PUBLIC ENGAGEMENT
from a Developer’s Perspective
CONTENTS

- Introduction
- Theoretical background
- Methodology
- Results
- Steering Framework (Synthesis)
- Conclusions
- Recommendations
Introduction

- Public engagement
- United Kingdom
- Lessons for the Netherlands
UK Planning System

- Private sector-led
- Planning Application
- Private-Public and Public-Civic
- **Private-Civic**
- Policies
Sectors

- Private developer
  - Risk bearing and investing
  - Concept and product development
  - Project management

- Civic sector
  - Voluntary
  - No specific knowledge

- Public sector
  - Policy
  - Application approval
Sectors

Peter (5)

PRIVATE

PUBLIC

CIVIC

Nanny

Parents

Cedric (2)
Public Engagement

- Public engagement process
  - Private-civic relation
  - Timing
  - Extent
Timing

(Szymberski, 1997)
# Extent

## Ladder of Involvement

<table>
<thead>
<tr>
<th>None</th>
<th>Inform</th>
<th>Consult</th>
<th>Involve</th>
<th>Collaborate</th>
<th>Empower</th>
</tr>
</thead>
<tbody>
<tr>
<td>The private sector decides and leaves the civic sector out</td>
<td>Private sector decides and informs the civic sector about their plans</td>
<td>Private sector decides, but gives the civic sector a chance to voice their opinion</td>
<td>Private and civic sector make plans together, but civic sector is left out of execution</td>
<td>Private and civic sectors collaborate in planning and execution</td>
<td>Civic sector decides and executes plans. Private sector supports if necessary</td>
</tr>
</tbody>
</table>
Governmental policies have indicated that a new form of localism is to be applied in the urban development industry. Private developers, who are primarily initiators and financers of urban regeneration projects, are obliged to implement public engagement into their pre-application process. However, whether the involved actors consider the current interpretation of public engagement in urban regeneration effective remains questionable.
Research question

What does a public engagement process, which aim is to contribute to achieving the most important goals of a private developer working in urban regeneration projects, entail?
Research goal

- Gather knowledge and insight
- Process it into a useful tool
- Indicating the critical aspects
- And the benefits of public engagement
- For the private developer
Methodology

1. Literature review
2. In-depth case studies
3. Delphi study
   - Objectives of the private developer
   - Relational aspects of the private-civic relationship
4. Additional lessons
Steering Framework structure

No universal way of managing (De Leeuw, 2002)

1. Context
2. Organisation
3. Process
Steering Framework structure

Straub (2012)
2. Case studies

Bristol: Harbourside

London: Regent Quarter
Bristol Harbourside

- Development process
- Public engagement
Regent Quarter

- Development process
- Public engagement
3. Delphi study

- Objectives of the developer
- Relational aspects of private-civic relationship
- Two rounds of ranking
Can you rank the following objectives in order of importance, as seen through the eyes of a private developer working in urban development projects?

Can you rank the following items in order of most important to least important, considering what is needed for a successful collaboration process between a private developer and the local community?
### Individual ranking + Comments

| Objectives | 1 | Brand building |
| 2 | Break even |
| 3 | Business Continuity |
| 4 | Customer satisfaction |
| 5 | Expanding |
| 6 | Innovation |
| 7 | Market leadership |
| 8 | Product delivery |
| 9 | Product quality |
| 10 | Profit gain |
| 11 | Realizing common goals |
| 12 | Risk minimization |
| 13 | Shareholder Satisfaction |
| 14 | Sustainability |

| Relational Aspects | 1 | Acceptance and respect |
| 2 | Commitment and dedication |
| 3 | Creativity |
| 4 | Flexibility |
| 5 | Information sharing |
| 6 | Interdependencies |
| 7 | Mutual trust |
| 8 | Open mindedness |
| 9 | Transparency |
| 10 | Willingness to cooperate |
| 11 | Win-win attitude |

### Group ranking

| Objectives | 1 | Brand building |
| 2 | Break even |
| 3 | Business Continuity |
| 4 | Customer satisfaction |
| 5 | Expanding |
| 6 | Innovation |
| 7 | Market leadership |
| 8 | Product delivery |
| 9 | Product quality |
| 10 | Profit gain |
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| 11 | Win-win attitude |

### 2nd Round

**Private sector**
- Expert 1
- Expert 2
- Expert 3
- Expert 4
- Expert 5
- Expert 6

**Civic sector**
- Expert 1
- Expert 2
- Expert 3
- Expert 4
- Expert 5
- Expert 6

### Revised individual rankings

| Objectives | 1 | Brand building |
| 2 | Break even |
| 3 | Business Continuity |
| 4 | Customer satisfaction |
| 5 | Expanding |
| 6 | Innovation |
| 7 | Market leadership |
| 8 | Product delivery |
| 9 | Product quality |
| 10 | Profit gain |
| 11 | Realizing common goals |
| 12 | Risk minimization |
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| 14 | Sustainability |

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**Can you rank the following objectives in order of importance, as seen through the eyes of a private developer working in urban development projects?**

**Can you rank the following items in order of most important to least important, considering what is needed for a successful collaboration process between a private developer and the local community?**
## Final results

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<thead>
<tr>
<th>Rank</th>
<th>Objectives</th>
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<tr>
<td>1</td>
<td>Profit gaining</td>
</tr>
<tr>
<td>2</td>
<td>Shareholder Satisfaction</td>
</tr>
<tr>
<td>3</td>
<td>Risk minimization</td>
</tr>
<tr>
<td>4</td>
<td>Product delivery</td>
</tr>
<tr>
<td>5</td>
<td>Product quality</td>
</tr>
<tr>
<td>6</td>
<td>Customer satisfaction</td>
</tr>
<tr>
<td>7</td>
<td>Expanding</td>
</tr>
<tr>
<td>8</td>
<td>Business Continuity</td>
</tr>
<tr>
<td>9</td>
<td>Market leadership</td>
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<tr>
<td>10</td>
<td>Brand building</td>
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<td>Realizing common goals</td>
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<td>13</td>
<td>Innovation</td>
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<table>
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<tr>
<th>Rank</th>
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<tbody>
<tr>
<td>1</td>
<td>Willingness to cooperate</td>
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<td>7</td>
<td>Flexibility</td>
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<td>8</td>
<td>Creativity</td>
</tr>
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<td>9</td>
<td>Commitment and dedication</td>
</tr>
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<td>10</td>
<td>Interdependencies</td>
</tr>
<tr>
<td>11</td>
<td>Win-win attitude</td>
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**Consensus**

<table>
<thead>
<tr>
<th>Kendall's W</th>
<th>Interpretation</th>
<th>Confidence in ranks</th>
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<tbody>
<tr>
<td>0.10</td>
<td>Very weak agreement</td>
<td>None</td>
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<td>0.30</td>
<td>Weak agreement</td>
<td>Low</td>
</tr>
<tr>
<td>0.50</td>
<td>Moderate agreement</td>
<td>Fair</td>
</tr>
<tr>
<td>0.70</td>
<td>Strong agreement</td>
<td>High</td>
</tr>
<tr>
<td>0.90</td>
<td>Unusually strong agreement</td>
<td>Very high</td>
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</table>
## Consensus

<table>
<thead>
<tr>
<th>OBJECTIVES</th>
<th>Kendall’s W</th>
<th>Significance</th>
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<tbody>
<tr>
<td></td>
<td>Round 1</td>
<td>Round 2</td>
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<tr>
<td>Complete panel</td>
<td>0,502</td>
<td>0,526</td>
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<tr>
<td>Private</td>
<td>0,659</td>
<td><strong>0,711</strong></td>
</tr>
<tr>
<td>Civic</td>
<td>0,355</td>
<td>0,356</td>
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</table>

<table>
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<tr>
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<th>Kendall’s W</th>
<th>Significance</th>
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<td>Round 1</td>
<td>Round 2</td>
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<tr>
<td>Complete panel</td>
<td>0,321</td>
<td>0,444</td>
</tr>
<tr>
<td>Private</td>
<td>0,407</td>
<td>0,519</td>
</tr>
<tr>
<td>Civic</td>
<td>0,407</td>
<td>0,535</td>
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</table>
Timing

Currently

Ideally

<table>
<thead>
<tr>
<th>Initiative</th>
<th>Early design</th>
<th>Design</th>
<th>Late design</th>
<th>Execution</th>
<th>Use</th>
</tr>
</thead>
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<tr>
<td>7</td>
<td>1</td>
<td>1</td>
<td>10</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>

27
Extent

![Bar chart showing the comparison between currently and ideally for Extent. The categories are: None, Inform, Consult, Involve, Collaborate, Empower. The chart indicates that Consult is the highest category both currently and ideally.]

- Currently
  - None: 1
  - Inform: 6
  - Consult: 9
  - Involve: 4
  - Collaborate: 3
  - Empower: 1

- Ideally
  - None: 1
  - Inform: 6
  - Consult: 9
  - Involve: 4
  - Collaborate: 3
  - Empower: 1
4. Additional lessons

- Developer’s market position
- Civic sector’s characteristics
- Extent: reaching the people
- Timing: don’t be too late
Steering Framework

CONTEXT
Inner City Regeneration Project
Public-Private-Civic participation
Planning system & Policies
Central and Local Governance
Economy & Politics

Private developer
Leading actor
Financially involved
Responsibilities & Tasks

Civic sector
Wish to be involved
No financial involvement
Dependent on other actors

Public Engagement Process
1. Private developer’s objectives
2. Private-civic relational aspects
3. Timing
4. Extent
5. Added value

Input
External management measures
Information

Output
Product quality
Spatial quality
Service quality

WHY?
STRATEGY

WHAT/WHO?
TACTICS

HOW?
OPERATION
Steering Framework

- 2 Frameworks
  - Academic
  - Practical

- Strategy
  - Potential added value
  - Developer’s objectives
### Strategy

<table>
<thead>
<tr>
<th>PRIVATE DEVELOPER</th>
<th>STRATEGY</th>
<th>DEVELOPER’S OBJECTIVES</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the POTENTIAL ADD VALUE of investing in a public engagement process?</td>
<td></td>
<td>1. Profit gaining</td>
</tr>
<tr>
<td>(A) Improved chance of receiving planning approval</td>
<td></td>
<td>2. Shareholder satisfaction</td>
</tr>
<tr>
<td>(B) Minimized risk of unexpected delays and extra costs</td>
<td></td>
<td>3. Risk minimization</td>
</tr>
<tr>
<td>(C) Widely appreciated and qualitative end product</td>
<td></td>
<td>4. Product delivery</td>
</tr>
<tr>
<td>(D) Positive branding</td>
<td></td>
<td>5. Product quality</td>
</tr>
<tr>
<td></td>
<td></td>
<td>6. Customer satisfaction</td>
</tr>
<tr>
<td></td>
<td></td>
<td>7. Brand building</td>
</tr>
</tbody>
</table>
Steering Framework

- Tactics
  - Responsible
  - Competences
**Responsibility**

Who should be responsible for the engagement process?

The executing party should be able to:
- **Communicate** with large groups (without specific planning knowledge)
- **Present** the developer’s plans and retain useful feedback from the public
- **Invest** adequate time and resources
- **Mediate** between the wishes and needs of the developer and the civic sector
- **Find** representatives for the entire community

---

**Tactics**

**Competences**

---
Steering Framework

- Tactics
  - Responsible
  - Competences
  - Private-Civic relationship
  - Relational aspects
Tactics

<table>
<thead>
<tr>
<th>Private developer</th>
<th>Information</th>
<th>Civic sector</th>
<th>Relational aspects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leading actor</td>
<td>Wish to be involved</td>
<td>Financially involved</td>
<td>No financial involvement</td>
</tr>
<tr>
<td>Financially involved</td>
<td>No financial involvement</td>
<td>Dependent on other actors</td>
<td>Dependent on other actors</td>
</tr>
<tr>
<td>Responsibilities &amp; Tasks</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

PRIVATE-CIVIC RELATIONSHIP

WHAT are the most important relational aspects?

1. Willingness to cooperate
2. Acceptance and respect
3. Open mindedness
4. Mutual trust
5. Transparency
6. Information sharing
7. Flexibility
8. Creativity
9. Commitment and dedication
10. Consciousness of interdependencies
11. Win-win attitude
Steering Framework

- Operations
  - Timing
  - Extent
Operations

**TIMING**

What is the right TIME to start engaging the public?

(A) Start early in the process  
(B) Continue the engagement throughout the process  
(C) Preferably from Initiative until Construction

**OPERATIONS**

**EXTENT**

What is the most effective LEVEL of involvement?

(A) A range of levels should be offered  
(B) Depending on the civic sector's needs  
(C) Recommended to lie between Informing and Involving

**EXTENT**

None  Inform  Consult  Involve  Collaborate  Empower
CONTEXT
Inner City Regeneration Project

PRIVATE DEVELOPER

STRATEGY
What is the POTENTIAL ADDED VALUE of investing in a public engagement process?

PRIVATE-CIVIC RELATIONSHIP

DEVELOPER'S OBJECTIVES
1. Profit gaining
2. Shareholder satisfaction
3. Risk minimization
4. Product delivery
5. Product quality
6. Customer satisfaction
7. Brand building

RESPONSIBLE
WHO should be responsible for the engagement process?
The executing party should be able to:
Communicate with large groups (without specific planning knowledge);
Present the developer’s plan and obtain useful feedback from the public;
Invest adequate time and resources;
Mediate between the wishes and needs of the developer and the civic sector;
Find representatives for the entire community.

TACTICS

COMPETENCES
PRIVATE-CIVIC

RELATIONSHIP

WHAT are the most important relational aspects?
1. Willingness to cooperate
2. Acceptance and respect
3. Open-mindedness
4. Mutual trust
5. Transparency
6. Information sharing
7. Flexibility
8. Creativity
9. Commitment and dedication
10. Consciousness of interdependencies
11. Winner in attitude

TIMING

OPERATIONS
What is the right TIME to start engaging the public?

EXTENT
What is the most effective LEVEL of involvement?

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EXTENT

EXTENT

PRIVATE-CIVIC

RELATIONSHIP

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EXTENT

PRIVATE-CIVIC

RELATIONSHIP

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TIMING

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EXTENT

PRIVATE-CIVIC

RELATIONSHIP

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EXTENT

PRIVATE-CIVIC

RELATIONSHIP

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TIMING

OPERATIONS
What is the right TIME to start engaging the public?

EXTENT
What is the most effective LEVEL of involvement?

(A) Start early in the process
(B) Continue the engagement throughout the process
(C) Preferably from Initiation until Construction

EXTENT
Public Engagement Steering Framework
For the private developer

WHY you should invest in Public Engagement
(A) Pre-application public engagement is a requirement stated by almost all councils
(B) Public support significantly increases the chance of receiving application approval
(C) It minimizes the risk of unexpected delays and extra costs
(D) It is a way to positively brand your company’s image
(E) It can generate wider appreciation for, and a higher value of, the end product

WHAT an effective Public Engagement process entails
Generating both developer and local people satisfaction
(A) Of the end product (B) Of the process (C) Of the costs

HOW you should apply the Public Engagement process
Timing Start early and continue the engagement throughout the project.
From Initiative to Construction (Recommendation)
Extent Facilitate a range of possibilities
From Inform to Involve/Collaborate (Recommendation)

What CONDITIONS you should take into account
Public Engagement entails dealing with the civic sector. Relevant therefore is to take into account what is important in a private-civic relationship:
1. Accept and respect the civic sector as a partner in the process
2. Show willingness to cooperate
3. Be open to ideas and input from the civic sector
4. Try to create mutual trust
5. Show flexibility towards your plans
6. Be as transparent as possible

ADDITIONAL LESSONS you could take into account
(A) When support from the local people is crucial for receiving Planning Application approval, it might be worth investigating whether sufficient support is in fact present.
(B) Take the local people with you in your train of thought. Explain why certain plan-decisions are made and explain the most crucial requirements and restrictions.
(C) Be aware of the civic sector’s characteristics and possible lack of professional understanding. However, do not underestimate the power of a dissatisfied community.
(D) Invest time and effort into reaching a good representation of the entire community. This reduces the chance of confrontation with opponents only and increases the chance of generating support for your plans.
(E) Try to prevent being too late with engaging the people. The actual flexibility in the plans seems to be less important than engaging the public when adjustments are still possible.
Conclusion

What does a public engagement process, which aim is to contribute to achieving the most important goals of a private developer working in urban regeneration projects, entail?
Lessons for the Netherlands

- Likelihood of transfer
  - Different systems, different cultures
- Objectives of developer
- Relational aspects of private-civic relationship
- Importance of *timing* and *extent*
- Characteristics of the civic sector
Recommendations

- Testing the Steering Framework in practice
- Added value
- Applicability of the Framework in the Netherlands
- Role public sector
Questions?
UK Planning System
Additional lessons

- Private developer
- Civic sector
- Public engagement
Added relational aspects

<table>
<thead>
<tr>
<th>Place</th>
<th>Relational aspect</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Willingness to cooperate</td>
</tr>
<tr>
<td>2</td>
<td>Acceptance and respect</td>
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<tr>
<td>3</td>
<td>Open mindedness</td>
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<td>4</td>
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<td>Continuous engagement</td>
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<td>6</td>
<td>Setting a scope</td>
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<td>7</td>
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<td>Creativity</td>
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<td>11</td>
<td>Clarity within community</td>
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<td>Interdependencies</td>
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<td>14</td>
<td>Win-win attitude</td>
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- Timing and extent
- Steering Framework