

A Study on Partnerships in the Development of Parks in UK

Kim, Yun-Geum* · Maggie Roe**

*Inter Landscape Architects and Associates

**School of Architecture, Planning and Landscape, Newcastle University, UK

영국(英國) 공원개발에 있어서의 파트너십에 관한 연구

김연금* · 마기로**

*인터조경기술사사무소 · **영국뉴캐슬대학교 건축·도시·조경학부

ABSTRACT

근래 한국에서도 대표적 공공공간인 공원의 조성 및 관리와 관련하여 파트너십에 대한 관심이 일고 있다. 주민들이 만들어가는 공원, 다양한 힘의 역학구조 속에서 공공성 유지, 지속 가능한 사회 구현에 도움이 될 것이라는 전망 때문이다. 이에 본 연구에서는 추후 한국에서의 실천과 제도정비에 도움이 될 수 있도록, 영국에서는 어떻게 정책적으로 파트너십을 유도하는지 그리고 커뮤니티는 이를 어떻게 수용하여 자신들의 사례를 만들어 가는가를 살펴보았다. 사례연구에 있어서는 질적 연구방법을 택했으며, 분석보다는 사례가 갖는 내러티브(narratives)를 다층적으로 서술하는데 초점을 두었다. 이것은 거대 내러티브가 사라지고 있는 현대 사회에서 일반적 원칙보다는 개별 사례의 구체성을 밝히는 것이 보다 중요하다는 일부 사회학 연구자들의 견해를 수용한 것이다. 더욱이, 주민참여 관련 사례는 지역특성과 주민의 영향을 많이 받기 때문에 이러한 연구방법이 유용할 것이다. 더불어, 이러한 방식은 자못 추상적 이해에 그칠 외국 사례를 보다 구체적으로 이해하는데 적합할 것이다.

연구결과에 있어, 먼저 영국에서는 지방의제21(LA21)이 지방정부의 서비스에 대한 근본적 태도와 체계를 바꾸는데 기여했다는 것을 알 수 있었다. 일례로, 뉴캐슬(Newcastle upon Tyne)시는 직접 서비스를 제공하기 보다는 주민들의 참여를 촉진하고 도와주는 방향으로 역할을 전환하고 있었다. 그리고 다양한 자금지원체계는 직접적으로 파트너십을 독려하고 있었다. 영국 뉴캐슬(Newcastle upon Tyne) 웨이버리 파크(Waverley Park) 사례를 살펴본 바에 따르면, 파트너십에 대한 지방정부의 태도가 성공적 파트너십에 있어 중요한 요소임을 확인할 수 있었다. 이 사례에서는 프렌즈그룹 이외, 커뮤니티 외부의 비영리 단체가 참여하지 않았는데, 이는 지방정부가 적극적으로 주민들의 참여를 촉구하고 도왔기 때문이다. 이외, 커뮤니티의 구성원과 공무원들의 개인적 역할도 중요하다는 것을 알 수 있었다. 중앙정부는 단지 자금뿐만이 아니라 다양한 사례에서 축적한 정보를 커뮤니티에 지원하고 전 과정을 모니터링 하고 있었는데, 간접적 참여라고 할 수 있다.

앞에서 언급했듯이, 본 연구는 영국에서의 파트너십과 관련된 제도, 그리고 제도가 구체적 현실에서 작동되면서 나타나는 특수성을 살펴보는 데 주력했다. 그런데 사례 연구에서 발견한 특수성을 한국에서의 시사점으로 명시하는 것은 한계가 있을 수 있다. 그래서 시사점은, 제도적 차원에서 한국과 영국을 비교하여 간략하게 제시했다. 첫째, 지방의제 21의 수용 방식이다. 한국의 지방정부 또한 지방의제 21을 실천하기 위해 협의회 등을 설치하였지만 행정 시스템을 전반적으로 변화시키고 있는 영국과는 차이점이 있다. 둘째, 공원과 녹지에 대한 지원금이

*"This work was supported by the Korea Research Foundation Grant funded by the Korean Government(MOEHRD)"
(KRF-2005-037-F00038)

Corresponding author: Yun-Geum Kim, Inter Landscape Architects and Associates, Seoul 135-010, Korea, Tel.: +82-2-516-5797, E-mail: geumii@empas.com

제공될 때, 지역주민의 동의를 요구하는 것은 커뮤니티의 참여를 독려하고 주인의식을 갖도록 하는데 효과적이라는 것도 시사점이 될 수 있다. 한국에서도 녹색복권 등 세원 이외의 자금이 공원 및 녹지 공간에 투입되고 있으나 주민들이 직접 이를 이용하도록 되어 있지는 않다. 즉, 커뮤니티의 참여와 관련되어 쓰이고 있지는 않다. 세 번째는, 커뮤니티와 공원과의 관계로 공원 설계와 관리에 있어서 영국에서는 커뮤니티가 직접 고객(client)으로서 역할을 하고 있었다. 한국에서도 계획 및 설계 과정에 주민을 참여시키는 경우가 있으나 의견청취 정도에 머물고 있고, 몇몇 시민단체를 중심으로 시민들이 직접 공원 관리에 참여하는 경우도 있으나 운동(movement)차원에 머물고 있을 뿐 이를 위한 제도적, 법적 토대가 구축되어 있지는 않다.

Key Words: 오픈스페이스, 주민 참여, 비영리 단체, 프렌즈그룹

1. Introduction

1. The Research Context

Wide participation in environmental decision making is now regarded as a prerequisite for increasing the sustainability of public landscape projects in the UK(Roe, 2000a) where collaboration among diverse stakeholders can be seen to 'direct people's attention to the values of social justice, environmental responsibility, and cultural sensitivity'(Healey 2006: 317). In Korea, there is an increasing interest in collaborative working and, in particular, in partnerships with communities for the development of green spaces such as in the recent management planning for Seoul Forest and in the competition for Pankyo Newtown Infrastructure(Shinhaw Consulting, 2007: 142).

In the mid-1990s research in the UK predicted that local authorities would increasingly work in partnership with independent environmental organizations, Trusts, and communities(Greenhalgh and Worpole, 1996). Today, authorities are actively involved in partnerships with a variety of groups(CAG, 2006). Working with communities is now often a requirement of funding bodies such as the Heritage Lottery Fund or Doorstep Greens¹⁾ scheme and these partnerships have contributed to the development of community involvement in the decision-making processes in the U.K.(Dunnett *et al.*, 2002; Lai, 2002; CAG, 2006). It is estimated that there are over 4,000 community groups involved in green space across the UK and there is an increasing recognition by local authorities of the important roles such groups play in partnerships and in providing an understanding of the 'needs and expectations of the local community'(ODPM, 2006: 9). The UK government has also estimated that the annual economic

value of the work of such community groups could be as much as £35 million(ODPM, 2006).

This paper proposes that an examination of UK policies and institutions relating to partnerships, and how the community adopts these in the design and management of green spaces could help to inform the development of partnership policies and institutions in Korea. The paper examines how UK policies encourage partnerships and how partnerships are formed in relation to real sites by examining a particular case study that draws on primary research using a qualitative methodology. The use of a single in-depth case study is based on the reasoning that narrative of a case within context can be useful(Forester, 2001; Flyvbjerg, 2001) because 'good narratives typically approach the complexities and contradictions of real life'(Flyvbjerg, 2001: 84) and can provide a catalyst for reflection and learning. The final section of this paper reflects on partnership issues in relation to effective participatory design in Korea.

2. Case Study Introduction

Waverley Park, Lemington, Newcastle upon Tyne, UK was selected for the case study using the following criteria:

- a) Design-based project based on a public open space(park or similar)
- b) Publicly instigated: in this case by Newcastle City Council
- c) The stage of completion: the project must have been constructed and must have been completed recently(i.e. within the past 5 years)
- d) The characteristics of the process: a need to address diverse stakeholders involved in the project already evaluated as a good partnership model.

Waverley Park was opened in 1926 and an improvement

project was instigated in 2002. This particular case was selected because it is often difficult for varied stakeholder groups to retain agreement and interest in projects (Hamdi and Goethert, 1997; Healey, 2006; Roe, 2000a) but at Waverley Park diverse stakeholders have been involved and the stakeholders have managed to build and retain a good relationship. Data collection was through literature review and document analysis, semi-structured interviews with key members of the Friends of Waverley Park, three Councillors of Newcastle City, a landscape designer, an adviser of the North East regional office of and a police officer who participated in the design process. Interviews were carried also out with NPOs (Non-Profit Organizations) such as Groundwork and FROG²⁾, who were not directly involved in the case project but who have considerable experience and input into public-private partnerships in relation to environmental projects. Information from these organisations provided an understanding of UK policies in relation to parks and partnerships which was then used in the analysis of data that emerged. A city officer of Seoul City was also interviewed in this study to provide some comparison between the administrative system of Newcastle upon Tyne and that of Seoul City.

II. The Political Background of Partnership in the UK

1. Partnership and Local Agenda 21(LA21)

In the UK, the connection between partnership and sustainable development has been pursued on a practical basis through Local Agenda 21 Action. Nearly 180 countries at the 1992 Earth Summit in Rio de Janeiro embraced the so-called 'Agenda 21'. In particular, Article 10 of Agenda 21 states 'Environmental issues are best handled with the participation of all concerned citizens, at the relevant level.' It requires that 'The broadest public participation and the active involvement of the non-governmental organizations and other groups should also be encouraged', and more specifically that 'by 1996, most local authorities in each country should have undertaken a consultative process with their populations and achieved a consensus on "a local Agenda 21" for the community' (<http://www.un.org/esa/sustdev/documents/agenda21>

1, accessed 15 October 2006).

Many countries adopted Local Agenda 21(LA21) through the development of programmes for achieving greater sustainability within a particular locality. In the case of Britain, some local authorities started instituting a LA21 programme at the end of 1993(Sharp, 2002). In 1994, the British Government published its first nationwide strategy for sustainable development(DoE, 1994). This strategy, revised in 1999, acknowledges that 'at the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for generations to come'(DETR, 1999). As the Rio agreement in 1992 stated, local authorities should take advantage of their position as 'the level of government closest to the people' and promote sustainable development by 'educating, mobilising and responding to the public'(UNCED, 1992: 28.1). Many writers like Young(1996), Davidson(1998), Sibley(1998), Curry(2000), Roe(2000a) and the International Council for Local Environmental Initiatives(2002) address the important link between community involvement and LA21. Bishop *et al.*(1994) observed that the British Government's commitment to advancing LA21 brought with it a demand upon local authorities to develop their policies that worked with outside partners including the voluntary sector, community groups and individuals. Local authorities also began to consider their activities for the implementation of environmental policy as a means for facilitating action by the public(Sharp, 2002).

In Britain's latest national strategy for sustainable development, the involvement of all sectors of society is regarded as essential for improving quality of life and for building truly sustainable communities(DETR, 1999). This trend towards greater inclusion in decision-making has also been applied to the development and management of parks and green spaces. In 1996, Greenhalgh and Worpole(1996: 1) predicted 'parks, and debates about them, have the potential to become important focal points for new forms of shared engagement, consistent with the purposes of Agenda 21' and in fact, this has now become the reality(CAG, 2006).

2. Funding, Budgets and Partnership

Local authority expenditure on green space in the UK is, in part, supported by central government through the revenue support system. However, there is no specific funding for

parks and green spaces because traditionally this is treated as part of environmental, protective and cultural services that cover a wide range of public provisions including libraries, consumer protection, refuse collection, planning control and implementation etc. Spending on parks and green spaces is not a statutory duty(CAG, 2006) therefore the budget for parks and green spaces is flexible and tends to be squeezed if cuts are required. In fact, as external agencies have filled some of the gaps left by progressive cuts in local authority funding following the introduction of Compulsory Competitive Tendering(CCT)³⁾ in the late 1980s, local authority core budgets for parks and green spaces have been reduced resulting in the decline of many parks and green spaces (Dunnett *et al.*, 2002).

In response to this lack of funding and the deteriorating condition of parks the Government has agreed to provide financial contributions through Government departments and lottery programmes. Local business sponsorship has been regarded as an alternative to local authority funding(CAG, 2006), but although many authorities are involved to some extent with local business sponsorship, in most cases this cannot really be counted as a significant contribution in terms of overall budgets(Ockenden and Moore, 2003). So many authorities have been using external funding from Government grant schemes and lottery funded programmes(Ockenden and Moore, 2003). These grant schemes are selective in their application they may be related to a focus on heritage objectives, to the tackling severe deprivation, or to new development or house building(Dunnett *et al.*, 2002). The schemes have potential disadvantages: the funding time-frame is limited to three to five years local authorities have problems in setting up overall strategies for parks and green spaces because scheme objectives set nationally may not accord with local priorities; grant applications and validation requirements increase bureaucracy and administrative costs the first-come-first-served approach that is used may not always be equitable and the time and resources that are needed for partnership may not be available(Bhutta, 2005). However, this funding has meant that cash expenditure by local authorities on green space has increased by 5% per year on average since 2001(CAG, 2006).

Another important feature of these grant schemes emphasises the need for genuine community involvement and empowerment. Many programmes make funds available directly

to community groups for their local projects. For example, the Countryside Agency's(now called Natural England) Doorstep Greens scheme and the Office of the Deputy Prime Minister's 'Living Spaces'⁴⁾ scheme accepts applications directly from community groups. The proposals are assessed against criteria such as the level of community engagement, specificity of need and value for money. However, many of the funding schemes are actually very complicated and deprived communities may not have the skills to submit complex bids directly (Lai, 2002) so communities need the help of outside organisations. In some cases, local authorities look for and encourage community groups to bid for external funding and even sometimes set up community groups specifically to obtain external funding(Dunnett *et al.*, 2002). Applying for funding naturally helps to provide the basis for partnership between the local government, communities and any other organisations. In addition, some schemes actually require the establishment of a partnership and co-funding.

3. Partnership Characterisation in the UK

The World Economics Forum(2005: 8) defines a public-private partnership as 'a voluntary alliance between various equal actors from different sectors whereby they agree to work together to reach a common goal or fulfil a specific need that involves shared risks, responsibilities, means and competencies'. Hamdi and Goethert(1997: 31) stated 'that partnerships begin with a discovery of common interest'. According to Dunnett *et al.*(2002: 116) the reason for working in partnership is to 'further their goals'.

Partners are usually composed of stakeholders who are individuals and groups who have an interest(or 'stake') in a particular subject or place. Stakeholders can be grouped according to their interests. This interest changes according to the type of project, e.g. parks, community gardens, housing and urban planning. The extent of stakeholder participation differs. Depending on the type of project, categorisation of stakeholders can be very complicated. In the park improvement dealt with in this study, stakeholders can be classified into the following: (1) Place-based stakeholders: People who live or work near the park, or visit the park(regularly or irregularly); (2) Subject-based stakeholders: Government departments, government agencies, local authorities, and NPOs.

Once a partnership is formed the competencies which each partner brings (or roles each plays) are important in the development of the project. Dunnett *et al.*(2002) introduced five types of roles identified from US experience: assistance providers, catalyst, co-managers, sole managers and citywide partners. Adapted to the UK situation 'assistance providers' correspond to Friends Groups, and the catalyst-type partnerships relate to the role of NPOs such as Groundwork Trusts and Urban Wildlife Trusts. Lai(2002) divided roles of partner into four types depending upon (1) the existence of a steering group, (2) funding partners, (3) technical-support partners, and (4) the involvement of the community.

A number of major questions can be identified as particularly relevant in the examination of the Newcastle case study in relation to the partnership characterisation: How and why do partnerships begin? Who participates? What kinds of roles do they play? What common goals do they have?

III. The Process of Improvement at Waverley Park

Waverley Park was opened in 1926 as the 'Lemington Children's Park'. The site is 1.12ha and is surrounded by social housing, with homes for older people encircling the horseshoe shaped park. This park lies in a central position within the former coal mining village of Lemington, now absorbed into the Newcastle conurbation by 20th century development. The neighbourhood around the park became an

area of significant social deprivation and was associated with car-based and drug-related crime following the collapse of the coal mining industry in the 1970s and the subsequent unemployment and financial insecurity within the community (Campbell, 1993).

According to the bid document submitted to Doorstep Greens in 2003, the park was in decline due to the problems perceived by the community such as dog dirt, vandalism and other anti-social problems. Other than those using the bowling facilities, most park users simply passed through the site, using it as a short-cut between the surrounding streets. These problems instigated action by the local authority to renovate the park in June 2002. Residents' opinions were asked and this instigated the establishment of the Friends of Waverley Park(FOWP) group.

In November 2002, a landscape practice was commissioned by FOWP to prepare a bid document for submission to the

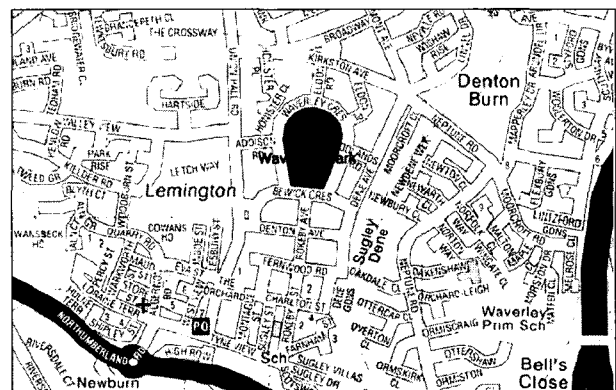


Figure 2. The position of Waverley Park

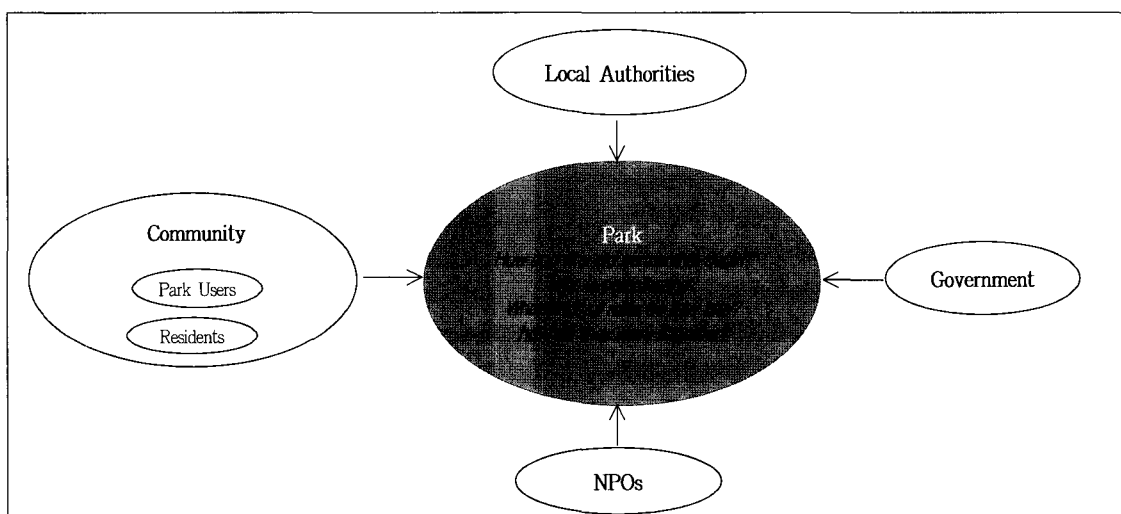


Figure 1. Partnership

Doorstep Greens scheme. A consultation process took place from January to May 2003 during which £56,000 was secured for a feasibility study for improvements and to provide new designs for the site. But the Doorstep Greens scheme required match funding and so the FOWP initiated fund raising events. In May 2004, £180,000 was secured from the Living Spaces scheme(Government News Network, 22 December 2004). In addition, according to the report of Lemington Ward Committee Meeting, a further £59,000 was obtained from Newcastle City Council, £22,750 from Sita Entrust, and £10,000 from the Single Regeneration Budget(SRB) 'Preparing for Change' scheme by October 2005.

Works began on the site in May 2005. According to the time line of the report of Lemington Ward Committee Meeting, the construction should have been finished and the opening event should have taken place in spring 2006. However, a new completion date was given as October 2006. The landscape architect stated that the delay was because of the vandalism of new facilities.

IV. Partnership

1. How and why did the partnership begin?

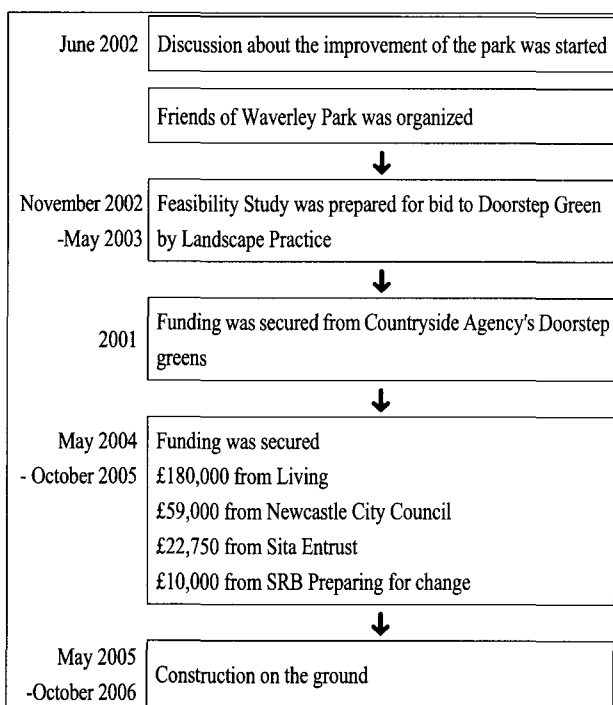


Figure 3. The Development Process

As stated above, the improvement project was initiated in 2003 because of many problems. These included youth drug taking and drinking, and football damage on the bowling green caused by night time games by children who climbed over the protective fence. Vandalism was very high. An Assistant Recreation Development Officer(ARDO) at Lemington Ward explained how the discussion started:

"There was an issue where there was a lot of abuse and disorder in the park and the bowlers were not happy about the area. Myself and the Recreation Development Officer both worked for the Council and we decided that we should work really closely with the Councillors. So we decided that the best way forward was to get the community involved in what happens in the park and maybe make them take some pride in where they are so that abusive disorder did not continue. So we essentially went around on people's doorsteps and asked them whether they wanted to come to one of our public meetings and that was how it started."

The above statement not only reveals that the local government initiated this project but indicates the favourable political attitude of this local government toward partnerships. Dunnett *et al.*(2002) identify that in Newcastle community engagement seems to have infiltrated the local authority at all levels. In particular, the ethos of the Parks and Countryside Services Section changed completely during its reorganization in 2000. The Service now aims to 'engage the public, find out what they want and channel this information to the grounds maintenance service'(Dunnett *et al.*, 2002: 138). This analysis is supported strongly by the findings of the case study at Waverley Park where the Recreation Development Officer (RDO) and the Assistant Recreation Development Officer (ARDO) responsible for local community communication initiated this project at the end of 2002. The responsibilities of Recreation Development Officers(RDO) include everything 'green' in the public realm. They facilitate and support site-based user groups, and they also sit on the regular public consultation area committees with other officers and members. Recreation Development Officers have Assistant Recreation Development Officers(ARDO) who are attached to each ward's green spaces and work closely with community groups.

2. Who is participating?

The main partner of the local authority was the Friends of Waverley Park group(FOWP). According to Ockenden and Moore(2003), the vast majority of community groups concerning green spaces have been formed since 1990. This has been because of the development of Best Value³⁾ within local government in the late 1990s and the emergence of grant schemes like the lottery fund programmes in 1997 which require partnership approaches to attract funding. In Waverley Park, even though FOWP was organized voluntarily and has participated actively in the process, it can be said that Newcastle City Council initiated the organisation of FOWP. The Recreation Development Officers and Assistant Recreation Development Officers(ARDO) described the background to the organisation of FOWP:

“We asked if people wanted to dish leaflets out to everybody else who wanted to be involved or ask ‘what would you like to do with the park’ and to make suggestions. We needed a few, committed, people to say ‘We should form a Friends group’ and when you have got a Friends group or a Friends of the Park group, they can apply to funding schemes of some sort.”

A landscape architect conducted design and consultation, police officers gave advice concerning security and children took part in producing artwork. The external funding which was awarded to the Waverley Park improvement project was from the Doorstep Greens and Living Spaces schemes(both funded by government), Sita Entrust⁵⁾ and the SRB Preparing for Change fund⁶⁾. Doorstep Greens and Living Spaces support green space initiatives only.

3. What kinds of roles do they play?

As already described, the City Council initiated the park redevelopment process in 2002 and with FOWP has managed it until the present. In the bid document submitted to Doorstep Greens, FOWP was identified as the leader: “The Friends, a voluntary unincorporated organisation, has been the lead organisation in the Doorstep Greens project throughout the Project Proposal stage and in the application for the Creation Grant”(NEW, 2003: 1). However, in reality, the

City Council led the steering group and the process. For example, the Council created a schedule for the whole process, collected information about budgeting and funding, and encouraging and helping FOWP’s bids. The reasons for this situation were the Council’s positive attitude toward partnership working, the active role of the RDO and the lack of experience in the community of such initiatives. In particular, members of FOWP, a regional adviser of Doorstep Greens and the landscape architect evaluated the role of the RDO very highly. The landscape architect said of the RDO: “Waverley Park has a good local authority. (The officer) is very idealistic about her(work)”. The RDO identified her role and that of the FOWP thus:

“In certain areas, the community lead... With this community, I have to lead, there are lots of problems in the area, and they need a lot of support. We are improving the park. I think that they will be a bit more self-sufficient but still think that it needs some support. The Friends Groups are absolutely essential they live next to the park, they look over it, they provide what(the community) want. Without them, there would not have been a way(forward on this project)”

Even though the FOWP as a community group did not lead the process, it tried to play a role as intermediary between community and local authority. For example, some events, meetings, displays, and the exhibition of the improvement plan which were held by FOWP and Newcastle City Council, gave other people in the community the opportunity to voice their opinions and ideas. In addition, members of FOWP held community meetings to ask for opinions. One person in the community said: “She(one of the members of FOWP) is very good at getting other people to help with the park. She asked what people wanted in the park. She helps by fund raising money for the park.”

In this case a commissioned landscape practice provided expert knowledge and skill in relation to consultation and design. However, for successful community involvement in development projects, there is a need to bring together a wide range of expertise and skills such as community development, education and organisational change, in addition to planning and architecture(Rowe and Wales, 1999).

The Doorstep Greens scheme provides advice and practical

support in addition to grants. In an external assessment that evaluated the scheme, strengths such as excellent quality of the advice, outstanding performance of advisers, and genuine community consultation, involvement and participation were identified (the Parks Agency, 2006). The RDO said:

"She (adviser of Doorstep Greens) supported us. From the very beginning after the initial contract with her, she gave all the supporting relevant documentation for things like points in landscape architecture or opening an account. She gave help in things like applying for a bigger grant, then once we got the bigger grant, she attended meetings, she invited groups (Friends of Waverley Park) to other events and she just kept the momentum going. She organized events where different groups could network and talk to each other. She is sending links to different funding bodies, so just keeping in contact. She would phone up and say "When is your meeting, can I come?" and help with publicity and she was always asking how she could help".

4. How do they work together?

Even though Newcastle City Council showed greater initiative in the project than FOWP, it was the collaboration or partnership between the two that really meant that the project progressed. The wider community became involved through FOWP. The Government funded Doorstep Greens scheme had some influence through the provision of support and advice. So, government can be considered as another partner in this project. The indirect way in which government participated helped the community to keep its independence while making use of the knowledge of the government funded advisers.

In the process of alliance, there cannot always be consent among partners and conflict will inevitably appear. However, conflict is not always negative. Healey (2006) indicates that conflict and contestation can provide energy for action. In the case of Waverley Park, the most conspicuous conflicts have been between different groups and members of the community, such as the older and the younger people, rather than between partners on the project. The older people want to keep the bowling green from other use but the younger people also want a clear green area for football. By making a small football area, this conflict was resolved. In addition,

some neighbours near the park did not want the play area to be situated near their houses. However, a compromise was reached through the intermediary work of FOWP and through a design solution devised by the landscape architect. Sometimes the imbalance between expectation and effort of the community and that of the local authority creates conflicts. The lack of conflict in this project between the community, the local authority and other partners could be because there was a clear need to improve the park that everyone understood. Additionally, as stated above, the attitude of the local authority towards the community and the partnership, and the active ARDO and FOWP acting as intermediaries can be suggested as other good reasons for the lack of conflicts.

Finally, in assessing whether the alliance of partners was successful or not, it is useful to think of the 'substantive' outcomes (what is done) and 'process' characteristics (how it is carried out) as identified by Margerum and Born (1995) as useful components for environmental project assessment. Roe (2000b) also suggested that stakeholder satisfaction or 'feeling of ownership and sustained involvement in the project' was a useful process indicator of success. With reference to 'substantive' outcomes, this project was not entirely successful. The vandalism by young people in the park was still severe enough to delay the opening day. The police said:

"We still receive some calls regarding youth disorder and drinking in the youth shelter that is in the park. There has been some discussion with the Local Authority and they are planning on having an official opening of the park when it is finally complete and they are going to invite the local Primary Schools who had an input into the design process of the park."

The landscape architect believed that this reduced the value of the scheme. However, members of the FOWP are satisfied with the present condition of the park:

"It has been neglected for a long time and nobody has been interested but now something is being done and they can see things happening. People can now think that it is actually going to be a very nice usable place for people of all ages."

In addition, as shown in the statement of the police, the

partners are planning some actions to help guard against the vandalism. Although the Newcastle project has not yet attained its desired outcome(substantive characteristics), the process has so far been successful. It seems that the community has come together to a certain extent through the process, conflicts have been resolved and the partners who are working on improving the park are exerting their best efforts to attain success. It could therefore be said that the 'process' indicators so far show that this project is successful.

5. Summary of case study and a special quality of Waverley Park

As shown in Figure 4, the main partners in the Waverley Park project are the Friends of the Waverley Park group (FOWP) and the local authorities. The other partners are the rest of the community and some organisations providing external grants and advice. As stated above, in the U.K., there are diverse grant schemes that give support money for the development of green spaces. Ordinary people in the community, however, may have problems in accessing information about these grant schemes, and they lack know-how as regards obtaining these grants. They thus need the help of the local authorities and of NPOs. According to the staff of

FROG their organization encourages and assists communities in applying for grants for the improvement of parks. This enabling role was fulfilled by Newcastle City Council local authority in the Waverley Park case study as a result of the new system of services being implemented under Local Agenda 21(LA21). This encouraged a change in the system of services at all levels to promote the involvement of the community, and the development of policies that highlight democratic accountability.

A specific characteristic of the new system employed by Newcastle is its emphasis on partnership working that involves a government agency that not only gives financial support but also participates in the process through the provision of expert advice to the project's steering group. It can be said that the government participates indirectly in the project through the said agency.

At a more practical level, the special feature of this project can be seen as the active participation of and good relationships between its participants. As shown above, the RDO felt that she was personally responsible for this project, prompting her to ask advice from the government agency. The FOWP was integral to the project process. Evidence of the success of FOWP was the favourable evaluation it obtained from the other members of the community in the

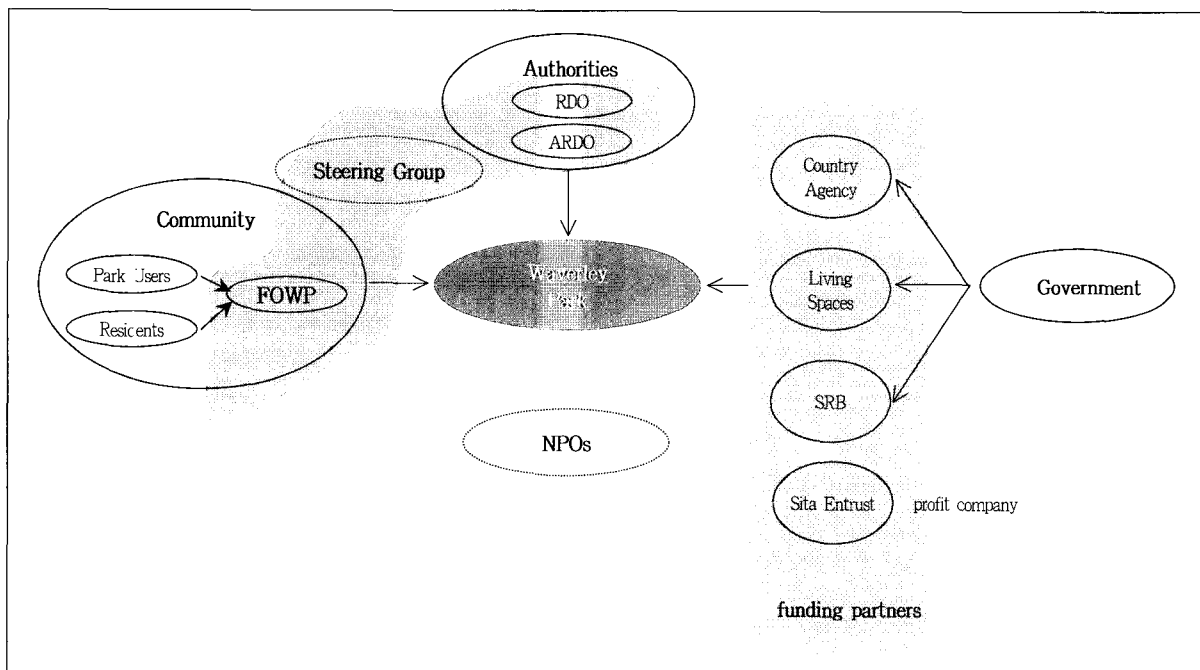


Figure 4. Special quality of Waverley Park

interviews that were conducted in this study. The RDO and the FOWP developed what could be described as a 'symbiotic' relationship on this project.

V. Conclusions

In Korea, there is an increasing interest in partnerships related to the planning, design, and maintenance of green spaces. This study has attempted to investigate the general background of partnerships and has conducted a case study of such partnerships in the UK. Local Agenda 21(LA21) is the U.K. policy that encourages partnerships, and diverse grant schemes provide direct encouragement in the formation of partnerships involving the provision of financial support, subject to certain conditions. In the case of Waverley Park, Newcastle, the attitude of the local authority towards partnership was viewed as a major contributory factor to the success of the project and the partnership. It was also revealed that the roles of diverse agencies like the members and officers or councillors of the community are also of critical importance. It was shown in this study how the government can contribute to the success of such partnerships by sharing with the project participants the knowledge it has accumulated from the diverse projects it has undertaken.

As stated at the beginning of this paper, the differences between the situations in Korea and in England were the major catalyst for this study. So the following questions can be asked: What are the differences between UK and Korea in relation to partnerships in this context and what conclusions can be arrived at based on these differences? This study, however, seeks to examine particularly the special features of the case at hand rather than an in-depth comparison of Korea and the U.K. While the findings from the study of the Waverley Park case are valuable, there can be problems in drawing general rules from one case study, particularly in relation to very different cultural situations, and so the institutional and administrative system in UK have been the centre of the focus here.

In relation to the implementation of LA21 many local governments in Korea have tried to implement this system (Park and Lee, 2002). For example, in Seoul, the Green Citizens Committee was organized in 1995 to implement 'Seoul LA21'. This committee appraised the policies of Seoul and suggested more viable alternatives to these policies

(http://env-app.seoul.go.kr/green/gree_01_s01.htm). Other local governments in Korea also have similar consultative committees, but these have a different overall administrative system from Newcastle. As discussed above, owing to the influence of LA21, Newcastle City Council does not focus on supplying services directly but instead encourages and helps communities to discern their problems and to solve these by themselves. The authority tries to communicate face to face with the members of the community and to participate in the meetings of the different groups in the community.

Second, the funding system employed in the U.K. for the development of green spaces may have relevance for the Korean situation. Recently, there have been diverse grant schemes in Korea, such as the Green Lottery for the development of green spaces and ecological protection. The community, however, cannot use these grants directly. In England, some grant schemes supported by the government give money directly to the community through the process of application and appraisal. This may lead the local government to become dependent on the central government for funding which may make it difficult for the local authorities to set up overall strategies for the development of parks and green spaces. In addition, it might create competition among the communities. But when grants for the development of parks and green spaces are awarded, the requirement of the agreement of the community to the terms of the contract, as indicated by affixing the signature of its representative to such contract, is very effective in encouraging the participation of the community in, and their ownership of, the project.

As regards the relationship of the community with the parks, according to Arnstein(1969), ideally, the community should be empowered to make decisions over their environment. The word empowerment is now commonly used to describe how communities are 'given the ability to make decisions concerning their own lifestyles and environments through the structure of the decision-making system and through a change in their perception of their capability to influence and make choices with respect to the conditions under which they live'(Roe, 2000b: 59-60). In the case of Waverley Park, even though the community does not have perfect empowerment, it is regarded as an owner and a client. For example, its members expressed their opinions and views directly to the landscape architects as clients. This is generally different from the situation in Korea, where there are

only a handful of opportunities for the members of the community to participate in the decision-making process concerning park planning and design, and where such participation tends to be a formal act (Kim, 2004). Recently, a number of NPCs led the members of the community to participate in the design process and maintenance of certain parks. Korean Ecoclub (<http://www.ecoclub.or.kr/>) and Seoul Green Trust encourage the members of communities to manage parks themselves. However, only in some cases does this happen as there are no laws and administrative systems in place mandating community involvement.

It is understood that because of the social and cultural differences between the communities in Britain and in Korea, not all the characteristics of the system described above may be immediately relevant for implementation in Korea. However the success of this kind of system in the UK indicates that community centred working may provide a worthwhile basis for more sustainable park design and management systems and further research into this potential is recommended in the Korean context.

Note 1. Doorstep Greens was launched in 2001, funded by the Lottery Fund. It was set up to help communities improve their quality of life by creating or enhancing green spaces near where they live (the Parks Agency, 2006). The grant schemes were managed by the Countryside Agency (now Natural England) which is one of the government bodies. It has a specifically rural focus to support and act as advocate for rural communities and business (<http://www.countryside.gov.uk/LAR/Who/index.asp>, accessed 15 October 2006).

Note 2. The Groundwork Trusts are a UK-wide environmentally based public-private partnership organisations that fund projects in defined areas that are considered to be socially and environmentally deprived (<http://www.groundwork.org.uk>, accessed 15 October 2006). FROG is a local NPO based in Grangetown, Middlesbrough. In 1994, there were a series of community workshop meetings for regeneration of Grangetown because since 1970 Grangetown has experienced significant economic and social deterioration. FROG was officially launched on 12 December 1996 and has initiated projects with many grant schemes (FROG, 2004).

Note 3. A local authority can carry out certain defined activities in-house or only if the work has first gone out to tender and been won in open competition because of CCT. Since CCT's introduction it has caused a general decline in wages, standards and quality of work as the various parties involved have sought to compete by using cost-cutting measures (Gilman, 1997). Therefore, in 1997, CCT was replaced by Best Value. The principles of Best Value incorporate the belief that competition alone will not lead to continuous improvements in services.

Note 4. Living Spaces was launched in May 2003 with 30 million funding provided by the Office of the Deputy Prime Minister (ODPM), and was started in order to award a grant to co-

mmunities to help create cleaner, safer, greener, neighbourhoods in 2004. Waverley Park was among one of the first awarded projects. This grant scheme also supports advice and practical support to community groups like Doorstep Greens. However, the Waverley Park project has not had much benefit from it.

Note 5. Sita Entrust is supported by SITA UK Ltd which delivers recycling and waste management services to businesses and residents throughout the UK. This supports community improvement projects around landfill sites owned by the waste management company SITA UK and nature projects around any landfill site in England (<http://www.sitatrust.org.uk/>, accessed 15 October 2006). Waverley Park, is near 'Burnhills' landfill site and so, the Friends Group could get funding from this grant scheme.

Note 6. Eight Regional Development Agencies (RDAs) in UK run the Single Regeneration Budget (SRB) backed by Government (<https://www.odpm.gov.uk>, accessed 15 October 2006). The programme 'SRB Preparing for change' is administered by the North East region where Newcastle upon Tyne is located. This programme provides resources to support people in the city in the long term programme of regeneration.

References

1. Arnstein, S. (1969) A ladder of citizen participation, *Journal of the American Institute of Planners* 8(3): 216-224.
2. Bhutta, Mubeen (2005) Shared Aspirations: the roles of the voluntary and community sector in improving the funding relationship with government, National Audit Office.
3. Bishop, J., I. Davison, J. Rose, J. Kean, D. Hickling & R. Silson (1994) *Community Involvement in Planning and Development Processes*, London: HMSO.
4. CAG (Comptroller and Auditor General) (2006) *Enhancing Urban Green Space*, London: ODPM.
5. Campbell, B. (1993) *Goliath* (London: Methuen).
6. Curry, N. (2000) Community Participation in outdoor Recreation and the Development of Millennium Greens in England, *Leisure Studies* 19(1), 17-35.
7. Davison, S. (1998) Spinning the Wheel of Empowerment, *Planning*, 1262, 3 April: 14-15.
8. DETR (Department of the Environment, Transport and the Regions) (1999) *A Better Quality of Life: A Strategy for Sustainable Development for the UK* (Cm 4345), London: DETR.
9. DoE (Department of the Environment) (1994) *Sustainable Development: the UK Strategy* (Cm 2426), London: HMSO.
10. Dunnett, N., C. Swanwick and H. Woolley (2002) *Improving Urban Parks, Play Areas and Green Spaces*, London: DTLF.
11. Flyvbjerg, Bent (2001) *Making Social Science Matter*, Cambridge: Cambridge University Press.
12. Forester, John (2001) *The Deliberative Practitioner*, Cambridge: The MIT Press.
13. FROG (Future Regeneration of Grangetown) (2004), *FROG Community Regeneration Forum 2003/04 Annual Report*, Middlesbrough: FROG.
14. Gilman, M. W. (1997) "Government acts to relax compulsory competitive tendering", *EIROLINE* (<http://www.eurofound.europa.eu/eiro/1997/12/inbrief/uk9712189n.html>).
15. Government news network, 22 December 2004.
16. Greenhalgh, L. and K. Worpole (1996) *People, Park and Cities: A*

- Guide to Current Good Practice in Urban Parks. London: HMSO.
17. Hamdi, N. and R. Goethert(1997) Action Planning for Cities: A Guide to Community Practice. Chichester: Wiley.
 18. Healey, P.(2006) Collaborative planning: Shaping places in fragmented societies. London: Macmillan.
 19. International Council for Local Environmental Initiatives(2002) Local Agenda 21 Model Communities Programme. Ontario, ICLEI.
 20. Kim, Yun-Geum(2004) A Study on the Communicative Planning and Design for Landscape Architecture. unpublished dissertation in Landscape Architecture, Graduate College of the University of Seoul.
 21. Lai, M.(2002) Community Involvement in the Restoration of Historic Urban Parks, the University of Sheffield, UK, unpublished PhD Thesis.
 22. Margerum, R. D. & S. M. Born(1995) Integrated Environmental Management-moving from theory to practice. *Journal of Environmental Planning and Management* 38(3): 371-392.
 23. NEW(Northern Environment Workshop)(2003) Waverley Doorsteps Green Project Preparation Plan. Newcastle City Council.
 24. Ockenden, N. and S. Moore(2003) Community Networking Project Final Report, Reading: Green Space Forum Ltd.
 25. ODPM(Office of the Deputy Prime Minister)(2006) Enhancing Urban Green Space. London: TSO.
 26. Park, Mi-Ho and Myung-Woo Lee(2002) Devices for greening and conservation of small city in Korea. *Journal of the Korean Institute of Landscape Architecture* 30(2): 23-38.
 27. Roe, M. H.(2000a) Social Dimensions of Landscape and Sustainability, in J. F. Benson and M. H. Roe, eds., *Landscape and Sustainability*, London: Spon Press.
 28. Roe, M. H.(2000b) Landscape Planning for Sustainability: community participation in Estuary Management Plans. *Landscape Research* 25(2): 157-181.
 29. Rowe, Maisie and Andy Wales(1999) *Chancing Estates: A facilitator's Guide to Making Community Environmental Projects Work*. London: Groundwork Hackney.
 30. Sharp, L.(2002) Public participation and Policy: unpacking connections in one UK Local Agenda 25. *Local Environment* 7(1): 7-22.
 31. Shinhaw Consulting(2007) *Environment & Landscape Architecture of Korea* 228 : 142-149.
 32. Sibley, P.(1998) *The sustainable Management of Green Space*. Reading, Institute of Leisure and Amenity Management.
 33. The Parks Agency(2006) *Doorstep Greens case Studies*. Cheltenham: the Countryside Agency.
 34. The World Economics Forum(2005) *Building on the Monterrey Consensus: The Growing Role of Public-Private Partnerships in Mobilizing Resources for Development*.
 35. UNCED(United National Conference on Environment and Development)(1992) *Agenda 21*. Geneva: UNCED.
 36. Young, S.(1996) Stepping stones to empowerment? Participation in the context of local agenda 30. *Local Government Policy Making* 22(4): 25-31.
 37. http://env-app.seoul.go.kr/green/gree_01_s01.htm, accessed 15 March 2007
 38. <http://www.countryside.gov.uk/LAR/Who/index.asp>, accessed 15 October 2006
 39. <http://www.ecoclub.or.kr/>, accessed 15 March 2007
 40. <http://www.groundwork.org.uk>, accessed 15 October 2006
 41. <https://www.odpm.gov.uk>, accessed 15 October 2006
 42. <http://www.sitatrust.org.uk/>, accessed 15 October 2006
 43. <http://www.un.org/esa/sustdev/documents/agenda21>, accessed 15 October 2006

원 고 접 수 : 2007년 4월 17일
 최종수정본 접수 : 2007년 6월 13일
 3인익명 심사필