

RAPID EVIDENCE REVIEW: NEWHAM COUNCIL PARTICIPATION ACADEMY



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July 2023

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1.

EXECUTIVE SUMMARY

This report is a rapid evidence review into citizens involvement in participatory democracy.

The report starts to establish a baseline for the Council, and identifies the achievements made in creating open democracy, ensuring that all residents have the same level of opportunity to come together to discuss, debate and find policy solutions on issues that matter most to them. The participation strategy seeks to encourage and empower both residents and staff in doing policy making together.

The Council's participation strategy is multifaceted, and intended to empower and mobilise residents' involvement in policy making, to stimulate the growth in confidence and competency in the workforce (and in elected members) to involve residents in policy making, and, finally, to amplify best practice in participatory democracy coming out of Newham. This report draws upon peer-reviewed and grey literature, as well as corporate documents, to help establish the Council's baseline in how it does participatory democracy, and where it can stretch itself. Deliberative approaches have value over non-deliberative approaches, as they involve a process that brings together different points of view to derive a consensus without coercion, deception or manipulation.

To help select peer-reviewed and grey literature, we designed a structured search criterion (see Appendix 1) to identify 28 articles/publications that were examined and considered against Newham's models of citizen involvement in policy making. Shown below are a range of known mechanisms/functions/structures currently being used at the Council to achieve its aim of participatory democracy.

They include:

- **Community Assemblies (2018–22)**
- **Pooling held data (e.g. engagement exercises, and one-off and repeated surveys)**
- **Drawing on commissioned evaluations and research**
- **Drawing on need assessments**
- **Community group and faith group partnerships**
- **Private industry partners**
- **Social media channels (e.g. Fix My Street)**
- **In-person groups**
- **Works across academia (e.g. UCL Capabilities in Academic-Policy Engagement), and voluntary and community sector**
- **Citizen Science Academy**
- **Young Commissioner, Health Champions and Citizen Scientists.**



The aim of each of the participatory approaches is to foster and promote practices that focus on social justice, which should demonstrably lead to improvements in the lives of the local population. In practice, this means knowing who is not importantly getting involved in policy making, and understanding what mechanisms/functions/structures work best, where and for whom, in order to build participatory strategy around motivated residents and staff. Give them the environment and support they need, and trust them to get the job of participatory democracy done.

For instance, the 2021 residents survey with 1,391 respondents highlights that only a fifth of residents (21%) agree that they can influence decisions Newham Council makes. This is a drop from 44 per cent of residents when asked the same question in 2019.

The enhancement of the participatory strategy supports Building a Fairer Newham, Newham Council's Corporate Plan. This mandate will not be easy to fulfil, and it takes place against the backdrop of a cost of living crisis (detailed later). Every penny needs to be spent to protect residents against the forthcoming socio-economic challenges, and to avoid the Council experiencing a 'crisis of legitimacy'. In summary, the enhanced participation strategy should serve to ensure that no one is left behind, and that all services are implemented with care and compassion, and driven by purpose. This is whilst building a 'greener' and healthier Newham, increasing social housing, addressing poor-quality private housing, turning Stratford into a 'Green Zone', increasing electric car points, addressing community safety and policies on 'race' equality, championing the London living wage, and creating jobs of the future (e.g. Newham's data economy).

Against this background, voter turnout in the last local elections was low, at 28%, which is down by 9 percentage points (turnout: 37.68%). In contrast, the voter turnout for the London mayoral election in Newham was 35% in 2021, and in the 2019 general election, it was 62%. Voter turnout rates suggest that when it comes to formal ways to express political participation, residents' behaviour in Newham is the same as the national picture. What is clear from local informal structures is that older residents (e.g. young-old, middle-aged-old and older-old groups), South Asian residents, and residents living with one or more disabilities need to be better engaged and supported to take part in informal participatory democracy processes across the borough. Based on the gaps to involve and the areas of engagement tried and tested at the Council, the opportunities captured in this report provides valuable insight into what timeframes, levels of involvement and ways of working should be used in doing policy making.



The more engaging deliberative priority-setting tools involved resident-led committees, mixed methods for identifying and prioritising issues, and digital data collection and communication tools. Long-term and frequent contact with residents to build trust underpinned the success of some of the tools, as did offering incentives for taking part and skills development using creative methods. The review also suggests that successful priority-setting processes with residents involve consideration of power dynamics, since residents' decisions are likely to be made together with Council officers, elected members, and other professionals and academics.

2.

INTRODUCTION

This document reports on the rapid evidence review undertaken between April and May 2022, exploring approaches and techniques for how we embed residents' involvement in policy making in the context of Newham Council. By 'policy making', this rapid evidence review considers residents as having agency and, given the opportunity, they can get involved in different ways of informing, interpreting and influencing research, policy and practice to help create a fairer Newham. This approach builds on the assumption that all parties have a central role to play. This recognises that everyone involved has a role to play, and can bring unique and important skills, experiences and expertise. The report provides a balanced assessment of what is known (and not known) in the scientific literature and unpublished works on participatory democracy, in order to help enhance the participatory strategy. The report considers and helps to bound and define the significant challenges and opportunities for participatory democracy in the Council, which should serve as a roadmap for future actions.

At its core, involving residents in policy making is one way of securing natural justice, and many of the participatory democracy approaches highlighted in this report are tried and tested ways of eliciting the views, opinions and ideas of residents to co-create policy solutions that are considered fair, and should help to build resilient and cohesive communities. This is both a more equitable and respectful way to involve residents in co-creating policy and in decision making, and it is likely to create more effective public services, as they deliver what people prioritise. Deliberations also facilitate discussions about trade-offs and expectations when setting priorities. In other words, policy making is far more than just co-designing policies, and it should criss-cross and inform all the Council's functions, mechanisms and services to be most effective.

There are a limited range of approaches, techniques and best practice examples in empowering the general public to meaningfully get involved in policy making, a selection of which are covered in this report. Despite this, there are novel ways being pioneered in involving residents in policy making. One newly announced initiative to help with the building of affordable housing is the UK Government's Street Voting, giving residents greater power to determine if and what types of property are built in their neighbourhoods. "Street votes" have been included in the Levelling up and Regeneration Bill as part of what the Housing Secretary, Michael Gove, has described as boosting democratic involvement in homebuilding. However, the "unintended consequences" could see a street agree to the sort of development that might enhance the value of their houses, but which has a negative impact on the wider community and wider neighbourhood.

Despite the UK Government's stated intentions, the Institute for Government (Better policy making, 2022) stress that: "the civil service needs to get better at assembling and maintaining effective policy teams, with a balance of skills including effective leaders, policy specialists and delivery experts. The model of 'generalist' policy officials is outdated and should be replaced. The civil service should also modernise the ways it makes policies including by involving the public much more actively in decision making." Similarly, the National Audit Office (Improving operational delivery in Government, 2021) argues that "organisations need to take a whole-system approach to achieving Government outcomes, while also improving their capability to provide services. The report concludes with a description of how the Council is doing, and where it should stretch itself to widen and embed residents' involvement in policy making.



3.

CONTEXT



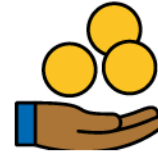
Newham is home to approximately 351,000 people



Over one-third are aged under 25



74% of residents are from different Black, Asian and ethnic minority communities



37% of all residents and half of all children live in poverty



Average rent represents 65% of average wages, compared to 30% across the UK



Newham has among the worst air quality in London

Newham is home to approximately 351,000 people. It has one of the youngest populations in the UK, with over one third of residents aged under 25. It is a very diverse place racially and ethnically, with 74% of residents from different Black, Asian and ethnic minority communities.

Drivers of health outcomes, and poor health outcomes, in Newham are persistent, multifaceted and complex. While race and ethnicity play a part, Newham residents face many other realities which impact on their health, and which are applicable to other places.

Newham is within the most deprived 10% of local authorities in England: 37% of all residents, and half of all children, live in poverty, and more children live in temporary accommodation than anywhere else in London (1 in 12). Average rent represents 65% of average wages, compared to 30% across the UK.

Newham has among the worst air quality in London, and the highest level of death attributable to air pollution of any London borough.

For more information on Newham's demographics see Appendix 1. Health outcomes in Newham reflect this depth and complexity of intersectional drivers of health. The purpose of this rapid evidence review is to identify and evaluate deliberative priority-setting methods that have been used to engage residents on issues that matter most to them in public policy decisions.

4.

PROBLEM STATEMENT

In this section, we explore the contextual factors that serve as potential barriers and drivers to residents' involvement in policy making in Newham.

The research questions are:

- 1. WHICH DELIBERATIVE METHODS HAVE BEEN USED TO ENGAGE RESIDENTS IN PUBLIC POLICY PRIORITY SETTING?**
- 2. WHAT FEATURES OF THESE METHODS MAKE THEM EFFECTIVE IN ENGAGING RESIDENTS IN POLICY PRIORITY SETTING?**

Following nearly three decades of growing public apathy towards politicians and political institutions, levels of mistrust have deepened. This has been compounded by the 2008 financial crisis and the banking bail-out, the UK Referendum to leave the EU, and the Brexit elections, which have not always gone the way electorates have expected. The decline of trust in politicians and in political institutions in the UK is well researched. There is also a decline of trust in scientists and scientific Institutions. The democratisation of information, and the rise of social media, have contributed to the former, and at the same time have created echo chambers, and the spread of misinformation and conspiracy theories, and caused information overload.

Combined, these threads of discontent in the system have been shown to have eroded public trust in information on and about COVID-19, and the Government's measures to tackle the pandemic. Coming out of the COVID-19 pandemic, mistrust in politics has been exacerbated by the emerging cost of living crisis. Nevertheless, the requirement and need to involve the public in determining the direction of future policies and services for communities has remained, and for local Government to avoid a crisis of legitimacy, much more work needs to be done to better engage and share decision making with voters. The problem is not just about involving diverse and greater numbers of the public in policy making, but also about how to co-create the time, space, resources and agile mechanisms that are suitable and adaptable in turbulent times? This problem warrants attention being paid to it to find bottom-up and top-down solutions to encourage behavioural change and organisational behavioural change, which goes beyond the remit of this report. The solutions to these problems need to consider foreseeable challenges, and focus on capacity building for both residents and the Council workforce, as well as the consolidation and amplification of what works well, whilst skilfully testing out new ways of working to form a renewed systems-wide participation strategy. First and foremost, this is not an abstract exercise. The evidence gathered from the UK and internationally through this report illustrates the benefits of involving residents in policy making.

In the next section, we look briefly at formal political structures used by Newham residents as a proxy to help show the demand of residents to get involved in policy making. The London borough of Newham has seen a decline in voter turnout in the last four local elections, going from 52.1% in 2010 to 28.79% in 2022 (Graph 1). This decline of approximately 24 percentage points follows a trend in the London Mayoral elections, where the City & East Constituency – in which Newham is incorporated – has also seen a decline of 8 percentage points, from 43% in 2018 to 35% in 2021 for voter turnout (Graph 2). However, both East and West Ham constituencies saw increasing voter turnout in the national general election up until 2017, after which, there was a decrease in the 2019 general election (Graph 3). The Newham area increased in turnout from 55% in 2010 to 66% in 2017, with a decrease to 62% in 2019, in comparison with the national average voter turnout rates of 65% in 2010, 67% in 2019 and peaking at 69% in 2017 (Graph 4). It is no surprise to see lower voter turnout rates in local elections than in national elections. These turnout rates suggest that when it comes to formal ways to express political participation, residents' behaviour in Newham reflects the national picture.



Figure 1: Voter turnout for Newham in the last four Council elections

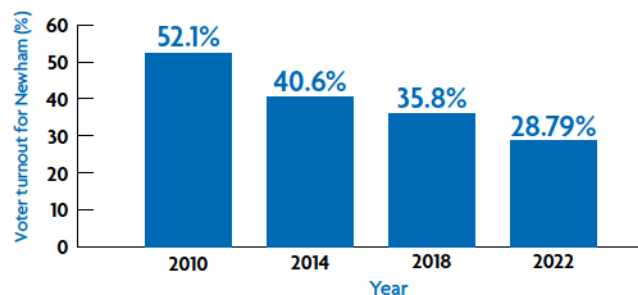


Figure 2: Comparison between most recent Council elections and the previous mayoral election

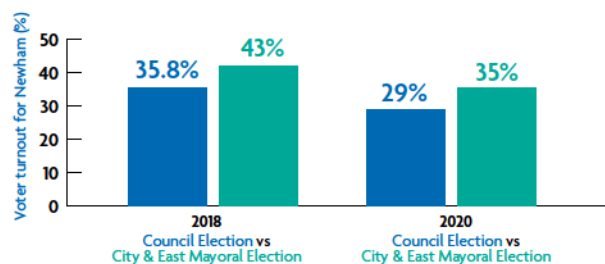
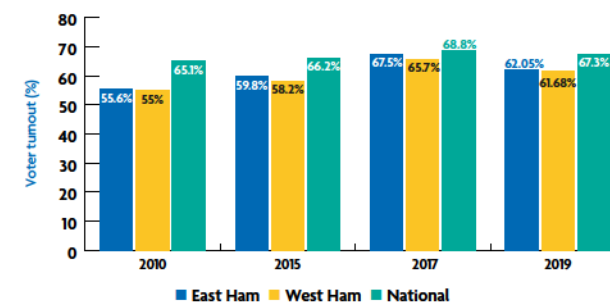


Figure 3: UK general election – comparison between East Ham, West Ham and national voter turnout



CASE STUDY

Leicestershire County Council

We now turn to look at voter turnout in the City of Leicester, which has comparable population size and demographics to the London Borough of Newham.

Leicestershire County Council held its last election in 2021, while local Council elections for Mayor of Leicester, as well as for districts and boroughs, happened in 2019 and 2015, along with the general election. The turnout in city Council elections by ward was as follows.

Every ward in Leicester has seen a significant reduction in voter turnout between the 2015 election and the 2019 election. Turnout in the 2019 mayoral election was 35.86% (the same as the London mayoral election in Newham), whereas in 2015 it was 58.97%, following the pattern of decreased involvement in elections observed in the city Council election.

Leicester is divided into three constituencies for the general election, out of which only one, Leicester West, saw an increase in voter turnout between the years 2015 and 2019. Leicester East saw a slight decrease in participation, while Leicester South saw a significant decrease in participation, going from 63.03% in 2015 to 53.78% in 2019. Despite the combined local and national count encouraging residents to vote for both local and national candidates in Leicester, the 2019 turnout rate was only 53%, which is surprisingly lower than that of Newham's turnout for the 2019 national election at 62%. These figures highlight not only the nuances in combined participation in local and national elections; they also show how Newham residents are more motivated to get involved in formal political acts than similar populations elsewhere in the country.

Source: www.leicester.gov.uk/your-council/elections-and-voting/previous-elections


















5.

LOCAL SCENARIOS

Local challenges in involving citizens in policy making

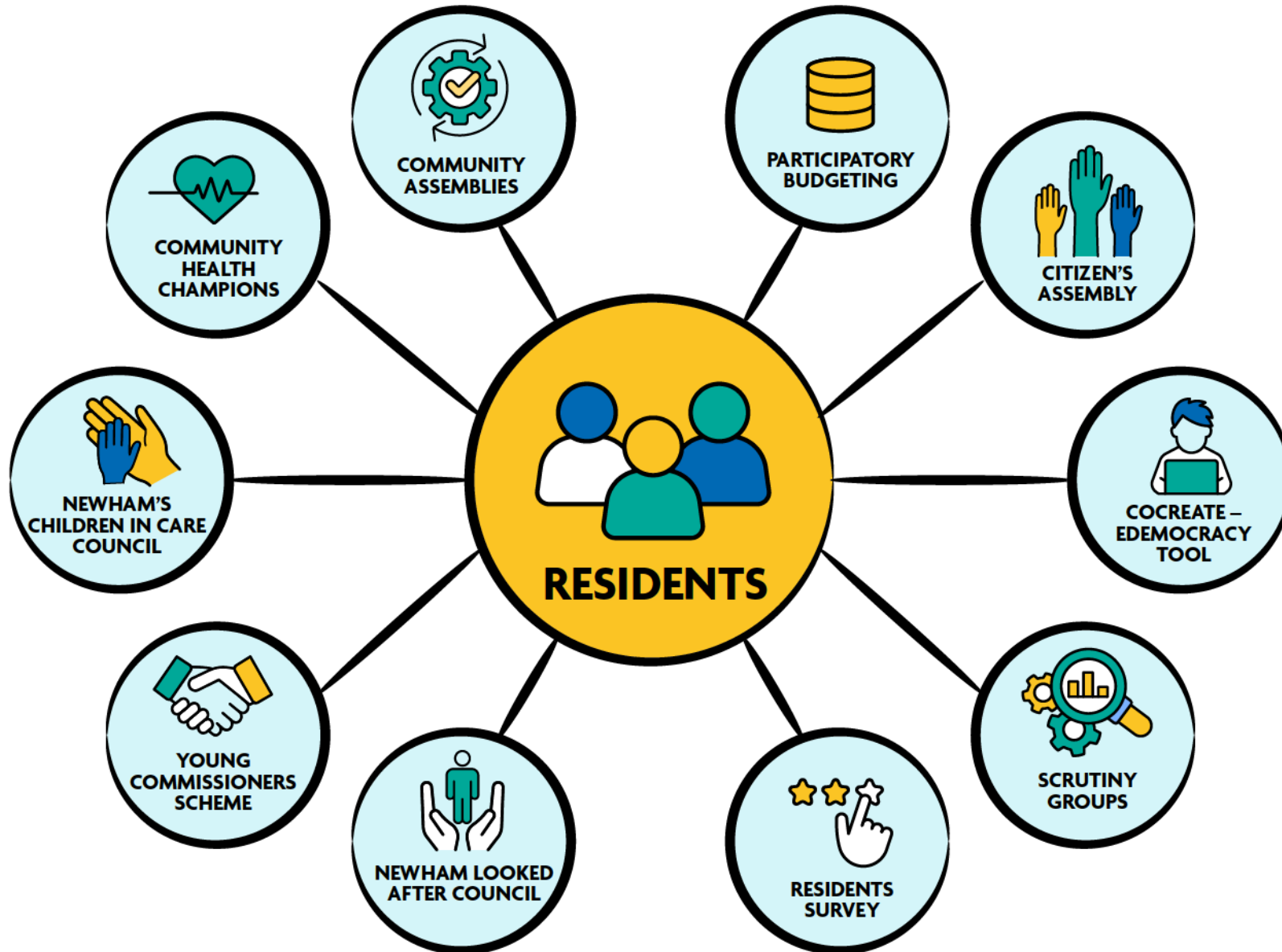
Whilst the figures for Newham's formal acts of political participation are slightly better than its comparative site, there are still challenges for residents getting involved in informal political acts, such as policy making. The list below illustrates the known context-specific challenges to inclusive policy making in Newham:

- 1. Lack of trust in politicians and political institutions** 
- 2. Weak political literacy** 
- 3. Weak cultural and social capital** 
- 4. Strong political apathy** 
- 5. Churn in residents (e.g. high levels of mobile and transient residents)** 
- 6. Invisible residents (e.g. not listed on the electoral register)** 
- 7. Old and 'new' Newham (e.g. gentrification and unmet Olympic legacy)** 
- 8. Pressing inequalities around health and social determinants of health** 
- 9. Lack of transparent pathways to get involved** 
- 10. Language barrier (e.g. technical, sensory impairments and non-English speakers)** 
- 11. Digital exclusion (e.g. digital literacy)** 
- 12. Top-down decision making versus bottom-up decision making (e.g. websites and apps to name the issues and upload evidence, collaborate in refining questions/focus, co-produce and co-create what data/information to be collected)** 
- 13. Usual suspects (e.g. defining experts from qualified and unqualified members of the public, complicated by refugee, asylum seeking or migrant status)** 
- 14. Inadequate resourcing and lack of institutional support (e.g. UKRI versus NIHR & EU commission, Central Government versus Local Government)** 
- 15. Access to information in order to meaningfully get involved in policy making (e.g. Residents living in the Royal Docks are significantly more likely to know a great deal or fair amount about how Newham Council makes decisions (40% know and 60% don', unlike residents in Stratford and West Ham (19% know and 81% not very much/nothing at all)** 

This section presents several scenarios which Newham Council could face when trying to co-create, implement and embed a renewed participation strategy. Several scenarios may present themselves, which are not mutually exclusive, and which should be handled with care and compassion when co-designing and co-delivering a participation strategy that should principally serve to help find real-world solutions to help nurture and strengthen residents' engagement and participation in policy making. Therefore, this report considers the most serious or severe outcome that may happen in a given situation, if a range of participatory democracy tools, techniques and approaches are not being used to help in citizen participation in policy making. Risk factors to consider include:

SCENARIO	DESCRIPTION
Scenario 1. Political disengagement	There is a deepening disengagement among certain groups of residents (e.g. known (and unknown) older, South Asian and disabled residents). Also, the 2021 resident survey suggest that Black (40%) and male (33%) are also significantly more likely know a great deal or fair amount about how the Council makes decisions. All PPI recruitment processes need to be inclusive and reach under-served groups to activate and mobilise community assets and harness human capital.
Scenario 2. Loss of political legitimacy	Failure of legitimacy (e.g. the right and acceptance of an authority) can erode trust in the Council, and this will be strained still further by economic hardships experienced by residents. Every penny spent must be shown to help residents. It is the Council's responsibility to promote spaces that are aware of, and actively address, problems of identity, power, privilege, oppression and legitimacy.
Scenario 3. Electoral fatigue	The quick succession of elections and referendums in the 2000s, which have not gone the popular way, can cause the general public to think that their voices do not really mater.
Scenario 4. Giving away power	Recognising your power, and the power of choice, by elected members, and senior and junior Council staff, to give away and/or share decision-making powers with residents. For instance, it is essential that citizens understand the levels of openness and disclosure of personal data.
Scenario 5. A dysfunctional organisation structure	Internally, poor communication causes conflicting goals, mistakes, work overload, negative attitudes, no teamwork, low morale and low enthusiasm it causes problems with bridging research, policy and practice. Externally, this results in duplication of effort, repetition, and fatigue experienced by residents
Scenario 6. Unmet local needs	Balancing the radicalisation agenda, community safety, and local regeneration (e.g. gentrification).
Scenario 7. Avoiding tokenism or ad hoc approaches to resident involvement	Building capacity in the workforce on the theory and practice of public involvement in policy making to avoid tokenism and to build on best practices (e.g. COVID-19 Champions) and systematically monitor and evaluate PPI.
Scenario 8. Resources for evaluating the impact and reporting of PPI	Budget setting and resourcing of PPI (e.g. dedicated spend, pooling budgets, increasing budgets).
Scenario 9. Make information on digital rights and data privacy accessible	More consultative and public participation platforms are being transferred onto digital platforms, which can form a barrier to older residents and digital illiterate residents from taking part in e-democracy and in safe ways.

Newham Council's Participatory Democracy Practices



Building a Fairer Newham Corporate Plan – Newham Council

The Newham Corporate Plan (2022) sets out how the Council will better engage and work with residents leading to more inclusive policy making to build a fairer Newham.

The Plan sets out eight priorities that will focus all our energy in delivering for our communities.

- A healthier Newham and ageing well
- Newham’s inclusive economy to support you in these hard times
- Your neighbourhood
- Safer Newham
- Homes for our residents
- Supporting our young people
- People powered Newham and widening participation
- A campaigning Council

Infocus: People powered Newham and widening participation

Outcome 1: Community Involvement

Increase in the number of residents who have given unpaid help

Outcome 2: Satisfaction with the Local Area

Increase in people agreeing that this local area is a place where people from different backgrounds get on well together

Outcome 3: Influence Local Decisions

Increase in the number of people who use Newham Cocreate

Outcome 4: Community Involvement (diversity)

Increase in diversity of people using Newham Cocreate

Outcome 5: Satisfaction with the Council

Increase in people agreeing they can influence Newham Council decisions, that they know how the Council makes decisions, that they can access the information they need on Council services and are satisfied with the way Council runs things.

Monitoring and evaluation: The KPIs relate to all of the outcomes

KPI 1: Increase the percentage of residents citing they experience no barriers to the digital economy

KPI 2: Increase the number of residents involved in participatory forums

KPI 3: Increase in satisfaction of people participating in Citizens’ Assemblies

KPI 4: Increase in satisfaction of people participating in Community Assemblies

KPI 5: Increase the number of hours young people are engaging in influencing activities



You can find more information at www.newham.gov.uk/building-fairer-newham-corporate-plan



The fifteen challenges are not mutually exclusive, and they can often intersect at the community, household and individual level, compounding residents' willingness and capability to access information on opportunities, and to access appropriate and adaptable platforms to get meaningfully involved in policy making on issues that matter most to them.

Our approach to building better understanding and finding solutions to address each the challenges is driven by our inter-agency and interdisciplinary journey through the test and learn questions. They are as follows:

Domain 1 Engaging residents at the margins in policy making

(e.g. What works, for whom, in what respects, to what extent, in what contexts, and how?)



1. How can we ensure that we co-design and co-produce a participation toolkit that contains context-specific tools and techniques to engage residents at the margins in policy making?
2. How do we ensure that we have reached, engaged and facilitated participation to our diverse and mobile communities? What blend of routine and bespoke techniques and/or platforms have been the most effective and apt for policy making?
3. What are the context-specific characteristics that serve as barriers and drivers for both initiating residents involvement in policy making and optimising residents involvement in policy making?
4. How do we reconcile the divergent needs and expectations in policy making amongst a hyper-urban, ethnically and religiously diverse community (e.g. young people, families and older residents) experiencing 'gentrification' and held as an international beacon for urban regeneration.
5. What are the personal and professional motivations for residents to engage with public policy?
6. How much of the Council policy making work with residents is nestled in informing, interpreting and influencing their own work or the work of others? And, where are the gaps in involvement?

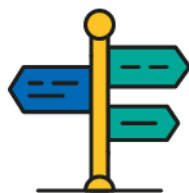
Domain 2 Coherence across the whole system in doing policy making with and by residents



(e.g. Work that defines and organises the objects of a practice)

7. How can we ensure that the core people, places and programmes are comprehensibly investing time and effort into doing policy making with residents?
8. How can we ensure right resources are in place and/or committed to doing high quality engagement/participation in policy making? What are the timeframes? What scaffolding is needed?
9. How can we ensure back office mechanisms/functions/systems are in place to onboard and support residents to get involved in policy making? How connected are internal and external policy making functions/mechanism? Where is there duplication in the whole system?
10. What are the different stages in the policymaking process for policy professionals and stakeholders? How can we best create upfront sign-off on policy co-produced with residents?
11. How effective have citizen assemblies been in supporting policy making? What else should we be doing?
12. What are the workforce training needs in order to build capacity to support policy making across the whole system?

Domain 3 Cognitive participation of residents and the workforce in policy making



(e.g. Work that defines and organises the enrolment of participants in a practice)

13. How are the different types of participation/engagement approaches being fostered and used locally, regionally, nationally and internationally?
14. How can we best build capacity, understanding and knowledge across the workforce on the value of participation/engagement approaches to policy making?
15. How do we ensure culture change where the different types of participation/engagement approaches to policy making are endorsed and used by the Council leaders? What are the traditional and innovative ways of engaging residents used by elected members/MPs?
16. How can we avoid tokenism and ensure that participation/engagement approaches in policy making are meaningful, purposeful, measurable and co-produced?
17. How is 'power' and 'decision-making' understood, shared and experienced across the whole system enabling and empowering people at all levels to actively take ownership and take part in policy making?
18. How can residents be activated and mobilised to continually contribute to policy making?

Domain 4 Collective action to achieve shared goals and vision in policy making



(e.g. Work that defines and organizes the enacting of a practice)

19. How can we best embed participation in policy making?
20. How can we ensure residents are kept informed through timely, accessible and high quality communication loops reporting on developments in policy making? How do we fix the local community loop when doing policy making?
21. What are the prioritised routes/pathways currently being used for onboarding residents into policy making activities?
22. What mechanisms and support systems are in place when involvement in policy making goes wrong?
23. How can we best harvest local knowledge and unlock local assets to support policy making? Does the Council make full use of elicited insights, views and s of residents?
24. What are the available formal and informal policy making forums/platforms in use? How can Council officers and elected members better share power in decision making leading to policy making?

Domain 5 Reflexive monitoring of policy making with and by residents



(e.g. Work that defines and organizes the knowledge upon which appraisal of a practice is founded)

25. Where are we now and where do we want to go as a Council? How much time is needed to plan, develop, deliver, and evaluate policy making initiatives?
26. How do we bring together the different strands of participation/engagement approaches of policy making together into a coherent system-wide strategy?
27. How embedded is co-production, co-design, co-creation of knowledge experienced across the whole system? In what other ways can we frame and communicate policy making to demystify and make it more accessible?
28. What is understood by policy making by the Council? What levels, entry and exist points and competencies are considered favourable to do inclusive policy making?
29. What measures are used to understand the impact of policy making? What local evidence is available that shows the benefits of involving residents in policy making makes a difference?
30. What different forms of local knowledge and assets exists? Do we need a common framework for participatory policy making?

CASE STUDY



Paris Participatory Budgeting

At the local level, for instance, many cities, such as Paris, have introduced participatory budgets, where citizens can vote on how parts of the city's budget are used. In 2014, the City of Paris started the world's largest participatory budget (PB). It began as a test-run a few months after Mayor Anne Hidalgo was elected – citizens could vote on how to spend €20 million on 15 possible projects identified by the city. A few months later, they began a full-scale PB, with €65 million city-wide, and citizens generating their own project ideas. Between 2014 and 2020, the city has committed to reserving €500 million (about 5% of the city's capital fund) to be spent through participatory budgeting. In 2016, 158,964 people voted on how to spend nearly €100 million, including €10 million set aside for schools.

Why was it successful?

It had political will. The mayor's office was fully behind it, and they devoted resources to make it happen. They also created neighbourhood-level political will. By offering 2-to-1 matching funds for Districts who put up their own money, they created buy-in from everyone involved (for every euro a District committed to their local PB, the City would add an additional 2 euros).

People were excited about it. Parisians submitted thousands of ideas, growing in number each year. With that much money on the table, people took the opportunity to put forward bold ideas.

They had great city staff. This is one of the most important factors, but also the most challenging. When PB was first announced in Paris, many did not know all that they were getting into. Paris did not grow into big PB – it started big. This meant that city staff had to adapt quickly to a massive undertaking – and they did this with amazing commitment and ingenuity. They made some of their work easier by adopting digital tools to help with voting and idea collection. They also streamlined their work by centrally coordinating idea collection and making ballots, and they relied heavily on digital tools to help with both collecting project ideas and voting on final projects. But dedicated staff time was also crucial to fulfilling PB on this scale.

Source: www.participatorybudgeting.org/pbparis

CASE STUDY



Madrid e-participation

Madrid Decide began in September 2015 as a participatory democracy project to begin participatory strategic planning for the city. Madrid Decide is based on CONSUL, which is internet software developed by Madrid's City Council to support its process for e-Government and e-participation. In May 2015, the so-called “citizen confluences”, overcoming the traditional political party formats, conquered the Governments of the main cities in Spain. And part of the squares technopolitical intelligence was transferred to local Governments. Hacktivists, programmers, assembly and participatory process facilitators went on to work for the institutions. Pablo Soto, a historical hacker from the peer-to-peer movement, and one of the Puerta del Sol regulars, was one of them. In June 2015, Soto became the head of participation of Madrid City Council. Ahora Madrid, Barcelona en Comú, and Zaragoza en Común, among many other political confluences, began to rev up participation in the country's main cities.

Madrid has kick-started a forceful decentralisation policy. Distributed democracy in Madrid can be seen in how budgets are allocated, and in how city districts have multiplied their resources and partly manage cultural festivals (such as Summers in the City) and cultural projects (Madrid District).

Source: www.opendemocracy.net/en/democraciaabierta/madrid-as-democracy-lab

CASE STUDY



Geneva e-participation

Governments across Switzerland are embracing civic technology. This is one of the headline findings of the first Civic Tech Barometer, a survey conducted by researchers from EPFL (i.e., EPFL is a public research university located in Lausanne, Switzerland). Urban Sociology Laboratory (LaSUR) in partnership with Geneva Canton's Consultation and Communication Department. The idea behind civic technology, or civic tech, is to change the way citizens participate in democratic processes. The LaSUR survey found that the Swiss civic tech landscape is far from uniform. The most common platform types include websites, blogs, open-data repositories, social media, participatory spaces where citizens can submit ideas and suggestions, and open forums for discussion and debate. Yet half of the technologies mentioned by survey respondents are not truly participatory, because they are designed more for one-way communication than two-way interaction.

The team also found that local Governments currently allocate little in the way of funding and human resources to civic tech initiatives, preferring in many cases to outsource the process to external providers. Yet expectations were high among the respondents, who said they planned to use civic tech to produce more information for public consumption, keep citizens better informed and understand their views, improve transparency, secure public support and widen participation more generally.

Source: <https://actu.epfl.ch/news/participatory-democracy-platforms-gain-traction-in>

The case studies below illustrate informal political engagement and participation rates of Newham residents in informal political structures provided by Newham Council.

CASE STUDY



Community Assemblies Attendance

The total resident attendance across April, July and November assemblies was 2,168. There was a steady drop-off in attendance between April (n=1,187) and November (n=376), with a loss of 811 residents. In the summer month of July, the Community Assemblies had their highest percentage of new participants (38% had not attended an assembly before). In addition, the Community Assemblies Co-create page was launched ahead of the April assembly. The total number of registered users signed up to Newham Co-create is 5,128.

Resident demographics of the Community Assemblies

There have been eight phases of the Community Assemblies Co-create platform(s). Newham residents aged 20–29 years were the most likely age to submit priority ideas for phase one; residents aged 30–40 years were the most likely to submit project proposals and take part in Working Groups.

From the limited data, there appears to be a higher number of females than males participating in Community Assemblies and recruited as Working Group members. This is also reflected in overall Newham Co-create users.

There is a very low representation of non-binary and other gender identities. Ethnicity data for Community Assembly attendance was limited, but feedback responses appear to show a slight over-representation of White ethnicities and an under-representation of Asian ethnicities, when compared to Newham's general population. Many Working Group members stated their ethnicity as White, suggesting that there needs to be a proactive effort to recruit and support diverse ethnicities to Working Groups in the next cycle.

Again, there is limited data on disability. The most common disability stated was physical/mobility impairment, so it is recommended that there is always an online option for people to participate in assemblies. People with disabilities were under-represented on Working Groups, so it is recommended that links with Adult Social Care be better utilised to promote recruitment of people with disabilities, and to look at processes to ensure accessibility.

What is clear from local informal structures is that older residents (e.g. young-old, middle-aged-old and older-old groups), South Asian and residents living with one or more disabilities need to be better recruited and supported to take part in participatory democracy processes in the borough.

6.

FINDINGS

This section presents the findings on the impact/outcome of tried and tested participatory democracy approaches used in the UK and internationally to help find solutions to strengthen the participation strategy used in Newham. A summary table was produced which describes the characteristics of the identified studies, including study design, priority setting features, setting and participants, assessment measures and conclusions. The summary table was used as the basis for evaluating the types and effectiveness of deliberative priority-setting techniques used to engage residents in policy-making decisions. The assessed evidence is considered through the lens of the five key stages (Savard and Banville, 2012) in the traditional policy-making cycle (e.g. policy formation, decision making, policy implementation and policy evaluation). This has been done to help determine the strengths and weaknesses in Newham Council’s participation framework.

The five stages of the policy-making process are reflected upon in the evidence synthesis. They are: (1) identifying the issue to be addressed by the proposed policy; (2) placement on the agenda; (3) formulation of the policy; (4) implementation of the policy; and (5) evaluation of the policy (Savard and Banville, 2012, Policy Cycles: Encyclopaedic dictionary of public administration).

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>International Association of Public Participation (IAP2)</p>	<p>Developed the Public Participation Spectrum (inform, consult, involve, collaborate, and empower).</p> <p>Identifies a range of interactions that the Government had with its community by increasing levels of public direct participation. Including:</p> <ul style="list-style-type: none"> • Inform (provide the public with objective information to assist them in understanding problems, solutions and alternatives) • Consult (work directly with the public to ensure that their concerns and aspirations are consistently understood and considered) • Involve (obtain feedback from the public on analyses of problems, solutions and alternatives) • Collaborate (partner with the public in development of alternatives identification of the preferred solution and decision making) • Empower (place decision making in the hands of the public). 	<p>Vogel, R., Moulder, E. and Huggins, M. (2014) ‘The extent of public participation’. <i>Public Management</i>, 96(2), pp.6–10.</p>	<p>Local Governments are encouraging the public to participate in the identification of problems and their solutions, to share their concerns and aspirations, and to provide feedback and develop alternatives as part of the decision- making process.</p> <p>A perception of the public as increasingly “nasty, brutish, short” and polarised inevitably raises questions for local officials about the efficacy of their collaboration with that public.</p> <p>The authors of the article propose the following questions to help local Government managers to improve the public participation strategy:</p> <ul style="list-style-type: none"> • What is the readiness and capacity of my organisation for public engagement? • Why am I involving the residents? • What do I want to achieve? • What do I want to know? • What is the role of the public? • How is that role communicated to the public in face-to-face and online interactions?

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
Deliberative public engagement	<p>Approach in decision making that considers multiple points of view and enables participants to discuss issues and options, as well as to develop thinking considering the values that inform people's opinions. Forms of deliberative public engagement:</p> <ul style="list-style-type: none"> • Deliberative research: builds on market research techniques. For instance, include citizens in policy engagement. • Deliberative dialogue: builds on dialogue enabling participants to work together to develop agreed set of recommendations, taking those forward to decision making to encourage shared responsibility for implementation. For instance, national dialogues on science and technology. • Deliberative decision making: builds on partnership methodologies to enable participants/decision makers to decide together on priorities and programmes. For instance, partnership bodies and participatory budgeting where power is genuinely devolved to participants. 	Warburton, D., Colbourne, L., Gavelin, K., Wilson, R. and Noun, A. (2008) Deliberative Public Engagement: Nine principles. London: National Consumers Council.	<p>It offers decision makers public views that are carefully considered, and particularly allow people to view opinion shifts that take place before and after deliberation. This provides understanding on the differences between informed and raw public opinion.</p> <p>The three forms of deliberation overlap and can be used according to different circumstances. Deliberative public engagement can take place involving from tens to thousands of participants.</p> <p>It should not be used when crucial decisions have already been taken, or if there is no realistic possibility that the engagement process will influence decisions</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Public participation in Environmental Impact Assessment (EIA)</p>	<p>Classification of purposes for public participation in EIA based on the relationships between the public and decision-making structures and processes. Involving: public input to decisions taken separately from the public; public involvement in decision making; and attempts to change the distribution of power in society to reconfigure decision making.</p>	<p>O’Faircheallaigh, C. (2010) ‘Public participation and environmental impact assessment: Purposes, implications, and lessons for public policy making’. Environmental Impact Assessment Review, 30(1), pp. 19–27.</p>	<p>Ten different purposes are identified, each of which differs significantly in the degree and form of participation and in its implications for public decision making:</p> <ul style="list-style-type: none"> • Provide information to public • Fill information gaps • Information contestability • Problem solving and social learning • Reflect democratic principles • Democracy in practice • Pluralist representation • Involve marginalised groups • Shift the locus of decision making • Entrench marginalisation <p>More research is needed on the way in which the dynamic political processes within which EIA is embedded work out in specific contexts and influence the shape and extent of public participation in EIA, and on the way in which various forms of public participation relate to each other</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Design thinking</p>	<p>Aims to help public managers who want to enhance public value. However, in Australia and worldwide, this idea remains separated from mainstream policy making. This idea proposes five strategies:</p> <ul style="list-style-type: none"> • Environmental scanning: This strategy explores present behaviours of individuals and groups in given localities, and the outcomes resulting from those behaviours • Participant observation: ability to notice significant and seemingly insignificant details to gather information, and developing a framework for understanding information processing in problem-solving tasks. • Open-to-learning conversations: Single-loop learning is when something goes wrong, and people seek alternative strategies that will address and work within present constrained choices. In double-loop learning, the alternate response is to question the existing choice set. This is, divergent thinking, which is the route to innovation. To achieve divergent thinking, it is important to have a diverse group of people involved in the process. Open-to-learning conversations encourage divergent thinking • Mapping: can be used to understand how different ideas relate to one another. It has long been used in policy making to explore the links between mechanism design and implementation • Sense making: ongoing social retrospective process grounded in identity construction, driven by plausibility rather than accuracy. It is an action-oriented process that people automatically go through to integrate experiences into their understanding of the world around them. 	<p>Mintrom, M. and Luetjens, J. (2016) 'Design thinking in policymaking processes: Opportunities and challenges'. Australian Journal of Public Administration, 75(3), pp. 391–402.</p>	<p>As an evolving concept, design thinking is not without its critics, it is a concept that relies on practice to give it meaning. Limited understanding of this approach can lead to implementing design thinking for the wrong reasons, or with unrealistic expectations. Design thinking requires time, space and authorisation to operate. Its effectiveness will depend on the users' understanding and intent. It is a time-consuming process, and it should not be undertaken for gains in efficiency.</p> <p>There is a danger that agencies seeking to develop and adopt more citizen-centred approaches to policy making will use design thinking simply as a short-term means to an end. Although design thinking does sit within the broader gamut of citizen-centred approaches, it is more about empowering passive citizens and understanding their experiences of Government policy and services.</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>The participation chain model</p>	<p>Seeks to provide a systematic framework for understanding what makes public service users participate, covering the full range of conditions necessary for participation, including:</p> <ul style="list-style-type: none"> • Individual and collective benefits that might derive from participation, and which thus motivate people to participate (demand-side factors) • Participants' prior resources, and the mobilisation process that encourages them to participate (supply-side factors) • The institutional dynamics of participation (the way the participation process itself, as governed in part by wider institutionalised expectations and priorities, encourages or discourages participation) 	<p>De Freitas, C. and Martin, G. (2015) 'Inclusive public participation in health: Policy, practice and theoretical contributions to promote the involvement of marginalised groups in healthcare'. <i>Social Science & Medicine</i>, 135, pp. 31–9.</p>	<p>This paper shows that participation by marginalised minority users in health decision-making processes can be effectively promoted with the right efforts.</p> <p>Increasing the representation of ethnic minorities and other marginalised groups in healthcare governance requires a proactive approach to participation which acknowledges two things. First, that the incentive structure that attracts minorities to participate is important but insufficient for involvement. Second, that marginalised groups need to build confidence, capacity and a sense of entitlement to practise their citizenship and exploit opportunities for participation</p> <p>This study suggests that engagement in mental health participatory spaces was motivated by concerns with participants' own wellbeing, and that of others experiencing exclusion. But getting into participatory spaces did not immediately equate with voicing needs and demands. Participants required assistance in building the confidence necessary to act, within an environment where they felt encouraged to speak their minds and overcome their limitations. This suggests that factors such as individual and collective motivations, mobilisation and empowering dynamics all play a role in facilitating the involvement of users who are marginalised or stigmatised.</p> <p>They also suggest adaptations and developments of the PCM regarding the importance of resources, and these can interact with the demand side, considering that resources are malleable, and attending to resources is fundamental to generating not just ability, but also willingness for participation.</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Range of 19 committees to be heard by parliament</p>	<p>Committees are important for parliament to go beyond communicating to the public, to hearing public opinion</p> <ul style="list-style-type: none"> • The Work and Pensions Committee: online forum to allow personal independence payment claimants to share their experiences. • The Health and Social Care, and Housing, Communities and Local Government committees: involves a group of people chosen to reflect the wider population being given the time and opportunity to learn about and discuss different solutions to securing long-term funding for social care. The conclusions reached helped give parliamentarians an understanding of informed public opinion. • The Northern Ireland Affairs Committee: filmed semi-structured interviews with Northern Irish fishermen, who would have otherwise found it hard to participate in the committee’s fisheries inquiry. • The Commons European Statutory Instrument Committee set up an online tool to allow stakeholders to comment on proposed negative statutory instruments under the EU (Withdrawal) Act 2018. 	<p>Institute for Government (2022) Parliament and the Public. Available at: www.instituteforgovernment.org.uk/publication/parliamentary-monitor-2020/parliament-and-public (Accessed: 9 June 2022).</p>	<p>Parliament has supported these committees to know more about specialist engagement and to organise face-to-face events.</p> <p>There is doubt about the diversity of the voices heard by the committees, and the focus is too much in London (Westminster bubble).</p> <p>However, these committees have tried not only to listen to the public, but to get them involved in setting the agenda for their work.</p> <p>The number of people (public) involved varies from committee to committee.</p>
<p>Enhancing Participatory Democracy: Islington</p>	<p>In this chapter, we examine the experience of the London Borough of Islington in developing a network of neighbourhood forums. It can be claimed that the Council has gone further than any other local authority in the UK in attempting to improve the quality of public involvement in local Government. While the bold steps taken by Islington are clearly tuned to the local environment, the innovations developed there will be of wider interest to the local Government community because they offer practical insights about how to strengthen the democratic roots of local Government.</p>	<p>Burns, D., Hambleton, R. and Hoggett, P. (1994) ‘Enhancing participatory democracy: Islington’. In: The Politics of Decentralisation: Public policy and politics. London: Palgrave. https://doi.org/10.1007/978-1-349-23397-7_7</p>	<p>The project faced scepticism from public officials, who feared transferring power to non-elected bodies, to members of the community – especially BAME – who were expecting not to be taken into consideration, and tenant’s and owners associations, who were concerned that such disposition would undermine their engagement procedures.</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Local Participatory Democracy in Britain's Health Service: Innovation or Fragmentation of a Universal Citizenship?</p>	<p>A political emphasis upon the devolution of governance and management in the British National Health Service has, since 1997, been paralleled by an apparent concern to reinvigorate patient and public involvement in aspects of planning and decision-making. A quasi-communitarian rhetoric and echoes of nineteenth-century welfare mutualism have accompanied significant reform of arrangements for patient and public involvement. This article considers the degree to which this fusion of normative exhortation and structural reform heralds a marked evolution in the principles and practice of participatory democracy in the planning and governance of health care. The reforms, in historical perspective, appear to constitute a significant extension of the arenas within which citizens can explore and debate issues pertaining to the health service. But selective political recourse to quasi-communitarian sentiment points to an embryonic policy discourse that links entitlements to obligations on the part of those reliant on the NHS. This may be of considerable significance in a system of health care to which entitlement has, historically, been cast as a right of citizenship.</p>	<p>Milewa, T. (2004) 'Local participatory democracy in Britain's health service: Innovation or fragmentation of a universal citizenship?' <i>Social Policy & Administration</i>, 38, 240–52. https://doi.org/10.1111/j.1467-9515.2004.00388.x</p>	<p>“Most obviously, one general condition for the entrenchment of new democratic practices centres on:</p> <ol style="list-style-type: none"> 1. the degree to which policy makers can effectively sell or “expand” the issue of patient and public involvement beyond the political and technocratic spheres to engage those who might otherwise rely upon parallel (or non-existent) discursive arenas 2. the ability to define and express the proposed structures for involvement with clarity over a significant period (Cobb and Elder 1983) 3. Communicative coherence will only be of use if the issues of accountability and governance are perceived as relevant by those whom the Government wishes to engage (such as individuals from under-represented minority ethnic groups and people with disabilities) 4. the policies and behaviours adopted by managers and health-care practitioners <p>Closer consideration of the discursive rationales that have accompanied these developments in the involvement agenda points, however, to a degree of normative ambiguity and repackaging in terms of substantively empowering citizens. This opacity and fluidity with regard to the practice, values and entitlements of citizenship are, potentially, of considerable significance in the context of a collective health-care system that depends, for its continuity, upon political and social support for contestable normative assumptions and prescriptions”</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>New Approaches to Local Democracy: Direct Democracy, Participation and the 'Third Sector'</p>	<p>Two themes of particular significance in the changing world of local Government are examined: the growing pressures to incorporate participatory and direct forms of democracy into local Government; and the varied use of a complex structure of nonGovernmental organisations as part of local governance. Two main forms of democracy with participation are discussed: direct democracy and participatory democracy. Differences between them are explained and the demands for them in transitional and established democracies are described. The different ways in which 'third sector' bodies are involved in local governance are explored, and their contribution to local democratisation assessed. Innovations in participation and the involvement of the third sector can revitalise local democracy.</p>	<p>Bucek, J. and Smith, B. (2000) 'New approaches to local democracy: Direct democracy, participation and the 'Third Sector'''. <i>Environment and Planning C: Government and Policy</i>, 18(1), pp. 3–16. https://doi.org/10.1068/c9950</p>	<p>This article explores limitations of direct democracy in local scope, as well as experiences in Switzerland and Germany, as well as other countries.</p> <p>The article discusses extension of democratic representation through uses of direct democracy, encouragement and strengthening of participation and collaboration between the political engine and third sector entities such as Voluntary Groups, charities, NGOs and other such institutions into bringing up participatory democracy structures.</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Participatory budgeting in Brazilian cities: limits and possibilities in building democratic institutions</p>	<p>This paper describes participatory budgeting in Brazil, where citizen assemblies in each district of a city determine priorities for the use of a part of the city's revenues. This is one of the most significant innovations in Latin America for increasing citizen participation and local Government accountability. After describing its antecedents, as various local Governments sought to increase citizen involvement during the 1970s and 1980s, the paper reviews the experience with participatory budgeting in the cities of Porto Alegre and Belo Horizonte. It describes who took part in different (district and sectoral) citizen assemblies, the resources they could call on and the priorities established. It also discusses its effectiveness regarding increased participation, more pro-poor expenditures and greater local Government accountability. While noting the limitations (for instance, some of the poorest groups were not involved, and in other cities it was not so successful) the paper also highlights how participatory budgeting allows formerly excluded groups to decide on investment priorities in their communities and to monitor Government response. It has helped reduce clientelist practices and, perhaps more importantly for a society as unequal as Brazil, helped to build democratic institutions.</p>	<p>Souza, C., (2001) 'Participatory budgeting in Brazilian cities: Limits and possibilities in building democratic institutions'. <i>Environment and Urbanization</i>, 13(1), pp. 159–84. https://doi.org/10.1177/095624780101300112</p>	<p>This article discusses participatory democracy in Brazil from the point of view of history and economics as factors relevant:</p> <ul style="list-style-type: none"> • Participatory experiences during the military regime (1977–1982) • Increase in revenue after the 1988 constitution • Increase of leftist local Governments <p>As well as a discussion of the experience in Porto Alegre and Belo Horizonte, the article discusses methodology and outcomes:</p> <ul style="list-style-type: none"> • Transparency in decision making • Local Government accountability • Relationship with the local legislature • Participation beyond participatory budgeting. <p>Strengths:</p> <ul style="list-style-type: none"> • Makes representative democracy open to more active participation of segments of civil society • Reduces clientelism, populism, patrimonialism, authoritarianism, therefore changing political culture and increasing transparency • Stimulates associativism • Facilitates a learning process that leads to better and more active citizenship • Inverts priorities away from the best off to benefit the majority of the population (the poor), together with attempts to open participatory channels to other social classes • Provides a means of balancing ideological concerns for promoting citizen empowerment with pragmatic responses to citizens' demands

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
			<ul style="list-style-type: none"> • Provides a structure that can carry over beyond a Governmental term • Encourages programme participants to move away from individualistic views towards solidarity, and to see city problems in universal rather than personal terms <p>Weaknesses:</p> <ul style="list-style-type: none"> • Interaction with Government puts community movements' independence at risk • Forms of clientelism still survive • Civil society is still developing • Financial limitations and resources for participatory budgeting are still scarce, limiting the scope of the programmes • Communities tend to stop participating once their demands are met • Difficulties persist in broadening participation: the very poor, young people and the middle-classes are under-represented • Programmes disappoint participants because of the slow pace of public works • Cleavages between the PT and the executive • Participatory budgeting risks reification of the popular movement, making it difficult to maintain a clear separation between its role and that of Government • Fragmented decisions and short-term demands may jeopardise urban planning and long-term projects

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Participatory Democracy or Pseudo-Participation? Local Government Reform in Ireland</p>	<p>Since 1996, local Government in the Republic of Ireland has undergone extensive reform. One of the central aims of this reform is the enhancement of local and participatory democracy through generating new forms of participation by communities in local authority decision-making processes, and through strengthening the decision-making role of city and county Councillors. Drawing on comparisons with current British local Government reforms, and on key community governance frameworks, this paper questions the validity of this aim, given the ‘top-down’ nature of the reforms, the ongoing weakness of Irish local Government vis-à-vis central Government, and the increasingly contractual and consumerist approach of the state towards the voluntary and community sector. It argues that the reforms consolidate Irish local Government as a system of local administration rather than local democracy, and that they may threaten the development of participatory democracy, rather than facilitate it.</p>	<p>Forde, C. (2005) ‘Participatory democracy or pseudo-participation? Local Government reform in Ireland’. <i>Local Government Studies</i>, 31(2), 137–48. https://doi.org/10.1080/03003930500031934</p>	<p>“While Lowndes (2002: 143) notes the peremptory language used by the British Government in <i>Strong Local Leadership – Quality Public Services</i>, and suggests that it has ‘a “top-down” feel to it’, British local authorities have nevertheless been proactive in developing their own participatory initiatives, rather than relying on directives from central Government (Lowndes, 1998).”</p> <p>“The ‘top-down’ perspective is also apparent in the operation of the new participatory structures, Strategic Policy Committees (SPCs) and City/County Development Boards (CDBs). At first glance, these structures represent an attempt to marry representative democracy with participatory democracy at the local level. One of the problems with these new structures, however, is that according to the regulations which govern their operation, members of the voluntary and community sector are in the minority in terms of membership and, in the case of SPCs, city and county Councillors occupy the chairing role and thus control the agenda. It is difficult to see how the voluntary and community sector can exert any real influence over the decisions that are made by these structures, when their representation is so small.”</p> <p>“Strengthening elected local Government is unlikely to be achieved, however, within a context in which local Government has little power and few functions, in which elected local representatives are rarely consulted on national policy, and in which many of them appear reluctant to share what power they have with local communities”</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
			<p>“Citizen governance’, the model of local democracy advocated by communitarians such as Atkinson (1994) and Box (1998), offers some possibilities that have not been tapped in the reform process, such as the development of neighbourhood Councils that could feed into policy-making and decision-making in local authorities”</p> <p>“Finally, and fundamentally, while public disenchantment with politics may be high, participation in voluntary and community activity remains strong in Ireland, and central Government must afford the voluntary and community sector the autonomy to pursue its activities without undue interference or curtailment”</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Democratic Deficit, Decentralisation and the Quest for Sustainable Communities: A Case Study of Peckham Community Council</p>	<p>This study explores the impact of decentralisation and the concept of democratic deficit. The focus of the research is Peckham Community Council, which is an area committee set up under the provisions of the Local Government Act (2000). The central question of this study is: can decentralisation address the democratic deficit and the quest for sustainable communities? As will be discussed, a democratic deficit is often assumed where the local community has little direct influence on local policy decisions, and where regeneration is unresponsive to the community's needs, thus fostering a sense of alienation from the political system. More specifically, this research aims to examine (1) whether Peckham Community Council signifies a high level of community power and political participation (and thus a low level of alienation) and (2) plays a significant role in militating against democratic deficit by steering a regeneration agenda which responds to community needs.</p>	<p>Murat, T. and Morad, M. (2008) 'Democratic deficit, decentralisation and the quest for sustainable communities: A case study of Peckham Community Council'. <i>Local Economy</i>, 23, 136–51. https://doi.org/10.1080/02690940802197184</p>	<p>“The centralisation of governance structures within the Council has also undermined the democratic potential of CC (Community Council). Linked to this, the managing of expectations and dissent within CC is a key trend which acts to exclude citizens from exercising real power.”</p> <p>“The number of residents attending CC is small, and usually confined to those who are there to promote something or are part of an organised group. The voting behaviour of CC attendees as opposed to Peckham residents gives some clue as to why this might be. Of CC attendees, 90.2% have voted in a general election compared to just 57.6% of all other Peckham residents”</p> <p>“This means that only those who feel that it is worth voting believe there is a point in attending CC, and most likely attendance at CC may encourage those that have voted in the past to continue voting, since they regularly see their elected representatives in action. It is possible to infer that the non-voting population regards CC as part of the Council and the political process, something from which they already feel disengaged. Moreover, CC has not done enough to break the link between low income and low voter turnout”</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Political disengagement in the UK: who is disengaged?</p>	<p>In representative democracies, voters elect a Government to regulate their collective affairs. Citizens influence the decisions Governments make by voting for particular politicians or parties, but also in other ways, including campaigning, demonstrating and petitioning. Such activities are known as democratic or political engagement, involvement or participation. This paper will use the term ‘political engagement’ to capture certain behaviours and attitudes towards the political system, defined as democratic engagement by the academics. David Sanders et al.: An individual (group) can be considered democratically [politically] engaged to the extent that he/she (it) is positively engaged behaviourally and psychologically with the political system and associated democratic norms. Positive engagement does not mean approval: it can take the forms of (non-violent) protest and activism aimed at reform. Conversely, individuals and groups are politically disengaged if they are not positively engaged (in terms of attitudes and behaviours) with the political system. This term is used broadly here to capture a lack of participation, but also disaffection or discontent with politics, as well as disconnection, alienation and apathy. People who are disengaged may or may not be disenfranchised, which means they are not allowed to vote, for example, because of nationality restrictions.</p>	<p>House of Commons (2022) Political Disengagement in the UK: Who is disengaged? London: House of Commons Library.</p>	<p>A study in political disengagement, with an demographic and attitudinal focus.</p>

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Local democracy and community governance</p>	<p>The coalition Government has signalled a strong interest in empowering both local Government and communities by devolving powers from Whitehall to Town Halls and to communities. Among the proposals are greater freedom for local authorities, removing top down targets and allowing Councils more autonomy over certain spending decisions; and giving communities new powers and rights to take over and manage local assets, demand referenda on Council tax decisions, have greater influence over local public budgets and encourage widespread community activism.</p> <p>Many local authorities have already embraced community empowerment as a strategic approach, and around the country there are hundreds of examples of estates, villages and neighbourhoods sharing in decisions about devolved budgets, running local services and shaping strategic services through neighbourhood charters or agreements, taking the lead on action planning and participatory budgeting or starting community social enterprises. However, many other authorities have concerns about empowering communities and looming spending and staff cutbacks are likely to provide a legitimate reason to limit progress on this agenda. A fundamental rebalancing of power in favour of local Government and communities will take time to embed itself, and attitudes and capabilities will need time to catch up.</p>	<p>The Young Foundation (2010) 'Local democracy and community governance'. Available at: https://youngfoundation.org/wp-content/uploads/2013/06/Local_democracy_and_community_governance.pdf (Accessed: 24 May 2022).</p>	<p>The paper proposes detailed changes to frameworks at national and local levels to improve the accessibility and effectiveness of opportunities for empowerment in every context. Combined with the strengthening of strategic local Government so that a wider range of meaningful decisions can be taken locally, these changes should help ensure that people in neighbourhoods and very local communities have the chance for:</p> <ul style="list-style-type: none"> • power to influence local Government and services and call public agencies to account; • power to act together to improve their locality; and • where they wish and through appropriate means, power to take control of some very local public functions and to raise extra funds for improving the neighbourhood.

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	<p>Through the Government's Big Society proposals, a particular accent is being put on empowering people in neighbourhoods and very local communities, in part because local variations demand the power to respond in locally appropriate ways, and in part because the lowest tier of executive local Government in this country is larger than in most countries. Still it is not yet sufficiently clear to most people what smaller-scale neighbourhood governance will look like in practice, or how we will be able to engage with it as organisations or citizens.</p> <p>To fill this gap, this paper presents a vision for how community empowerment can help underpin local democracy. No template should be imposed universally: different localities present differing contexts and needs. Even adjoining neighbourhoods in the same area may benefit from different approaches. Our research and experience suggest that this flexible approach is largely right. But for it to succeed as a strategy for collective empowerment and an offer to citizens, we need to clarify the nature of the opportunities being opened, both locally and nationally. Concern has been expressed by commentators about the accountability and democratic credentials of community governance frameworks, and how they will relate to democratic local Government.</p>		

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	<p>Some confusion arises from the fact that empowerment at this level has three related but distinct dimensions: (1) Democracy and community governance – including representation, voice and advocacy, deliberation, and scrutiny (2) Local service provision and responsiveness – including joined-up administration, citizen involvement and collective choice (3) The supporting web of civic life – local association, mutuality, community infrastructure and organisation This paper draws on our research and experience with areas around England and develops the first of these dimensions, presenting focused recommendations for how neighbourhood governance can help to underpin the wider system of local democracy in future. Released in parallel with a paper focusing on more local and responsive service provision, it is not intended to be an exhaustive or final statement on the full range of neighbourhood management, governance and engagement issues.</p> <p>Democracy can flourish in many ways. It is presently evolving as fresh demands for and practices of participation fall in with and challenge the representative process. Our work has found that arguments between participation and representation prove sterile when we see how they can work together in processes of “everyday democracy”. Our recommendations here seek to weave the two together in service of a richer participatory democracy, well-anchored in more legitimate representation and effective management.</p>		

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Transitions to participatory democracy: How to grow public participation in local governance	<p>This research has highlighted six broad transitions in local policy and practice that can help local authorities advance and embed local participatory democracy:</p> <ul style="list-style-type: none"> • Equalising participation opportunities for residents. • Building sustained participation journeys for residents. • Delegating decision-making authority to residents. • Embedding participation as standard practice. • Engaging residents in partnership with the voluntary, community and social enterprise sector. • Securing broad support for participation, within and beyond public authorities. <p>The report details these transitions and gives practical guidance and priority recommendations.</p>	<p>Royal Society of Arts (2022) Transitions to Participatory Democracy: How to grow public participation in local governance. London: RSA. Available at: www.thersa.org/globalassets/foundation/new-site-blocks-and-images/reports/2021/06/transitions_to_participatory_democracy_report.pdf (Accessed: 24 May 2022).</p>	<p>Key notes for building participatory systems:</p> <ul style="list-style-type: none"> • Equalising participation opportunities for residents • Building sustained participation journey for residents • Delegating decision-making authority for residents • Embedding participation as a standard practice • Engaging with residents in partnership with the VCSE sector • Securing broad support for participation within and beyond public authorities
Camden Citizens' Assembly on the Climate Crisis – Climate change	<p>It will consider evidence from climate scientists, renewable energy experts and environmentalists about how CO2 emissions can be reduced in Camden.</p> <p>Over 50 randomly selected residents from Camden during July 2019 developed an approach for how Camden can best tackle the climate crisis.</p> <p>Also, there is an online platform that gives the public the opportunity to submit their thoughts and ideas for discussion at the Assembly.</p>	<p>The Involve Foundation (2019) Camden Citizen's Assembly on the Climate Crisis: Recommendations for tackling the climate crisis in Camden. The London Borough of Camden: Available at: www.camden.gov.uk/documents/20142/0/Camden+Citizens%27+Assembly+on+the+Climate+Crisis+-+Report.pdf/947eb4e5-5623-17a1-9964-46f351446548 (Accessed: 9 June 2022).</p>	<p>Carbon dioxide (CO2) and other greenhouse gases emitted from fossil fuel use and other processes are the primary cause of the climate crisis we find ourselves in today. Across Camden, CO2 emissions have reduced by 32% since 2010, but recent scientific evidence suggests they need to fall at a faster rate here and around the world to prevent irreversible damage to the planet.</p> <p>Outlining the facts of the climate and ecological crisis, and the ways in which it can be tackled. Also, 17 actions have been developed that should be taken by residents, community groups, businesses, and the Council in Camden:</p>

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			<p>At home:</p> <ol style="list-style-type: none"> 1. Encourage low carbon dietary choices 2. Make all new homes carbon zero 3. Create more green space on residential streets 4. Fit solar panels on as many homes as possible 5. Campaign to make CO2 reduction fun <p>By the neighbourhood:</p> <ol style="list-style-type: none"> 6. Plant more trees and create more allotments 7. Pilot a community energy heating scheme 8. Install more segregated cycle lanes 9. Promote and trial car-free zones and days 10. Enable electric transport with infrastructure and incentives 11. Developers to fund energy efficient retrofits of old buildings <p>By the Council:</p> <ol style="list-style-type: none"> 12. Establish a Climate Emergency scrutiny panel made up of experts and residents 13. Make all Council properties fossil fuel free 14. Improve Council communications and engagement on climate change 15. Mobilise existing community groups to work on tackling the climate crisis 16. Green the Council's operations 17. Plant trees and retain public spaces

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<p>Greater Cambridge Citizens' Assembly – Congestion, air quality, public transport</p>	<p>Suggest that congestion reduction, improvement of air quality and better public transport in Greater Cambridge can take place by tackling congestion, reducing air pollution and carbon emissions, and improving public transport. This includes acting across a range of areas in the short term to improve sustainable travel options, informed by the Citizens' Assembly's priorities, as well as looking at how packages of measures might work in the longer-term and identifying additional areas to progress.</p>	<p>Greater Cambridge Partnership (2021) One Year On: Progress implementing the Greater Cambridge Partnership response, Greater Cambridge Citizens' Assembly. Cambridge. Available at: www.greatercambridge.org.uk/asset-library/City-Access/Citizens-Assembly/One-year-on-progress-implementing-the-Greater-Cambridge-Partnership-response-web.pdf (Accessed: 9 June 2022).</p>	<p>Actions taken include:</p> <ul style="list-style-type: none"> • The GCP sustainable transport programme: aims to deliver a public transport and infrastructure network for the future, supporting sustainable and inclusive growth by creating new and improved infrastructure for better, greener journeys • Short-term interventions: immediate actions that had been agreed in February 2020, and consider how these would be taken forward in the context of the pandemic with the aim of supporting the uptake of sustainable travel options and a sustainable recovery • Road space reallocation: creating more space for pedestrians and cyclists, and reallocating road space away from cars, the GCP agreed to pilot further road closures and road space reallocation, both in the city centre and on local roads, including the development of community-led schemes. • Public transport improvements: Three areas were identified as potential short-term improvements to public transport: investment in additional services, development of a fare pilot, and expanding the electric bus pilot. • Encouraging cycling and walking: encourage more people to cycle, through provision of additional cycle parking at key locations, and by funding a lease scheme for electric and cargo bikes to encourage longer distance, family and business cycle commuting.

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			<ul style="list-style-type: none"> • City centre freight pilot: would explore the potential for delivery consolidation in Cambridge and provide an opportunity to assess the basis on which it could operate commercially in the longer term, either independent of, or in partnership with, local authorities • Integrated parking strategy: Parking remains a key tool in reducing congestion and encouraging the uptake of sustainable transport options, and data from the changes through the pandemic will be used to inform development of the strategy • Developing longer-term packages: Alongside developing and delivering the short-term measures, the GCP response to the Citizens' Assembly agreed to develop a set of packages informed by the Citizens' Assembly recommendations and providing options for different levels of intervention in the medium-long term

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<p>Oxford Citizens' Assembly on Climate Change</p>	<p>Oxford was the first UK city to hold a citizen's assembly on climate change to help address the issue of climate change and consider the measures that should be taken in Oxford.</p> <p>This assembly involved a randomly selected representative sample of 50 Oxford residents who learned about climate change and explored different options to cut carbon emissions through a combination of presentations from experts and facilitated workshops.</p> <p>Participants in the Assembly considered measures to reduce Oxford's carbon emissions to net zero and, as part of this, measures to reduce Oxford City Council's own carbon footprint to net zero by 2030.</p> <p>The Assembly aimed to help address the issue of climate change by considering the measures that residents felt should be taken in Oxford in order to achieve 'net zero'.</p> <p>An advisory group created by Oxford City Council provided additional guidance and oversight of the Assembly. This group consisted of Oxford City Councillors and representatives from environmental and local democracy groups, local community organisations, academic experts, and local businesses.</p>	<p>Social Research Institute (2019) Oxford Citizens' Assembly on Climate Change. Oxford City Council. Available at: www.oxford.gov.uk/downloads/file/6871/oxford_citizens_assembly_on_climate_change_report_-_november_2019 (Accessed: 9 June 2022).</p>	<p>By the beginning of 2020, the City Council's upcoming Sustainability Strategy would consider the assembly findings, including an Action Plan to determine how the City Council can play its part in tackling the climate emergency over the coming months and years. Also, the City Council will look at its role in convening and engaging stakeholders and the wider public to reduce greenhouse gas emissions. One clear request from the Assembly was to produce educational material and information about how individuals can reduce greenhouse gas emissions, and the City Council will now work up detailed plans to achieve this.</p> <p>The assembly findings include:</p> <ul style="list-style-type: none"> • The majority of Assembly members felt that Oxford should aim to achieve 'net zero' sooner than 2050. However, even among those who agreed with this, there was little consensus on when 'net zero' should be achieved • There was widespread belief that Oxford should be a leader in tackling the climate crisis • Assembly Members found a great deal of encouragement in the examples of what is already being done across Oxford to address climate change and meet the goal of becoming 'net zero' • Enhanced biodiversity was central to the overall 'net zero' vision of Oxford, with increased flora and fauna in the city centre, along with more cycling, walking and public transport, and far fewer cars • The buildings sector should adopt improved building standards, widespread retrofitting, and more domestic and non-domestic energy needs being met by sustainable sources • Around one in four to one in three Assembly Members rejected the most ambitious – and, therefore, challenging to achieve – visions of a future Oxford

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			<ul style="list-style-type: none"> • They were also perturbed by the extent to which the burden of change was – in their eyes – being placed on individuals • There was, therefore, a sense that the Council needs to communicate a shared vision and strategy to reaching 'net zero' that shows the roles played by local and national Government, businesses and individuals • Specifically, Assembly Members wanted more information about how to recycle correctly • There was a demand for more education and information provided for the wider public in Oxford to help them understand what they can personally do to help

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<p>Leeds Climate Change Citizens' Jury –Climate change</p>	<p>The Leeds Climate Change Citizens' Jury was put together by Leeds Climate Commission working with Shared Future CIC. It was tasked with examining the Leeds response to the emergency of climate change and with producing recommendations that will be used to guide the future work of the Commission and a range of organisations across the city.</p> <p>An oversight panel was set up to ensure the process is unbiased and fair. It includes representatives from Extinction Rebellion, Friends of the Earth, Leeds Chamber of Commerce, Leeds City Council, The Madina Town Movement, Our Future Leeds, Project Rome, Racial Justice Network, University of Leeds, Yorkshire Water and Youth Strike for Climate.</p>	<p>Shared Future: A Community Interest Company (2019) The Leeds Climate Change Citizens' Jury. University of Leeds: Available at: www.leedsclimate.org.uk/sites/default/files/REPORT%20V1.1%20FINAL_0.pdf (Accessed: 9 June 2022).</p>	<p>A list of recommendations was produced covering transport, housing, communication, finance, green spaces, aviation, a proposal for a Leeds Green New Deal, plastics, recycling and political co-operation. Some of those recommendations include:</p> <ul style="list-style-type: none"> • Transport: We recommend that extensive positive action is taken to make the use of private cars a last resort for transportation. As a priority, bus provision (starting with First Bus) should be taken back within public control • Housing: All existing housing must be made energy efficient – housing must be retrofitted. We recommend that Leeds City Council enables communities to come together and insulate their homes and transition to greener energy sources via locally organised social enterprises. This would encourage sharing skills and teaching people to be more green • Communication: Leeds act together: there needs to be a large-scale communication drive in Leeds delivered through social media, face-to-face events, community groups, company advertising, screens in the city and other methods. Education in schools is central to this. We believe this needs clear, positive and practical messages which emphasise the necessity for individuals, community and organisational action at all levels • Recycling: the role of business: Ask companies and organisations in Leeds to pledge to become carbon neutral by 2030. A Leeds First scheme, kitemark/badge scheme, (a bit like Fairtrade) for Leeds businesses that are actively investing in/supporting climate change action. We recommend that more extensive recycling opportunities are made available and accessible to all (e.g. disabled people and nondrivers). We recommend that no one in Leeds accepts single-use plastic and no businesses in Leeds offer it. We recommend that all food and drink outlets in Leeds provide refundable deposit cups in place of disposables.

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<p>Dudley People's Panel – Borough's town centres</p>	<p>It is a way to give a voice to local people. Fifty randomly selected members of the public were invited to consider an issue and make recommendations to the Council on what should be done.</p> <p>The People's Panel gave members of the public the opportunity, time and space to learn about a topic, before giving detailed recommendations for politicians to consider and respond to.</p> <p>Panel members heard from and questioned witnesses, including experts, other residents and representatives from business and the community. Participants discussed what they heard with one another and decided what they thought. The Panel made a joint decision on what it thought should be done, and it has reported its recommendations to the local community and Council.</p> <p>The focus on town centres is because the time spent in those has changed, as people no longer go into towns to get all of their shopping, so it is needed to know how the town centres can be used and to motivate people to make use of these to ensure that the centres survive and thrive.</p> <p>The Panel is run by two independent organisations:</p> <ul style="list-style-type: none"> • The Sortition Foundation, which randomly recruited people from the list of those who registered, and ensured that the Panel was broadly representative of the local community • The Democratic Society, an organisation that has been greatly involved in democracy. 	<p>The Democratic Society, Better democracy, everywhere (2019) What can communities and the Council do together to make Dudley and Brierley Hill town centres places that are vibrant, welcoming and somewhere we are proud of?. Dudley Metropolitan Borough Council: Available at: www.dudley.gov.uk/council-community/peoples-panel (Accessed: 9 June 2022).</p>	<p>The panel was awarded funding and support from the UK Government's Innovation in Democracy Programme to hold a citizen's assembly, which is called Dudley People's Panel.</p> <p>They evaluated from Dudley Town Centre and Brierley Town Centre which aspects of each were great and which were not so great. Then, they made a list for each centre about the potential desirable outcomes that will be reflected by 2030, for what they considered:</p> <ol style="list-style-type: none"> 1. Be safer, with less crime 2. Be full of public squares to meet, eat, relax and be 3. Celebrate and showcase its strong history in a tangible way 4. Be home to first-rate entertainment, with venues for live music, comedy and festivals 5. Have a fully extended Black Country Living Museum with green spaces and activity areas 6. Celebrate food and seasonal festivals <p>Subsequently, they developed a report (for each centre) which was given to the Council in which they included: the key message, actions needed, who needs to be involved, resources needed, positive and negative impacts and key possible outcomes within 1-, 3- and 10-years' timelines.</p>

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<p>Romsey Citizens' Assembly – Romsey town centre</p>	<p>The Romsey Future Partnership, through previous engagements, knows that improving the area around Crosfield Hall and the Bus Station is important to many local people. The Citizens' Assembly brought together a diverse group of people, from across the area, to discuss and recommend ways to do that, supported by all the communities in and around Romsey. This included looking at how the area around the south of the town centre could be used as a place to live, work and have fun</p> <p>Citizens' Assembly may also wish to consider the impact on:</p> <ul style="list-style-type: none"> • Accessibility to the town centre • The appearance of the town centre • How the area is used as a place to live, work and enjoy. 	<p>The Democratic Society (2019) Romsey Citizens' Assembly. Romsey Future: Available at: https://publish.mysociety.org/iidp/test-valley-report/#start (Accessed: 9 June 2022).</p>	<p>A set of proposals was ranked in order to decide the priority of these, then it was developed into a list of 12 recommendations for presentation to the Council:</p> <ul style="list-style-type: none"> • Make Romsey an attractive, vibrant town, a centre of excellence, including green spaces and wildlife corridors • In Romsey, there will be more green spaces in the town area that will enhance, protect and increase our natural environment, which includes the wild animals and plants • Well-planned, connected, accessible infrastructure (including travel, access, public spaces, education, tech and business), with good flow for transport and pedestrians to encourage business and tourists • Make healthier living easier – design in more opportunities for healthy activities • Improved transport infrastructure to encourage a sense of community – with viable options for moving around • Community hub and green spaces that bring people together (across generations) • Design the transport and parking with an integrated plan that includes walking, cycling, public transport and cars, and think about all the different kinds of people coming into the town (parking, accessible, but still encourage bus use, especially by younger people) • Attractive and diverse businesses and shops in flexible units, with space for start-ups and local businesses to bring greater variety and more jobs • Lots of things to attract people into the town centre, which are affordable and accessible for all, and which everyone living in Romsey knows about and can take part in • Make Romsey the first truly green historic market town • In Romsey, we will reduce the number of vehicles in the town centre by half by 2025 • In Romsey, we will achieve 'Green Town' status by 2025.

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<p>Brent Climate Assembly – Climate change.</p> <p>This project is currently closed</p>	<p>A report by the Committee on Climate Change has found that the UK needs to use energy more efficiently, and needs more renewable energy and low emission vehicles in order to meet the 2050 target, which is net zero carbon emissions by then.</p> <p>Progress will require everyone to change some of their behaviour, including being more careful with the energy we use, creating less waste, making changes to our diet, using healthy and active forms of travel such as walking and cycling, and flying less. We will also need more information and awareness about the carbon footprint of the products and services that we buy.</p> <p>The Climate Assembly will be made up of 50 residents, recruited at random to reflect a cross-section of the population in Brent.</p> <p>They will participate in workshops over a two-month period. During these workshops, they will hear evidence from climate scientists, renewable energy experts and environmentalists about how carbon emissions can be reduced at a local level. This work has been commissioned by Brent Council, but it is being designed and run by an independent public engagement organisation called Traverse.</p> <p>At the end of process, the Climate Assembly will develop a series of recommendations and present them to local politicians. These will be actions that can be taken at a local level to reduce carbon emissions in Brent. They will also inform a new</p>	<p>Brent Climate Assembly (2019) About the Climate Assembly. Brent Climate Assembly: Available at: https://brentclimateassembly.commonplace.is/about (Accessed: 9 June 2022).</p>	<p>The following are initiatives by Brent Council regarding climate change:</p> <ul style="list-style-type: none"> • Brent’s seven-mile bee corridor launched in time for summer 2019, the first of its kind in London. The corridor is made up of 22 wildflower meadows, designed to boost biodiversity and help pollinating insects to thrive. • 21,000 LED street lights have recently been installed across the borough. The lights are better for the environment, reducing carbon emissions by 62% each year (from 4,800 to 1,800 tonnes), while continuing to keep our streets safe. • The Council is putting in place the infrastructure for people to make greener choices, rolling out more charging points for electric vehicles, and incorporating cyclist- and pedestrian-friendly elements in our town planning. What is more, Brent was the first London borough to introduce Lime Bikes. • This year, the Council helped residents to close eight roads for London Car Free Day. The celebrations meant that children could play in their streets without polluting vehicles and demonstrated that there are greener ways to get around. • An anti-idling campaign continues to educate motorists about the harmful effect on local air pollution of idling in a car. • 766 solar panels have been installed through the Council-supported scheme Solar Together, saving 49 tonnes of carbon each year • Plastic Free Wembley, a campaign encouraging businesses to cut single-use plastic, has saved 150 tonnes of the stuff. We are trialling biodegradable bags, made from potato peel and corn, in Wembley’s litter bins, saving even more unnecessary plastic.

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			<ul style="list-style-type: none"> • To improve air quality around schools, the Council is piloting School Streets, where the surrounding roads are closed during pick up and drop off times to limit toxic emissions. The scheme is designed to encourage parents and kids to walk, cycle and scoot into school. • Working with Veolia, the Council is educating local residents about the benefits of recycling, as well as reducing the amount of materials (such as plastics) that they buy. 34,586 residents have been given tailored recycling advice by the Veolia education team. • Tough new measures have been introduced to crack down on toxic diesel fumes and air pollution, including a £50 yearly diesel surcharge to encourage motorists to switch to greener transport. • The Brent Civic Centre is one of the greenest public sector buildings in the UK.
<p>Croydon Citizens' Assembly on Climate change</p>	<p>Two meetings took place. In the first one, residents aimed to find out “What climate change means for Croydon”. This included briefings from Cllr Tony Newman (Leader of Croydon Council) and the New Economics Foundation to put in context some of the issues that Assembly members would be talking about at this and future sessions. In the second meeting, residents aimed to discuss the roles that individuals, communities and the Council could play to tackle the climate crisis together. As well as table discussions, there were presentations on the “impact of transport on carbon emissions” and “how to engage residents on climate change issues” to put the discussion in context.</p>	<p>The Campaign Company (2020) Croydon Citizens' Assembly on Climate Change. Available at: https://croydoncitizensassembly.org (Accessed: 9 June 2022).</p>	<p>The outcomes from those meetings included:</p> <p>Air quality – the issues and challenges</p> <ul style="list-style-type: none"> • General consensus that this is really important because of the health challenges this presents to the most vulnerable in communities (especially children and older people), and people who are trying to be healthier (including runners, walkers and cyclists) • Recognition that although the Council is trying to address this through anti-idling measures, especially near schools, and no parking zones, this potentially exacerbates pollution in other areas – “it just moves the problem to other streets”. More strategic and holistic approaches that take into account the impact on the “whole place” should be taken. • Since there is clearly a link between air quality and transport, developing sustainable forms of public transport to discourage people using cars would also improve air quality.

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			<ul style="list-style-type: none"> • There should be stronger enforcement on “pollutants” (including heavy road users, higher emission vehicles and businesses) – “stop procrastinating and act” • There is a conflict between the need to improve the climate and the extent to which individuals will make sacrifices – flying to holiday destinations exemplified this. More education about the impact, and what can be done to offset any actions, would be helpful. <p>Transport – the issues and challenges</p> <ul style="list-style-type: none"> • “The thing about public transport at the moment is that it isn’t good enough or regular enough – make it better and of course we’ll stop using our cars as much” • General consensus that Croydon has a really strong transport infrastructure and the biggest impact on the climate could be made by “greening” this and looking at sustainable forms of public transport. A number of suggestions to build on these assets and discourage car use were made including: extending the tram link; improving connections across Croydon (not just through town centre), having more park and rides; incentivising car sharing schemes, more Boris bikes, banning 4x4 vehicles “Chelsea tractors” in high density parts of the borough, points off licences, etc). • Affordability of public transport and accessibility were raised as issues to be addressed if we were to steer people away from the convenience of cars • More to support the growth of electric vehicles, including more charging points in public places for electric cars, more electric buses, etc <p>Improving energy efficiency – the issues and challenges</p> <ul style="list-style-type: none"> • Set enforceable targets for developers to introduce energy efficiency measures in all new-builds (homes and businesses)

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			<ul style="list-style-type: none"> • Offer financial incentives for energy efficient homes and businesses, and do more to tell people what to do to make their homes more energy efficient (e.g. solar panels, insulate roofs, use LED bulbs, etc) • Introduce innovations such as V2G (vehicle to grid) to “recycle energy” better • Make sure each part of a “sustainable system”, e.g. electric cars, is eco-friendly, rather than just putting a zero-carbon step at the end of a process which starts with burning fossil fuels <p>Education – the issues and challenges</p> <ul style="list-style-type: none"> • There was consensus that carbon literacy was really important to engage more people on the issue of tackling climate change and getting them to take action. This included “de-jargonising” the whole climate change language (e.g. explaining what net zero means), and making targets more realistic and more local/individual (rather than global). • The need for better education, information and awareness on how to make a difference crossed all the themes discussed. In addition, people thought that there should be more on other areas too, including recycling – especially of plastics and food waste • Campaigns or information to change people’s attitudes was also felt to be important, and starting to educate people at an early age (e.g. in schools) was felt to be critical in this.

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Newham Citizens' assembly on Climate change</p>	<p>Assembly members (36 randomly selected residents from the London Borough of Newham) received 14 presentations from a variety of local and national experts. To help frame their recommendations to the Council, the Citizens' Assembly used the following six themes:</p> <ol style="list-style-type: none"> 1. Education, Awareness, Action: The Council, residents and communities are educated about the climate emergency and are clear about what we all need to do. 2. Technology and Energy: Invest in technologies to create sustainable energy (underpinned by the formula – continuous knowledge + action = wellbeing + more time on the planet). 3. Moving Around (transport and travel): Switch Newham towards a cleaner, greener, healthier journey. 4. Food and Recycling: Newham will reduce food waste and food miles, and aspire to recycle 100%. 5. Environment and outdoor space: Newham Council with residents will transform the environment to produce a greener, more pleasant, healthier place where people will want to live, work and settle. 6. Buildings and houses: Take greater leadership and responsibility in how residential homes and businesses become more energy efficient. 	<p>Newham Climate Assembly (2020) Newham Citizens' Assembly on Climate Change, Report. Newham, London. Available at: www.newham.gov.uk/downloads/file/1885/newham-citizens-assembly-on-climate-change-final-report-2020 (Accessed: 9 June 2022).</p>	<p>Assembly members deeply analysed each theme, made specific recommendations related to each of them, and voted in order to find the average level of support by the Assembly members for each theme.</p> <p>Each group also produced a final statement regarding accountability and how they would like to see things continued after this process. This was something that emerged as being important when creating the six themes. This was the assembly's seventh theme. The statements were very similar and are outlined below:</p> <ul style="list-style-type: none"> • We want Newham Council to keep residents informed about all final recommendations, increase collaboration with best practice in other boroughs, and introduce governance and accountability that prevents fraud and corruption. • Committed members of the community should be appointed to oversee the ongoing development and progress of the work by the Council and community to get to net carbon zero. • The Climate Assembly should be re-convened in a year's time to receive feedback from the Council on progress. • The Council to collaborate with its neighbouring boroughs to maximise economies of scale and efficiencies.

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Waltham Forest Citizens' Assembly – Hate incidents</p>	<p>The Waltham Forest Citizens Assembly brought together 45 individuals living in the London Borough of Waltham Forest during February and March 2020 to develop recommendations on how to stop hate in the borough and ensure that everyone feels equally welcome and safe</p> <p>A group of residents, representing the diverse nature of Waltham Forest, came together to find community-sourced solutions to this divisive issue. Waltham Forest is one of the most ethnically diverse boroughs in London. Around half of our residents are from minority ethnic backgrounds. We have a proud history of welcoming people to live here, and 86% of residents agree that this is a place where people from different backgrounds get on well together.</p> <p>Yet, incidents of hate are on the rise in London and across the UK. Figures from the Mayor of London's office show that over the last six years, racist hate crimes have risen by 56%, and homophobic and Islamophobic hate crimes have doubled. Meanwhile, cases of anti-Semitism and transgender hate have also risen.</p>	<p>Democratic Society and Involve (2020) Waltham Forest Citizens Assembly, Recommendations Report. Waltham Forest. Available at: www.walthamforest.gov.uk/sites/default/files/2021-11/KD_WFCA_Recommendations_Report_FINAL_B%20%281%29.pdf (Accessed: 9 June 2022).</p>	<p>The six recommendations developed by the assembly all received high levels of support through a final ballot vote on day five.</p> <p>These recommendations include:</p> <ul style="list-style-type: none"> • Information sharing and raising awareness: We recommend a large-scale multi-media information and awareness-raising campaign • Community and bystander intervention: Community solidarity and preventing hate crime through effective bystander intervention • Victim support, rehabilitation and restorative justice Given the rise of hate crimes and incidents in London and our borough, we need to provide support services for victims, and rehabilitation services for offenders. We ask the Council to be ambitious in engaging key partners identified and working cohesively to achieve the following actions • Reporting, hotspots and safe zones: We, the people of Waltham Forest, believe that effective reporting of hate crime has benefits for the whole community in providing a safe and secure environment. Reporting of hate crime must be made easier. The data needs to enable the effective allocation of resources, identify hot spots and inform the location of safe zones • Institutions: In order to support and deliver all the recommendations from the Citizens Assembly, institutions must: provide adequate and sustainable resourcing; give clear leadership direction; review policies and processes which impact on hate crime and incidents, and work with a broad, nuanced definition to ensure action is taken against all discrimination and prejudicial behaviour, including that which may not constitute a hate crime or hate incident. • Young people (up to 15): We educate and empower young people in the community to recognise hate, with appropriate tools to reduce hate, to ensure a better future for all.

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Camden Health and Care Citizen Assembly – Health and social care</p>	<p>In the context of the NHS Long Term Plan and Camden 2025, health and care partners are committed to putting the voice of residents at the heart of health and care transformation in Camden.</p> <p>In 2020, the Health and Wellbeing Board sponsored a Health and Care Citizens' Assembly made up of a representative cross-section of local residents. The objective was to build on the priorities of Camden 2025 and themes raised in a previous Neighbourhood Assembly, and to give residents the power to help shape the common purpose of the integrated care partnership and inform Camden's new Joint Health and Wellbeing Strategy.</p> <p>In addition to Camden residents, Camden Council, Health & Wellbeing Board, Expert Advisory Panel, Kaleidoscope Health & Care, and University College London (UCL) were involved.</p>	<p>Kaleidoscope Health and Care (2020) Camden Health and Care Citizens' Assembly, final report. Camden, London. Available at: www.camden.gov.uk/health-and-care-citizens-assembly?inheritRedirect=true (Accessed: 9 June 2022).</p>	<p>In a range of five events, the analysed community needs, what outcomes would be needed to consider the assembly successful, determining what the focus will be on, acknowledge the impact of the pandemic, consider perspectives about health inequalities for local people, perspectives on prevention and mental health, science outputs (positive and negative experiences), and what expectations were the most important for residents.</p> <p>As a result, three priorities were established:</p> <ul style="list-style-type: none"> • Priority 1: Reduce health inequalities in the borough. Ensure that local services can tackle the impact of the pandemic on the most affected groups. • Priority 2: Ensure my family, friends, neighbours and I can stay healthy, safe, and well in Camden, particularly our mental health and emotional wellbeing. • Priority 3: Ensure local services work together to meet the needs of residents and communicate effectively with residents.

Title of approach	Brief description of approach	Location and/or authors references (e.g. Harvard Reference to source)	Details of impact/outcomes (e.g. strengths and weaknesses)
<p>Lancaster District People's Jury – Climate change</p>	<p>Most people accept that climate change is real, but are unsure what it means for them and what impacts it will have on where they live. In early 2019, Lancaster City Council declared a climate emergency. The People's Jury is one of several ways that residents can share their views on how people and organisations of the area could act to respond to the emergency of climate change. For Lancaster district to best address this enormous problem, it is essential to hear directly from the residents of Lancaster, Morecambe and the surrounding area.</p> <p>Thirty were recruited through the delivery of four thousand letters across the district. The profile of the jury membership reflected the diversity of our population</p>	<p>Shared Future, a Community Interest Company (2020) The Lancaster District Climate Change People's Jury, 2020. Lancaster City Council. Available at: www.lancaster.gov.uk/sites/climate-emergency/lancaster-district-people-s-jury (Accessed: 9 June 2022).</p>	<p>In the course of 16 sessions of discussion, which lasted about 35 hours in total, they agreed a set of 25 detailed recommendations, which were located across different relevant themes:</p> <ul style="list-style-type: none"> • Communications, education, and Council leadership: educate young people about climate change, the Council should frame their work in the context of climate emergency, there should be a strong campaign to convince people to take action, the Council should invest in good quality messaging and marketing, there should be a yearly climate emergency action event, the Council should further develop existing proposals in response to the climate change emergency declaration and create a climate change department, pensions and fossil fuel investment, Council should invest in an Education Centre, and increase the local population's digital literacy and access to technology. • Food/farming and waste/recycling: reduce waste from households and business. The Council should fully support the sustainable food place partnership and sign up to the global declaration, introduce incentives to local producers and growers, tackle food waste, make it easier for people to grow their own food, make it easier for people to choose foods that have a lower carbon footprint, shared and mutual action towards carbon neutral farms, garden waste services, and introduce a green Reward Scheme. • Housing: new houses must have ground/air source heat pump, solar panels with suitable roofs, green spaces, be constructed with more sustainable materials; the green belt should be avoided. Also, prioritise and invest in the green energy sector. The Council should ensure that every house is assessed for energy performance. • Transport: it should be easier for people not to use cars; promote the use of electric vehicles.

The research synthesis provides several insights, and evidence of the opportunities and challenges open to the Council in enhancing participatory democracy. Research shows that attention has already been paid to who is disengaged, the politics of decentralisation, the extent of public participation with a specific focus by the NHS on giving a voice to marginalised groups for health service improvements and transformation, the principles of deliberative public engagement, design thinking in policy-making processes, environmental impact assessments, direct democracy and participation in the Third Sector, pseudo-participation and democratic deficit in local democracy and community governance. The gaps in research centre on: The risk factors of when participatory democracy goes wrong; How much of local Government's administrative activities (use of budget) is determined by listening to citizens' voices?; What means are used to collect citizens' voices? (citizen participation platform, e-mail, community briefings, etc.); What are the challenges in collecting citizens' opinions?; Are the Council getting the number and content of responses they expect from citizens?; How are the received citizens' voices reflected in administrative activities?; What are the areas of local Government that particularly need to listen to citizens' voices?

Co-production is a gold thread that runs through each of the reported studies. Co-production is an overall approach to policy making with residents which is shown to comprise a mixture of methods or options which make up the engagement and participation practices. Evidence suggests that co-planning is widely used in current participatory programmes. Co-design happens across a few participatory programmes. Co-assessment as a participatory strategy is visible, but it is only partially used in the assessed programmes, whereas co-delivery is not so visible.

Whilst the Council has strengths in providing a range of platforms to support residents' involvement in policy making, evaluative evidence produced by the Council suggests that there remains a lack of coherency, collective action, cognitive participation and reflexive thinking across the system to ensure that the participatory strategy is not leaving some residents and staff behind.

Newham Council's policy-making mechanisms/functions/structures

Highlighted below are our best practice examples, which are worthy of sharing and replicating in other Council districts. They include the Citizen and Resident Assemblies, Citizen Science Academy and COVID-19 Champions.

CASE STUDY



Newham Citizens' Assembly

Newham Council want to improve how well Newham residents are involved in local democracy. To do this, they have set up England's first permanent Citizens' Assembly in Newham. This Assembly was the first time this permanent Citizens' Assembly came together.

The theme that the assembly would look at was chosen by Newham residents in an online vote between five options which the Council put forward. Residents chose the theme: 'Greening the Borough.' This theme reflects the importance of parks and green space to residents, particularly following the challenges to mental and physical health since March 2020.

The assembly brought together a randomly selected group of local people to learn about this issue, discuss it together, and make recommendations about what should happen and how things should change. Newham Citizens' Assembly brought together 46 people living in Newham to develop recommendations. Due to the risk of COVID-19, this group met entirely online. They came together as a whole group over five weekend days in July 2021. Alongside this, they also met in smaller groups for one-hour sessions in between the assembly weekends. The assembly heard from a range of subject-matter and 'lived experience experts' during the five assembly sessions. 'Lived experience experts' are people whose own experiences in life have given them important insights into the topics at which the assembly was looking. The presentations given to the assembly were all recorded and shared online. Through time spent learning and deliberating together, Assembly Members agreed on a set of 7 recommendations.

CASE STUDY



Newham Council Participation framework

The Democracy & Civic Participation Commission recommended: develop a framework for participation; improve skills of services to support participation with residents; and set out mutual expectations of participation with residents. The work developing the Participation Framework combines these objectives.

To achieve: Quality: Improve the quality of participation activities; Consistency: Improve the consistency of participation activities; and Impact: Enable residents to feel better involved in shaping decisions.

Methods used: Survey to staff on participation needs; Survey to 5,000 residents (findings on request); Selected services to co-produce the priorities and content; and Selected “test & learn” partners to co-produce content (UCL Citizen Science Academy); Advice from local and national organisations (i.e. North East London ICS, GLA, Demos, Young Foundation, Carnegie, etc.); and Workshops and interviews with Citizens Assembly, Community Assemblies, Citizen Scientists and interested residents.

Engagement with staff and members: Newham News, SLT and DMTs, Members via Induction/Community Liaison Forums; Call out to staff to ask what their most common challenges are regarding engagement, plan workshops around these; Continually add to the framework, adding case studies and filling gaps; Regular ‘Spotlight on Engagement’ celebrating engagement; Monitor use of RPF and evaluate; Extend to other Councils and with NEL ICS; 10-week externally funded “Citizen Scientist Academy” programme delivered by UCL, Newham and B&D Councils, local VCS and partners; and Cohorts of residents paid and trained to carry out research and participation; Pilot delivered and next steps to develop accreditation for residents; Next steps to promote across the Council to encourage greater use of “resident researchers and facilitators” on future engagement projects; Work across UCL and UAL on how to involve people with lived experience of poverty in policy making; one-year externally funded fellowship from April to help embed the involvement of residents in policy making in Newham and London; Help people develop their skills in involving residents in policy making; Work with anchor institutions to strengthen involving residents; Develop a participation academy pilot to train up other Councils in participation; and Develop a business model to market Newham’s participation expertise.

CASE STUDY



Newham’s Community Assembly programme

Newham’s Community Assembly programme was launched in 2018 as part of the new administration’s commitment to “put people at the heart of everything we do”. The purpose of the Community Assemblies is to create a space for solution-oriented discussions on issues of local concern, and to give residents greater understanding and influence over local decision making and allocation of local funding. This is achieved through a series of open-access neighbourhood assemblies, whereby residents can identify local priorities, put forward ideas to meet local needs, and take part in a participatory budgeting exercise to allocate local funding towards chosen projects.

What is most important to get right? A strong theme was the importance of acting on recommendations and showing the difference the Assembly has made. They also talked about the importance of choosing a clear topic where the Assembly can make a difference, and being clear about what is feasible. They painted a picture of Assemblies helping residents feel heard, with greater dialogue between residents and the Council. They felt that this would leave residents feeling more involved in their local area, with a greater sense of community – caring about where they live and feeling proud about Newham. Making sure that Assemblies are diverse, and involve everyone, was another strong theme. Members also felt it should be more convenient to take part, instead of giving up so many weekends. Members felt that having good facilitation was an important part of making Assemblies work well.

CASE STUDY



UCL's Citizen Science Academy

Launched in September 2021 to deliver practice-led and community-based employment, education, training and accreditation for citizen science. What are the legacies of the 2012 Olympic Games and long-term socio-economic change in east London?

Who benefits from regeneration and how?

What are the impacts, gains and obstacles for local communities? The first programme is training 11 citizen 'social' scientists in qualitative research methods. The team are researching transient and systemic barriers that prevent people in east London from thriving and living prosperous lives. Their research forms part of the Prosperity in East London longitudinal study.

CASE STUDY



London Borough of Newham's COVID-19 Health Champions programme

Our COVID-19 Health Champions programme is moving to a wider remit of Community Health Champions. We are implementing Homeless Health Champions to support engagement with those in Newham who have some of the worst health experiences. And our Young Health Champions programme is evolving so that we are better able to engage with the young people across Newham. Lessons from this work will inform our Community Health Research Champions. We will aim to recruit 100 Community Health Research Champions in Year 1, growing the number and representation each year.

What worked well:

- The amazing connection between individual Champions, as people from across Newham came together on WhatsApp and/or Zoom, to answer each other's questions, support each other when things were hard and to celebrate when things were joyous.
- The power of visuals alongside words; we've been told that our infographics have made the information we share easier to access, and therefore more likely to be passed on.
- How much people want to talk to each other, not just read things. Although translations may be useful, in many communities, word of mouth seemed much more powerful.
- That technology can be a force for inclusion and connection, making it easier for people from all over the (large) borough to come together, in a flexible way at times that work for them.

What worked less well:

- Making sure that we reach all communities in Newham, including people in their 20s and 30s and younger, and some of the most marginalised and disconnected groups.
- Being able to determine what is and is not resonating with the wider group, while retaining a light touch oversight and feedback process.
- Learning what will and will not work when focusing on issues that (seem) less pressing than a pandemic – e.g. reducing smoking, supporting mental well-being or reducing air pollution.
- Making Champions programmes sustainable, allowing for flexibility of engagement and dialogue, while also respecting work-life balance of Council staff.

To summarise, the case studies illustrate how the existing structures/mechanisms/functions used in the Council have used open and fair approaches to recruit a range of people, have taken positive steps to include under-represented groups, and have put systems in place that reward and recognise the contributions people make. They also look to identify areas of work where policy making can have a genuine impact, although they do not show how they involve citizens in the very earliest stages of policy making design process, nor how the Council have gone about training and developing both staff and citizens, so that everyone understands what policy making is and how to make it happen, as well as how to review and report back on progress. It is often essential to support the participants and professionals throughout the participatory process to ensure that they are able to contribute on an equal footing (e.g. by providing information, training, mentoring, etc).



7.

CONCLUSION

The normative tendency towards optimism tends to mask several potential pitfalls in participatory processes such as open policy making. The article “The Dark Side of Co-Creation and Co-Production: Seven Evils” (Steen et al., 2018) addresses seven potential evils: the deliberate rejection of responsibility; failing accountability; rising transaction costs; loss of democracy; reinforced inequalities; implicit demands; and co-destruction. Steen et al. argue that practitioners should be fully open to these possibilities, and make them part of the research agenda, because otherwise they risk damaging their own academic credibility. In sum, assessing the ‘dark side’ forces us to pose more critical questions when looking into the practice of co-creation and co-production in involving residents in policy making, including questions such as:

- Who is in, and who is out?
- Who benefits, and who loses?
- How is power redistributed?
- What are residents’ (and stakeholders’) goals; is there consensus over these goals?
- Have goals been met and, if so, whose goals?
- Which services are addressed? and
- Who can residents (or other stakeholders) keep accountable for lacking and/or inadequate participatory processes/platforms?

The challenge is now how to provide an enhanced participatory strategy that shows consistency to change and can be embedded into policy making approaches in a purposeful way. As reflected in the emerging test and learn questions, the participatory strategy should make:

- A proactive effort to recruit and support diverse ethnicities, age groups and disability groups.
- Instead of presenting different participatory approaches as competing silos, the enhanced strategy should constructively combine them in a whole-system approach – supporting teams to work together.

Open policy making is about developing and delivering policy in a fast-paced and increasingly networked and digital world through:

- Using collaborative approaches in the policy-making process, so that policy is informed by a broad range of input and expertise, and meets user needs
- Applying new analytical techniques, insights and digital tools, so that policy is data driven and evidence based.
- Testing and iteratively improving policy-making techniques and approaches to meet complex, changing user needs, and making sure it can be successfully implemented.
- Improving skills of services/mechanisms/functions to support participation with residents.
- Unlocking and mobilising local assets.
- Pooling budgets to optimise residents’ involvement and engagement in policy making.
- Adopt and apply the UCL Citizen Science Academy Kite Mark.
- Understand what is occurring in other parts of the Council (Children looked after Council) and in the community (Newham Citizen Assemblies).



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APPENDIX 1: KEY DEMOGRAPHICS OF THE POPULATION IN NEWHAM

Newham has, after Barnet and Croydon, the third highest population of the London boroughs, with a population numbering 382,984 as of 2021.

The population of Newham is 355,266 according to mid-2020 population figures published by the ONS. Based on recent growth rates, we estimate the current 2022 population of Newham to be 359,569. In the year between mid-2019 and mid-2020, the population in Newham grew by an estimated 2,132 people, and in the ten years prior to mid-2020, the population grew by 44,806.

Newham's population growth rate between mid-2019 and mid-2020 was 0.6%, which is 0.9 percentage points lower than the average population growth rate in Newham for the ten years prior to mid-2020 (1.5%).

Newham covers an area of 36 square kilometres (14 square miles), and has a population density of 9,814 people per square kilometre (km²), based on the latest population estimates taken in mid-2020. That figure has increased by 1,238 people per km² over the past decade.

Newham's population shrunk by 28.87%, owing to factors such as increasingly high unemployment.

Newham population

2022	2021	mid-2020
359,569	382,984	355,266

Comparison with England's population

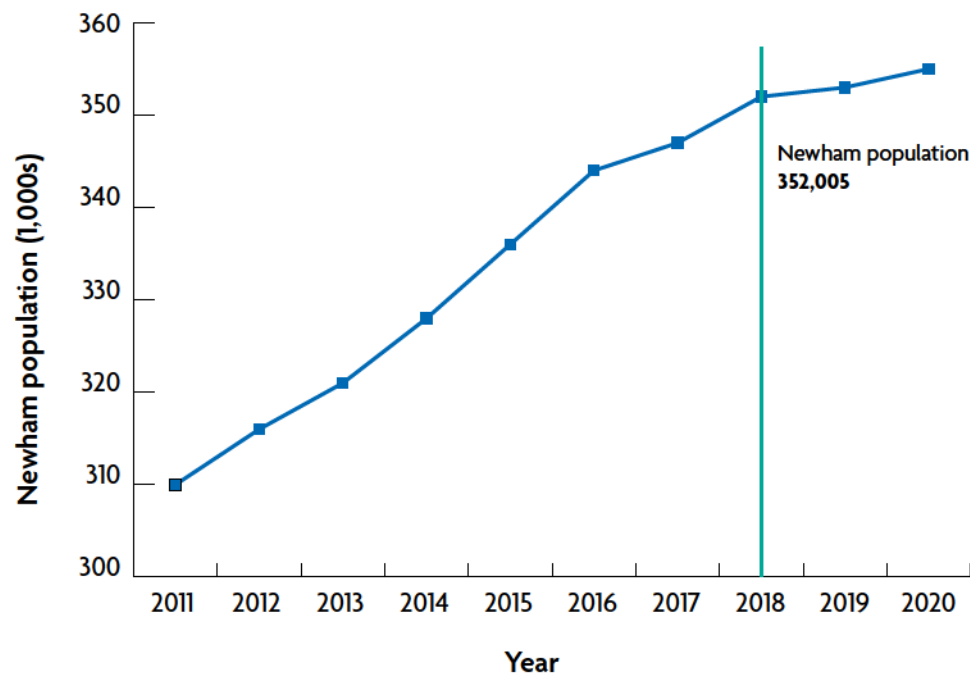
- Newham's population of 355,266 is equivalent to 0.6% of England's 56,550,138 total population. Newham is the third largest London borough (of 33 in total), when ordered by total population.
- Newham's population growth rate of 0.60% is 0.14 percentage points higher than England's current population growth rate of 0.47%. Newham is the tenth London borough (of 33 in total), when ordered by population growth rate.
- Newham's population density of 9,814 people per km² is 9,380 people per km² higher than England's 434 people per km². Newham is the tenth London Borough in (of 33 in total), when ordered by population density.

Newham historic population from 2011 to 2020

Newham’s population, population density, and population growth rate, over the past decade.

Year	Population	Growth rate	Population density
2020	355,266	0.60%	9,814
2019	353,134	0.32%	9,755
2018	352,005	1.15%	9,723
2017	347,996	1.01%	9,613
2016	344,533	2.46%	9,517
2015	336,254	2.50%	9,288
2014	328,066	2.05%	9,062
2013	321,465	1.63%	8,880
2012	316,295	1.88%	8,737
2011	310,460		8,576

Figure 4: Demographics of Newham in terms of population



Demographics by age and gender

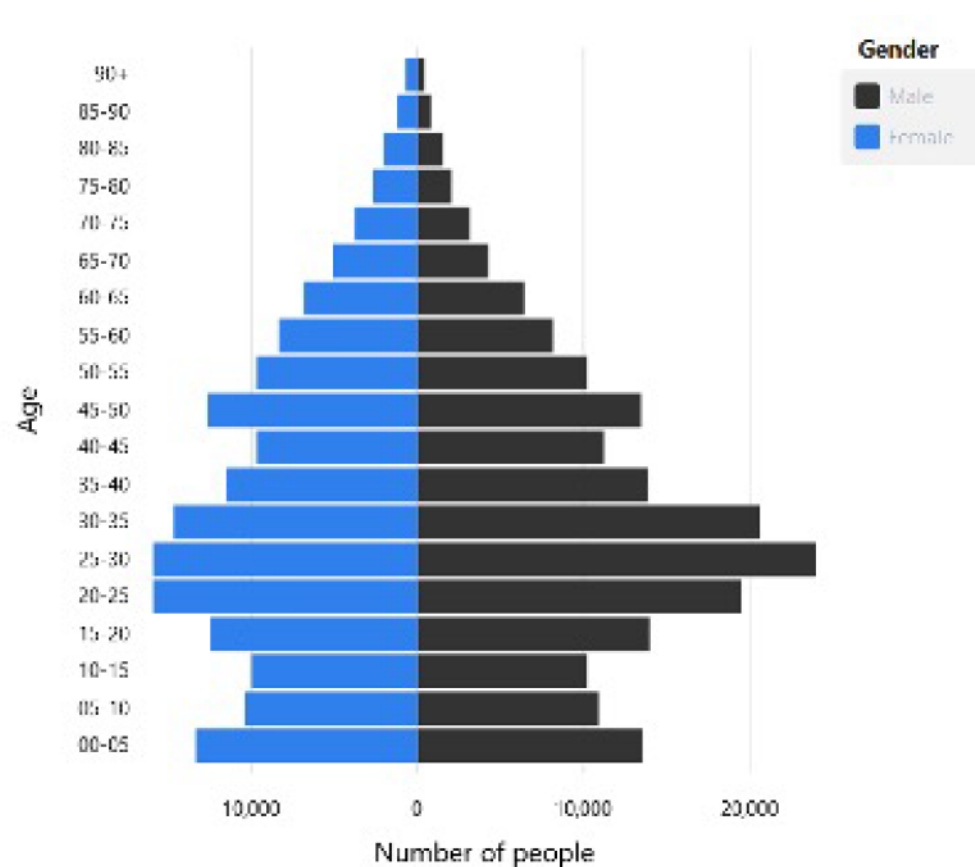
- 24.4% (86,514) of the population are under 18 years, 67.8% (240,788) are aged 18 to 64 years, and 7.9% (27,964) are aged 65 years and older (mid-2020 ONS MYE).
- According to mid-year population estimates published by the ONS in 2019, males account for 53.0% of Newham's 355,266 population, while females made up 47.0% of the total.
- Age statistics collected by the ONS show the adult population of Newham, that is how many people there are over the age of 18, is 276,835.
- Newham's age structure shows the working-age population to be 248,871, which is 70.1% of the population. People under the age of 16 represent 22.1% of the population, and over 65s represent 7.9% of the population. The percentage of the population that is of working age has decreased over the last 10 years from 70.7% to 61.8%.

Newham age pyramid

Newham's age pyramid shows how the population is distributed by age and gender.

The median average age of someone in Newham was 32.3 years in 2019. Split by gender, the average female age is 32.4 years, and the average male is 32.3 years.

Of the Newham population over the age of 90, women outnumber men by 1.5 to 1.



Ethnicity in Newham

Ethnic group	2001		2011		2016 Projection	2020 Estimate	
	NUMBER	PERCENTAGE	NUMBER	PERCENTAGE	PERCENTAGE	NUMBER	PERCENTAGE
White: British	82,390	33.78%	51,516	16.73%	13.5%	47,858	13.2%
White: Irish	3,231	1.32%	2,172	0.71%	0.7%	2,835	0.8%
White: Gypsy or Irish Traveller			462	0.15%	-	-	-
White: Other	10,509	4.31%	35,066	11.39%	12.6%	49,660	13.7%
White: Total	96,130	39.42%	89,216	28.97%	26.8%	100,353	27.5%
Asian or Asian British: Indian	29,597	12.14%	42,484	13.79%	15.0%	53,917	14.8%
Asian or Asian British: Pakistani	20,644	8.46%	30,307	9.84%	10.4%	35,777	9.8%
Asian or Asian British: Bangladeshi	21,458	8.80%	37,262	12.10%	12.4%	45,259	12.4%
Asian or Asian British: Chinese	2,349	0.96%	3,930	1.28%	1.4%	5,984	1.6%
Asian or Asian British: Other	7,603	3.12%	19,912	6.47%	6.6%	24,134	6.6%
Asian or Asian British: Total	81,651	33.48%	133,895	43.47%	46.1%	165,071	45.3%
Black or Black British: Caribbean	17,931	7.35%	15,050	4.89%	4.4%	14,837	4.1%
Black or Black British: African	31,982	13.11%	37,811	12.28%	11.2%	40,439	11.1%
Black or Black British: Other	2,740	1.12%	7,395	2.40%	2.6%	9,533	2.6%
Black or Black British: Total	52,653	21.59%	60,256	19.56%	18.3%	64,809	17.8%
Mixed: White and Black Caribbean	2,986	1.22%	3,957	1.28%	-	4,108	1.1%
Mixed: White and Black African	1,657	0.68%	3,319	1.08%	-	4,013	1.1%
Mixed: White and Asian	1,652	0.68%	2,677	0.87%	-	4,127	1.1%
Mixed: Other	1,953	0.80%	3,992	1.30%	-	6,035	1.7%
Mixed: Total	8,248	3.38%	13,945	4.53%	4.9%	18,283	5.0%
Other: Arab			3,523	1.14%	-	4,732	1.3%
Other: Any other ethnic group			7,149	2.32%	-	10,317	2.8%
Other: Total	5,209	2.14%	10,672	3.47%	3.9%	15,049	4.1%
BAME Total	147,761	60.58%	218,768	71.03%		260,680	72.9%
Total	243,891	100.00%	307,984	100.00%	100.00%	364,346	100.00%

Employment

Economic activity and employment rates

The ONS Annual Population Survey in 2020 shows that the proportion of Newham's population aged 16–64 in employment is lower than for both London and Great Britain. The proportion of unemployed people is slightly lower in Newham than across London, but higher than England.²⁹ The ratio of jobs to working age population is lower in Newham (0.53) than in London (1.03) and Great Britain (0.87).³⁰

In 2020, 77.2% Newham residents aged 16–64 were classed as economically active, with a greater percentage of males in this age group being employed (78.9%), compared with females (64.5%).²⁸ This figure is slightly lower than those for both London (75.2%) and Great Britain (76%).

A higher proportion of men were also classed as being employed: 78.9%, compared to 64.5% of women. Economic inactivity figures also reflect a gender disparity, with 14.9% of men and 33.9% of women considered inactive. The percentage of self-employed people in Newham (12.1%) is now comparable with London (12.6%), and higher than England (10.6%).³²

Of Newham's economically inactive residents, 31.1% were looking after the family or home (England=21.5%), and 24.1% had a long-term illness (England=23%).²⁹ 2011 Census information showed that Newham had the highest proportion of adults aged 16–64 who have never worked in England and Wales (2%), and a higher-than-average proportion of long-term unemployed (2.5%).³³

COVID-19

At the end of January 2021, Newham had the highest absolute number of employments furloughed in London (35,700). In terms of take-up rate (as a share of those eligible), Newham also had the highest take-up rate in London, at 22%. The West Ham constituency had the highest number of employments furloughed at 12,000.³⁴

Newham working population

Employment by occupation (Jan 2021-Dec 2021)	Newham (numbers)	Newham (%)	London (%)	Great Britain (%)
Soc 2010 Major Group 1-3	94,200	49.4	62.1	49.7
1. Managers, Directors and Senior Officials	18,900	9.9	12.6	10.5
2. Professional Occupations	49,700	26.0	30.6	23.7
3. Associate Professional and Technical	25,500	13.3	18.5	15.3
Soc 2010 Major Group 4-5	32,900	17.3	15.3	19.0
4. Administrative and Secretarial	22,600	11.8	9.9	10.2
5. Skilled Trades Occupation	#	#	5.2	8.8
Soc 2010 Major Group 6-7	32,700	17.1	12.7	16.2
6. Caring, Leisure and Other Service Occupations	12,100	6.3	7.1	9.2
7. Sales and Customer Service Occupations	20,600	10.8	5.5	6.9
Soc 2010 Major Group 8-9	30,800	16.2	10.0	15.1
8. Process Plant and Machine Operatives	#	#	3.2	5.5
9. Elementary Occupations	21,800	11.4	6.8	9.6

Source: ONS annual population survey
 # Sample too small for reliable estimate

Notes: Number of % are for those 16+
 % is a proportion of all persons in employment

Employee jobs (2020)

	Newham (employee jobs)	Newham (%)	London (%)	Great Britain (%)
Total employee jobs	117,900	-	-	-
Full-time	79,000	67.5	73.0	67.9
Part-time	38,000	32.5	27.0	32.1
Employee jobs by industry				
B. Mining and Quarrying	0	0	0	0.2
C. Manufacturing	4,500	3.8	2.2	7.9
D. Electricity, Gas, Steam and Air Conditioning Supply	600	0.5	0.3	0.5
E. Water Supply, Sewage, Waste Management and Remediation Activities	1,250	1.1	0.4	0.7
F. Construction	6,000	5.1	3.3	4.8
G. Wholesale and Retail Trade, Repair of Motor Vehicles and Motorcycles	21,000	17.9	12.3	14.9
H. Transportation and Storage	9,000	7.7	5.0	5.1
I. Accommodation and Food Service Activities	9,000	7.7	7.5	7.2
J. Information and Communication	2,500	2.1	7.8	4.5
K. Financial and Insurance Activities	1,000	0.9	7.5	3.5
L. Real Estate Activities	3,000	2.6	2.5	1.8
M. Professional, Scientific and Technical Activities	8,000	6.8	13.2	8.7
N. Administrative and Support Service Activities	12,000	10.3	9.8	8.8
O. Public Administration and Defence, Compulsory Social Security	10,000	8.5	4.7	4.6
P. Education	14,000	12.0	7.6	9.0
Q. Human Health and Social Work Activities	11,000	9.4	11.3	13.6
R. Arts, Entertainment and Recreation	2,250	1.9	2.3	2.2
S. Other Service Activities	3,000	2.6	2.3	1.9

Source: ONS Business Register and Employment Survey: open access

Earnings by place of work (2021)

	Newham (£)	London (£)	Great Britain (£)
Gross weekly pay			
Full-time workers	726.3	766.6	612.8
Male full-time workers	757.4	833.9	654.3
Female full-time workers	674.7	791.5	558.1
Hourly pay – excluding overtime			
Full-time workers	19.53	20.39	15.64
Male full-time workers	19.53	21.78	16.25
Female full-time workers	18.81	19.07	14.86

Source: ONS annual survey of hours and earnings – workplace analysis

Notes: Median earnings in pounds for employees working in the area

Royal Docks Enterprise Zone

1. London's Enterprise Zone is within the Royal Docks in East London, an area that provides a fantastic opportunity to develop more than 5 million square foot of commercial space along with homes and jobs.
2. The London Economic Action Partnership (LEAP) has a strategic oversight role for the Royal Docks Enterprise Zone. The LEAP is also due to retain business rates growth generated within the Royal Docks for at least 25 years for reinvestment in local economic growth. This will provide a significant income stream for the LEAP to reinvest in securing jobs and growth for London over the coming years.

The local economic impact

The local economic impact will be dependent on how the pay rise is met. Evidence from wage floors research is used to estimate this impact for a voluntary increase in pay to the Living Wage for a quarter of low-paid employees.

- Concerns about loss of hours or jobs resulting from minimum wages have proven to be overplayed. Nevertheless, there is some evidence of small unemployment (reduced hours or employment) effects, as there are of small price increases. Evidence also suggests that the presence of minimum wages is in part met by reduced profits.
- There is also a growing body of evidence that wage floors are productivity enhancing, helping increase employee effort, reduce absences and employee turnover, and leading to better organisational practices.
- Not all of the wage rises will accrue to the worker, due to tax payments and benefit reductions. The average marginal deduction rate – the amount going to the Treasury – is calculated to be 37%. However, even after tax and benefits, households on the lowest incomes benefit see the biggest proportionate increase in incomes from being paid the Living Wage.
- Not all of the impact of higher wages (or lower profits) will be paid locally, with leakages (from local economies) expected, which are larger at a smaller scale and also for London local authorities.
- Higher wages are expected to support higher local spending, with multiplier impacts larger now as we are in a recession.

APPENDIX 2: TRAINING COURSE AND RESOURCES

List of policy-making training and resources:

- Since 2014, Policy Lab's mission has been to explore the cutting edge of policy design practice: to radically improve policymaking through design, innovation and people-centred approaches. <https://openpolicy.blog.gov.uk/2022/05/18/launching-our-experimental-policy-design-methods/>
- Policy-to-delivery course. This is an applied course about how to take an idea from that lightbulb moment where someone has a brilliant idea or thorny problem to solve, through to delivering an effective public policy or service. <https://drive.google.com/drive/folders/1EA9P5A7aJBK1RXeVgaqJ-Lf-HGDIGWPd>
- Online Series as they are standalone modules. This Public Policy Engagement: Online Series is the central point of the Connected Learning experience designed by UCL Public Policy. The modules are designed for early career researchers to build their skills in academic policy engagement, but they are also open to people within and beyond UCL, at all career stages to participate in. <https://www.ucl.ac.uk/public-policy/home/support/training>
- Yang and Dibb (2020) Positioning peer research in a policy context. Peer Research in a Policy Context, commissioned by The Open University, is a companion piece to Peer Research in the UK. Young Foundation. London.

