the existence of active friends groups, is parallel to some of other local groups-related criteria adopted by Taylor (1979), with the characteristics of the friends/community group being the major

concern.

In order to enhance the effectiveness of community involvement in park restoration processes, it is important to understand which factors contribute to effective community involvement in regenerating historic urban parks. As the results of this research have revealed, a good relationship between the local authority and the friends group/local communities is the most important contributory factor for effective community involvement. Bishop *et al.* (1994) also identified good quality relationships as one of the basic elements for effective community involvement in planning and development processes. From the viewpoint of project managers and other practitioners, such a relationship stems from establishing or renewing park users and local communities' trust in the local authority's commitment to caring for public urban parks. In friends groups' opinion, it is by the local authority taking on board the group's concerns and views that forms a basis for a good relationship. In addition, some interviewees noted that the relationship between the local authority and the friends group/local communities could be conciliated by involving a third party who could act as a neutral body between the two parties and provide needed assistance to the friends group/local communities.

The existence of a friends group that is active, committed and determined to be involved in the regeneration process and the possession of members with relevant expertise and skills to input into the restoration project within the friends group are also important factors which can contribute to the effectiveness of community involvement. Both factors were identified by not only project managers and other practitioners but also friends groups representatives in the interviews. A similar finding has been reported by Taylor (1979), who suggests that well-organised local groups and the inclusion of a professional element in the local community are essential for effective community involvement in planning processes.

Apart from above factors, it is found in the postal questionnaire survey that good communications and the park *per se* being a popular, valued space are also considered as enhancing factors for effective community involvement. The latter was also mentioned by one of the case-study project managers. In the case-study friends groups' views, collective action (addressed by some friends-group chairpersons as 'people power'), clear and feasible objectives, positive responses from the wider community, and the friends group being involved in decision-making process can all contribute to the effectiveness of community involvement in restoring historic urban parks.

Many of the factors identified by the case-study interviewees which can restrain the effectiveness of community involvement in park restoration processes are intrinsically the opposite of those contributory factors noted in the previous paragraphs. The most significant

one is the widespread distrust in local authorities among friends groups/local communities which tends to hinder the formation of a positive relationship between the two parties. The lack of local groups interested in park affairs and a friends group that is less confident and with less expertise and skills may also restrain the effectiveness of community involvement.

In addition, effective community involvement can be hampered by bureaucracy within local authorities and the traditional attitude of many local authority officers, who consider themselves as experts and do not consider the inclusion of local communities in decision-making process as necessary. As Roe (2000a) notes, the attitudes and education of professionals and the structure of institutions have been the main obstacles to community participation. Therefore, it is important for local authorities to adjust themselves to a 'more porous role in local governance structures' (Freeman *et al.*, 1996, p. 65) but at the same time still exercise leadership and strategically direct the allocation of their resources and those from businesses to local community groups (Ibid.).

The lack of resources for involving local communities in terms of staff and funding and the apathy from local groups and the wider local community about the restoration project can also limit the effectiveness of community involvement. Moreover, the heritage remit of the UPP can become a restraining factor for the effectiveness of community involvement because its emphasis on restoring historic landscapes sometimes contradicts local communities' aspirations for the introduction of modern park facilities to meet contemporary park users' needs.

The research has found that in order to achieve effective community involvement in the restoration process of historic urban parks, it is essential for project managers and other practitioners as well as key members of friends groups to equip themselves with a range of skills. Good communication skills are important not only to project mangers and other practitioners, but also to key members of friends groups. For the former, this means being able to talk to people at different levels without using jargon and technical terms and being able to listen to their opinions and views. For the latter, good communication skills are needed for communication with both local authority officials and all sections of the local community such as young people, children and elderly people. In addition, it is suggested by the interviews that project managers and other practitioners need to have the skills to consult and involve local communities and the ability to negotiate with local communities when their ideas are not feasible. Key members of friends groups, on the other hand, need to have organisational and committee skills in order to run their groups effectively. They also need to have the skills for publicity and events organisation, so that the group can successfully play the role as the promoter of their local parks.

An issue which relates closely to the effectiveness of community involvement is the difficulties and problems encountered by people who have been involved in the restoration process of historic urban parks. The results of the case studies show that the difficulties and problems confronting project managers and other practitioners were very diverse and required specific consideration to the distinctiveness of each case-study restoration project. Three themes could barely be observed, which were: (1) the lack of trust in the local authority by the friends group/local communities; (2) the different, and sometimes competing, interests within the friends group and the wider local community; and (3) problems relating specifically to newly formed friends groups. As for friends groups, there were more commonalities in the difficulties and problems they encountered, which could be broadly grouped into four categories: (1) frustration with the local authority; (2) the wider community's apathy towards the restoration project; (3) criticism from people not involved in the regeneration process; and (4) conflicts of interests within the group.

10.2 Conclusions

Based on the key research findings, this study draws the following conclusions:

- The results of the postal questionnaire survey demonstrate that the park restoration partnership is a common feature to many of the historic urban park restoration projects funded by the HLF under the UPP. The composition of the partnership varies widely. Some partnerships rely heavily on the local authority's various in-house working departments/ units to steer the development of the project and to provide financial and technical support. Others include a range of external bodies such as 'Friends of Parks' groups, other types of local organisations and professionals in academia and private consultancy who may act as a steering group partner, funding partner, and/or technical-support partner. Local authorities in general play the leading role in forming and running park restoration partnerships and they are the major contributors to the matched funding and the required technical support for the restoration projects. Although the involvement of friends groups and other local organisations in park restoration partnerships has been moderate, their contributions have been valuable and varied. The case studies of the current research suggest that friends groups and other local organisations can have a more substantial influence on the overall development of the restoration project when the park restoration partnership is formally established, as the group is involved in the decision-making process.

- This study has found that local communities have been extensively involved in the restoration process of historic urban parks, with generating a sense of ownership of the restoration project and its outcome and reflecting better the needs of local communities

being the two most significant objectives of engaging local communities in regenerating run-down urban parks. Local communities are more likely to develop a sense of ownership when their views and concerns are taken on board and this is closely related to the sustainability of the capital improvements to the park brought forth by the restoration project. In addition, the possible benefit of drawing in extra funding as well as volunteers for the restoration project has also been an important reason for involving local communities in the process of restoring historic urban parks.

- Friends groups/local organisations, local residents and park users are the most involved of all community members in the whole range of project stages. Overall, local communities are more involved at early stages of the restoration projects (e.g. project initiation, goals/ objective setting, and surveys) than at later stages (e.g. implementation, management and maintenance, and monitoring and review). However, with Best Value coming into effect, it can be anticipated that there will be increasing opportunities for involving local communities in caring for the restored park and in monitoring and reviewing the day-to-day management and maintenance regimes for the park.

- The case studies of the current research reveal that the level of community involvement achieved in a park restoration project can vary across the different project stages. In addition, there are considerable variances in the levels of community involvement achieved at some project stages among different restoration projects. Although higher levels of community involvement with the sharing of decision-making power are advocated by many commentators on community involvement in planning and development processes, this study has found that it is more important to opt for an appropriate level of community involvement that is achievable under the specific local circumstance. However, this is not to say that local authorities can be content with things as they are. Rather, local authorities should be encouraged to achieve higher levels of community involvement through taking necessary actions to enhance local circumstance. As the results of the case studies suggest, higher levels of community involvement are more likely to be achieved when there is an existing friends group (or local groups that are of similar nature) that can and is willing to be involved right from the outset of the restoration project. In addition, the capacity of the friends group, the existence of a formal park restoration partnership, the inclusion of the friends group in such a partnership, the appointment of a dedicated project manager, and the scale of the restoration project can also influence the level of community involvement achieved.

- This research has found that information-giving methods (such as notice boards, press releases, large group meetings and display/exhibitions) and consultation methods (e.g.

market research and small-group meetings) have been extensively used to involve local communities in many restoration projects of historic urban parks. Regular small-group meetings have also been used in some restoration projects to engage community representatives in the decision-making process of the project. Apart from these conventional methods, the staging of various events and activities in the park and the appointment of dedicated, on-site park staff (e.g. a park warden or a ranger) with a community involvement role have also been demonstrated by the case studies of the current research as important ways of raising the profile of the park and encouraging more people to come and use the park and, hence, become involved with the park's regeneration and future development.

- 'Friends of Parks' groups are in general the focus of community involvement in the UPP funded park restoration projects. Personal affections to a particular park, arising usually from long-term residence in the vicinity of that space, together with the desire for positive changes to the park and the perception of an urban park being an important local amenity have been the most important reasons for individuals to join friends groups and for friends groups to become involved in the process of restoring historic urban parks. The results of this study show that friends groups in general represent mainly local residents and regular park users, while school children and young people's views are usually under-represented by them. Most friends groups have been aware of the necessity to increase their membership in order to enhance their representativeness of the wider community. This is usually achieved through publicity and staging events and activities in the park.

- The results of the case studies demonstrate the range of roles which friends groups can play in developing and implementing the park restoration project. These include: acting as pressure groups to press local authorities to take necessary action to improve urban parks; acting as the guardian of the park to ensure proper management and maintenance of the site; providing support in terms mainly of funding and volunteers to the restoration project; raising the profile of the park to encourage more use; and being the local community's voice to ensure that local communities' views and concerns are taken on board by local authorities. Many friends groups have made considerable contributions to the regeneration of their local parks, most notably being in the areas of publicity, park events and activities, fund raising, public consultation, project monitoring, involving school children, and the ongoing management of the restored park. Not every friends group will perform all the roles and contribute to all the areas; nor will they play the same role and make contributions to the same area to the same extent. The length of time the group has been formed, the formality and degree of organisation of the group, the size of the group's membership, and the activeness, commitment and expertise of the group's members can

all influence a friends' group's involvement in the regeneration process of an historic urban park.

- This study has found that local communities will continue to be involved, at least to the level of consultation, in the long-term management of restored historic urban parks, partly because of the enforcement of Best Value. Some of the case-study restoration projects demonstrate the possibility of involving local communities, represented mainly by friends groups, to higher levels of community involvement such as deciding together and acting together. This is to be achieved mainly by engaging friends groups in the managerial running of community facilities in the park or the entire park. It is important to have any working arrangements clearly defined when friends groups are involved at the managerial level of park management and maintenance, regardless of whether a formal partnership between the local authority and the friends group is formally established or not. Other major areas of park management to which friends groups can contribute are the organisation and staging of events in the park and fund raising.

- The results of the postal questionnaire survey as well as the case studies reveal that the involvement of local communities in the 1997 UPP grant-aided restoration projects has in general been effective. The effectiveness of community involvement in park regeneration process can be defined using three broad criteria: (1) local communities' views and concerns are implemented by the local authority; (2) the achievement of securing funding for the restoration of the park; and (3) the existence of active and committed friends/community groups.

- This research demonstrates a wide range of factors which can contribute to the effectiveness of community involvement in park restoration process. Effective community involvement is more likely to be achieved when there is a good relationship between the local authority and the friends group. This can be achieved by establishing friends groups and local communities' trust in the local authority's commitment to caring for urban parks, taking on board the friends groups and local communities' views and concerns, and involving a neutral third party to act as a mediator. The effectiveness of community involvement can also be enhanced if there is an active, committed and determined friends group and/or if the friends group has members with relevant expertise and skills to contribute to the restoration process of a park. For friends groups, collective action, clear and feasible objectives, positive responses from the wider community and the group being directly involved in making decisions relating to the restoration project are also important factors which can enhance the effectiveness of their involvement. In addition, good communications between the local authority and the local community and the park *per se*

being a popular and valued space can also contribute to effective community involvement in urban park regeneration.

- The most significant factor that can restrain the effectiveness of community involvement in the restoration of historic urban parks is the prevalent distrust in local authorities' commitment to the upkeep of urban parks among friends groups and local communities. This has not only obstructed the formation of a positive relationship between the two parties, but has also been the major root of many difficulties and problems confronting project managers and other practitioners in the process of involving local communities in park restoration. The involvement of local communities can also be less effective when there is no local group interested in the restoration of the park or when the friends/community group is less confident and with less expertise and skills. Other factors that are likely to hold back the effectiveness of community involvement include bureaucracy within the local authority, the traditional attitude of many local authority officers, the lack of resources for community involvement, and local groups and the wider community's apathy about the restoration of the park.

- Good communication skills are essential for effective community involvement. For project managers and other practitioners, they should be able to communicate with local communities and friends group in two ways, i.e. to talk to people at different levels without using jargon and technical terms and to listen to local communities and friends groups' concerns and views. For key members of friends groups, they should be able to communicate with local authority officers and all sections of the local community. In addition, it is necessary for project managers and other practitioners to have good consultation skills and negotiation skills so that they can effectively facilitate community involvement in park restoration. While key members of friends groups need to have organisational and committee skills in order to run their groups effectively and publicity and events organisation skills in order to successfully raise the profile of the park as well as the group itself.

- The case studies of the current research reveal a wide range of difficulties and problems that are likely to occur during the process of involving local communities in the regeneration of historic urban parks. In addition to the widespread mistrust in the local authority mentioned earlier, project managers and other practitioners may encounter problems and difficulties caused by the diverse (and perhaps competing) interests within the friends group and the wider community. Some of the problems and difficulties confronting project managers and other practitioners relate particularly to friends groups that have been purposely formed for the restoration projects. Frustration with the local

authority is the most significant problem encountered by most friends groups during their involvement in the restoration process of their local parks. Other types of problems and difficulties that are likely to be experienced by friends groups are the apathy of the wider community towards the regeneration of the park, criticism from people who have not been involved in the restoration process, and competing interests within the group.

- Most of the value of urban parks and green spaces, as discussed in Section 2.2, are in fact closely related to the historical development of urban parks, especially the main impetus of creating such spaces. On the other hand, some of the value of urban parks and green spaces did not evolve until last few decades, most notably being the contribution to wildlife conservation and biodiversity maintenance, both important elements of environmental sustainability. The social and cultural dimension of urban parks are also of growing importance, as many cities in Britain have gradually become more mixed and multi-ethnic. The regeneration of historic urban parks provides the opportunity for local communities of the current time to express their cultures and one way of achieving this is through the incorporation of new elements into the park or the redesign of certain facilities (e.g. children's playground).

- Many of the UPP funded park restoration projects have included the introduction of new facilities and/or features into historic urban parks in order to meet modern park users' needs and aspirations. These are generally the results of community consultation (mainly through market research or discussion with friends groups) undertaken by the local authority or landscape consultants responsible for developing the restoration project. Nevertheless, the needs of contemporary communities have sometimes conflicted with the remit of the funding regime prioritising the restoration of heritage features. When such conflicts occurred, the effectiveness of community involvement was inevitably hindered.

- This study has found that involving local communities in the regeneration process of historic urban parks can help to ensure the long-term sustainability of these spaces after the restoration work is complete. This can be achieved mainly through: (1) prompting local communities to develop a sense of ownership of the restoration project and the improvements being brought about; and (2) gaining a wide variety of support, be it financial resources, voluntary labour or other support in kind, from local communities. The former is related to the decrease of vandalism and other anti-social behaviours in the park and increased uses of the space by the local community. Moreover, the case studies suggest that involving school children in the restoration process of historic urban parks is important to sustain the restored park in the long term, as they may be encouraged to develop an interest in and a sense of ownership of their local parks.

10.3 Recommendations

The case studies of the current research suggest a number of lessons of good practice for involving local communities in the regeneration process of historic urban parks.

- Local authorities should show local communities their commitment to caring for urban parks. This is fundamental to the formation of a good relationship between both sides and can be achieved by various measures such as submitting a bid to the HLF for the regeneration of a particular park, involving officers in high positions to administer the restoration process, and contributing to the required matched funding.

- The appointment of a dedicated project manager to develop and implement the restoration project should be encouraged, with community involvement being specified as one of the major responsibilities of such a post. More community involvement methods are more likely to be used, higher levels of community involvement are more likely to be achieved, and a good working relationship between the local authority and the friends group and other local organisations is more likely to be formed when the project manager is dedicated to a single restoration project.

- Community development expertise should be incorporated into the process of involving local communities in regenerating historic urban parks. If the project manager does not have such expertise, it should be sought from either the community development unit within the local authority or local community development organisations (e.g. Volunteer Development Agencies).

- Local authorities should be encouraged to facilitate the establishment of friends groups for their local parks a considerable period of time before any plan to submit a bid to the HLF for the UPP funding. A new friends group will need time to build up its capacity and confidence to be involved in the process of regenerating an historic urban park and make substantial contributions to that process.

- Friends groups and other existing local organisations or community groups can be at the forefront for public consultation, as local communities are more willing to talk to them than to local authority officers. Friends groups should be encouraged to assist or perhaps undertake park user surveys for their local parks. This not only helps the group to communicate with general park users and the wider local community and, thus, increase the group's representativeness, but also has the benefit of raising the group's profile.

- The involvement of friends groups and/or other local groups should not be taken as a substitute for the involvement of the wider community. Therefore, it is important to adopt

a mixture of various community involvement methods in order to reach different sections of the local community, in particular those whose voices are usually less heard, such as children, young people, women, the elderly, people with disabilities, and people from ethnic minority backgrounds.

- The involvement of local schools and school children in the restoration process of historic urban parks should be encouraged. Not only because children's views are generally under-represented by friends groups, but also because this is a more sustainable approach to secure the future of urban parks. Children are usually keen to become involved with the regeneration of their local parks. If children can be engaged in park affairs at their early age and consequently generate a sense of ownership of the space, it is more likely that they will want to protect their local parks when they grow older.

- More events and activities should be staged in urban parks to raise the profile and encourage more uses of these spaces. Local communities are more likely to become interested in the regeneration of their local parks when they recognise the park as being an important local amenity to them. Friends groups should be encouraged to take part or all of the responsibility of organising park events, with necessary assistance being provided by the local authority.

- The appointment of a dedicated park staff such as a park warden or ranger should be encouraged. In addition to providing on-site, day-to-day supervision of the site, the dedicated park staff can play a wide range of roles, including being a contact point for park users and local communities, working closely with friends groups to organise and stage more events in the park, assisting friends groups to raise funding for the park, and encouraging the involvement of schools, children and other disadvantaged groups in the local community.

- It is important to have more resources, particularly in terms of money and time, allocated to involve local communities in the park restoration process. The HLF should consider including community involvement or community development in the list of areas supported by the UPP funding. This is of particular importance to those restoration projects which involve the establishment of friends groups.

- For local authorities who have less experience or confidence in involving local communities in improving their urban parks and public open spaces, it can be helpful to start with a site which is high-profile and popular, as this helps to attract more interest from the local community and more people are likely to be interested in becoming involved in improving the park.

10.4 Future Research

The current research has attempted to investigate a wide range of issues regarding the involvement of local communities in the restoration process of historic urban parks. However, owing primarily to limited time and resources available for completing the study, some of the issues were not examined as deeply as might be desired. In addition, some other issues and questions have emerged as the research progressed. This section thus aims to identify a number of themes that are of close relevance to community involvement in improving urban parks and open spaces and that merit further research.

First, the investigation of park restoration partnerships was carried out primarily at the first phase of this research. However, due to the need to balance between the amount and range of information sought to answer some of the main research questions and the effort and time required from the respondents to complete the postal questionnaire, the current study only examined the composition of the partnership and the contributions of the funding, technical support and community/voluntary sector partners. A good partnership is unquestionably a strong foundation for a successful park restoration project. Thus, a more focused, in-depth study on park restoration partnerships is needed in order to provide more comprehensive insights into the various aspects of such partnerships, such as the initiation, structure, operation and decision-making mechanism of the partnership, the advantages and disadvantages of partnership working, and the roles of and interaction among the partnership's key partners.

Second, as this research has observed, an increasing number of 'Friends of Parks' groups have been established in recent years, partly as a by-product of the UPP grant-aided park restoration projects. While two of the case-study projects of the present research have provided some insights into such purposely formed friends groups, it is desirable to look at a larger number of this type of friends groups for two purposes. The first purpose is to broaden the scope of the findings already obtained in the present research by looking at the experience of more cases. The second purpose is to examine a number of issues that have emerged from this study relating specifically to purposely formed friends groups, including the resources, in terms of time, money, staff and expertise needed for establishing a friends group; and the ongoing development of such a group after it has been formed, with regard to its membership, confidence, skills, and capacity of working with as well as challenging the decisions made by the authority, organising events and producing publicity.

Third, the importance of involving school children in improving urban parks and open spaces has been pointed out in the current research as well as previous studies. Future research should be undertaken to examine specifically children's involvement in parks-related projects.

Particular attention should be drawn to issues such as how children perceive and use their local parks; how and why children would like to be involved with the development of the park they visit regularly; what contributions children can make when they are involved; whether parents and the wider community can be effectively reached through the involvement of children; and whether involving children in developing their local parks will prompt them to generate more interest in and a sense of ownership of the park.

Forth, a more reliable and valid attitude scale for evaluating people's attitude towards community involvement in park restoration process, and perhaps the wider process of providing public urban parks and open spaces, needs to be developed. In addition, surveys should be undertaken not only within the park but also in places outside parks (e.g. town centres or shopping mall), so that comparisons between users and non-users can be made to understand how and in what ways their attitude differs, and more variables (including demographic and park usage variables) can be examined to decide what factors influence people's attitude towards community involvement in the regeneration of historic urban parks and the provision of public urban parks and open spaces.

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Appendix A

Supplementary Information to Chapter Three: International Context of Historic Parks and Gardens Conservation and Protection of Historic Parks and Gardens in Scotland, Wales and Northern Ireland

APPENDICES

Appendix A-1

International Context of Historic Parks and Gardens Conservation

The 1960s has been identified by several researchers, for example, Jacques (1986) and Roberts (1995), as the time when historic parks and gardens started gaining the attention of the professionals. A number of developments concerning the protection of historic parks and gardens taking place at the time at the international level (to be discussed below) helped to set out the broader framework for what had happened later in Britain. As Gruffydd (1977) observed, the need to protect historic landscapes, by which he meant primarily parks and gardens, was first recognised in the *Recommendation Concerning the Safeguarding of the Beauty and Character of Landscape and Sites* adopted by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in the 12th Session of its General Conference in Paris in 1962. A set of general principles and 6 protective measures were suggested in this recommendation for the preservation and restoration of "the aspect of natural, rural and urban landscapes and sites, whether natural or manmade, which have a cultural or aesthetic interest or form typical natural surroundings" (UNESCO, 1962).

Then in 1964, an important benchmark in the world conservation movement was made with the adoption of the International Charter for the Conservation and Restoration of Monuments and Sites, commonly referred to as the Venice Charter, which was drawn up in the 2nd International Congress of Architects and Technicians of Historic Monuments in Venice. The Venice Charter is significant for two reasons. First, as suggested by Dingwall and Lambert (1997), it laid down the principles and standards for the management of historic sites in general. Although parks and gardens are not mentioned specifically, Gruffydd (1977) suggests that historic landscape was defined in the concept of an historic monument. In the Article 1 of the Venice Charter, it states:

> "The concept of an historic monument embraces not only the single architectural work but also the urban or rural setting in which is found the evidence of a particular civilization, a significant development or an historic event. This applied not only to great works of art but also to more modest works of the past which have acquired cultural significance with the passing of time" (ICOMOS, 1964).

Second, and perhaps most influentially, the Venice Charter resulted in the establishment of the International Council on Monuments and Sites (ICOMOS) in 1965, which is now the leading non-governmental organisation for the conservation and protection of the world's historic monuments and sites. Significant developments regarding the protection of historic parks and gardens afterwards were, to a great extent if not all, related to ICOMOS.

Concern over the protection of historic gardens continued to grow in the late 1960s and

1970s. The International Federation of Landscape Architect (IFLA) formed a Committee of Gardens and Historic Sites in 1968. Two years later, this Committee joined forces with ICOMOS to establish the ICOMOS-IFLA International Committee for Historic Gardens (Dingwall and Lambert, 1997). One of the major achievements of the ICOMOS – IFLA International Committee for Historic Gardens was the adoption of the Florence Charter in 1981 which was dedicated specifically to the preservation of historic gardens including small gardens and large parks, whether formal or "landscaped" (ICOMOS-IFLA, 1982, Article 6).

The Florence Charter emphasised some weaknesses of the principles set out in the Venice Charter and highlighted the need for historic gardens to be seen as living monuments requiring a specific set of rules for their conservation and protection (Dingwall and Lambert, 1997). In addition, the identification and listing of historic gardens is recognised in the charter as the basis for preservation prior to any other forms of action including maintenance, conservation and restoration (ICOMOS-IFLA, 1982, Article 9). Article 23 of the Florence Charter suggests that:

> "It is the task of the responsible authorities to adopt, on the advice of qualified experts, the appropriate legal and administrative measures for the identification, listing and protection of historic gardens" (ICMOS-IFLA, 1982).

Another ICOMOS charter which is considered by Dingwall and Lambert (1997) of relevance to historic gardens is the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter) adopted by Australia ICOMOS in 1981. Although, as a supplement to the Venice Charter in accordance with special local needs, the Burra Charter is only specific to Australia, Pickard (1996) argues that its somewhat favourable arguments on restoration as a process of conservation seem to be relevant elsewhere. Dingwall and Lambert's (1997) also considered that historic parks and gardens are covered by the charter as "settings or surroundings of historic sites".

In addition to the three charters that have been discussed, ICOMOS also passed a resolution in 1975, the European Architectural Heritage Year, at the Schwetzingen Conference on the Conservation of Historic Gardens, in which the necessity of providing protections to historic landscapes through legislation was recognised (Jacques, 1986). The resolution concludes:

> "... parks and landscapes should be protected by law. Careful provision should be made for their conservation and regeneration. Planning authorities should take steps to safeguard them and give due consideration to their enhancement. They should forthwith be included in monument protection." (Jacques, 1986).

In the United Kingdom, the Resolution resulted in the formation of the ICOMOS UK Historic Gardens Committee (Jacques, 1986; Shacklock, 1994) in 1976 (Goodchild, 1996; Dingwall

and Lambert, 1997; Dingwall, 2000), which soon became one of the main bodies undertaking the work of unofficial listing of historic parks and gardens in the United Kingdom (discussed in Section 3.1.1).

Appendix A-2

The Inventory of Gardens and Designed Landscapes in Scotland

Although the pilot work for compiling a list of parks and gardens in Scotland was initiated by the Scottish Development Department's Historic Buildings and Monuments Directorate and the Countryside Commission for Scotland in 1983, the official Scottish list, the *Inventory of Gardens and Designed Landscapes in Scotland,* was published in 1987 (Goulty, 1993; Dingwall and Lambert, 1997). With 275 entries representing a sample of Scotland's most important historic gardens, this early edition of the Scottish Inventory was incomplete because of its exclusion of a few sites under the request of their owners (Dingwall and Lambert, 1997). In 1993, Historic Scotland (HS) and Scottish Natural Heritage (SNH) jointly commissioned Land Use Consultants to undertake further surveys in the Valley of Scotland, Dumfries and Galloway and part of Aberdeenshire to extend the Inventory (Dingwall and Lambert, 1997; Kernan, 1998). The *Inventory* extension work was further extended into the Highland and Islands area in May 1998 (Kernan, 1998). Dingwall (2000), the Conservation Officer for Scotland of the Garden History Society, observes that Argyll and Bute have been included in the survey covering the Highlands and Islands. Moreover, as part of the *Inventory* extension, the Grampian survey has covered Banff and Buchan (the northern and north-western part of Aberdeenshire) and the eastern half of Morayshire (Campbell, 2000). Thus, at the time of writing, only the Scottish Borders are still not yet included in the survey for the extension of the Scottish *Inventory.*

On the one hand, the extension exercise has to some extent remedied the incompleteness of the Scottish *Inventory* with the inclusion of additional sites. With the publication of the *Inventory* extension in the form of individual volumes which are going to be in the same format as the 1987 list from January 2001 onwards (Campbell, 2000), the number of sites is increasing. The figure revealed by Askwith (2000) suggests that 80 new sites have been added into the Inventory by February 2000. Krysia Campbell (2000), the present overseer of the extension to the Scottish *Inventory* at the Historic Scotland, indicates that a total of over 150 sites are to be included in the forthcoming supplementary volumes to the *Inventory.*

On the other hand, there are still at least two problems that need to be tackled before the *Inventory* can be considered as a reasonably comprehensive national list. First, with regards to completing the *Inventory*'s coverage of Scotland, although both HS and SNH are committed to this in principle, neither a timetable nor an allocation of funds has been identified which might enable the work to be undertaken (Dingwall, 2000). Second, as Dingwall has argued, back in 1996, the 1987 *Inventory* was in need of updating. Though the issue has been recognised by all concerned, again, there is not yet a timetable nor identification of funds for the update of the

existing Inventory (Dingwall, 2000; Campbell, 2000). Campbell (2000) notes that this is because "the resources needed to do the updating work methodically are not available from the agencies" and their current priority is the completion and publication of the *Inventory* extension. Kernan (1998) observes that the extension exercise not only expanded the number of sites included in the *Inventory*, but also increase the type of sites covered. Public parks are among those that have been given special attention (Ibid.).

An arguable weakness of the inventory that has been identified is its lack of a grading system. Unlike the English or Welsh register which assigns a site to one of three grades, the Scottish Inventory adopts a five-point scale rating system ranging from 'Outsanding' through 'High', 'Some' and 'Little' to 'None' to assess sites in seven site value categories which include 'Work of Art', 'Historical', 'Horticultural', 'Architectural', 'Scenic', 'Nature Conservation' and 'Archaeological' (Dingwall, 2000). The result of such a rating system is that a site is either included or excluded from the *Inventory*. As Dingwall (1996) points out, the problem occurs when a site "falls just below the threshold for inclusion". Consequently, sites of regional or local importance which are equivalent to grade 'B' and 'C' of listed buildings in Scotland are left out of the *Inventory* and their existence is ignored by local authorities and others (Dingwall, 1996). However, even with a grading system as it is for the English or Welsh register, there will always be regionally or locally important sites omitted from even the lowest grade of any list which is designated to include parks and gardens of national significance. Increasing concerns over this issue has resulted in the gradually increasing production of regional or local lists for historic parks and gardens excluded from national lists as a measure of protection for these sites.

Appendix A-3

The Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales

The *Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales* has been compiled by CADW: Welsh Historic Monuments in partnership with ICOMOS UK (Dingwall and Lambert, 1997; Murphy, 1997). The first county volume was published in 1994 for Gwent with 55 sites and the second volume in 1995 for Clwyd covering 75 (74) sites (Dingwall and Lambert, 1997). Although it was expected that the remaining four county volumes would be published by mid 1997 (ibid.), it was not until the summer of 1999 that two more volumes of the Welsh *Register*, Gwynedd (62) and Powys (50), were published (Lambert, 1999). At the time of writing, another county volumes: Galmorgan (62) has also been issued and the last volume for Carmarthenshire, Ceredigion and Pembrokeshire (65) is expected to be published in 2001 (Whittle, 2000). The numbers of sites in brackets were provided by Ms. Elisabeth Whittle, the Inspector of Historic Parks and Gardens in CADW. In total, there are 368 sites on the Welsh Register (ibid.). According to Whittle (2000), the *Register* is constantly under review and currently the update is carried out on an ad hoc basis when new sites are discovered or circumstances change which affect registered sites.

Murphy's (1997) review on the Gwent and Clwyd volumes of the Welsh *Register* reveals two problems. First, there seems to be an inconsistency in the amount of information given for the registered sites among at least the first two volumes. Murphy (1997) indicates that the information for each site in the Gwent volume is about three pages and this increases to four pages in the Clwyd volume. In his point of view, such a difference is resulted from the more in-depth research in the latter. Commenting on this, he states: "It is hoped that the amount of information for each entry does not increase volume by volume, otherwise the register will become unwieldy and unusable" (Murphy, 1997). The second problem of the Welsh Register relates to the criteria for inclusion. Although the Register embraces a wide range of site types, larger parks and gardens associated with county houses are in the majority and there are only a small number of smaller town gardens (Ibid.). Murphy (1997) suggests that this is mainly because most of the criteria for inclusion in the Register apply only to the larger ornamental landscapes, parks and gardens. For the time being, there is no statutory protection provided to historic parks, gardens and landscapes listed in the Welsh *Register* (Murphy, 1997) and consultation with CADW and the Garden History Society regarding planning applications affecting registered sites by the local authorities is on a voluntary basis (Lambert, 1999). But it is expected that the Welsh Office will introduce statutory consultation on planning applications affecting registered parks and gardens once the *Register* is complete (ibid.).

Appendix A-4

The Northern Ireland Heritage Gardens Inventory

In 1982, the Northern Ireland (NI) Heritage Gardens Committee which was founded in 1980 submitted an initial selective list of significant gardens and designed landscapes in the province to ICOMOS (Dingwall and Lambert, 1997). This work led to the publication of the *Northern Ireland Heritage Gardens Inventory* by the Institute of Irish Studies at the Queen's University of Belfast and the Department of the Environment for Northern Ireland (DoE NI) in 1992, including just over 650 sites, at the time, classified according to period and type (ibid.).

Unlike the other three national lists that are selective in their nature, the NI *Inventory* has been developed in a form more like a database, including all significant gardens and designed landscapes, whether in existence or extinct, in Northern Ireland (Dingwall and Lambert, 1997). As one of the collections of the Monuments and Buildings Record maintained by the Environment and Heritage Service: Built Heritage (EHS:BH) within the DoE NI, the *Inventory* currently contains records for around 700 gardens, parks and demesnes (EHS, DoE NI, 2000). It is arguable if the NI *Inventory* is "comprehensive" as it is claimed in the NI Planning Policy Statement (PPS) 6: *Planning, Archaeology and the Built Heritage* (DoE NI, 1999, p.11), because, similar to the Scottish *Inventory* and the Welsh *Register*, a small number of sites have been omitted at their owners' request (Dingwall and Lambert, 1997). Having said that, the NI *Inventory* is indeed more inclusive than the other three national lists with regards to its broad coverage of sites not only of national but also regional or local historic importance.

In terms of providing protection to historic parks and gardens, the *Inventory* is used in three ways. First, it is used by the EHS to inform planning advice and decisions (Dingwall and Lambert, 1997). It has also been adopted as the reference basis for development control policies introduced into the development plans of Northern Ireland's 26 districts (ibid.). Finally, based on the *Inventory*, a proposed Register is currently being prepared and about 130 sites have been identified meriting inclusion on the register (Given, 2000). Additionally, there will be an appendix to the proposed Register that will identify a number of parks, gardens and demesnes retaining only some elements of their original form (DoE NI, 1999). Although not yet published, the Register has already been referred to in the PPS 6 in which the policy for the protection and conservation of historic parks and gardens are set out.

Appendix A-5

Protection of Historic Parks and Gardens Provided by Primary and Secondary Legislation in Scotland, Wales and Northern Ireland

Table 1 below summarises the primary and secondary legislation relevant to historic parks and gardens in Scotland, Wales and Northern Ireland and indicates whether the statute or regulation is directly relevant or not and the type of protection enabled by the statute or regulation. Basically, as far as protecting historic parks and gardens are concerned, the Scottish legal system does not differ largely from the English system and many of the statutes enacted in England, prior to the 1999 devolution, were often extended to Wales. The English legal system is discussed in Section 3.2.1. The following discussion outlines some major differences.

The National Heritage Act 1983 introduced further modifications to the Historic Buildings and Ancient Monuments Act 1953 regarding the arrangements of grant-aid for historic parks and gardens. In England, the power to make grants or loans for the preservation of historic gardens or other lands was transferred to English Heritage (s. 3A). In Scotland and Wales, this power was assigned to the Secretary of State with an additional request that 'the appropriate Council' should be consulted before any grant was made (s. 4). The appropriate Council referred to in the provision is, according to the Act, the Historic Buildings Council for Scotland and Historic Buildings Council for Wales.

The corresponding provision of the Planning (Listed Buildings and Conservation Areas) Act 1990 (extended to England and Wales) for Scotland is the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997. Both statutes require special regards to be made to the desirability of preserving the setting of an historic building when considering whether to grant listed building consent for any kind of work or planning permission for development affecting a listed building or its setting. In England, English Heritage has the statutory power to make grants and loans for the preservation or enhancement of conservation areas. In Scotland and Wales, this power is given to the Secretary of State.

Unlike the situation elsewhere in Britain, all planning legislation in Northern Ireland stems from the Planning (Northern Ireland) Order 1991 which is a consolidating measure containing in one Order all the provisions in the planning Acts 1990 applied to England and Wales (Mynors, 1995). As Mynors (1995) points out, provisions relevant to buildings and areas of special architectural or historic interest in the 1991 Order are in principal broadly similar to those in the Planning (Listed Buildings and Conservation Areas) Act 1990. Under the 1990 Order, the Department of the Environment for Northern Ireland, the only planning authority in

that country, has to have special regard to the desirability of preserving the setting of a listed building in determining whether to grant planning permission for development affecting a listed building or its setting (Article 45). The department is also responsible for the designation of conservation areas and other planning controls.

Table 1 Legislation relevant to historic parks and gardens in Scotland, Wales and Northern Ireland

Country	Primary Legislation	Secondary Legislation
Scotland	Historic Buildings and Ancient Monuments Act 1953 [indirect-G] Town and Country Amenity Act 1974 [indirect-LB & CA] National Heritage Act 1980 [indirect-G] Town and Country Planning (Scotland) Act 1997 [indirect-PC] Planning (Listed Buildings and Conservation Areas) (Scotland) 1997 [indirect-PC(LB & CA)]	Town and Country Planning (General Development Procedure) (Scotland) Order 1992 [direct-SC] Countryside Premium Scheme (Scotland) Regulations 1997 [direct- G] Environmental Impact Assessment (Scotland) Regulations 1999 [direct-PC]
Wales	Historic Buildings and Ancient Monuments Act 1953 [indirect-G] Town and Country Amenity Act 1974 [direct-G; indirect-LB & CA] National Heritage Act 1980 [indirect-G] National Heritage Act 1983 [direct-G] Town and Country Planning Act 1990 [indirect-PC] Planning (Listed Buildings and Conservation Areas) Act 1991 [indirect-PC(LB & CA)]	Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 [direct-PC]
Northern Ireland	National Heritage Act 1980 [indirect-G] Planning (Northern Ireland) Order 1991 [indirect-PC]	Planning (Environmental Impact Assessment) (Northern Ireland) Regulations 1999 [direct-PC]

Keys:

CA = conservation areas
G = grant-aid
LB = listed buildings
PC = planning control
SC = statutory consultation

With regards to the introduction of statutory consultation with appropriate interested bodies on development affecting historic parks and gardens, in Scotland, under Article 15 of the Town and Country Planning (General Development Procedure) (Scotland) Order 1992, a planning authority or regional planning authority is required to consul the Countryside Commission for Scotland (now Scottish Natural Heritage) and the Secretary of State (through Historic Scotland) on planning applications for development which may affect a historic garden or designed landscape (Dingwall and Lambert, 1997). The "historic garden or designed landscape" is interpreted in the Order as "a garden or landscape identified in the *Inventory of Gardens and Designed Landscapes in Scotland*" (Article 2(1)).

Although consultation with CADW: Welsh Historic Monument on planning applications for

development affecting historic parks and gardens in Wales is not yet a statutory requirement, it is indicated in paragraph 6 of the Appendix B to the DoE Circular 9/95 (WO 29/95) that such arrangement will be introduced when the *Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales* is complete.

A funding scheme, similar to the Countryside Stewardship Scheme in England, to support the rural environment and countryside in Scotland was the Countryside Premium Scheme (CPS). The scheme was introduced in 1997 and ceased to operate in July 2000 due to the initiation of a new scheme known as the Rural Stewardship Scheme (RSS) (Scottish Executives, 2000a). The maximum payment rates for activities supported by the CPS were specified in the Countryside Premium Scheme (Scotland) Regulations 1997, in which it also stated that designed landscapes, parkland policy grassland, parkland railing fencing, etc. should not be removed or destroyed without the consent of the Secretary of State (paragraph 4, Regulation 3(2) (a), Schedule 1). The term 'designed landscape' is defined in the regulations as "garden or a landscape, including parkland policy grassland, which is included in a record, recognised by the Secretary of State, of existing historic gardens and designed landscape" (Regulation 2, Schedule 5). Built on the CPS and another agri-environment scheme (the Environmentally Sensitive Area Scheme), the proposal for the RSS suggest three additional items specifically for designed landscapes, including restoration of parkland gate piers and/or Ha Has (£17.50/m2), amenity tree planing (£9.00/ea), and post and rail fencing to protected parkland trees (£9.00/m) (Scottish Executive, 1999).

Appendix A-6

National Planning Policy Guidelines (NPPGs) of Scotland

NPPG18: Planning and the Historic Environment (1999)

In Scotland, it is the *National Planning Policy Guideline: Planning and the Historic Environment* (NPPG18) which set out the Government's planning policy on the protection, conservation and enhancement of the historic environment of which historic gardens and designed landscapes are a part. The term 'historic gardens and designed landscapes' in the Scottish context is equivalent to 'historic parks and gardens' used in England (Dingwall and Lambert, 1997, p.2).

Dingwall (1999) notes that the publication of this guideline by the Scottish Office (SO) in April 1999 must be welcomed as historic gardens and designed landscapes are recognised as part of the nation's built heritage and special attention is drawn to the *Inventory of Gardens and Designed Landscapes in Scotland.* Despite noting the *Inventory* as a non-statutory designation, the guideline states that:

> "The effect of proposed development on an historic garden or designed landscape is a material consideration in the determination of a planning application. Planning authorities must consult with the Secretary of State and Scottish Natural Heritage on any proposed development that may affect a site contained in the *Inventory*" (Scottish Office, 1999c, para.16).

Undoubtedly, in addition to this specific advice on the Scottish *Inventory*, all the policies and advice on the historic environment contained in NPPG18 are generally relevant to historic gardens and designed landscapes. The relevance of gardens and designed landscapes to the setting of listed buildings and conservation areas, however, does not seem to be as strong as that in PPG15 of England, because no direct reference is made to historic gardens and designed landscapes in advice on listed buildings and conservation areas. Despite this, the desirability of preserving the setting of a listed building is recognised in the guideline (Scottish Office, 1999c, para. 42); and the justification of designating parks as conservation areas is contained in *NPPG11: Sport, Physical Recreation and Open Space* (Scottish Office, 1996c) which will be discussed later.

Dingwall (1999) indicates that NPPG18 fails to give more explicit recognition to the important contribution made by parks and gardens that are not included in the Scottish *Inventory,* despite many of them are of major regional or local significance. These spaces are thus vulnerable to the pressures of development.

NPPG11: Sport, Physical Recreation and Open Space (1996)

The role of the planning system in the protection and enhancement of open space in Scotland

is described in *National Planning Policy Guideline: Sport, Physical Recreation and Open Space* (NPPG11) in which urban open spaces are seen as places where informal physical recreation takes place and as significant land uses in towns and cities (Scottish Office, 1996c). The guideline contains a statement (para. 34) which is almost identical to the one given in PPG17 of England regarding the range of roles that open space can play.

Unlike PPG 17 of England which encompasses public parks in the concept of open space in almost the entire guidance, NPPG11 makes several direct references to public parks, including a section entitled 'Public Parks and Amenity Open Spaces' (Scottish Office, 1996c, paras. 42 & 43). Paragraph 42 states:

> "Scotland has inherited a legacy of long established public parks, and councils should be mindful of their responsibility to pass them down to successive generation. ... Councils should identify the public parks in their areas by age, size or quality etc. and their range of functions, and protect them by effective local plan policies".

The advice on the preparation of local plans contained in the guideline indicates that existing parks and other types of open spaces should be identified in the local plans and those important for protection should be shown on the Proposals maps; in addition, the local plans should include policies on how to protect and enhance existing public parks and other open spaces (Scottish Office, 1996c, para. 94).

NPPG11 also provides two other ways to protect public parks. The first way relates to the designation of parks as conservation areas. Paragraph 42 indicates that:

> "Safeguarding of parks, or the important parts of them, from development may be achieved statutorily by designating them where appropriate as Conservation Areas or as part of wider Conservation Areas" (Scottish Office, 1996c).

Second, councils may undertake an inventory survey of their parks and approach Historic Scotland to add a particular park or parks" to the *Inventory of Gardens and Designed Landscapes in Scotland* (para.42, ibid).

Other NPPGs

There are several other NPPGs which make specific references to historic gardens and designed landscapes and/or the Scottish *Inventory* of gardens and designed landscapes of historic importance.

In considering the sites for renewable energy developments, *NNG6: Renewable Energy Developments* (Scottish Executive, 2000b) requires planning authorities and prospective developers to pay special attention to the desirability of preserving or enhancing the character or appearance of sites listed in the Scottish *Inventory* and other designated built and cultural

heritage sites, areas or features.

NPPG9: The Provision of Roadside Facilities on Motorways and Other Trunk Roads in Scotland (Scottish Office, 1996a) points out that historic gardens and designed landscapes included in the Scottish *Inventory* are not only of interest in their own right but may also be the setting of listed buildings and may make a contribution to the character and significance of conservation areas. It therefore requires consideration to be given to the possible impact of roadside facilities on historic gardens and designed landscapes and their settings (para. 11).

Attention is also drawn to historic gardens and designed landscapes and their settings in advice on the conservation of built heritage contained in *NNPG10: Planning and Waste Management*, *NPPG15: Rural Development*, and *NPPG16: Opencast Coal and Related Minerals*. According to NPPG10 (Scottish Office, 1996b), waste management proposals affecting the built heritage "will be subject to the rigorous examination of the statutory bodies who will be concerned to ensure that any impact is acceptable" (para. 48). NPPG15 (Scottish Office, 1999a) addresses the importance for councils to avoid works that will cause harmful effects upon such areas and other elements of the built heritage when assessing development proposals in rural areas (para.43). With regards to mineral working which is likely to affect an historic garden, designed landscape or its setting, NPPG16 (Scottish Office, 1999b) requires regards to be had to the statutory obligations on prospective developers (para. 14).

Consultation with Historic Scotland and Scottish Natural Heritage regarding sites included in the *Inventory of Gardens and Designed Landscapes in Scotland* are specifically mentioned in PPG9 and PPG15. The former indicates that any development of roadside facilities affecting such sites is subject to consultation with the two organizations (Scottish Office, 1996a). The latter calls for consultation with HS and SNH on works proposed in these spaces (Scottish Office, 1999a).

Appendix A-7

Planning Guidance (Wales): Planning Policy (1st Revision) of Wales

In 1996, Welsh Office (WO) issued the *Planning Guidance (Wales): Planning Policy* to replace individual PPGs on different topics which were paralleled to the English system (Dingwall and Labert, 1997). It was intended that this single guidance, to be supplemented by Circulars containing procedural advice and a series of Technical Advice Notes (TANs) on specialist subjects, would cover all planning issues except unitary development plans (Mynors, 1995). The first revision of the guidance was then published in 1999.

As far as historic parks and gardens are concerned, the Welsh PPG was criticised by Lambert (1995) who commented on the consultation draft of the guidance published in 1995, arguing that this single "catch-all (drop-all?) PPG" treated each special subject perfunctorily and historic parks and gardens were "coming off especially poorly". In addition, as Labmert (1999) points out, the Welsh national policy context is weak because the advice contained in the guidance regarding historic parks and gardens is contradictory to the policy set out in WO Circular 61/96, with the former advising local authorities to protect registered parks and gardens while the latter indicating that local authorities should only take these spaces into account.

In the revised version of the Welsh PPG, historic parks and gardens is mainly included in a section entitled 'Historic Environment' (Welsh Office, 1999) which contains only two paragraphs. It states in paragraph 5.4.1 that:

> "The historic environment which encompasses ancient monuments, listed buildings, conservation areas and historic parks, gardens and landscapes, should be protected and local authorities should maintain and strengthen their crucial role in securing its conservation" (Welsh Office, 1999).

Indicating that the protection and enhancement of the environment is a key aspect of the local authority's wider historic environmental responsibility, the guidance requires the local authority to take the historic environment into account in the formulation of planning policy and in the exercise of development control functions (Welsh Office, 1999, para. 5.4.1). It also points out that development plans should contain policies on preserving and enhancing the historic environment in the areas and the factors which will be considered in assessing planning applications (Ibid., para.5.4.2).

The *Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales* is specifically referred to in the guidance. Local planning authorities are advised that they should protect parks and gardens included in the Register and take them into account in the

preparation of developments and determination of planning applications (Welsh Office, 1999, para. 5.6.1). The guidance also indicates that once the Register is complete, statutory consultation on planning applications affecting registered historic parks and gardens will be introduced (ibid.). One of a few statements in the guidance directly referring to open spaces may be of some interest to historic parks and gardens. It states:

> "Open spaces with significant recreational or amenity value should be protected from development, particularly in urban areas" (Welsh Office, 1999, para. 12.2.2).

Appendix A-8

Planning Policy Statements (PPSs) of Northern Ireland

PPS 6: Planning, Archaeology and the Built Heritage (1999)

In Northern Ireland, planing policy for historic parks and gardens was at first set out in Policy CON 7 of the *Planning Strategy for Rural Northern Ireland* published in 1993 (Dingwall and Lambert, 1997). With the publication of the *Planning Policy Statement 6: Planning, Archaeology and the Built Heritage (PPS 6)*, the above provision together with Policy CON 6 regarding archaeological sites and monuments and several other provisions were superseded (DoE NI, 1999).

In general, PPS 6 sets out the Government's planning policies for the protection and conservation of archaeological remains and features of the built heritage and gives advice on how these issues should be dealt with in developments (DoE NI, 1999). The term 'built heritage' in the Northern Ireland context is interpreted to include historic monuments, listed buildings, conservation areas, historic parks, gardens and demesnes etc. According to PPS 6 (ibid.), the responsibility for the identification, recording and protection of the archaeological and built heritage rests with the Department of the Environment for Northern Ireland (DoE NI), mainly through scheduling, listing or designating sites of heritage significance, and through the preparation of development plans and exercises of development control functions.

In terms of identifying important designed landscapes, PPS 6 refers to a register of parks, gardens and demesnes of special historic interest in Northern Ireland which is still under preparation at the time of writing. As indicated in the PPS, the forthcoming register will include extant historic parks, gardens and demesnes as well as an appendix containing a number of such areas which retain only some elements of their original form; in addition, all the entries in the register will be identified in development plans (DoE NI, 1999).

While stating that there is no additional statutory control for parks, gardens and demesnes included in the register, PPS 6 highlights that "the effect of proposed developments on these sites and their setting is a material consideration in determining planning and/or listed building consent applications and appeals" (DoE NI, 1999, para.5.1). Most importantly, there is a clearly declared policy, Policy BH 6: The Protection of Parks, Gardens and Demesnes of Special Historic Interest, which states:

> "The Department will not normally permit development which would lead to the loss of, or cause harm to, the character, principal components or setting of parks, gardens and demesnes of special historic interest. Where planning permission is granted this will normally be conditional on the recording of any features of interest which will be lost before development commences" (DoE NI, 1999, p.20).

It should also be noted that not only do proposals for development in parks, gardens and demesnes of special historic importance have to be assessed but also those adjacent to such areas and those affecting sites identified in the appendix to the proposed register. .

PPS 8: Open Space, Sport and Recreation (Consultation Draft, 1999)

The consultation draft of Planning Policy Statement 8: Open Space, Sport, and Recreation (PPS 8) was issued by DOE NI in March 1999 in which the Department's planning policies on the protection of open space are set out. Formal parks, village greens, small landscaped amenity spaces, etc. in urban areas are classified as 'passive recreation and open space areas' (DoE NI, 1999, para. 1.3). Apart from recognsing the recreational value of open space, the draft PPS 8 describes a range of other roles played by open spaces in very similar wording to PPG17 and indicates that the use of land as open space is no less important than any other land uses (ibid).

According to Policy OS 1 Protection of Open Space, developments which would result in the loss of public or private parks, playing fields, children's play areas, amenity open space and land zoned for recreation or open space purposes normally will not be permitted (DoE NI, 1999, p. 11). In the policy regarding outdoor recreation in the countryside (Policy OS 3), historic parks, gardens and demesnes are mentioned specifically; it calls for special care to these spaces and other elements of the built heritage in the assessment of proposals for recreational developments (para. 16.3).

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Appendix B

Supplementary Information to Chapter Four: Community Involvement in Urban Regeneration and American Experience of Community Involvement in Improving Urban Parks

Appendix B-1

Community Involvement in Urban Regeneration

In Britain, the concept of public participation in planning was germinated in the 1960s (Darmer and Hague, 1971; Long, 1975), resulting from five interrelated factors: (1) the American experience of 'citizen participation'; (2) the social ideology of the British planning system; (3) the international growth of interest in participatory democracy; (4) administrative delays in plan implementation; and (5) a growth of public interest in both the physical and social urban environment (Damer and Hague, 1971). The statutory requirement for public participation in the preparation of structure and local plans was first introduced into the British planning system by the Town and Country Planning Act 1968 (Committee on Public Participation in Planning, 1969; Bishop *et al.*, 1994). However, with little advice on the practical methods of securing the participation of the public in the Act, local authorities were left with a lot of discretion to decide the way of involving the public in structure and local planning (Royal Town Planning Institute, 1980).

It was the report compiled by the Committee on Public Participation in Planning in 1969, commonly known as the Skeffington Report, that established a range of principles, setting out in the form of recommendations, for incorporating public participation into the planning process (Freeman, *et al.*, 1996). The major recommendations of the Committee included:

- The public should be kept informed throughout the preparation of a structure or local plan for their area.
- Local planning authority should secure public participation through presentations at two stages (for both structure and local plans): after surveys of alternatives open to the authority in determining main planning issues for the area in consideration are undertaken and when proposals for the area in consideration are drawn up.
- Local planning authorities should consider setting up community forums which would provide local organisations with the opportunity to collectively discuss planning and other important issues in the area.
- Publicity of proposals should be sufficient to enable local organisations as well as individuals who wish to participate in depth to do so.
- Community development officers should be appointed to secure the involvement of individuals who do not join any local organisation, work with people, stimulate discussion, inform people and give people's views to the authority.
- The public should be encouraged to participate in the preparation of both structure and local plans by helping with surveys and other activities and by making comments (Committee on Public Participation in Planning, 1969).

However, since its publication, this report has come under some strong criticism, particularly in the days soon after it was published. Damer and Hague (1971), for instance, identify three drawbacks of the report. First, they argue that the Skeffington Committee did not employ any theory, be it planning theory or theories of social organisation, political decision-making or communications, to back up their recommendations. This problem is compounded by the second shortcoming, that is the report failed to recognise the political nature of the planning activity which involves "the distribution of scarce urban resources and facilities" (Damer and Hague, 1971). Cullingworth and Nadin (1997) extend their argument to the lack of awareness of the political connotation of public participation *per se* in the report, addressing that public participation implies the devolution of power from elected members and professional staff to local organisations or groups. The third and perhaps the most criticised drawback relates to the limitation to the concept of public participation set out in the report, which stated that "the responsibility for preparing a plan is, and must remain, that of the local planning authority" (Committee on Public Participation in Planning, 1969, para. 5(a)). Damer and Hague (1971) therefore argue that in the Skeffington Report public participation is seen as a game solely for public relations and the purpose of this game is to make the life of the planners easier. Long (1975) reaches a similar conclusion, indicating that public participation is primarily regarded as a public relations exercise, employed to reduce opposition to planning proposals through raising the level of public consent.

Regardless of such debates, the Skeffington Report still represents a very important development in the British planning system and has often been referred to as a landmark of the rationale for direct public involvement in planning (e.g. Johnson, 1984; Freeman, *et al.*, 1996). Many of the recommendations made by the Committee remain of significant value in today's circumstances. For example, it highlights the importance of keeping people informed throughout the plan-making process and encouraging public participation by activities such as engaging local groups or schools in helping with surveys and organising exhibitions (Committee on Public Participation in Planning, 1969). The proposals for local authorities to set up community forums and to appoint community development officers are also considered as an important basis for involving local communities in the making of local plans (Goring and Revill, 1987).

In addition to being recognised in the 1968 planning legislation and enthusiasticly advocated by the Skeffington Report, the concept of involving local people in the improvements to the physical environment has also been brought into practice in a wide range of planning and development processes. One such area, and perhaps the most active one, is urban regeneration. Over the last thirty years or so, successive governmental initiatives targeting the regeneration of deprived urban areas, in particular the inner city areas where social and economic problems

are most prominent, have drawn increasingly considerable attention to community involvement in such process. However, it is not possible, and would unnecessarily lengthen the discussion, to review in depth all regeneration programmes and their practical effects on the improvements to deprived urban areas. The following discussion focuses on regeneration programmes strongly related to community involvement.

1. 1968 – 1977: initiation

In response to the increasing concern over urban deprivation at the time, the Government initiated the Urban Programme in 1968 (formally launched in 1969) (National Council for Social Services, 1978; Matthews, 1991; Imrie and Thomas, 1999), aiming at rebuilding confidence and encouraging investment in deprived urban areas (DETR, 1998a). While funding under this programme was mostly allocated to local authority projects, support was also provided to a great number of community-based projects initiated by local voluntary organisations via the local authorities (National Council for Social Services, 1978; DoE, 1981; Haughton, 1998). As the National Council of Social Services observed in 1978, considerable growth in the voluntary sector was facilitated over the first decade of the programme.

Subsequent to the publication of the Government White Paper, *Policy for the Inner Cities* (Cmnd. 6845) (National Council for Social Services, 1978; DoE, 1981), the Urban Programme was significantly restructured and extended in 1977. Consequently, a new Inner Cities Programme was created with enhanced grant aid to support a number of designated inner city local authorities (to be discussed later in this section); while other local authorities outside the designated areas continually benefited from the original programme, to be known as the 'Traditional Urban Programme' (National Council for Social Services, 1978). The approval for new commitments of the Urban Programme was ceased in 1992/93 and funding for approved projects ended in 1997 (DETR, 1998a).

In addition to the Urban Programme, 12 Community Development Projects (CDPs) were established primarily between 1969 and 1972 in small inner city areas suffering severe disadvantage (Matthews, 1991; Foley and Martin, 2000). CDPs were the government's "neighbourhood-based experiment" (CDP Information and Intelligence Unit, 1974, p. 1), with the aims of promoting greater coordination and accessibility of local services, fostering the involvement of local communities and building a 'communication bridge' (Ibid.) between local people and local services. Recognising that the powerlessness of local residents to be in control of their own life situation or to influence decisions affecting their areas is related partly to their lack of information, access to relevant expertise and advocacy, and poor organisation, a great deal of the neighbourhood work that took place in CDPs was about community organisation which aimed to build up local communities' capacity for protecting their own

interests (CDP Information and Intelligence Unit, 1974). This community-based approach to urban renewal was different from those large-scale, top-down urban regeneration initiatives that had been developed and become dominant in the 1980s (Haughton, 1994). As Foley and Martin (2000) point out, CDPs are regarded by many as the high-water mark of community involvement in area-based regeneration programmes. Haughton (1998) likewise argues that CDPs, together with the Urban Programme, "represented at least partial attempts at locally-based forms of urban regeneration". Nevertheless, the CDPs had relatively limited impact on mainstream programmes (Foley and Martin, 2000) and they eventually wound up in 1977 (Matthews, 1991).

2. 1977 – 1980: recognition

Drawing on experiences of the Urban Programme and a range of other earlier initiatives and also as a response to the results of various studies on decline and deprivation in inner cities at that time, the 1977 White Paper noted earlier was the then Government's commitment to improve the conditions of inner city areas (DoE, 1977). To determine what impact the White Paper had had on inner city regeneration is beyond the scope of this thesis. The following discussion focuses on two ideas appeared in the White Paper which are of interest to this research. First, as well as emphasising that local authorities and the private sector both had important roles to play in regenerating inner cities, the White Paper explicitly called for the involvement of local communities and voluntary organisations in such processes by stating that:

> "Involving local people is both a necessary means to the regeneration of the inner areas and an end in its own right. Public authorities need to draw on the ideas of local residents, to discover their priorities and enable them to play a practical part in reviving their areas" (DoE, 1977, para. 34, p. 8).

The second idea is the concept of partnerships between the public, private and voluntary sector and the local community. In the White Paper, it was recognised that in the long term central or local government alone would not be able to halt the decline of inner areas, urging that:

> "A new and closer form of collaboration is required between government and the private sector, between government and the community including the various representative organisations in the cities and bigger towns, with the voluntary bodies, and above all with the people living in the inner areas" (DoE, 1977, para. 103, p. 25).

Both community involvement and partnership have indeed gradually become two important themes integrated into successive Governments' policies and initiatives targeting urban regeneration. The first of such initiatives is the Inner Cities Programme, a direct outcome of the 1977 White Paper. Under this programme, a number of local authorities were designated into two categories. The first category included 14 'Partnership Authorities' which had

partnership arrangements with the central government. The second category comprised 15 'Programme Authorities' which received assistance on a lower scale and had less involvement from central government than the first group (National Council for Social Services, 1978). These authorities, regardless of the categories, were required to draw up Inner Area Programmes (IAPs) which contained policies and programmes for the inner area with concern and acted as a framework for tackling inner areas problems (Ibid.). The involvement of local communities and voluntary organisations was identified as a prerequisite, presenting in two respects. First, there should be consultation with the local community and voluntary groups in the formation of the IAPs, including opportunities to put forward their views on priorities and policies for their areas and to comment on plans prepared by the Partnership or Programme Authorities (National Council for Social Services, 1979). Second, local communities and voluntary groups should be involved in implementing the programme of their own areas (Ibid.).

This emphasis on the involvement of local community in reviving deprived urban areas occurred not only in the United Kingdom but also nearly the whole of Europe with the commencement of the European Campaign for Urban Renaissance. In late 1980, under the slogan of 'A Better Life in Towns', a campaign was launched by the Council of Europe to promote public interest and involvement and the exchange of information about imaginative solutions to urban problems (Council of Europe, 1980). Recognising that none of the public and private investment in improving urban areas would be able to achieve lasting results without the co-operation of local communities, the Campaign deliberately addressed the widespread involvement of all sectors and individuals in the process of urban regeneration (King, 1982). Three important lessons have been learned from the 58 Demonstration Projects for the Campaign in the United Kingdom. These are:

1. relatively modest local schemes and projects can still make considerable improvements to the urban environment;
2. many projects can both be initiated and directly undertaken by local communities or partnerships between various sectors; and
3. a sense of community pride can be developed through working together to pursue local initiatives (King, 1982).

3. 1980 – 1991: ebb and flow

At the beginning of the 1980s, as the central government's urban policy shifted towards favouring the private sector as the key player in urban regeneration, the role of local authorities and local communities in the redevelopment of declining urban areas was marginalised (Atkinson and Cope, 1997; Imrie and Thomas, 1999). One of the major programmes created in

such a climate was the Urban Development Corporations (UDCs) by the Local Government, Planning and Land Act 1980 (Robson, *et al.*, 1994; Imrie and Thomas, 1999). Regarded as "the most important attack ever made on urban decay" (Action for Cities, 1988, p. 12), the UDCs were large agencies exclusively designated and financed by and directly accountable to central government (Robson, *et al.*, 1994), primarily aimed at the regeneration of large tracts of derelict land in inner cities (Matthews, 1991). The first two UDCs, London Docklands and Merseyside, were established in 1981, followed by a further 10 UDCs in England and one in Wales, set up between 1987 and 1993 in three tranches/generations (Taylor, 1995; DETR, 1998a; Imrie and Thomas, 1999). Designed as limited-life bodies, the 12 English UDCs were wound up between 1995 and 1998, and the Welsh UDC also wound up in March 2000 (Imrie and Thomas, 1999).

As Robinson and Shaw (1991) note, the first generation UDCs did not succeed in engaging "in a proper dialogue with the community" and in delivering benefits to deprived local communities which were often treated as "an irrelevance". The situation was to some extent improved in the second and third generation UDCs as more attention was given to community-based projects (Foley and Martin, 2000) and the importance of consulting with local communities was addressed (Robinson and Shaw, 1991). By the end of the 1980s, as Robinson and Shaw (1991) observed, "no self-respecting urban development corporation (UDC) would now dare leave out reference to the community in their public pronouncements". The involvement of local communities was considered as 'vital' for successful urban regeneration by Tyne and Wear Development Corporation (Ibid.) while the Cardiff Bay Development Corporation set up a Community and Development Training team which was responsible for community liaison and involvement (Rowley, 1994). In addition, several UDCs established community fora to enable better communication with local people (Foley and Martin, 2000). However, Robinson and Shaw (1991) consider that the commitments to involve local communities in urban regeneration included in glossy brochures published by the government and UDCs paid "lip service" to the concept, and the consultation and liaisons with local communities had been a "tokenism" because no real empowerment of local communities had occurred in the process. Such a comment can be backed up by the relatively small proportion of UDC expenditure on supporting local communities. To the end of March 1992, only 1% of UDC expenditure had been spent on community projects (National Audit Office, 1993).

In 1986 under the Department of Trade and Industry's Inner Cities Initiatives, the Inner City Task Forces were established in small inner city areas with high rates of long-term unemployment and in which the local business community was in need of help (Matthews, 1991; Robson, *et al.*, 1994). Task Forces were short-life bodies of various lengths of lifespan,

with the closure of early ones and opening of new ones taking place from time to time until the last two Task Forces closed in March 1998 (Taylor, 1995; DETR, 1998a). Unlike most of the previous initiatives which often operated in large urban areas, the Inner City Task Forces had adopted a more local-level approach as demonstrated by the first sixteen experimental Task Forces. They consisted of a small team of civil servants from a number of Government departments and private sector secondees and worked directly with the local business, local people and local councils (Action for Cities, 1988). Their aims were to improve local employment opportunities, encourage local enterprise development and strengthen the capacity of local organisations (Taylor, 1995). As illustrated in the report *Task Forces in Action* (Department of Trade and Industry, 1990), the programme focused primarily on the numbers of jobs created, training opportunities provided and local business supported, although a few Task Forces such as those at Moss and Hulme (Manchester) and Wolverhampton employed community development as the approach to achieve the above aims (Ibid.).

To reaffirm the government's commitment to tackle the continuing decline of inner city areas, Action for Cities was launched in 1988 as the government's interdepartmental strategy for urban regeneration, and a Minister for Inner Cities was appointed to oversee the programme (Matthews, 1991; Duffy and Hutchinson, 1997; Foley and Martin, 2000). In addition to promote and provide continuous financial support to the Urban Development Corporations, Inner City Task Forces and other urban regeneration programmes which had already been established in previous years, a number of new interventions were initiated (Action for Cities, 1988). One of them was the Safer Cities initiative, the purpose of which was to "engage the energy and commitment of local people in action to reduce crime and the fear of crime" (Ibid., p. 18).

The government's proposal of introducing the Housing Action Trusts (HATs) as a means to regenerate deprived public housing estates was also spelt out in the Action for Cities programme (Ibid.) and 6 locations were considered for the designation of HATs. However, no HAT was established until between 1991 and 1994 (DETR, 1998a) and only one of the originally proposed areas remained on the list with the other 5 being replaced by different locations. HATs are limited-life non-departmental public bodies with different life spans ranging from 8 to 12 years (Department of Social Security, 2000). As McArthur (1995) indicates, the direct involvement of residents is one of the key features of HATs. Each HAT is managed by a board including elected representatives of residents on the estates and representatives of the local authority (DETR, 1998a). In addition to building new homes and undertaking rebuilding and renovation of existing properties, HATs also aim to enhance local residents' job prospects through training and careers advice, improving environmental

conditions, providing community facilities and services and encouraging the involvement of local communities (DETR, 1998b; Department of Social Security, 2000). It is highlighted in the second annual report of the Department of Social Security's Opportunity for All initiative that community involvement is "crucial" for the sustainability of the achievements of HATs (Department of Social Security, 2000).

Duffy and Hutchinson (1997) observed that the importance of involving local people in the regeneration of inner city areas was highlighted by the then government in a report '*People in Cities*' (DoE, 1990) published two years after the launch of the programme, in which it states that:

> "Where the energy and enthusiasm of local people is given the chance to flourish, remarkable results can be achieved, even in the most deprived communities" (p. 2).

The report also noted specially the vital role of voluntary and community organisations in revitalising deprived inner areas for their flexibility and closeness to local people, arguing further that their involvement, both as "the means of focusing local people's energy and ideas" (Ibid., p. 23) and to represent local people' wishes and plans to government and business, would have increasing importance.

4. 1991 – 1998: resurfacing

As many commentators on urban policies, for instance, Robinson and Shaw (1991); Robson *et al.* (1994); Atkinson and Cope (1997) and Haughton (1998) have argued, the top-down, property-led approaches to tackle urban deprivation that was prevalent in the 1980s, exemplified especially by the Urban Development Corporations, had not succeeded in benefiting disadvantaged inner-city residents directly and evenly. The launch of City Challenge in May 1991 may be seen as a result of the Government's response not only to the failure of previous interventions but also to the growing attention of the role that local communities could play in urban regeneration (Atkinson and Cope, 1997; Duffy and Hutchinson, 1997). On the basis of a competitive bidding process, 11 pacemaker partnerships were established to pilot the City Challenge initiative in 1992 and a further 20 successful bids were awarded in 1993 (Russell, *et al.*, 1996). Each partnership received £37.5m of funding for their five-year programme and all but one of these partnerships had wound up by March 1998, with the last one being closed a year later (DETR, 1998a; DETR, 1998b).

One of the most significant differences between City Challenge and previous urban regeneration initiatives was that the former required explicitly the direct involvement of local communities in the local partnerships for the development and implementation of urban regeneration schemes (Armstrong, 1993; MacFarlane, 1993). While the concept of partnership

was limited to a bi-lateral relationship between the public (central government) and private sectors in the 1980s (Skelcher, *et al.*, 1994), the notion was developed into a "three-way"(Colenutt, 1999. p. 235) or "tripartite" (Foley and Martin, 2000) model consisting of the public (local authorities), private and voluntary/community sectors in City Challenge partnerships (DETR, 1997; Colenutt, 1999; Foley and Matin, 2000). It is worth noting that some writers, for examples, MacFarlane (1993), Atkinson and Moon (1994), Skelcher *et al.* (1994) and DETR (1998a), have identified the local community and voluntary sector separately, referring to such partnerships as "multi-lateral" (Skelcher *et al.*, 1994). MacFarlane (1993) argues that such a differentiation should be clearly perceived because either local authorities or voluntary organisations may claim to represent the local communities.

A study focusing on community involvement in City Challenge partnerships was undertaken by MacFarlane in 1993. Based on case studies of 7 pacemaker partnerships, this research reveals part of the picture of how the concept had been practiced at the relatively early stage of the initiative. First, community representatives accounted for between 25% to 33% of the memberships of most City Challenge Boards (the decision-making bodies of the partnerships) and there were a variety of mechanisms employed to obtain community representatives. Second, local communities rarely had real influence on the formation of strategies which formed the basis of the City Challenge Action Plan; however, a growing involvement of local communities in project implementation was observed. Third, it was anticipated that among the areas studied between 4% to 20% of the City Challenge budgets would go to community and voluntary projects of which the two most active types of activity were 'business and training' and 'social, health and community'. Finally, consultations with the local communities were not given enough priority within City Challenge partnerships even if time, resources and other required conditions for community consultation did exist (MacFarlane, 1993).

Russell *et al.* carried out an interim evaluation of City Challenge in 1996 to look at the innovative features of the initiative. One of the innovations was partnership and community involvement (Russell *et al.*, 1996). First, with regards to the structure of the City Challenge Boards (mentioned above), it is found that in most of their 14 case-study partnerships between 20% to 33% of the Boards members were from the voluntary/community sector. This proportion is quite similar to MacFarlane's (1993) finding just noted above. In addition, over three quarters of the respondents of a MORI survey to key partners in all 31 City Challenge partnerships considered the Boards represented a good combination of public, private and voluntary/community sectors. Second, from their case studies, it is clear that local authorities took the lead role in the preparation of bids. Although 36% of the MORI survey respondents agreed that the voluntary/community sector played a full part in the initial planning of City Challenge, there was also a significant 31% disagreeing. Third, it was perceived by a majority

of the MORI survey respondents that community involvement was improved in City Challenge areas and over three quarters of the respondents attributed such improvement to the initiative. Finally, the City Challenge partnerships has demonstrated some benefits of community involvement which provided the impetus to the establishment of inclusive processes and the development of appropriate mechanisms for extending participation at both strategic and project implementation levels. The most notable benefit was that community representatives could bring in the expertise which was based on their direct experience of urban problems and local services, hence legitimated the programme locally (Russell, *et al.*, 1996).

Although there were only two rounds of City Challenges, the emphasis on partnership and community involvement in urban regeneration have continued to grow significantly in the first half of the 1990s, reflecting in the establishment of Single Regeneration Budget (SRB) in 1994 (McArthur, 1995; Atkinson, 1999). As already mentioned in Section 3.4.1, SRB is a combination of 20 former funding programmes to form a single source of funding for urban regeneration in England. Previous urban regeneration programmes that have been discussed in this section, including Urban Programme, Urban Development Corporations, Task Forces, Safer Cities Programme, Housing Action Trusts, and City Challenge, were all incorporated into the SRB (Parkes, 1995; DETR, 1998a). Under the government's commitment to continue supporting these existing programmes until their completion, only a small proportion of the SRB resources were made available for new generation projects at the beginning, designated as the SRB Challenge Fund (Parkes, 1995; Foley, *et al.*, 1998). Since then, the resources allocated to the SRB Challenge Fund has increased annually (SRB Challenge Fund round 1 to 4 from 1995 to 1998). By 1998, as most of the former regeneration programmes had wound up and also because of the additional financial provision allocated for regeneration after the government's Comprehensive Spending Review, the SRB was substantially reformed to focus the majority of its new resources in the most deprived areas (SRB round 5 and 6 in 1999 and 2000 respectively as at the time of writing) (Prescott, 1998; DETR, 1999c).

SRB resembles the City Challenge initiative in many ways. In addition to employing a national competitive bidding process for the allocation of resources and re-addressing the role of local authorities in the process of reviving deprived urban areas, they both advocate the direct involvement of local communities in the regeneration of their areas and encourage the formation of partnerships between the public, private and voluntary sectors and the local community (Atkinson and Cope, 1997; Duffy and Hutchinson, 1997; Haughton, 1998). Nevertheless, Colenutt (1999) considers that SRB has taken the partnership model further than City Challenge, as the former requires the bids to be submitted by the "three-way

partnerships". Besides, instead of being restricted to areas pre-selected by central government according to a set of criteria or indexes, SRB bidding is open to all areas in England; thus SRB partnerships are more locally accountable (Colenutt, 1999).

While an initial assessment of the 1995 SRB approvals undertaken by Clarke (1995) shows that direct involvement of community-based organisations in the regeneration process had been limited, Foley and Martin (2000) argue that the role of the local community has been given increasing importance subsequent to several revisions and updating of the SRB bidding guidance taken place since 1997. For example, both the bidding guidance for SRB 5 (DETR, 1998c) and SRB 6 (DETR, 1999b) required partnerships to indicate how local communities and voluntary sector have been involved in the development of the bid, what role they would play in the implementation of the regeneration schemes and what arrangements would be established to fund local community projects when submitting bids. This increasing emphasis on community involvement has also been demonstrated by the increasing allocation of funds under the SRB to community-led bids: there were only 2 successful community-led bids in the first round of SRB Challenge Fund and 5 such schemes in SRB Challenge Fund Rounds 2 and 3, while in SRB Round 5, the number of community and voluntary sector-led bids has grown to 22 (Foley and Martin, 2000). As well as supporting community-led bids, SRB has been one of the major funding sources of central government to encourage the development of a wide range of community-based regeneration activities such as credit units, development trusts, local exchange and trading systems, and community enterprise (DETR, 1998b).

It is also important to note here that community capacity building, one of the key objectives of most SRB bids, especially for the re-launched SRB (Prescott, 1998), is closely related to community involvement. As indicated in the bidding guidance (DETR, 1998c; DETR, 1999b), there are two related presumptions underlying this particular emphasis that SRB has put on building up the capacity of local communities. In the first place, it is recognised that community representatives are less likely to have access to funding and other resources than other partners in the local partnership. However, it is also recognised that if the community is to make full and equal contributions to the partnership and its regeneration programmes, then it is necessary for the partnership to ensure that community representatives would be assisted to undertake their roles effectively. Thus, not only are successful SRB partnerships expected to devote much of their first year activities and resources to capacity building to secure the proper involvement of local communities, there can also be up to 10% of the approved SRB resources allocated to capacity building projects over the life-time of a successful bid. The kind of support that can be provided to build the capacity of local communities includes training for community representatives, providing support workers to help developing the skills of community groups, and providing access to administrative resources such as office equipment

(Ibid.). The latest round of the SRB (SRB 6) has taken this approach further by supporting free-standing bids devoted solely to capacity building in areas where building local capacity cannot be incorporated into an existing regeneration scheme (DETR, 1999b).

Doubtlessly, the SRB has been more influential than its predecessors in catalysing the involvement of local communities in urban regeneration. As Hall and Mawson (1999) point out, the SRB has spurred the establishment of local partnerships "in an unprecedented manner". Duncan and Thomas (2000) argue that principles for involving communities in the regeneration of deprived urban areas have been developed with the initiation of the SRB. They also suggest that the direct funding from SRB has resulted in a dramatic increase of community capacity building projects during the lifetime of successful bids; capacity building is regarded as the key to sustainable regeneration (Duncan and Thomas, 2000).

5. 1998 to date: solidifying

When the Labour government came to power in May 1997, a new framework of urban regeneration had been emerging (Hall and Mawson, 1999). Although new regeneration programmes have been introduced with different priorities, the approach of partnership and community involvement has been retained and become a firmly established element of sustainable urban regeneration. The establishment of the Urban Task Force in April 1998 as a consequence of the White Paper, *Planning for the Communities of the Future* (Cm 3885), may be seen as this government's first attempt to tackle the persistent problems of multiple deprivation in many urban areas (Urban Task Force, 1998). Under the chairmanship of Lord Rogers of Riverside, the task force's mission was to identify the underlying causes of urban decline in England and, based upon the principles of design excellence, social well-being and environmental responsibility, to suggest a set of recommendations on how to regenerate towns and cities to meet the needs of the 21st century citizens (Urban Task Force, 1998 and 1999a).

The Urban Task Force published their prospectus in July 1998 for public consultation and a summary report of responses to the prospectus, *Urban Renaissance: Sharing the Vision.01.99*, was compiled in January 1999. While community involvement was not directly mentioned in the prospectus, the need to engage local communities in the decision making process was strongly advocated by a number of individuals and organisations responding to the consultation exercise (Urban Task Force, 1999a). One commentator, for instance, argues that "community involvement is not one possible way of delivering regeneration programmes" but "a necessary condition of effective sustainable regeneration" (Ibid.).

Towards Urban Renaissance, the Urban Task Force's final report, was then published in June 1999, containing 105 recommendations which covered issues of design, transport,

management, regeneration, skills, planning and investment in towns and cities (Urban Task Force, 1999b; DETR, 2000a). As far as community involvement is concerned, the report recommended:

1. the establishment of Local Architecture Centres in England's major cities to encourage stronger public involvement in the design process of the urban environment through sponsoring community projects, exhibitions and seminars;
2. the development of different models of neighbourhood management which give local residents a stake in the decision making process;
3. the introduction of strong enforcement actions to deal with anti-social behaviors such as vandalism and graffiti in order to support community involvement;
4. the development of a network of Regional Resource Centres for Urban Development to encourage community participation in the process of urban regeneration; and
5. the production of detailed planning policy guidance which can enable the full involvement of local communities in the planning process (Urban Task Force, 1999b; DETR, 2000a).

Primarily based on the work undertaken by the Urban Task Force, the then DETR published the Urban White Paper, *Our Towns and Cities: The Future – Delivering an Urban Renaissance* (Cm 4911), in November 2000, setting out the Government's commitment to make all areas of towns, cities and suburbs 'places for people' – places which "offer a high quality of life and opportunity for all" (DETR, 2000a, p. 7) – and the Government's policies and programmes on how to improve and revive towns and cities in England. With its 'people first' approach, which recognises that local people have a right to be involved in deciding how their towns and cities develop and that nobody should be excluded from such a process, the White Paper addresses the importance for the Government to work in partnership with local people as well as with local authorities, regional bodies, businesses, and voluntary and community organisations to deliver urban renaissance. The need to engage local communities in the development and implementation of local strategies to meet local needs is also emphasised (Ibid.). Several measures, including those already developed, such as New Opportunity Fund, and new ones, like the New Deal for Communities, Local Strategic Partnership and Neighbourhood Renewal Fund, are proposed in the White Paper in order to equip and support local people to participate in developing their communities. It is important to noted that the three new measures just noted are also key elements of the National Strategy for Neighbourhood Renewal which has been developed by the Government during almost the same period of time.

The publication of *Bring Britain Together: A National Strategy for Neighbourhood Renewal* (Cm 4045) in September 1998 by the Social Exclusion Unit represented another new direction of the Labour government's policy on urban regeneration. In this report, it is recognised that previous regeneration programmes have either failed to improve the condition of many of the

most deprived neighbourhoods or in some occasions, actually made the situation worse (Social Exclusion Unit, 1998). One of the lessons learned from the past experience, as identified in the report, is that community commitment has not been harnessed. The report argues that previous regeneration programmes often paid only lip service to community involvement and not enough effort had been put in to building up skills and institutions at neighbourhood level (Ibid.). Consequently, 18 Policy Action Teams were established to develop the national strategy and the key recommendations of these action teams were then pulled together to form a framework of the national strategy, published in April 2000 for public consultation (Social Exclusion Unit, 2000). An action plan of the national strategy, *A New Commitment to Neighbourhood Renewal*, was consequently issued in January 2001, setting out the Government's commitments to new policies, funding and targets for reviving deprived neighbourhoods.

The New Deal for Communities (NDC) was launched in September 1998 as a pathfinder programme for the National Strategy for Neighbourhood Renewal (Social Exclusion Unit, 2001a). Aiming at bridging the gap between the poorest neighbourhoods and the rest of Britain, the NDC focuses its resources on the intensive regeneration of small deprived areas (DETR, 1999a). In February 1999, 17 neighbourhoods suffering very severe problems were selected for the New Deal for Communities Pathfinder schemes and 22 new areas were invited to bid for the second round of the programme late is the same year (DETR, 1999a; Department of Social Security, 2000). Thomas and Duncan (2000) comment that the NDC and SRB provide the most significant financial resources for community involvement and capacity building in urban regeneration schemes. Operating at a smaller geographical scale than the SRB, the NDC is run by local partnerships consisting of local residents, community and voluntary groups, the local authority, other public agencies and local businesses to identify local issues and priorities and to develop and implement regeneration schemes (DETR, 1999a). It is highlighted in the guidance for applicants submitting proposals for bidding that all elements of the local community must be involved in the local partnership from the outset as projects that are not developed with them and supported by them will not deliver lasting change (Ibid.). One of the lessons learnt from the first round of NDC pathfinder schemes suggests that partnerships where the board has a majority of community representatives can run a major neighbourhood renewal scheme successfully (Social Exclusion Unit, 2001a). In addition, the NDC intends to harness the active involvement of the local community which will continue even when the programme is complete (DETR, 1998d). One of the ways to achieve this is the introduction of a 'Community Mentor', an existing organisation that is "prepared to act as a guide and supporter to the community " (DETR, 1999a, p. 15), in each eligible area to support the involvement and engagement of the wider community throughout the NDC process (Ibid.).

Nevertheless, the central part of the National Strategy for Neighbourhood Renewal has to be the creation of Local Strategy Partnerships (Social Security Unit, 2001a). Promoted by the Government as "the key local vehicle for implementing and leading neighbourhoods renewal" (Ibid., p. 43), the LSP is a single body which brings together local authorities and other public services as well as residents and the private, voluntary and community sector organisations. Instead of requiring the establishment of another new partnership, it is intended that LSPs should be built upon existing partnerships wherever they exist (DETR, 2000a; Social Security Unit, 2001a). To support this idea, the LSP will become a prerequisite for the 88 most deprived local authorities who are going to obtain funding from the Neighbourhood Renewal Fund (NRF) beginning in 2002. In addition, new resources will be allocated especially to empower local communities as well (Social Security Unit, 2001a). This includes: (1) the Community Empowerment Fund, which aims at providing financial support to local communities and the voluntary sector to facilitate their involvement in LSPs in the 88 NRF areas; and (2) the Community Chest, which funds local small grant schemes for communities in deprived areas to run their own projects (Ibid.) Both the Urban White Paper (DETR, 2000a) and the action plan of the national strategy (Social Security Unit, 2001a) indicate that, in addition to playing a key role in neighbourhood renewal, LSPs should also be responsible in developing Community Strategies to promote or improve "economic, social and environmental well-being" (DETR, 2000b) of their local areas.

Another key concept proposed in the Nation Strategy for Neighbourhood Renewal, to complement the strategic activity of LSPs at an even smaller level, is Neighbourhood Management (Social Exclusion Unit, 2001a). Regarded as "a potentially radical solution to the problems of deprived neighbourhoods" (Ibid., p. 51) in the action plan, Neighbourhood Management involves empowering a single person, team or organisation, to be known as a 'neighbourhood manager' (p. 51), who can help focus local services on residents' priorities and needs through making service level arrangements, running local services, managing a devolved budget, or putting pressures on higher levels of government (Ibid.). It is recognised by Policy Action Team 4 – one of the 18 PATs setting up to develop the national strategy – that community involvement and leadership are essential for effective and sustainable Neighbourhood Management (Social Exclusion Unit, 2001b). The action team also suggest that full and ongoing community involvement should be in place before any neighbourhood management projects are funded (Ibid.).

Appendix B-2

American Experience on Community Involvement in Improvements to Urban Parks and Green Spaces

The decline of many public urban parks in American cities in the 1970s and 80s as a result of dwindling federal and municipal funding for parks and open spaces (Rogers, 1987; Rosen 2000), together with the failure of many traditional urban parks and open spaces in satisfying the needs of their users (Francis *et al.*, 1984) may be seen as the two main impetuses propelling the involvement of local communities in the provision and development of public urban parks and green spaces in the United States. Two obvious trends of development in community involvement in park and open space projects can be observed: one is the community open-space movement, which has emerged to provide an alternative park system in many American towns and cities (Francis *et al.*, 1984), and the other the establishment of public-private partnerships for parks that has been growing rapidly across the USA to build, renovate and operate urban parks (Walker *et al.*, 1999; Madden *et al.*, 2000). The former may seem less relevant to public urban parks because of the different nature of sites and, therefore, is reviewed very briefly in Subsection 4.3.2.1. This is followed by a short discussion about the successful restoration of Central Park in New York City as the partnership between the city's parks department and the Central Park Conservancy is considered the nation's largest and most productive public-private park partnership (Rosen, 2000). The last subsection looks at the development of parks partnerships in the United States and the lessons that have been learned from the experience. One thing to be noted here is that the term 'private sector' is used rather differently in the United States and Britain. In the US context, private partners equate non-for-profit organisations which, in the case of parks, may include parks foundations, friends of parks groups, park conservancies, etc.; however, in the UK, the private sector is distinguished from voluntary organisations and community groups.

1. Community open spaces (Francis *et al.*, 1984)

The community open-space movement, as Francis *et al.* (1984) identify in the book *Community Open Spaces*, which was based on a research project undertaken by the authors of the book between 1979 and 1981 to document and evaluate the successes and problems of community open spaces, is a community-based development which emerged and spread widely in the 1970s in the United States and Europe to transform vacant urban land into greens spaces for the use and enjoyment of local people. There were a number of factors contributing to such a development. These include: the failure of traditional public parks and open spaces, that is those designed by professionals and managed and maintained by local authorities, to meet the recreational needs of local communities; the impatience of local residents about the

lack of government action to address such needs; the recognition that the failure of traditional parks resulted from the lack of users direct involvement in their design or management; and the increased community participation in local development.

Francis (1983 in Francis *et al.*, 1984) suggests that, in comparison with traditional open spaces, the main characteristics of community open spaces are: small scale (less than one acre), low-cost development, initiated by community residents and park users, result of bottom-up design approach, developed and maintained by users, and locally controlled. Another notable feature is that most community open spaces have limited public access and use; they are mainly accessible to people involved in developing and managing the sites. As Francis *et al.* (1984) have observed, local residents and users may be engaged in various aspects of the development of community open spaces, including: design and planning, site development and construction, management and maintenance, and acquiring the ownership of open space projects through neighbourhood land trusts. Usually, local communities are involved in more than one aspect.

In this research project, Francis *et al.* (1984) examined 10 community-developed open-space projects in New York City and identified a number of issues cutting across the case-study projects, reflecting the lessons learned. While these issues are specific to community open spaces in the USA, some of them, particularly those concerning community groups, could provide useful references for involving local communities in public urban park and green space projects. They are summarised into the following points:

- With regards to the main reason of forming a community group, it was found that people who initiate the action frequently realise that more members of the community are needed to share their goal and help doing the work.
- People may become involved in a community group for various reasons, such as being community minded, interested in gardening, seeking social interaction, as long-term residents in the community and having time for voluntary activities.
- How a community group is formed varies. It can be: (1) an existing organisation expending its focus to open space project; (2) a new group established dedicatedly for an open space project; or (3) a coalition of existing organisations to undertake an open space project.
- A community group can be either informally organised around a division of responsibility, interests and skills, or more formally organised around a committee system that is divided by tasks.
- The core group of a community group tends to be small, usually consisting of fewer than 10 people who make decisions and carry out the major work. The case studies also show that the composition of the core group tends to be relatively homogeneous, consisting of

people with similar backgrounds (e.g. age, income, ethnicity or gender) and thus are not always completely representative of the wider community. General members of community groups, on the other hand, tend to cut across all ethnic, economic and age groups. Usually, there are more women than men in the groups.

- Regular meetings and membership dues are common features for most of the groups studied in the research.
- While sustaining participation is usually not a problem for community groups as their members are generally very committed, these groups face a huge threat of becoming over-burdened with the responsibility for keeping the project going (fund raising for instance) in the long term.
- Most community groups aim at increasing involvement of the wider community in order to help getting work done (Francis *et al.*, 1984).

In addition, it is found that, in all the open space projects studied, community groups have various degrees of control over decision-making and development processes. Such control can be beneficial to community open-space projects in a number of ways: (1) increasing the sense of attachment to the site for those involved; (2) helping with maintenance as users respect the site as it belongs to someone; (3) helping to show that the site is cared for by someone; and (4) helping groups to develop their own management skills and leaderships.

2. The restoration of Central Park, New York City

From being somewhere that "public fear of going to" in the early 1980s (Marshall, 1999, TCP 59) to a park visited by 20 million visitors each year nowadays (Central Park Conservancy, 2000), the restoration of Central Park in New York City is undoubtedly one of the most classic examples of involving local communities in the provision and development of public urban parks and green spaces. As the Park deteriorated so seriously over the 1960s and 70s as a result of neglect and lack of maintenance and capital funding, some efforts to save this America's first and most famous municipal park from slipping into irreversible decline begun to emerge from grass-roots initiatives since mid-1970s, most notably supported by the Central Park Community Fund and the Central Park Task Force (Rogers, 1987). The former sponsored some badly required maintenance equipment (Ibid.); the latter, which itself a coalition of several citizen groups, encouraged the direct involvement of the public as park volunteers and donors (Madden *et al.*, 2000) and provided financial support for youth employment and school volunteer programmes (Rogers, 1987). The supportive political conditions at the municipal level during that period of time were also very important.

Consequently, the Central Park Conservancy, a non-for-profit organisation, was founded in 1980 to represent the private sector in a partnership with the New York City Parks Department

to restore, manage and protect Central Park (Central Park Conservancy, 2000; Madden *et al.*, 2000). It was recognised at the time that private philanthropy could play the role of raising the maintenance and management standards of the Park and accomplishing works which could not be carried out with the local authority's funds (Rogers, 1987; Leisure Manger, 1998). In addition to re-establishing the maintenance regime, the Conservancy has published a management and restoration plan for the park, funded major capital improvement projects, employed staff in horticulture, maintenance and programming, created programmes for volunteers and visitors, set up new standards of excellence in park maintenance, and perhaps the most importantly, raised enormous amount of funds for the park (Central Park Conservancy, 2000; Madden *et al.*, 2000).

To date, Central Park Conservancy has raised nearly $270million (Central Park Conservancy, 2000) from five major sources: direct mail, corporations, individuals, foundations and direct fund-raising events (Leisure Manager, 1998). However, it is important to note that some people (e.g. Tessa Huxley, Executive Director of Battery Park City Parks Conservancy, and Christian Zimmerman, Chief Landscape Architect of Prospect Park Alliance) argue that many parks do not have the kind of advantage which Central Park has by being in a rich neighbourhood, making it possible for the Conservancy to "reach hundreds of very wealthy donors" (Madden *et al.*, 2000). Nevertheless, as Carr *et al.* (1992) have observed, the successful example of the Central Park Conservancy has been followed by other park-based groups, such as the Friends of Public Garden in Boston and Louisville Olmsted Park Conservancy in Louisville.

The wider community's contribution to the restoration of Central Park, however, has not been restricted to donating money. The Conservancy has worked in partnership with schools, faith groups, neighbourhood institutions and many others to bring in volunteers and users, intensified its marketing and programming to encourage public involvement in the park and the planning process, and teamed up with community groups to develop new programmes to broaden audience diversity and bring them to previously underused areas in the park (Madden *et al.*, 2000). There are also a number of public advisory committees evaluating the Conservancy's programmes, reviewing the capital improvement projects, recommending new management and restoration strategies, and advising the Conservancy on trends and issues important to park users (Ibid.).

As Marshall (1999) states:

> "A truly vibrant park is one that engages and embraces all elements of the community. It is one that spawns a dedicated following of regular users who develop a sense of ownership, responsibility and pride".

The successful regeneration, both physically and socially, of Central Park was achieved not only by the public-private partnership between the New York City's parks department and the Conservancy but also by the extensive support from the wider community.

3. Public-private partnerships for urban parks

In recent decades, there has been a significant shift in the way urban parks and open spaces are being developed and regenerated in American cities; that is the establishment of partnerships between public parks agencies and non-for-profit organisations to create, renovate or manage these spaces. Rosen (2000) argues that the continuing decline in federal financial support for local parks and open spaces and the inclination of city governments to cut park budgets when under fiscal pressure, together with a growing belief that the most successful parks come out of broad community involvement and add bankable value to nearby residential and commercial areas have been the major forces leading to such a phenomenon. Walker *et al.* (1999) further suggest that two factors have contributed to the increasing interest in public-private partnerships for parks across the United States: (1) these partnerships work as they successfully combine the assets of the public and private sectors in innovative ways to create new and restore existing parks and open spaces; and (2) parks themselves are becoming more important elements of urban revitalisation initiatives happening all over the country.

As more and more parks partnerships are formed, a number of studies have been undertaken in the States to look at the lessons from past experiences. The following discussion focuses on two major research projects. The first study was undertaken by the Urban Institute to evaluate the Urban Parks Program, a major nationwide initiative launched by one of America's most significant national foundation partners, the Lila Wallace-Reader's Digest Fund, in 1994 to help create new parks and regenerate existing parks in 11 United States cities. Part of this study examined the partnerships between public parks agencies and non-for-profit organisations and the findings have been revealed by Walker *et al.* (1999) in a document called *Partnerships for Parks*. In terms of the composition of the partnership, it is found that, for the 12 parks partnerships they studied, all except one of the public partners are municipal parks and recreation departments; the private partners on the other hand, may include various nonprofits such as foundations, "friends of park" groups, park conservancies, park alliance, and other groups whose remits focus on broader urban initiatives (Ibid.).

As Walker *et al.* (1999) have observed, both public and nonprofit partners bring assets as well as liabilities to a partnership. The potential assets and liabilities that public agencies and nonprofits are likely to have are listed in Table 1 below. In good partnerships, one party's strengths would offset the weaknesses of the other.

Table 1 The potential assets and liabilities of public and nonprofit partners in parks partnerships

	Potential Assets	Potential Liabilities
Public Partner	▪ stable funding ▪ organisational infrastructure ▪ public legitimacy ▪ natural constituencies	▪ chronic underfunding ▪ bureaucratic inertia ▪ popular indifference ▪ narrow constituencies
Nonprofit Partner	▪ flexible funding ▪ organisational flexibility ▪ community credibility ▪ broad constituencies	▪ unpredictable funding ▪ lack of follow through ▪ unrealistic expectations ▪ shallow support

Sources: Walker *et al.*, 1999, p. 17.

The possible assets of the nonprofit sector also provide some explanations to why parks managers are seeking the support and collaboration of non-for-profit organisations. First of all, the nonprofit partners in general can bring new resources to the park field as they can access funding sources that are not available to public agencies, including donations from individuals, corporations and private foundations. Second, nonprofits are capable of involving local communities and park users directly in park design, construction, programming and management. Those with memberships in particular are usually able to mobilise volunteers and monitor their work more easily than public park agencies can. Third, as most non-for-profit organisations can respond flexibly to park improvement and financing opportunities, their ability to mobilise community residents to support parks is evidently a great strength (Walker *et al.*, 1999).

Walker *et al.* (1999) also note that parks partnerships may face a variety of challenges. In their study, it is found that the underperformance of partners on agreed-upon tasks because of inadequate capacity and inadequate commitment from one or more partners to the partnership are the two challenges prevailing in the Urban Parks Program. In addition, failing to clarify the responsibility of each partners, in particular those of management and maintenance functions, may cause detrimental effects on community confidence and residents' willingness to take part in partner-sponsored activities (Walker *et al.*, 1999).

The second major research project on parks partnerships in the States was a study carried out by Project for Public Spaces, a non-for-profit technical assistance, research and educational organisation whose remit is to create and sustain public places that help build up stronger communities (Project for Public Spaces, 2001), to look at the roles that nonprofit parks organisations play in parks and open spaces, the activities which they engage in, and a number of other issues regarding the establishment of such an organisation. Sixteen nonprofit parks organisations were examined and more were interviewed for this research and the findings were reported in the book *Public Parks, Private Partners* (Madden *et al.*, 2000). It is argued in

the introduction section of the report that, as organised and vocal community groups, nonprofit parks organisations can be important forces in establishing the priority for both recreation and open spaces in cities and they are helping cities to turn parks into vital and vigorous centres of urban neighbourhoods and downtowns.

With regards to the roles of nonprofit parks organisations, it is found in this study that they can act in the following five ways: assistance providers, catalysts, co-managers, sole managers, and citywide partners (Madden *et al.*, 2000). Table 2 below sums up the characteristics of each role. As the authors of the report have addressed, the working relationships between the public parks agencies and nonprofit parks organisations tend to be fluid and dynamic; therefore, the roles of the nonprofits may change over time in response to the needs of the park.

Table 2 The roles of nonprofit parks organisations and their characteristics

Roles	Characteristics	Examples
Assistance providers	▪ providing assistance and support, e.g. labour, community outreach and organising park programmes ▪ acting as public advocates ▪ acting as public interest groups working on behalf of local residents ▪ with small operating budgets ▪ having no direct responsibility for the park itself	▪ Friends of Buttonwood Park, New Bedford, Massachusetts ▪ Friends of Garfield Park, Inc. Indianapolis, Indiana
Catalysts	▪ initiating and facilitating new projects ▪ providing financial support for new parks or greenways ▪ involved in advocacy, design and construction issues	▪ National AIDS Memorial Grove, San Francisco, California ▪ Knox Greenways Coalition, Knoxville, Tennessee
Co-managers	▪ working in collaboration with public parks departments ▪ involved in the planning, design and implementation of capital projects ▪ sharing the responsibility for the park	▪ Central Parks Conservancy, New York, New York ▪ Louisville Olmsted Parks Conservancy, Louisville, Kentucky
Sole Managers	▪ responsible for the managing and maintaining the park with only limited involvement of the parks department ▪ in charge of developing and changing policies related to the park	▪ Maymont Foundation, Richmond, Virginia ▪ Yakima Greenway Foundation, Yakima, Washington
Citywide partners	▪ focusing on all or many parks and open spaces in a city or area ▪ involved in advocating for more city funds and activities for parks, training ▪ smaller friends groups, and initiating citywide greening programmes	▪ Partnership for Parks, New York, New York ▪ Philadelphia Green, Philadelphia, Pennsylvania

Source: Madden *et al.*, 2000, pp. 17-22.

The study also identifies nine types of activities which nonprofit parks organisations may embark upon. These are: (1) fundraising; (2) organising volunteers; (3) design, planning and construction of capital improvements; (4) market and outreach; (5) programming; (6) advocacy; (7) remedial maintenance; (8) routine maintenance; and (9) security (Madden *et al.*,

2000). Obviously, not every nonprofit would undertake all these activities. What a nonprofit parks organisation may do to support the park is closely related to the role it plays, the size of the organisation, and how involved it becomes in the actual management of the park. The case studies suggest that most nonprofit parks organisations engage themselves in fundraising, organising volunteers and outreach; contrarily, many organisations keep away from management oriented activities such as routine maintenance, capital improvements and security because these activities are usually more expensive to run, require more involvement, and are more likely to compromise the organisation's ability to advocacy (Madden *et al.*, 2000).

One common feature of all the nonprofit parks organisations studied in the research is that there is a board of directors for each of them. How such a board is made up is considered by one of the interviewees as "the single most important step" (Madden *et al.*, 2000, p. 41) in setting up a successful nonprofit parks organisation as a strong board can provide critical expertise, leadership and fundraising for the organisation. It is found that boards usually consisted of people with the needed skills, connections and financial resources to help the nonprofit accomplish its mission. Most of the organisations studied indicated that it is important to build a board which would represent the full diversity of local ethnic groups, community associations and businesses, so that all viewpoints are covered and credibility and contacts among various communities can be established. The presence of elected officials, ex officials and/or appointed members in a board is also noted as a key element in enabling many nonprofits to achieve their goals for two reasons. First, they represent the public sector's role in the park, helping to legitimise the nonprofit. Second, they help to provide information otherwise unavailable to the nonprofit, assisting in acquiring public sector support for projects. People capable of raising money, e.g. powerful people in the corporate community, are also advantageous members to be included in the board, in particular for newly established nonprofit parks organisations which need to ensure their future viability (Madden *et al.*, 2000).

In addition to the selection of a strong board, the study identifies a number of other valuable lessons in successfully building effective nonprofit parks organisations. These are:

- defining the issues and responsibilities clearly,
- developing an effective and focused community involvement process,
- identifying the assets of the community,
- developing a flexible and realistic vision the park,
- assessing the capacity of the nonprofit organisation,
- maintaining a clear focus,
- defining a realistic mission statement,
- fostering the public-private relationship,

- selecting the right projects; and
- making a long-term commitment (Madden *et al.*, 2000).

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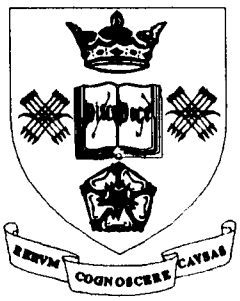
Appendix C
Supplementary Information to Chapter Five: Data-collecting Instruments and Records

Appendix C-1

QUESTIONNAIRE
FOR
COMMUNITY INVOLVEMENT
IN
THE RESTORATION OF
HISTORIC URBAN PARKS AND GARDENS



Department of Landscape The University of Sheffield
Floor 3, Arts Tower, Sheffield S10 2TN, England

NOVEMBER 1998

Introduction of the Questionnaire

This questionnaire includes three sections:

(A) Background Information

(B) The Partnerships

(C) The Process of Community Involvement

Following definitions are adopted in this questionnaire, please read them carefully before you answer the questions.

The Local Community: the residents who live on the estates surrounding an historic park or garden. They may be in organised groups or as individuals without joining in any local organisations. Schools and local business are also considered to be parts of the local community.

The Local Community Organisations: the groups or organisations formed by local residents in a voluntary capacity, including *single-objective park-based groups* such as sports groups, play groups, wildlife groups and community gardeners, and *general-objective park-based groups* such as friends groups and park action groups.

The Restoration Project: a plan carried out to restore an historic urban park or garden.

The Community Involvement Exercise: an activity of a series of activities to involve local communities which may include a range of local organisations, individuals, and schools/colleges/universities in the restoration project.

If space provided for open-ended questions is not enough,
please feel free to give your answers in the inside front and/or back cover.

Thank you very much.

SECTION A

Background Information

1. **Name of the project** .....

2. **Total project cost** £.....

3. **Heritage Lottery Fund grant** £.....

4. **Date this HLF grant announced** .....(DD/MM/YY)

5. **What kind of area is the project site in?**

❑1 Inner city area ❑2 Urban area

❑3 Suburban area ❑4 Rural area

6. **Please generally describe the characteristics of the surrounding communities, such as the populated density, ethnicity, and employment of the residents.**

(1) .....

.....

(2) .....

.....

(3) .....

.....

(4) .....

.....

7. **The site of this project is an historic:** (***Please tick the appropriate box.***)

❑1 Park ❑2 Garden

❑3 Churchyard ❑4 Cemetery

❑5 Others (Please state:.....)

8. Is there any other public open space within the 400-metre radius of this historic park/ garden/churchyard?

❑1 Yes (go to question 9) ❑2 No (go to question 10)

9. How many other public open spaces are there within this distance?

❑1 1 ❑2 2

❑3 3 ❑4 More than 3

10. Which types of people are the main users of this park/garden/churchyard? (*Please tick as many boxes as appropriate.*)

❑1 Local residents ❑2 Visitors

❑3 Students ❑4 Office workers

❑5 Others (Please state:.....)

11. When was the restoration project first initiated?

.....(DD/MM/YY)

12. Was the project initiated because the availability of the Heritage Lottery Fund grants?

❑1 Yes ❑2 No ❑3 Do not know

13. Is this restoration project linked to any wider strategic contexts?

	Yes	**No**	**Do not know**
Local Agenda 21	❑1	❑2	❑3
Urban Regeneration Initiatives	❑1	❑2	❑3
Unitary Development Plan	❑1	❑2	❑3
Urban Open Space System	❑1	❑2	❑3
Wider Leisure Strategy	❑1	❑2	❑3
Broader Park Strategy	❑1	❑2	❑3
Heritage Conservation Strategy	❑1	❑2	❑3
Others	❑1	❑2	❑3

(Please state:.....)

SECTION B

The Partnerships

1. **Was there a steering group specially set up to prepare the proposal for the bid to HLF?**

❑1 Yes (go to question 2) ❑2 No (go to question 3)

2. **Who is involved in the steering group?** (***Please give the names of the organisations or individuals.***)

(1) .....

(2) .....

(3) .....

(4) .....

(5) .....

3. **Please give the names of main funding partners (contributing more than £500.00) apart from HLF and the amount of grant contributed to the development of this project.**

	Name of the Main Funding Partners	The Amount of Grant
FP1		
FP2		
FP3		
FP4		
FP5		

4. **Approximately, what percentage of the total funds received are set aside for the long-term management of the park/garden/churchyard?**

   .....%

5. **If possible, please indicate which sources of funding are/will be contributed to the long-term management.**

   .....

   .....

   .....

   .....

   .....

6. **Please give the names of technical support partners offering professional assistance (such as landscape architecture, architecture, park restoration, park management, and so on) to the development of this project and the particular supports provided.**

	Name of the Technical Support Partners	The Support Provided
TP1		
TP2		
TP3		
TP4		
TP5		

7. Is there a Friends Group especially relating to this historic park/garden/ churchyard?

❑$_1$ Yes (go to question 8) ❑$_2$ No (go to question 9)

❑$_3$ Plan to develop one in the future (go to question 8)

8. What is/will be their specific involvement with this restoration project?

.....

.....

.....

.....

.....

9. Please give the names of local community organisations/groups (apart from the friends group if there is any) who took part in the development of this project and their specific involvement.

	Name of the Local Community Organisations	The Specific Involvement
CP1		
CP2		
CP3		
CP4		
CP5		

10. Are local residents who are not in any local community organisations/groups taking part in this restoration project?

❑1 Yes ❑2 No

11. Please indicate on the scale below how well you consider the general residents' needs and opinions are represented by identified local community organisations/groups?

Very well	Quite well	All right	Not very well	Not at all well
❑1	❑2	❑3	❑4	❑5

12. Did this project take into account the potential of this park/garden/churchyard as an attraction to tourists?

❑1 Yes (go to question 13) ❑2 No (go to Section C)

13. If so, were tourists/ are tourists going to be involved in the development of this restoration project?

❑1 Yes (go to question 14) ❑2 No (go to Section C)

14. What would you consider as the contribution of the tourists' involvement to the project's development?

.....

.....

.....

.....

15. Why are tourists attracted to this site?

.....

.....

.....

.....

SECTION C

The Process of Community Involvement

1. With specific reference to this restoration project, who would you consider to be included in the COMMUNITY?

- ❑1 Local residents
- ❑2 Local organisations/friends groups
- ❑3 Local Businesses
- ❑4 Schools/colleges/universities
- ❑5 Police
- ❑6 Individual park users
- ❑7 National organisations with interests in historic urban parks and gardens
- ❑8 Others (Please state: ....)

2. At what stages of the restoration project has the local community been involved or is the local community going to be involved?
(***Please tick yes or no box for each stage.***)

		Yes	No
S1.	Initiation	❑1	❑2
S2.	Surveys	❑1	❑2
S3.	Goals and objective setting	❑1	❑2
S4.	Strategy formation	❑1	❑2
S5.	Planning	❑1	❑2
S6.	Design	❑1	❑2
S7.	Preparation for the bids to HLF	❑1	❑2
S8.	Implementation	❑1	❑2
S9.	Management and maintenance	❑1	❑2
S10.	Monitoring and review	❑1	❑2
S11.	Fund raising	❑1	❑2

3. According to the answers you gave in question 2, if for any one stage, you ticked the YES box, please indicate which groups have been involved/will be involved.
(*Please tick the appropriate box/boxes for each stage. If at any one stage there is no community involvement, please tick N/A.*)

	Local Residents	Local Organisations/ Friends Groups	Local Businesses	Schools/Colleges/ Universities	Police	Individual Park Users	National Organisations	Others	N/A
S1 Initiation	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S2 Surveys	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S3 Goals/objective setting	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S4 Strategy formation	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S5 Planning	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S6 Design	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S7 Preparation for the bids to HLF	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S8 Implementation	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S9 Management & maintenance	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S10 Monitoring & review	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9
S11 Fund raising	❑1	❑2	❑3	❑4	❑5	❑6	❑7	❑8	❑9

4. Please indicate the objectives of involving the local community in this restoration project, and how successful, or not, you consider the achievement of such objectives to have been:

(1) .....

.....

Very successful	Fairly successful	Neither	Fairly unsuccessful	Very unsuccessful
❑1	❑2	❑3	❑4	❑5

(2) .....

.....

Very successful	Fairlye successful	Neither	Fairly unsuccessful	Very unsuccessful
❑1	❑2	❑3	❑4	❑5

(3) .....

.....

Very successful	Fairly successful	Neither	Fairly unsuccessful	Very unsuccessful
❑1	❑2	❑3	❑4	❑5

(4) .....

.....

Very successful	Fairly successful	Neither	Fairly unsuccessful	Very unsuccessful
❑1	❑2	❑3	❑4	❑5

5. How effective do you consider the involvement of the local community in this restoration project?

Very effective	Fairly effective	Neither	Fairly ineffective	Very ineffective
❑1	❑2	❑3	❑4	❑5

6. **If you regard the involvement of the local community to be effective, what factors have contributed to the effectiveness?**

(1) .....

.....

(2) .....

.....

(3) .....

.....

(4) .....

.....

7. **If you regard the involvement of the local community to be ineffective, what constraints to community involvement have been experienced in this project?**

(1) .....

.....

(2) .....

.....

(3) .....

.....

(4) .....

.....

8. **If there is any other information which you consider may be of interest to our ongoing interest with respect to community involvement in the restoration of historic urban parks and gardens, I would be very grateful if you could indicate this below:**

(1) .....

.....

(2) .....

.....

(3) .....

.....

(4) .....

.....

9. Please indicate your personal responsibilities in this project.

.....

.....

.....

.....

10. Would you be happy for this project to be selected for an in-depth case study?

❑1 Yes (go to question 11) ❑2 No

11. Please give your name, address, and telephone number for further contact.

Name: .....

Address: .....

.....

Tel . No. (including local code): .....

Email address: .....

12. Please tick the box below if you would like to receive a summary of the research findings.

❑

Thank you very much indeed for your time in completing this questionnaire.

Please return your completed questionnaire, in the stamped addressed envelope provided, by **Friday, 11 December 1998**, to

Ming-chia Lai
Department of Landscape
The University of Sheffield
Sheffield S10 2TN

Appendix C-2

The Breakdown List and Codes of the Interview Respondents

Restoration Project	Interview Respondent (Interviewee)	Code	Date of Interviewing
Clarence Park	Project manager	PM1	5 July* 17 August
	Chairperson of the friends group	CF1	6 August
Hammond's Pond	Project manager	PM2	13 July
	Chairperson of the friends group	CF2	11 August
	Community Development Officer	OP1	12 August
Lister Park	Project manager	PM3	12 July
Manor House Gardens	Project manager	PM4	2 September
	Chairperson of the friends group	CF3	7 October
	Landscape Consultant	OP2	7 October
	Member of the friends group	OP3	10 November
Norfolk Heritage Park	Team manager	PM5	25 May
	Project manager	PM6	21 June
	Chairperson of the friends group	CF4	21 July
	Sheffield Wildlife Trust project officer	OP4	13 October
Sheffield Botanical Gardens	Team manager	PM5	17 May
	Project manager	PM7	22 June
	Chairperson of the friends group	CF5	14 July
Ward Jackson Park	Project manager	PM7	9 August
	Secretary of the friends group	CF5	31 August
	Community Arts Officer	OP5	8 November

* Tape-recording failed.

Note: All interviews were conducted in 1999

Appendix C-3

Semi-structured Interview Schedule for Project Managers

1. First of all, could you tell me when you first became involved with the restoration project of *** Park?

2. Could you describe briefly, how the project has been developed?
   In terms of the initiation, the application for the grant from the Heritage Lottery Fund, Urban Parks Programme, the bids, and so forth.

3. What stage is the project at now?

4. You have given some short description about your responsibility in this project in the questionnaire. Could you tell me more about your role in this restoration project?

5. What were the relationships between you, as a project manager, and the steering group (if exists), funding partners, technical-support partners, friends group (if exists) and other local organisations?

6. What are the benefits and problems/difficulties of this kind of partnerships?

7. Whose concerns/views do you think the friends group or other local organisations that have been involved in this restoration project represent?

8. You indicated in the questionnaire that the local community has been involved and will continue to be involved at every stage of *** Park's restoration project. Could you tell me how you involved the local community and which part of the community was involved at each of these stages?

   What else will you do to involve more local communities at coming stages?

9. How do you consider the idea of involving local communities in the long term management of a restored historic park?

Who will be the local community here? The local residents or the friends group?
What kind of involvement? Voluntary work on site or fund raising?

10. Are the local communities/ will the local communities be involved in the long term management of *** Park?
    If yes, how are they/will they be involved?

11. According to your answer in the questionnaire, you consider the community involvement in this project to be effective. Could you tell me more about it?
    In terms of what made it effective and what were the problems/difficulties, if any, encountered in this project when you wanted to involve the local community?

12. What are the skills you would think to be necessary for a project manager like you to be able to achieve effective community involvement?

13. What are the skills you would consider that training for the project manager should be provided?

14. Generally, how would you consider the idea of involving local communities in the restoration of historic urban parks and gardens?
    (Probe: A good idea? Time- and money-consuming but with little benefit? Or pain in the neck?)

15. Could you give some information about your own professional background?

16. Are there any other issues you would like me to raise within the research?

Appendix C-4

Semi-structured Interview Schedule for Executive Members of the Friends Groups

1. First of all, could you tell me when you first became involved with the restoration project of *** Park?

2. What are the reasons your group is involved in this regeneration process of *** Park? (Why would members of the friends group like to take part in the restoration project?)

3. What is the specific involvement of your group/organisation in the *** Park's restoration process?

4. What role do you think your group/organisation ought to play in such a restoration scheme of a historic urban park or garden?

5. Whose concerns/views would you say your group/organisation represents?

6. How do you consider the idea of involving local communities in the long-term management of a historic urban park or garden after the restoration work is completed?
   Who will be the local community here? The local residents or the friends group? What kind of involvement? Voluntary work on site or fund raising?

7. In terms of the long-term management of *** Park, what sort of role is your group/organisation going to play?

8. How effective would you say that the involvement of your group/organisation in this project to be?

9. **Option I:** If you think it was effective, what were the factors contributed to this effectiveness?

   Option II: If you think it was ineffective, what constraints have been experienced?

10. During your involvement in this restoration project, what have been the problems, if any, encountered concerning with community involvement?

11. In terms of the effectiveness of community involvement, what kind of skills would you consider to be important for a key member of a friends group or local organisation to make their involvement effective?

12. Among these skills you have just mentioned, which ones were learned from your involvement in this project?

13. What are the skills you would think that training should be provided to the key members of a friends group or local organisation so that more effective involvement can be achieved?

14. Generally, how would you consider the idea of involving local communities in the restoration process of a historic urban park or garden?
    (Probe: A good idea? Time- and money-consuming but with little benefit? Or pain in the neck?)

15. Could you give some information about your own professional background?

16. Are there any other issues you would like me to raise within the research?

Appendix C-5

Semi-structured Interview Schedule for Other Significant Participants

1. First of all, could you tell me when you first became involved with the restoration project of *** Park?

2. What is your specific involvement in the *** Park's restoration process?

3. How effective do you consider the involvement of the local community to be in this restoration project?

4. **Option I:** If you think it was effective, what factors have contributed to the effectiveness?

   Option II: If you think it was ineffective, what constraints to community involvement have been experienced?

5. During your involvement in this restoration project, what have been the problems, if any, encountered concerning community involvement?

6. In terms of the effectiveness of community involvement, what kind of skills would you consider to be important for **both** the professionals and the local community to achieve effective community involvement in the restoration process of an historic urban park or garden?

7. How do you consider the idea of involving local communities in the long-term management of an historic urban park or garden after the restoration work is completed?
   Who will be the local community here? The local residents or the friends group?
   What kind of involvement? Voluntary work on site or fund raising?

8. In general, how would you consider the idea of involving local communities in the restoration process of an historic urban park or garden?

   *(**Probe:** A good idea? Time- and money-consuming but with little benefit? Or pain in the neck?)*

9. Could you give some information about your own professional background?

10. Are there any other issues you would like me to raise within the research?

Appendix C-6

Codes of Focus Group Participants

Friends Group	Number of Participants	Codes	Date of Focus Group Session
Friends of Hammond's Pond	4	Friedn01 ~ 04	11 August 1999
Manor House Gardens User Group	4	Friend05 ~ 08	3 February 2000
Friends of Norfolk Heritage Park	4	Friend09 ~ 12	6 September 1999
Friends of Sheffield Botanical Gardens	6	Friend13 ~ 18	28 July 1999
Friends of Ward Jackson Park	11	Friend19 ~ 29	16 September 1999

Appendix C-7

Focus Group Questioning Route for Members of Friends Groups

Good evening, and welcome to our session this evening. Thank you for taking the time to join our discussion about community involvement in the restoration of historic urban parks and gardens. My name is Ming-chia Lai. I am a research student in the department of Landscape, University of Sheffield. I am attempting to gain information about how members of Friends Groups are involved in the regeneration process of historic landscaped spaces.

The **Friends of *** Park** is selected because the restoration project of *** Park was grant aided by the HLF. As your group is one of the important partners in this restoration process, your views are of important interest to the research.

Our discussion will be focusing on your involvement in this restoration project. There are no right or wrong answers but rather differing viewpoints. Please feel free to share your point of view even if it differs from what others have said.

Before we begin, let me suggest some things that will make our discussion more productive. Please speak up - only one person should talk at a time. In order not to miss your comments, I would like to tape-record the session. If several are talking at the same time, the tape will get garbled and I will miss your comments. We will be on a first name basis this morning, and in my later reports there will not be any names attached to comments. You may be assured of confidentiality. Please keep in mind that both positive and negative comments are of interest to the research.

Our session will last about 50 minutes, and we will not be taking a formal break. If you wish to leave the table for a while, please do so quietly.

Well, you may have known each other. However, for the first question, let's go around the table one at a time and when in your turn, please give your first name at the beginning.

1. Could we start with talking about your own experience in **the Friends of *** Park** such as when did you become a member, and what made you decide to join **the Friends of *** Park**, etc.?

2. What is your opinion about the involvement of **the Friends of *** Park** in the restoration process of *** Park?

   What kind of role would you say that **the Friends of *** Park** ought to play in *** Park's regeneration process?

3. According to your point of view, what are the goals/objectives **the Friends of *** Park** wished to achieve through the participation in the restoration process? How well are these goals achieved so far?

4. Could you tell me what your own specific involvement is in this project?

5. What difficulties/problems, if any, were encountered during your participation in this restoration project?

6. What were the skills you have learned from the participation in the restoration process?

7. What were the skills you think training should be provided?

8. In terms of the long-term management of *** Park, do you think that **the Friends of *** Park** should take part? What contributions do you think that your group can make?

9. Are there anything else regarding the restoration of *** Park you would like to talk about?

Appendix C-8

Historic Urban Parks User Survey Questionnaire

Introduction

Hello, I am a research student in the University of Sheffield, Department of Landscape. I am currently conducting research focusing on local communities and how they are involved in the regeneration process of historic urban parks**. I would like to know your opinions about the historic urban parks in/near your communities.**

Could I possibly have 10 minutes of your time to ask a few questions for our research project?

About Yourself

1. Gender

❑$_1$ Male ❑$_2$ Female

2. Age

❑$_1$ < 12 ❑$_2$ 13-18 ❑$_3$ 19-25
❑$_4$ 26-35 ❑$_5$ 36-45 ❑$_6$ 46-55
❑$_7$ 56-65 ❑$_8$ 65+

3. Which ethnic group do you belong to?

❑$_1$ British, Irish, or other European ❑$_2$ Indian
❑$_3$ Caribbean ❑$_4$ African ❑$_5$ Arab
❑$_6$ Pakistani ❑$_7$ Bangladeshi ❑$_8$ Chinese
❑$_9$ Latin American ❑$_{10}$ Mixed race ❑$_{11}$ Other (please specify: .....)

4. Which postcode district do you live in? .....

5. How close to <u>Lister Park</u> do you live/work/study?

❑$_1$ < 5 minutes walk ❑$_2$ 5-15 minutes walk ❑$_3$ 16-30 minutes walk
❑$_4$ 31-60 minutes walk ❑$_5$ Outside walking range

6. Are you ...?

❑1 Employed (Please specify: Job .....;
Position held:.....)

❑2 Unemployed ❑3 Retired ❑4 A student

❑5 A housewife ❑6 Other (Please specify: .....)

About Your Visits to Lister Park

7. For the last twelve months, how often do you visit Lister Park?

❑1 Every day ❑2 Once a week ❑3 Twice a week

❑4 Once a month ❑5 Twice a month ❑6 Several times a year

❑7 Once a year ❑8 Rarely

8. How do you usually travel to Lister Park

❑1 On foot ❑2 Cycle ❑3 Bus

❑4 Minibus ❑5 Car ❑6 Other (please specify:
.....)

9. What are your three most favourite aspects of Lister Park?

❑1 Historic buildings ❑2 Plants ❑3 Wildlife

❑4 Lakes/ponds/ fountains ❑5 Sports pitches ❑6 Children's playgrounds

❑7 Statues/memorials ❑8 Other (please specify: .....)

10. What are the three activities you most usually like to do when you come to Lister Park?

❑1 For a walk/ stroll ❑2 To sit and read ❑3 Meet friends/people

❑4 Have lunch ❑5 Picnic ❑6 As a through route

❑7 Bring children to play ❑8 Jog ❑9 Take the dog for a walk

❑10 Enjoy the scenery ❑11 Play (please specify: .....)

❑12 Other (please specify: .....)

11. What are your three most favourite objects in Lister Park?

❑1 Norman Arch ❑2 Botanical Garden ❑3 Formal flower gardens

❑4 Prince of Wales Gates ❑5 Oak Lane Gates ❑6 Titus Salt statue

❑7 Samual Lister statue ❑8 Fossil tree ❑9 Remains of bandstand

❑10 Oak Lane lodge ❑11 North Park Rd lodge ❑12 Flower bedding clock

❑13 Other (please specify: .....)

About the Restoration of Lister Park

12. Do you know that there is a restoration project undertaken in Lister Park?

❑1 Yes (go to Q13) ❑2 No (go to Q14)

13. How did you know about this?

❑1 From newspaper ❑2 From notice boards ❑3 From local media
❑4 From newsletters ❑5 From public meetings ❑6 From leaflets
❑7 From local politicians ❑8 From family members/ friends/neighbours
❑9 Other (please specify: .....)

14. There were/have been some activities which aimed to involve local communities in the restoration process of Lister Park. Which of them did you participate?

❑1 None ❑2 Public meetings ❑3 Questionnaire surveys
❑4 Guided tours/events ❑5 Design workshops ❑6 Planting trees/bulbs
❑7 Cleaning up the site ❑8 Fund raising activities ❑9 Presentations
❑10 Public art activities ❑11 Others (please specify: .....)

15. Would you like to be involved in the future development of the restoration project of Lister Park?

	Yes	No	Do not know
(1) Attend public meetings	❑1	❑2	❑3
(2) Participate in questionnaire surveys or interviews	❑1	❑2	❑3
(3) Attend workshops/forums/focus groups	❑1	❑2	❑3
(4) Join the friends group of Lister Park if there was one	❑1	❑2	❑3
(5) Work in the park as a volunteer	❑1	❑2	❑3
(6) Help to organise and run events in the park	❑1	❑2	❑3
(7) Help in fund-raising	❑1	❑2	❑3
(8) Make a donation / give money	❑1	❑2	❑3
(9) Campaign for promoting your community's ideas or opinions about Lister Park	❑1	❑2	❑3
(10) Other (please specify:..... .....)	❑1	❑2	❑3

16. Here is a set of statements about involving local communities in the restoration process of historic urban parks and gardens. I would like to know if you agree or disagree with them. ***(Please tick only one box for each statement.)***

	Strongly disagree	Disagree	Neither	Agree	Strongly agree
(1) Involving local communities in the restoration process can better reflect users' needs.	❑1	❑2	❑3	❑4	❑5
(2) If I was involved in the restoration process, I would have a sense of ownership of the project.	❑1	❑2	❑3	❑4	❑5
(3) The local authority should take all the responsibility for managing and maintaining the historic urban parks.	❑1	❑2	❑3	❑4	❑5
(4) I would have come to this park more often if I was involved in its restoration process.	❑1	❑2	❑3	❑4	❑5
(5) The involvement of local communities will have no influence on the project outcomes.	❑1	❑2	❑3	❑4	❑5
(6) I would like to be involved in the restoration process of Lister Park because it is an important open space in my community.	❑1	❑2	❑3	❑4	❑5
(7) The input from local communities is essential to ensure the quality of the restoration work of the park.	❑1	❑2	❑3	❑4	❑5
(8) Local communities do not have the professional skills and/or knowledge of restoration work, so they should not be involved in the restoration process.	❑1	❑2	❑3	❑4	❑5
(9) Local communities ought to be kept informed about what changes to the site will be caused by the restoration work.	❑1	❑2	❑3	❑4	❑5
(10) I would like to participate in a community involvement exercise if the opportunity is provided.	❑1	❑2	❑3	❑4	❑5

17. It seems to be that you do not want to be involved in the regeneration process of Lister Park. Is this correct?

❑$_1$ Yes (go to Q18) ❑$_2$ No (go to Q19) ❑$_3$ Do not Know (go to Q18)

18. Please explain why you do not want to be involved.

❑$_1$ Too busy for work ❑$_2$ Too busy with home affairs

❑$_3$ Too busy for other interests ❑$_4$ Live too far

❑$_5$ Concern about age ❑$_6$ Concern about health

Some more reasons: .....

.....

.....

.....

19. Do you have any other comments to make on the RESTORATION WORK of Lister Park?

.....

.....

.....

.....

.....

THANK YOU VERY MUCH FOR YOUR TIME AND HELP IN COMPLETING THIS QUESTIONNAIRE.

Interviewer Record

1. Name of the site:				
2. Day:	❑$_1$ Mon	❑$_2$ Tue	❑$_3$ Wed	❑$_4$ Thu
	❑$_5$ Fri	❑$_6$ Sat	❑$_7$ Sun	
3. Date:				
4. Time:				
5. Weather:	❑$_1$ Sunny	❑$_2$ Dull	❑$_3$ Raining	❑$_4$ Windy
6. No. of this questionnaire:				
7. Group composition:				

Appendix C-9

Record of On-site Park User Surveys

Name of the Site	Date of Survey	No. of Respondents	No. of Refusals
Clarence Park	6 August (Friday)	20	1
	7 August (Saturday)	30	9
	17 August (Tuesday)	18	4
	Sub total	***68***	***14***
	Response rate	***83%***	
Hammond's Pond	12 August (Thursday)	40	5
	13 August (Friday)	20	3
	14 August (Saturday)	20	3
	Sub total	***80***	***11***
	Response rate	***88%***	
Lister Park	22 July (Thursday)	22	5
	23 July (Friday)	30	11
	24 July (Saturday)	28	4
	Sub total	***80***	***20***
	Response rate	***80%***	
Manor House Gardens	10 September (Friday)	25	9
	11 September (Saturday)	37	8
	Sub total	***62***	***17***
	Response rate	***78%***	
Norfolk Heritage Park	30 July (Friday)	30	6
	31 July 1999 (Saturday)	30	4
	19 August (Thursday)	17	4
	Sub total	***77***	***14***
	Response rate	***85%***	
Sheffield Botanical Gardens	31 May (Monday)	24	3
	3 June (Thursday)	10	2
	4 June (Friday)	16	1
	18 June (Friday)	31	6
	Sub total	***81***	***12***
	Response rate	***87%***	
Ward Jackson Park	16 September (Thursday)	25	2
	17 September (Friday)	38	2
	Sub total	***63***	***4***
	Response rate	***94%***	
Total		**509**	**92**
Overall Response Rate		***85%***	

Note: All surveys were undertaken in 1999.

Appendix C-10

Reasons of Refusals

Name of the site	No. of refusals	Reasons for Refusal				
		No time	*1st visit*	*Language*	*Not interested*	*Other*
Clarence Park	14	8	2	1	2	1
Hammond's Pond	11	7	2	0	2	0
Lister Park	20	9	1	4	5	1
Manor House Gardens	17	12	3	1	1	0
Norfolk Heritage Park	14	9	1	1	3	0
Sheffield Botanical Gardens	12	7	2	2	1	0
Ward Jackson Park	4	2	0	0	1	1
Total	92 (100%)	54 (59%)	11 (12%)	9 (10%)	15 (16%)	3 (3%)

Appendix C-11

The List of Variables and the Statistical Analysis Employed

Level of Measurement	Variables	Method of analysis	Type of Statistics	Statistics
Nominal	▪ Gender ▪ Ethnicity ▪ Employment status ▪ Means of travel ▪ Activities ▪ Favourite features ▪ Awareness of the restoration project ▪ Sources of information ▪ Participation in community involvement exercise ▪ Future involvement ▪ Willingness of being involved ▪ Reasons of not getting involved	Univariate	Descriptive	Frequency distribution
Ordinal	▪ Age ▪ Travelling distance ▪ Frequency of use	Univariate	Descriptive	Frequency distribution
Interval	▪ The 10 items on the attitude scale	Univariate	Descriptive	Frequency distribution, mean, standard deviation
	▪ The overall scale score	Bivariate	Inferential	Comparison of means (*t*-test, ANOVA, Kruskal-Wallis *H* test, Scheffé test)

Appendix D
Supplementary Information to Chapter Seven: Introduction to the Site and Community Context

Appendix D-1

Clarence Park (CP), St Albans

1. Introduction to the site

Laid out in the early 1890s to encompass a 16-acre municipal sports ground and a 9-acre public park and pleasure ground (St Albans City and District, 1997), Clarence Park was a gift to the people of St Albans for their enjoyment and recreation. Sir John Blundell Maple, MP for St Albans, assembled the land located between the Midland Railway and Hatfield Road which was previously for agricultural uses and funded the laying out, planting and construction of buildings. The park was designed and supervised by the City Surveyor, Mr. G. Ford, and officially opened to the public in 1894 (Ibid).

The park contains a number of major features, including a park keeper's lodge, a pavilion, three-timber kiosks, a granite drinking fountain presented by Lady Blundell Maple when the park was opened (St Albans City and District, 2000) and a sage-roof bandstand. All these except the bandstand have survived but were all in need of repair and restoration (St Albans City and District, 1997). While the original layout of the park has largely been kept without any alternation, the planting has reached maturity and thus requires a progressive replanting scheme in order to preserve the original planting character (Ibid).

Since its opening, the park has been managed and maintain by successive councils (St Albans City and District, 2000). There has been a park keeper living in the park keeper's lodge and responsible for keeping an eye on everything. This is regarded by the officer as an invaluable thing. However, the number of people looking after the park has decreased over the past three decades. As the chairperson of the Friends of Clarence Park recalled, until 30 years ago, there were 6 gardeners looking after the park. At the time when the interview was undertaken, there were only two ground maintenance staff who were based in a depot within the park in charge of the day-to-day care of the whole park, including the bowling green, the croquet lawn, the hockey pitch, the cricket pitch, the football pitch and the rest of the park and all the flower beds, the bushes and the cutting edges.

While it is shown from the site visit (Table 1) that except for the public toilets the park in general seemed to be well-maintained, the chairperson of the Friends of Clarence Park indicated that the park was derelict and there had been a lot of bad decay prior to the commencement of the restoration project.

Although not included in the English Heritage's *Register of Parks and Gardens of Special Historic Interest in England*, the park and its setting have been designated on the local list as part of St Albans's Conservation Area, therefore, its special characters can be preserved and

enhanced (St Albans City and District, 2000).

Table 1 Records of site visit to Clarence Park

Physical Features	***Architectural***	pavilion, bandstand, the park keeper's lodge, three timber kiosks
	Horticultural	flower beds at the main entrance (Clarence rd), flower beds around the park keeper's lodge, flower bedding border (along clarence rd), some big mature trees scattered in the recreational ground
	Recreational	recreational ground, children's play area, bowling greens, sports ground (cricket), hockey pitch, football ground
	Ornamental	a memorial drinking fountain (presented by lady blundell maple 1894)
	Functional	toilets, dog foul bins, park depot, and an Italian restaurant on one corner
Using Conditions	***Who use the parks***	dog walkers, elderly (alone and with companions), adults with or without small children/babies, young people (couples and same gender small groups).
	How do they use the park	take the dogs for a walk, watch children play, stroll, sit, chat, take the babies for a walk, play balls, lie on the ground (sun bath).
Condition of Maintenance	▪ Generally well-maintained, quite clean ▪ The condition of the public toilets does not look good - conveying a feeling of not being safe. ▪ Notice boards within the park look crude, information on board is not up-dated; those near to main entrances look better.	
Condition of Vandalism	No visible sign of vandalism	
Work being proceeded on site during site visit and survey	▪ Some new seats have been put into the park, also some bins for dog excrement. ▪ Bandstand has been reinstated. ▪ Children's playground has been expanded. ▪ Restoration of the Sports Pavilion is being carried out but this is not funded by the HLF.	

Date of visit: Monday, 5th July 1999

2. Community context

When the park was first developed more than a century ago, it was situated on the outskirts of the built-up area of St Albans (St Albans City and District, 2000). Nowadays, it is located in mainly a residential area on the edge of the city's central business area with some offices and small shops. The park is situated in Clarence Ward of the city and primarily used as a local park. The community profile of the ward (see Table 2) shows that:

- this area has a lower proportion of white population (92.1%) than the city's average (95.0%) and this seems to be offset by the area's higher percentage of Pakistani (2.2%) and Afro/Caribbean (2.0%);
- the unemployment rate is 6.0%, slightly higher than the city's average of 5.2%;
- around 30% of households in the ward are occupied by an adult alone;
- slightly over one fifth of households do not own a car; and
- there is a lower proportion of council tenancy in this area (7.6%), which is almost half of the city's figure (13.7%).

Table 2 Community Profile of Clarence Park

		Clarence	St Albans
All Residents		**5,572**	**126,202**
Demographic Profile			
Age Group	***0-4***	6.2%	6.1%
	5-15	14.9%	13.4%
	16-29	20.4%	19.7%
	30-pensionable age	45.1%	46.4%
	Above pensionable age	13.4%	14.4%
Ethnic Group	***White***	92.1%	95.0%
	Pakistani	2.2%	0.4%
	Bangladeshi	1.3%	1.0%
	Indian	0.9%	0.8%
	Afro/Caribbean	2.0%	1.1%
	Chinese & others	1.5%	1.8%
Employment Profile			
Aged 16 – pensionable age		**3,651**	**83,381**
Economically active		77.8%	79.1%
Employment Status	***Employees or self employed***	72.7%	74.5%
	Unemployed	6.0%	5.2%
	Government scheme	0.6%	0.6%
Household & Housing Profile			
All household		**2,158**	**48,431**
Household composition	***One adult alone***	29.2%	24.4%
	Lone parent	2.0%	2.3%
	3 or more dependents	7.2%	5.3%
Car ownership	***With no car available***	21.8%	19.2%
Property ownership	***Owner occupied***	77.5%	76.0%
	Council tenancy	7.6%	13.7%
All dwellings		**2,218**	**49,850**
Property type	***Detached house***	24.2%	26.6%
	Semi-detached house	25.5%	30.7%
	Terraced house	18.7%	23.8%

Source: 1991 Census Information

Appendix D-2

Hammond's Pond (HP), Carlisle

1. Introduction to the site

Formerly a brick/clay pit, Hammond's Pond, officially known as Upperby Park, was developed by a local nurseryman, Archie Hammond, as a 'Pleasureland' during the 1910s and early 1920s when the pit became disused (Carlisle City Council, 1996). As the consequence of clay extraction, a series of small ponds were formed and eventually turned into a large single lake with a central island following the development of the park by Hammond. The park was officially opened in 1923, with the lake, boating facilities, bridges, an open air wooden dance floor, tennis courts, a café and a mini zoo (the pets corner) (Carlisle City Council, 1999a). The local authority (the Corporation) acquired the park in 1931 and continued to develop it, including ground improvements, the introduction of a putting green in 1940 and model railway in 1949, and the erection of a permanent café building (Ibid.). Some of these original features have disappeared from the park; for instance, the dancing floor was out of use by the end of the 1920s due to damage caused by wet weather. In addition, the boating facilities were removed from the lake in the early 1990s because of the serious toxic blue/green algae problem. Others such as the lake itself, the pets corner (including the dovecote), the model railway and the café building have existed to date (see Table 3) but all were in a really run-down condition.

The park was once a popular and attractive park, attracting not only local residents and people from the rest of the City of Carlisle but also visitors from West Cumberland on specifically organised bus trips. It began to decline since the 1970s with problems such as the deterioration of the pond and footpaths and vandalism (Carlisle City Council, 1996). With the pond suffering from various sorts of pollution and in particular the toxic blue/green algae, boats were ultimately forced off the water. Following the closure of the café in the early 1990s, the park went into an even speedier spiral of decline. While the local authority considered that the park was generally well-maintained, they on the other hand recognised that the overall condition of the park was "very poor" (Carlisle City Council, 1996, p.6) and "a serious injection of funding" (Ibid.) to renovate and restore the park was indeed in great need.

Although not listed in the *Register of Parks and Gardens of Special Historic Interest in England*, the park is assigned the status of 'Primary Leisure Area' and 'Area of Landscape Significance' under the Carlisle Local Plan (Carlisle City Council, 1996) and identified in the city's Parks and Countryside Strategy as one of the city's Key District Parks which provide quality open spaces and attract visitors from other parts of Carlisle with a specific attraction, resource or potential resource (Carlisle City Council, 1997).

Table 3 Records of site visit to Hammond's Pond

Physical Features	***Architectural***	café building, Model Railway Club house, summer house (vandalised and burnt, so was removed now and only the site was left), the dovecote
	Landscape Architectural	boating lake, new gates and railings
	Horticultural	flower beds in front of the café
	Recreational	play areas, the pets corner, football pitches, model railway, BMX track, multiple-use ball practice area
	Functional	café, car park, toilets, changing rooms
Using Conditions	***Who use the parks***	dog walkers, young mums with babies, elderly people, children
	How do they use the park	walk along the lake, walk the dog, sit, feed the ducks, accompany children to use the play ground
Condition of Maintenance	▪ Difficult to tell because of the work currying on site made the park look a bit messy ▪ Footpaths were all in poor condition. ▪ The lake was empty because of the work done to clean the toxic blue/green algae and to remove the silt from the lake. ▪ As some more work will be done in the near future, some vandalised waste bins and damaged benches are not being replaced or repaired, causing negative image of the park.	
Condition of Vandalism	▪ Some concrete waste bins were broken. ▪ Serious problem with graffiti on all kinds of surface, e.g. the children's play equipment, benches and the newly installed wooden deck.	
Work being proceeded on site during site visit and survey	▪ The desilting and re-edging of the lake were completed. ▪ The children's playground was redesigned and new play equipment has been installed. ▪ New railings and gates have been put in. ▪ Café has been reopened.	

Date of visit: Tuesday, 13th July 1999

2. Community context

HP was initially developed by Hammond as "a country park with entertainment" (Carlisle City Council, 1996, p. 3). As the two nearby housing estates, Currrock and Upperby, sprouted to nearly enclose the park, it has become more of a community park located on the edge of the city, serving primarily the communities of Currock and Upperby which have become the two main wards adjoining the park. It is indicated in the postal questionnaire that there are two large council estates in the vicinity of the park. Currock in particular is a deprived area with a relatively high unemployment rate and problems of crime, drugs and other general symptoms of urban deprivation. The local authority was attempting to secure SRB funding for its regeneration at the time the questionnaire was complete. Other characteristics of the two wards are listed in Table 4 and summarised as the following points:

- both wards are dominated by a white population;
- the unemployment rate is 10.1% for Upperby and 7.9% for Currock, both are higher than the city's average (7.0%);
- both Upperby and Currock have a relatively high proportion of lone parent households,

5.9% for the former and 4.8% for the latter;

- car ownership is relatively low in both wards with more than 50% of households in Upperby and around 45% of households in Currock having no car; and
- over 50% of households in Upperby and nearly one third in Currock being council tenancy.

Table 4 Community profile of Hammond's Pond

		Currock	Upperby	Carlisle
All Residents		**5,755**	**5,741**	**100,562**
Demographic Profile				
Age Group	***0-4***	7.9%	6.4%	6.1%
	5-15	12.4%	15.2%	13.1%
	16-29	23.4%	18.1%	19.6%
	30-pensionable age	40.7%	41.4%	44.0%
	Above pensionable age	15.7%	18.8%	17.2%
Ethnic Group	***White***	99.7%	99.7%	99.4%
	Pakistani	**	0.1%	**
	Bangladeshi	**	**	0.1%
	Indian	**	**	0.1%
	Afro/Caribbean	**	0.1%	0.1%
	Chinese & others	0.2%	0.2%	0.3%
Employment Profile				
Aged 16 – pensionable age		**3,686**	**3,417**	**63,961**
Economically active		81.3%	74.8%	79.2%
Employment Status	***Employees or self employed***	73.0%	66.1%	72.6%
	Unemployed	7.9%	10.1%	7.0%
	Government scheme	2.3%	1.6%	1.3%
Household & Housing Profile				
All household		**2,406**	**2,319**	**40,883**
Household composition	***One adult alone***	28.1%	28.8%	27.3%
	Lone parent	4.8%	5.9%	3.5%
	3 or more dependents	3.9%	5.3%	4.3%
Car Ownership	***With no car available***	44.6%	52.0%	34.2%
Property Ownership	***Owner occupied***	66.1%	42.4%	67.2%
	Council tenancy	27.9%	51.5%	22.2%
All dwellings		**2,502**	**2,439**	**42,649**
Property type	***Detached house***	2.1%	3.7%	20.2%
	Semi-detached house	34.1%	56.7%	34.4%
	Terraced house	56.2%	24.1%	34.7%

Source: 1991 Census Information

** less than 0.05

Appendix D-3
Lister Park (LP), Bradford

1. Introduction to the site

Lister Park, Bradford's premier and most well known park, was formerly the home for the Lister family and known as the Manningham estate (City of Bradford Metropolitan District Council, 1996). It was sold to the Bradford Corporation in 1870 (Ibid. English Heritage, 1984b) by Samuel Cuncliff Lister for 'general public pleasure' (City of Bradford Metropolitan District Council, 1998). With no major redesign of the landscape, the park was gradually developed as an expansion of the Manningham estate.

Almost all the historic features which are still existing today (Table 5) were added into the park after 1870, with the first one being the statue in honour of Samuel C. Lister, erected in 1875 by public subscription (City of Bradford Metropolitan District Council, 1996). During 1833, a Norman arch was erected to commemorate a Royal visit by the Prince and Princess of Wales. In 1896, the statute of Sir Titus Salt, founder of the model village of Saltaire and its mill, was re-erected in the park. The most dominant buildings within the park, the Cartwright Hall (now an art gallery and museum), was constructed between 1902 and 1904, with a substantial donation of £47,500 from Samuel C. Lister towards its cost. These four features are all Grade II listed buildings (Ibid.).

Several horticultural features were introduced in the early 1900s, including a botanical garden and the formal flower gardens in front of the Cartwright Hall. The Victorian style bedding-out is described by Lemmon (1978) as "probably one of the finest examples in England" (p. 179) of its kind. A bandstand was constructed in 1908 and an open air swimming pool developed in 1915. The former had had its roof removed a long time ago, leaving only the stone base remaining; the latter was closed in 1981 and later demolished. There was once a 'garden for the blind' built in 1952 after the Second World War which was finally removed in 1998 because it was located on a sloping bank leading down to the lake and created access problems for people with limited mobility (City of Bradford Metropolitan District Council, 1996).

The lake, the most significant water feature within the park situated on the northeast corner, was estimated to be constructed shortly after the park was acquired by the Corporation in 1870 and a wooden-structured boathouse was installed to facilitate boating on the lake. The boathouse was removed possibly in the lately 1970s or early 1980s (City of Bradford Metropolitan District Council, 2001) and the lake itself deteriorated considerably over the decades with problems such as large amount of leaf detritus, insufficient aeration of the water and the boundary walls and copings becoming displaced (City of Bradford Metropolitan District Council, 1996).

The park is Grade II listed on the *Register of Parks and Gardens of Special Historic Interest in England* and included in the North Park Road Conservation Area (City of Bradford Metropolitan District Council, 1998). For years, the park had been the venue for the Bradford Festival Mela, the city's famous annual multicultural event attracting around 100,000 visitors. However, for lack of capital investment, many of the original features and the general landscape of the park have gradually declined (City of Bradford Metropolitan District Council, 1996).

Table 5 Records of site visit to Lister Park

Physical Features	***Architectural***	Cartwright Hall, Oak Lane Lodge, North Park Road Lodge, Norman Arch, bowling green pavilion and club house, boathouse (under construction), the base of the bandstand
	Landscape Architectural	Oak Lane Gates, Prince of Wales Gates, lake, waterfalls
	Horticultural	Victorian style bedding out (in front of Cartwright Hall), floral clock, botanical garden, avenues with lined-up mature trees
	Recreational	bowling greens, tennis courts, children's play area, skateboarding ground
	Ornamental	statue of Samual Lister, statue of Sir Titus Salt, two small bronze statues near Cartwright Hall, fossil tree
	Functional	toilets (under construction), weather station
Using Conditions	***Who use the parks***	young people, elderly, adults,
	How do they use the park	sitting, strolling, walking the dog, playing bowls
Condition of Maintenance	▪ Generally well maintained. ▪ Due to the current construction work on site (the re-edging of the lake, construction of boat house and toilets, improvement of part of the borders of the park, etc.) and the broad-up and removal of gates for repairing, some parts of the park look a bit messy at the moment.	
Condition of Vandalism	▪ No visible signs of vandalism.	
Work being proceeded on site during site visit and survey	▪ Restoration of two lodges was complete. ▪ Oak Lane Gates are boarded up and being restored off site. ▪ Prince of Wales Gate are being restored on site. ▪ New toilets and boathouse are under construction. ▪ New railings along the lake and the weather station have been put in. ▪ Lake was drained with new edging work being carried out and stone walls along part of the lake is being restored.	

Date of visit: Monday, 12th July 1999

2. Community context

Located in a densely populated part of Bradford, LP is surrounded by residential dwellings to its north and southwest and a school to its northeast. The area where the park is situated, known as Manningham, is described by the council in one of its web pages introducing the park and Cartwright Hall as "an inner city area of social stress, high levels of unemployment, low car ownership, and an increasing population with a large proportion of young people" (City of Bradford Metropolitan District Council, 1998)

An analysis of the social context of the area within a 1.5km radius of the park was carried out in one of the bidding documents submitting to the HLF. This analysis suggests that there is a relatively even proportion of UK/European and Asian residents; however, over 75% of the elderly population are white while more than 75% of the population aged between 5 – 15 are of Asian origin (City of Bradford Metropolitan District Council, 1996). This analysis also reveals that unemployment rate of the area was 32.8% in 1991, which was almost triple the district wide average (12.7%). Youth unemployment is notably serious in this area with the 1991 census showing a figure of 44.3%. In addition, this analysis indicates that just over 40% of households in this area have a car (Ibid.).

In terms of electoral ward, the park is situated in Heaton Ward. Nevertheless, because the park is right in the bottom corner of this ward, there are actually another 4 wards directly adjacent to the park. It is therefore difficult to identify from which ward the majority of visitors originate. Besides, as the park is one of the city's major parks, it serves not only the communities who live around it but also the whole district. As the officer in charge of the LP restoration project indicates, the remaining parts of Heaton Ward are more affluent and thus would inevitably distort any demographic profile produced. The community profile of Heaton Ward as shown in Table 6 proves that it is notably different from the information revealed in the bid document.

Table 6 Community profile of Lister Park

		Heaton	Bradford
All Residents		**16,858**	**457,344**
Demographic Profile			
Age Group	***0-4***	8.2%	7.7%
	5-15	17.5%	16.0%
	16-29	20.3%	20.5%
	30-pensionable age	36.3%	38.3%
	Above pensionable age	17.8%	17.5%
Ethnic Group	***White***	71.4%	84.4%
	Pakistani	21.7%	9.9%
	Bangladeshi	0.1%	0.8%
	Indian	4.0%	2.6%
	Afro/Caribbean	1.3%	1.2%
	Chinese & others	1.5%	1.2%
Employment Profile			
Aged 16 – pensionable age		**9,537**	**270,027**
Economically active		72.8%	76.7%
Employment Status	***Employees or self employed***	85.4%	87.3%
	Unemployed	13.0%	11.1%
	Government scheme	1.6%	1.5%
Household & Housing Profile1			
All household		**5,786**	**174,087**
Household composition	***One adult alone***	28.6%	27.3%
	Lone parent	3.9%	4.6%
	3 or more dependents	11.0%	7.8%
Car ownership	***With no car available***	36.8%	40.9%
Property ownership	***Owner occupied***	73.2%	71.1%
	Council tenancy	8.1%	16.6%
All dwellings		**5,963**	**182,901**
Property type	***Detached house***	12.8%	10.3%
	Semi-detached house	43.5%	35.1%
	Terraced house	27.4%	39.1%

Source: 1991 Census Information

Appendix D-4

Manor House Gardens (MHG), London Borough of Lewisham

1. Introduction to the site

Owned by the Lucas family since 1771 and passed into the ownership of the Baring family in 1796, Manor House Gardens was part of the private garden for the Manor House, an English Heritage Grade II* listed historic building, built between 1771 and 1772 for Thomas Lucas (English Heritage, 1997; Land Use Consultants, 1996). An ice house was constructed in 1773 beneath a mound on the west side of the gardens with ice provided by the excavation of a lake at the southern end of the site. In 1901, the house and its grounds were sold to the London County Council (LCC) and the grounds to the Metropolitan Borough of Lewisham respectively by Sir Francis Thornhill Baring. The ownership of the grounds was later taken over by the LCC which had become responsible for the administration and development of parks in London. At that time, the grounds were already laid out as a park with an ornamental lake and it was then decided that anything which would substantially alter the aspect of the park should be avoided (Land Use Consultants, 1996). Minor modifications including the widening of footpaths, the creation of a new path around the edge of the lake and the provision of fencing were undertaken under the supervision of Lt. Col. J.J. Sexby, the chief officer of the parks department, to transfer the grounds into a public park. The Manor House Gardens was officially opened to the public in 1902 and the house became a local public library (English Heritage, 1997; Land Use Consultants, 1996).

The park was then passed to the Great London Council (GLC) in 1965 and handed over to the London Borough of Lewisham in 1986 following the disbandment of the GLC (Land Use Consultants, 1996). While additional trees, tennis courts, other recreational facilities and a raised herb garden were introduced into the park under the ownership of the London Borough of Lewisham, its basic layout from the late 18 century and 19 century has largely been retained to date. At the time of the site visit (Table 7), the restoration work had already started on site, with most of the park closed except the central main lawn which was divided into a Dog Exercise Area and Dog Free Area and the path connecting the entrance on Brightfield Road and one of the entrances on Manor Lane, which was primarily used as a through route to the rail station. It was therefore difficult to observe the condition of the park and what historic features have remained. It is indicated in the Manor House Gardens Landscape Strategy (Land Use Consultants, 1996) that there is a 'refreshment building' (referred to as 'the shelter' in the restoration plan) on the east side of the Manor House. The shelter had undergone several alterations and been adopted for various usages. Prior to the restoration project, it was rented out as an artist's studio space and acted as a toilet block. This building in particular was a target of anti-social behaviours. As one of the members of the Manor House Gardens User Group

(MHGUG) has indicated, through the lack of investment, the park had declined considerably by 1994 when the user group was set up (see Section 7.4.3).

Together with the Manor House and a section of the River Quaggy, the park formed part of the Lee Manor Conservation Area which was designated in 1976 and was included on the Register of Parks and Gardens of Special Historic Interest as Grade II listed (English Heritage, 1997) in 1984. In the London Borough of Lewisham's Unitary Development Plan (1993), the park was designated as one of the borough's Local Open Spaces which are areas seeking to meet local needs of outdoor sports, recreation, education and nature conservation and serving as natural boundaries defining and separating areas and local communities (Land Use Consultants, 1996).

Table 7 Records of site visit to Manor House Gardens

Physical Features	***Architectural***	Manor House Library, Ice House
	Landscape Architectural	lake, River Quaggy
	Recreational	main lawn
Using Conditions	***Who use the parks***	elderly, parents with young children, adults
	How do they use the park	walking through, sitting and reading, walking the dog
Condition of Maintenance	▪ Difficult to tell because most areas of the park were closed for the restoration work.	
Condition of Vandalism		
Work being proceeded on site during site visit and survey	▪ Tree work was complete. ▪ Lake has been drained. ▪ Re-edging of the lake is being carried out. ▪ Sites for new café, children's play area have been cleaned up.	

Date of visit: Thursday, 2 September 1999

2. Community context

As shown in an Ordnance Survey map of 1914, the area where MHG is situated was already fully built up at that time as housing development in that part of Lewisham had taken place since the 1830s (Lee Manor Society, 1997). Today, the gardens are surrounded by terraced housing, many of which have their back gardens backing onto the gardens. Located in Manor Lee Ward, the gardens are mainly used as a community park. The community profile of the ward is presented in Table 8 and the characteristics are summed up as below:

- around one fifth of the population are of ethnic minority, primarily Afro/Caribbean;
- the unemployment rate is 11.0%, slightly lower than the borough's average;
- almost one third of the households are occupied by one adult only;
- over 40% of households do not have a car; and
- the ward has a higher proportion of owner-occupied households (60.5%) than the borough

(47.8%).

Table 8 Community profile of Manor House Gardens

		Manor Lee	Lewisham
All Residents		**7,415**	**230983**
Demographic Profile			
Age Group	***0-4***	6.8%	7.5%
	5-15	11.5%	12.5%
	16-29	26.8%	25.0%
	30-pensionable age	43.2%	40.6%
	Above pensionable age	11.7%	14.4%
Ethnic Group	***White***	80.7%	78.0%
	Pakistani	0.3%	0.3%
	Bangladeshi	0.7%	0.3%
	Indian	1.7%	1.2%
	Afro/Caribbean	13.0%	16.2%
	Chinese & others	3.7%	3.9%
Employment Profile			
Aged 16 – pensionable age		**5,189**	**151,595**
Economically active		79.8%	77.5%
Employment Status	***Employees or self employed***	70%	65.4%
	Unemployed	11.0%	14.4%
	Government scheme	1.2%	1.2%
Household & Housing Profile1			
All household		**3,139**	**99,198**
Household composition	***One adult alone***	30.3%	33.0%
	Lone parent	5.1%	7.0%
	3 or more dependents	4.3%	5.0%
Car ownership	***With no car available***	41.3%	47.1%
Property ownership	***Owner occupied***	60.5%	47.8%
	Council tenancy	16.6%	33.3%
All dwellings		**3,228**	**103,243**
Property type	***Detached house***	1.9%	1.9%
	Semi-detached house	7.0%	8.7%
	Terraced house	50.7%	36.7%

Source: 1991 Census Information

Appendix D-5

Norfolk Heritage Park (NHP), Sheffield

1. Introduction to the site

Norfolk Park, once part of the extensive Sheffield Park, the deer park of Sheffield Manor (Sheffield City Council, 1996a), was one of the earliest public parks to be developed in the United Kingdom (Holtkott, 1997). It was laid out as a parkland landscape in 1841 commenced by the 12th Duke of Norfolk out of mainly philanthropy but pecuniary consideration as well (Sheffield City Council, 1996b). The park was not opened to the general public until 1848 by the 13th Duke of Norfolk, with the layout supervised by the Duke's woodland manager, Archibald Wilson. In 1909 it was presented as a gift to the City of Sheffield by the 15th Duke of Norfolk (Ibid). The name of the park was officially changed to Norfolk Heritage Park (NHP) at the time when the HLF bid was developed in order to distinguish it from the surrounding estates.

The original design of Norfolk Park was relatively simple in comparison with many other parks created at that time. The layout reflected the typical 18-century pastoral style of landscape design with two formal tree-lined avenues in French style and a circular carriage drive emerging from the avenues through the perimeter woodland and enclosing an open central grassland planted up with occasional tree clumps (Sheffield City Council, 1996a). One of the avenues was planted with Turkey Oaks and the other with Lime trees. The former is regarded as one of the longest Turkey Oak avenues in Europe (Ibid.). Rising steeply to the south, the topography of the park enables excellent views of the city to the north and northwest. This basic layout has in fact changed very little since the inception of the park and the landscape generated from such a design is described by Barber (1993) as 'very robust'.

In terms of the historic features the park contains (Table 9), the most significant are the two park lodges together with the stone screen walls and gateways erected at the two main entrances on Norfolk Park Road and Granville Road. Both lodges and the screen wall and gates at Norfolk Park Road entrance were built in 1841; the Granville Road entrance gates and screen wall were constructed later in 1876. An ornamental iron lamp originally located at the bottom of Granville Road was re-erected outside the Granville Road entrance in 1904. These five features have been classified as Grade II listed buildings/structures by English Heritage (Sheffield City Council, 1996a & 1996b). A tea pavilion was built in 1910 at the southern end of the park in commemoration of the gift of the park to the citizen of Sheffield and it was opened in 1912. Unfortunately, the tea pavilion was burnt out in 1995 and subsequently demolished and only the stone entrance arch remains. Other municipal additions to the park introduced at later dates include bowling greens, tennis courts, small buildings associated with

the sports facilities, formal gardens around the tea pavilion and a children's playground (Sheffield City Council, 1996b). The tennis courts had became disused as the artificial turf surface deteriorating through lack of maintenance (Barber, 1993). Although there are records showing that the park once contained features such as a fountain, bandstand and drinking fountains (Ibid.), these features have been lost over the years and were not observed during the site visit (Table 9).

NHP was included on the English Heritage's *Register of Parks and Gardens of Special Historic in England* in 1994 and the area outside the immediate vicinity of the northern corner of the park was assigned as a conservation area (Norfolk Park Conservation Area). Similar to many other public urban parks in the country, the park has declined considerably in the last few decades. As Holtkott (1997) has observed, the park no longer meets the needs of the local communities and has become under-used and run down because of poor visitor facilities and changing social circumstances.

Table 9 Records of site visit to Norfolk Heritage Park, Sheffield

Physical Features	***Architectural***	Granville Road Lodge, Norfolk Park Road Lodge, stone screen walls, gates, the entrance arch of former Tea Pavilion, bowling green kiosk (disused), Jervis Lum footbridge
	Landscape Architectural	two tree-lined avenues
	Horticultural	formal flower gardens adjacent to the former Tea Pavilion
	Recreational	large open grass areas, basketball court, bowling greens, tennis courts (disused), children's playground
	Ornamental	a totem pole (Children Festival), several small sculptures in Jervis Lum
	Functional	toilets (disused)
Using Conditions	***Who use the parks***	dog walkers (middle-aged adults, teenagers, elder people), parents with very small children, groups of young people (around 4 to 6 persons)
	How do they use the park	strolling, playing football, walking the dog, about a dozen of people in the playground and adults are watching their children playing
Condition of Maintenance	• The park seems to have minimum maintenance with some broken benches alongside the circular carriage way and out-of-date information on notice boards. • All park furniture and sports and recreational facilities look old and lack of maintenance.	
Condition of Vandalism	• Severe problem of graffiti.	
Work being proceeded on site during site visit and survey	• Restoration of the two park lodges have been completed.	

Date of visit: Saturday, 15th May 1999

2. Community context

Situated approximately one and a half miles to the southeast of Sheffield city centre (Sheffield

City Council, 1996b), NHP is primarily surrounded by housing, most dramatically being the municipal housing flats (Park Hill and Hyde Park) built during the 1960s to the north of the park and the 15 twin tower blocks of Norfolk Park Estate rising to the south. These twin towers were demolished in the summer of 1999 due to the regeneration of the estates. At the northeast corner of the park is a student housing area developed in the early 1990s and there is also a number of schools, including a college, in the vicinity of the park.

The park is located in Park Ward of Sheffield and the ward's community profile (see Table 10) is summarised as below:

- the local population is dominantly white and the major ethnic minority group being the Afro/Caribbean;
- almost a quarter of the residents between aged 16 and pensionable age are unemployed, a figure which almost double the city's average of 12.5%;
- a relatively high level of single parent households (8.2%);
- around 70% of households do not own a car, about 25% higher than the city's average; and
- nearly 3 quarters of households are council tenants which is more than two times the figure of the city's average (33.5%).

In fact, the unemployment rate is even higher in Norfolk Park estate area, indicated in one of the bidding documents as 47% (Sheffield City Council, 1996b). While it is suggested in the same document that the area is an area of poverty, the chairperson of the friends groups indicated that there are also some quite middle-class people who live in this area, mainly those houses adjacent to the east edge of the park. Thus, the park is located in a very mixed area where, in the friends group chairperson's view, "it is very difficult to actually keep sustaining community involvement all the time".

As the Project Development Officer has observed, the community around the park is fairly changing with lots of people moving in to social housings for a short period of time and moving out again, without staying in this area for long. It is thus unlikely that people would have a very strong sense of ownership of this local environment. Besides, not only do people tend to lack the motivation for joining park-related community groups, as parks are often at the bottom of their priorities, but they also do not have enough confidence to become involved with the regeneration of their area.

Table 10 Community Profile of Norfolk Heritage Park

		Park	Sheffield
All Residents		**15,677**	**501,202**
Demographic Profile			
Age Group	***0-4***	8.0%	6.3%
	5-15	10.3%	12.1%
	16-29	23.1%	21.2%
	30-pensionable age	38.6%	42.1%
	Above pensionable age	20.0%	18.3%
Ethnic Group	***White***	97.1%	95.0%
	Pakistani	0.2%	1.8%
	Bangladeshi	**	0.2%
	Indian	0.1%	0.3%
	Afro/Caribbean	1.6%	1.6%
	Chinese & others	1.0%	1.2%
Employment Profile			
Aged 16 – pensionable age		**9,664**	**317,487**
Economically active		69.7%	75.3%
Employment Status	***Employees or self employed***	50.4%	64.4%
	Unemployed	24.5%	12.4%
	Government scheme	3.3%	2.0%
Household & Housing Profile1			
All household		**7,263**	**210,973**
Household composition	***One adult alone***	36.1%	30.1%
	Lone parent	8.2%	3.8%
	3 or more dependents	3.4%	4.1%
Car ownership	***With no car available***	69.4%	44.9%
Property ownership	***Owner occupied***	20.2%	56.8%
	Council tenancy	73.8%	33.5%
All dwellings		**7,828**	**220,790**
Property type	***Detached house***	0.6%	11.4%
	Semi-detached house	16.3%	35.5%
	Terraced house	42.7%	32.2%

Source: 1991 Census Information

** less than 0.05%

Appendix D-6

Sheffield Botanical Gardens (SBG), Sheffield

1. Introduction to the site

Formed in 1833 to promote both healthy recreation and self education through the development of a botanical garden, the Sheffield Botanical and Horticultural Society raised £7,500 through shares by 1834 to buy an 18-acre south-facing piece of farmland and appointed Robert Marnock – at the time the head gardener of Bretton Hall – as the first curator to lay out the grounds (Carder, 1986; Needham and Kohler, 1998). The gardens, initially known as the Sheffield Botanical and Horticultural Gardens, were officially opened with admission fees on four grand opening days in the summer of 1836. Admission to the gardens was then limited to shareholders and annual subscribers except on four Gala days each year when the general public were able to visit the gardens. In 1898, the Sheffield Town Trust acquired the ownership of the gardens and free admission for all was initiated from then onwards. The management of the gardens was taken over by the Corporation of Sheffield in 1951 on a 99-year lease, who succeedingly expanded the plant collections and developed the gardens as a centre for horticultural education (Needham and Kohler, 1998).

Laid out by Marnock in the then highly fashionable Gardenesque style of landscape design, the gardens retain many of the typical characteristics of Gardenseque landscaping such as winding paths, scattered plantings and mounded tree plantings. Most of the original buildings of the gardens have survived (Table 11) with the most significant ones being the three glass pavilions, locally known and referred to as the 'Paxton Pavilions', which were originally joined together by glass walkways with ridge and furrow roofs. The pavilions were listed as Grade II in 1952 and upgraded to Grade II* in 1995. Other Grade II listed buildings which were contemporaneous with the opening in 1836 include the Clarkehouse Road entrance gatehouse, the Curator's House and the South Lodge. These buildings had been in disrepair mainly due to the lack of capital resources. The gardens were included in the English Heritage's *Register of Parks and Gardens of Special Historic Interest in England* in 1984, classified as Grade II (English Heritage, 1984a).

The gardens also contain many horticultural and botanical living collections. As indicated in one of the bidding documents submitted to the HLF, the valuable and diverse plant collections of the gardens have declined significantly because of lack of resources, maintenance and strategic focus (Sheffield City Council, 1996c). Although historic records suggested that there were once a fountain and a bandstand in the gardens, the two features have been lost. The Crimean War Memorial (also Grade II listed) was not an original feature to the gardens. It was moved to the gardens and placed at the location where the fountain used to be in 1961

(Sheffield City Council, 1996c; Needham and Kohler, 1998). Other key landscape futures include the Pan statue, the Fossil Tree and the Bear Pit (Grade II listed) which have also deteriorated considerably over the years.

Table 11 Records of site visit to Sheffield Botanical Gardens

Physical Features	***Architectural***	Paxton Pavilions, Clarkehouse Road entrance gatehouse, the Curator's House, South Lodge
	Landscape Architectural	entrance gates, railings, a turnstile, a small pond (Rock Garden), the central Broadwalk, the Bear Pit
	Horticultural	main lawns, herbaceous borders, Rose Garden, Victorian style flower beddings, Marnock Garden
	Ornamental	Crimean War Memorial, Pan statue
	Functional	toilets (closed to the public), a public toilet block , a classroom, greenhouses
Using Conditions	***Who use the parks***	elderly people, young people, adults, children.
	How do they use the park	strolling, sitting, sun-bathing, reading, picnicking, taking photos, feeding squirrels and pigeons, chatting, appreciating the plants, taking the dog(s) for a walk
Condition of Maintenance	• Plantings are basically well-maintained. • The round bench enclosed the War Memorial is rotten in several parts.	
Condition of Vandalism	• Apart from some graffiti on the walls near the main entrance, no apparent vandalism has been observed. • The Pavilions are partially boarded up due to vandalism.	
Work being proceeded on site during site visit and survey	• No work has yet implemented in the gardens.	

Date of visit: Sunday, 9th May 1999

2. Community context

Lying on the southwest edge of Sheffield city centre, SBG is located in a mainly residential area, with a local primary school adjacent to the northeast corner and a small commercial area to the south of the gardens. In the vicinity of the gardens, there are also a few other educational establishments and some of the University of Sheffield's student housing areas.

It is argued in one of the bidding documents that SBG is "more than an ordinary park" (p. 32) and attracts regular visitors from all over the city and nearby towns and villages (Sheffield City Council, 1997c). The park users survey carried out in 1996 for preparing the bid suggests that only 23% of the users live within a 5-minute walk of the gardens, a figure much lower than that reported in *Park Life* research which indicated that 68% of users live within a 5-minute walking distance of the park they most frequently visit. As 68% of the gardens' users are identified as living within a 30-minute walk of the gardens, the one mile radius of the gardens, including the areas of Broomhill and Hunters Bar, has been regarded as the main catchment area of the gardens. A number of characteristics of this catchment area were identified in the

1996 park users survey based on analyses of the 1991 census data:

- there is a significantly higher proportion of people aged between 55 and 74 than the city average;
- around 90% of local residents are white, which is less than the city average; meaning that there is a higher percentage of ethnic minority residents in this area;
- the unemployment rate is similar to the city average (12.4%) for both men and women;
- there are less single parent households than the city average; and
- 20% of all households have children which is 7% less than the city average; and
- 30% of all households have pensioners, which is 6% less than city average (Sheffield City Council, 1997).

As the gardens are situated at the southern perimeter of Broomhill Ward, they also serve the adjoining Nether Edge Ward. The community profiles of both wards are shown in Table 12. Since most of the information is quite similar to that discussed above, only two additions are noted here:

- in excess of one third on households in the two wards do not have a car, this is lower the city average (44.9%); and
- there is a very low level of council tenancy in the two wards (1.7% for Broomhill and 1.2% for Nether Edge, in comparison with the city average of 33.5%).

Table 12 Community profile of Sheffield Botanical Gardens

		Broomhill	Nether Edge	Sheffield
All Residents		**12,597**	**15,163**	**501,202**
Demographic Profile				
Age Group	***0-4***	4.4%	5.8%	6.3%
	5-15	10.0%	11.7%	12.1%
	16-29	27.7%	25.7%	21.2%
	30-pensionable age	40.3%	41.0%	42.1%
	Above pensionable age	17.7%	15.8%	18.3%
Ethnic Group	***White***	93.5%	87.1%	95.0%
	Pakistani	0.5%	7.7%	1.8%
	Bangladeshi	0.2%	0.2%	0.2%
	Indian	1.1%	0.8%	0.3%
	Afro/Caribbean	1.1%	2.3%	1.6%
	Chinese & others	3.7%	1.0%	1.2%
Employment Profile				
Aged 16 – pensionable age		**8,563**	**10,113**	**317,487**
Economically active		71.7%	75.8%	75.3%
Employment Status	***Employees or self employed***	65.1%	66.1%	64.4%
	Unemployed	8.0%	11.2%	12.4%
	Government scheme	1.2%	1.6%	2.0%
Household & Housing Profile				
All household		**5,615**	**6,453**	**210,973**
Household composition	***One adult alone***	42.7%	35.7%	30.1%
	Lone parent	1.7%	2.1%	3.8%
	3 or more dependents	3.4%	4.9%	4.1%
Car ownership	***With no car available***	34.6%	35.5%	44.9%
Property ownership	***Owner occupied***	65.0%	74.7%	56.8%
	Council tenancy	1.7%	1.2%	33.5%
All dwellings		**5,985**	**6,761**	**220,790**
Property type	***Detached house***	14.8%	12.5%	11.4%
	Semi-detached house	17.0%	25.7%	35.5%
	Terraced house	26.6%	42.2%	32.2%

Source: 1991 Census Information

Appendix D-7

Ward Jackson Park (WJP), Hartlepool

1. Introduction to the site

Unlike many early public parks that were donated by benefactors and philanthropists, Ward Jackson Park was created out of public money collected originally to purchase an annuity for Ralph Ward Jackson, one of Hartlepool's greatest entrepreneurs who encountered considerable financial troubles in his later years and required assistance (Hartlepool Borough Council, 1996). As he died before the collection was complete, the money raised, in excess of £700, was thus used to assist in acquiring ground for the development of a public park to commemorate Ralph Ward Jackson and to provide recreation for local people. The proposal to construct the park was agreed by the then Town Improvement Commissioners in the early 1880s and the park was officially opened to the public in 1883 (ibid.).

WJP was laid out in the traditional Victorian landscaping style by Matthew Scott whose design came second in the competition held for a layout of the park (Hartlepool Borough Council, 1996). However, apart from the park keeper's lodge (a Garden II listed building now) that was design by Henry Suggitt, the park manager at that time, and constructed contemporaneous with the opening of the park, other major features of the park (see Table 13) were gradually erected in later years. The ornamental gates for the large entrance on Elwick Road, for example, were not installed until 1890. The tennis courts and bowling green were complete in the same year and the construction of a refreshment pavilion finished in the spring of 1891. Two of the most significant features of the park, the bandstand and the ornamental fountain, were presented by Sir William Gray and Alderman Dickinson respectively to commemorate Queen Victoria's Jubilee in the early 1900s. Both are now Grade II listed historic structures. In 1921, a clock tower (also Grade II listed) which marked another main entrance of the park on Park Avenue was presented by Ald. J. Brown to commemorate his 40 years of public service.

While much of the character of the park's original layout has been retained, it is noted in the bidding document submitted to the HLF that the fabric and features of the park have gradually declined mainly due to reductions in funding for maintaining the park caused by budgetary constraints. Consequently, a number of features and facilities including tennis courts, a pets corner, cafeteria and putting green have been lost, while others such as the bandstand and ornamental fountain are in need of substantial refurbishment. In addition, the two main entrances have deteriorated over the years with gates and railings being replaced by standard vertical bar railings (Hartlepool Borough Council, 1996).

The park is currently managed by the Parks and Countryside Section of Education and Community Services Department in Hartlepool Borough Council. The flowerbeds, shrubbery

and grassed areas of the park seem to be well-maintained as observed during the site visit (Table 13). A tree survey undertaken by the local authority in 1980 also suggested that the mature tree stock of the gardens was generally in good to excellent condition. However, it was indicated in the bidding document that a lot of the plantings established after 1980 are in a poor condition as a result of poor maintenance or vandalism, and much of the existing shrub planting has become mature or over mature (Hartlepool Borough Council, 1996).

The area where WJP is situated was designated as a conservation area (West Park Conservation Area) in 1978 for the surrounding buildings are to contribute to the quality of the urban landscape and providing fitting approaches to the park's main entrances. Moreover, it was identified in the local authority's environmental strategy, prepared in 1996 for the development of the council's green policies to the year 2000, that the park could provide a major environmental asset for the town and should be restored to its Victorian splendour. The park's national historic significance was also recognised in 1996 by being included in the *Register of Parks and Gardens of Special Historic Interest in England*, classified as Grade II.

Table 13 Records of site visit to Ward Jackson Park

Physical Features	***Architectural***	park keeper's lodge (on Elwick Road), clock tower, bandstand, boathouse, bowls store
	Landscape Architectural	Park Avenue entrance gates, lake, island, wooden deck along part of the lake, fountain, terrace walk, woodland walk, feature walling
	Horticultural	bedding out area, Rose garden, memorial grove
	Recreational	bowling green, children's play area, open grass area
	Ornamental	park bell, South Africa War Memorial
	Functional	toilets
Using Conditions	***Who use the parks***	parents and grandparents with young children, elderly people, young people, some middle age people
	How do they use the park	sitting, strolling, watching children play, walking the dog, young children cycling, catching fish by nets, in-line roller skating
Condition of Maintenance	▪ Generally in good condition – clean, grass was just cut, flower beds with well-grown annual plants.	
Condition of Vandalism	▪ Some graffiti on the newly installed wooden posts along the lake and benches.	
Work being proceeded on site during site visit and survey	▪ Restoration of lake and fountain were completed. ▪ New seats have been put in. ▪ A new gate in the main entrance has been put in. Work for other gates are being carried out. ▪ A new featuring wall was built near the tower clock. ▪ Part of the restoration of the bandstand is being carried out in other place.	

Date of visit: Tuesday, 31st August 1999

2. Community context

Situated to the west of Hartlepool town centre, WJP is located in a residential area developed in the Victorian time. Instead of serving only the local area, Ward Jackson is much more a

town park. The wide catchment of the park is demonstrated in the park users survey undertaken in 1996 for the preparation of the HLF bid in which it is suggested that Ward Jackson Park is visited by people from throughout Hartlepool with around 30% of people interviewed in the survey living within 1 kilometres of the park and in excess of 40% living within between 1-2 kilometre distance of the park (Hartlepool Borough Council, 1996).

In terms of electoral wards, the park is located in Park Ward. Nevertheless, the Development Officer indicates that the ward is a very mixed area. The immediate communities surrounding the park are in general more affluent than the rest of the ward while the south part of the ward is less affluent. Therefore, the community profile (see Table 14) produced based on the 1991 census data of the ward should be treated with caution. The characteristics of the ward is summed up as the following points:

- the local population is dominantly white (98.5) and the major ethnic minority is Indian (1%);
- the unemployment rate is 13.5%, slightly lower than the city average of 15.2%;
- around 46% of all households in the ward do not own a car, about 2% less than the city average (48%); and
- there is a higher proportion of households of council tenancy (37.6%) than the city average (26.0%).

Table 14 Community Profile of Ward Jackson Park

		Park	Hartlepool
All Residents		**5,740**	**90,409**
Demographic Profile			
Age Group	***0-4***	5.5%	7.1%
	5-15	12.6%	14.7%
	16-29	16.9%	20.2%
	30-pensionable age	46.2%	43.3%
	Above pensionable age	18.8%	14.7%
Ethnic Group	***White***	98.3%	99.3%
	Pakistani	0.3%	0.1%
	Bangladeshi	0.2%	0.1%
	Indian	1.0%	0.2%
	Afro/Caribbean	0.1%	0.1%
	Chinese & others	0.2%	0.3%
Employment Profile			
Aged 16 – pensionable age		**3,621**	**57,400**
Economically active		66.8%	70.7%
Employment Status	***Employees or self employed***	55.7%	57.4%
	Unemployed	13.5%	15.2%
	Government scheme	3.1%	3.6%
Household & Housing Profile1			
All household		**2,253**	**35,498**
Household composition	***One adult alone***	25.0%	25.8%
	Lone parent	3.6%	5.0%
	3 or more dependents	5.5%	5.6%
Car ownership	***With no car available***	45.7%	47.5%
Property ownership	***Owner occupied***	57.2%	63.1%
	Council tenancy	37.6%	26.0%
All dwellings		**2,284**	**36,324**
Property type	***Detached house***	30.3%	9.7%
	Semi-detached house	9.0%	28.5%
	Terraced house	50.3%	51.3%

Source: 1991 Census Information

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Appendix E
Supplementary Information to Chapter Nine: Statistic Analysis Outputs of the On-site Park User Surveys

Appendix E-1

Factor Analysis

Table 1 Correlation matrix for the 10 items in the community involvement attitude scale

		Item 1	Item 2	Item 3	Item 4	Item 5	Item 6	Item 7	Item 8	Item 9	Item 10
Correlation	*Item 1*	1.000	.360	.093	.135	.232	.198	.197	.203	.338	.173
	Item 2	.360	1.000	.125	.190	.140	.209	.184	.184	.190	.217
	Item 3	.093	.125	1.000	.045	.226	.056	.017	.206	-.001	.093
	Item 4	.135	.190	.045	1.000	.048	.275	.124	.000	.052	.272
	Item 5	.232	.140	.226	.048	1.000	.130	.162	.347	.126	.074
	Item 6	.198	.209	.056	.275	.130	1.000	.192	.065	.140	.565
	Item 7	.197	.184	.017	.124	.162	.192	1.000	.179	.211	.160
	Item 8	.203	.184	.206	.000	.347	.065	.179	1.000	.171	.120
	Item 9	.338	.190	-.001	.052	.126	.140	.211	.171	1.000	.148
	Item 10	.173	.217	.093	.272	.074	.565	.160	.120	.148	1.000
Sig. (1-tailed)	*Item 1*		.000	.018	.001	.000	.000	.000	.000	.000	.000
	Item 2	.000		.002	.000	.001	.000	.000	.000	.000	.000
	Item 3	.018	.002		.158	.000	.104	.353	.000	.495	.018
	Item 4	.001	.000	.158		.141	.000	.003	.496	.122	.000
	Item 5	.000	.001	.000	.141		.002	.000	.000	.002	.047
	Item 6	.000	.000	.104	.000	.002		.000	.071	.001	.000
	Item 7	.000	.000	.353	.003	.000	.000		.000	.000	.000
	Item 8	.000	.000	.000	.496	.000	.071	.000		.000	.003
	Item 9	.000	.000	.495	.122	.002	.001	.000	.000		.000
	Item 10	.000	.000	.018	.000	.047	.000	.000	.003	.000	

Notes: 1. N = 509.

2. Determinant of Correlation Matrix= .270.

Table 2 Results of KMO and Barlett's tests

Test		Value
Kaiser-Meyer-Olkin Measure of Sampling Adequacy		.714
Bartlett's Test of Sphericity	*Approx. Chi-Square*	660.337
	df	45
	Sig.	.000

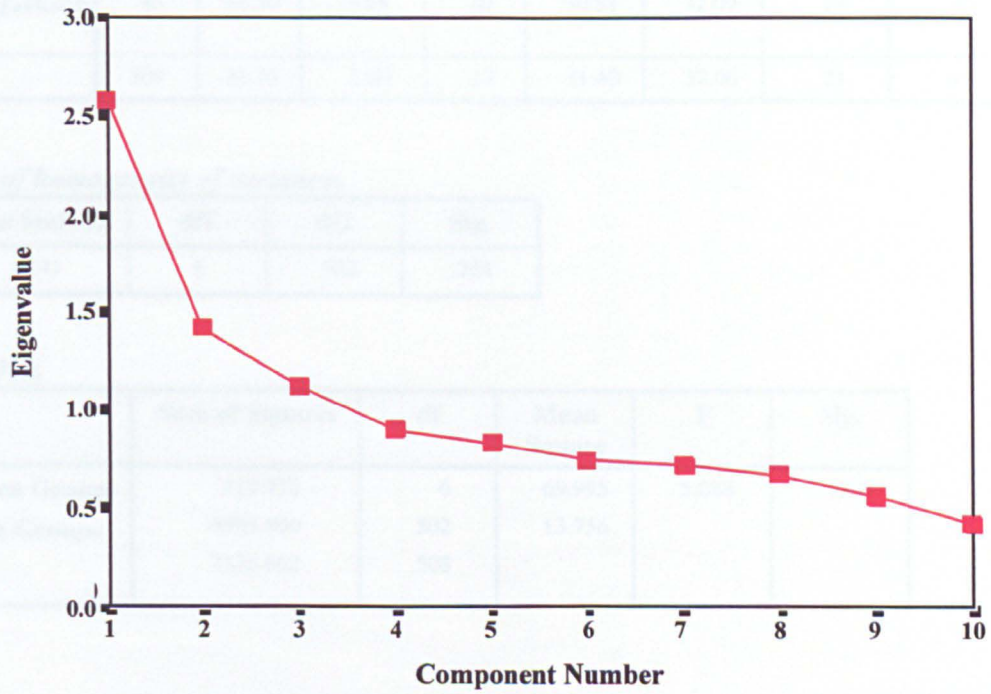
Table 3 Total variance explained

Factor	*Initial Eigenvalues*			**Extraction Sums of Squared Loading**		
	Total	*% of variance*	*Cumulative %*	*Total*	*% of variance*	*Cumulative %*
1	2.578	25.785	25.785	2.578	25.785	25.785
2	1.425	14.253	40.038	1.425	14.253	40.038
3	1.127	11.269	51.306	1.127	11.269	51.306
4	.909	9.092	60.398			
5	.832	8.323	68.720			
6	.745	7.455	76.175			
7	.727	7.269	83.444			
8	.674	6.740	90.184			
9	.563	5.634	95.818			
10	.418	4.182	100.000			

Notes: 1. Extraction Method: Principal Component Analysis.

2. Kaiser's criterion for factor extraction is to select factors which have an eigenvalue of greater than 1.

Figure 1 Scree plot of eigenvalues



Note: Cattell's criteria for factor extraction is to retain factors which lie before the point at which the eigenvalues seem to level off.

Appendix E-2

Comparisons of means

1. Overall score of the attitude scale by case-study sites

a. Descriptive statistics

Case-study Site	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	*Upper Bound*		
Clarence Park	68	31.59	3.90	.47	30.64	32.53	23	40
Hammond's Pond	80	30.16	3.22	.36	29.45	30.88	22	36
Lister Park	80	32.21	4.13	.46	31.29	33.13	21	43
Manor House Gardens	62	31.23	3.79	.48	30.26	32.19	22	39
Norfolk Heritage Park	75	32.36	3.97	.46	31.45	33.27	22	40
Sheffield Botanical Gardens	81	33.07	3.64	.40	32.27	33.88	26	43
Ward Jackson Park	63	31.30	3.15	.40	30.51	32.09	23	37
Total	509	31.73	3.80	.17	31.40	32.06	21	43

b. Test of homogeneity of variances

Levene Statistic	df1	df2	Sig.
1.241	6	502	.284

c. ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	419.972	6	69.995	5.088	.000
Within Groups	6905.690	502	13.756		
Total	7325.662	508			

d. Post hoc multiple comparisons - Scheffé test

(I) Name of the Case-study Site	(J) Name of the Case-study Site	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	*Upper Bound*
Clarence Park	Hammond's Pond	1.43	.61	.491	-.75	3.61
	Lister Park	-.62	.61	.984	-2.80	1.56
	Manor House Gardens	.36	.65	.999	-1.96	2.68
	Norfolk Heritage Park	-.77	.62	.956	-2.99	1.44
	Sheffield Botanical Gardens	-1.49	.61	.432	-3.66	.69
	Ward Jackson Park	.29	.65	1.000	-2.02	2.60
Hammond's Pond	Clarence Park	-1.43	.61	.491	-3.61	.75
	Lister Park	-2.05	.59	.059	-4.14	3.99E-02
	Manor House Gardens	-1.06	.63	.824	-3.30	1.17
	Norfolk Heritage Park	-2.20*	.60	.036	-4.32	-7.31E-02
	Sheffield Botanical Gardens	-2.91*	.58	.000	-4.99	-.83
	Ward Jackson Park	-1.14	.62	.767	-3.37	1.09
Lister Park	*Clarence Park*	.62	.61	.984	-1.56	2.80
	Hammond's Pond	2.05	.59	.059	-3.99E-02	4.14
	Manor House Gardens	.99	.63	.871	-1.25	3.22
	Norfolk Heritage Park	-.15	.60	1.000	-2.27	1.98
	Sheffield Botanical Gardens	-.86	.58	.903	-2.94	1.22
	Ward Jackson Park	.91	.62	.907	-1.32	3.14
Manor House Gardens	*Clarence Park*	-.36	.65	.999	-2.68	1.96
	Hammond's Pond	1.06	.63	.824	-1.17	3.30
	Lister Park	-.99	.63	.871	-3.22	1.25
	Norfolk Heritage Park	-1.13	.64	.786	-3.40	1.13
	Sheffield Botanical Gardens	-1.85	.63	.192	-4.08	.38
	Ward Jackson Park	-7.58E-02	.66	1.000	-2.44	2.29
Norfolk Heritage Park	*Clarence Park*	.77	.62	.956	-1.44	2.99
	Hammond's Pond	2.20*	.60	.036	7.31E-02	4.32
	Lister Park	.15	.60	1.000	-1.98	2.27
	Manor House Gardens	1.13	.64	.786	-1.13	3.40
	Sheffield Botanical Gardens	-.71	.59	.963	-2.83	1.40
	Ward Jackson Park	1.06	.63	.835	-1.20	3.32
Sheffield Botanical Gardens	**Clarence Park**	1.49	.61	.432	-.69	3.66
	Hammond's Pond	2.91*	.58	.000	.83	4.99
	Lister Park	.86	.58	.903	-1.22	2.94
	Manor House Gardens	1.85	.63	.192	-.38	4.08
	Norfolk Heritage Park	.71	.59	.963	-1.40	2.83
	Ward Jackson Park	1.77	.62	.234	-.45	3.99
Ward Jackson Park	*Clarence Park*	-.29	.65	1.000	-2.60	2.02
	Hammond's Pond	1.14	.62	.767	-1.09	3.37
	Lister Park	-.91	.62	.907	-3.14	1.32
	Manor House Gardens	7.58E-02	.66	1.000	-2.29	2.44
	Norfolk Heritage Park	-1.06	.63	.835	-3.32	1.20
	Sheffield Botanical Gardens	-1.77	.62	.234	-3.99	.45

* The mean difference is significant at the .05 level.

2. Overall score of the attitude scale by gender

a. Descriptive statistics

Gender	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	*Upper Bound*		
Male	261	31.84	3.84	.24	31.37	32.31	22	43
Female	248	31.62	3.75	.24	31.15	32.09	21	43
Total	509	31.73	3.80	.17	31.40	32.06	21	43

b. Independent Samples Test

	Levene's test for equality of variances		t-test for Equality of Means						
	F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
								Lower	*Upper*
Equal variances assumed	.462	.497	.671	507	.503	.23	.34	-.44	.89
Equal variances not assumed			.671	506.590	.502	.23	.34	-.44	.89

3. Overall score of the attitude scale by age

a. Descriptive statistics

Age Group	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	*Upper Bound*		
Aged 13-18	14	32.50	3.61	.97	30.42	34.58	27	39
Aged 19-25	51	32.82	3.72	.52	31.78	33.87	24	40
Aged 26-45	229	32.14	3.31	.22	31.71	32.57	23	43
Aged 46-65	146	31.73	4.25	.35	31.04	32.43	22	43
Aged 65+	69	29.42	3.57	.43	28.56	30.28	21	36
Total	509	31.73	3.80	.17	31.40	32.06	21	43

b. Test of homogeneity of variances

Levene Statistic	df1	df2	Sig.
2.091	4	504	.081

c. ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	475.828	4	118.957	8.753	.000
Within Groups	6849.834	504	13.591		
Total	7325.662	508			

d. Post hoc multiple comparisons - Scheffé test

(I) Age Group	(J) Age Group	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	*Upper Bound*
Aged 13-18	***Aged 19-25***	-.32	1.11	.999	-3.76	3.12
	Aged 26-45	.36	1.01	.998	-2.78	3.50
	Aged 46-65	.77	1.03	.968	-2.42	3.96
	Aged 65+	3.08	1.08	.089	-.26	6.42
Aged 19-25	**Aged 13-18**	.32	1.11	.999	-3.12	3.76
	Aged 26-45	.68	.57	.838	-1.08	2.45
	Aged 46-65	1.09	.60	.508	-.76	2.94
	Aged 65+	3.40*	.68	.000	1.30	5.51
Aged 26-45	***Aged 13-18***	-.36	1.01	.998	-3.50	2.78
	Aged 19-25	-.68	.57	.838	-2.45	1.08
	Aged 46-65	.41	.39	.896	-.80	1.61
	Aged 65+	2.72*	.51	.000	1.15	4.28
Aged 46-65	***Aged 13-18***	-.77	1.03	.968	-3.96	2.42
	Aged 19-25	-1.09	.60	.508	-2.94	.76
	Aged 26-45	-.41	.39	.896	-1.61	.80
	Aged 65+	2.31*	.54	.001	.65	3.98
Aged 65+	***Aged 13-18***	-3.08	1.08	.089	-6.42	.26
	Aged 19-25	-3.40*	.68	.000	-5.51	-1.30
	Aged 26-45	-2.72*	.51	.000	-4.28	-1.15
	Aged 46-65	-2.31*	.54	.001	-3.98	-.65

* The mean difference is significant at the .05 level.

4. Overall score of the attitude scale by employment status

a. Descriptive statistics

Employment Status	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	*Upper Bound*		
Employed	246	32.35	3.71	.24	31.88	32.82	22	43
Unemployed	47	32.57	4.02	.59	31.39	33.75	24	43
Retired	113	29.87	3.72	.35	29.17	30.56	21	39
Student	36	33.28	3.27	.54	32.17	34.38	27	40
Housewife	62	31.03	3.04	.39	30.26	31.80	25	39
Others	5	33.20	4.21	1.88	27.98	38.42	26	36
Total	509	31.73	3.80	.17	31.40	32.06	21	43

b. Test of homogeneity of variances

Levene Statistic	df1	df2	Sig.
1.146	4	499	.334

c. ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	636.401	4	159.100	12.015	.000
Within Groups	6607.591	499	13.242		
Total	7243.992	503			

d. Post hoc multiple comparisons - Scheffé test

(I) Employment Status	(J) Employment Status	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	*Upper Bound*
Employed	*Unemployed*	-.22	.58	1.000	-2.16	1.71
	Retired	2.48*	.41	.000	1.10	3.87
	Student	-.93	.65	.844	-3.10	1.24
	Housewife	1.32	.52	.265	-.41	3.05
Unemployed	*Employed*	.22	.58	1.000	-1.71	2.16
	Retired	2.71*	.63	.003	.59	4.82
	Student	-.70	.81	.979	-3.40	1.99
	Housewife	1.54	.70	.443	-.81	3.90
Retired	*Employed*	-2.48*	.41	.000	-3.87	-1.10
	Unemployed	-2.71*	.63	.003	-4.82	-.59
	Student	-3.41*	.70	.000	-5.74	-1.08
	Housewife	-1.17	.58	.537	-3.09	.76
Student	*Employed*	.93	.65	.844	-1.24	3.10
	Unemployed	.70	.81	.979	-1.99	3.40
	Retired	3.41*	.70	.000	1.08	5.74
	Housewife	2.25	.76	.126	-.31	4.80
Housewife	*Employed*	-1.32	.52	.265	-3.05	.41
	Unemployed	-1.54	.70	.443	-3.90	.81
	Retired	1.17	.58	.537	-.76	3.09
	Student	-2.25	.76	.126	-4.80	.31

* The mean difference is significant at the .05 level.

5. Overall score of the attitude scale by distance to the park

a. Descriptive statistics

Distance to the Park	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	*Upper Bound*		
< 5 minutes walk	175	31.46	4.19	.32	30.84	32.09	21	42
5-15 minutes walk	122	31.92	3.76	.34	31.24	32.59	22	39
16-30 minutes walk	69	31.58	3.50	.42	30.74	32.42	24	42
31-60 minutes walk	35	32.29	2.81	.48	31.32	33.25	27	39
Outside walking distance	108	31.88	3.65	.35	31.18	32.58	24	43
Total	509	31.73	3.80	.17	31.40	32.06	21	43

b. Test of homogeneity of variances

Levene Statistic	df1	df2	Sig.
2.336	4	504	.055

c. ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	31.584	4	7.896	.546	.702
Within Groups	7294.079	504	14.472		
Total	7325.662	508			

6. Overall score of the attitude scale by frequency of use

a. Descriptive statistics

Frequency of Use	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	*Upper Bound*		
Everyday	139	31.19	4.52	.38	30.44	31.95	21	43
1-2 times a week	160	31.90	3.50	.28	31.35	32.45	23	39
1-2 times a month	86	32.27	3.33	.36	31.55	32.98	25	43
Several times in the last 12 months	79	31.76	3.67	.41	30.94	32.58	24	43
Once in the last 12 months	45	31.73	3.37	.50	30.72	32.74	24	38
Total	509	31.73	3.80	.17	31.40	32.06	21	43

b. Test of homogeneity of variances

Levene Statistic	df1	df2	Sig.
3.800	4	504	.005

c. Kruskal-Wallis test

Ranks

Frequency of Use	N	Mean Rank
Everyday	139	235.79
1-2 times a week	160	263.76
1-2 times a month	86	275.12
Several times in the last 12 months	79	250.44
Once in the last 12 months	45	252.72
Total	509	

Test Statistics

	Overall Score of the Attitude Scale
Chi-Square	4.667
df	4
Asymp. Sig.	.323

7. Overall score of the attitude scale by overall willingness of involvement

a. Descriptive statistics

Willingness of Involvement	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	*Upper Bound*		
Want to be involved	124	34.01	3.39	.30	33.40	34.61	22	43
Do not want to be involved	297	30.44	3.49	.20	30.04	30.84	21	39
Do not know	38	32.47	3.06	.50	31.47	33.48	27	40
Total	459	31.57	3.77	.18	31.23	31.92	21	43

b. Test of homogeneity of variances

Levene Statistic	df1	df2	Sig.
.703	2	456	.496

c. ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	1146.621	2	573.310	48.759	.000
Within Groups	5361.684	456	11.758		
Total	6508.305	458			

d. Post hoc multiple comparisons - Scheffé test

(I) Willingness of Involvement	(J) Willingness of Involvement	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	*Upper Bound*
Want to be involved	*Do not want to be involved*	3.57*	.37	.000	2.67	4.47
	Do not know	1.53	.64	.055	-2.70E-02	3.10
Do not want to be involved	Want to be involved	-3.57*	.37	.000	-4.47	-2.67
	Do not know	-2.03*	.59	.003	-3.48	-.58
Do not know	*Want to be involved*	-1.53	.64	.055	-3.10	2.70E-02
	Do not want to be involved	2.03*	.59	.003	.58	3.48

* The mean difference is significant at the .05 level.