The URBEM project is funded by the EU under the 5th Framework

URBEM - BEST PRACTICE GUIDANCE FOR CITIZEN INVOLVEMENT IN RIVER RESTORATION

August 2005

Newcastle City Council

Table of Contents

Purpose of the Guidance Document

Urban River Basin Enhancement Methods is an EU 5th Framework Project involving 12 partners from different countries across Europe. The aim of the project is to assist policy and decision makers to maximise the potential for urban river restoration at a catchment wide and site specific level. The project aims to achieve this through a series of tools, techniques and training documents. Further details of the project are provided in Appendix 1 and at the website: http://www.urbem.net/theproject.html

This document has been produced in accordance with the stated aims and objectives of URBEM. It forms part of the Theme: 'Decision Making Support Methodologies' which provides a comprehensive set of methodologies designed for public and environmental authorities involved in river restoration schemes within Europe. The document draws on the exchange of experience and the evaluation of existing river rehabilitation of partner countries – a key element of the URBEM project.

Section 1 of the document provides generic best practice guidance on how to ensure citizens and other stakeholders are fully involved in river restoration projects, before during and after the work is carried out. It offers examples (through stakeholder analysis based on the case study in Section 2) of who should be involved, why they should be involved and how their involvement might be maximised and facilitated. The chapter also illustrates best practice techniques for enhancing and encouraging participation and provides examples of other best practice guidance and existing projects. This is generic guidance in order to broaden applicability. It should also be considered in the context of the different organisational structures unique to the individual European cities.

Section 2 provides a case study from the Ouseburn in Newcastle upon Tyne. Newcastle City Council (NCC) are one of the non-lead partners in URBEM and have provided an 'end user' perspective to the trial and implementation of the URBEM River Restoration Toolkit on an upper stretch of the Ouseburn within a large 'greenfield' development site. It has also assisted Newcastle University (UNEW) in the collation of data on the Ouseburn, for the Study Site Monitoring outputs of URBEM. NCC are also leading a partnership approach to raising awareness of the Ouseburn, implementing river restoration projects and engaging citizens and stakeholders in the development of a catchment wide plan. This plan, funded through the European Interregiiib PURE (Planning for Urban-rural River Environments) project (see 5.1) aims to align the policies, strategies and management methodologies of key responsible organisations in order to provide a framework for managing water and spatial planning in the future. Drawing on NCC's experience the Ouseburn has provided a case study focus for the URBEM best practice guidance for citizen involvement.

SECTION 1

Section 1

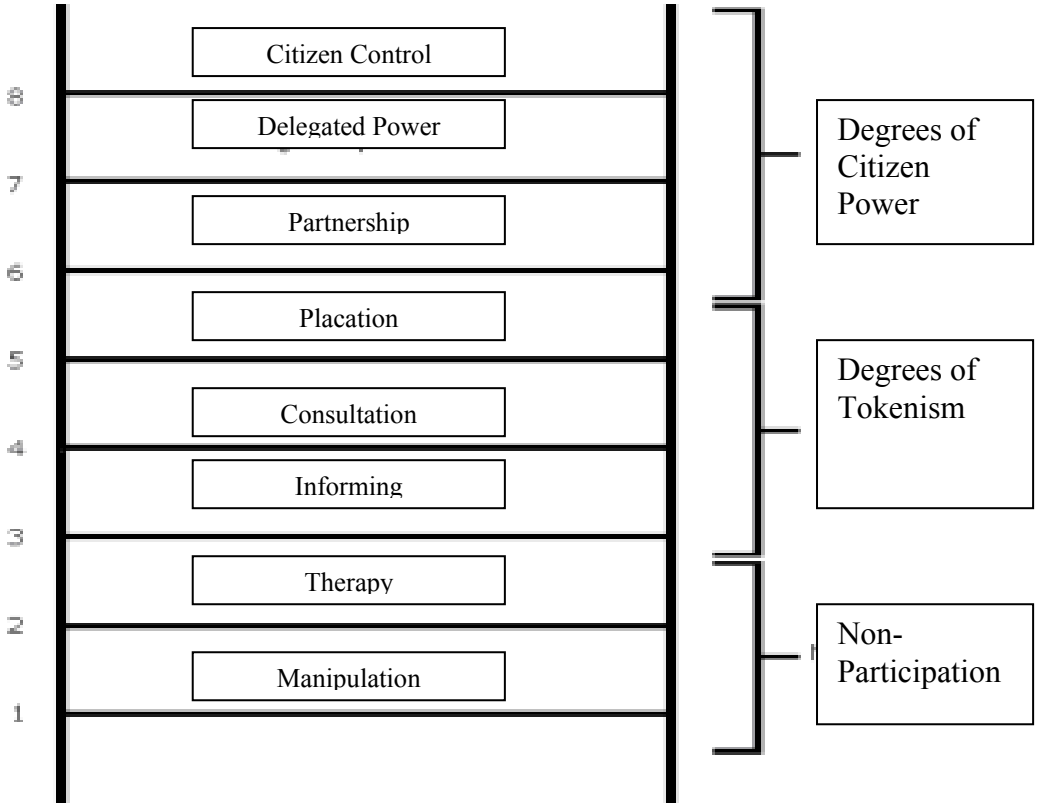
1. What is meant by Citizen Involvement?

Citizen involvement can generally be defined as allowing people to influence the outcome of plans and processes. It helps to define the rationale, framework, outcomes and validity of the decision making process and promotes ownership and support of the outcome. It also promotes creative thinking and generates ideas by sharing experience, knowledge and scientific evidence. It also has social learning benefits if it is based on constructive dialogue. There is no blueprint to the citizen involvement process and therefore should be carefully designed according to the needs and the available resources and tools.

A partnership approach between statutory bodies (e.g. the local authority, the agency responsible for controlling flood risk and monitoring water quality and the local water company) and community organisations (e.g. local trusts, volunteer, 'friends of' and local resident groups) should be a prerequisite to any river restoration proposal and in assessing and regulating large scale development within a rivers catchment. In taking forward this approach it can often prove necessary for one of the statutory bodies to take the 'lead'. It should however, be recognised that in order to maximise citizen involvement, it is often necessary to employ a 'neutral' and 'unbiased' project officer or organisation to lead and 'champion' the process.

1.1 Arnstein's Ladder of Citizen Participation

There have been a number of studies and models on involvement and participation. In a classic paper Arnstein (1969) explained 8 possible degrees of public involvement and power over decision–making in a Ladder of Citizen's Participation (Below) **Source** **http://www.ccnap.org.uk/Guide/part1.htm**



This ranged from non-participation, to token consultation, direct involvement, partnership and on to complete citizen control over decisions. The key starting point in properly involving people in the decision-making process is the dissemination of information to appropriate people and organisations in order to raise awareness, generate interest and gather information and views. Given due cognisance to Arnstein's work, the following hierarchy of community involvement will be used a model in the catchment plan process:

1.2 6 Stage Model

Drawing on this work the following 6 stage model can be used a framework for involvement in river restoration schemes:

Communication
Promotion and dissemination through a variety of mechanisms

↓

Engagement
Opportunities for getting involved generally and at significant milestones.

↓

Involvement
Making use of the best techniques and tools for maximising input and encouraging /facilitating expression of views

↓

Action
Develop ideas through open debate and discussions in order to identify priorities and realistic deliverables. Decision making through a 'partnership'

Steering Group of broad representation. Bring forward balanced and objective decisions.

↓

Feedback and Learning

Develop draft documents for further discussion. Explanation of decisions. Identify learning outcomes.

↓

Review

Monitor and review, update the plan. Over time this may involve starting the process again.

1.3 Culture Change?

All representative groups throughout this process will need to engage constructively, in order to get the best outcome for the benefit of the particular river restoration scheme and its catchment. It is recognised that local people can often have very different priorities and agenda's to that of 'experts' and 'professionals' in the field of river restoration and to other members of the local community and this can result in divided views. Careful consideration must be given to engaging people and the weight that is given to the various views. All participants, regardless of strongly held values, have to be ready to listen and potentially adapt their own ideas. At the same time, in attempting to agree a way forward, it is essential that people do not feel that they have been the subject of 'token' consultation rather than having a real influence.

1.4 Making it Happen – Resources

Co-ordination and facilitation of river restoration schemes is often provided by responsible bodies/ statutory authorities who have identified and secured the necessary funding. It is essential that these organisations dedicate the right level of resources to this role. Any gap in expertise will need to identified as early as possible and a strategy involved to cover these. It is also essential to empower local stakeholders and to promote esteem within the project. To this end it is essential that a variety of platforms are created which allow views to be openly expressed and discussed. Such platforms could include Open Forums, Steering Groups and workshops focusing on particular issues.

Each of these platforms should be facilitated, in terms of administration at meetings and in organising venues, by the organisations who have access to funding and/or have a statutory responsibility for the particular river. The facilitator must endeavour to ensure a broad representation of local citizens who perhaps have a specialist interest and knowledge to bring to the discussions. It is often essential to nominate a 'champion' to a particular scheme. This 'champion' can often assist with political, technical, academic and local community support.

1.5 Citizen and Stakeholder Involvement Strategy.

Before commencing any river restoration scheme it is advisable to develop a Strategy statement on how it aims to maximise involvement throughout the process. The contents of the strategy may vary depending on the type and scale of the restoration scheme under consideration. The remainder of this section considers the key elements which should be included in such and involvement strategy and summarises some of the techniques can be utilised for maximising involvement. It also gives an overview of other best practice river restoration schemes which can be referred to in developing the strategy. hav

2. Stakeholder and Citizen Analysis - Who should be involved and why?

Stakeholders are those groups of individuals with defined interests (economic, social, intellectual, regulatory etc) who already have expressed or implied interest in a particular area, river or scheme. Local community citizens can be defined as individuals who live and /or work in the catchment area but are not involved in organised stakeholder groups.

Effective involvement cannot happen without good understanding of the make-up, needs, values and capacity to engage with all those different groups with an interest whether this is intellectual, physical, financial, legal or statutory. A stakeholder and citizen analysis provides consideration of the importance of each group and their characteristics and reflects on potential different expectations. A comprehensive database of all those individuals, groups, organisations, businesses, specialist and statutory bodies, officers and politicians etc detailed below, needs to be developed as an integral part of a distribution strategy. Depending on the size of the river restoration scheme and the catchment in which it is situated, it can attract a large number and wide range of stakeholders. It is therefore not always possible to engage everyone, (depending on funding and resources). In such circumstances it may be necessary to target specific groups, individuals and organisations that represent a variety of interests and users of the river.

2.1 Local Community Citizens

As well as needing to address organisational, structural and technical issues relating to planning, implementing and managing a river restoration scheme, many of the problems facing rivers are social, such as footpath erosion, litter, dumping, vandalism, cross-connected drains, health and safety etc. These problems can be particularly acute in rivers running through a heavily urbanised area. At the same time there are many social opportunities for improving access, recreation and the cultural heritage along rivers and local people and local interest groups will have the detailed local knowledge needed to identify problems and opportunities.

By involving as many citizens as possible in the river restoration process, it will not only build consensus and trust but also raise people's awareness and esteem of the river and dispel misconceptions, so that they can become or continue to be actively involved in its stewardship. This can be achieved in a number of ways including, practicing responsible drainage, gardening and water usage methods, discovering the heritage, ecology, geography, drainage in guided walks/cycling events, by organising litter picking events, or by improving footpaths and encouraging the monitoring of water quality through regular visual assessment or by learning more technical methods education projects which may take place in the area.

'Hard to reach' groups should be targeted for involvement as they often have marginal representation and yet have a valid role to play in the development of ideas for future policies. These groups include older people, people with disabilities, people with learning difficulties, ethnic minorities, young people and religious groups. Ethnic minority groups often face a variety of problems when accessing services. These may be through cultural differences, language barriers and fear of prejudice or harassment. In Newcastle the Mela Festival an annual family festival encompassing Asian art, drama and music forms including Punjabi, Pakistani, Bengali and Hindi can provide a platform for involving the community in a projects. Disability affects around 20% of Newcastle's population and may be physical or mental impairment. Barriers may be lack of confidence to access facilities, the need for a carer, need for transport or being unable to read the information being presented. People with disabilities should be encouraged to become involved in river restoration schemes particularly when this includes plans to improve access to river through riverside walkways and recreation.

One way of involving young people can be achieved through schools and education outreach work. However, it is not only important that young people feel that they are making a difference in their communities by getting involved, but they often need an incentive to give their time. In a school setting, there may be a captive audience, but involvement is often enhanced by field study activity and interactive methodologies and achieving learning outcomes which should ideally fit in with the national education curriculum.

There are a number of best practice methodologies and case studies that should be referred to in order to target these groups. There are also a number of organisations dedicated to raising the profile of hard to reach groups. In Newcastle these include Age Concern, Disability North East, African Community Advice North East, Newcastle Community and Voluntary Services, Newcastle Youth Forum, Ouseburn Youth Centre, Better Days, Deaf Link and YMCA Newcastle. There will be similar organisations in other European cities. They can offer advice on the best ways of engagement.

2.2 Responsible Authorities

Many river restoration schemes require genuine interaction between the institutions responsible for land use planning, water management flood control, water quality, ecology, fisheries, drainage, navigation and recreation.

Each of these institutions has a critical role and influence in planning and policy development and in statutory regulation and monitoring of activities. Examples from the UK are considered below. Similar organisations usually operate in other European countries and their relationship between each other and responsibilities towards the river need to be analysed in order to maximise an integrated partnership approach.

2.21 The Environment Agency for England and Wales (EA)

The EA is an executive agency of the Department of Environment, Food & Rural Affairs (DEFRA). They are legally responsible for air, land and water quality and manage a wide range of activities including water resources, flooding, recreation, ecology, fisheries and conservation. The Agency must monitor and report on chemical and biological water quality and has an extensive sampling network. It controls polluting discharges to all controlled waters and has the powers to prosecute dischargers. The Agency is also the principle flood defence operating authority and influences policy and practice on development within the flood plain. It is also the responsible authority for the delivery of the Water Framework Directive. Through planning legislation and development control legislation, effective lines of communication between the Agency and the local planning authority are already established to large degree and can built upon.

2.22 Local Water Company

In Newcastle, Northumbria Water Ltd (NWL) is a private company regulated principally by the Office of Water Services (OFWAT) – a government department that regulates customer charging, operating efficiency and service standards. The Water company is responsible for water supply and sewage. They liaise with the Environment Agency wherever there is a potential impact on a water body, for example from a combined sewer overflow (CSO) or at treatment works. They are responsible for the control of sewer overflows and must meet strict standards set by the Environment Agency. Investment in their infrastructure and other assets are managed through an Asset Management Plan which sets down where investment will take place over a 4 year period, the priorities of which are influenced by the Environment Agency and OFWAT.

2.23 Local Council and Local Planning Authority

Local Councils in the UK are responsible for implementing government policy at the local level. This includes the regulation of land use and its development in its capacity as Local Planning Authority. It provides a Unitary Development Plan (to be replaced by a Local Development Framework in 2006) and supplementary planning guidance (to be replaced by supplementary planning documents in 2006) which is influenced by national and regional planning guidance. They have a duty to consult the general public and statutory bodies when they receive applications for development. Local Councils also aim to secure the funding and implementation of regeneration initiatives for social, economic and environment benefit. This can include river restoration schemes.

2.24 Towards Partnership Working – The Newcastle Case.

Due to institutional and structural conditions there is no statutory requirement in the UK for an integrated approach to planning and water management. This has resulted in a number of difficulties in areas such as development pressure on surface and foul drainage, asset management, discharge consents, increased flood risk and pollution incidents on urban rivers. The necessity for an integrated approach is now generally recognised and is identified by the European Union Water Framework Directive (WFD) as a pre-requisite for the implementation of river basin management plans across the EU. It is often the case that through such partnership working the need to take a catchment–wide approach to flood risk and water quality comes to the forefront. This catchment-wide approach is also a key principle of the WFD

Recognising some of the structural constraints to river restoration, in 2001, the Council commissioned the Centre for Land Use and Water Resources Research (CLUWRR) to lead a scoping study to explore the aspirations and perspectives of these three organisations in order to improve the understanding of each institution's competences and policies in terms of catchment management (planning, river ecology, flooding, water quality, water resources). Following detailed interviews with key officers from each of the organisations, the report recommends a number of key considerations. These include communication in and between the organisations, financial resources and constraints, water quality objectives, asset management, gaps in technical expertise, endorsement procedures and community participation and education.

In developing river restoration projects it is fundamental that these organisations work together at the institutional level with each committing the necessary resources and level of endorsement. The Executive Summary of the CLUWRR report is provided in **Appendix 2**.

The URBEM project has provided an opportunity to establish a focus and line of communication between the EA, NWL NCC and the University of Newcastle in order to discuss the testing of URBEM of toolkits on the Ouseburn river and other river related issues.

2.3 Specialist Organisations and Statutory Bodies

There are many specialist organisations that will have a valuable role to play river restoration schemes. UK examples include; English Nature, Northumbrian Wildlife Trust, RSPB, English Heritage, SUSTRANS and the RYA all have specialist knowledge in variety of fields, such as ecology, wildlife, habitat, historical and cultural aspects and recreational opportunities and constraints. English Nature is a government body for the promotion and conservation of England's wildlife and natural features and has statutory responsibility for designating areas of high ecological value and ensuring that protected species and their habitats remain unharmed. Such organisations are likely to want the maximum potential benefits for their particular

specialism. These need to be balanced amongst the holistic needs of all influencing factors and controls.

2.4 Voluntary Sector and Direct Action Campaign Groups

These organisations can have a positive contribution to make. They often have specialist localised knowledge in particular fields, for example heritage and the environment, the needs of local residents and independent ecological surveys. Many are actively involved in voluntary physical and educational campaigns. Examples of voluntary organisations include 'Friends Of' Groups, local recreational clubs, heritage groups and urban farms and education centres. The Community Volunteer Service (or equivalent) has information regarding such groups active in the area.

2.5 Businesses

Many businesses have adopted the principles of Corporate Social Responsibility towards the environment and projects in the public interest. Businesses can also have an adverse impact on rivers, particularly in terms of pollution, whether intentionally or not. By involving businesses, the awareness of rivers is increased and in encouraging businesses to endorse the sustainable principles, their awareness of how to conduct business in a non-detrimental manor and hopefully in ways which could have a beneficial impact on the river, such as the adoption of sustainable drainage techniques. The Chamber of Commerce (or equivalent) will be able to provide details of businesses located near to the river. An assessment will then need to be made of which businesses should be contacted.

2.6 Academic Institutions

Universities and Colleges have a valuable insight and depth of knowledge regarding the many issues and areas of interest associated with urban rivers. Through research and academic analysis these institutions have a significant degree of collected data and published papers that will help to inform many of the issues to be considered. Urban rivers are often used for teaching in a number of undergraduate and post-graduate degrees in subjects such as Geography, River Basin Management and Civil Engineering.

In Newcastle, the City Council works in partnership with Newcastle University for the URBEM project. It also works in partnership with the University of Northumbria through the development and application of a sustainability, and peer review tool - PURE Check. This tool allows the review of processes and plans at a number of stages in their development in order to ascertain any areas of improvement and to share knowledge between the partners of the project.

2.7 Landowners/tenants

Private landowners can be a key to unlocking access for recreational, educational and restoration purposes. For example, there are certain areas along a river that are not accessible by the general public. It may be possible to encourage these landowners to allow 'Permitted footpaths' through their land particularly where the river runs through that land. Landowners should also be encouraged to use and manage their land in a sensitive manor in

terms of flood risk management and protection and wildlife/habitat enhancement. Farmers have a key role to play in the river catchment particularly in terms of managing diffuse pollution and it will be essential that they are invited to participate in developing key issues and strategies for tacking problems.

2.8 Politicians and Council Officers

It may be essential for a particular river restoration scheme to have political support in order to 'champion' ideas and values. Such support can take forward policies and help to prioritise actions and can assist in unlocking future potential sources of funding. Relevant local members should be kept informed of the river restoration scheme through personal letters and update reports through Advisory, Area and Ward Committees. Interviews with key Council Officers should take place where practical to do so. These will include planning and environmental officers, neighbourhood and leisure services, rangers and community co-ordinators.

2.9 Local Strategic Partnerships

In the North East of England, each of the 23 unitary and district councils has set up a Local Strategic Partnership. The Newcastle Partnership (the Local Strategic Partnership for Newcastle) brings together the public, private, voluntary and community sectors to tackle the issues that matter to local people. The target is to narrow the gap between the most deprived neighbourhoods and the rest of the city. This will be achieved by improving the economic, social and environmental wellbeing of Newcastle by tackling issues including crime, jobs, health and housing. The Strategy Development Group, which has a membership of 3 voluntary sector, 3 community sector, 3 private sector and 9 public sector representatives, oversees the Newcastle Partnership. It provides a strategic focus for major strategies, oversees funding opportunities and monitors how well the Newcastle Partnership is performing. Funding is allocated to local authorities but spending decisions must be agreed by LSPs.

3. Best Practice Techniques: Enhancing Understanding and Encouraging Participation

Generating interest and involvement in river restoration may not be an easy task. Many people are not aware of the potential for river restoration and do not perceive that current issues and concerns have an influence upon them and visa versa. In an environment where many people are busy with their everyday lives, they are often only likely to engage if they can personally identify with a tangible set of issues and benefits.

3.1 Information and dissemination

Involvement through existing networks of people and groups already engaged in local issues needs to built upon in order to reach out to other stakeholders. Following a stakeholder analysis, dissemination of information about the river is essential for raising awareness and encouraging involvement. This can

include articles in the local media, leaflet drops, display panels and exhibitions at civic venues, presentations and reports (area governance) It is likely that a variety of documents will be needed as stakeholders will respond in different ways. A dissemination strategy should also be undertaken. Along with awareness raising and document distribution there are a number of tools that can be employed to encourage participation and assist in the articulation of various aspects and values.

3.11 Plain Language

A critical factor in providing and distributing information to a large and diverse number of stakeholders, is that it is written in plain language in order that it is interesting, clear, legible and easily understandable. This includes the avoidance of jargon and abbreviations and technical language. It should also contain non-technical summaries or explanations of words and phrases plus diagrams illustrating linkages, processes, milestones etc, where appropriate. A minimum type size of 14pt should be used as far as practicable.

3.12 Visual Display

Images can help to enhance the message. Mapping and photography techniques using Geographical Information Systems (GIS) should be employed wherever possible. These can assist with the visual understanding of information. For example the geographical area of the catchment can be shown by drawing an outline on an aerial photograph.

3.13 Questionnaires and Interviews and H forms.

Questionnaires are an excellent way to encourage feedback from a wide range of people, beyond the scope and resources of one-to-one interviews. Questionnaires can be circulated with awareness raising leaflets, advertised in the press and attached to emails. It is good practice to offer an incentive, such as a prize draw, in order to encourage feedback. Interviews give the opportunity for a more in depth one-to-one analysis. It is a resource heavy tool and therefore needs to targeted at specific groups, organisations, businesses and staff. Some interviews can be conducted in manageable size groups. The use of H forms are particular helpful in these situations. This is an interactive way of getting ideas on wide range of positive and negative issues down on paper with the use of paper and post-it notes.

3.14 Field Study

Depending on the scale of the river restoration scheme, a guided visit to the site can prove a useful tool in explaining and demonstrating the particular problems and potential opportunities. Draft plans which have drawn up will be clearer to understand. This should usually be aimed at targeted groups of stakeholders and local citizens. A Health and Safety Plan will need to be drawn up for the visit(s).

3.15 Events and Workshops

A series of events followed by workshops to debate specific issues, a useful mechanism for engaging stakeholders and citizen in the scheme. The events

usually aim to bring all stakeholders together in one room in order that a variety of issues and can be discussed. This helps in information gathering, assists in the articulation of views and encouraging debate. Such events need to be attended by those organisations bringing forward the scheme and who have access to necessary funding. It is often useful to employ a professional facilitator to assist in utilising a variety of participatory techniques that aim to maximise the value of the event. Workshops following the events are often useful to debate the issues in more detail and broad representative groups should be selected to attend along with professionals from the leading organisations who have the necessary technical expertise to help facilitate debate.

3.16 Venues

The timing and location of events and workshops should be arranged to maximise opportunities for people to be able attend. The venue and room used make a difference to the numbers of people attending and to how comfortable they feel and how likely they are to participate when they get there. The venues should be 'neutral', convenient, serviced and easily accessible in terms of public transport and wheelchair access and should take place outside normal working hours in order that those who work can attend. Consideration should be given to providing food and crèche facilities. Suitable meeting spaces will need to be provided for the working groups on a regular basis. It may be necessary to visit certain groups in their 'own' environment. This can be particularly important for 'hard to reach' groups.

Payment of small fee and expenses should be made available to participants recruited to the working groups as recognition of the time that they will devote to the project.

3.2 Toolkits

There are numerous toolkits available to assist in the maximisation of citizen involvement in river restoration projects. A comprehensive social appraisal toolkit 'Prove It' has been developed for the URBEM project and this integrates within the overall river restoration framework and other toolkits contained there-in. This toolkit along with other examples are considered below.

3.21 Prove It

This social appraisal tool has been developed by Groundwork, Barclays and the New Economics Foundation (NEF). NEF are a lead partner in the URBEM project and are responsible for developing the tool as key output of the project.

The 'Prove It' handbook provides a methodology by which to measure how effective community projects are in terms of improving the quality of life of local people. It is geared towards project and local authority officers, citizens and the practitioners who can effect change. The aim is to work with communities on pilot projects in order to develop sustainable impact measurements (key indicators). The objective of using pilot projects is to

measure and demonstrate how regeneration affects local communities using measurable aspects as a guide. These include demonstrating value for money and accounting (inputs and outputs). Outcomes are also measured (what is produced/what are the project activities and what difference have they made to groups and individuals). The benefits of using such indicators is to understand how well a project has done and to look at the wider context of a project - building Community Capacity and Networking.

The 'Prove It' handbook focuses on Social and Human Capital as the most important assets in the delivery of and success of community regeneration projects. Social Capital results in the strengthening of relationships and empowerment amongst groups of people with a common bond and Human Capital results in the development of self-esteem and skills of individuals.
Examples of indicators of Social and Human Capital are used and referred to in many publications and reports and are widely recognised at local, regional and national level. These areas form the fundaments to several frameworks used in the handbook as examples of effective and true participation.

Using the why, when, who, what and how of communications, it is possible to start planning how to take actions to change the situation for the better. The handbook recommends the following steps:

- Reflect on current actions using what has been learnt about human and social capital.
- Think creatively about new actions
- Plan and implement new actions
- Celebrate: Reward volunteers, revitalise, and be proud of how far you have come
- Evaluate: Sharing info, what have you learnt.

3.22 Planning for Real

A participatory planning methodology aimed at engaging large numbers of people in an interactive way. This usually involves the use of large scale models and the use of cards to allow participants to develop ideas. This has been used in river restoration projects elsewhere including the River Brent in the London Borough of Brent. In assessing the River Brent participation process, Tunstall et al (2000 p7) found that " *The model certainly attracted and stimulated people and the placing of the cards enabled people to actively engage with the rehabilitation site. This method also has the advantage of allowing even quite young children, who can be important users of riversides, to participate*"

3.23 PURE Multifunctionality Toolkit

This toolkit has been developed as part of the PURE project by partners in Deventer, Netherlands with the aim of developing ideas on how to maximise

multi-land use. The main idea of the methodology is to broaden the scope of stakeholders and citizens by assisting in their consideration, development and articulation of issues and by showing them how other stakeholders have developed their views on these issues. This is done by means of aspect theory. This defines 12 different aspects or viewing perspectives of a particular area within the catchment or a more site specific location. These aspects are as follows:

Moral	Historic
Legal	Logic
Aesthetic	Sensitive
Economic	Ecological
Social	Chemical
Linguistic	Physical

These aspects can be used as a framework for developing ideas, and can show what is important to people. They also give insight into possible conflicts between stakeholders and provide a framework for storing information and for providing feedback and evaluation through the various stages in the process. The toolkit also provides a framework for translating these aspects into values and then ideas for practical implementation. It also enables analysis of conflicts and assists with conflict resolution.

3.24 Other Community Planning tools and advice can be found at:

'Building Trust with Communities' www.environment-agency.gov.uk
'Community Planning' www.communityplanning.net
'Democs' – New Economics Foundations:
http://www.neweconomics.org/gen/democs.aspx?page=1061&folder=162

3.3 Feed back and Learning

It is essential when involving people to feedback to them to in order to check that you have correctly reflected their views and allow them the opportunity to comment. This must be done at all stages of the process. When ideas or issues are not taken forward, the reasons for this should be fully explained. Involvement educates all participants about the needs, aspirations and values of communities, the business sector, institutions and others. It can also help to foster a common understanding and hopefully unite (to some extent) rather than divide a diverse range of people.

4. Community Involvement in River Restoration and the WFD

Some guidance, research and case studies from other river related projects and guidance documents are considered below. These are not exhaustive and to what extent they can be drawn upon will be dependent on a number of factors, such as the number of people becoming involved and the scope of representation, the type and degree of expectation and the level of knowledge of those involved in the process.

4.1 SMURF. www.smurf-project.info/

Sustainable Management of Urban Rivers and Floodplains (SMURF) is an EU LIFE Environment demonstration project based on the Tame Catchment in Birmingham. It looks to change the way that land use and water management planning is carried out within urban floodplains. It also provides an opportunity to trial the Environment Agency's plans and policies for the Water Framework Directive. The project reaches a close with its final conference in April 2005.

A key objective of the SMURF project was to carry out:

> *Extensive citizen consultation to define the local requirements/objectives for the future management of the river system and demonstrate the approach used.*

The programme divided into 3 phases:
Phase 1 – stakeholder meetings with groups identified by the Council and the Environment Agency in order to inform the selection of other stakeholders and citizens and for defining relevant issues for sustainable river management.
Phase 2 – An extended workshop-based process involving community citizens from local groups and organisations that are representative of community interests and social-demographic characteristics. This was based on a community assessment. Three groups of about 20 people were recruited. Workshops identified and developed community aspirations and defined priorities in developing a sustainable river catchment. The workshops came together in a final consensus meeting.
Phase 3 – Site specific demonstration projects to reflect the varying land uses and development pressures within the catchment

The Project also maximises the use of GIS techniques to view information and makes a payment of a small fee and expenses to participants. Evaluation through questionnaires at the beginning and end of the project was also undertaken

4.2 Mersey Basin Campaign. www.merseybasin.org.uk/

This is a 25 year government backed partnership which brings together local authorities, businesses, voluntary organisations and government agencies to deliver water quality improvements and waterside regeneration throughout the Mersey Basin river system. The Mersey Basin Campaign works with communities on local projects around the Northwest of England through a network of action partnerships. Each partnership brings together community organisations, public sector bodies and local companies to improve an individual river catchment or stretch of watercourse.

The Campaign's agenda is wide-ranging, covering river basin quality, sustainable waterside regeneration and public engagement across two very large and varied catchments of the Mersey and Ribble.

The work of the Campaign needs to be informed and shaped by evidence and leading edge science, research and thinking. Therefore, active partnerships with the region's universities and research community are vital. The Campaign uses a number of mechanisms in order to achieve this including supporting

and undertaking research projects from student placements to participation in major research projects. Two particularly relevant pieces of research are:

Prochorskaite A. Public Participation in River Basin Management and Regeneration – MSc degree in European Environmental Management at Lancaster University. Available at http://www.merseybasin.org.uk/projects.asp?id=222&RBID=1289&sPage=1&dID=1235

Tippett J. A participatory protocol for ecologically informed design within river catchments. PhD Research. Available at http://www.holocene.net/research/phd.htm
This includes an overview of participatory methodologies

4.3 Building Trust with Communities. EA – A toolkit for Staff

The BTwC Toolkit was launched by the EA in September 2004 and they have trained over 400 staff, nationally, in its use. The format is a step by step approach with checklists and tips. The programme consists of:

- Training in tools and techniques to engage and work better with local communities throughout England and Wales, delivered through a simple toolkit and supporting workshops
- Developing interpersonal communications skills
- Helping staff understand other people's point of view and their concerns
- Demonstrating the most effective ways to reach local communities
- Offering internal 'mentors' to staff dealing with sensitive issues so they can learn from those who have had similar experiences
- Collating and sharing learning experiences and good practice through case studies.

4.4 Water Framework Directive – Guidance on Public Participation

http://www.defra.gov.uk/environment/water/wfd/
This is comprehensive guidance on active involvement, consultation and access to information aimed at competent authorities, stakeholders and the general public. As well as considering the principles and process of participation, the document provides a number of practical fact sheets for public involvement including stakeholder analysis, communication planning and tools, active listening and workshop planning. It also provides as Annex of case studies from across Europe in relation to water management. Many of the principles are reflected in this document and practical guidance will be utilised throughout the catchment plan process.

SECTION 2

Section 2
This section provides a 'live' case study example of citizen involvement in river restoration.

5 The Ouseburn

The Ouseburn is located in Newcastle upon Tyne, North East England. It is 14.2km long from its source near Callerton in the north-west of Newcastle to its confluence with the River Tyne Estuary in Byker in the east. The catchment - area of land bounded by all the watersheds draining into a river - covers an area of approximately 60km^2. The river is tidal for 1 km upstream of its confluence with the Tyne creating an estuary environment running though the Lower Ouseburn Valley. There are 17 wards either wholly or partly in the catchment, and an area within the North Tyneside Local Authority boundary. (See map in **Appendix 3**) It is classified as a 'Main River' by the Environment Agency.

A large section of the Ouseburn and its tributaries flow through heavily urbanised areas with a high density of residential properties and road networks. About a third of the catchment is rural, though not all is farmed. There are a number of large parks or areas of open space including Gosforth Park, Town Moor and Ouseburn Parks. Large commercial activities such as Newcastle International Airport, the METRO railway, Gosforth Race course and Falcons Rugby Club are also present.

As is the case with many other urban rivers, the Ouseburn experiences intermittent pollution (hydrocarbons, silt, salt, bacteria, nutrients, harmful metals, de-icer etc) from a number of diffuse and point sources. These include old and failing Combined Sewer Overflows (CSOs), sewage and storm drains, domestic sewage cross-connections, industrial, agricultural and road run-off and rubbish tipping. All of these have a marked impact on the quality of the water, wildlife, ecology and the visual appearance of the river.

Flooding is a high profile issue from the perspective of both the Environment Agency (EA), as responsible authority and the general public. It is a major material consideration for NCC and the EA when planning applications for new development within the river catchment are sought by developers. The Ouseburn catchment has seen an increase in flash flood frequency in the last 12 months and during these events the Victorian sewer system has not been capable of containing the volume of water. Flooding is therefore consistently considered a priority in any river rehabilitation project.

The largest and most active land use change within the catchment is Newcastle Great Park (NGP) (formerly classified as green belt), where 80 acres of business park and 2,500 homes set in 200 hectares of open space are planned and proceeding. The area is being developed by a consortium of housing developers and is divided into a series of strategic development 'cells'. Two housing cells are being developed with a third currently the subject of formal planning application to the local planning authority. It has always

been a requirement that, the development of NGP should not result in any increased flood risk to the Ouseburn and the area is utilising a number of Sustainable Drainage Systems (SuDS). It is considered an ideal opportunity for flood relief potential, especially given that there is little opportunity available downstream of it. NGP developers are in discussion with NCC, the EA and the Water Company to agree the extent of flood defence and flood storage capacity in the future.

The Lower Ouseburn valley in the most southerly stretch of the river and where it meets the River Tyne is a Strategic Regeneration Area that has a rich industrial heritage related to the river and is being transformed into a thriving community through partnership with a variety of community groups. The tidal nature of this stretch of the Ouseburn historically allowed the industrial development in the valley that soon became the birthplace of the Industrial Revolution in Newcastle. The river channel emerges from a 1km long culvert and then runs through historic stone quay walls, both built by the Victorians. The tidal nature of the river results in prolonged periods at low tide where the riverbed reveals unsightly mud flats of little ecological value, litter strewn throughout, unpleasant odours and a gloomy appearance with steep drops from the riverside walkway. This presents a challenge to the Council in its focus of regenerating the area into a vibrant urban village after years of contamination, industrial decline and dereliction.

5.1 Planning for Urban-rural River Environments (PURE)

The Ouseburn is one of four north-east England river catchments which together form PURE North East (the others being Team Valley, Seaton Burn and Redcar and Cleveland). This is part of a wider European partnership - PURE North Sea - involving Groningen and Deventer in the Netherlands and Göteborg in Sweden. It is a European Union Interregiiib funded programme aimed at improving the quality of rivers in the urban/rural fringe by bringing together the relevant responsible authorities and stakeholders in order to agree an holistic and integrated approach to water management and spatial planning. It is also aimed at drawing on best practice and on and sharing of knowledge between partner catchments and countries. The project started in October 2002 and will be completed in March 2006.

One of the ways of achieving these aims in the Ouseburn is to work with all the identified stakeholders (local authorities, the Environment Agency, Northumbrian Water, the local community, interest groups, businesses, schools, universities etc) in order to raise awareness of the river through educational and recreational activities and in order to develop a robust catchment wide approach to the river through the production a Catchment Plan for the Ouseburn

6 An Ouseburn Catchment Plan

6.1 Context

In order to ensure an holistic and integrated approach, the plan is being developed in the context of European, National, Regional and Local plans and policies including the Water Framework Directive, The Newcastle Plan, Local Development Framework, Green Space Strategy and the Biodiversity Action Plan. It is also engaging the priorities and policies of the Environment Agency (EA) and Northumbrian Water Ltd (NWL) in ways which have not previously been possible.

It is intended that the final plan will form the framework for identifying and illustrating areas requiring river restoration, utilising the URBEM toolkits as appropriate. The plan will then form the basis for future bids for funding in order to implement the works. Running parallel to the catchment plan is the development of a Supplementary Planning Document on Water Management as part of the new Local Development Framework, the Council's strategic planning document.

6.2 Content

Many opportunities for involvement have been identified throughout the process. The contents of the plan will be decided upon by the all those involved in its production, but it is likely that it will identify what needs to be done to improve water quality, reduce flood risk, improve access and recreation and control negative impacts from future developments. At the same time it is important when deciding future proposals, that expectations are not raised unrealistically and that the benefits in producing the Ouseburn Catchment Plan are fully understood and achievable in order to avoid disappointment.

7. Awareness raising and current involvement

One of the key principles in any river restoration scheme is in raising the profile of the river and generating/encouraging interest. The Ouseburn represents a great variety of aspects and values among its many stakeholders. As such a very flexible approach is being taken in order to reach a broad spectrum of people and to integrate with established groups and networks. The following illustrates what has been happening over the last 2 years and what will hopefully continue as new sources of funding are secured.

7.1 Education

The Lower Ouseburn valley has a dedicated Education Outreach Worker involved in engaging young people from local schools in the regeneration of the valley and in the river itself. Local children have taken part in a number of activity based learning days including basic water quality testing, identifying what flows into and through river and its historical and current uses.

7.2 Heritage and Interpretation

There is a significant amount of cultural and industrial heritage within the Ouseburn Catchment and there is a lot of interest in the Lower Ouseburn Valley in particular. The Ouseburn Heritage project was established in 1997 to promote the community heritage of the area through active participation of individuals and community groups. Over thirty community groups have participated in the programme, ranging from residents associations, schools, businesses and community centres, to churches, mental health resource centres, adult learning centres and voluntary sector stakeholders in the Ouseburn. The project has also helped to strengthen the capacity of local community groups to deliver heritage education projects in their own right.

Through the Heritage Interpretation Officer, the river Ouseburn has been fully supported and integrated within this programme. Local knowledge has been gathered and river based learning and interpretation activities involving the local community organised, including presentations, guided walks, and heritage courses. The Heritage Lottery Fund and PURE have also provided funding for river heritage interpretation boards which are in place along the river.

A key element of the plan will be to develop a catchment based Heritage Strategy based on the rivers history. The high level of community participation in heritage projects has provided the foundation for developing interest and awareness in the river.

7.3 Guided Walks and Cycles

A series of guided walks and cycles have taken place at key sites along the river. These events covered the whole catchment and were aimed at raising awareness of the river and also to gather local knowledge and identify recreational opportunities and constraints. The walks took place in areas of interest within the catchment and each has a particular theme such as ecology, geology, wildlife, recreation and access, development pressures, and heritage. The Cycle rides aimed to follow the course of the river, ‘against the flow’ and ‘with the flow’ in order to assess the scope of creating a formalised ‘Ouseburn Trail’. All were free and specialist guides were on hand to answer any questions. The walks were extremely popular with up to 55 people attending each.

7.4 Presentations, press releases, newsletters and brochures

Local Authority Officers involved with river restoration have given a number of talks/presentations to local community groups and provide regular updates on the river to community run newsletters. A number of articles have appeared in the local press describing the PURE project and advising how local people can become involved. A colour brochure and catchment map has been produced and widely distributed through existing networks, contacts, at local resource centres and libraries and during a variety of civic events. Articles in

Newcastle *CityLife* magazine, which is distributed free to all 129,000 households in the city have generated a lot of interest in the Ouseburn (see Distribution below)

7.5 Exchange Visits and Transnational Meetings

One of the principle strengths and aims of the URBEM and PURE projects is the sharing of knowledge both nationally and internationally. Local people involved in education and heritage have had the opportunity to visit European partners and look at the river restoration approaches they are taking in achieving improved water courses and in involving local stakeholders. At the same time all partners have an opportunity to share knowledge through a series of visits and meetings. It is intended that Dutch partners involved in the PURE project will take part in an Ouseburn Community Conference event in January 2006 in order to offer advice, help facilitate and hopefully take home some learning outcomes.

7.6 Redcar and Cleveland Learning Packages

Redcar and Cleveland College in North East England have produced a series of Open College Network accredited courses on the theme of planning with water. These courses are free and cover areas such as the Planning system and Water Quality testing and monitoring and are aimed at providing people with formal qualifications and hopefully increasing the level of interest in urban rivers.

8. Opportunities for continued Involvement

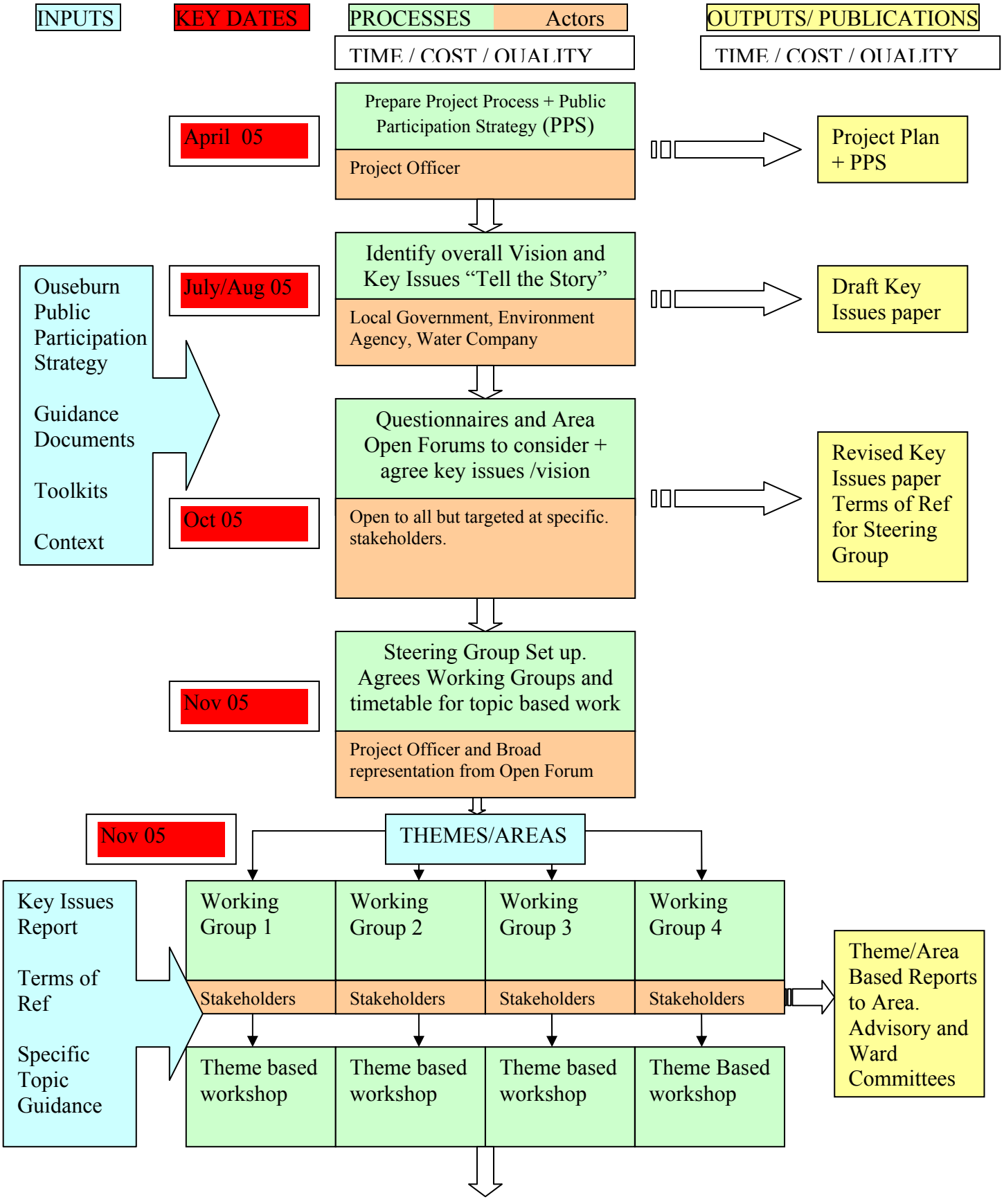
8.1 Process

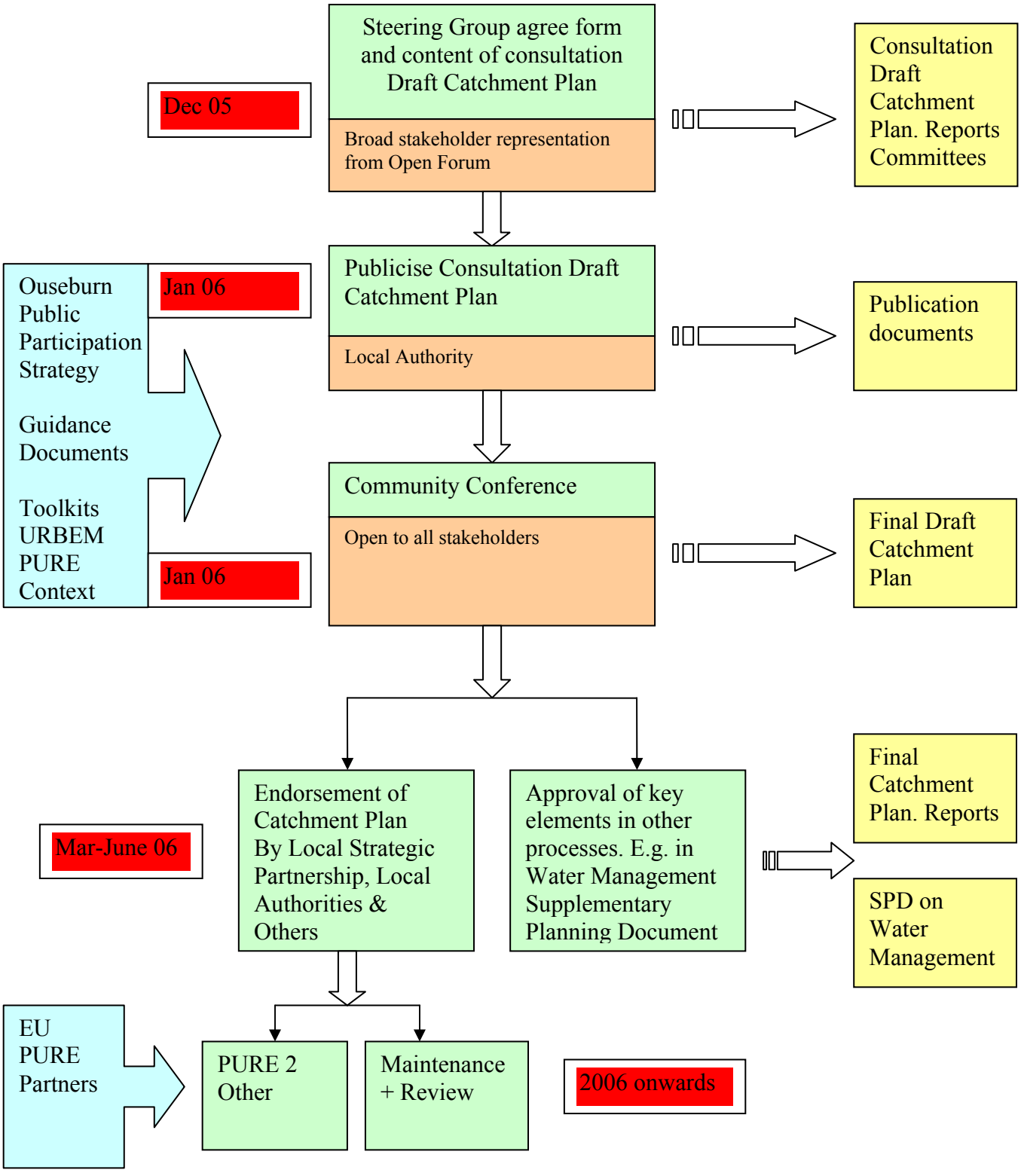
The intended process for developing the Ouseburn Catchment Plan is detailed in Table 1. This process includes the influences and context, key stages and milestones, key documents produced at various stages and the timescales involved. Similar processes can be developed for any river restoration project.

It has been essential to involve people and organisations at a very embryonic stage in the process in order that fully inclusive ideas and opinions can be utilised to generate issues and views which are taken forward through the various stages in developing a catchment plan. It is important that people are not presented with a lot of information which has been generated by a small number of people and which appears as a “fait accompli” At the same time, it can often be assistance to many people, to have a framework for starting debate and for articulating thoughts and values.

Table 1 illustrates the proposed processes involved in the production of the Ouseburn Catchment Plan. Highlighted in red are key milestones and dates of particular significance for public participation.

Table 1: OUSEBURN CATCHMENT PLAN PROCESS CHART




Steering Group agree form and content of consultation Draft Catchment Plan
Broad stakeholder representation from Open Forum
Dec 05
Consultation Draft Catchment Plan. Reports Committees
Publicise Consultation Draft Catchment Plan
Local Authority
Jan 06
Publication documents
Ouseburn Public Participation Strategy
Guidance Documents
Toolkits URBEM PURE Context
Community Conference
Open to all stakeholders
Jan 06
Final Draft Catchment Plan
Endorsement of Catchment Plan By Local Strategic Partnership, Local Authorities & Others
Approval of key elements in other processes. E.g. in Water Management Supplementary Planning Document
Mar-June 06
Final Catchment Plan. Reports
SPD on Water Management
EU PURE Partners
PURE 2 Other
Maintenance + Review
2006 onwards

This process chart can be considered the 'starting point' in the development of a catchment plan or river restoration scheme and is a necessary pre-requisite in developing a framework around which to identify influences, organise events, produce documents, and identify timescales and deadlines. A public participation strategy or statement of community involvement should also forms part of that 'starting point' although in the case of the Ouseburn there has already been significant public participation in river related projects.

8.2 Stages

8.21 Key Issues

The next stage in the process, is for a number of general 'key issues' to be identified in order to facilitate debate and provide a framework for articulating thoughts and values. These 'key issues' will be developed between the City Council, the Environment Agency (EA), Northumbrian Water Ltd (NWL) and Newcastle Universities based upon a number of factors including Water Framework Directive objectives, case studies of other catchment plans, current policies, plans and institutional objectives.

A significant degree of information has been collated on the Ouseburn by a variety bodies. A number of workshops involving a variety of professions from the Council, the EA and NWL have also been held in order to raise awareness of the project and to draw on specialist skills and knowledge of the Ouseburn from the perspective of these statutory bodies. These key issues will also be informed by the feedback received from a variety of awareness raising campaigns which are currently taking place (see below).

Techniques: Questionnaires, interviews, visual displays, attending festivals and events, walks and cycles

8.22 Open Forums

Open Catchment Forums will be held in October 2005 in order to bring stakeholders together to consider the issues, initiate debate, discuss the suggested processes and appoint a Steering Group to take forward the discussion.

Techniques: Visual displays, independent facilitators, 'multi-functionality' and H forms. Utilised in order to encourage feedback of views in an engaging and interesting manner. Venues to be selected in accordance with best practice.

8.23 Steering Group and Working Groups

The Steering Group will be facilitated by Council, EA and NWL officers and it is intended that a broad spectrum of stakeholders is represented at the core of the decision making process. The terms of reference for the Steering Group will need to be agreed upon, but it is envisaged that it will meet at least once a month and agree a number of working groups based around core themes

and/or site-specific areas. The Steering Group will also agree who should be represented at these working groups. Such working groups offer an open and interactive forum allowing people to identify the issues that are important to them. It is also likely that these working groups will meet at least once during November and their work will culminate in theme based reports which will identify a series of options and actions to form the basis of the Consultation Draft Catchment Plan to be agreed by the Steering Group.

Techniques: Open, interactive discussions. Venues to be selected in accordance with best practice

8.24 Community Conference

The draft catchment plan will be widely published in December and a Community Conference held to discuss the contents and implications and to invite further involvement and comment. A Final Draft Catchment Plan will then be agreed by the Steering Group. Endorsement of the plan by stakeholders, community leaders, businesses and local agency's will then be sought in order that a final document can be agreed by March 2006.

Techniques: Wide publication of the draft plan, visual displays, professional conference facilitators

8.25 Advisory, Area and Ward Committees

Existing governance structures within the City Council will be utilised as a mechanism for raising awareness, generating involvement and seeking the support of local members and the community. These reports will be given at key points within the process including the theme/area based reports coming from the workshops and the draft and final catchment plan.

8.26 Local development Framework

At the same time, it is intended that appropriate elements of the plan will be taken forward through the Local Development Framework and adopted as a Water Management Supplementary Planning Document, thereby adding weight and statutory status to plan in order to influence future development within the catchment and across Newcastle as a whole. Opportunities for public involvement though the statutory planning process and in accordance with the Statement of Community Involvement will therefore, to some degree, run in parallel to the catchment plan process.

8.3 Newcastle Great Park – URBEM Work Package 5 Toolkit

As the catchment plan will demonstrate a coordinated and comprehensive strategy is needed to ensure that the potential for river rehabilitation is identified and maximised. This not only requires a robust strategy and framework - supported by user friendly toolkits, but also the understanding, co-operation and commitment of the key influencing stakeholders. As

discussed previously, such stakeholders should include the local community, businesses and developers from the very beginning and this interest needs to be maintained throughout the process and beyond in order to raise the profile of the river and to instil a sense of ownership and responsibility. The mechanisms for achieving these goals are complex and often embedded in long established cultural and structural constraints. The URBEM project has the potential to unlock many of these of these issues for site specific river restoration schemes by encouraging communication and participation and to offer a framework for delivering shared objectives

The watercourse rehabilitation toolkit developed by the URBEM project provides a systematic procedure for city planners to justify, prioritise and plan urban river rehabilitation schemes. The method looks at different general objectives that could be achieved through river rehabilitation using a wide range of criteria to describe these objectives. A multi-attributes decision making scheme is then applied for the scoring of each criteria and a final score for each general objective is computed to identify which rehabilitation scheme is the most appropriate for the site. The method can and should, wherever possible, be used in the context of a stakeholder participation process. This process provides for the inclusion of local knowledge of a particular stretch of watercourse which can be an essential prerequisite for a river rehabilitation scheme to be successful and locally supported.

The Ouseburn catchment includes several key development areas in close vicinity of the River Ouseburn. One of these developments is Newcastle Great Park, in the upper part of the catchment (200ha and including 2500 new homes and a 80ha business park) This development can and should be seen as an opportunity for NCC to tackle the issue of urban rivers, their heritage, amenity potential and water quality. The URBEM toolkit can provide an opportunity to develop a river restoration scheme within NGP, which can be used as a benchmark for the assessment of planning applications received from the developers.

References and Bibliography:

Amezaga, J M & Spice W. 2002 River Ouseburn Strategy Scoping Study. CLUWRR, University of Newcastle. August 2002

Arnstein, S.R. 1969. A Ladder of Citizen Participation. American Institute of Planners Journal 35, 216-224

Doyle A. 2004. Developing Effective Partnerships. School of Civil Engineering and Geosciences. University of Newcastle. Workshop 02 March 2004

Environment Agency 2004. Building Trust With Communities – A toolkit for staff. June 2004

European Union. Guidance on Public Participation in relation to the Water Framework Directive - Active involvement, Consultation and Public access to information. December 2002

ODPM. 2004. Community Involvement in Planning: The Government's Objectives. February 2004

Prochorskaite A. Public Participation in River Basin Management and Regeneration – MSc degree in European Environmental Management at Lancaster University. Available at http://www.merseybasin.org.uk/projects.asp?id=222&RBID=1289&sPage=1&dID=1235

The Newcastle Plan – Making a Great North City. Part 1 Community Strategy – August 2004

Newcastle City Council – Neighbourhood Services. 2005. Green Spaces…asking people. Green Space Strategy Background Paper. April 2005

New Economics Foundation. Prove It! Measuring the effect of neighbourhood renewal on local people. June 2000

Tippett J. A participatory protocol for ecologically informed design within river catchments. PhD Research. Available at http://www.holocene.net/research/phd.htm

SMURF, 2003. Integrated Catchment Management and Land Use Planning – Benchmark Report on existing 'know how' within the EU. July 2003 Produced by H R Wallingford Ltd

SMURF 2003. SMURF Project Methodology and Techniques. July 2003. Produced by the Environment Agency, King's College London, Universtiy of Birmingham & H R Wallingford

Tunstall, S, Tapsell S, Eden S. 2000. Involving The Public in Urban Watercourse Restoration and Rehabilitation – Paper presented at the River Restoration Centre Annual Workshop – April 6-7 2000

Appendices:

App 1 The URBEM project – summary

The specific technical and scientific objectives of the URBEM research project are:

- To develop new tools to assess the potential for enhancement and rehabilitation of urban watercourses,
- To develop innovative urban watercourse rehabilitation techniques for use in future schemes,
- To develop decision making support procedures, including social, economic, environmental and safety aspects, to help planners and city authorities effectively prioritise and plan urban river rehabilitation projects that help to achieve "maximum ecological potential".

In addition the URBEM project intends:

- To provide guidance, in the form of training and briefing modules, to public, professional and environmental authorities about how to plan, implement and maintain an urban rehabilitation scheme.

For convenience of organisation and management, the overall project is divided into 11 work packages that divide up the work into discrete and manageable units. Each work package is led by one of the project partners

Work package 1 Project Integration and Co-ordination
Led by : Hr Wallingford
This work package is the overall co-ordination and management of the research project. There is no specific input to the package, other than work package progress reports, but the work involves close liaison with all themes and work-packages in the URBEM project.

Work package 2 Existing case studies
Led by : Institut fur Okologische Raumentwicklung e V.,, Dresden
This work package aims to collate information from existing urban river rehabilitation schemes

Work package 3 Study-site monitoring
Led by : University of Newcastle-Upon-Tyne
The objective of this work-package is to collect all the relevant information about a range of selected urban watercourses in the following Six cities (Newcastle, UK; Lyon, France; Dresden, German; Oeiras, Portugal; Ljubljana, Slovenia and Vienna, Austria) across Europe.

Work package 4 Aesthetic evaluation
Led by: Instituto Superior Tecnico
The objective of this work package is to develop an evaluation methodology to classify the aesthetic quality of urban watercourses and their surroundings.

Work package 5 New tool to assess the potential for urban watercourse rehabilitation
Led by HR Wallingford
The objective of this work package is to develop a new tool to assess the potential for urban watercourse rehabilitation. The methodology to apply the new tool will be defined so it can be implemented and tested on the urban watercourse study sites.

Work package 6 Implementation and review of the new assessment tool
Led By : University of Ljubljana
The objective of this work package is to apply the assessment tool developed in Work Package 5 on the urban watercourse study sites, analyse the results and review and improve the tool if needed.

Work package 7 Development, implementation & review of social appraisal tool
Led by: New Economics Foundation
The objective of this work package is to develop and review an audit tool which:
· identifies all stakeholders in any river rehabilitation project
· generates information about how citizens perceive the urban environment
· enables citizens to participate in consultations about any rehabilitation project
· generates indicators against which urban watercourse rehabilitation can be measured.
· tests the tool on the study sites and the local citizens & revises the tool in light of this testing

Work package 8 New techniques for urban river rehabilitation
Led by: Portuguese National Civil Engineering Laboratory
This work package aims to develop innovative techniques for urban watercourse rehabilitation

Work package 9 Decision support methodologies
Led by: HR Wallingford
The objective of this work package is to define a decision support methodology for public and environmental authorities.

Work package 10 Development of indicators of success
Led by: Institut fur Okologische Raumentwicklung e V. Dresden
The objective of this work package is to find indicators with which to assess the success of a rehabilitation scheme. It is important to be able to measure the effects of interventions in the river system to determine the effectiveness of expenditure on rehabilitation measures and their contribution to achieving a sustainable future in the urban context.

Work package 11 Training & dissemination
Led by: Centre for Urban Water
To ensure the results of the URBEM project will be put into practice by as wide a range of end users as possible including EC citizens, public authorities and professionals, there are three aims:
· To document the project results
· To develop a set of training materials to educate end-users of the URBEM results
· To disseminate the project outputs to the potential user-community

Source: http://www.urbem.net/theproject.html

App 2 CLUWRR River Ouseburn Strategy Scoping Study – Executive Summary

RIVER OUSEBURN STRATEGY SCOPING STUDY

August 2002

Prepared for the Newcastle City Council by
Jaime M. Amezaga
William Spice

Centre for Land Use and Water Resources Research
University of Newcastle
UK

EXECUTIVE SUMMARY

On May 3rd 2001 members of Newcastle City Council's Development Planning Group, Environment Agency, Northumbria Water Limited and the University of Newcastle met at Newcastle City Council to discuss the formation of the River Ouseburn Catchment Improvement Project. The meeting was organised following Newcastle City Council's realisation of the benefits of multi-objective management of the Ouseburn catchment. Further impetus was provided by the approval by the European Commission of the Water Framework Directive, which requires the implementation (with specific emphasis on integrated and public participation) of river basin management across the EU.

It was arranged that Newcastle University (represented by the Centre for Land Use and Water Resources Research (CLUWRR)) should lead a scoping study to explore the aspirations of the different organisations with regards to the Ouseburn, draw up an agreed vision for the catchment and identify clear objective actions.

The resultant report can be divided into two sections. Firstly, summaries of interviews conducted with key members of Environment Agency, Northumbrian Water Ltd. and Newcastle City Council are provided. Each of these organisations were responsible for nominating suitable interviewees, with the authors aim being to speak to a range of employees to secure a broad cross-section of professional opinions. Secondly, details about current and potential future contributions of Newcastle University to the project are identified, including details of a pilot Quality of Life Capital study that was conducted for this scoping study by CLUWRR.

A series of key considerations has been identified for each organisation, and are summarised below:

- The **Environment Agency** (EA) will support the development of an Area Action Plan for the catchment. Future uses of the river have to be identified to set water quality objectives. Knowledge of practical and financial constraints needs to improve, as does knowledge of different contributions to water quality status. The Section 105 report will provide for future flood warning and flood defence policies. The NGP is an opportunity for SUDS, flood control and water quality improvements. The long-term vision for the Ouseburn is as a healthy river corridor with improved public access and high amenity value.
- **Northumbrian Water Limited** (NWL) acknowledges that there is no quick fix to Ouseburn's problems and that real improvements will cost time and money. NWL recognises that current focus points (Lower Ouseburn, Jesmond Dene) cannot improve without a catchment approach to managing the Ouseburn, which will also improve the rest of the catchment. Water quality objectives need to be known to facilitate planning. Access to the river needs to be improved so it can be better maintained and open to the public. NCC, NWL and EA need a workshop to agree major issues, identify a critical path and define a common vision.
- **Newcastle City Council's** (NCC) involvement in the Ouseburn is driven by the City of Culture 2008 bid and the aspirations of Going for Growth. The vision is to create a umbrella project for various Ouseburn projects which will act as a catalyst to community involvement in the catchment. The aim is to create a sustainable catchment that is in the 'ownership' of the community. For an effective partnership project communication between the partners is essential, as is a project leader who understands the principals of catchment management. Public participation should form a key element of the Ouseburn Strategy, and the consultation mechanism developed for NGP should be extended to the whole catchment. The lack of visibility of the river and the development of the Ouseburn corporate identity are key steps to be addressed.

Newcastle University is currently involved in the Ouseburn in a number of ways. Firstly, CLUWRR and the Ouseburn Resource Centre have agreed to write proposals for European funding, including the Framework 5 project "Urban River Basin Enhancement Methods"and the Interreg IIIB North Sea Programme.

The Ouseburn is also used for teaching in undergraduate Civil Engineering and Geography degrees. Projects currently in progress include the Virtual Ouseburn project and investigations into Ouseburn Water Quality and Carbon Budgeting. CLUWRR has conducted a pilot Quality of Life Capital Study for the Ouseburn Catchment for this scoping study. Future projects that the University can lead include expansion of the Virtual Ouseburn, chemical and biological water quality and Quality of Life Capital projects, and restoration of the river and its corridor.

Based on the findings of the scoping study a number of recommendations have been made. A series of six essential next steps have been identified for progress. These are:

- **Internal coordination within NCC, EA and NWL**, whereby each organisation needs to determine the internal structure of their involvement.

- A **core partnership workshop**, is needed to discuss, amongst others, strengths and weaknesses of each organisation, time limits and objectives, the delivery model and the preparation of a public document launching the project.
- **Public participation** is essential for the projects success and has to lead the project and not be merely symbolic.
- The core partnership should look towards **extending the partnership** to include other voluntary organisations. The formation of a Steering committee should be considered.
- This report should be the first step towards **preparing a plan** for the river with clear objectives and deadlines.
- Emphasis should be placed on **further coordination** within the City of Culture framework and with other regional catchment projects.

Additionally, six themes for action have been identified which group the most pressing issues surrounding the Ouseburn's development.

- Increase the Ouseburn's visibility and the Ouseburn identity.
- Address flooding concerns.
- Clean the river.
- Promote river restoration**.**
- Update the Biodiversity Action Plan
- Exploit the amentiy value of the Ouseburn.

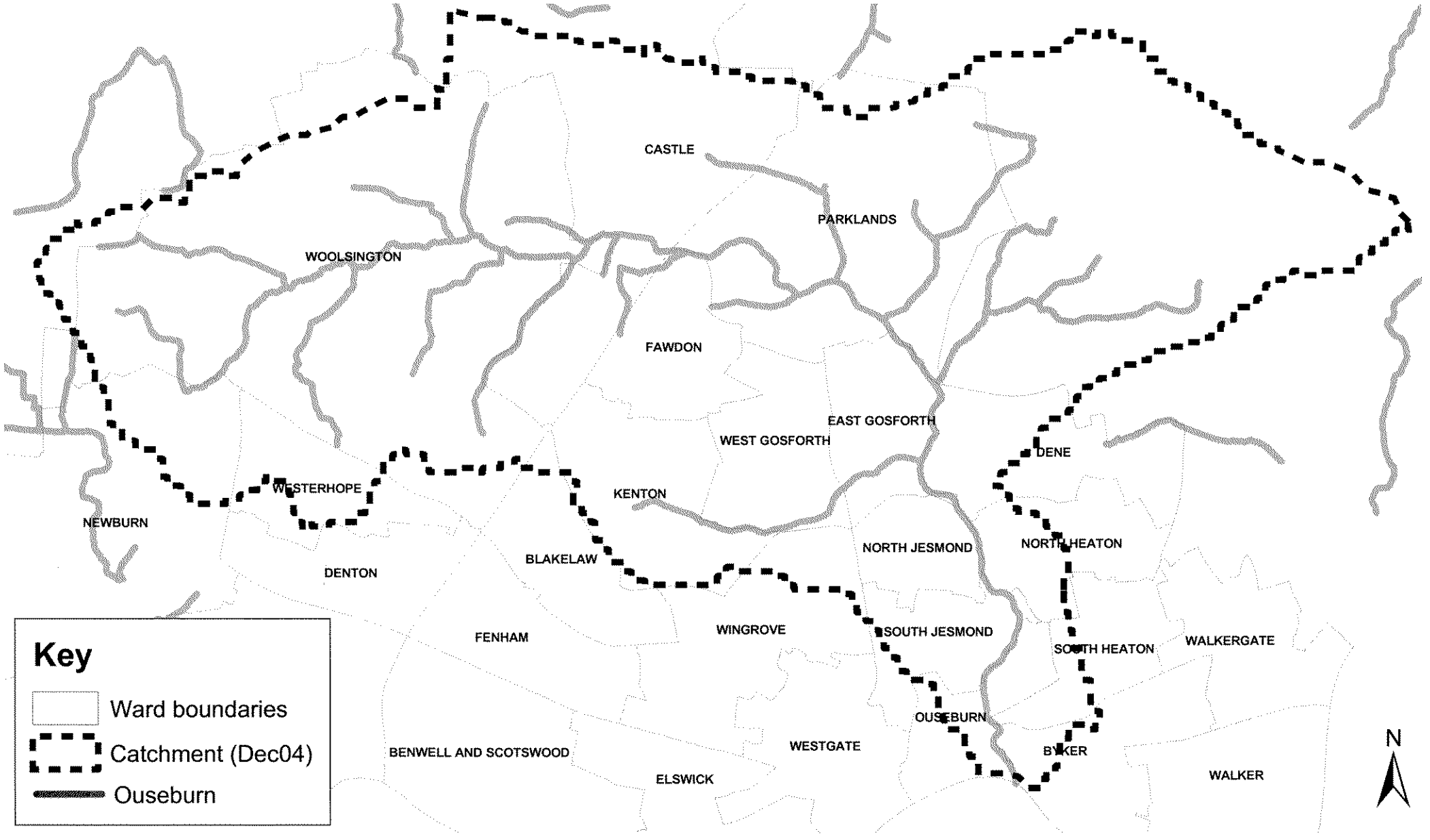
App 3 Ouseburn Catchment Map

Newcastle City Council

Planning and Transportation
Regeneration Directorate

Ouseburn, Catchment and Ward Boundaries

Harvey Emms, B.A (Hons), M.R.T.P.I.
Head of Planning and Transportation



Civic Centre, Newcastle upon Tyne, NE1 8PH
Tel: (0191) 2115637, Fax: (0191) 2114984
www.newcastle.gov.uk

Drawn by:
Planning Policy

Scale 1:56,500

Date: 18/08/05