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# An investigation into decision-making and delivery activities following design-led events in collaborative planning

# Abstract

This paper is concerned with what should happen after design-led events have been held to promote co-decision-making, between professionals and local stakeholders, in collaborative planning of the built environment. Rather than being standalone, such events form one single step in a multi-stage collaborative planning process. What comes before and after them has to be acknowledged as important to their effective contribution to collaborative planning. This paper is used to make a case for giving more attention to the post-event stages of collaborative planning, in order to ensure that the involvement of the public produces real and tangible benefits. Content analysis of both academic and grey literatures was undertaken to examine emerging advice on how to conduct decision-making, the implementation of outputs, and the delivery of desired outcomes, after design-led events. A critical review of the post-event decision-making and delivery activities is offered which aims to add to the current academic literature on the deployment of design-led events. An attempt is made to sketch out the characteristics of post-event stages, drawn from the literature and collated specific examples of collaborative planning investigated in Scotland. Three key factors are identified as affecting successful implementation of decisions reached at design-led events; a) a shared follow-on plan, b) an agreed action programme for delivering this, and c) a properly constituted and resourced delivery vehicle that can monitor and evaluate progress. A research agenda to address questions raised but left unanswered is suggested dealing with how the decision-making and delivery activities following design-led events in collaborative planning might be improved.

**Key words:** post design-led planning; collaborative planning; decision-making and delivery; key stages; resourcing and funding.

# 1. Introduction

This paper is concerned with the advice that can be found in academic and grey literature about what should happen after design-led events have been held to promote co-design, between professionals and local stakeholders, in collaborative planning of the built environment. Co-design is a form collaborative decision-making. It is being promoted now because urban planning (particularly in liberal democracies) has been recast as a dynamic and fluid process that needs to be constantly adapted to the interactions between 'people, place and capital flows' which might now originate from anywhere in the world (Hill et al., 2013: p. 16). Because of the challenges this redefinition brings, the practice of urban planning has come under renewed scrutiny, with new approaches to collaborative decision-making developed (Frediani and Cociña, 2019) which emphasise what Healey (2003, 2010) labelled participatory democracy. The promotion of collaborative planning places value on "*cohesion, solidarity and inclusivity*" to address a world that is seen as becoming more "*individualist, socially fragmented, competitive, or in other words, uncollaborative*" (Brand and Gaffikin (2007). Humphreys (2015) suggested that, if planning is to serve the public's interest and give consideration to sustainability issues—such as environmental responsibility, economic

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productiveness and climate resilience—then it should establish clear parameters for action, indicating what is recommended or desirable from a social, environmental and cultural perspective, and what should be avoided. This suggestion implies that collaborative planning can to be employed as a negotiating tool aimed at seeking agreement or compromises that integrate between issues, policy sectors and actors (AlWaer and Cooper, 2020). Promoting the level of stakeholder engagement deemed necessary for such collaboration is seen as a key strategy not just for delivering various aspects of sustainable urban planning (Lindenau et al, 2014; Soma et al, 2018) but for ushering in smart cities (Paskaleva et al, 2015), building resilience (Burnside- Lawry and Carvalho, 2016) and addressing the climate emergency (Jetoo, 2019).

The focus on collaborative decision-making has given rise to a plethora of new notions about how planning should proceed - inclusive planning (Florida, 2013); participatory placemaking (AlWaer and Cooper, 2019, 2020, and 2021; the sustainable city (Chatterton, 2019; Lehmann, 2010); engaged urbanism (Campkin and Duijzings, 2016); the just city (Fainstein, 2013;2019); and the right to the city (Marcuse, 2012). Such notions are regarded as having become 'accepted components of planning' (Baker, Hincks and Sherriff, 2010). They are premised on a need to redress what is seen as unfair, unequal and inequitable decisionmaking in urban planning. Attempts to redress this imbalance have led to increasing use of collaborative design-led events worldwide (Walters, 2007; Sanoff, 2011; Ermacora and Bullivant, 2015; Campbell and Cowan, 2016; Campion, 2018; Malone, 2018). Such events often involve members of a local community working alongside local authorities, developers, designers and other stakeholders to co-create visually planned, agreed action plans and strategies (Campion, 2018; Wates, 2014). They are used to: stimulate discussion of placebased issues; promote thinking about community values; and allow consideration of the ways in which assets can be best utilised (AlWaer and Cooper, 2020; Campion, 2018). Such events are known by different names, including charrettes, co-design, co-production or participatory placemaking workshops, and Enquiry by Design. These events are not necessarily about built environment in a narrow sense: instead they often seek to reconcile wider place-based issues with stakeholders' other needs (i.e. health and well-being, jobs, businesses, town centre renewal, regeneration, public service reform, tackling inequalities, quality of life issues).

According to Wates (2014) and Campion (2018), charrettes are the most common type of community-based design-led events in the UK. In this paper, the latter are defined as "an interactive, open dialogue and design process in which the public, local professionals and stakeholders work collaboratively to co- create a shared vision/roadmap or agree action plans for the future" (SSCI, 2011; Campion, 2018). Collaborative design led events display a hands-on, participative approach for tacking stated goals, using 'iterative feedback' which is deemed essential for gaining stakeholder understanding and support (Campion, 2018). There is emphasis on the involvement of a variety of stakeholders, with the citizens dominating the design process (Healey, 2010; Lennertz & Lutzenhiser, 2006). Achieving this modus operandi is seen as entailing a synthesis of elements, not all of which are unique to participation (Lennertz & Lutzenhiser, 2006; Walters, 2007; Condon, 2008; Healey, 2010; Roggema, 2013; Steiner & Butler, 2012; Wates, 2014; Petrescu et al., 2016; Illsley and Walters, 2017; AlWaer, et al., 2017; Campion, 2018). These elements include:

- interactive, intensive and 'open' collaborative design led activities
- wide ranging participants public, community, private and specialist groups with correspondingly varied aspirations, concerns and responsibilities.
- Use of techniques for engaging people's knowledge of their area

- a place-based exploration of change
- a strong focus on design, live drawing, sketching, visual outputs/graphics
- use of design as a means of achieving informed dialogue between stakeholders
- testing, review, and explanation sequences
- integration of intuitive, rational and emotional types of knowledge
- construction and review of 'what if' future scenarios of place, and
- iterative decision-making through use of a series of feedback loops

The literature reviewed highlights the differences between a traditional planning workshop event and a community-based, design-led event by placing emphasis on what is described as: 1) the latter's highly collaborative and intensive nature (Lennertz & Lutzenhiser, 2006; Walters, 2007; Condon, 2008; Healey, 2010; Roggema, 2013) and 2) its employment of iterative feedback loops involving the use of design (Steiner & Butler, 2012). Condon (2008) and Campion (2018) highlighted the use of 'design as informed dialogue' along with a need to ensure that participants engage with it. More recently design led events have become associated with the term 'co-production' which has been borrowed from the field of public services policy (Petrescu et al., 2016, p. 719). This term has been to describe a more effective and cost-efficient transformation of decision-making through the involvement of users in the design and delivery of these services (Boyle and Harris, 2009; Stevenson and Petrescu, 2016; Paskaleva and Cooper, 2017). As described in planning literature, the details of the techniques employed for, and the outcomes generated by, a design led event vary. These are partially dependent upon its context and purpose but also due to its sponsors - who may be a private developer, public agency, land owner or non-governmental agency (Lennertz & Lutzenhiser, 2006). Emphasis has been placed not just on the techniques and tools employed, but also upon the quality of how they are implemented and on their resulting outputs (Beveridge et al., 2016; Campion, 2018).

Examination of both academic and practice-based planning literature reveals a yawning gap between the rhetoric about participation in policy- and decision-making and what happens in practice at the operational level (AlWaer and Cooper, 2020). On the ground, a spectrum of collaborative activities has been employed. At one end of the scale, public and private sector bodies have arranged events simply as a cursory means of obtaining comments from residents. Such practice may only seek responses to tick boxes, reviewing existing options, or try to 'engineer' planning consent or agreement on the principles of a local plan, resulting in processes that are top-down or one-way (AlWaer and Cooper, 2019). Yet, as Arnstein (1969) highlighted 50 years ago in her Ladder of Participation, such 'passive' consultation practices can be labelled as a merely token form of engagement. At the other end of the scale, there are projects that have been set up and co-designed, for example by social enterprises, that operate through a 'bottom-up' approach. There are also more fully blown 'active' citizen-led initiatives that seek to generate ideas, comments and information directly from the involvement of local community members – where 'the community' is held to be the primary creator (Emacora and Bullivant, 2016). And there are also examples of partnerships between a local authority or developer and communities working together through a co-design process. The specific nature of these approaches, and of types of partnerships they employ, and the power relations underpinning these, vary from case to case. In some, local authorities or developers retain control offering only constrained decision-making powers to communities: in other cases communities may share decision-making power with the local authority or developers, accompanied by subsequent control over the following implementation process.

A half-century after Arnstein's Ladder of Participation (1969) set out the power structures inherent in techniques, current methods of community involvement are still seen as paying little more than lip service in conventional, plan-making practices (Heywood, 2011). For instance, Ermacora and Bullivant (2016) noted the tendency for most conventional consultation processes to go out to the public and consult only after most of the critical decisions have already been made. Where this happens, local stakeholders may view the process as limited, pointless or disingenuous, and this can lead to an enduring legacy of distrust. Those managing such events (whether members of a design team or a stakeholder management team) have been seen as needing a clearer understanding of where, when, and how they are expected to contribute. No matter how large the differences (of power, status, education, social capital) that exist between stakeholders in the outside world, within a design led event facilitators are called upon to construct a safe space where, for instance, 'truth can be spoken to power', and where professionals' expertise and lay people's lived experience are both treated as valid negotiating currency (AlWaer and Cooper, 2020; 2021).

Academic literature on design-led events has tended to discuss them as if they are one-off or stand-alone (AlWaer and Cooper, 2019). But, as recent studies have indicated (AlWaer et al., 2017; AlWaer and Cooper, 2019 and 2020), those who have arranged or taken part in them have emphasised that they should be seen in context of, and in relation to, the collaborative planning process as a whole. Doing so draws attention to their relationship to what precedes and follows them. Accordingly, design-led events are revealed as simply one important step in a multi-stage collaboration process. Such collaboration is intended to deliver longitudinal engagement with stakeholders throughout the lifetime of planning interventions in the production of the built environment. This broader view of design-led events treats them neither as a narrowly defined consultation opportunity nor as the occasion for one-off engagement around a specific issue. Instead they have to be managed as just one part of an on-going, proactive, place-shaping process. The purpose of such collaborative planning is to deliver 'tangible and intangible' outcomes and benefits, such as a sense of place and ownership/stewardship, a healthy environment and a good quality of life as well as aesthetically acceptable design (AlWaer et al., 2017). Hence attention needs to be given in collaborative planning (AlWaer and Cooper, 2020) not solely to the activities undertaken to ensure stakeholder participation in co-design events but to the implementation of the intended outcomes that each follow-om activity is meant to deliver.

Concerns have been voiced about design-led events. For example, although the literature stresses the importance of the 'post-event stages' (Lennertz & Lutzenhiser, 2006; Condon, 2008; Roggema, 2014; AlWaer and Cooper, 2019; 2021) as part of a larger, on-going planning process, there are few signposts to exactly what these entail, or to who is responsible for making or delivering decisions about how the outputs from events should be implemented or acted upon. Likewise, there is a distinct lack of clarity as to exactly what these entail. And there is little guidance even as to the basic steps that have to be taken to implement outputs arising from design-led events. Naturally, in practice, what needs to be done will depend in part upon the specific purpose of each individual event. However, additional guidance outlining the basic steps that need to be taken would be helpful for improving the implementation of what design-led events are expected to achieve. To date, no clear empirically-based link has been established between events' outputs and post-event decision-making and delivery (AlWaer and Cooper, 2019). Without such a link, and in the absence of guidance on how to achieve it, the effort and resources put into such events may be undermined. Failure to deliver risks creating

barriers to communication across different sectors, reducing trust and confidence, which can lead, ultimately, to opposition to both the planning process and to its outcomes. Grappling with this problem is timely given the endorsement that collaborative planning in general, and design-led events in particular, have received from governments (AlWaer and Cooper, 2019; Illsley and Walters, 2017). This paper seeks to fill gaps in knowledge by reviewing what academic literature and grey literature suggest about has happens, post-event, to ensure the implementation of design-led collaborative decision-making. This review seeks to deliver increased clarity about post event collaborative planning is expected to operate.

# 2. Data collection and analysis

Content analyses of academic publications and of grey literature were used to capture the aspiration and concerns of those academics, policy makers and practitioners active in this field. Grey literature refers to manifold types of publications produced, for example, by government agencies, business or industrial organisations, were publishing is not the primary activity of the producing body (Dukes University, 2020). Academic publications and grey literature were compared through a three-step process.

#### Step One - Qualitative Content Analysis of academic publications

This content analysis was undertaken to examine emerging advice on how to conduct decision-making, the implementation of outputs, and the delivery of desired outcomes after design-led events offered in academic publications. Relevant literature was analysed to establish what its authors thought should happen in collaborative planning after such events, to extract what they identified as the key issues about how post-event decisions should be made and about how they should be implemented. The content analysis was conducted following guidelines offered by Kitchenham (2004, p.1), which offer an established procedure for conducting systematic reviews. The review sought to: provide a framework that can appropriately position new research activities; and identify any gaps in current research so as to suggest questions for further investigation (see Table 1). Instead of imposing a set of pre-constructed analytical categories, or a preconceived conceptual framework for the review, key issues were generated directly from examining what academics and practitioners drew attention to in their publications. Summaries of these issues are employed in this paper to compare with those elicited from event organisers and participants when interviewed. This comparison is employed to develop a practice-based analytic framework employed for systematic enquiry into who should do what, when and how after design-led events. The information captured in the review was initially recorded into a spreadsheet, where each column corresponded to a key issue raised in the literature examined, see Table 1.

The coding approach adopted enabled systematic exploration of the existing body of knowledge to be found in the public domain. It allowed retrieval of relevant information and highlighted the gaps in knowledge, as demonstrated in Table 1. Despite the extensiveness of the data collection, one limitation is apparent. The collected data - and hence the content analysis conducted on it - were limited by the publications identified by the utilized search engines employed, the databases examined, and the research terms applied. The search was conducted using online databases: Web of Science, Google Scholar, Scopus, Proquest, the ACM Digital Library and ScienceDirect. It proved difficult to capture all of the issues raised in discrete categories within a single, conceptually coherent, framework because of: a) the high degree of complexity involved in collaborative planning following design-led events; b)

the diversity of actions that can be pursued; and c) the different political, social and cultural milieu in which this form of planning activity is undertaken.

	sues identified and questions associated with follow-up activities lesign-led events	Sources					
1	Ownership of the post-event stage Who initiated the event? Who is taking ownership in the delivery stage?	AlWaer, et al., 2017, Campion, 2018, Blake Stevenson and WBA, 2019, Kennedy, 2017,					
2	<b>Resources to support delivery (Funding)</b> Who funded the post community-led design event? Indication of funding for delivery?	AlWaer and Cooper, 2019, Blake Stevenson and WBA, Condon, 2008, 2019, Kennedy, 2017, Lennertz & Lutzenhiser, 2006; Roggema, 2014.					
3	<b>Legal status of the event outcomes</b> Did the event led into a statutory planning process?	AlWaer and Cooper, 2019, Blake Stevenson and WBA, 2019					
4	The types of community design led outputs/ outcomes What were the outputs/ outcomes of the report? what has been achieved through the post design events in terms of longer-term outcomes for communities and partners? Where they spatial or social or a mix?	AlWaer, et al., 2017, AlWaer and Cooper, 2019, Blake Stevenson and WBA, 2019, Condon, 2008, Kennedy, 2017, Lennertz & Lutzenhiser, 2006; Roggema, 2014.					
5	Timescale of the post-event process When did the event take place? What is the timescale for delivery? Mention of post-event engagement? Mention of outcomes being delivery?	AlWaer, et al., 2017, AlWaer and Cooper, 2019, Blake Stevenson and WBA, 2019, Campion, 2018. Kennedy, 2017.					
6	Skills and knowledge needed for delivery What constitutes effective best practice for the management skills needed for the post-event process and delivery? How, when and where skills and knowledge are deemed as necessary for supporting such post design-led events?	AlWaer, et al., 2017, AlWaer and Cooper, 2019, Campion, 2018, Cooper and AlWaer, 2017, Blake Stevenson and WBA, 2019, Forester, 1999, Lennertz & Lutzenhiser, 2006, Wates, 2014, White, 2015.					

#### TABLE 1: A QUALITATIVE CONTENT ANALYSIS ADDRESSING POST-EVENT DECISION MAKING, DELIVERY AND IMPACT

Recently AlWaer and Cooper (2020) demonstrated that design-led events, rather than standing alone, are more usefully viewed as simply being one step in an ongoing process of collaborative planning. Their mapping of the six stages in this process was directly informed by the 'aspiration and concerns' they collated from an earlier survey of practitioners active in this field and of stakeholders that had taken part in design-led events in Scotland, see Figure 1.

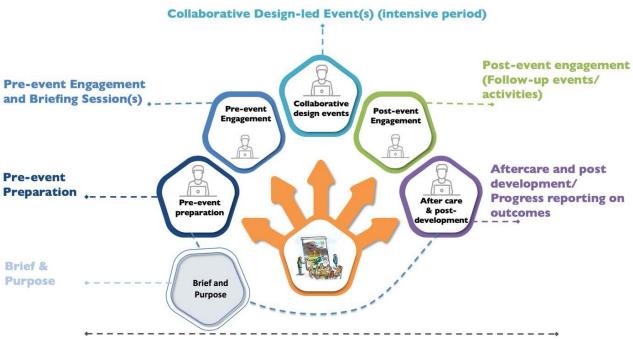


Figure. 1: Sequence of stages surrounding Design-led Events (over-simplified linear framework) (AlWaer et al, 2017)

Three of these stages are discussed in detail in the literature - those relating to specific practical tasks: a) information gathering (pre-event); b) intensive face-to-face collaboration (at design-led events); and c) implementing outcomes and follow up (post-event). The others get less attention. In practice, the significance attached to each stage will depend in part upon the purpose assigned to a design-led event by those that run them. And, as Atherton (2002) noted, "the choice of approach will vary according to who is in control" (p 17). AlWaer and Cooper (2020) suggested that these three stages draw on contributions from three parallel strands of activity-design, stakeholder management, and facilitation-each delivered by a different (but probably overlapping) set of actors, and each operating over a different time scale. The design team may comprise architect/landscape/urban designers/ engineers/ transport and infrastructure planners, neighbourhood/environmental planners - and sometimes economic and costs planner, and heritage and cultural specialists. The range of those involved depends on the brief and challenge. They could be independent consultants, or from local authorities or public agencies, or from third sector, including volunteers – e.g., students. The 'stakeholder engagement team includes those people who want/need/desire to be comfortable communicating in front of assembled participants. These may come from clients, consultants, planning, housing, development project management, architecture and design organisations, even from art world. Elements of this stakeholder management team may exist before a collaborative design event and it continues afterwards. A facilitated event is supported by a 'time-limited task force' called here the

'facilitation team'. Its members may be drawn from the design and stakeholder management teams supplemented by (professional) facilitators. In practice, in the real world, how design led events are organised and staffed is much messier than the simple description given above suggests. And so the extent to which these three teams function as recognisably separate entities is a moot point.

The pre-event stage is seen (Steiner and Butler, 2012) as important preparation for multiple reasons: a) identifying the issues to be addressed; b) for deciding on the type of processes and activities to be used for addressing these issues; c) finding the correct meeting place, materials and staff (Condon, 2008); d) devising inclusion strategies which counteract cultural and knowledge imbalances affecting participation and capacity building (Woods, et al., 2018, p. 209); e) publicizing the event to make it as inclusive as possible with widely circulated advance notification; f) determining who should be participating in addition to the wider public (e.g., policy experts and specialists); and g) agreeing with relevant stakeholders—including local community groups—the intended aims, objectives and outcomes of the design-led event, along with establishing its terms of reference, and determining how to structure the main design event.

During a design event itself, the underlying and guiding intention is said to be 'co-production' as far as this is possible, with the local community and other stakeholders involved (Roggema, 2014; Campion, 2018; Malone, 2018). This orientation is deemed to be essential for effective facilitation and relies on successfully creating a 'holding environment' where a web of relationships with stakeholder groups is secured and where, ideally, those taking part forge an active partnership through an agreed sharing of resources and decision-making responsibilities (Roggema, 2014).

Post-event stages are less often discussed in the literature despite also being seen as being essential to achieving the goals described above (Lennertz, and Lutzenhiser, 2006; McGlynn and Murrain, 1994). Condon (2008) highlighted that a charrette should include post-event activities. Holding a follow-up post-event session is signposted as being good practice to demonstrate progression and explanation of decision-making (Lennertz & Lutzenhiser, 2006; Condon, 2008; Roggema, 2014). AlWaer *et al.* (2017) stated that success of design-led events lie in their follow through, focussing attention on a need for post-event engagement to create shared ownership of the follow-on activities and their outcomes. Campion (2018) also stressed the post-event stage as important to keep momentum and the continuation of stakeholder involvement in the delivery and management of the project. Conversely, AlWaer and Cooper's recent mapping exercise (2020) emphasised that effective delivery, following a design-led event, may be at risk if insufficient attention is paid to what needs to happen before an event is held. This can lead to stakeholders being disillusioned not just with the design-led event itself but to a growing distrust of decision-making following on from the event (AlWaer, 2017; AlWaer and Cooper, 2019).

Design-led events have been criticised as concluding with no clear plans as to how to transform the ideas generated at them into the policies necessary to implement them (Condon, 2008). He argued for a clear approach to post-event implementation, not least because stakeholder involvement deserves this - hence his advice that a "charrette is only as good as what happens after" (p. 112). Lennertz, and Lutzenhiser (2006) signalled that, once an event is completed, the

planning process is 'far from over' and that it is critical that momentum is kept through its completion. This is seen as critical - "the challenge after any charrette is sustaining momentum by moving quickly to delivery" (CLEAR, 2017). Indeed Lennertz, and Lutzenhiser (2006) pointed not to the event but to what has to happen afterwards, describing a charrette as a 'training session' for those who will oversee implementation of follow-on activities. This view places emphasis on implementation of subsequent decision-making which has to demonstrate to stakeholders that their contributions have made a difference. The intended aim here is to transfer ownership of the planning process to the stakeholders involved, so that it appears legitimate to those who have taken part. This is involves 'building capacity' and putting in place a governance structure that forms a partnership between a planning authority and a local community, so that local stakeholders can take some of the identified steps forward themselves (Campion, 2018; Illsley and Walters, 2017; Campbell, 2018). Yet, despite the importance clearly attached to this stage in the literature, there is little explicit advice about precisely what post-event activities entail, who should do what, when and how. Yet such post-event sessions are not trivial: rather they are vital components of collaborative planning necessary for achieving ongoing empowerment. All three stages of this process identified in this paper-and not just the designled event itself-require sufficient resources. In practice, these are often limited. Taking continued action after an event may often fall, by default, to members of the stakeholder management team alone. Where this happens, and where this team does not have the people skills required for continuing effective engagement, then the planning process may lose its legitimacy, not least in the eyes of local and lay stakeholders.

AlWaer and Cooper (2020) noted that continuing public engagement could be organised by a stakeholder management team with members drawn from planning authority, perhaps assisted by those who facilitated the design-led event. This team's purpose is to maintain representation from all key stakeholders in monitoring and evaluating progress towards agreed outputs from the facilitated event, including any design interventions or any other community-focused social/economic/environmental activities. But, although guidance in the literature highlights the skills needed for facilitation of design-led events, AlWaer, et al. (2017) suggested it is silent on what skills are needed for effective delivery after them. They recognised that design-led events can be used as part of a statutory requirement to engage. Despite this, there is currently no obligation for the findings of events to be included in any formal planning process in Scotland – for instance, in Local Development Plans. As a result, such events have no legal status (Kennedy, 2017). This issue was also recognised in the Scottish Government's (2017) report on barriers to community engagement which emphasised how challenging it is to get the fruits of community engagement incorporated into statutory plans.

#### Step 2: Selection of event reports for analysis

Grey literature was identified that reported what has been happening, in practice, after design-led events held in Scotland. This was chosen as particularly fertile ground for identifying such literature since the Scottish Government has been promoting design-led events over the last 10 years. These reports, placed in the public domain after such events were held, were most commonly labelled as 'charrette-reports'. The cases examined were identified through Kennedy's (2017) research which provided a list of around 50 events that had been held in Scotland since 2010. The scope of these events was focused: on producing community visions to reflect local aspirations; exploring options and alternatives for delivering better masterplanning

or regeneration frameworks for a town or district; proposing actions for addressing these issues to deliver growth or sometimes formulating a land use strategy, (see Table 3 below).

The long list of cases examined for this study were chosen because reports on them are available online. Those included took place over a five-year time period from 2013-2018. Selection of this time frame allowed scrutiny of those events held since the start of the Scottish Government's Charrette Mainstreaming Programme (2011), up to and including its Making Places Initiative (2018), but not its Investing in Communities Fund (2019), see Table 2. Finding reports of event prior to 2013 and identifying those who had taken part in them proved difficult. These difficulties arose because of the lack of up to date online information about them.

Scottich	Sustainable Communities Initiative (SSCI) 2008
	the projects were part of the charrette series:
•	Ladyfield
	Lochgelly
•	Grandhome
Charette	Mainstreaming Programme 2011
Two sep	arate charrette programmes:
•	Charettes sponsored by planning authorities in support of LDP
•	Charrette in support of the Scottish Government Town Centre Action Plan which can be sponsored by any
	organisation interested in the regeneration of a particular town centre
	Mainstreaming Programme 2014-15
Two sep	arate charrette programmes:
•	Charettes sponsored by planning authorities in support of LDP
•	Charrette in support of the Scottish Government Town Centre Action Plan which can be sponsored by any
	organisation interested in the regeneration of a particular town centre
	te Mainstreaming Programme 2015-16
	ncreased to £300,000
	nity groups and 3 <sup>rd</sup> sector organisations can now apply for the grant and take the lead in the charrette
Key area	is of focus:
	Projects that link community planning and spatial planning
	Charrette projects commissioned directly by communities
Design	Linkages between town centre action plans and community plans harrettes programme accompanied by the Activating Ideas Fund
-	
	Places Initiative (Community Led Design Fund) 2017/18
I nree typ	bes of support:
-	Community capacity building
-	Community-led design
	Community delivery
	g in Communities Fund (part of the Empowering Communities Programme) 2019/2020
	helping communities develop funding proposals from three different stages
:	Capacity building stage
	Design stage
•	Delivery stage port for developing local place plans

The eleven cases shown in the Table 3 were not selected as representative of all the events that had taken place in Scotland over the half-decade in question. Instead they were specifically chosen to: a) illustrate the prevailing government policy initiative at the time of the event; b) to include events initiated by different types of organisations; c) to cover events that had taken

place in different types of locations; and d) to represent events pursued with a range of purposes, see Table 3.

Case Selected	Geographical location	Date	Prevailing government policy initiative	Administrative location of event	Purpose of Initiative	Ownership		Funding		Legal status Output		ts	Timescale
						Initiator	Post- event ownership	Event	Post event		Туре	Characteristics	Post event
1	Thurso & Wick	2013	Charrette Mainstreaming Programme (Scottish Sustainable Communities Initiative)	Highland (Towns)	Regeneration, vision, town centre.	Local Authority	Not stated	Scottish Government	Not specified	Mains issues report/LDP	Masterplan; Themes; Action plan	Mix of spatial and social	Not stated
2	Neilston	2014	Charrette Mainstreaming Programme	East Renfrewshire (Village)	Regeneration, town centre, 'Place Plan, framework.	Partnership	Partnership	Scottish Government plus others	Identified funding streams	Mains issues report/LDP; Supplementary Planning Guidance	Programme/Proposals	Spatial	Identified timescale for delivery
3	Tranent	2015	Charette Mainstreaming Programme 2014/15	East Lothian (Town)	Town centre framework prioritisation of regeneration.	Partnership	Partnership	Scottish Government	Identified funding streams	Non statutory	Programme/proposals	Spatial	Identified post event engagement
4	Dunblane	2015	Charette Mainstreaming Programme	Stirling (Town)	Town Centre regeneration.	Community	Community	Scottish Government plus others	Identified funding streams	Non statutory	Themes; Action Plan	Mix of spatial and social	Identified post event engagement; timescale for delivery; mentions of outcomes being delivered
5	East Pollokshields	2016	Charrette Mainstreaming Programme	Glasgow (Area/District)	Masterplan as Supplementary Planning Guidance to the new City Development Plan.	Community	Community	Scottish Government	Not specified	Supplementary Planning Guidance	Programme/proposals	Mix of spatial and social	Not stated

Table 3. The eleven cases selected for examination and their coverage of the key issues found in the literature

6	Cupar	2016	Charrette Mainstreaming Programme	Fife (Town)	Town Centre regeneration.	Community	Community	Scottish Government plus others	Not specified	Non statutory	Themes; Programme/proposals	Mix of spatial and social	Identified post event engagement
7	Prestwick	2016	Charrette Mainstreaming Programme 2015/16	South Ayrshire (Town)	Town Centre Regeneration.	Local Authority	Partnership	Scottish Government plus others	Not specified	Non statutory	Themes; Action Programme; Programme/proposals	Mix of spatial and social	Identified post event engagement; mention of outcomes being delivered
8	Arbroath	2016	Charrette Mainstreaming Programme	Angus (Town)	Town Centre Regeneration.	Local Authority	Partnership	Scottish Government plus others	Identified funding streams	Supplementary Planning Guidance and Area Plan	Themes; Action Programme; Programme/Proposals	Mix of spatial and social	Identified timescales for delivery; mention of outcomes being delivered.
9	Kincardine	2016	Charrette Mainstreaming Programme	Fife (Town)	Town centre regeneration.	Community	Partnership	Scottish Government plus others	Identified funding streams	Non statutory	Themes: Action Programme; Programme/Proposals	Mix of spatial and social	Identified timescale for delivery
10	North Berwick	2017	Making Places Initiative	East Lothian (Town)	Town centre regeneration.	Partnership	Partnership	Scottish Government plus others	Identified funding streams	Area plan	Themes; Action Programme; Programme/Proposals	Mix of spatial and social	Not stated
11	Foxbar	2018	Pilot Local Place Plan	Renfrewshire (District)	Community vision, piloting of Local Place Plan.	Partnership	Partnership	Scottish Government plus others	Not specifed	Non statutory	Themes; Programme/Proposals	Mix of spatial and social	Identified timescale for delivery

Sources:

https://www.highland.gov.uk/downloads/download/279/wick and thurso charrettes

2. https://www.neilstontrust.co.uk/wp-content/uploads/2019/04/GOING-PLACES-Charrette-Report Print-A4-Double-Sided-3mm-bleed-Final-June-2014.pdf

3. https://www.eastlothian.gov.uk/download/meetings/id/16854/tranent town centre charrette-report from kevin murray associates

4. http://www.dunblane.info/charrette

5. https://www.collectivearchitecture.com/projects/make-your-mark

6. https://www.pas.org.uk/wp-content/uploads/2019/09/Cupar-Could-Charrette-report.pdf

7. https://ww20.south-ayrshire.gov.uk/ext/committee/committeepapers2017/South%20Ayrshire%20Council/5%20October%20Planning%20Reports/Prestwick%20Town%20Centre%20Charrette.pdf

8. https://www.angus.gov.uk/sites/angus-cms/files/2017-08/Arbroath%20Final%20Draft.pdf

9. https://issuu.com/oliverchapmanarchitects/docs/go\_forth\_kincardine\_charrette\_final

10. <u>https://eastlothianconsultations.co.uk/policy-partnerships/is-north-berwick-town-centre-a-great-place-for-eve/</u>

11. http://www.renfrewshire.gov.uk/media/9291/Foxbar-Place-Plan/pdf/Foxbar-Local Place Plan FINAL.pdf?m=1551437656463

As Table 3 illustrates, the selected cases provide a snapshot showing the widely varying characteristics of events held during the five years under examination. All bar two were held as part of the Scottish Government's Charrette Mainstreaming Programme. Only the last two (Numbers 10 and 11) differed: one occurred under its Making Places initiative while the other was an early instance of an event held to promote the piloting of the production of a Local Place Plan. Three events were initiated by local authorities (1, 7 and 8), four were driven by partnerships between local authorities and local communities (2, 3, 10 and 11), while the remainder were initiated by host communities themselves. Most frequently events were part of schemes for regenerating town centres although two were explicitly focused on visioning (1 and 11) and one on the production of a masterplan (5). Given the extent of this variety, it is unlike that single portrayal would neatly fit all eleven events investigated – a judgement reinforced by the findings of Step 3.

## Step 3: Analysis of the content of selected event reports.

Eleven reports of selected design-led events were subjected to further scrutiny. Their contents were examined to determine:

- 1- the nature of the organisation that 'owned' the event and any post-event activities
- 2- the source of funding employed for holding the event and any possible post-event activities.
- 3- the possible formal legal status of the outputs of an event
- 4- the types of outputs arising from an event
- 5- the kind of interventions proposed as following on from an event
- 6- the timescale suggested for post-event activities, and
- 7- the expected outcomes of such activities.

This examination is presented in Table 3. This was used to explore whether the key issues identified in the literature review were also represent in these reports. In particular, this step was used to look closely at: a) what these reports said, if anything, about the outputs arising from an event; b) whether there was discussion about how these were to be delivered; and c) identification of who should deliver them. The underlying aim here was to begin to construct a more nuanced picture of what was expected to happen after design-led events in order to advance collaborative planning. This examination revealed that the contents of these documents was simply descriptive of the events that they reported: they did not offer critical evaluation of them.

The cases investigated are listed in the left-hand columns of Table 3. The key issues identified from the academic literature in Table 1 make up the top row of this table. These are then separated into the categories of information found in the reports related to these issues. Three issues (ownership, funding, and outputs) are split into two categories in order to distinguish between the types of information found about them. All of the categories found in the reports were then further divided into subcategories in order to capture differences in the types of information discovered about each of them. As the table indicates, no single pattern for coverage of issues emerges. Instead reporting of design-led events was highly variable. Not a single issue was reported in all of them – though almost all included proposals or programmes of follow-on activities and more than half had of these addressed a mix of socio-economic and spatial issues. Just as the academic literature suggested (AlWaer and Cooper, 2019) that there is no single model for how design-led events should be held, so too this analysis reveals that there is no agreement about how they should be reported.

### 3. Coverage of post-event issues in the grey literature

#### Post-event ownership identified

All of the reports examined, apart from the one for Thurso, indicated which stakeholder group was expected to take ownership of the post-event stages. For example, the report of the Cupar charrette indicated that its Development Trust would initiate preliminary meetings with the appropriate organisations and groups to secure agreement on collaborative working for each proposal. The Trust stressed the importance of the proposals being taken forward collaboratively rather than led by a single organisation. Similarly, a number of the reports indicated the importance of initiating a delivery group. For instance, Tranent highlighted that there was already a good governance structure in place, with the Tranent town centre working group and the Fa'side Area Partnership. Nevertheless, the report signalled a need to form a Tranent Town Centre Delivery Team whose focus would be on co-ordinating the delivery of the plan. Reports cite additional support vehicles for delivery such as community development trust or a business improvement district to direct investment locally. A 'short life' Delivery Group was recommended in Arbroath. Some reports offered less details on who would be taking ownership, e.g. the Foxbar report which simply stated that its plan needed to be "owned" by the local community and the local authority "who will work together to establish a Delivery Group".. Other reports also indicated a partnership/ collaborative approach should be adopted but failed to state which stakeholder groups would facilitate or organise this. Likewise reports, e.g. Prestwick and Dunblane highlight who would deliver individual workstreams (e.g. projects) but not state who would be responsible for overseeing delivery of the overall programme of work.

#### Post-event funding streams indicated

Only 7 of the 11 reports identified potential funding streams for delivery (Neilson, Tranent, Dunblane, Arborath, Kincardine, North Berwick, and Foxbar). The Arbroath report drew attention to the current funding climate as being "tough financial climate", given the challenges the public sector was facing. As a result, it signalled that its Action Plan needed to be taken forward by all of the public, private and third sector stakeholders involved. The Neilston report acknowledged that more traditional funding streams, such as through the Local Authority would be limited. It noted that there was potential to use the Neilston Development Trust to access funding from charitable sources and other grant awarding organisations. The report contained a table which outlined potential funding streams for each of its projects. Four other reports (Arbroath, Dunblane, Kincardine and North Berwick) mentioned specific potential sources of funding in their action plan. The Tranent report simply contained broad statements on where potential funding could be found, from Sustrans or from the Big Lottery.

#### Types of outcomes sought

Reports varied considerably in how the outcomes arising from their design-led event were presented. Two of them - Thurso and Wick - adopted a masterplan approach. Four (Prestwick, Arbroath, Kincardine and North Berwick) reported their outcomes in themes, an action plan, and programmes/projects for delivering the latter. Their action plans contained details such as a project title, who the lead agency/ key partner would be, timescales and potential impact, next steps and what overarching broad outcomes this would meet. Figure 2(A) illustrates the level of detail offered for Prestwick. In short, the design-led follow-on activities were both *formal* and *informal*. The former were activities covered or mandated by the local planning or related public

programs: the latter depend largely on community capacity, i.e. on the mixed input from formal organizations, from informal networks, from locally-held skill sets, and dependent, in part, on social inclusion and participants' sense of and commitment to place identity.

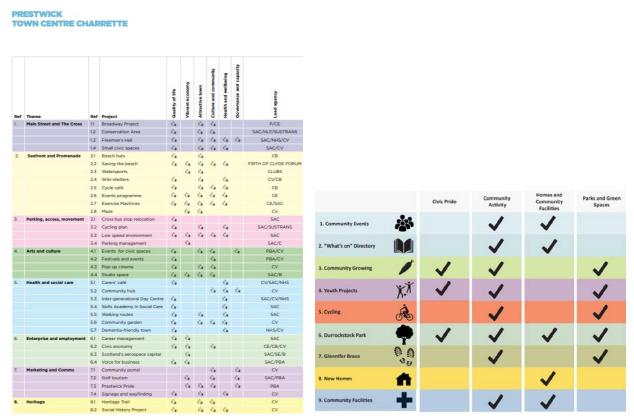
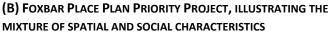


FIGURE 2. (A) PRESTWICK ACTION PLAN



# Characteristics of the outcomes cited

Two of the reports (Neilston and Tranent) indicated that only spatial outcomes were anticipated. The rest of the reports pointed to some mix of spatial and social outcomes. Figure 2(B) illustrates this mix for Foxbar, Across all 11 of the reports, the spatial outcomes listed included: developments of infrastructure; changes to the physical nature of the places; matters which involved physical planning such as improvements to the main street, new homes, or cycling paths. In contrast, the social outcomes sought were issues that would fit within community planning; for example, festivals and events, heritage trails, a directory of community activities, and youth projects.

#### Post -event engagement activities

Four of the reports (Tranent, Dunblane, Cupar and Prestwick) mentioned some form of postevent engagement, some of which had already taken place while others were proposed. However, all four of these reports only mentioned post event engagement briefly, without providing detail. For example, the Tranent report simply proposed that a Delivery Workshop event should take place. The Dunblane report stated a half day workshop for Steering group members took place 5 months after the event, which helped refine the set of actions for its Community Action Plan and agreed on the spatial strategy adopted. The Cupar report recorded that a feedback presentation took place a month after the workshops which had been focused on delivery and implementation. The Prestwick report referred to a follow-up session held after the workshops to present and review its findings.

#### *Timescale for delivery*

Only five of the case studies had mentioned timescale for delivery. Four of these (Neilston, Dunblane, Arbroath and Kincardine) categorised the timescale for their actions into short, medium and long term against each proposed project in their action plans. The Foxbar report offered less detail, simple recording a "need to flex over time in response to opportunities and available support".

#### Outcomes already being delivered

Three of the reports mentioned outcomes that were already being delivered. Dunblane offered only a general statement that 'several are already in progress'. But the Prestwick report listed the progress of each of its projects. The Arbroath report signalled that architects involved in its charrette were in discussion with the council about identifying suitable sites for one of the projects arising from its event.

As the discussion above illustrate, follow-on decision-making is presented using a wide range of means: maps, tables, figures and timelines. But despite this diversity, as KMA (2020) distilled from their own experience of supporting community involvement in collaborative planning, there are three critical areas which need to be agreed upon and put in place if decisions made at design-led events are to be implemented effectively: a) a shared plan which all stakeholder groups have bought into , b) an agreed programme of actions with explicit allocation of responsibilities and resources, and c) an inclusive delivery vehicle for driving these forward and for monitoring and evaluating their effectiveness, see Figure 3.

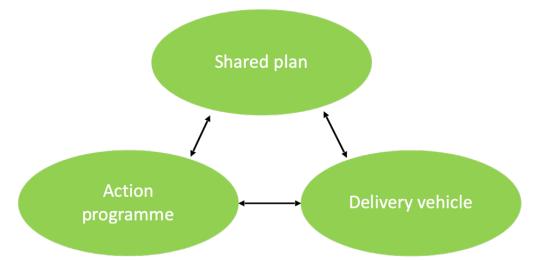


FIGURE 3. KEVIN MURRAY ASSOCIATE 'S (KMA) THREE CORNERED SUPPORT SYSTEM FOR IMPLEMENTING CO-DECISIONS MADE AT DESIGN-LED EVENTS.

# Conclusions

This paper contains an examination of what the academic and grey literatures say should happen after design-led events have been held to promote co-decision-making between professional and lay participants as part of collaborative planning for the built environment. Previously design-led events have been treated in the literature as one-off events. More recently, following AlWaer et al (2017), it has been recognised that they should be seen in context as simply one step involved in the multiple stages required for collaborative planning. Seen from this vantage point, designled events are revealed as crucially dependent on what happens before and after them. In short, however good an event is at eliciting design-led co-decision-making between participants, its outcomes are only legitimate if they represent the range of stakeholder groups who will be affected by them and if they are effectively implemented. Selection and enrolment of participants is a critical step that precedes design-led events. Subsequently, the choice and empowerment of an appropriate vehicle, steered by the relevant stakeholders, for implementing follow-on collaborative decision-making is no less crucial.

Design-led events are not stand alone but are themselves dependent on to what precedes and follows them as part of a multi-stage collaboration planning process, intended to deliver longitudinal engagement with local stakeholders throughout the lifetime of interventions in the production of the built environment. Academic literature to date has had little to say about what needs to be done after design-led events to implement co-decisions made at them effectively. In the research recounted here, attention has been given to the grey literature arising from design-led events in order to enquire whether reports of such events offer more elaboration of what needs to be done. Documents reporting design-led events were scrutinised to identify what advice can be gleaned from them about what should happen next in collaborative planning.

As the content analyses of the eleven reports presented above indicates, documents produced to write up design-led events are descriptive in nature. They do not offer critical analysis of the nature of the events that they report, nor do they seek to evaluate whether the co-decisions made at them can be implemented in practice. Instead these are pragmatic documents which, at their most explicit, specify what should be done, when and by whom. As the content analyses above also indicate, there is, as yet, no standard format for reporting design-led events. And, given that their situations and contextual circumstances vary, there is unlikely to be a one-size-fits-all set of guidelines for what needs to be done post events. But, viewed collectively, the reports do contain suggestions about an emergent set of key ingredients seen as necessary for signposting effective implementation of decisions made at them.

These ingredients include specification of:

- 1. post-event stakeholder engagement activities spelling out how stakeholder groups' subsequent contributions to decision-making and implementation will be achieved.
- 2. post-event ownership stipulating who is going to be responsible for implementing decisions within an agreed governance structure
- 3. intended outcomes laying out the mix of physical planning, social and economic deliverables is being sought
- 4. an action plan setting out the sequence and timing for delivering these. Furthermore, because of the need to react to changing conditions and timescales, the stewardship of

collaborative planning in general, and outcomes of design-led events in particular, cannot be left to rest with a 'single hand', however 'responsible' this may appear (AlWaer and Cooper, 2019;2020)

- 5. work streams grouping actions into programmable and fundable sets of activities
- 6. funding streams indicating where resources will come from to enable effective implementation.

The event reports examined above illustrate that a wide network of shapers and framers, acting as contributing stakeholders, has to be assembled. This network needs to be inclusive. It is brought together by enrolling and empowering members of the local residential community, business, and voluntary groups, along with those from the developer and the planning authority, to engage in decision-making about interventions in the built environment in question. The specific nature of the alliances and partnerships employed. and the activities these engage in, and the power relations underpinning these, is likely to vary from case to case. In some of the case studies examined here, local authorities retained control and offered only constrained decision-making powers to communities, while in other cases communities shared decisionmaking power with the local authority or developers, accompanied by subsequent control over the follow-up implementation process. The contributions that each group of stakeholders need to make during the post-event stages of collaborative planning has to be explicitly articulated. If this isn't done, there is a risk of creating misunderstanding and barriers to communication across the range of organizations, groups and actors involved. The absence of these can undermine trust and confidence, leading ultimately opposition to both the collaborative planning process and to its outcomes.

The reports of design-led events examined were not explicitly focused on monitoring and evaluation. But monitoring is necessary to identify whether action plans – and the work streams identified within them – are on track and within budget. And evaluation is critical for assessing whether the outcomes intended for collaborative planning – as voiced, for example, at design-led events - are being achieved in practice. Accordingly, three more ingredients need to be added to those already listed above:

- 7. monitoring checking project management progress in terms of timing and costs.
- 8. reporting/feedback to stakeholder group– stakeholders will meet to update on progress with projects creating a degree of accountability of stakeholders to deliver
- 9. evaluation assessing what has been achieved against original aspirations and intentions.

To date, in both academic and grey literatures, little attention has been given to monitoring or evaluating whether implementation of the outputs has actually delivered the outcomes desired, especially when seen from the longer-term, as-lived experience of local stakeholders.

The aim in listing these ingredients here is to begin to offer more clarity about the delivery process required for following up on design-led events and to start to provide guidance outlining the basic steps that need to be taken during the post-event implementation stages of collaborative planning. For even events that are successful on the day may risk a negative effect if subsequent non-delivery of the expectations they raise leads to stakeholder disillusion, fatigue and even growing distrust. Follow-through, and attention to whether outcomes are eventually achieved, are ultimately the keys to success. This cannot be gauged simply from what occurs on the day of the

design-led event but is made manifest across a much more extend time horizon. Tangible delivery with concrete changes delivered on the ground are thus crucial to the gauging the effectiveness of design-led events as a worthwhile contribution to collaborative planning. Embracing this broader view means what comes 'after' events has to be acknowledged as critical to their effective contribution to collaborative planning.

What form should documentation of design-led events take. It is recommended that they should be digital and accessible online, treated as a 'living' document that can be updated over time as projects progress. Such accessibility and updatability allow for more collaborative ownership and can help to increase accountability between stakeholders. As this paper has illustrated, such online documentation can take a variety of formats. By keeping the stakeholders, especially local community members, updated on the progress, it can be employed to maintain momentum during post-event stages, providing the clarity about who is responsible for delivering implementation that is necessary to keep alive stakeholders' commitment to what needs to be done.

Unsurprisingly, given the dearth of published work currently available, the research reported here gives rise to as yet, unanswered questions:

- 1. How can the results arising from collaborative design-led events be more effectively linked to post-event decision-making and delivery?
- 2. "What transitional support can be afforded to enable stakeholders to take ownership of subsequent stages of community design process?
- 3. What factors influence the implementation of outputs?
- 4. What has been achieved through these design events in terms of longer-term outcomes for communities and partners?

Further research - based on monitoring and evaluation of what is actually being achieved in practice - will be required to provide the evidence base needed to gauge the extent to which design-led events are capable, in practice, of delivering the longer term contribution to collaborative planning that their promoters are seeking.

# **Conflicts of Interest**

The authors declare no conflict of interest.

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