



American Planning Association
Georgia Chapter

Making Great Communities Happen

Citizen Participation

AICP EXAM REVIEW

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February 12-13, 2010
Georgia Tech Student Center

“Who exercises ‘control’ through the representative process? In Bedford-Stuyvesant ghetto of NY there are 450,000 people....

Yet the area has only one high school, and 80 percent of teenagers are dropouts; the infant mortality rate is twice the national average; there are over 8000 buildings abandoned by everyone but the rats, yet the area received not one dollar of urban renewal funds during the first 15 years of that program’s operation....

In what sense can the representative system be said to have ‘spoken for’ this community, during the long years of neglect and decay.”

Daniel P. Moynihan

Maximum Feasible Manipulation,
1969.

Citizen Participation: The 1960s Call

- The era:
 - urban renewal;
 - highway stalemates;
 - riots.
- Participation is necessary in order to:
 - Make decisions more just
 - Made decisions smarter
 - Achieve better implementation
 - Transfer power to the people



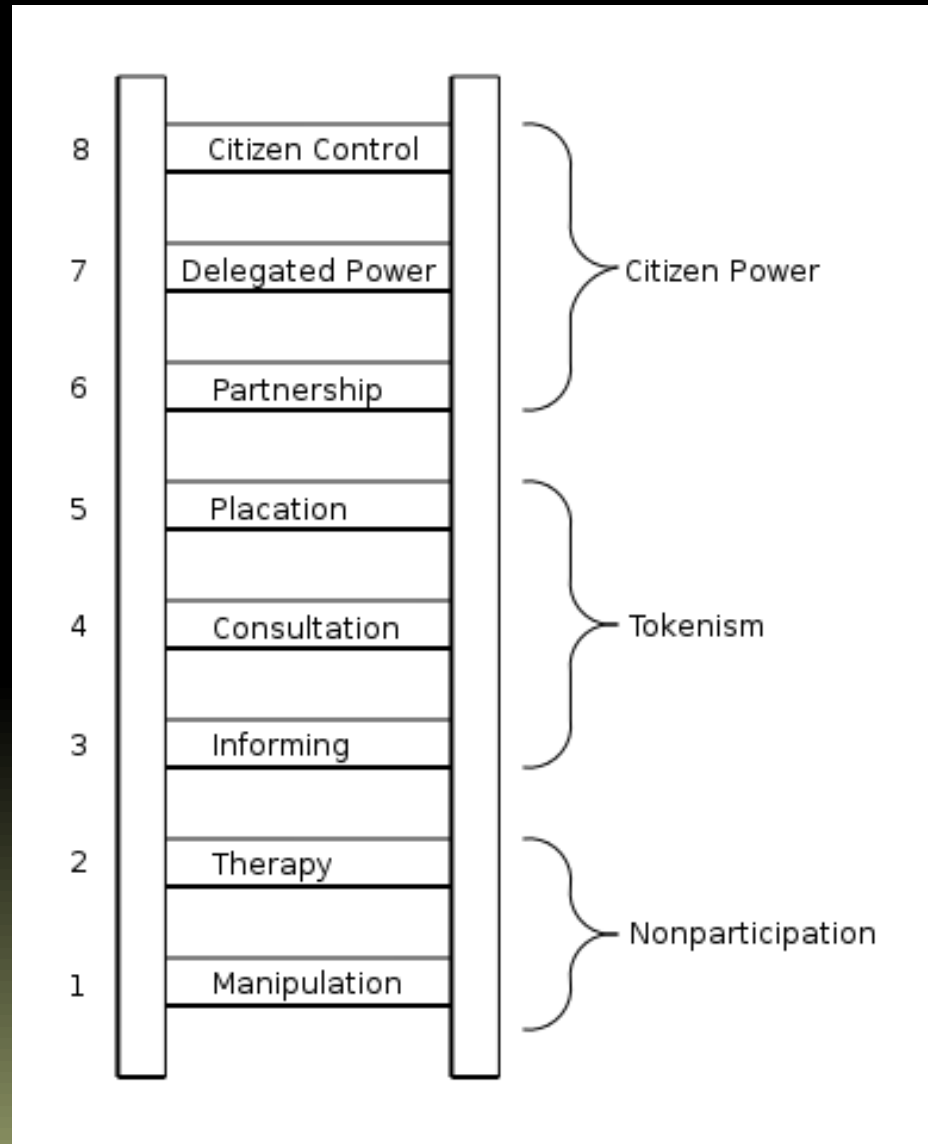
Godschalk and Mills

JAIP 1966

- Democratic planning must involve the client public
- Planning must concern objective analysis of human activities
- Two way communication is necessary
- Activities base for planning
 - Quantity and
 - Quality
- Full utilization of available communication technology


Sherry Arnstein's Ladder

JAIP 1969





1960s results:

- It's hard to do
 - Usually, no one cares
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PUBLIC PARTICIPATION IN THE PLANNING PROCESS



1960s results

- It's hard to do
- Usually, no one cares
- When they do care, it's chaos
- Input is not representative



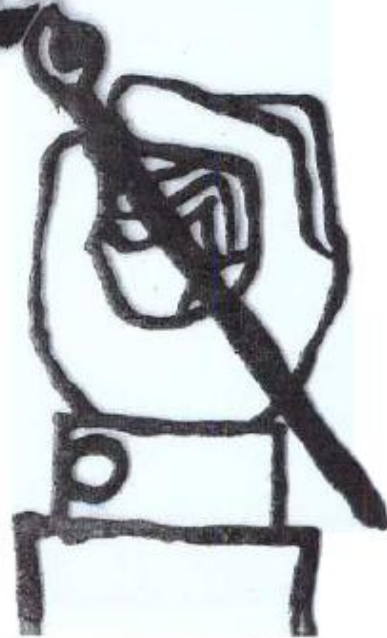
OEO's Community Action Program

HUD's Model Cities Program

Kennedy's Juvenile Delinquency Demonstration Projects

- Local organizations to define problems
- Local program development
- Emphases on poor inner city neighborhoods
- Policy making coalition
- Emphasis on coming together of neighborhood

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1960s results

- It's hard to do
- Usually, no one cares
- When they do care, it's chaos
- Input is not representative
- The powerful get what they want anyway.

We architects and urban planners aren't the visible symbols of oppression, like the military or the police. We're more sophisticated, more educated, and more socially conscious.



We're the soft cops.

-Robert Goodman, *After the Planners*

Advocacy Planning

- Responsible to clients
- Express client's view of issues
- Provide facts and reasons to support the clients position
- Design plans in the client's interest
- Argue in the "Coin of the public interest"



Early Advocacy Pilots

- ARCH -- Harlem
- UPA -- Cambridge MA
- CDC -- San Francisco Bay Area



Difficulties of Advocacy

- Perception of advocates as outsiders
- Inability of advocates to change fundamental political power in communities
- Diversion of community attention away from political action



Community Organization

- Alinsky-style empowerment
 - Rally the community around a problem
 - Seek and get a simple victory
 - Expand the range of ambitions
 - Build community resources
- Opposition planning
- Self Help programs
 - (Karl Hess in Adams Morgan DC)
- Bill Lindsey in Citrus Park (Ft. Lauderdale)
 - VISTA volunteer
 - Trash in 'the projects'
 - Rent strike money spent on improvements
 - Became director of FLL Housing Authority



Empowerment: Critique and Response

- Search for actions that promote empowerment and structural transformation to promote equity
 - Public ownership
 - Worker management/worker ownership
 - Self-help housing
 - Tax reform
 - Oppose absentee ownership
 - Leverage public priorities through pub-pvt partnerships
 - Sustainability



Evolution of Advocacy



- From the inner city to...
 - Environmental groups
 - Homebuilders association
 - League of cities
 - Corporations
 - Utility Commission public staff
 - "Suburban Action Institute"

- By 1977, minority of AIP members see planning as entirely Technical (Vasu)





Two Views of Why Planners Do Citizen Participation

- Legitimacy

- Improve representativeness of democracy
- Enhance social development of the polity
- Foster civic engagement
- Boost faith in government

- Efficiency

- Make better government decisions
- Get programs adopted
- Get programs implemented

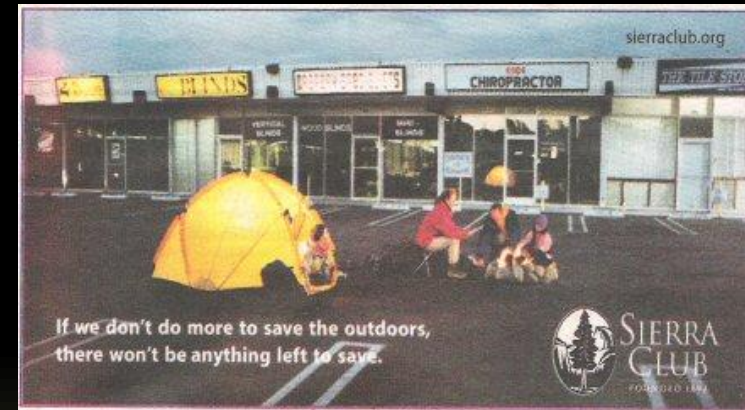
Traditional Approaches to Building Efficiency:

Decide, Announce, Defend

- ACE authorization process:
 - Authorization of project study (meeting which no one attends and at which nothing is said)
 - Study recc's to District, Division, Board of Engineers for Rivers and Harbors, other federal agencies, OMB, Congressional public works committees,
 - authorization bill, 2nd round agency review, *general public meeting*, request for construction funds,
 - appropriations bill.
- “The traditional way engineers go about planning a public works project leaves little room for the citizen to be heard. Engineers would first define the ‘problem’, then ‘objectives’ or ‘goals’. Finally they would develop ‘the plan’ to attain these goals....Questioned about alternatives, the planner is likely to answer, “We looked at other ways to solve the problem, but there was little support for any of them.” (Col. Sargent 1972)

Traditional Approach to Efficiency: Participation as PR

- Working with the public = public relations
- Participation in recycling means enlisting recyclers
 - Volunteerism
 - Environmental education
- Risk analysis → Risk communication
 - Opponents don't really understand





Traditional Approach to Efficiency: Isolate Participation

- Technical people don't know how to do participation
- Technical people can't be distracted by messy, time consuming interactions with constituents
- Participant input has to be dealt with systematically so as to avoid improper influence
- Use separate participation experts: consultants or communication specialists
- Schedule participation to minimize staff time commitments
- Keep formal records and limit 'ex parte' communication

Traditional Approach to Efficiency: the Public Hearing

- Advertise in the legal notices
- Hold hearings at the seat of government, during the work day
- Make presentations in technical language
- Representation is biased heavily toward affected interests
- Take testimony; Do not engage in discussion
- Don't provide feedback
- “People are primarily perceived as abstractions, and participation is measured by how many come to meetings, take brochures home, or answer a questionnaire. What citizens achieve in all this activity is the evidence that they have gone through the required motions of involving ‘those people.’” (Arnstein 1969)



Traditional Approaches to Efficiency: Bait and Switch

- The process is long, complicated, and subject to unanticipated turns
- Promises made early are hard to live up to
- Few participants stay the course



Traditional Approaches: Summary

- Only immediately affected interests are represented in any force
- Effort is oriented toward ‘selling’ decisions already made, or approaches already agreed to internally
- Methods of input don’t facilitate creative problem solving
- Promises made early are often abandoned





Participatory Innovations

- Plan for Participation
- Tie participatory design to actual decisions
- Distinguish Input, Output and Exchange methods of participation
- Use methods that fit the task
- Negotiated rulemaking
- Joint fact finding
- Mediated participation
- Use information technology



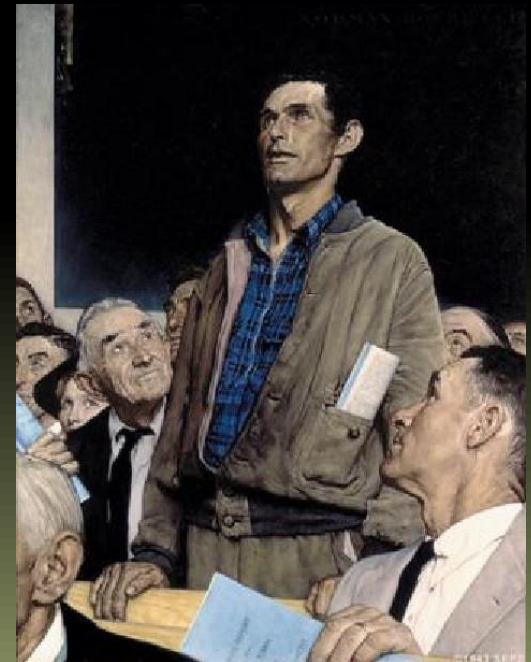
Plan for Participation

Do Your Homework

1. What are the issues?; What is the planning process?
2. What situational variables are at play?
 - History
 - Role of technical data or analysis
 - Communication patterns among parties
 - Power relationships
 - Resources for planning
 - External constraints
3. Party Identification
 - Preliminary interviews
 - Further round interviews until few new suggestions
 - ID exercise through brainstorming in prelim meeting
 - Survey/Delphi of parties until closure


Tie participatory design to actual decisions


- Ask: what are the key decisions in the planning process?
- Ask: what information is needed from, or should be provided to participants at the time of each decision?
- Design participatory timing and methods to provide what input or education is needed at each key decision point.





Distinguish Input, Output and Exchange methods of participation

- Capacity building for participation requires education (Output)
 - Newsletters/videos/web sites
 - “Dog and pony shows” for civic and school groups
 - Public educational fora
 - Informed decision making requires collection of views (Input)
 - Surveys
 - Workshops
 - Hearings
 - Consensus building requires dialogue (Exchange)
 - Advisory committees/task forces/blue ribbon panels
 - Citizen juries
 - Negotiated rulemaking
- 



Use Methods that Fit the Task

- A “Cafeteria” of public participation techniques:
 - NGT
 - Delphi
 - Samoan circle
 - Charrette
 - Visioning
 - Idea marketplace
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- Ideas from social psychology, organizational development, decision theory

Negotiated rulemaking

- Voluntary process for drafting regulations that brings together those parties who would be affected by a rule
- Origins with Philip Harter (1982)
- Enacted as US federal law in 1990 (Negotiated Rulemaking Act); forms committee to negotiate text with mediator assistance BEFORE proposed rule is published in the Federal Register
- Extensive use by EPA during Clinton administration



Joint Fact Finding

- Needed to overcome conflicting or inadequate science base
- Involves scientists from wide range of perspectives
- Process (consultancy, or task force) designed to produce new data that will lead to consensus scientific recommendations
 - “Cognitive mapping”
 - Joint identification of research gaps
 - Data collection and joint interpretation
- Fla. medical malpractice controversy
- Colorado Foothills water supply plan

Mediated Participation

- Premised on notion that traditional negotiation behaviors are often counter-productive in multi-issue, multi-party disputes
- “N+1th” party neutral seeks to build decision environment of trust, shared information, and creative problem solving
- 26 state offices of environmental dispute resolution
- ACR Environment/Public Policy Section
- Florida Conflict Resolution Consortium



Use Information Technology

- e-Government
- Web provision of information (Output)
- Wiki format for text development (Exchange)
- Web-based input of comments, discussion, and/or responses (Input and/or Exchange)
- Fla DOT ETDM: Efficient Transportation Decision Making

Recap

- Participation – Advocacy – Empowerment
- Legitimacy v. Efficiency
- Tie Participation to Actual Decisions
- Input, Output and Exchange
- Cafeteria of Techniques

■ Citizen Participation

X - Decide, Announce, Defend

QUESTIONS?