PLANNING • ENVIRONMENT • CITIES

Series Editors: Yvonne Rydin and Andrew Thornley

The context in which planning operates has changed dramatically in recent years. Economic processes have become increasingly globalised and new spatial patterns of economic activity have emerged. There have been major changes in political ideology with the rise of the New Right and the collapse of communism. New debates have arisen over the relationship between the market and state intervention. A new environmental agenda following on from the Brundtland Report and the Rio Earth Summit has prioritised the goal of sustainable development and control of pollution, air and water quality.

Cities are today faced with new pressures for economic competitiveness, greater accountability and participation, improved quality of life for citizens and global environmental responsibility. These pressures are often contradictory and create difficult dilemmas for policy-makers, especially in the context of fiscal austerity. New relationships are developing between the levels of state activity and between public and private sectors as different interests respond to the new conditions.

In these changing circumstances, planners, from many backgrounds, in many different organisations, have come to re-evaluate their work. They have had to engage with actors in government, the private sector and non-governmental organisations in discussions over the role of planning in relation to the environment and cities. The intention of the *Planning, Environment, Cities* series is to explore the changing nature of planning and contribute to the debate about its future.

The series is primarily aimed at students and practitioners of planning and such related professions as estate management, housing and architecture as well as in politics, public and social administration, geography and urban studies. It will comprise both general texts and books designed to make a more particular contribution, in both cases characterised by: an international approach; extensive use of case studies; and emphasis on contemporary relevance and the application of theory to advance planning practice.

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Collaborative Planning

Shaping Places in Fragmented Societies

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To **Judy**, who showed me how to do it

and

To **Heather**, who produced Emma more quickly than I did this
book

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Foreword

We are delighted to launch the publication of the new *Planning, Environment, Cities* series with Patsy Healey's book *Collaborative Planning*. The aim of the series is to bring new developments in planning theory, policy and practice to a wide audience of students, academics and practitioners. As such, most of the books will be textbooks supporting courses in planning and related subjects. There is, however, also space in such a series for the innovative and polemical. Patsy Healey's work represents the cutting edge of planning theory and is certain to be one of the most influential contributions to planning thought into the twenty-first century. We hope to include other books of this calibre in the series in the future. Planning texts should not just seek to consolidate the best of current work but to stretch the horizons of thinking about planning. Patsy Healey's work encourages the reader to do just that.

YVONNE RYDIN
ANDREW THORNLEY

Preface

This book is about why urban regions are important to social, economic and environmental policy and how political communities may organise to improve the quality of their places. It has been a long time in gestation. It arises from my realisation of the need to bring together a social theory about the space and time of the dynamics of urban region change with a policy theory about the governance of those dynamics. From my experience in planning practice many years ago, and from my research on planning practice and property development processes, I have also been acutely aware of the need to have a detailed appreciation of the nature of individual action and agency, in the context of the broader forces which drive the flow of action.

I have drawn upon a wide range of areas of discussion in the search for appropriate concepts to capture this relationship as I have experienced it, through my practice as a planner, through research and through my own life experience. This includes urban political economy, phenomenology, social anthropology, institutional sociology, policy analysis and planning theory. Only in the 1980s did I begin to find in institutionalist sociology and regional economic geography the kind of social theory which seemed to be helpful, because it acknowledged both structure and agency in a relational understanding of social dynamics. In parallel, I found the communicative approach in planning theory captured the notion of planning strategies, policies and their implementation as active processes of social construction, that is, of human invention. But it has taken many more years to weave together the two strands in a way that seems to hold together. Meanwhile, in practice, much of what I have been searching for conceptually is happening in front of me in planning practices, in Britain and elsewhere. So this book is my attempt to make a statement about how I think we should understand spatial planning, a conclusion to my search. I also believe it provides a helpful

integration of the dimensions which must be addressed in any attempt at the collective management of common concerns about co-existence in the shared spaces of urban regions.

This book has been written primarily for those coming into the spatial planning field who want to engage with its core debates, and those already in it who want to explore new directions in planning theory and practice. It is also of relevance to urban and regional analysts and to those exploring new forms of democratic governance in the contemporary era. I hope also it will give those outside the spatial planning field an idea of the richness of the intellectual resources to be found in the traditions of planning thought and practice, with its preoccupation with integrated conceptions of living-in-places, and with strategic and innovative ways of thinking about both the future of places and their governance.

It is almost impossible to acknowledge all those who have helped me in the development of my thinking and specifically with this book. I can only say that my intellectual life has been greatly shaped and enriched through interaction with so many other kindly critical people who have provided stimulation, challenges, critique, and support over the years. I should like to mention in particular Judith Allen, Sue Barrett, Sandra Bonfiglioli, Alessandra de Cugis, John Forester, Maarten Hajer, Jean Hillier, Margo Huxley, Judy Innes, Abdul Khakee, Ted Kitchen, Gavin Kitching, Luigi Mazza, Alain Motte, Tim Marshall, the late Brian McLoughlin, Barrie Needham, Terttu Pakarinen, Yvonne Rydin, Huw Thomas and Urlan Wannop. I also owe a special thanks to my colleagues at Newcastle University, particularly those involved in what became our *Managing Cities* book (Healey *et al.* (eds), 1995) – Stuart Cameron, Simin Davoudi, Steven Graham, Ali Madani Pour, Ash Amin and Kevin Robins, as well as colleagues who collaborated on work which has fed into this book, especially Rose Gilroy, Angela Hull, Tim Shaw and Geoff Vigar. Many of these have commented on drafts of this book and I am very grateful for the time and editorial suggestions they provided. In particular, I must thank Yvonne Rydin, Andy Thornley, Colin Fudge and my publisher, Steven Kennedy. Their support and advice has greatly strengthened the book. The weaknesses are of course my own.

I must also thank the ESRC for support with a personal research fellowship in 1987–88, when the outline of what became

this book was first sketched out; the University of Melbourne and RMIT Melbourne for giving me a base for part of this time; Curtin University, Perth for providing another base in 1994 when the first draft of the book was written, and in particular to the School of Architecture and Planning's office staff, and to Jean Hillier for her stimulation and support; and to the University of Newcastle for allowing me a sabbatical term in 1994, and my departmental colleagues for taking on some of my duties at this time. Richard Newton was a very helpful sub-editor. A big thank you also to Jill Connolly, who has been my secretary for the past few years, and who is clearly much more competent than me!

I need also to acknowledge my family members whose tolerant support of my obsessive commitments has been complete and encompassing, and in particular the women; my sisters Joan and Bridget, my niece Heather and little Emma. Finally, I also thank a friend who a few years ago said I should stop organising and just do research. Well, I more or less did and here it is.

PATSY HEALEY

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