

STRUCTURED EXPERIENCES: A NEW TECHNIQUE FOR PLANNERS

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Richard Jaromir Harbeck

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**A dissertation submitted to the Faculty of Graduate Studies of
the University of Manitoba in partial fulfillment of the requirements
of the degree of**

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ABSTRACT

A new planner role as facilitator of public participation is postulated.

Section One: Stresses the values of public involvement in planning. The Human Resources Model and current educational practices are held out as possible ways to revitalize an alienated public.

Section Two: Case Studies illustrate current attempts to involve people in planning decisions that affect them. Arnstein's Ladder of Citizen Participation is used as a measure of the extent of public involvement.

Section Three: Illustrates the potential value of seven structured experiences ideal for use by a planner facilitator. A Case Study shows the results of an application of these techniques.

To Joan
Christopher
and Kathleen

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PREFACE

The aim of this thesis is to investigate the viability of a new role for planners. The postulates offered in the following chapters are intended to be positive and constructive. The driving force for making such suggestions emanates from the author's experience and commitment in the profession of teaching.

Two years committed to the study of planning at the graduate level seem hardly enough to prepare one to suggest to hardened veterans in the planning field that they need to reconsider their practices. These same two years, however, have shown the author such numerous parallels between the dynamics of the teaching process and the planning process that the urge to transfer the attitudes and skills of teaching to the processes of planning is irresistible.

The crucial link between teaching and planning is of course the relationship of each to people, each professional tries to help people to live more happily. Again, the contention is that just as teachers cannot make people learn by simply exposing them to information, so planners cannot effect change based on what they perceive as needs simply by manipulating the environment around people. The successful direction in teaching practices is to involve the learner in process and experience that teaches. This thesis will

advocate the need to similarly involve that relevant group of people affected by a decision, that changes their environment; in this way they may learn more and eventually make good decisions about their environment, and also may understand the consequences of their individual and collective actions in that environment. The need is also to recognize the vulnerability of people to manipulation by "experts." Efforts must be made to achieve attitudes and practices that are not manipulative but rather to achieve a vital social state. On the other hand, members of the public need to be strengthened so as to minimize manipulation by officials.

This thesis expresses the author's belief that North American society is faced with an increasing number of problems for which the leaders, elected or appointed, are given, or take upon themselves, the responsibility to find solutions.

The problems of our society are often described and defined in tangible terms as: population levels and use of natural resources are out of control; societal breakdown is imminent and manifested in increased strikes, crime and apathy, and in continuing economic inequities. These certainly are serious concerns but are symptoms of a deeper, less tangible but basic, problem that needs to be recognized for what it is. The primary problem is one of attitudes held by leaders and those that are led; attitudes that are reinforcing and enlarging the problems.

An example will serve to illustrate this contention that the problem is affective and attitudinal in nature.

Why do people not react to the growing shortages of natural resources with a conscious personal tightening of their belts? Rather, the opposite reaction inevitably occurs in the face of shortages; there is, in fact, a mad rush to consume what remains. The author believes that this attitude is born mainly out of a long conditioning by leaders, and a reinforcement by the media, that these problems will be taken care of by those who are trained and skilled to do just that--"the experts." It is further believed, that there are two distinct approaches to such problems; the first type is a manipulative solution that prescribes corrective adjustments to the physical functioning of the system, basically allocative; the second type of solution faces up to the social attitudes that are the basis of the problem and recognizes them.

The latter approach is the basis of this thesis. Many will argue that to achieve attitudinal change on a broad social level is impossible and also manipulative. This thesis will contend that attitudinal change be achieved without manipulation or coercion. When people learn or grow more aware of certain relationships in their environment attitudes change naturally and spontaneously.

Can the human condition be improved through increased individual awareness and understanding? The author believes this to be possible especially in the area of improving the human condition through education. But, this strategy does not contemplate an approach in which some select members of society will become even better problem solvers with deeper

understanding and awareness while the remainder go about life uninvolved in the social dynamics; this is an inherently unstable situation.

Strategies exist, that the author believes, can improve the situation. The argument is directed at planners, who as professionals would do well to include teaching strategies and attitudes in their traditional role. Planners have frequent chances to work directly with representative public groups, other than teachers few professionals have this opportunity. This contact directly with the public should be utilized in furthering public awareness and learning.

Planning meetings have so far earned an unflattering reputation; however, richly deserved. New communication and group technology has emerged for maximizing the effectiveness of these meetings. In fact, these new developments could make planning meetings an important creative and idea generating component in the planning process rather than the present strained and conflict prone exercise in public relations. Needless to say the technology to make groups function well requires special personal skills and competence; for instance, knowledge of the pathology of group interactions is important.

This thesis proposes that what is optimally required is a new category of planner who is personally prepared to put aside such tools as questionnaires and statistical reports and instead utilize the collective resources of public groups. A multiple benefit can be claimed will result: the contribution of fresh ideas to supplement those generated by "experts"

and officials; a greater perception by the planner of issues, problems and alternatives; a positive relationship between officials and the people they serve; and the beginning of a public awareness of environmental issues.

For planners "change" is the raw material which provides them with their reason to exist. Planners and other officials do not, however, have exclusive rights to deal with change. The time has come to recognize that a greater number of people need to be involved in determining the dynamics and direction of the physical and social environment in which all live.

In the past decision making the determining of social values, priorities and policies was exclusively the domain of those delegated and appointed by society. There is increasing evidence to support the value of the trend to involve a wider cross section of people in such decisions. Can it be claimed that plans and decisions have been improved by the present practices that involve the public? In all fairness, it can be stated that this is rarely so. When public input achieves results that are positive it is often after vicious running battles and conflict with officials. In general, what is now considered public participation is actually an invitation to be informed about pending decisions and to formally approve them.

No public official can in all fairness be condemned on the basis of the above inequalities evident in involving people into decisions that affect them. Only now in isolated

instances is; the worth of investments of time and energy into public participation at all visible; and as yet few people have the skills to provide group leadership and facilitation to enable the public meeting to be effective.

In the Rationale, Section One, of this thesis a plea will be made to apply the democratic model to all human endeavors. The planner, it will be pointed out, is in a unique position to facilitate social strengthening, renewal, and enrichment. The means of achieving these social goals lies not only in the democratic model, but by improving participation and learning through greater involvement of people in the decision making processes that involve them. The Human Resources Model will be presented as a major attitudinal goal for decision makers to adopt; as such it will be contrasted to the Human Relations Model which today represents current attitudes toward participation in planning and urban decision making. Section One concludes with a drawing of parallels between teaching and planning. The purpose of this comparison is to investigate current attitudes to social leadership. Leadership will be pointed out to be necessary and positive, and if correctly practiced, not manipulative. Using educational models, a major change will be proposed in the planner's role; specifically to act as facilitators at planning meetings, to improve problem sensing and solving, to develop evaluative techniques that will give a more viable and creative feedback into decision making and planning processes.

Section Two will present case studies of planners in four planning processes that are seen to be in harmony with the advocated attitudes needed to overcome the problems described in the Rationale. A special case study will conclude this section by presenting the difficulties involved in legislating participation. The stress is in regard to the visible sharing of input into the process of planning as to who ultimately has the power to shape the future of a particular environment. Throughout this section five models of citizen participation are used to evaluate existing participation practices and the sharing of "power."

Whereas, the first two sections of this thesis are concerned with an analysis of existing attitudes and problems of participation in planning, Section 3 offers planners techniques to achieve a strengthening of planning and decision making processes. A series of interlinked group processes that are referred to as "structured experiences" are delineated. The purpose of offering such structured experiences will be to provide ways of intervening into existing group processes associated with planning. The intervention, felt necessary, takes the form of a set of specific instructions that itemize steps of activities and tasks which will allow a group to focus on purposeful goals rather than on typically counterproductive and destructive behaviour.

To conclude, a report is presented of an application to a planning situation of the structured experience approach.

This thesis owes its existence to the support, time and energy of many individuals. In particular I would like to thank Prof. T. F. Carney, Department of History, University of Manitoba, for his many constructive suggestions, and for introducing me through experience to the bulk of the ideas expressed in this thesis. My thanks also to Prof. B. Rottoff who patiently advised me in the preparation of this thesis and to Prof. K. Gerecke who also read the draft and advised me in the final preparation.

To Mr. D. Paterson, Lombard North Group, I wish to express my thanks for his support not only in acting as a sounding board for my ideas concerning planners, but also in asking me to act in the capacity of facilitator of participation in the N.E. Park Master Plan preparation.

All of this would not have been possible had it not been for the Sabbatical Leave of Absence accorded to me by the Seven Oaks School Division and the granting to me of a Fellowship by the Central Mortgage and Housing Corporation; I am deeply grateful for the support from these two groups.

Finally, my thanks to my colleague Mrs. Gwen Krindle who patiently taught me much about the written form of expression as only she could, and to Mrs. Diane Walton for the hours she has sacrificed at the typewriter on my behalf.

This thesis is dedicated to my family who have patiently waited for me to finish this piece of work.

Richard J. Harbeck
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SECTION 1
THE RATIONALE

CHAPTER I

THE OBJECTIVE, DEMOCRACY

Introduction

This thesis, as has been mentioned in the introduction, is based on several assumptions and beliefs. Of these assumptions, two are key to this thesis: first, that in the '70's vast challenges are evident to our social and environmental systems; and, second, that recent developments in modern knowledge about the dynamics of human systems, we can offer valuable strategies to begin to cope with these challenges. Underpinning these beliefs is a faith that a truly "democratic" society and its corresponding style of life can withstand any and all difficulties. "Democracy" is a term easily stereotyped and it is to be emphasised that use of the term here does not contemplate a 'permissive' or 'laissez-faire' state but a dynamic system of values--"a climate of beliefs governing individual, group, professional and institutional behavior, which all of the above are internally compelled to affirm by deeds as well as words."¹

This study will focus on the role of the city planner in revitalising "democracy" and our social frameworks. The human system discussed deals by choice with the scale of urban

¹Bennis, W. G. and Slater, P. E. The Temporary Society. New York: Harper and Row. 1968. p.4.

areas of concern to city planners. It will become more evident however, that this work is equally applicable to planners and public officials² at the neighbourhood, national, and regional levels.

If a street survey were taken of what people value about their lives, most respondents would in due course include comments about "democracy" or "freedom". However, people rarely take the time to reflect upon the present state of these personal values and to estimate how much of our social fabric we take for granted. It is true that occasionally when some elements of this democratic state are challenged, public reaction tends to surface.³ Much too often however, what we value in our social system is allowed to go dormant through underuse caused by apathy and a lack of personal effort. It will be the claim of this thesis that our neighbourhoods, communities, and larger units, suffer from a dangerous state of public uninvolvedness in the vital dynamics of their society. This state of affairs cannot be allowed to continue and it is the city planner who, it will be claimed, is in a position to make participation by the public a needed enrichment of the system.

The Need for "Democracy"

A guidance system with special characteristics is needed,

²Elected representatives are especially included in this consideration.

³Witness the reaction to the implementation of the War Measures Act or debates about the "right" to show certain Hollywood productions.

in order that urban units may cope adequately with the future. It will require time and energy from both volunteer participants and appointed leaders to practise "democracy" if "democracy" is to be properly exercised. What civic leaders or administrators have not at one time nourished in their hearts "the blasphemous thought that life would go so much more smoothly if democracy could be relegated to some kind of Sunday morning devotion?"⁴ Others argue, however, that there is an ultimate value and need for "democracy". A variety of reasons is given including the fact that 'Democracy' in a society ensures that 'men' be allowed to think and express themselves freely on any subject, even to the point of speaking out against the ideal of a democratic society."⁵

The above views are only part of the spectrum of opinions about this social system called "democracy". This paper recognizes the evident controversy over models but wholeheartedly supports Bennis and Slater's position that "democracy" of a multiplicity of forms is "the only social model that can successfully cope with the changing demands of contemporary civilization."⁶ If we wish our urban society to survive, "democracy" and all that it implies is a most effective way of achieving this goal.

Thus, "democracy" becomes "a functional necessity whenever a social system is competing for survival under

⁴Bennis, W. G. and Slater, P. E., op. cit., p.1.

⁵Postman, N. and Weingartner, Teaching As A Subversive Activity, Delacorte Press, N.Y., 1969, p.1.

⁶Bennis, W. G. and Slater, P. E., op. cit., p.2.

conditions of chronic change."⁷ Before supplying a definition of the term "democracy", which will be appropriate to the task, it is important to look at the context for such a social model.

The Changing Context for Democracy

At this point the changing context in which governments, their bureaucracies and other institutions function, must be taken into account. As Stafford Beer puts it, "in the last decade or two something has come through to public consciousness, it is the doubt as to whether the whole apparatus of our civilization actually works any longer."⁸ Is democracy as Beer claims beginning to fail? Edward Banfield⁹ contends, to the contrary, that most urban problems are largely imaginary. His claim is that city systems are performing better than ever in that cities do have problems which vary in importance and are too often blown out of proportion by "emotional liberal do-gooders." For instance, Banfield views traffic congestion as part of the price of living in a vital city. And so traffic congestion as a discomfort can be tolerated, if not enjoyed. He even argues that cities are turning out a relatively humane citizenry. Banfield's counter-intuitive arguments do admirably caution against a hysterical analysis of city problems but do not seem to offer the solution

⁷ Ibid., p.4.

⁸ Beer, Stafford, Designing Freedom, CBC Massey Lectures, CBC Publications, 1974, p.2.

⁹ Edward Banfield, The Unheavenly City. Little, Brown, Toronto, 1968.

to the problem of declining individual participation in society.¹⁰ This involvement is needed for constant moral and ethical regeneration of the social system. Thus a society cannot rely only on the economic solutions offered by Banfield and others; alternate approaches are needed to ensure the existence of human qualities so vital for the future.

The evidence today points to the support of Beer's contention that social systems are under tremendous strain because there are massive demands being made on the institutions that constitute major components of this fabric.

By asking more of our institutions, we are committing ourselves to a possible collapse of these institutions, as we know them. The consequence could be a totalitarian phase very far away from the environment for the "individual" aspired to in the "democratic" society. It is thus the individual, as the basic human component of society, that is most threatened.

Many people will support Beer in his claim that "most people alive today in urban societies settled long ago for the role of pygmy man against the giants of his own institutions and for the reason that it meant apparent advance--a higher standard of living as measured by the gross national product per head."¹¹

It is dangerous to ignore the current financial and

¹⁰In Chapter 2 it will be explained that a small proportion of society is only by nature inclined to participate. The problem is however, that a sub-group of this minority tends to dominate the decision making machinery.

¹¹Beer, S., op. cit., p.2.

managerial plight of large urban centres.¹² Every day press reports are full of social inequalities and conflicts in our cities. But, the city is not the only unit to encounter difficulties. At the regional level there is a need to cope with such problems as native peoples' land claims, intra-regional disparity of economic opportunities and inter-regional rivalries over finite resources. On the national scale there is also a challenge to cope with resource shortages of massive proportions. Finally, on a global scale there is for example, the realization of the impact of the actions of one nation on the environment of other nations.¹³

Thus the changing context is not only one where the physical constraints are rapidly changing, but where change is apparent in constraints social, organizational and moral in nature.

Two solutions to the above problems are presently being tested. The first is the manipulation and control of nature through science;¹⁴ the second is the manipulation and control of society through planning. Leiss points to this same problem within the institutional apparatus, a great interlocking apparatus of various bureaucracies, both educational, governmental, and private, that more and more

¹²New York is the classic example as evident in its 1975 financial plight.

¹³Climatic warfare is a reality, it has already been used in Viet Nam. Sulphur acid in the rain is damaging forests in Scandinavia, the source--Great Britain.

¹⁴Building freeway exchanges over known earthquake faults and then through science finding ways to control earthquakes.

determines the direction of our society.¹⁵ It is evident that the institutional apparatus exerts great influence on the direction taken by our society. Who controls this apparatus? This is a Kafkaesque type of question about a world "of the vast invisible apparatus of decision making which is very difficult if not impossible to penetrate. The result--a feeling of individual helplessness, apathy and resignation."¹⁶

The problem appears insoluble because of its large scale and complexity. The claim of this thesis will be that certain known solutions exist waiting only for adoption.¹⁷ The success of these solutions will depend on the personal commitment of a vast number of managers of the "system" to

- change their role and style of management
- adopt a reaffirmed faith in "democracy"
- recognize that our natural environment cannot satisfy the insatiable needs of our society at present rates of demand, and
- significantly facilitate a change in attitudes of citizens so they will give their own time and energy to a reworked process of participation.

"Democracy" Defined

"Democracy" is a set of values that are a prerequisite for the continuing survival of our society. The alternatives are anarchy or totalitarian rule.

¹⁵Leiss, W., unpublished lecture given at a City Planning Student Symposium, U. of M., February 1974.

¹⁶Leiss, W., op. cit.

¹⁷The solutions have a practical basis having already been applied in specific group situations at which the author acted as facilitator. They will be described in Section 3 of this thesis.

"Democracy" is also a set of values manifested in every day life situations which call for thought, opinion making, decision making, and action on the part of individuals and institutions alike. These values have been defined by Bennis and Slater as including

1. Full and free communication, regardless of rank and power.
2. A reliance on concensus rather than the more customary forms of coercion or compromise to manage conflict.
3. The idea that influence is based on technical competence and knowledge rather than on the vagaries of personal whims or perogatives of power.
4. An atmosphere that permits and even encourages emotional expression as well as task-oriented acts.
5. A basically human bias, one that accepts the inevitability of conflict between organization and the individual, but that is willing to cope with and mediate this conflict on rational grounds.¹⁸

These values appear very desirable and basically simple to put into practice. The belief, to be expressed in the succeeding chapters, is that all levels of society need to be re-educated into the practice of such values.

¹⁸Bennis, W. G. and Slater, P. E., op. cit., p.4.

Conclusion

This chapter has identified the need to take stock of our institutional apparatus and to ensure that it continues to function "democratically". Recent evidence indicates that our social apparatus is being allowed to slip into the control of special interest groups who may very well have the interests of society in mind but who can at best only cater to select segments of society. Even more important is the fact that the shape and state of the future is also in these same few hands. This is a situation that cannot be allowed to continue. Many can do their share to involve more people in the dynamics of society. However, there are some who can do more than others in this regard. Planners, because of their unique societal position, between the public and the "decision makers", are in such a prime helping category.

The adoption by planners of the values that lead to a "democratic" process in society is imperative. Most planners will feel slighted even at the suggestion that they do not subscribe to a "democratic" approach. Whose values, however, are behind their plans. The reply is predictable. Plans, some of them claim, are based on a scientific analysis of the situation with the appropriate inclusion of policy formulated by elected representatives and sometimes by reactions to messages received from the public via the press, special hearings, or questionnaires. This paper contends that the above basis for plans, of whatever category, is inadequate to meet the challenges of the future. It will be claimed

that policy makers should avail themselves of innovative processes that can help them tackle this task creatively and at the same time involve the public in the process. For planners the solution rests in improving public participation in the process of planning not only qualitatively but quantitatively. It is a well known fact that plans result from a complex synthesis of many inputs, some of which have been mentioned above. If some of these inputs are lacking in strength, the results will be obviously skewed. How too does the planner arrive at the personal conceptual models that synthesises these inputs? These are the concerns of Chapters 2, 3 and 4.

CHAPTER II
REVITALIZING SOCIAL SYSTEMS
BY INCREASING PARTICIPATION

Introduction

In Chapter 1 "democracy" was defined and a claim was made that our social systems need to re-affirm faith in it through organizational actions. "Democracy", it was pointed out, is not a simple set of rules, or an enforceable morality; rather it is the result of a process, a dynamic social state that is manifested in the way the people, groups and institutions of a society relate to each other. The continuing objective of this state is the survival of the individual.

There appear to be natural pressures that threaten the existence of such an ideal state. On the one hand, the ceaseless pressure on institutions to operate more effectively necessitates that they deal with the mass rather than individuals, a situation that can lead to rule by institution.¹ On the other hand, by depending on larger and more complex systems, society and institutions are vulnerable to blackmail by individuals and by small groups.²

¹This is known as satisfying the cybernetic law of requisite variety.

²One major power line failure could disrupt electrical power services to vast urban areas. The New England blackout is an example. Strikes by special service groups have also shown the vulnerability of our system of transport and other services to such actions by only a few people.

What then is the present state of "democracy" in North American society today; what support exists for it; and what is the best way to make this support work for the future?

There is ample evidence to support Goodman's contention that in North America the traditional sentiment is that "a decent society cannot be built by dominant official policy anyway, but only by grassroots resistance, community cooperation, individual enterprise, and citizenly vigilance, to protect liberty.... The question is whether or not our beautiful libertarian, pluralist and populist experiment is viable in modern conditions. If it is not, I don't know any other acceptable politics and I am a man without a country."³ This attitude, expressed by Goodman, appears to be close to the truth for there seems little support for our social systems.

The claim of this chapter will be that individuals must continually reassert their membership in society. This implies that individuals need to be close to the sources of power, to have the means to generate ideas and thoughts that are their own, and to have means of expressing and communicating these ideas meaningfully and effectively.⁴ Thus everyone in a "democracy" must "own" it, nurture it, and protect it through constant contributions.

³Goodman, P. Like A Conquered Province, Random House, New York, 1966, pp.25-26.

⁴Section 3 of this thesis will point to practical ways and strategies of helping this to happen.

A Declining Participation in Society

There is no shortage of social observers who comment that large numbers of North Americans seem to fall into the lower half of a relationship to society scale. To these people the observers have attributed many traits including apathy, confusion, and irrationality. Evidence and intuition also suggest that the size of this group is every increasing.^{5, 6}

This paper supports additional arguments of those writers who claim that Western Society is on the brink of collapse "not just into crime, violence, madness or redeeming revolution - but into withdrawal, withdrawal from the whole system of values and obligations that have been the basis of public, community and family life."⁷

At the neighbourhood scale Scott Greer has pointed out the existence of the "community of limited liability"; the "individual's investment is relatively small in the interactional network that constitutes the locality group, and if his losses are too great he can cut them by getting out--the community cannot hold him."^{8, 9}

Pawley refers to the withdrawal as if it were already realized. He sees it as the collapse of community due to an

⁵Raths, L. E., Harmin, M. and Simon, S. B. Values and Teaching, Merril, Columbus, Ohio, 1966, p.7.

⁶Raths, Harmin and Simon give reference to Lerner (1957); Whyte (1956); Fromm (1955); and Reisman (1950) to support this contention.

⁷Pawley, M. The Private Future, Random House, N.Y. 1974, p.8.

⁸Greer, S. The Emerging City, Free Press, N.Y. 1962, p.98.

⁹Greer, S., op. cit., attributes the term "community of limited liability" to Janowitz.

almost cheerful abandonment of societal values in favor of "the private life of an unprecedented completeness with the aid of the momentum of a technology"¹⁰ that supplies consumer goods valued as tools for social disengagement.

Gardner offers optimists support amidst such dire predictions. It may be, he says, "that we were in greater peril when we were 'less worried'."¹¹ This is hardly reason to regard the above problem as undeserving of our attention and efforts. What then needs to be done?

The Need to Renew Our Social System

There is some comfort in supporting Gardner's claim "that our society, as it is now functioning, is not an adequate problem solving mechanism...., that the machinery of society is not working in a fashion that will permit us to solve any of the problems effectively."¹² It is apparent that society needs not only to speed up the problem solving process and make it more efficient, but that some new and innovative solutions need to be used. This increased effectiveness can only be achieved through more people recognizing that they "own" society and its problems.

Gardner's challenge for a solution offers a direction; as he indicates "the true task is to design a society (and

¹⁰Pawley, M., Ibid., p.8.

¹¹Gardner, J. W. Annual Godkin Lectures at Harvard. A Summary, Time Magazine, April 11, 1969, p.36.

¹²Gardner, J. W., op. cit.

institutions) capable of continuous change, renewal and responsiveness."¹³ The remainder of this chapter will argue that none of this redesign is possible without adequate and sufficient public representation on the design team. Later chapters will deal with the role of professionals, such as planners, in facilitating participation in this new design, and with the continuing need for self renewal of our society. Some strategies for achieving this end will be presented in Chapter 8.

A Cybernetic¹⁴ Consideration

All contemporary societies are moving toward ever larger and more inclusive systems of organization. As this process continues there develops a natural increase in the demand for greater variety in their structures. The reason for this is two fold: the growing populations they must serve, and the technological advances that lead to an increased variety of demands. "This has meant that more variety reducers are systematically built into societal

¹³Gardner, J. W., op. cit., p.36.

¹⁴Beer, S., op. cit., p.13, refers to a definition of cybernetics as originally defined by Norbert Wiener as "the science of control and communication in the animal and the machine." Beer adds that this original definition points to the relationship between control and communication and to the existence of general laws affecting equally animate and inanimate systems. The first principle of such general importance to be recognized was the significance of feedback in all systems, whatever the fabric of their components. He refers to a new definition which is appropriate for the purpose of this section, Cybernetics is the science of effective organization.

systems as a way of coping with increased variety, until today, our institutions are nearly solid with organizational restrictions."¹⁵ Is this a suitable way to handle requisite variety? What is it about our institutions that leads to the problems outlined above? Beer's advice is "Do not treat our society institutions as entities, by thinking of their organizations as static trees by treating their failures as aberrations."¹⁶ The task is to bring individuals up to the challenge of making institutions work for the individual rather than for his subjugation.

To Exclude or Include the Individual?

There is a contradiction apparent in what has been discussed about institutions and social systems. The individual is constrained and infringed upon by the growing size, variety, and scope of the systems in which he lives. This constraint leads to withdrawal, confusion, and conformity in the individual. On the other hand, there is evidence that these same people, or very many of them, have the resources to go it alone, to create an island for themselves, easily side-stepping any commitment of personal energy to the functioning of the social system.¹⁷

A Society cannot survive for long without the commitment of the individual members to support it and its structures. "When people for whatever reason--oppression, or

¹⁵Beer, S., Ibid., p.12.

¹⁶Beer, S., Op. Cit., p.12.

¹⁷There is little need to elaborate the technological wonders that have brought about this state of affairs.

laziness or complacency--take little or no part in their institutions, the institutions themselves decay at an accelerating rate."¹⁸ These phenomena are evident in the embarrassing consequences of voter apathy that make the selection of positions of political leadership a shallow and ineffective exercise.¹⁹ On many different levels the ease of retaining anonymity in an urban context leads to many unpleasant social consequences.

An individual is strengthened by his inclusion, as a participant, in the organizations of society.²⁰ It should be possible to make certain design modifications in our present institutions to make participation more possible and meaningful to both individual and society. The remaining two sections of this thesis will outline practical strategies and suggest approaches to achieve these ends.

It will also be suggested that planners as a particular group are in a position to implement some of the needed modifications. It is to be emphasized that the only reward contemplated for "volunteer" participants will be to give such person(s) a meaningful opportunity to serve. There is reason to believe Gardner when he says that "when people are serving, life is no longer meaningless; they no longer feel rootless, without allegiance and commitment; individual freedom degenerates into a sterile self-preoccupation."^{21, 22}

¹⁸Gardner, J. W., op. cit.

¹⁹This is especially evident at the local and municipal levels.

²⁰Gardner, J. W., op. cit., p.37.

²¹Ibid.

²²The focus will from this point be on participation in municipal government and planning.

Participating in Urban Government

Much will be said of public participation in Urban Government in subsequent chapters for it is one of the main vehicles for achieving the goals and ideals expressed in this paper. Before further using the term "public participation in urban government", it is necessary to define it. Public shall refer to all non-elected citizens who are not employed by the government. Participation, a broad term, will generally refer to an active personal involvement of individuals or groups from different sectors of the population. Participation will also be considered voluntary and without remuneration, although it could be achieved by random selection as for trial juries. Finally, the concern of this paper will be at the level of city units and the officials whose work involves urban unit sub-sets.

This paper advocates greater public participation in the process of municipal government, in the management decisions that are being made daily, and in setting directions and goals for the future. At present, all of this activity takes place in a limited number of arenas. Government administrators and planners define and analyze problems and recommend solutions; the elected representatives legislate and set policy. The public has occasional chances to affect the flow of events by participating in some specific and tightly controlled ways. These chances to make an impact on decisions made by government and its officials are listed below:

1. Contacting the elected representative in person (probably the most effective).
2. Voicing opinions at public hearings.
3. Attending council and sub-committee meetings and getting permission to speak.
4. Appealing to the parent government²³ and special Boards, etc. set up for this kind of appeal.
5. In some jurisdictions and cases using the services of an ombudsman.
6. Resorting to court action, (e.g. concerning expropriation), and challenging the legal right of authorities to do certain things.
7. Approaching various government departments directly and personally.
8. The use of pressure groups and sophisticated political tactics.
9. Being heard through various media.

Undeniably, there exist a few other alternatives to which the public can resort to communicate with the government and its officials. Some generalizations about this type of public participation are worth observing for it is the contention of this thesis that it is in this area that some most constructive changes can take place.

The list of communication avenues presented above has some common points which lead to conclusions and suggestions to be presented in later chapters. These suggestions are designed to improve this existing process of public participation in government. The following are preliminary ideas to improve the present situation:

²³With regard to municipal government matters the parent government is the provincial government.

1. Public participation is mostly reactive, based on pending action by the government or its agents. This will always be the case, but a way must be found to encourage positive participation of a contributory and creative type. The latter is virtually non-existent.
2. Non-official participants most often have specific vested personal interests ²⁴ in the outcome of certain decisions: these concerns need to be counter-balanced by inclusion of a broader range of participants with necessary group maintenance to ensure a rich outcome.
3. The initiative for the meeting and the ground rules are familiar only to the organizers and this unfamiliarity restricts "drop-in" participants. There is a need to inspect carefully the coercive power of the process of these "forums", the one way monologues, the rules of parliamentary procedure, orders of agenda, etc., and their impact on participants.
4. The information, statistics, analyses, alternative proposals and problem definitions are in the hands of those who called the meeting. What effect does this have on someone who comes to the meeting unprepared or at best asking for another alternative to be considered?
5. Little positive value is anticipated by officials from any public participation in the deliberations. Is this simply an attitude or is it based on actual experience?
6. Our educational system does not provide the skills and confidence to ensure that enough people will take advantage of even these few openings for participation.

Can More People Be Involved in Municipal Government?

Later chapters will point to experiments that have involved more volunteer participants in the municipal government process. It is one of the objectives of this thesis to investigate the value of such efforts and to offer ideas on

²⁴ Nothing illegal is implied here, just that such overt or "hidden agendas" can restrict the scope of any meeting.

how such attempts to involve more people, can be further enriched by recent developments in group theory and skills.

It has been argued that to achieve the goals of a democratic society as defined in Chapter 1, more people need to be overtly involved. The claim is that periodic voting, writing of letters to the editor, calling the local hotline show, or the occasional attendance at a city council meeting or public hearing are not sufficient to provide the system with a rich and representative social input. Such input should have as its main function the supplying of the values and decisions of a broad perspective of public attitudes to the formulators of policy. A second benefit would be the richer feedback of the actual consequences of certain actions, policies or decisions impossible to anticipate and evaluate using existing practices.

More people with ability and desire to serve the public do exist. It will be argued that such types, defined by psychologists as "need achievers",²⁵ provide the human potential for increased participation. Furthermore, it is not idle speculation that as lifestyles change, work hours shorten, and the actions of government affect more and more people directly, volunteer commitment to a participation in government and "community" will be more possible.

²⁵A group that can be described as specially motivated always setting moderately difficult, but potentially achievable goals for themselves; they prefer to work at a problem rather than leave the outcome to chance or to others; are concerned with personal achievement rather than with the rewards of success per se; and also have a strong preference for work situations in which they get concrete feedback on how well they are doing.

Should All People Participate?

To ask all people to be involved in municipal government and to hold this involvement out as a goal of the "democratic society", leads into operational problems. Firstly, assuming that everyone did participate, there would be tremendous difficulties in achieving meaningful concensus on anything. The variety of such a system would ensure that it would function so slowly as to be of no value in achieving a "democratic society" or that it would have to be rationalized to such an extent that, then as now, the individual would be insignificant.

Not everyone need participate all of the time; certainly there are viable alternatives to this totality. It is recognized that some people, by virtue of their interest and abilities, have more to contribute than others. The important point is that as many of those that are willing to contribute their energies should be directed to function for the system.²⁶

The Psychology of Participation

Before dealing with ways of improving the process of participation, some information relevant to the problem of participation needs to be outlined. Organizational psychology in its investigations of motivation research sheds some light

²⁶The spin-off effect from those persons participating is not to be underestimated in its influence on the knowledgeability and interest of others in the system who are classified as non-participants.

on questions posed earlier. There is an important need to look at the nature of people who do participate and to explain the fact that some are not inclined to do so.

All people have characteristics and abilities that if tapped could make a contribution to others. By various means, however, this capacity or potential has been shaped and altered, often repressed, by social and educational systems. When the time finally comes to express an opinion, voice concerns, or suggest solutions, very few people either possess the ability to make an impact or the desire to do so. Why is this? Is it because as we get older we "make a virtue of adult consistency and rigidity; we diminish our ability to grow and change; we find that while our eye was on imitating adulthood, we have let slip our grasp of originality. We need to rediscover how to change so as to renew our ability to solve problems in original, satisfying ways rather than persisting in imitative and passive acceptance."²⁷ There may be a partial solution to the problem of lack of involvement however; much of this attitudinal state is reversible and depends upon good leadership and encouragement to make people rediscover their latent skills.

It appears that some people never succumb to the early shaping of their lives which encourages the uninvolved and passiveness so common today. Many of today's public participants, it is hypothesized, were once part of the uninvolved.

²⁷Prince, G. M., The Practice of Creativity, Collier Book, N.Y., 1970, p.2.

Many of these people can also be identified as a special subgroup of society referred to by psychologists as "need achievers." According to McClelland "most people in this world psychologically, can be divided into two broad groups. There is that minority which is challenged by opportunity and a willingness to work hard to achieve something and the majority which really does not care that much."²⁸ The challenge will be to utilize more effectively this special group of lay participants and possibly to increase its membership.

It can now be postulated that those people who have come to public meetings come on the basis of at least three different objectives.

First, those who do not make it a practice to participate at public forums but because of a genuine vested interest, in the outcome, feel obliged to attend to protect or enhance these interests.

Second, those "need achiever" types who participate more out of a personal philosophy of life. These persons are typically challenged by opportunity and are willing to do something personally to achieve it.²⁹

Third, those who seek social recognition, affiliation and sense of worth often seeking inner needs of affiliation or power.

²⁸McClelland, D. C., That Urge to Achieve, an article published in Kolb, D. A. et al., Organizational Psychology, Prentiss-Hall, Englewood Cliffs, N.J., 1971, p.123.

²⁹See page 21 for a more detailed definition of "need achievers."

The second type, the "need achiever", although not numerous, exists in sufficient quantity to be of value to the planning and political process. The challenge is not to go searching for this type of person, but rather to recognize such qualities and to give such persons sufficient satisfaction from participation to ensure continued contributions of personal energy. It is to be remembered that need achievers are habitually setting challenges for themselves as McClelland terms it, "tasks to make them stretch themselves a little."³⁰ But, they behave like this only if they can influence the outcome by performing the work themselves, a point worth remembering for organizers of "participation" processes.

Conclusions

Much has been made of the precarious state of our society and its vulnerability when it does not adapt to change. The ultimate goal is to design a society which will be a better problem identifier and solver. Such a society should also have the means constantly to adjust to changing conditions, human and physical.

The remedy to this state of affairs and the goal prescribed is to find ways of involving more persons in the management of the social system. These new inputs are to come not from having more elected officials or from increasing the size of the civil service but rather by utilizing the skills and mental energy of volunteers. These people, if a

³⁰McClelland, D. C., op. cit., p.123.

place is found for such volunteers and participants in the municipal management process, can inject into it a creative and constructive component often found lacking.

Few people will disagree with the contention of this chapter; the challenge is to discover a way to implement such changes. It will be emphasised that the key to effective public participation, of the variety hinted at in this chapter, is in the hands of urban management professionals, especially planners. To implement such change will mean an attitudinal change on the part of such societal leadership especially as it affects their own role and their attitude toward people. If the public participant is considered as a human resource rather than an object of public relations, then the "democratic" goals stressed earlier will be well on the way to fulfilment. A crucial social change can be anticipated if a major shift occurs in thinking concerning the public participant.

CHAPTER III

WHO SHALL PLAN?

Introduction

In Chapter 1 a plea was made for the utilization of "democratic" ideals in all human endeavours. Chapter 2 stressed the social value of participation by individuals in decisions that affect them. It was mentioned that the planner is in a unique position to bring about societal strengthening and renewal by utilizing new processes to include volunteer public participants in the planning process. In this Chapter the role and attitudes of planners will be further investigated with a view to considering how present practices are suited to meet such social and human challenges.

It is a feature of the times that public participation is considered desirable. What it is, and what good it does, are very prominent questions posed by those involved in making public participation a reality.¹ Planners and government officials do have certain definitions and attitudes towards public participation that need to be studied. Two models will help in focusing and defining the present role of the public official in the participation process. The Human

¹Already mentioned have been the arenas and purposes for such involvement with the public--See Chapter 2.

Relations Model as described below, represents the present state of public participation in government; alternately, the Human Resources Model represents a relationship suited to the participation goals outlined in Chapter 1.

The two participation models that will be presented now offer in a sense two opposing ends of a continuum; the one end, the Resources Model, represents the ideal to which "democracy" in North America subscribes; the other end, the Relations Model, represents the reality of public involvement in the processes of society and democracy. In Chapter 5 a parallel offering of models of citizen participation has been arranged in a step like ladder with each rung corresponding to the extent of citizen power in determining the plan or programme. Accordingly, the Human Relations Model is seen to be a counterpart of the Information Model and the Human Resources Model corresponds to the Partnership Model.

The Human Relations Model²

This model is a direct result of today's tendency to challenge the classical autocratic philosophy of management; it explains why elected representatives, civic administrators, and planners have for a long time recognized the need to involve concerned or interested people in public deliberations and in the preparation of plans of policies. Here then, participation by the public is designed, above all,

²Miles, R. E. Human Relations or Human Resources an article in Koll, D. A. et al., Organizational Psychology, Prentice Hall, Englewood Cliffs, N. J., 1971, pp.229-240.

to improve the satisfaction and morale of those directly affected by the actions of officials. The ultimate goal is the building of a satisfied, cooperative, and compliant citizenry. (see Fig. 1)

Certainly, implicit in the Human Relations Model is the thought that it might be easier and more efficient if officials could make each decision without following the time-consuming, inefficient public participation route. Also to be noted is the fact that there are two parts to any decision:

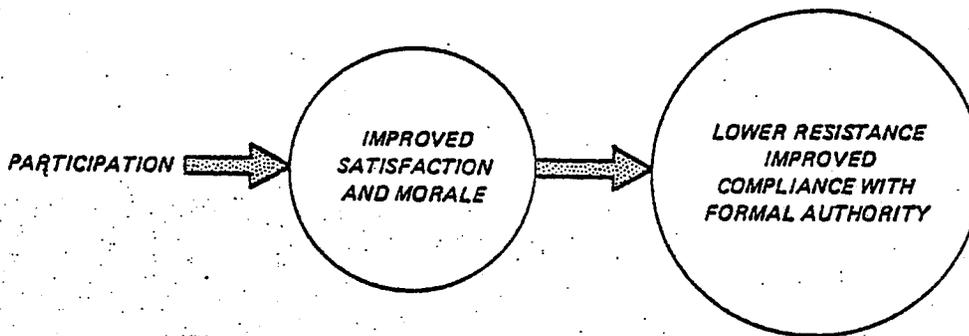
(1) The making of the decision.

and (2) The implementing of the decision.

In which part should participants be active? Public participation in stage (1) is, to most officials, a waste of time but can facilitate the implementation of the decision, stage (2). Where resistance to the decision can be disposed of, time and energy invested in participation at stage (1) theoretically is compensated for in stage (2).

Another explanation for the existence of the Human Relations Model, although more hypothetical than supported by scientific evidence, is the subscription by officials to a tradition of participatory democracy. The evidence of numerous Legislative Acts in city charters and in the by-laws of urban units indicates that there are provisions for public input of varied quality and quantity at specific stages of decision processes.

Fig. 1. The Human Relations Model



The Human Relations Model thus describes present applications of public participation. It reflects the fact that it is seldom contemplated that participation may be intrinsically useful. The important goal appears to be to attain a cooperation and compliance with authority from the public for whom the policy or plan is prepared. Most often public participation provides the chance for those affected by decisions already formulated to appeal decisions that affect them.

The Human Resources Model³

Chapter two proposed that the public participant be considered as a human resource, a goal aspired to and reflected in this model. This is the participation model to which this thesis is dedicated. The Human Resources Model as a basic assumption considers the values and abilities of people as

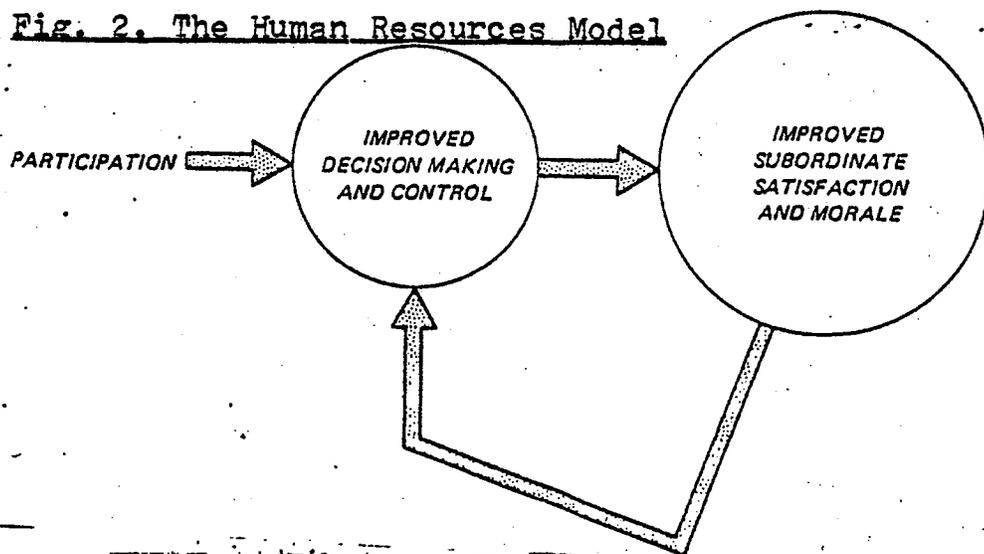
³The Human Resources Model is emerging from the writings of McGregor, Likert, Haine and others.

"reservoirs of untapped resources."⁴ Human resources are defined as not only physical but creative and intellectual energies and skills of individuals.

Given the direction that this model offers, the job of a planner or of a municipal official can no longer rest in such tasks as divulging information, receiving feedback, and giving direction. The primary revised task for such officials is that of creating an environment in which the total resources of participants and officials can be focussed on specific challenges, problems and goals; this environment generates consensus strategies according to the perceived needs of this expanded group.

A second key feature of the Human Resources Model is its focus on the purpose and goals of participation. Accordingly, the purpose of public participation becomes one of improving decision making and total performance efficiency in any institution.

Fig. 2. The Human Resources Model



⁴Miles, D. E., op. cit., p.230.

In the Human Relations Model, the causal relationship between citizen satisfaction and morale becomes a by-product. In this model improvements result directly from creative contributions which are made by participants. Thus rejected is the contention in the Human Relations Model that improved satisfaction and morale of those affected by plans and policy is a necessary or sufficient cause for participation.

In the preceding paragraphs, it has been advocated that city planners and municipal officials adjust their daily tasks to the Human Resources Model. If this is a viable alternative to the Human Relations Model, why has it not been adopted as widely? The answer is complex and lies not only in the personal psychology of those in official positions but also in the present definition of their role and function in society.

Planners, whether with private firms or as is usually the case with government, have power, use it, and protect it. Each day they go to extraordinary lengths to get a job done and in the process rightfully enhance their professional position. Most planners are products of long years in a competitive academic environment, a conditioning that is carried into their jobs as a process of improving one's position by doing the job better than one's peers.⁵ It is not difficult to see why the Human Resources Model is so

⁵Cooperation or sharing of ideas are not cultivated by our education system at any level. It can be understood then, why such an attitude prevails in other working relationships.

difficult to match to planning as presently practiced. Adoption of the attitudes indicated by the Human Resources Model will mean a thorough reorganization of the planner's personal objectives, his concepts of cooperation, and his concepts of self worth.

The author will however persist in the "force-fit" between planning as a profession and the Human Resources Model. There are several reasons for this persistence.

1. It is the one model felt appropriate to deal with the social problems outlined in Chapter One.
2. It is a way of lifting planning into a unique and improved position in society.
3. It is a way of achieving more creative, innovative and significant planning results.

Defining the Task of the City Planner

The author submits that planners perform a societal guidance task. Since the urban place is in a constant dynamic state planners face a variety of tasks and clients. It is the professional planner who can do much to ensure that the city continues to function adequately into the future in the face of change.

The task generally involves the allocation of finite resources, in essence "adding to existing facilities and making a series of adaptive changes in those conditions that affect the degree of efficiency in city life."⁶ Can such

⁶Friedmann, J. Retracking America, Anchor Press, N.Y., 1973, p.51.

actions be made without attempting to deal with the human values that form the base of all organized activity?

Today, it is increasingly apparent that planners are also faced with larger scale problems where they are asked to develop strategies for major changes in the performance of whole cities and regions. Such qualitative changes on this scale can involve preparing strategies to handle an emergency fuel shortage, developing a public housing program, or achieving greater health standards. All of these bear on the beliefs and values of whole populations.

Each type of planning task regardless of its scope increasingly demands that planners think of altogether different ways of guiding development. The need is to "innovate on a substantial scale in order to cope."⁷ This is a conclusion brought about by the shortcomings of standard planning solutions, the growing vociferous concern of those affected by plans, the critical natural resource shortages, and the dynamics of public attitudes, values and morals altered by the greatly accelerated rate of change in society.

It is often difficult to distinguish planning actions aimed at maintaining systems from those designed to change them.⁸ Two forms of planning have evolved, one addressing

⁷Ibid., p.52.

⁸Friedmann, who has studied planners and planning institutions, offers a useful approach to such understanding of the motivation and behaviour of this special group. - He suggests that such studies should be two-fold considering first the forms of planning, i.e. the ways in which scientific and technical knowledge is related to organizational actions that help

itself primarily to maintenance, the other to change. Friedmann calls one allocative planning and the other innovative planning. The following section describes some features common to allocative planning. Recommendations in subsequent chapters will be made in the context of this general description. The final section is designed to foster the growth of "innovative planning." Both types of planning are important, and it is not implied that they cannot co-exist. By focusing on allocative planning, a cross section of the challenges of democratizing the planning process can be identified.

Allocative Planning and the Public

Allocative planning, then, involves the "distribution of limited resources among a number of competing users."⁹ Friedman points to some distinctive behavioral characteristics of planners in this model. His findings can lead us to develop a public participation strategy.

First, allocative planning must be COMPREHENSIVE, that is, it must recognize:

- (a) all explicitly stated objectives;
- (b) major alternative uses for the resources available;
- (c) projected external conditions that may modify the setting of intermediate targets.¹⁰

⁸(Concluded)

- (a) maintain a given system in a state of equilibrium
- (b) induce major changes in its performance.

Secondly, Friedmann refers to the styles of planning exploring what social, technological and environmental factors influence the process of planning.

⁹Friedmann, J., op. cit., p.53.

¹⁰Ibid., p.53.

According to Friedmann, this recognition of the need for comprehensiveness has led planners to the notion of a general or public interest. For a long time planners have recognized that elected leaders are an insufficient base for determining the general or public interest and so they have devised techniques to identify and order the relevant values, alternatives and objectives of the society they serve.

Planners operate according to a consensus model that is achieved by sampling the collective mind of the public by utilizing various quantitative techniques. Their resultant actions in theory reflect a consensus from several special evaluative processes.

But who is fooling whom? Planners, based on present practices usually communicate only with a select and too often biased sample of the population. "Special interests predominate, and where the planner's values threaten powerful and self-regarding groups, the latter are generally capable of frustrating the intentions of the plan. Since planners are not so naive as to believe that their own preferences can prevail over those who experience effective power in society they will be careful to couch their version of the public interest in terms that are acceptable to the powerful. Allocative planning serves primarily the interests of those who are already strong."¹¹ The goal of comprehensiveness is well intentioned but present practices hardly lead to its achievement.

¹¹Friedmann, J., op. cit., p.54.

Public participation has an interesting impact on another aspect of allocative planning--the criterion of optimal choice, which includes system wide balances and the tangible qualities of Quantitative Analysis. Innovative practices will only grudgingly replace or complement these features. Anything that is likely to unbalance well laid out projections will be given short shrift by planners. Quantitative models, although valuable, also tend to divert the practitioner from the need to formulate plans in terms of the real world; in terms of the human component. Participation and quantitative models under present practices are incompatible. The need is to enrich the exchange in what is now almost one-sided communications.

Finally, allocative planning, says Friedmann, is also an attempt to make decisions FUNCTIONALLY RATIONAL. Many planners claim that their work is independent of all values, including their own; it is based, in their opinion, on rational and scientific analysis. Is planning a morally neutral science? Should it be? Planners do not claim to know the better directions for society but prefer to generate alternatives based on reason, leaving the direction setting up to the elected officials for whom they work. Those elected officials who utilize this type of communication and act on it apply their intuitive value judgements, but how do they alone know the consequences of their choice? The process of analysing a social system is itself a value judgement for, in designing the analysis process, the planner must make a conscious selection of such aspects as categories, quality and methods of

sampling, and wording of questions. To undertake to plan is a value judgement in itself. If planners wish to be functionally rational in their work, they will only be able to achieve this through the process of helping others participate in evaluating and planning.¹² The process of communicating to others the features and background information of a plan must be recognized as a necessarily value-laden exercise. Natural emphasis, quality of presentation, generalizations, omissions, all lead to a bias that is itself a value statement by the planner. No wonder, then, that most "impact statements" because of this fear of asserting values turn out either to be meaningless or conversely to be unsupportive of public interests.

But is it human to be so scientific, so rational, so objective in planning? This claim to objectivity is now causing some major moral difficulties in the scientific community.¹³ Planners cannot escape similar moral dilemmas. Today, when more and more resources are known to be finite, their allocation needs careful planning. How should the functionally rational planner react to those who wish to divide resources unevenly? The planner can advocate a fair division and prudent use of a resource only to have such plans sit on shelves collecting dust. Thus the plan must fit the criteria of those who will implement it.

¹²By the application of the Human Resources Model of public participation.

¹³In the work performed for military purposes for example but also in the conflicting scientific assessments of new pharmaceuticals.

It has been pointed out that there is a need in the process of planning to constantly reassess social values and to redetermine wants of individuals in the context of today's realities. Planners have the skills to be comprehensive and to be future oriented; they should then seek a greater credibility with the public in order to influence social values and norms. The public would, however, be poorly served if planners were to devote their energies to the advocacy of particular sets of values or norms. Consider the analogy as it applies to the practice of teaching (see Chapter 4). It would be incorrect for a teacher to indoctrinate students in one of several political doctrines; the teacher's job is to develop in others stronger personal perceptions to allow for healthy growth toward the capacity of making an individual choice. The planner by analogy can adopt a similar posture and perform a strengthening creative function within society. This can be achieved by applying the attitudes implicit in the Human Resources Model.

Planning is Politics

When a professional has established a particular public image, usually with the help of peers and colleagues, it is a very difficult thing to change his role from that point on regardless of how strong counter arguments may be. The public is also convinced of a certain image based on the interpretation of the symbol of the title "planner". Barr provides a general meaning for the term planner "as the master planner or artist who intuitively and knowledgeably prepares the best

plans for a community's future. These plans enlighten, inspire, and stimulate a society of humans to sacrifice present gains for a better still imaginary future.¹⁴

The problem has already been hinted at; it revolves around the fact that upon contact, people influence other people; this is an axiom of life. How this influence is achieved and the value of this influence can be largely determined by the attitudes of all involved.

Most planners are rightfully proud of their impartiality and their lack of subscription to political values. Does this mean that this group does not influence attitudes and values of those affected by their plans? In their position planners have power and influence and they do use it. But, "politics is.....concerned with relationships of control or of influence."¹⁵ Stated in another way "politics deals with human relationships of superordination and subordination, of dominance and submission, of the governors and the governed."¹⁶ The conclusion is that all those exercising power must be politicians. To have power and to be a politician are not part of the planner's usual self image. It will be argued in this next section that there is a need for a fresh perspective by planners,

(1) on "leadership" and "power"

(2) on the relationship of planners to the governmental institutions they serve.

¹⁴Barr, D. A., The Professional Urban Planner, J.A.I.P., May 1972, p.155.

¹⁵Key, V. O. Jr., Politics, Parties and Pressure Groups, 2nd ed., New York; Thomas Y. Crowell Co., 1948, p.3.

¹⁶Ibid.

Planning and Power

It is necessary to add a further postulate to those submitted earlier. Society constantly needs leadership and is often inadequately served in this area. There is a dilemma in this stated need. Is it really ethical to change people's values, wants and personalities? If a person is successful in this endeavour he may think that he is convincing people to change for the better but may in fact, be accused of manipulating people.

Is a planner then destined for a lukewarm unimpeachable type of leadership role, or should he simply carry out the technical details of the values, priorities, and policies set out by those for whom he works (usually government elected officials).

Even a brief hint to a planner that he is power-hungry or manipulative is enough to turn most to the detached scientific "consulting expert" role. This otherwise defined, means, absolute lack of intervention, absolute non-exercise of power; directly in social or human affairs, the planner simply observes the interventions of others, reports, advises, and analyses but never takes a stand which would label him as responsible.

McClelland adds to this question of leadership and his observation is of particular relevance to newcomers to the planning profession. Young people avoid leadership roles not so much because of their educational and professional training but "because in our society in our time and perhaps in all

societies at all times, the exercise of power is often viewed very negatively. People are suspicious of a man who wants power. He is suspicious of himself. He does not want to be in a position where he might be thought to be seeking power and influence in order to exploit others."¹⁷

Everyday planners officiate at the exercise of someone's power over somebody else. How should they conduct themselves if they see evidence of manipulation? The standard rationale has been stated by McClelland above. This thesis claims that planners should cultivate their potential as community leaders and regard positively the power that their function in society affords them.

There are several guidelines offered by McClelland that can ensure that the social concerns about power will be satisfied. They are described in the concluding sections of this chapter.

The Ideal Leadership Role for Planners

There is a definite need for communities, neighbourhoods, or other sub-sets of society to formulate, conceive, and articulate goals. These goals should be formulated on realistic appraisals and analyses of known parameters. It is evident that at present this goal formulating process:

- is rarely undertaken

¹⁷McClelland, D. C., The Two Faces of Power, an article in Kolb, D. A. et al., Organizational Psychology. Prentiss Hall, Englewood Cliffs, N. J., 1971, p.144.

- is left in the hands of certain interest groups where the most coercive determines social priorities
- is sometimes delegated to planners and other non-elected officials for the task of formulating suggestions
- is more often a task handled intuitively on a reactive basis by elected or appointed officials.

It is a process that is less than adequate to cope with present and future needs of society. It is a need that is tailor-made to the planner's qualifications. The one crucial change that is needed is for planners to adopt a more productive leadership role.

The kind of leadership that is needed to make goal formulation in society is best described first for what it should not be; it should not force submission and make people feel like pawns; it cannot transcend a feeling of do as I say because I am strong and know best; nor, "you are children with no wills of your own and must follow me because I know better."¹⁸

The Difficulties of Effective Leadership

It is a feature of North American Society, which may well exist elsewhere, that the more effective a leader is the more personal power is given and attributed to that person.

¹⁸As McClelland describes Negative power and leadership it is manifested or characterized by the dominance submission mode. If I win, you lose. (Otherwise called zero sum.)

This problem applies to leadership regardless of the way it functions, how it came about, or its style. When people observe that a change in behaviour has occurred in a group, one of the easiest conclusions to reach concerns the identification of those "responsible for the change." The public at large interprets this in one way only as a manipulation of the application of primitive power, or the "negative" version of leadership referred to above. The other definition of leadership is not in our social taxonomy and is only now being brought to light by organizational psychologists like McClelland and the Gestalt school.¹⁹

In the application of "positive" leadership, there are many personal difficulties. As is to be expected there is a constant balancing act on a very thin line between personal dominance and the McClelland type of socialized leadership. In a group situation someone needs to take the initiative. It is extremely difficult for the leader or resource person to avoid taking the initiative when helping a group identify its goals. How much initiative can the leader inject into this value-laden task? The dilemma is obvious; if no one takes the initiative, then the group is leaderless and cannot function; if too much initiative is taken, then the goals are owned by the leader not the group. This last point leads to serious criticism that the "leader is making the decisions."

¹⁹In particular, Rogers, Lewin, and Maslow.

In general then, such negative leadership characteristics cannot result in effective leadership for the simple reason that a person "whose power drive is fixated at this level tends to treat other people as pawns rather than origins."²⁰ People who feel they are manipulated lapse into states of apathy, passivity and submission.

Leaders need to adopt a key safeguard; it is of an attitudinal nature and has been hinted at above. Very simply, leaders must accept and manifest the knowledge that their role is not to dominate people and treat them like pawns; the task (and it is a heavy one) is to give strength to others, to give them confidence and knowledge and anything else to make them feel that they actually are origins.²¹

This thesis demands that planners assume a positive leadership role. In the process it should

- strengthen and uplift, and make people feel like origins not pawns; practice a way of thinking that will help a group clarify its goals; it should create confidence in group members to reach "their" goals.

The leader then ideally is a motivator and facilitator rather than the doer for the group.

²⁰McClelland, D. C., op. cit., p.150.

²¹On this special note, in a democracy a leader is by definition a leader at the request of the group. To regard the position as permanent is anathema to such a system. The group should be able to throw out the leader if they feel no longer properly represented or the formulated goals not adequate.

Conclusions

This chapter has focused on the contention that the role of the city planner needs change and enrichment. The concern so far has been to change current attitudes toward public participation by officials especially in recognizing the value of the Human Resources Model in this context. Urban planning, as it is now, was equated in form to Friedmann's definition of allocative planning. What is being postulated here, however, accepts the need for a variety of interpretations of city planning whether based on comprehensive, advocate, regional, district, social, physical and any other form. All forms of planning have their place based on the situation at hand and should be chosen carefully to do the job well. However, regardless of the form of planning selected for a particular task, the ground rules need frequent revision in terms of processes used and who is included in the task.

The changes that are needed are more in the nature of process changes than in further application of technology. A plea has been made for planners to devote and invest more energy to a positive leadership role. The message from organizational research is clear; attitudes of "adults can be changed often with a relatively short exposure to specialized techniques of psychological education."²² It will hopefully and convincingly be shown that such a leadership

²²McClelland, D. C., op. cit., p.153.

task if properly handled is not manipulative; rather, psychological education offers society a method of changing views and self-conceptions on the part of the large numbers of individuals who learn to cope. Such individuals collectively can form a better social system.

The final word will be McClelland's. "Effective leaders are educators: they lead people by helping them set goals for a group, communicating these goals widely throughout the group, taking initiative in formulating means of achieving the goals, and finally inspiring the members of the group to feel strong enough to work hard for these goals. Such an image of the exercise of power and influence in a leadership role should not discomfort anyone and should convince more people that power exercised this way is not dangerous but of the greatest possible use to society."²³

²³McClelland, op. cit., p.153.

CHAPTER IV

THE PLANNER AS TEACHER

Introduction

In the preceding chapter city planners and the machine of urban government were urged to adopt new models to achieve necessary adjustments to meet today's societal needs. These recommendations do have a precedent and thus come supported on the basis of current testing and evaluation in another institutional framework. The institution referred to is the professional field of education.

Not long ago¹ education faced a special crisis. To put it simply, the machinery of teaching could not feed knowledge into its students as fast as knowledge was growing. After many attempts to lay the blame on the learner or the inadequacies of teachers and techniques, the challenge and problem was recognized for what it was. Instead of encouraging students to be bigger and better storehouses of data, why not, some one said, recognize that data is stored in easily retrievable forms in books and data banks, and rather let us concentrate on having students learn to process information. Needless to say, this, almost fifteen years later, is still causing discomfort in the teaching profession. Take another example.

¹Some people use the bench mark of the launching of the first Sputnik.

Until recently it was the accepted norm to regard the task of "teaching" as a glorified feeding operation. Today a significant change in practice has taken place, for "teaching" as an activity has been replaced by a process best described as student learning and growing in an environment prepared by the teacher.² Changes such as this involving change in self concept by the professional, are positive and will have massive social impact in time.

All of this is mentioned because teachers as a professional group, faced with problems in the system in which they operate, invested energy into the system, not always joyously, made internal changes to deal with the problem and so are achieving positive results.³

Planners as a profession are facing similar needs to adapt to a changing social system. If they wish their social usefulness, the justification for the profession, to survive, planners will have to rise to the occasion and adapt innovatively too.

The Parallel Between Teachers and Planners

It was concluded in Chapter 3 that effective leaders are educators. The converse is also true: effective educators are leaders. Teachers motivate students by helping individuals and groups set goals, by communicating these

² Optimally with the help of students.

³ Many will challenge this view, however, it is a series of changes perceived by the author.

goals throughout the group, by taking initiative in inspiring the group to design means of achieving the goals and finally by inspiring the group and individuals to feel confident enough to work and achieve the goals. Planners have many calls to achieve similar tasks, especially with community and neighbourhood groups. It has been stated in Chapter 3 that such a leadership role for planners is difficult to achieve under current professional attitudes.

Teachers are beginning to cope with change and societal needs by recognizing that they cannot achieve their task by systemic changes alone; rather, it is becoming recognized that process changes are also crucial to any systemic problem and solution. This concept has been hinted at several times in the preceding three chapters.

Dealing with human material, teachers have also discovered that innovative changes, regardless of form, intent, or style, cannot be effective until those involved are themselves committed to them. To add to this, in today's classrooms there is evidence of the successful application of the Human Resources Model in a Social⁴ context.⁵ Necessarily, the commitment is two sided; teachers and students, each

⁴Rather than business-management context from which the Human Resources Model originated.

⁵For example, in Manitoba school curricula have been decentralized where they now are the responsibility of individual schools and teachers; who in turn often involve students in the execution and design of learning experiences. A casual comparison of the power relationship between teacher and student over the past five years will show a clear shift to a fast disappearing authoritarian teacher role.

must identify with the innovation. To have no commitment to the innovation at the grassroots level and to have such commitment only at the administrative and managerial level dooms such potential change to failure.

Planners, like teachers, have an obligation to innovate, initiate, and lead. This does not imply any of the dark things mentioned about leadership in Chapter 3; rather the two professions are faced with the same task of designing innovative ways of helping people set goals and achieve them for the betterment of their society.

Both groups, leaders and planners, also need to plan and execute communication sessions that are learning experiences for the participants rather than poorly managed information sessions. This improved process will be referred to again in the section in this chapter entitled "The Process Is the Message."

Finally, in this quick comparison of the two professions, are included some observations about teachers written for teachers. The parallel with planning as a profession is evident.

Teachers and planners as professionals function in a bureaucracy; this system structures and impersonalises relationships in that it is apparent that:

- dysfunction⁶ is evident

⁶Behaviors which are contrary to the guidelines for group member behaviour are neither good nor bad in themselves but may be dysfunctional to the growth of group members. "Guidelines for Group Member Behaviour". Pfeiffer, J. W., The 1972 Annual Handbook For Group Facilitators, University Associates, La Jolla, Calif.

- trained professionals are isolated
- undue emphasis is placed on procedural matters
- there is always a strong resistance to change
- there is a distortion of teacher-pupil relationships (i.e. treating pupils in a formal and impersonal manner)
- legalistic attitudes to the performance of duties is widespread
- avoidance of responsibilities is caused.⁷

Planners As Teachers

At this point the reader must be asking, what is there in the functioning of a planner that should involve others in their mutual learning experience? Some of the settings and thematic areas will be given as case studies in Section 2 (Chapter 5). There are however, many points of contact between groups of citizens and planners such as neighbourhood or town hall meetings, situations where area surveys are made, as well as the occasional opportunity to speak to groups about the planning profession. It will be shown later that such contact with the public needs to be enriched where it exists and created where it does not. The case has already been made that in planning participation improves the decision making process and builds a better perception of the values involved.

Many educators today subscribe to the notion that schools serve as the principal medium for developing in young people the attitudes and skills of social, political, and

⁷Harbeck, R. J., et al., Survival Kit, Manitoba Teachers Society, 1975, p.3.

cultural criticism.⁸ It is not enough to leave this task to one particular phase of life or to teachers at the school level. There is equal evidence to show that this type of learning needs to continue after the formal school phase is over,⁹ for this is the only way of coping with change of the proportions and complexity encountered today.¹⁰ Planners need to "teach" and communicate their knowledge, concerns, and ideas, about existing and planned environments. They are in a unique teacher-leader position to make people weigh and experience important considerations, consequences, and values. All this is aimed at nurturing a viable and balanced public debate much like that which takes place in the courtroom where all sides of a dispute have their advocate who is prepared to the best of his training to argue for his side. Who could be the jury? Why not the peoples representatives, the elected officials?

Developing Attitudes Toward Learning

Teachers teach, instruct, or communicate because of the hope that through this effort the people involved will somehow be different at the end of the process. Learning

⁸Note not through a process of indoctrination but rather by developing critical perceptual skills.

⁹Especially evident is the need for job socialization.

¹⁰Others will claim that the media, in all its forms, takes care of such learning needs. Such a claim is difficult to accept for what has been achieved by the media is hardly adequate to cope with the problems outlined so far. People are in fact, being trained to be unthinking consumers.

experiences are designed with the intent that those who participate will then have grown in knowledge, in attitudes, in beliefs, in self, and in skills. Bruner puts it well, "the first object of any act of learning....is that it should serve us in the future."¹¹ Chapter 3 has made the case that Planners should teach, instruct, and communicate with similar goals.

It is of interest to note Mager's contention¹² that one of the most frequent goals of learning is that the influence of such an educational experience will extend beyond the period of the learning experience.

The Process Is the Message

Many educators advance a very supportable postulate that "the most important impressions made on a human nervous system come from the character and structure of the environment within which the nervous system functions: that the environment itself conveys the critical and dominant message by controlling the perceptions and attitudes of those who participate in it."¹³

McLuhan argues that such technological extensions of man as a xerox machine, a newspaper, or a television set, can usefully be defined as such an impressionable environment. He additionally argues that it is not what these media contain but how they transmit or impart their message that is

¹¹Bruner, J. S., The Process of Education, Cambridge, Mass.: Harvard Univ. Press, p.17.

¹²Mager, R. F., Developing Attitudes Toward Learning Fearon, Belmont, Calif., 1968, p.9.

¹³Postman, N. and Weingartner, C., Teaching As A Subversive Activity, Delacorte Press, N.Y., 1969, p.17.

important. "For the 'message' of any mediums or technology is the change of scale or pace or pattern that it introduces into human affairs."¹⁴

Planners need to assess carefully their role under the above hypothesis. It is obvious that planners and their clients meet under rather important environmental constraints. For example, the planner can count on some preconceived notions of his talents on the part of the client. More importantly, the arguments of the planner will often be visually or statistically supported, providing a much stronger and coercive argument than the one the clients or public participants can muster. This last point leads to the question, what is at stake for either side in winning the argument?

To paraphrase Postman, who writes about the classroom, consider as a primary case in point that the municipal meeting (at different scales) comprises two components: content and method. The content may be trivial or important, but it is the substance of what everybody is there to get and to have upon leaving. The method may be imaginative (rarely) or dull (often) but is never regarded more than as a means of conveying the content; yet it is the method that remains in the memory of the participants.

This latter point identifies a planning problem, for in the process of public meetings for planning and legislative purposes some very important things happen as learning

¹⁴ McLuhan, M., Understanding Media, Signet, Toronto, 1964, p.24.

experiences for the people in attendance. The learning experience results from the process of the meeting, not the cognitive content conveyed.

Insufficient care or attention is given to the impact on the participant of the method used to conduct a public meeting. Accepted practices are the models followed more for expediency than because they achieve the desired intents of the meeting. Rules of parliamentary procedure and formality are felt necessary for such reasons as

- controlling the group
- getting something done
- following set constitutional procedure
- achieving democracy
- lack of skill in utilizing other procedures; for after all, what other ways are there to hold a meeting?

Thus the rules and process of the meeting place are too often such that one group (usually including the planner) dominates or is distant from the other. The organizers know the rules; the participants are vulnerable to manipulation and control.

For too long then, planners have avoided the fact that the meetings in which they participate are the medium and thus the message. Additionally, to regard the content of the meeting and the process as two distinct things is fallacious and counter productive. The critical content of any learning experience is the method or process through which the learning occurs.¹⁵

¹⁵Postman, N. and Weingartner, C., op. cit., p.19.

Thus it is not what a planner, official or organizer of a meeting says to people that counts; rather the key is what he has them do and does in their presence; be it:

- selecting alternative solutions to a problem for them or with them;
- discussing a problem for analysis and definition;
- passing around a questionnaire;
- analyzing a proposed plan;
- presenting a course of action;
- letting the meeting get out of hand.

The recipient of this type of communication is affected only slightly by the content of the messages; but is much more affected by what has to be done on receiving them. The question needs to be asked whether public participants in planning meetings can remain as passive recipients of instruction, information, and decisions made by others or, conversely, left without any input, advice, or guidance and then be asked, "What is your problem; what do you want?"

It has been mentioned previously that citizens are increasingly disillusioned with the institution of urban government and with such official groups as city planners. They become disillusioned because of the messages they receive from such process difficulties described above. The messages come back from officials logically supporting everything from demolition of homes for road straightening or urban renewal to massive expenditures of public monies to support a shopping center development. But people do not find that life fits into such neat logical unfeeling packages. In place of

thinking about these urban events they retreat into feeling situations be they culture, consumerism, drugs, or in some cases physical attacks on the system.¹⁶

The task thus appears to be one of giving people vents for their feelings in constructive form so that they may grow and learn. Unless the process of communicating with the people for whom plans are made is changed, these people will withdraw further (as many already have) and even go into severe cases of "Future Shock" which occurs when the world one was educated to believe in no longer exists. In this context Carl Rogers observes that anything which can be taught to another is relatively inconsequential; that is, it will have little significant influence on ultimate behaviors. "The only kind of learning which significantly influences behavior is self-discovered or self-appropriated learning - truth that has been personally appropriated and assimilated in experience."¹⁷

Recognizing the Value of Current Educational Practices

At this point a more practical note needs to be sounded. The case has been made for a parallelism or similarity between the objectives, goals and operational environments of teaching and planning. First the nature of the planning process must

¹⁶The controversial RCMP report on radical native groups contemplating use of physical power is a case in point released in the fall of 1975.

¹⁷Rogers, C., "Personal Thoughts on Teaching and Learning" Improving College and University Teaching, Vol. 6, No. 1, (Cornwallis: Graduate School of Oregon State College, Winter 1958), pp.4-5.

be identified with a view to revealing the need for learning strategies. No planning process can be claimed to be exactly the same; however, the model presented by Barker will serve to illustrate the intended purposes. The process of planning he outlines involves the following steps:

- (a) collecting data
- (b) stating a problem
- (c) stating goals or objectives in solving the problem(s)
- (d) collecting data on the limitations of the problem(s)
- (e) research on problem(s) requirements
- (f) postulating a solution and testing it against the goals and prevailing limitations 18

This is a process that can be conducted entirely by the planner and very often is. In the same way teachers can in fact conduct a class and avoid involving their students in any way other than as passive recipients. Each step, however, could involve the collective talents of a group functioning under the resource leadership of a planner. Additionally; the formal acceptance of the plan, usually in the form of a by-law; and its implementation, could also involve the same participation forms. A second planning process as in Fig. 3 conducted by City Planning Students¹⁹ also shows

¹⁸Barker, E. The Role of the Professional in Dealing With Residents, in Axworthy, L. et al.; The Citizen and Neighbourhood Renewal; Winnipeg, Manitoba, Institute of Urban Studies, University of Winnipeg, 1972.

¹⁹River-Osborne Study area, Department of City Planning, University of Manitoba, published by the Manitoba Department of Urban Affairs, Province of Manitoba, August, 1973.

numerous points at which input from "clients" is possible. Careful analysis of these processes will show that "public input" into the decision making and planning process broke down in various degrees because of several crucial human educational and procedural omissions.

All steps of planning processes such as the above, when they are analyzed for their Human Relations or Human Resources, require the inclusion of one or more of the following educational growth activities:

- (a) communications
- (b) problem sensing and idea generating for solutions
- (c) cognitive and affective growth
- (d) decision making or prioritizing, also valuing
- (e) evaluation and soliciting feedback

Recent innovations in education²⁰ have brought about the design of processes and group techniques that allow teachers and students to grow and handle their need to know about each of the above. The techniques are capable of transfer to the process of planning.

Improving Communications

It has already been mentioned that society must cope with an information and message explosion. This has brought about a solution that is increasingly accepted; it is referred

²⁰Initiated by a variety of other disciplines and professions too.

to as, holistic, gestalt, or systemic thought. Traditional language forms are insufficient for the task so far described. According to Duke, language in the past has performed basically one of two purposes: "it was either a pragmatic means for the common man to transmit to his neighbour the essential details of day to day life or it was a mode of communication among sophisticated elite used to maintain themselves in power."²¹

The need in planning as in most other aspects of modern life is to receive and transmit thoughts about today and tomorrow. As Duke concludes, "We now need to find a vehicle of communication which better permits us to comprehend the future and which permits more intelligent dialogue about complexity by larger percentages of mankind."²² One of the key words that is more and more frequently applied is "alternatives"; the problem is no longer one of facing the future but rather the facing of many futures one of which must be chosen. Planners are trained for this type of thinking; if others could practice this same form of thought and communications would their concepts be different, valuable? The techniques and processes now exist to involve others in this thinking.

New communications forms do exist that are capable of making the average layman contemplate the future as thoroughly²³ as a planner. This language and communication form is generally

²¹Duke, R. D., Gaming, Halsted, N. Y., 1974, p.10.

²²Duke, R. D., op. cit., p.10.

²³Not specifically according to the same criteria.

referred to as gaming or simulating. Caution should be taken not to associate this use of the terms "gaming" or "simulation" with the scientific definition which generally involves mathematical abstraction and modeling. In the last chapter some examples of such designed communication tools will be offered. As these techniques are today being used in educational situations in schools; the transferability to planning practices that involve public participants might indeed be successful

Problem Sensing and Idea Generating

Planning is a process that must involve the generation of solutions, alternatives and approaches to identified problems and goals. There are only two ways to go about this; by imitating the work of others, or by creating innovative strategies. As Jay puts it in referring to Management practices "You can change the way people have changed already or you can change in a new way. You can follow or you can lead."²⁴

Techniques have been developed for making the process of problem identification and the generation of solutions a thorough and satisfyingly complete operation. Traditional problem solving meetings have many shortcomings. Prince lists a series of comments made by people in such group situations. The parallel to public planning meetings seems clear.

- Our meetings are boring.
- My ideas are seldom heard.

²⁴Jay, A., Management and Machiavelli, Penguin, Harmondsworth, 1970, p.87.

- We spend half our time arguing about what the problem is.
- As a planner, I seem to find that this group depends on me for all the ideas. 25

Prince and Gordon have designed a technique and have used it widely; it is generally referred to as Synectics. It will be described in Chapter 8 as a highly effective and well-proven method of problem solving utilizing the collective mind energies of a group.

Synectics and other innovative problem tackling techniques rely heavily on the generalization of fresh ideas to complement or supplement existing thinking systems. Technological thinking of the type that has dammed up Canada's rivers or has had fantastic success in moon-shots and medicine is effective and very successful. Is it the type of thinking that can be applied to human systems? Technological thinking involves "defined objectives achieved by experiment, mathematics, and measurement."²⁶ DeBono adds that "human affairs cannot be treated in the same way, because human values are not subject to mathematics and are also unstable. In technological thinking you move steadily ahead from idea to idea, but in thinking about human affairs you may have to step backwards and escape from ideas which are valid enough in their time but are now obstacles to progress."²⁷

²⁵Prince, G. M., The Practice of Creativity, Collier Book, N.Y., N.Y., 1970, p.13.

²⁶DeBono, E. PO: Beyond Yes and No, Penguin, 1972, p.14.

²⁷Ibid., p.14.

It might appear that new ways of generating ideas should be matched with technological thinking that is already well-tested; however an application of the "new" problem solving techniques promises success in the application of the Human Resources Model to Planning.

Cognitive and Affective Growth

This chapter has emphasised that learning can take place through public involvement in planning. Any person who undertakes to lead and work with a group is committed to achieving learning on the part of the group's members and himself. Brown points to an important reality in this situation; there is, he says, "no intellectual learning without some sort of feeling, and there are no feelings without the minds being somehow involved."²⁸ Recent developments in education are attempting to bring together two main components of learning. One component is called the cognitive pattern. Brown describes it as what an individual learns and the intellectual process of learning it. The other component is called the affective pattern and involves the learner's concerns. "The affective function of instruction pertains to the practical life, the emotions, the passions, the values, the dispositions, the motives, the moral and aesthetic sensibilities, the capacity for feeling, concerns, attachment or detachment, sympathy, empathy, and appreciation."^{29, 30}

²⁸Brown, G. I., Human Teaching for Human Learning, Viking, N.Y., 1971, p.4.

²⁹Harbeck, R. J., op. cit., p.32.

³⁰It is worth considering adding learning skills or techniques to this list.

As an example of how cognitive and affective dimensions can be related, the diagram in Fig. 3 demonstrates one way of analyzing a planning process as an educational experience.

Decision Making, Priorizing, Valuing³¹

Planning is a process where decision making, prioritizing and "valuing" are constantly applied to the task at hand. The result, if correctly handled, can be an innovative and creative solution. What are the chances of achieving this result when it is left up to one person to generate the ideas? If the task is left in the hands of a pool of experts the decision and end results are assured of a greater probability of success. But can we leave such matters in the hands of experts alone as we often do now? Is it not best that decision making--and this involves prioritizing and "valuing" in the process--be best done by a representative sample of those who will be affected by the decisions and by judicious representation of experts.

³¹The term "valuing" is consciously chosen because of its clear reference to the process of valuing not the content of people's values. Valuing, according to Raths, is composed of seven sub-processes:

Prizing one's beliefs and behaviours

1. prizing and cherishing
2. publicly affirming, where appropriate

Choosing one's beliefs and behaviours

3. choosing from alternatives
4. choosing after consideration of consequences
5. choosing freely

Acting on one's beliefs

6. acting
7. acting with a pattern, consistency and repetition

See Raths, L.; Harmin, M.; Simon, S.: Values and Teaching, Charles E. Merrill, 1966.

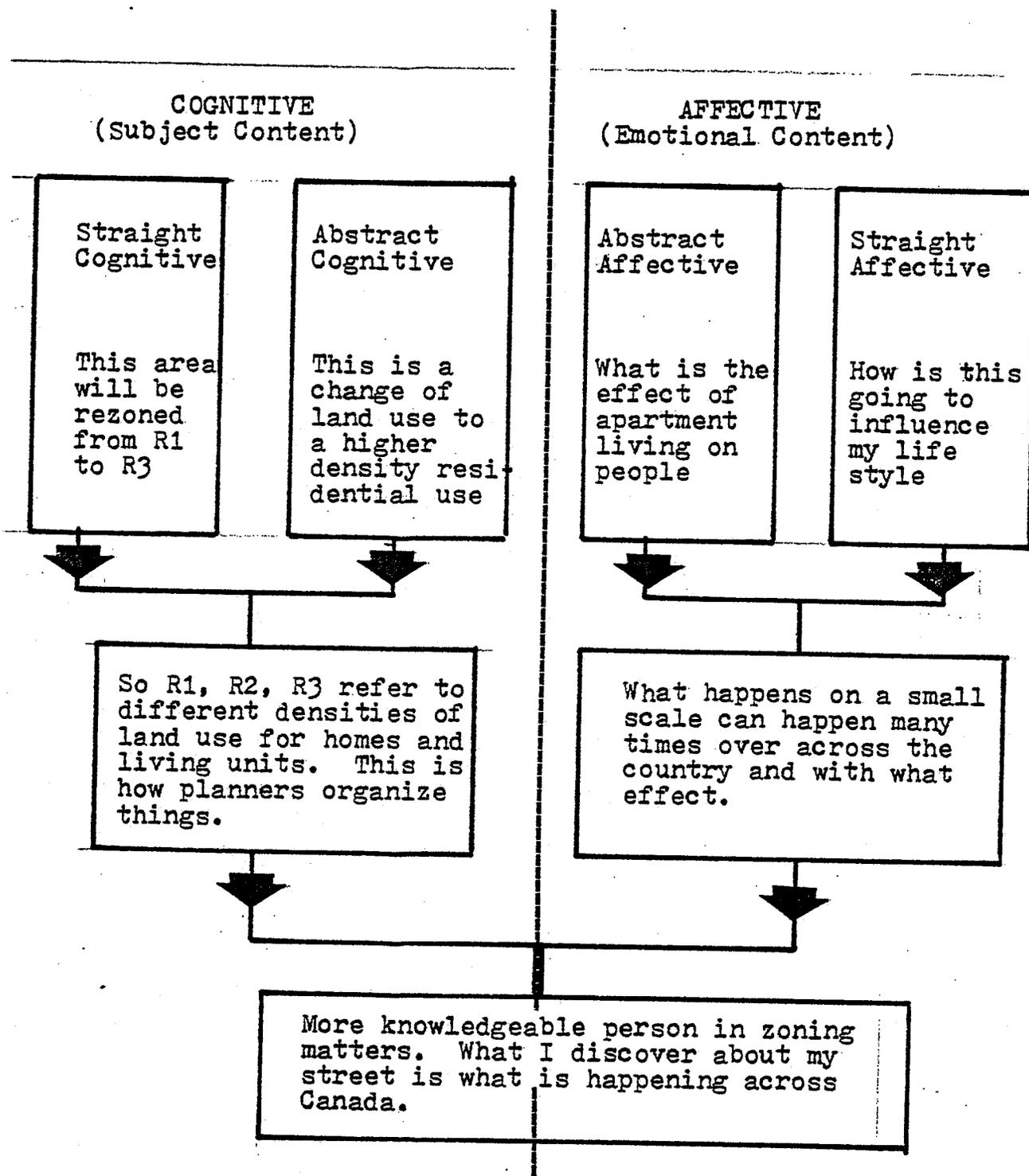


Fig. 3. The Planning Process As An Educational Experience

Models and processes exist to put together such a blend of people in order that they may negotiate, weigh, and prioritize any number of decisions. The technique is highly efficient in terms of time and human energy. In Chapter 8 these processes will be discussed.

Evaluation and Soliciting Feedback

After all of these parallels have been made between teaching and planning, especially in the setting of goals and ways of achieving them, it is important to know if the goals have actually been achieved and to determine how effective the whole process was. For each situation a new evaluation instrument needs to be designed. Numerous effective devices exist which can be adapted to specific evaluation tasks. Some of these will also be discussed in Chapter 8.

Conclusion

This chapter has implied that planners in their practice should adopt these techniques already in use in education that have already proven their worth in achieving the "democratic" ideals set forth earlier. This contention culminates the theoretical section of this thesis. In Section 2 there will be a discussion of planners and planning processes that are representative of the attitudes advocated in this Section 1. Several case studies will be supplemented by one special participatory experiment that constituted an attempt to achieve changes of a human resource nature by restructuring

a municipal government system.³² A consideration of this participatory model will be undertaken in Section 3 in terms of examples of strategies, tools, and techniques, designed to accomplish the participatory goals advocated in this Section 1.

³²Manitoba Statutes; The City of Winnipeg Act Bill No. 36.

SECTION 2
CASE STUDIES

Introduction to Section 2

Section 1 of this paper has made the case for urgent revitalization of our society. This is the ideal; can it be achieved in practical and human terms? The claim has been made that our social networks can be constantly revitalized by involving greater numbers of people and a greater variety of ways. All professionals are in a unique position to aid this process; in fact they are expected and trusted by society to act in this way. Vocations such as the ministry and teaching have been traditionally expected to guide the spirit and mind of society. It has been the intention of the preceding chapters to show that planners, a relatively new vocation, are in fact in a unique position to affect significantly the values, attitudes and dynamics of human systems.

But what are the consequences of adopting the changes expressed in the preceding chapters? A very basic conclusion can be offered. The adoption of the ideals thus far expressed will result in an enrichment of the process of decision making. Arnstein claims that such changes will redistribute power in society, for, as she points out, "citizen participation is a categorical term for citizen power."¹

Changes of the kind advocated in Section One could cause a reaction from government and private sector leadership.

¹Arnstein, S. R. "A Ladder of Citizen Participation," J.A.I.P. July 1969, p.216.

The challenge is to convince all affected parties that all can grow as a result of the adoption of the attitudes expressed in this thesis.

Planners would be among the first to be affected. It is hoped that as a profession planners would adapt and evolve skills to meet the new requirements they would encounter. But where should they stand? Is there a position somewhere between citizen control and government control or, as some put it, between anarchy and autocracy. Given a choice² most planners would opt for a position mid-way between these extremes. Present practices attempt to take this middle position.

However, there are conflict situations in so many aspects of the planners role. Lang refers to the fact that planners try "to serve far too many 'clients' (government, public at large, interest groups, his own value system and that of his peers) that can spread him thinly or tear him apart."³ Clark offers a view of the widening gap between the public's demand for an open system and the tendency to centralize and bureaucratize planning, see Fig. 4.

How are these paradoxes or dilemmas to be overcome? The solution which lies in the problem, is to utilize public

²In pursuing the analogy between teachers and planners in Chapter 4 it was not stated emphatically enough that planners just as teachers must constantly choose a position between anarchy and autocracy. If planners adopt the facilitator role as advocated by this thesis then they will find themselves naturally in a socially beneficial position between the two extremes.

³Lange, R. "Oh Canada, A National Urban Policy." Plan, Vol. 12, No. 1, 1972, p.29.

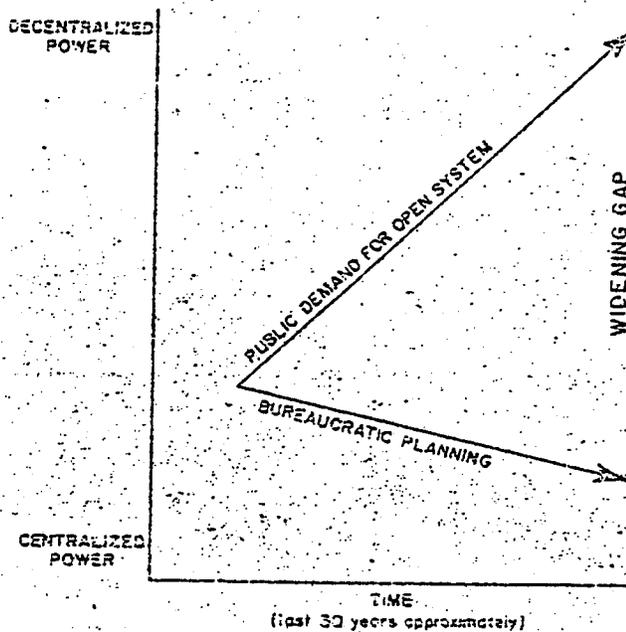


Fig. 4. The Paradox of City Planning⁴

energies and forces that impinge on the planning challenge being considered. The planning process chosen and the particular channels used, for those who have interest in the plan, is fundamental to this question. Preceding chapters have outlined roles and attitudes that lead to process and communication weaknesses and problems. The remaining chapters will offer an analysis of present practices in participation that may provide some solutions and direction.

⁴Clark, R., The Crisis in Canadian City Planning, City Magazine, Vol. 1, No. 8, Jan.-Feb. 1976, p.20.

CHAPTER V
CITIZEN PARTICIPATION IN THE PLANNING PROCESS
FOUR CASE STUDIES

Introduction

In this chapter four examples of public participation in planning will be presented as case studies. They, in their own specific ways, touch on elements of the changes aspired to by the rationale presented in Section 1. A presentation of these four planning case studies should show where the strategies and tools to be presented in Chapter 8 can be utilized. It will be submitted that it is not the basic models of planning process that are in need of change but rather that their individual components need enriching and validation.

Each planning task is a unique human interaction. Because this is so, a decision making methodology needs to be custom designed for each task. What should be the design inputs? The four case studies will be presented in such a way as to show that a wide range of human and physical ingredients are available and worthy of inclusion.

Models of Planning

Present planning practices use models of decision making that consist of a sequence of steps that appear to be logical, appropriate, thorough, and even democratic.

The Classical Decision Making Model of Allocative Planning (Fig. 5) offered by Friedmann is typical.¹

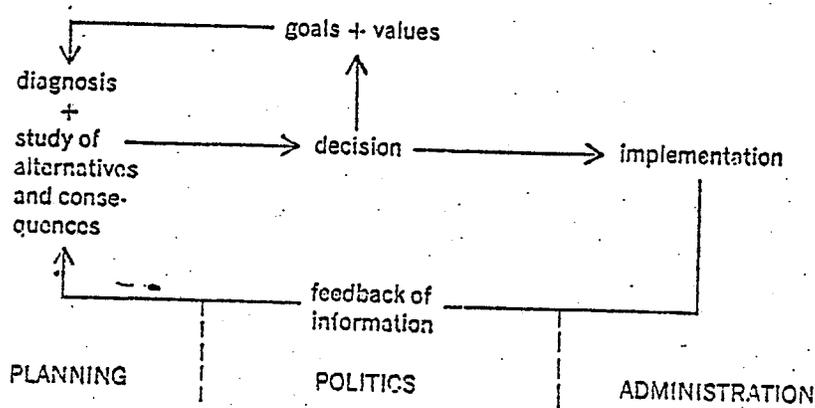


Fig. 5. The Classical Decision Model of Allocative Planning

Such general models as this and other more specific ones such as offered by Barker,² for community scale planning, provide the guide for the present activity of planners. It was the intention of Section 1 to underline some of the human and social difficulties inherent in the application of these models. It will be the purpose of this chapter to show that planning can be improved by enriching the elements of these models rather than by altering or redefining their structure and order of steps.

¹Friedmann, J., op. cit., p.69.

²Barker, E. "The Role of the Professional in Dealing With Residents," in Axworthy, L. et al.; The Citizen and Neighbourhood Renewal; Winnipeg, Institute of Urban Studies, University of Winnipeg, 1972, p.204.

An Essential Component of Planning: Who Evaluates?

One of the difficulties of improving the planning process is the traditional obligations of planners to ensure that the results are objective and scientific. Many attempts have been made to prescribe neutral procedures and define such a role for planners. It is evident that in attempting fairness the exact opposite is probably achieved.

Identifying the problem, stating the issues and goals are evaluative operations. In this preliminary step of planning it is truly difficult to reach an equitable identification of the problem. Questionnaires, interviews, analyses of trends, diagnosis, study of alternatives, are all examples of the desire to be scientific and objective. The compiling and synthesis of the findings and their subsequent communication are inescapably value laden; for it matters very much, whose goals and values are selected, what kind of diagnosis is undertaken, which alternatives are chosen and how they are presented, and finally who evaluates the end result of the implemented plan.

Postulating a solution, preparing a plan based on the information gathered in a scientific way is a stage to which the professional lays exclusive claim. In some of the case studies that follow there is an indication that the process of designing a solution can beneficially involve outsiders and so achieve a better plan.³

³All of the case studies show this. The Trefann Court and Highway 417 situations best exemplify creative solutions as inputs of non-professional outsiders.

Another need is to bring together related interests, the actors, from the place to which the problems, goals, or issues relate. How much weight is to be attributed to each of these human inputs is, with present practices, a problem for the planner charged with synthesising the various inputs. Satisfactory approaches to this evaluation problem are tentatively evident in the following four case studies. Further solutions will be submitted in Chapter 8.

Regardless of which planning step is discussed, evaluation is a necessary component for decisions made regarding the future of any piece of the environment by the people who have various interests in it. Because of the inherent qualities of this process a much greater number of people should be involved in it.

An Introduction to the Case Studies

The four planning situations that follow have been chosen as representing components of a planning-participation process approaching the ideals expressed in this paper.

Several components of the case studies are worthy of emphasis. On the surface they may appear quite standard planning situations; however, they have been selected because they emphasise certain points where the decision making models, mentioned previously, have been enriched. Thus the case studies focus on the facts that:

1. All possible interest groups are deliberately given an input into the planning process, through a variety of communication processes.

2. Emphasis is placed on the role of the planner at whatever stage he is introduced and to whomever he is accountable. The relationship of the planner to the various interest groups must be recognized as an important component in the process. Consciously or subconsciously, each planner is aware of the pressures of every interest group; the question then arises, how can he focus these energies upon the identification of the problem and formulation of strategies?

To clarify the picture of various relationships it is valuable to know:

- who initiated the planning action, the planner or client, and why;
- who has hired the planner, and what are the expectations of the client(s);
- why was a plan felt necessary?

3. What are the motives and needs that bring about public participation:

- what has brought people to the meeting; i.e. what do they expect for their sacrifice;
- what is the degree of involvement at the meetings;
- how do participants achieve credibility;
- why was participation felt necessary by the planner?

4. What are the practical results of participation by the public:

- did it bring about better results;
- were others than planners and elected officials; sharing the power of valuing and decision making?

POINT DOUGLAS NIP ^a	RIDING MOUNTAIN NATIONAL PARK	TREFANN COURT--TORONTO URBAN RENEWAL	HIGHWAY 417 - OTTAWA
<p>North Point Douglas, Winnipeg, once the focal point of residential Winnipeg. Now an area of urban decay. Industry encroached into the area because of Railway access only to decline with the trend away from RR orientation. Subsequent use of this area for major urban transportation links has seen further decline of the area. Institutions both public and private declined to inadequate level. (Specially divided into 5 areas for planning and communication.)</p>	<p>Large National Park in N.W. Manitoba. Along Manitoba Escarpment. Large portion set aside as a wildlife preserve. Southern portion around Clear Lake heavily used as a recreation area. A freeze has been in force in further development of cottage sites in the Southern Area.</p>	<p>Five block area about 1 mile east of Toronto City Hall. Approved by city officials for urban renewal in 1966 but because of growing doubts by officials about urban renewal about total demolition, 1968 Plan was withdrawn.</p> <p>Thin five block strip. The East part was to be an industrial park and the West an extension of public housing.</p>	<p>Issue how to link a 4 lane Highway from Montreal into Downtown Ottawa and at the same time improve transportation in the south east portion of the city.</p> <p>The area to be affected included a green space and specific residential areas.</p>
<p>Neighbourhood stability has been on the decline too. Air of depression, neglect and stagnation. Population is declining drastically. Certain strengths apparent, a sense of community, possibly due to physical separation from rest of city. A certain nonchalant attitude and an important pride in home ownership.</p>	<p>Park uninhabited by people in the winter months. People who use it are mostly regional but large numbers of visitors too.</p> <p>SUMMER USES - permanent cottages, campers, groups and family and mobile cottage users.</p> <p>Winter USE - pressure exists to increase use at this time of year.</p>	<p>Basically a working class area. People of area had spokesmen who frustrated the attempts of officials to begin total urban renewal.</p>	<p>A conglomeration of residential areas, residents that felt they would be affected and a highly complex group of government agencies.</p>
<p>Interest groups represent special organizations of a community service nature:</p> <ul style="list-style-type: none"> - The Mount Carmel Clinic - The Winnipeg School Division (through SUK) - Sutherland Mission (United Church Youth Organization) - Community Education Programme Group (Federal Grant) <p>- A large mass of homeowners unorganized. Few landlords or business people attend most meetings (on a 5 area basis).</p> <p>- Various City of Winnipeg Departments (10-12) who service the area formed into a Civic Advisor Committee.</p> <p>- also CMHC and MHRC ^b</p>	<p>At all meetings most of the following groups represented (in declining order) -</p> <ul style="list-style-type: none"> - Portable Cabin Owners - Cottage Owners - Church Camp Groups - Park Businesses - Naturalists - Few Campground Users - Parks Canada Representatives and Planners 	<p>- Trefann Court Residents Assn.</p> <p>- Trefann Neighbours and Tenants Assoc.</p> <ul style="list-style-type: none"> - Some active councillors on the side of the Area Residents - Businessmen both commercial and industrial - Groups evident by virtue of their lobbying at council meetings and special hearings - These groups were eventually to form a coalition 	<p>Various citizen groups from areas through which the proposed route would run formed and waged a heavy write-in protest. These included:</p> <ul style="list-style-type: none"> - Committee for Survival of Residential Areas - Ottawa Freeways Technical Advisory Committee - R.M. Ottawa-Carleton - City of Ottawa - Township of Gloucester - National Capital Commission - Prov. Department of Highways
<p>Selection of this Area for Urban Renewal began in late 60's. Much information was gathered. But Urban Renewal replaced by NIP in late 1973 since this area was designated most suitable for this purpose. Funding has now been for 2 years.</p>	<p>Process began with a move by Ottawa to change parks policy late sixties and early seventies. Investigation and information Meetings began in early 1975.</p>	<p>1966 Area slated by City Council for total renewal. Because of Federal indecisions in early 1970 the residents were able to have their own "planner". Phase One implemented over a 2 year period. Funds for this purpose allocated out of Urban Renewal Budget by City of Toronto.</p>	<p>1965 - Background Study</p> <ul style="list-style-type: none"> - proposed transport corridor through certain residential areas <p>1970 - Construction imminent</p> <p>1970 - Dec. four month study to generate and evaluate alternatives begin</p> <p>1971 - Feb. consultants hired</p> <p>1971 - July. Decision made.</p>

^aNeighbourhood Improvement Program
^bCentral Mortgage and Housing Corporation, Manitoba Housing and Renewal Corporation

THE PLANNER

POINT DOUGLAS NIP	RIDING MOUNTAIN NATIONAL PARK	TREFANN COURT--TORONTO URBAN RENEWAL	HIGHWAY 417 - OTTAWA
<p>-Specially hired planners for the NIP programme</p> <p>-Most of the planners from the City of Winnipeg Urban Renewal Department</p> <p>Now constitute a special branch of the City of Winnipeg Department of Environmental Planning</p>	<p>- Planners employed by Parks Canada (Winnipeg branch)</p>	<p>The original urban renewal plan made by the City was discarded due to the heavy opposition by Trefann Court residents. The Combined Residents Association using a grant from the City of Toronto out of Urban Renewal Funds hired a planner using tenders, got 12 applicants. A committee selected one.</p>	<p>Original solution came from Dept. of Transport, 1971. Special Interdisciplinary Consortium hired by Ottawa Freeways Technical Advisory Committee.</p>
<p>-Staff chosen based on experience and interest in dealing with the problems of older residential neighbourhoods</p> <p>-Recognize the involvement with the neighbourhood is temporary and will leave people to continue alone in 4 years.</p> <p>-Educating the people in the community so that they may plan and make decisions for their neighbourhood.</p>	<p>Initially cool to public participation. Consider Public Participation necessary and valuable for the preparation of conceptual plans.</p>	<p>- An architect had worked as planner.</p>	<p>Consortium consisted of</p> <ul style="list-style-type: none"> -transportation engineers -public participation and sociology specialist -economic planning -landscape architect -acoustics expert <p>Committed to public participation. Attempted not to have preconceived ideas about the problem.</p>
<p>Initially involved in the process of securing NIP funds for the area. Right from the start planner image includes that of procurer--the link to government. Close personal contact with clients on a broad individual basis.</p>	<p>Representing National Interests and policy of the Ministry. Recognize that the interest groups are part of the national citizenry and need to be listened to sympathetically.</p>	<p>Working directly for the "Working Committee" an amalgam of residents and business groups.</p>	<p>At the outset sought to know the leaders of local community associations and the executive of the Federation of Citizens Association to build a foundation of credibility and trust.</p>
<p>Separated from staff by the City of Winnipeg for the formulation of a budget not a preliminary neighbourhood improvement physical plan proposal. Federal Assistance calls for a well defined process for cooperation between the City and the residents in the Neighbourhood Planning Stage not well enforced wide interpretation of what constitutes neighbourhood involvement.</p>	<p>Hired by Parks Canada, a branch of the Ministry of Northern and Indian Affairs. All government employees</p>	<p>Toronto Chief Planner proposed 8 key terms of reference in hiring the planner (p.191). Terms acceptable to Working Committee. Each association named a rep. to sub-committee to select from 12 applicants.</p> <p>Employed by the planning board of Toronto.</p>	<p>Consortium proposal for the study emphasized the positive participation of the public e.g. a two-way information flow, the identification of public attitudes and provisions for public response to alternative solutions.</p>
<p>To produce in conjunction with neighbourhood residents a preliminary NIP plan. Coordinate City Departments in the diversity of expenditures and implementation that such NIP involves.</p>	<p>To prepare a Master Plan of RMNP in accordance with a statement of policy re: all National Parks (i.e. to get away from urban recreation type of pressure, etc.) Then to take the Master Plan to the public for approval.</p>	<p>-Preparation of urban renewal scheme</p> <p>-Provide liaison with other planning departments</p> <p>-Express professional views to working committee</p> <p>-Develop implications of positions taken by the working committee, etc.</p> <p>-Prepare work programme for scheme preparation</p> <p>-Report progress to Planning Board</p> <p>-Be located in site office.</p>	<p>To identify public attitudes and to provide a public response to alternative solutions.</p>

See p.89, reference to Fraser, G.

<p>POINT DOUGLAS NIP</p> <p>A way of communicating to the funding body specific recommendations for certain improvements. Area perceived as one needing both physical and social regeneration.</p> <p>A planned reorganization is paramount. The NIP programme as administered was seen to be trying to cope with the problems of the built-up area, to reduce the possibility of these problems recurring and to renew and improve the area.</p> <p>-At the point when NIP funds were offered (1977) -North Point Douglas Neighbourhood Organization already in existence. Its major intent protect people from the planners. -Major zoning changes had occurred before planners (NIP) came on the scene. This was in anticipation of urban renewal. -Major conceptual plan existed. Its aim maintaining and preserving the area.</p>	<p>RIDING MOUNTAIN NATIONAL PARK</p> <p>The Master Plan preparation and implementation process was to clarify parks problems and offer solutions. Parks Policy (revised in 1964) was to be affirmed and implemented.</p> <p>-After new parks policy had been introduced and it became apparent that public participation was desirable. -When the directive for the master plan was made.</p> <p>At Ministerial level (Ottawa) to clarify policy problems that were becoming numerous in the pressure on National Parks by developers (e.g. Banff, Lake Louise). Wished the preparation of a Park Master Plan to initiate closer adherence to policy set by the Minister.</p>	<p>TREFANN COURT--TORONTO URBAN RENEWAL</p> <p>Basic premise (as stated by H. Cohen, Planner Consultant to the TC Citizens Group). The Basic Approach of the scheme will be to maintain and reinforce the inherent strengths and perform such remedial work as is necessary while still retaining the indigenuous nature of Trefan Court.</p> <p>A way of saying and translating what people had communicated to him in many resident meetings.</p> <p>When the original Urban Renewal Plan was abandoned. Federal support for any scheme would only come if citizen participation were secured. Citizen participation became conditional on their securing their own planner. (It is now clear that this insistence on participation could be widely defined and is only nominally enforced.)</p> <p>After the aborted attempt at total renewal by City of Toronto, residents who had shown their collective strength were given funds to hire a planner to help them conduct their brand of neighbourhood improvement. Basically the real planning action was initiated by the citizen group(s).</p>	<p>HIGHWAY 417 - OTTAWA</p> <p>The problem was a difficult one involving many interest groups and government agencies. It also became clear that the 1965 alternative could not hold up to public pressure.</p> <p>Introduced after massive public protest against original 1965 plan, February 1971.</p> <p>Ministry of Transport (Ontario) initiated 4 month study of alternative routes. After heavy pressure from interest group.</p> <p>Measured in the quality and quantity of communication between their elected representatives and planners.</p>
<p>Why Was Planning Felt Necessary</p>	<p>At What Stage Is the Planner Introduced</p>	<p>Who Initiated the Planning Action</p>	<p>How is Success of the Plan Evaluated</p>
<p>Ultimate evaluation rests with the major funding bodies. CMC-Success will be assessed using their monitoring process in terms of the benefits resulting for residents of the neighbourhood and the way in which they regard its achievement of their community aspirations. Provincial and Municipal bodies will evaluate also based on their original reasons for support. NIP-degree of satisfaction expressed by citizen.</p>	<p>-Interest groups evaluation will not have much bearing on the final plan (other than as nominal critics). -Evaluation will be based on how well this fits into National Parks Policy.</p>	<p>-Success of the project is, as yet, measured in terms of the level of public participation in the decision making process. -The degree of satisfaction of all interested parties involved is yet to be measured. -Each interest group will no doubt perform its own evaluation; however, it is clear that opinions will differ.</p>	

POINT DOUGLAS NIP	RIDING MOUNTAIN NATIONAL PARK	THEFANN COURT--TORONTO URBAN RENEWAL	HIGHWAY 417 - OTTAWA
<p>How Do Planners Dis- seminate Information About Their Ability</p>	<p>Door to door handouts -Door to door personal meetings -Second meetings information presentation -NIP Newsletter -Two way - face to face communi- cation evident -Neighbourhood Site Office - Charts and maps displayed -Social workers, etc.</p>	<p>-Through the TC Working Committee meetings -use of charts, diagrams, other visuals -use of prepared statements -site office always open to all. -Maps, etc. displayed -Informal and formal block meetings. -Personal contact through talking to people in their own homes. -Media coverage.</p>	<p>Information about future traffic demands/land use present and future requirements. Also some alternative corridors and routes. Distributed (200) at a meeting. Special mailing lists and identified leaders. Also offered in a newspaper ad campaign. Recipients were invited to review these data and develop proposals concerning routes, uses, etc.</p>
<p>Style and Structure of Meetings</p>	<p>Initial Sector Meeting 1st Half-detailed report on objectives and nature of NIP -slide presentation about the area -and possible changes as examples Meeting open to participants to voice opinions and concerns. Coffee break--begins the flow of concerns and problems. 2nd Half-Architect using overhead projector points out specific problem areas people mention. Draws people out until they generate ideas. Unless people solutions/alternatives suggested by architect or planner. End of session NIP staff stress they will come back and report on what can be done.</p>	<p>-Fairly small group size (10-30 average) -clients resource persons</p>	<p>Initial Public Meetings. Let people vent their feelings (negative). The introduced a goals sharing procedure (in small groups). Goals recorded and prioritized. Out of this developed evaluative criteria for later use when later alternative Highway solutions could be judged. Similar meetings held with government groups, planners, etc.</p>
<p>Effectiveness of Communication</p>	<p>What was communicated by participants was thoroughly studied. Large lists of suggestions and grievances prepared.</p>	<p>-due to this being such a small neighbourhood people generally knew what was happening. It was also felt that because the working committee was representative of the area Planner working through them would be communicating to the whole neighbourhood.</p>	<p>D-Day mail in ballot solicited 8,600 replies after a massive publicity campaign (two types, select your preference or use the 7 criteria to make a weighted selection of the 5 alternatives). Information Campaign (brochures) effectiveness not mentioned. Positive statements solicited at public meetings. Looking for what people valued.</p>
<p>Types of Information</p>	<p>Door to door questionnaire. -to determine economic and social conditions -to assess attitude of respondents to the neighbourhood -to characterize the area Public Meetings - door to door announcement of meetings gave planners a chance to talk informally asking support for NIP action. Initial concerns noted. At the meeting (Stenographer) recorded all voiced concerns. -Block social gatherings.</p>	<p>-As one resident put it, we have been "social surveyed" to death. -The statistics and data for the area were existent. The residents (with the help of organizers) had put together 15 points that formed the basis of their Neighbourhood Improvement Policy. These came out of many community meetings and were the foundations for all subsequent plans and actions. -Planner worked in site office, surveyed the area on foot. -Detailed social survey made Working Committee heavily involved in the design</p>	<p>Information Exchange with Special Brochure, to solicit public alternatives. Many individuals responded and special interest groups also prepared briefs. Technical studies made too to determine future transport needs, land use, noise levels, etc. Five technically sound alternatives generated (one of the alternatives generated by the information exchange, won substantial support of the "experts". D-Day mail in ballot in all newspapers.</p>

<p>POINT DOUGLAS NIP</p> <p>-Ideas and requests generated by residents and tenants. Alternatives, conceptual ideas provided by NIP staff municipal architects (on staff). These ideas then taken back to sector meetings for discussion. Planners identify elements upon which plans may be formulated. Synthesis also done by residents, e.g. pointing out what could be done/not closed. Suggestions happen and often are taken. -Some people, however, say "Don't ask us just draw up your plan." People say "We're paying you, do your job." Basically wish to make yes or no decision.</p> <p>A few ideas are generated at sector meetings but to date have been pragmatic and personal concerns. The slide presentations and conceptual ideas are presented for discussion prepared by NIP staff. -Intend not to prescribe plans for designated areas, rather intend to highlight some of the elements upon which plans may be formulated. "d</p> <p>-No attempt at formal organization in Stage 1.</p> <p>-For the preparation of planning concepts a working committee is contemplated who will consist of 2-3 representatives from each sector (probably to be elected at special meetings).</p> <p>-NIP staff pushed for participation to achieve social goals. -Residents are pressuring for physical changes now that they can acquire funds. No change, no funds. Through personal appeals to NIP staff or at meetings. -NIP criteria for participation not the initiating factor behind implementing participation process.</p> <p>d NIP Publications Bulletin, June 1974.</p>	<p>RIDING MOUNTAIN NATIONAL PARK</p> <p>The assigned planners with ideas and briefs communicated by interest group as their addition resource</p> <p>-Some contributed by the various communication devices. However, they are generally practical and narrow in scope.</p> <p>-Such groups as cottage owners associations executive members are acting for their group. -Withdrawal from participating here would have less severe consequences. The plan would go on. -Some groups have written to their MP to speak on their behalf. This quite effective.</p> <p>-The planners are communicating a set fact (the new policy). Communication is meant to make people change their attitudes and accept the policy changes. -People with certain interests, like cottagers, exert pressure because they don't want to change or lose what they have. -Noticably absent are other Canadians since this is a National Park.</p>	<p>TREFANN COURT--TORONTO URBAN RENEWAL</p> <p>On the working committee it was the individuals who can be described as professionals. They were the ones who were called upon to formulate the motions passed or in need of compromise. In this case not necessarily manipulative but a question of roles.</p> <p>Citizens initiated the listing and defining of the problem but it was the professionals on the working committee who would propose possible solutions and alternatives.</p> <p>-In formal and institutional terms the working committee had no power since it was not independent from the City Council. It could take no sanctions against the City on key decisions where its influence was insufficient to shape their outcome, except to withdraw from the scheme (a powerful threat). -Achieved credibility by resolving conflicts between different groups. Also had aldermen on the committee, made it legitimate in the eyes of the council.</p> <p>The Citizens Committees exercised power, in effect it was a threat of blackmail, with the federally and provincially funded urban scheme and funds as a kind of hostage.</p>	<p>HIGHWAY 417 - OTTAWA</p> <p>-Planners did their synthesizing and conceptualizing in pulling together 5 technically sound alternatives. -Input came into this from individual as well as group proposals and alternatives. -One of the five alternatives generated by the public eventually was the one chosen on its merit.</p> <p>In this case the accepted alternative was one generated by a citizen's proposal although the other four were more or less owned by the consortium of planners and consultants.</p> <p>-Community Groups well organized. Solidly against the original proposal. Some had the additional backing of local aldermen. -Established a lot of credibility in massive write-in campaigns.</p> <p>Resident Groups -write in campaigns to stop original plan -at meetings generally negative phrasing of most statements Consortium -exercised restraint, emphasized commitment to public participation and the fact that no pre-conceived plans existed.</p>
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<p>POINT DOUGLAS NIP</p> <p>-Planners see themselves acting as change agent.</p> <p>-Developing a perception of "what we will do tomorrow."</p> <p>-As it stood outside help was needed to get neighbourhood moving positively.</p> <p>This is process "programming" citizens will carry on without planner in four years. They need to know how.</p>	<p>RIDING MOUNTAIN NATIONAL PARK</p> <p>To conform to Federal Government Policy that public participation be part of the planning process. Stage 1 Exchange of Information. To have planners inform people about the park and to have public input about their ideas of the park.</p> <p>Planners recognize the value of preparing not one Master Plan but a best master plan. Saw the value of public participation in the gathering of a wide range of data and attitudes.</p>	<p>HIGHWAY 417 - OTTAWA</p> <p>An early strategic decision had been made to recognize the fact that organized citizen groups had blocked the original plan. The acquiescence and support of these same groups would be an essential ingredient in the creation of a solution which was sound technically and viable politically.</p>
<p>Why Was Citizens Participation Realized</p>	<p>-Door to door information campaign clearly stating that money is available for neighbourhood and home improvement and that it will be supplied with citizen cooperation.</p> <p>-Some simply curious</p> <p>-Some have personal and immediate problems they want aired</p> <p>-Some are disenchanted and are seeking confrontation</p>	<p>The various interest groups in the area were fighting to save the area from developers and total urban renewal. The credibility and vocal strength of the groups ensured that their participatory role. They showed that their involvement could produce a more effective plan by being involved in the decision-making. This situation attacked the idea that planning is an absolute discipline or an exact science, whose practitioners are trained to decide what is best for a given situation. Planning could then be described here as a set of tools to achieve the aims of those people concerned.</p>
<p>What Has Brought People Out to Meetings</p>	<p>-Their vested interests in the park, as cottage owners, as leasees. 95% of participants were of this category</p> <p>-well advertised in papers</p>	<p>Most resident groups concerned for their residential environment and the anticipated drop in quality of this property if no highway were built as planned.</p>
<p>Who Has the Power Implementation</p>	<p>Invested in the NIP staff who respond to the communication from neighbourhood citizens through their definition of participation.</p> <p>Several Constraints</p> <p>-Federal</p> <p>-Provincial and Municipal policy and funding criteria.</p> <p>Budget is set. This is a fixed parameter.</p>	<p>(OFTAC) Ontario Freeway and Technical Advisory Committee then the Ontario Department of Transport and Communication.</p>
<p>The Degree of Citizens Attending Meetings</p>	<p>On the average each sector meeting about 50 people attended representing about 200 housing units. Participation appears semi restrained, measured by few creative suggestions vs. many practical concerns the participation is very practical concerned with immediate environment. Have to be encouraged to think in terms of neighbourhood changes.</p>	<p>Suggestions seem to have been generated easily. This aspect not in report. Some of the techniques used in initial meetings would have necessitated all participants to contribute.</p>

<p>POINT DOUGLAS NIP</p> <p>-Getting people to "take part in deciding what should happen in their neighbourhood." -Special committee to be set up to act for the neighbourhood. On it will sit residents as well as NIP people. Residents will be chosen by vote. Would like politician in it. Councillors on the C.C. and C. on Env. Res. always more in. This would have access to government.</p>	<p>RIDING MOUNTAIN NATIONAL PARK</p> <p>Informing people about National Parks Policy and to receive public views about park use, problems and priorities before conceptual models of the master plan are produced. Began as a communication device, led to a valuable information gathering device.</p>	<p>TREFANN COURT--TORONTO URBAN RENEWAL</p> <p>Prepare ideas--sketches--concepts, present them to the people as strictly IDEAS for consideration and discussion. They do not represent a final plan or commitment. These sketches are also invaluable to record alternatives, problems and to discuss their contents with other groups, administrative and governmental.</p>	<p>HIGHWAY 417 - OTTAWA</p> <p>An early decision taken to respond to the expressions of interest by individuals and groups rather than sell the study and its purposes. Consultants attended meetings only at request of organizers. Generally created opportunities for people to participate in the issues.</p>
<p>In Stage 1 personal voicing of complaints, ideas about neighbourhood improvement. -Participation achieved at level of consulting anyone who wished to be heard and informed. Stage 2--could lead to a partnership in the preparation of the plan. The power of decision making still will lie at the discretion of the planner. In general residents dictate where time is spent, where money is spent. Almost a Partnership Model. Planners express the desire that they aspire to a Citizen Control model. Not optimistic that this can be achieved by these residents, it is however a goal.</p>	<p>Some of the ideas generated are new and will be used and incorporated with the master plan. -at level of consultation not higher. The planners receive information but they decide what to do with it. -planners consciously trying to get away from "Persuasion" Model. Success is partial. The results are a consultation process. A limited acquiescence to the wishes of the interest groups, where appropriate has been achieved.</p>	<p>The Trefannpeople on the Working Committee had the power of approval or rejection of any idea at the committee level and used that power on every such decision, often deferring decisions until a consensus could be reached. The actual initiation of ideas came from the "professionals" that were present. People got involved in the decision making process on a consultation basis. At some stages sharing of power was at the Partnership level (at the neighbourhood scale). But when dealing with higher levels of government no particular could go untested without possible veto by these authorities.</p>	<p>-Groups and individuals supplied with information and materials and then encouraged to provide their alternatives too. -A form of plebiscite held to select the desired alternative, which went highly recommended to the formal decision makers. -This gets close to the KALINER-SHIBR model.</p>
<p>-Some physical changes established and action on the part of other city depts., attributed to efforts of planners and NIP staff. e.g. better lighting one large industry's land cleared -Infill houses have been constructed by Winnipeg school students -Significant home owner requests for renewal assistance granted. -Site office opened -Serious consideration of Dial-a-Bus.</p>	<p>-Conflicting interest groups in a community can reach consensus. -That ordinary people can contribute usefully to the replanning of their neighbourhood. They are also able to work on points of incredible detail to achieve a solution which will in fact be better than one reached by professional planners. -An urban renewal scheme that retained the character of the neighbourhood and avoided the total rebuilding of the whole area has been achieved.</p>	<p>-A difficult decision had been made and implemented to the general satisfaction of interest groups. -Intensive dialogue between people, politicians and planners, i.e. increased communication. -3000 people worked out the complex ballot (using weighted assessment based on criteria). Their decision differed little from the 5000 who chose from amongst 5 alternatives.</p>	<p>Sources for case studies, please see Bibliography.</p>

Five Models of Participation

Each planning situation has different constraints and parameters. For that reason each calls for an individually designed participation mechanism. The case studies offered in this chapter reflect this variety. The intent now will be to match these case studies to five models illustrating varying degrees of citizen power in decision making. It is apparent from the case studies that have been presented as well as from the five participation models that follow, that a wide range of decision-making responsibility is possible and is sometimes afforded to public participants; this in turn is related to the relative degree of power exercised by citizens in comparison to that exercised by institutions.

The Information Model^{4, 5}

This first model does not warrant the use of the term "citizen participation" and represents the action of authority in giving notice of pending actions. This is most characterized by a one-way flow of information to the citizen who is either physically unable to reply, being too far away; incapable of interpreting the message correctly because of its complexity, jargon or distortion; or personally lacks confidence to act.

⁴Arnstein, op. cit., divides this model into three submodels which are, in ascending order, Manipulator, Therapy, Information.

⁵The basic structure of the five models to be discussed is gleaned from "Resources" the Bulletin of the Man and Resources Conference Programme, Vol. 2, No. 11, January 1974, attributed to Arnstein's article.

This model is characterized simply by a one-way flow of information, from the authority to the citizen; and the citizen is given no chance or right to feedback into the decision making process. Such situations show the information dispensers as being selective in their offerings, discouraging questions and giving manipulative answers.

The information model is widely used in Canada,⁶ its use is sometimes justified by those who practise it as being the only alternative because of the macro-scale of certain planning tasks.⁷ Such treatment of citizens is not without its human cost and can cause not only apathy but alienation and actual hostility to plans and planners.

⁶Large crown corporations and governments are prone to this type of behaviour, e.g. the actions of the Quebec Government and Quebec Hydro in the James Bay Hydroelectric Power Scheme. On a smaller scale the August 1975 decision by the Winnipeg City Council to spray pesticide onto Winnipeg in their "War on Mosquitoes."

⁷Audain, M. in "Citizen Participation in National Urban Policy" Plan, Vol. 12, No. 1, 1972, p.77, does point out however, that citizen participation can have significant impact on national scale Ottawa policy-making. He attributes this impact to such groups as royal commissions, parliamentary committees, official task forces. Their advantage he says lies not only in the value of the recommendations that may emanate from the various reports but more significantly in the participation these bodies may spawn. He does add a key process point to this "The whole business of sitting down to write a brief that contains specific proposals for change is not an easy one for many citizen groups, many of which were formed in reaction to some perceived emergency. Yet the writing and presentation of a brief is equivalent to the adoption of a manifesto, in that the group transcends the individual predication of the leaders to become a publicly identified social entity committed to a proclaimed set of demands." Thus regardless of what happens to the reports of these special government bodies, heightened awareness and perception of the problem has taken place and such kinetic energy is felt in the body politic even if not through the official body that started the whole thing. This is assuming that the group functions well, however, experience shows that usual group dynamics determine an end product that does not reflect the consensus of the group but rather reflect dominance by a select few.

None of the case studies presented here represent in themselves this Information model in that each involves a two-way flow of information. The Riding Mountain National Park case-study on the initial phases appeared as a one-way communication but interest groups were given ample opportunity to communicate later in the process. Significantly the Trefann Court and Highway 417-Ottawa case studies in early phases show that the authorities aspired to an information model method of dealing with the public but because of powerful objections had to facilitate feedback from individuals and public groups.

The Persuasion Model

This second model is an approach one step up from the information model just described. It verges on a confidence trick, where officials "sell" their decisions to the public in the name of citizen involvement.⁸ In the light of the processes that will be advocated in Chapter 8 and elsewhere in this paper, it is undesirable and unnecessary. In its most extreme form it means that "what citizens achieve in all this activity is that they have 'participated in participation,' and what powerholders achieve is the evidence that they have gone through the required motions of involving 'those people'."⁹ In this model as in the Information model, the decision had

⁸This model is manifested in situations where one-way communications are used and where officials utilize educational tactics to persuade and advise citizens. There certainly is no evidence of real exchange of ideas or sharing of the power. Large investment in slide shows and graphic displays are often a feature presentation.

⁹Arnstein, S., op. cit., p.219.

already been made.¹⁰

The Riding Mountain National Park study appears to have begun as a communication device but led to the gathering of unexpectedly valuable information. A criteria of sincerity can be applied to this act of the planners from Parks Canada in that they wished to gather information at various public meetings for use in the preparation of a master plan.¹¹

The Consultation Model

The basic structure of the approach of this third model is similar to the two previous models. The authority presents the problem; suggestions are received and solicited; and decisions are made in further consultation with the public. This is where participation begins to take on the qualities of sharing of power by the authority with the public. Thus citizens are given information about the issue at hand and can generate and communicate alternatives which stand a chance of implementation. Certain indicators can be used to show if this model of participation has indeed been attained. There should be evidence: (1) that citizen concerns and ideas have been taken into account; (2) that participants have had access to pertinent information and resources comparable to that given to the authorities; (3) that sufficient time has been given for the process to take place; (4) that there has been

¹⁰This sequence can happen regardless of the participation process undertaken and ultimately depends on the attitudes of the "decision makers" or authorities.

¹¹Judgement based on personal interviews July 1976.

a reduction of tokenism on the part of the authorities; (5) that evidence exists as to the extent of binding decisions and commitments made by authorities before they presented the problem to participants.

All four case studies appear to qualify as consultation models until these five criteria are applied. On the point of utilizing citizen concerns and ideas and taking them into account, the Trefann Court and Highway 417 studies incorporated these in the plan designs. The other two case studies achieved this to a lesser extent. Neither case study shows evidence that participants were given the same access to information and resources as was available to the authorities; in fact, in all but the Point Douglas NIP situation, the participants spent much energy soliciting information. Trefann Court and Riding Mountain National Park participant effectiveness appears to have been diluted by constraints based clearly on higher level government decisions and policies, previously established.

The Partnership Model

When, in fact, evidence exists that power has been redistributed between citizens and existing decision makers it is safe to say that citizen participation has preceded past the Consultation Model.¹²

¹² Arnstein, op. cit., p.221, suggests this power transfer occur through negotiations, however, it could be simply delegated or given by the authority or taken by the citizen group. The point is well taken though that once the ground rules have been established they cannot be subject to unilateral change by either side.

This fourth model achieves the best results where citizens are organized and have substantial credibility and legitimacy. It is most important that adequate time be given to study the issues, to develop alternatives and to prepare reasoned arguments. Finally the citizen group needs financial resources to pay its leaders reasonable honoraria for their time consuming efforts...."the group has the resources to hire (and fire) its own technicians, lawyers, and community organizers."¹³ This obviously provides a way of influencing the outcome of the plan as long as the partnership between citizens and authority holds out.

One of the insights that emerges from the preceding case studies reveals that power distribution is achieved with great difficulty and leaves the public participant still in a vulnerable position. In all cases but the NIP Study¹⁴ citizen groups, that could be called organized, were involved but were most effective in the Trefann Court Study.¹⁵ Unfortunately most organized groups were shown to be involved and indeed existed only because the actions proposed by the authorities posed a threat to them; this is hardly the way to form lasting relationships.

The Citizen Control Model

This fifth model is, some would say, the opposite end

¹³ Arnstein, *op. cit.*, p.221.

¹⁴ The Point Douglas NIP planners have an intent of organizing citizen groups to the point of self-dependence when planners and resource persons leave the scene.

¹⁵ In Trefann Court, the planner was hired by the coalition of citizen groups to generate a renewal plan for their neighbourhood.

of the spectrum of participation models. It is characterized by the citizens making the decisions themselves. In the context of this paper it is most appropriate when applied to a neighbourhood and is less effective at the community level.¹⁶ It is also not impossible, that given the task of preparing a strategy and plan for revitalizing their neighbourhood, a group of residents could create a scheme as credible as any planner could. Techniques exist to pool the resources of any citizen group and achieve such a task.¹⁷

Only the Point Douglas NIP case study indicates an intention to achieve an independent neighbourhood self-help group. Should the other planning situations have aspired to citizen control? It is felt at this stage that this is a model that applies to rather unique situations involving groups that have the luxury of making decisions that in the main affect only them. The goal of this model is more difficult to support. The goals expressed in this thesis aim at the achievement of harmony in groups, that comprise official and lay persons gathered for the purpose of making plans. The elimination of officials and professionals from the planning process, could be the ultimate interpretation of such a model, an undesirable end result.

¹⁶Community here being interpreted as a cluster of neighbourhoods that have a common identity.

¹⁷Such participation is not just an ideal. One practical application of citizens designing their own community, on the scale of a small New Town is being attempted in Oregon. See Cassidi, R., "A New Town With Something New" Planning; October, 1974, pp.21-25. As the author points out, Cerro Cordo is different, "The people who hope to move there are designing the community themselves before it is built--are making decisions about building design, environmental protection, schools, child care, transportation, commercial development, governance, energy, waste disposal, and a dozen other critical subjects.

Conclusion

This chapter has presented case studies of planning situations which show that the process was considerably enriched by the contribution of the participants. In particular, the identification of issues and problems provided the consultants and professionals with a richer perspective. On a smaller scale, the case studies show that the design of solutions was influenced by the input of non-professional outsiders; in the Highway 417 situation the accepted alternative was one generated by a citizen's proposal through a special input process; in the Trefann Court case study several key solutions relating to site design were generated through communication sessions with participants.

It is natural to wonder why professionals cannot generate a sufficient analysis of the problems and a wide range of solutions without time consuming public participation. It will be shown in Chapter 8 that regardless of training and intellectual strength, one individual or a small group of professionals exhibits "blind spots" which affect the final shape of plans to the point that often they receive little public support.

This chapter has stressed the visible sharing of input within the process of planning. It has also questioned who ultimately has the power to shape the future of a particular environment. Suspicion by the public that participation is merely used to quell the angry hordes or to evade the consequences of simply "laying on of the plan" has some validity.

The challenge is to make participation a more valuable activity for all concerned.

CHAPTER VI

A SYSTEMS CHANGE TO ACHIEVE PARTICIPATION

Introduction

In Chapter 5 the case studies highlighted actions by planners to facilitate constructive participation. Are planners alone expected to solicit the involvement of the public in such processes? Is it enough to rely on unwritten laws to guide decision makers as to when they should involve, the people affected in the actual designing of plans that shape their environment?

The focus has till now been on the non-elected official. In this chapter the elected officials and municipal government structure will be assessed as to their stand regarding the involvement of the public in decision making. A particular case will be examined where the parent government (Government of Manitoba) of a municipal body (Metropolitan Winnipeg) reorganized the structure of the municipal government through the creation of a new City of Winnipeg Act.¹ Of interest in this case is one of the objectives of the reorganization; this objective was to increase public participation in municipal government. Land use and planning was a particular area of municipal government where it was anticipated

¹Province of Manitoba Statutes (1971) Bill 36. The City of Winnipeg Act is also referred to as The Unicity Act.

that such public efforts could be most activated.

Better Representation for the People

Few people will argue that the ordinary citizen had insufficient avenues into the two-tier system of government that existed prior to the change.² Also it appeared that too much political energy went into disputes between the two levels of government.

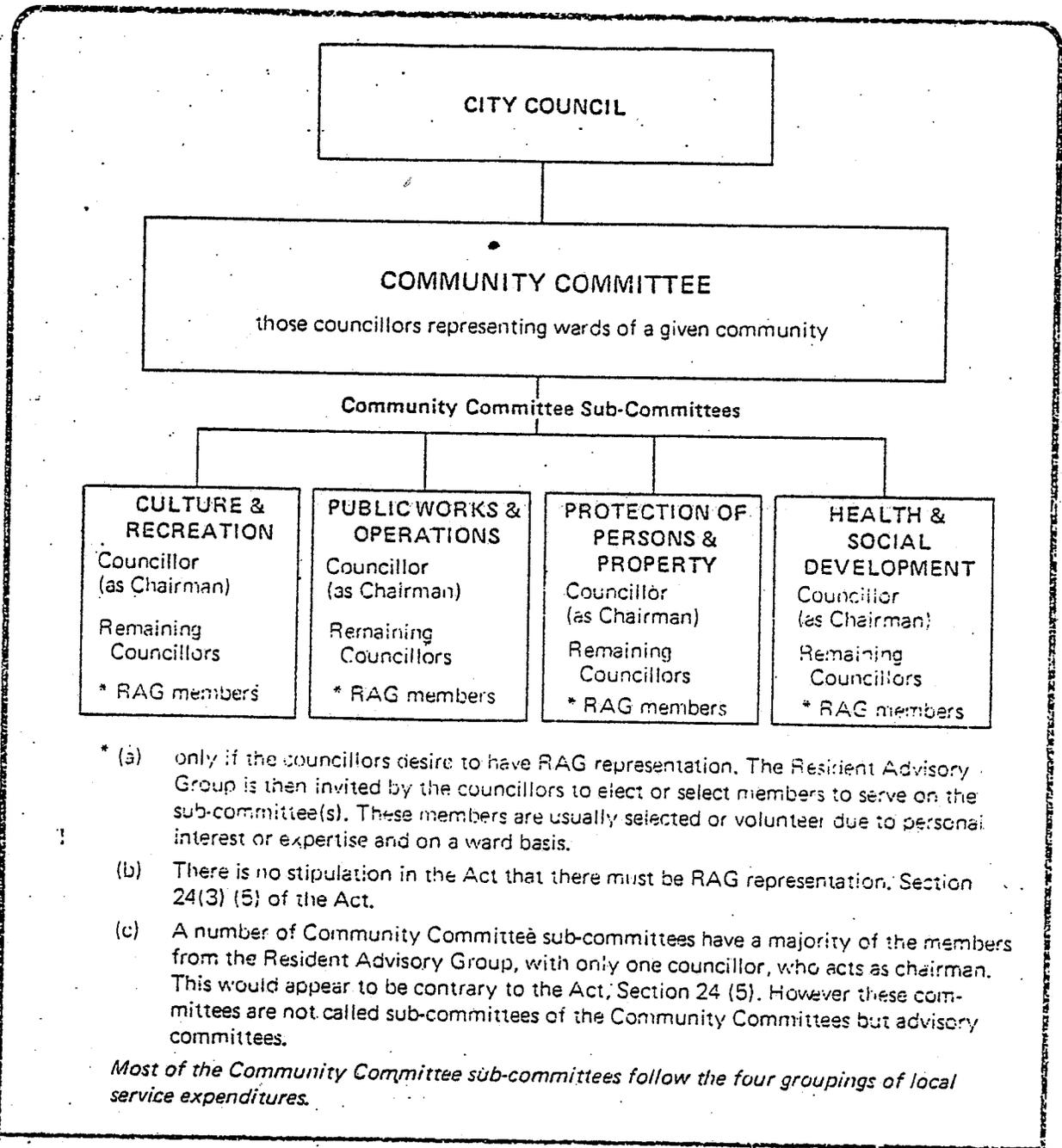
The redesign was to take on two major thrusts. The creation of a new centralized political and administrative set-up that would distribute more equitably existing resources and would create "more direct and satisfactory avenues of access by the citizen to his elected representative."³

Looking at these and other policy statements some five years after the legislation was put into effect and with the clearer implications of true participation becoming more evident, it is doubtful that the drafters of this policy were contemplating a redistribution of power from the elected to the electorate. At best the intent was to achieve the level of a Consultation Model although higher aspirations and interpretations were not discouraged.

Who could argue with any government which pronounced the following to be absolute imperatives? "We wish to make it completely clear, however, that it is the absolute conviction of this Government that no attempt at urban reform

²Generally described as a Federation of Municipalities and called The Metropolitan Corporation of Greater Winnipeg.

³Proposals for Urban Reorganization in the Greater Winnipeg Area. Manitoba Government Publication, 1970, p.10, generally referred to as "the White Paper."



- * (a) only if the councillors desire to have RAG representation. The Resident Advisory Group is then invited by the councillors to elect or select members to serve on the sub-committee(s). These members are usually selected or volunteer due to personal interest or expertise and on a ward basis.
- (b) There is no stipulation in the Act that there must be RAG representation. Section 24(3) (5) of the Act.
- (c) A number of Community Committee sub-committees have a majority of the members from the Resident Advisory Group, with only one councillor, who acts as chairman. This would appear to be contrary to the Act, Section 24 (5). However these committees are not called sub-committees of the Community Committees but advisory committees.

Most of the Community Committee sub-committees follow the four groupings of local service expenditures.

Fig. 6. Unicity, Winnipeg Community Committee Structure⁴

⁴Gillies, M. and Duguid, N. (eds.) Unicity/Winnipeg Community Planning Association of Canada, Ottawa, 1974, p.22.

can succeed unless it succeeds in strengthening the sense of identification, and intensifying the communication, between the citizen and his local government. If Greater Winnipeg is in fact to become a better community - a better place in which to live and work and play - it is essential that every effort be made, not merely to improve the quality of local government, but to see to it that, in any new governmental form, the citizens of Greater Winnipeg in truth can and do have an effective say in the policies and programs which affect them."⁵ The importance of this pronouncement rests on an interpretation of the word effective.

The change planned was well thought out and the municipal structure was eventually modified to achieve the objectives intended. As it now appears, it was up to one group of administrators to consolidate all major urban services and all fiscal resources and up to the city planners and other appointed officials to be in the vanguard of a parallel thrust to decentralize community planning functions in order to strengthen local character and identity.

The Decentralized Institution's Performance

One of the components of the legislation created to strengthen the ties of the elected representative to the electorate was the establishment of subcommittees of the 50 member Unicity Council called Community Committees (C.C.). The act gives the C.S.s several responsibilities such as the

⁵Ibid., p.9.

preparation of their own budget and the supervision of the delivery of community services.

The C.C.s after five years of operation have for the most part performed minimally in the area of their principal prescribed function, the facilitation and creation of new techniques for the flow of information both from the government to the citizen and vice versa.⁶ Several reasons for this are now apparent. Decision making, except in the case of granting certain zoning variances, is strongly linked to the higher levels of the city government. Service delivery is in the hands of the centralized authority. Wichern, underscores this difficulty, "Examination of Council minutes indicates virtually all issues go from community committees to standing committees, Executive Policy Committee to standing committees, Executive Policy Committee, and often the Board of Commissioners before being finally decided by council."⁷ An effective dilution of the local decision occurs at each step up the ladder.

The Provisions for Citizen Participation

The White Paper on the reorganization of the Winnipeg municipal government contains provisions for public input. "It bears stressing again that, underlying the proposals which follow are two firm convictions (1) that citizen

⁶An Approach for Community Action. Second year studio project. Department of City Planning, University of Manitoba, December 1974.

⁷Wichern, P. "Winnipeg's Unicity After Two Years", a paper delivered to the Canadian Political Science Association, Toronto, 1974, p.42.

participation and involvement with local government needs to be greatly increased and intensified; and (2) that in a democracy, the elected representative must always be responsive to, and accountable to, the people he represents as is humanely possible."⁸ The Residents' Advisory Group (RAG) was the component in the new structure designed to shoulder the burden of attaining these objectives for at the higher levels of the system provisions for public input followed standard patterns and procedures such as appeals and hearings.

Residents' Advisory Groups were provided by Section 21(1) of the new City of Winnipeg Act, as a means of improving relationships and communication between the citizen and his elected representative and in order to facilitate citizen involvement in the political process, see Figure 6. The Resident Advisors may be "elected at any community conference referred to in Section 24(1), by the residents of the community who are present, from their number."⁹ The onus is upon the residents themselves to decide upon "the number of members, the manner of their election, and the period for which they are to serve."¹⁰ This means that the councillors are to have no direct influence on the number, manner, or the election, of members to the Residents' Advisory Groups (RAGs). Section 21(4) states that the role of the RAGs is to "advise and assist the members of

⁸The White Paper, op. cit., p.10.

⁹The City of Winnipeg Act, (1971) Bill 36, Sec. 21(1).

¹⁰Ibid., Sec. 21(1)

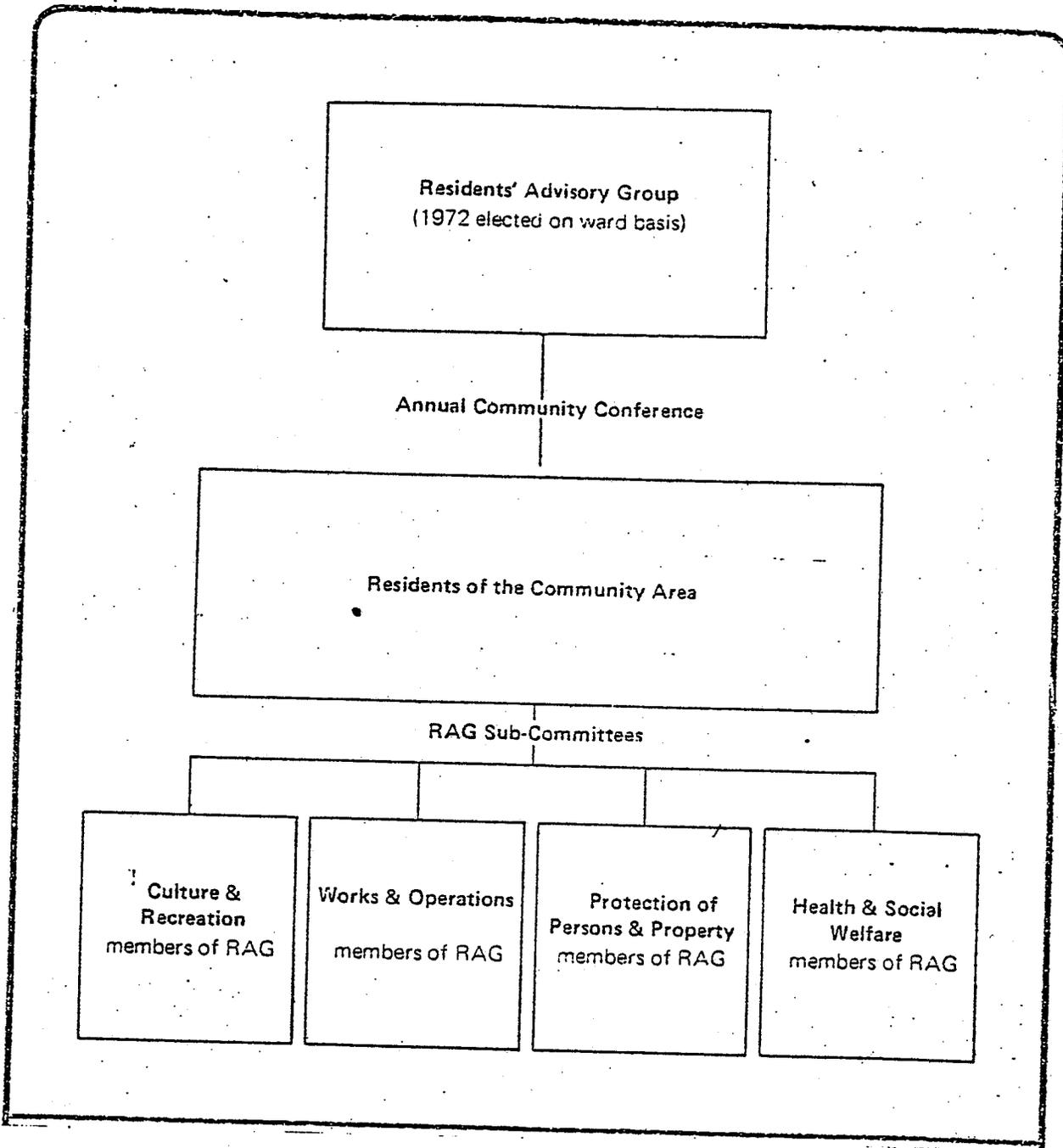


Fig. 7. Unicity. Winnipeg Citizen Participation Structure¹¹

¹¹Gillies, M. and Duguid, N., op. cit., p.28.

the Community Committee for the community at whose conferences they were elected, as to the performance of their functions."¹²

Perhaps sensing the ultimate connection between participation and "power," the Act did not define RAG performance beyond the broad urging to "advise and assist Councillors" in performing their functions. As a result most RAG members and respective councillors are unsure of RAG members' function. Axworthy and Cassidy hint that this vagueness encourages 50% of the councillors to adopt a very narrow definition of RAG participation "voting and attending meetings."¹³ The other 50% of councillors deliberately sabotage citizen involvement by totally ignoring its existence.

The attitude of the elected councillors toward this potential opening up of their domain is worth pursuing. "Most councillors expect individuals or groups to participate only when there is something to talk about, protest, or complain;"¹⁴ in other words they consider only issue involvement. It is to be noted that this is an attitude unchallenged by the bulk of their constituents. A sizeable minority of those citizens who have volunteered and have been chosen for RAG duty, however, are of the opinion that their participation includes influencing their councillor's decisions.

A final point can be made about this attitude toward

¹²Ibid., Sec. 21(4)

¹³Axworthy, L. and Cassidy, J., Unicity: The Transition (A Report). Winnipeg: Institute of Urban Studies, University of Winnipeg, 1974, p.103.

¹⁴Ibid., p.112.

participation by councillors and top administrators, as further reported by Axworthy and Cassidy, "They assume that participation is a 'waste of time' or 'pious god-damned theory' in the extreme."¹⁵

The above points naturally, generate wasteful conflict and aggressiveness at meetings. Thus, it goes without saying that the climate for sharing ideas and the decision making role is often extremely poor, a conclusion difficult to disprove when one is reminded that "some RAG's have been perceived as composed of N.D.P.ers, defeated and potential rivals, people with lots of time ... and radicals."¹⁶

Wichern emphasises the point by observing that most councillors believe they should personally make decisions, that is their concept of what they were elected for, and any advice they seek will be in accordance with their own resources.¹⁷

Finally, after over five years since the introduction of the Legislation, it is now evident that some RAG groups have their own group problems, internal conflicts, as well as dominance by vocal individuals. Other RAG groups have seen fit not to meet as groups but to act as "delegates" at community committee meetings.

Trivia Leads to Boredom and Withdrawal

Several comments have now been made about the difficulty

¹⁵ Ibid., p.112.

¹⁶ Axworthy, L. and Cassidy, J., op. cit., p.112.

¹⁷ Wichern, P., op. cit., p.41.

of establishing participation in planning and government by introducing a systems change. One of the crucial problems for the new participants described above arises from the difficulty of defining a role for RAG members. CPAC in its publication¹⁸ believes that most RAG groups have evolved to a stage where their roles are very similar rather than diverse. The similarity is a negative one. RAG's have no clear role or sense of direction; as a result, most groups and individual members waver from role to role, sometimes as defined by councillors, sometimes as guided by strong personalities in the group.

"Overwhelmingly, it is felt that the RAG's are dealing with trivia. Of course, someone must deal with these situations, but much more than trivia is needed to generate citizen participation. Most Residents' Advisory Groups would like to adopt a combination of the Initiator and Planning roles. They feel that they should divorce themselves from day-to-day matters and begin to concentrate on long-range planning matters such as Neighbourhood Improvement Programs and District Plans. In this way, the citizens would become involved in planning for long-range future development of their community. This should increase citizen concern and awareness and community cohesiveness."¹⁹ Here then, are groups prepared to act on behalf of the community but they

¹⁸Gillies, M. and Duguid, N., op. cit., p.30.

¹⁹Ibid.

lack above all the skills and direction to function effectively. It is possible that if they were given a chance to act and work together effectively the resistance to their existence would be greatly reduced.

Public Participation in Planning

All of these difficulties are worthy of note in understanding some of the difficulties of effecting change in the power structure of a municipal government. Probably one of the most positive observations that can be made concerning the participation of the public in the new system is that it was a significant first step. Only so many of the councillors protests about public participation can be classified in the "it makes the decisions I make so much more difficult" or "we just don't have time to discuss this with all the people" category.

In Chapter 5 the case studies show that of all the decisions made by officials the ones that bring citizens out to participate and get involved are of a planning nature. Not only is this an activity of the "decision makers"²⁰ which causes changes that affect people where their vested interests lay, but it is also a clear indicator of the values, attitudes and morals of those involved in the decisions. It is on this last point that the pressure is mounting. More people than ever before are voicing their views concerning the future and

²⁰That is especially involving matters where changes are being contemplated in the physical environment.

these views are not easily fitted into categories.

The new City of Winnipeg Act prescribes public participation in planning at two important levels: the Action Area Plan which is intended to deal with relatively small areas in the city such as Neighbourhoods;²¹ the District Plan where public participation is prescribed to deal with larger areas. This second type of plan provides a more detailed plan for a ward sized district within the City and provides detailed planning for development on an intermediate range of 5-10 year basis.²²

In the process of preparing either type of plan the legislation refers to public participation as follows:
"before any plan by-law is given first reading, the Council must consult with the Community Committee(s) affected."²³
After publishing and giving due notice of the proposed plans in either case "On the day time and place slated in the notice, a meeting shall be held to receive representations from any person who wishes to make them in respect of the proposed action area plan or the proposed amendment, alteration, repeal, or replacement of it."²⁴

One may search in vain in this reorganized municipal structure for an opening that allows interested citizens or

²¹It is similar to the Neighbourhood Improvement Program, which takes advantage of the federal legislation and funds available for Neighbourhood improvement. See Chapter 5, the North Point Douglas N.I.P. Case Study.

²²CPAG Unicity/Winnipeg, op. cit., p.40.

²³City of Winnipeg Act, Sections 575(1), 583(1), Province of Manitoba Statues.

²⁴City of Winnipeg Act, Section 588(1).

affected public into the planning process at least in the initial planning stages. The only chance for individual citizen input is by participation at community committee meetings or by being a Resident Advisor. Such an avenue is highly dependent on the personal attitudes of councillors to public participation, on whether the RAG group is so formed as to function in this way, and finally on the willingness of the planner to invite idea input. It is clear that the legislation does not contemplate anything more than the Human Relations Model of participation. Referring back to Chapter 5 the Information Model sums up the potential of the system as now restructured.²⁵

What Needs to be Done?

The goals of the present civic structure, as reorganized by legislation, are still dictated by the municipal structure that preceded the engineered change. Wichern points out that, "prescribed structural reform appears to be an insufficient cause for organizational change (in goals and operations); since the organization's members will be part of that organization's social system."²⁶ Are we not being too impatient in expecting the change to occur so rapidly? Many will argue that as members elected for the first time to the Unicity Council are introduced to the public's real involvement will become meaningful.

²⁵It is true that in some cases the community committee has the power to grant a zoning variation.

²⁶Wichern, P., op. cit., p.47.

If, as it is reasonable to assume, the intent of the legislation was to restructure the political organization so as to encourage new organizational patterns of the actors to evolve, then more should have been done.

One of the basic assumptions of our social system needs to be challenged. This need is best illustrated by the use of an analogy to the social task of being and becoming a parent. As soon as a couple are married and a child comes along, that very happening is regarded as having prepared this couple for their new role of parent. "What more difficult job is there?"²⁷ The fact that Gordon has now written a book, using the same model, aimed at teachers, should give an indication of the intent for including his argument in this chapter. Gordon's model is equally fitting to the roles of municipal officials. According to Gordon, at certain points of their lives individuals take on new roles. How well have they prepared themselves for the new roles and tasks and what avenues exist for them to learn how to perform them better?

Certainly, as has been pointed out in Chapter 4, experience and process is the key to learning; should we then learn about the job, the new role, as we go along? It seems paradoxical that only recently have the resources of the social sciences and other disciplines been made available to these groups of elected and appointed officials.

²⁷Gordon, T., Parent Effectiveness Training, Wyden, N.Y., 1970, p.3.

In the same sense, who is helping our municipal leaders and policy makers, elected and appointed, to be more effective in "running" the city? Who is helping public participants to be more effective? Herman's point should be carefully considered in the light of this rhetorical questioning. "The worst barrier to the individual and his free expression of himself in an organization setting is probably fear - fear of others and even more importantly, fear of one's self."²⁸

Municipal Leaders Are Persons, Not Gods

In the light of the intent of this thesis, it is felt appropriate to transform further Gordon's discussion about parents²⁹ and teachers to one about municipal leaders.

When people become elected representatives, public administrators, or planners, something strange and unfortunate usually happens. They begin to assume a role or act a part and forget that they are human. Now that they have entered the sacred realm as elected official or have been appointed as administrator or planner, they feel that they must take up the mantle of their new role. They earnestly try to behave in certain ways because they think that this is how a councillor or planner should behave.

The transformation process is a traumatic event. In

²⁸Herman, S. M. "Notes on Freedom" in The 1972 Annual Handbook for Group Facilitators, Pfeiffer, J. W. and Jones, J. E. (eds.) University Associates, LaJolla, Cal., 1972, p.211.

²⁹Gordon, T., op. cit., pp.13-14.

a very serious way this transformation has unfortunate consequences for it so often results in leaders forgetting they are still humans with human faults, persons with personal limitations, real people with real feelings. The end result is that too many of our officials no longer feel free to be themselves,³⁰ rather councillors for example have the attitude that, as councillor, "I now have the responsibility to be something better than just myself."

A Behavioural Education Program

As has been explained the assumption behind the legislative change seeks to restructure the political institution in order to lead to a change in the structure and patterns of the organization and the relationships of the actors involved. The weakness of this approach has been dealt with above. In the light of this weakness, Wichern is supported in his call for a "behavioural program of education for the participants in organizational change, or at least specification of attitude-adjustment mechanism which deal with the additional technical skills and the approaches needed to make the change a success."³¹ However, this statement needs to be supplemented, in that any functioning within the municipal governmental structure demands the acquisition of skills and knowledge so that the

³⁰ Many teachers fall into a similar pattern when they and only they know the answer first and of course know more than any student. To accept the opposite is the first step to success in the classroom.

³¹ Wichern, P., op. cit., p.47.

task can be performed constructively. For instance, the process of decision making, the weighing of alternatives, parliamentary debate are all capable of improvement through educational means. Learning skills such as these under the stress of everyday happenings within the system is like being thrown into the deep end and told to learn how to swim alone.

Participation in municipal government, in whatever capacity, ought to be an effective learning experience, but this doesn't seem to be the case. Many people already in office are themselves struggling to cope and those who have achieved a position where they finally can feel comfortable, amongst the complexity of municipal government, are least likely to accept changes that to them would represent learning new patterns to cope in a revised or redesigned system.

Area Which Require an Educational Program

This particular case study indicates that RAG's face certain problems.

(1) There is a lack of communication between RAG's and the community at large and therefore the RAG's are losing touch with the community. Often there is no effective regular means of communicating between these two.

(2) Most residents have difficulty in obtaining and interpreting data pertinent to the issues they must discuss.

(3) Often the Councillors and RAG members have difficulty relating to each other's function. There seems to be a lack of wholehearted co-operation between the two.

(4) Most RAG members have a general sense of lack of achievement and ineffectiveness, which is attributed to their lack of decision-making powers and their advisory role. Members are unhappy about the 'housekeeping' role generally adopted by the groups and feel this is due to a lack of direction in adopting other long term or planning roles.

(5) RAG's have great difficulty in obtaining financial, technical and professional assistance.

(6) A diversity of lifestyles and of ethnic and economic backgrounds, in some communities, results in wide differences of opinion on local issues. Such differences impede a unified and effective approach.

(7) There is a failure within certain RAG's to provide true community opinion on issues. Certain sectors of the community are uncomfortable in a group situation such as that of a RAG and are not represented. 32

All of the above problems could have been anticipated, as seen in the previous discussions not only in terms of the Human Relations Model, the Human Resources Model and Arnstein's Ladder of Citizen Participation, but also because of the extent of present knowledge about the functioning of groups and individuals within groups. Techniques exist that allow trained facilitators to help such individuals and groups to find solutions and work out problems typified above.

The following three chapters will offer strategies that focus on the difficulties of citizen participation described in this case study. The intent is to prove with these examples that a way does exist to prepare people for the many roles they perform when involved with a municipal government. Section 3 of this paper, in particular, will deal with developing the conceptual (cognitive), and attitudinal (affective), frameworks to identify problems, to generate strategies to deal with problems, to prioritize a group of options, to generate policy, and even to evaluate strategies implemented. Of equal importance will be the support of the known educational

³²Gillies, M. and Duguid, N. (eds.), op. cit., p.32.

axiom that as the growth of individual skills occurs so does that person's contribution and confidence.

This fits in with the perceived needs of the participant which have left RAG groups so far restricted in effectively involving themselves in long range planning. To reiterate, Gillies outlines four problems for which Section 3 offers tools useful in solving them:

(1) The difficulty in evaluating planning ideas against other considerations and factors.

(2) The primary concern with local issues which blocks perception of city-wide implications resulting from local neighbourhood decisions.

(3) The difficulties in understanding complex technical and socio-economic considerations.

(4) The lack of technical assistance and background information.³³

Conclusion - A Recognition of the Delicacy of the Intervention

To intervene in the municipal government structure and offer resources, skills and knowledge to those in the system has some built-in difficulties. Planners, in the proposal suggested here, are being exhorted to define their role as a helping one. If the helping role is interpreted wrongly, it will not only not achieve its task but will rather create fresh problems. Robert W. Resuick, a gestalt-oriented psychotherapist, offers a useful rule in this regard: "The

³³Gillies, M. and Duguid, N., op. cit., p.40.

distinction between true support and 'help' is clear; to do for the other what he is capable of doing for himself insures his not becoming aware that he can stand on his own two feet..."³⁴

In the suggestions that follow the planner is viewed as a special consultant whose role must utilize the humaneness of each planning situation. The planner's important skills of synthesis and analysis used to achieve various public goals should not overshadow the planner's role as a consultant. Herman's consultant model fits the intent of this paper. The consultant's "primary step is not to help people embark on self-improvement programs, rather it is to encourage them to recognize and appreciate where they are now. Then the consultant may help them to find their own unique paths forward to change and growth."³⁵

³⁴Quoted by Herman, S. M., op. cit., p.213.

³⁵Herman, S. M., ibid.

SECTION 3
STRATEGIES

Introduction to Section 3

In the preceding chapters there has been an emphasis on dissipating the pessimistic misconception, of officials elected and appointed, that groups, professional or public are unproductive.¹ It is true that if the correct process is not utilized any collective activity by these people is likely to be unproductive and wasteful of time and individual energies. It must be stressed, however, that this pessimism is based on past experiences which makes this conclusion inescapably credible.

Ordinarily, task groups of planners, interdisciplinary project groups of professionals, and most certainly public participants, found in situations outlined in previous chapters, are put to work without much effort being expended to assure their functioning as cohesive units.

The third section of this paper will present a series of structured experiences designed for use with groups typically found in planning situations. There exists a great need to provide strategies to compensate the weaknesses displayed by governments in planning and making decisions.

What follows is a delineation of a series of inter-related processes that will be called "structured experiences"²

¹Without a doubt members of the public, the potential participants hold similar pessimistic misconceptions.

²A term coined by Pfeiffer and Jones which they define as "a design for focusing learning." See Pfeiffer, J. W. and Jones, J. E. (eds.) The 1972 Annual Handbook For Group Facilitators, La Jolla, Calif.: University Associates, 1972.

useful to aid groups involved in planning. The purpose of offering such structured experiences will be to provide ways of intervening into existing group processes. The intervention should include a set of specific instructions that outline activities and tasks that will allow a group to focus on purposeful goals related to an activity of planning.

The following three chapters will offer practical direction for approaching the solution of the needs identified in Sections 1 and 2 of this paper.

Chapter 7 will deal with the controversy surrounding the use of structured experiences, their pros and cons, as well as with what is now understood about group behaviour that blocks effective group production.

Chapter 8 will offer a loosely organized array of "structured experiences." This chapter will describe the goals for using these experiences, their application to planning, and the steps basic to each process.

Chapter 9 will offer a case example of the partial application of the "structured experience" approach to a Winnipeg planning situation.

CHAPTER VII

THE BEHAVIORAL REQUIREMENTS OF PEOPLE IN GROUPS FOR THE PURPOSE OF PLANNING

Introduction

It has been a constant and underlying claim of this thesis that each individual needs to be a part of those processes affecting his life. An individual living in an urban setting has few, if any, effective means to alter things or join a dialogue about potential change. Why is the individual not included in such societal processes? Several reasons can be contemplated:

- that the individual feels, rightly or wrongly, that he cannot cope conceptually with the ideas and jargon of societal communication¹
- that the individual will be frustrated by the nature and lack of institutional frameworks to communicate effectively to societal subsystems
- that the individual will not be given a chance to communicate by those involved because of low

¹The problems of today are infinitely more complex, involving systems and interacting subsystems that go beyond normal human ken and which do not yield to conventional jargon or traditional forms of communication. Duke, R. D., Toward A General Theory of Gaming, Simulation and Games, Vol. 5, No. 2, June 1974.

²There are those who argue that the structure of media control prevents communication. See Tuchman, G. (ed.), The TV Establishment, Prentice-Hall, Englewood Cliffs, N.J. 1974, also Clement, W. The Canadian Corporate Elite, McClelland and Stewart, Toronto, 1975.

regard for the person's contribution and the sheer number of individuals who want to be part of such dialogue

- that the individual finds such involvement personally disagreeable and is reluctant to devote energy and time to it.

The above problems of the individual are closely related to the difficulties of managing modern western society, which is mostly urban. As Duke puts it, these urban problems have generated "the modern equivalent of the biblical Tower of Babel: to unravel the present want structure in human terms, to harness appropriate technologies, and to manage a successful communications net (non-net?) that is truly unimaginable and certainly unmanageable. Society's failure to respond to individual need is in large part, a communications problem."³ This is in addition to the suspicion that there is a deliberate attempt to obfuscate by those who communicate and those who control the media.⁴

This chapter will provide an introduction to the current "group technology", to be described in Chapter 8; this new technology can act as a wedge into the problem of communication and individual identity. It will be the aim here, to provide the rationale for intervening into human processes of planning in order to guide existing personal and group dynamics toward goals that relate to a democratic society.

³Duke, R. D., *Toward A General Theory of Gaming*, Op. Cit., p.133.

⁴Tuchman, G. (ed.) op. cit.
Clement, W., op. cit.

Planners, it has been claimed in an earlier chapter, belong to a "helping profession"; as such, their challenge is to find more efficient and more effective means of working with individuals. Urban planners would not deny that their work aspires to promote the psychological health of communities, but they find they can do little in this regard. The problem lies in the communications models they have chosen to use and so this objective remains dormant. A most serious criticism of planning must remain the fact that as a "helping profession" it does not reach enough people or let enough people reach it.

The Application of an Experimental Model to the Planning Process

A major step in the formulation of a strategy to achieve the solution to the problems identified is the experiential model. This model, as its basic tenet, places emphasis on the participation and active involvement of persons concerned in a plan. Specifically, the experiential model focuses on both content and process. The goal is to let participants experience the issues as well as identify them intellectually.

When the planner involves others into the planning process the direction of participant responsibility and participation can follow several alternative routes.⁵ A didactic and information alternative is the most straightforward and most

⁵See the five models of Citizen Participation, p.84.

often used planner role. Some planners, however, feel the need to undertake what can best be described as a therapy approach.⁶ As a therapist the planner has identified, in the planning situation and in the associated people, a need for help and assistance. Thus the participants are seen as clients or patients, rather than as individuals with general learning or personal growth objectives. Finally, on the other end of the spectrum of participant involvement and responsibility, is the conscious facilitation by planners of the experiential alternative. The responsibility and involvement of the participants can similarly be matched to the above alternate routes and planner roles; participant roles can range from passive recipient to the active doer and learner.

Thus a public meeting has various potential outcomes, at one extreme participants may vote, listen, memorize, passively observe or receive one-way communications from planners and officials; at the other extreme the planner helps the participant learn and grow through active involvement and responsibility.

The Planner as Group Facilitator

What kind of preparations are made by planners prior to a public hearing or presentation? The following are standard preparations for a meeting with a public or "client" group:

⁶There are strong parallels here to Arnstein's "persuasion model."

- as many visual and graphic representations of the information, content, and data officials wish to communicate.
- the possible preparation for anticipated questions.
- the setting of an agenda and determining the timing of coffee breaks.

The proxemics of the meeting can be anticipated to be a classroom like situation with the audience seated facing the information givers⁷ who are arrayed in prominent positions in front of the assembly. This structure by its very nature can result only in the acceptance of the planner and other officials as publicly responsible for the whole performance.⁸

The strategy in essence must be to alter the environment of meetings, to emphasise new areas of process, to alter the proxemics, and to play down traditional planner roles. The need is for the planner to take on a role as facilitator which includes such tasks as:

- assessing or anticipating a group's moods, concerns, and needs
- selecting structured experiences to lead the group to an acceptable and worthwhile end based on the objectives of the meeting and ideally worked out in conjunction with all present

⁷Looking at each others backs and in some cases in fixed seats.

⁸Especially for its success or failure.

- creating an atmosphere where constructive communication can take place⁹
- conducting an experience often involving interaction between participants
- refraining from becoming an integral part or actively intervening.

Definition of a Structured Experience

Chapter 8 offers seven "structured experiences" that are felt worthy of application to various stages of the planning process. Kurtz defines a structured experience as "an intervention in a group's process that involves a set of specific instructions for participants to follow. These instructions specify a participant's behavioral alternatives at a particular moment in the life of the group."¹⁰ For example, the planner in the role of facilitator may first ask all group members to write down the problem or issue in as many ways as they can, as they see it,¹¹ this is the act of offering a structured experience.

There is a difficulty in finding a term symbolic of the nature and function of "the structured experience." As Pfeiffer and Jones, the originators of the term, point out

⁹Included in this would be a careful attention to timing of each component, planning it and enforcing it strictly but kindly. Also the preparation of strategies to deal with contingencies.

¹⁰Kurtz, R. A., Structured Experiences in Groups: A Theoretical and Research Discussion, The 1975 Annual Handbook for Group Facilitators; University Associates, La Jolla, Calif., 1975.

¹¹See Nominal Group Technique, Chapter 8, p.133

these are "designs for experience based learning." The term also correctly provides a connotation of guiding participants in learning about human interaction. The use of the word "structured" means that the group's intentions and learning are facilitated by a designed process.

There are risks in leadership of any group, Chapter 3 has identified such risks. If structured experiences are incorporated, the risk is seen to increase. Any group, however, can be manipulated regardless of the "structure" used or the leadership style. The major precaution that can be taken against manipulation, regardless of the "structured experience" chosen, is the provision of a "positive" facilitator functioning for the group.

The Benefits and Costs of Applying Structured Experiences to Planning

When utilizing a "structured experience" with any group it is important for the facilitator to be aware of its effects and to acknowledge that no organized activity of this nature can achieve perfect results. Benefits and costs must also be considered.

Each has pointed out some benefits of the use of "structured experiences" as paraphrased below. They are equally applicable to those proposed and designed for planning processes and presented in Chapter 8.

- they enable the individual to understand better the different aspects of his personality and present social roles

- the equalize the participation of dominant and less expressive members, balancing the sources of stimulation in a group
- they provide an opportunity for the individual in the group to act out, and therefore engage in a wide assortment of behaviours.¹²

On a group level research results also indicate that with "structured experiences"

- more cohesive groups are formed
- participants are more involved in the activities of the group
- participants report they learned more from the group experiences¹³
- fine feedback situations are created for officials and others needing evaluation and input for plans and policies
- the paradoxical combination of the major elements found in individuals and groups--sensitivity and aggressiveness--is diverted from destructiveness to inspired problem solving.¹⁴

The costs of using "structured experiences" as expressed by Argyris are presented below. These can be disputed due to the fact that the structured experiences presented in Chapter 8

¹²Bach, G. R., Intensive Group Psychotherapy, New York, Ronald Press, 1954.

¹³Kurtz, R. R., op. cit., p.169.

¹⁴Prince, G. M., op. cit., p.5, puts it well. "Aggressiveness presses us to adventure beyond the rules, to speculate outrageously. Sensitivity alerts us to both opportunities and shortcomings." Altering the structure of meetings

in their several practical applications¹⁵ have not been observed to create these conditions. Argyris' claims, however, are seen as possible consequences of misuse of structured experiences. They are as follows:

- there is a lack of theoretical rationale supporting their use;
- they stress emotional aspects of the participant's experience at the expense of the cognitive labeling that enables one experience to be related to another;
- they do not foster generalization, therefore diminishing transfer to everyday applications;
- they give the leader such a dominant role in the participant's learning that they become dependent on him;
- they focus the member's attention on the instruction of the leader, rather than on his behaviour, the former has greater didactic and facilitative potential;
- they encourage less member interdependence because of the leader's central role;
- they cause members to lose the sense of competence and accomplishment that comes from identifying their own goals and discovering their own solutions.¹⁶

¹⁴(Concl'd) through the application of "structured experiences" can produce such positive diversion of human energies sensitivity and aggression onto the problem rather than personalities.

¹⁵All told five different applications utilizing various combinations of the seven experiences with public groups of sizes varying from 300 to 6.

¹⁶Argyris, C. On the future of laboratory education, Journal of Applied Behavioral Science, 1967, 3(2), 153-183.

These are possible consequences of the use of "structured experiences." Facilitators can avoid these not only by consciously striving to achieve the opposite but in some cases letting the processes themselves correct for these tendencies. Above all, the group facilitator must be able to develop a personal model to help him stage and create the atmosphere, recognize and use helpful actions in groups and understand how to discourage destructive group behaviours.¹⁷

Conditions Which Hinder Effective Functioning of Groups

Research clearly shows that, despite the cynicism heaped on such venerable institutions as the "committee," small and large groups can be made to work effectively and to the satisfaction of their individual members.

The most important obstacle to overcome is the past performance of meetings and groups and people's experience in them. If any meetings and groups, especially those convened for planning purposes, have in the past been successful their numbers are insignificant and their success was accidental. Why does this occur? Is failure inevitable? The findings show that solutions do exist. Group facilitators thus need to be well versed in those common patterns of interacting groups and the actions of individuals under group conditions;¹⁸

¹⁷A facilitator simply isn't competent without these skills.

¹⁸As will be seen, the Nominal Group Technique handles this well.

- Interacting groups appear to inhibit the effectiveness of members in generating many dimensions of the problem being discussed. Research indicates that regardless of the level of permissiveness of the leadership, most individuals only feel comfortable in sharing well-developed and well-thought-out ideas with a group. The problem intensifies in newly formed groups when members don't know each other well. One or two strong members may dominate and keep less powerful individuals from bringing up important new considerations.¹⁹
- Interacting groups tend to start evaluating and elaborating on some of the early appearing dimensions of the problem. As a result, the group never gets around to identifying other, often more important, dimensions of the problem.²⁰
- Interacting groups tend to focus on one particular train of thought and not attempt to identify all the problems' dimensions. Experience shows that most individuals opt for the easier route of reacting to someone else's idea rather than for generating their own contributions. This is the point at which the group

¹⁹There is a whole host of negative group dynamic behaviours typically involving such behaviours as emotional blocks, confrontation, bandwagon effect, prestige, sponsorship and intimidation by pecking order, see Pfeiffer, J. W. Conditions Which Hinder Effective Communication, 1973, Annual Handbook for Group Facilitators, pp.120-123, University Associates, La Jolla, Calif, 1973.

²⁰Creativity research shows this is a critical failing. Creativity is a vital component that needs fostering because it can develop further alternatives, enriched possibilities, and imagine consequences. See Prince, G. M., op. cit., p.4.

usually considers its job done and as a result never actually gets to the point of identifying more subtle aspects of the problem or issue.

- It is also important to identify all dimensions of the issue and problem rather than to move quickly to identify solutions. There appears to be a human tendency to seek solutions even before the problem is understood. This human propensity to seek solutions even before the problem is understood is a typical group phenomenon at planning meetings.²¹ Research shows that this tendency to be solution-minded becomes even stronger when there is anxiety over the nature of pending decisions. Those with nostrums (patent 'all purpose' solutions) are, effectively solutions going around in search of problems.²²

Planning Meetings Where Everyone Can Win

Win/lose situations are a deeply ingrained aspect of our culture and of our institutions. Win/lose is the motivating force in our educational system; it is also the way political parties function. The win/lose language of planning shows that lessons that have been well learned in professional

²¹A classic example of this phenomenon is explained in Chapter 9, it occurred at the Gateway Community Center Meeting. When it emerged the Nominal Group Technique was suggested for use in order to identify all problems and issues and put them into perspective.

²²For further discussion of the inhibitory influences that plague interacting problem-solving groups, see Maier, N. R. F., Assets and Liabilities in Group Problem Solving, Psychological Review, 1967, 74, 239-249.

training are transferred to the real life job of "helping" people and working with them.

In a planning meeting there is typically a subconscious and also a conscious desire by group members to win. Typically, vocal members of the audience interrupt each other to introduce their own ideas with which they can win "points." Proposals, concerns, and issues that other members of the audience do not even acknowledge are also raised. Partnerships and even power blocks are formed to support one programme against proponents of another. Often totally irrelevant issues will be brought out by group members as their reaction to an earlier losing of face. These mostly irrelevant tactics can totally distract a meeting from its objectives and achieve a win for their sponsors.

Planners see themselves²³ in competition with persons attending planning meetings and vice versa. This attitude results in an inevitable stand-off where one side is destined to emerge with a "victory" and the other as a "loser." In reality, both sides lose. On the whole, such confrontations are counter productive and rarely lead to desirable outcomes such as a compromise or consensus. The ideal toward which the strategies proposed in Chapter 8 strive is to have both planners and participants adjust from a win/lose situation to a positive win/win outcome.

The basic features of the structured experiences

²³With justification.

approach to involving participants in planning matches recognized means of adjusting win/lose situations to achieve positive results for all. The means are inherent in the structured experiences for planning to be found in Chapter 8. For instance they help planners at meetings:

- To have clear meeting goals, understood and agreed upon and to use the goals to test whether issues are relevant or not.
- To refrain from developing counter arguments
- To help recipients of plans or policies feel that they can have influence on decisions that affect them.
- To try to make decisions by consensus rather than victory.²⁴

The key attitude, then, is one of striving for what is best for all rather than of trying to achieve a victory.

Conclusion

Planners are being asked to learn and take on the competence of handling groups at public meetings. The direction most desirable to follow involves the adoption of new attitudes toward participants in order to tap the potential of the participants assembled to consider plans.

It is time to recognize the wastefulness of the win/lose confrontations at planning meetings. It is safe to

²⁴ A more exhaustive list is provided by Wiley, G. E., "Win/Lose Situations," in Jones, J. E. and Pfeiffer, J. W., The 1973 Annual Handbook for Group Facilitators, University Associates, La Jolla, California, 1973, p.106.

assume as does Prince "that every participant consciously perceives a meeting as a competition between himself and everyone else. The rules of competition apply; if someone else wins, he will lose. To make life even more hazardous he brings with him into the meeting a delicate image of himself. Any desparagement or put down will damage this image. When this happens (given the competition, it is very likely), his total attention and skills are devoted to repairing and refurbishing his image at the expense of his rival."²⁵

As important as is the adoption of the above attitudes and insights, so is their support by practical strategies and processes so that such energies can be directed where they belong, to the problem and the issues. If the above strategies for holding are accepted and if those people present are engaged and fully utilized, then traditional meeting arrangements must take on a greater variety of forms suited to the intended problem sensing purpose; as presently constituted they only serve two purposes; possibility destruction and the creation of a "political" majority decision.²⁶

²⁵Prince, G. M., op. cit., p.5.

CHAPTER VIII
DESIGNED STRUCTURED ACTIVITIES
APPLIED TO PLANNING

Introduction

This chapter will provide an overview of seven designed group processes, the purpose being to describe a series of interrelated "structured experiences"¹ that can function to enrich the task of planning and to help avoid the typical group problems outlined in Chapter 7. Potential users of these processes are urged to consider the following pages as providing only the essential details of the seven "structured experiences."² The aim of these descriptions is to provide the reader with insight into the objectives, function, and dynamics of each "experience." In order to understand such processes well, and to use them effectively, an aspiring group facilitator will need to practice and develop his personal skills in the use of each. Refinement and effectiveness, however, can rise dramatically right from the first practical use of each.

Seven such "structured experiences" will be described

¹This term "structured experiences" was defined in Chapter 7.

²Full reference, however, is provided to the source of these "designed experiences" for those wishing to apply them to their own relevant situations.

and it will be shown how they could apply to typical city planning situations. The seven experiences in order of presentation in this chapter have been given the following titles by their designers

- A. Nominal Group Technique - Identifying the Problem(s)
- B. Scenario Building - Clarification of Options
- C. Synectics - Generating Creative Strategies³
- D. Outcomes Assessment - Assessing Strategy Consequences
- E. Policy Negotiations - Collective Decision Making on Policies
- F. Mini Delphi Technique - Predicting Future Events Related to the Problem
- G. Conceptual Mapping - Public Review of Strategies and Impacts

These experiences are, by their very nature, applicable to a broad spectrum of planning tasks, however, each needs modification and redesign on a use by use basis. Since each of the above processes is seen to apply to city planning each has been given an additional title that more clearly pinpoints its functioning in the model.

As will be seen in the model showing the interrelationship of these seven processes, see Fig. 8, the whole group can be subdivided into three main categories. Those that function as

- problem sensing and idea generators

³The Nominal Group Technique is utilized not only in identifying problems and issues, but also at this point in generating a range of possible strategies. These strategies are supplemented by those generated using the synectics process.

- problem solving and possibility destructors
- planning guides that provide a follow through to implementation.⁴

Before presenting the seven "structured experiences" it should be mentioned that each⁵ will be described using a similar format that comprises the following five steps;

A General Overview

Goals of the Process As Expressed by the Designers

Goals of the Process As Particularly Relevant to Planning

Typical Group Situations Where the Process Might Be Used

The Process Steps Described

Also where possible flow charts of each process will be offered.

A Model of Structured Experiences for Planning

The "structured experiences" selected⁶ as most appropriate for application into the planning process and seen to provide strategies that fulfil the goals of this thesis are linked together in a vital way. The model offered in Fig. 8 suggests the nature of this linkage. Each element of this model, because of its inherent qualities, allows other possible arrangements. Also, it is to be noted, that each element can effectively be used out of the context of this model.

⁴The boundary for these is not as clearly distinguishable as may be inferred from the model Fig. 8.

⁵The Policy Negotiations process was not as easily subdivided for discussion.

⁶It is now possible to choose many more "structured experiences" and to see a great variety of their modifications and applications. This is possible through such groups as University Associates already cited in this thesis.

Fig. 8 - A Model of Structured Experiences for Planning

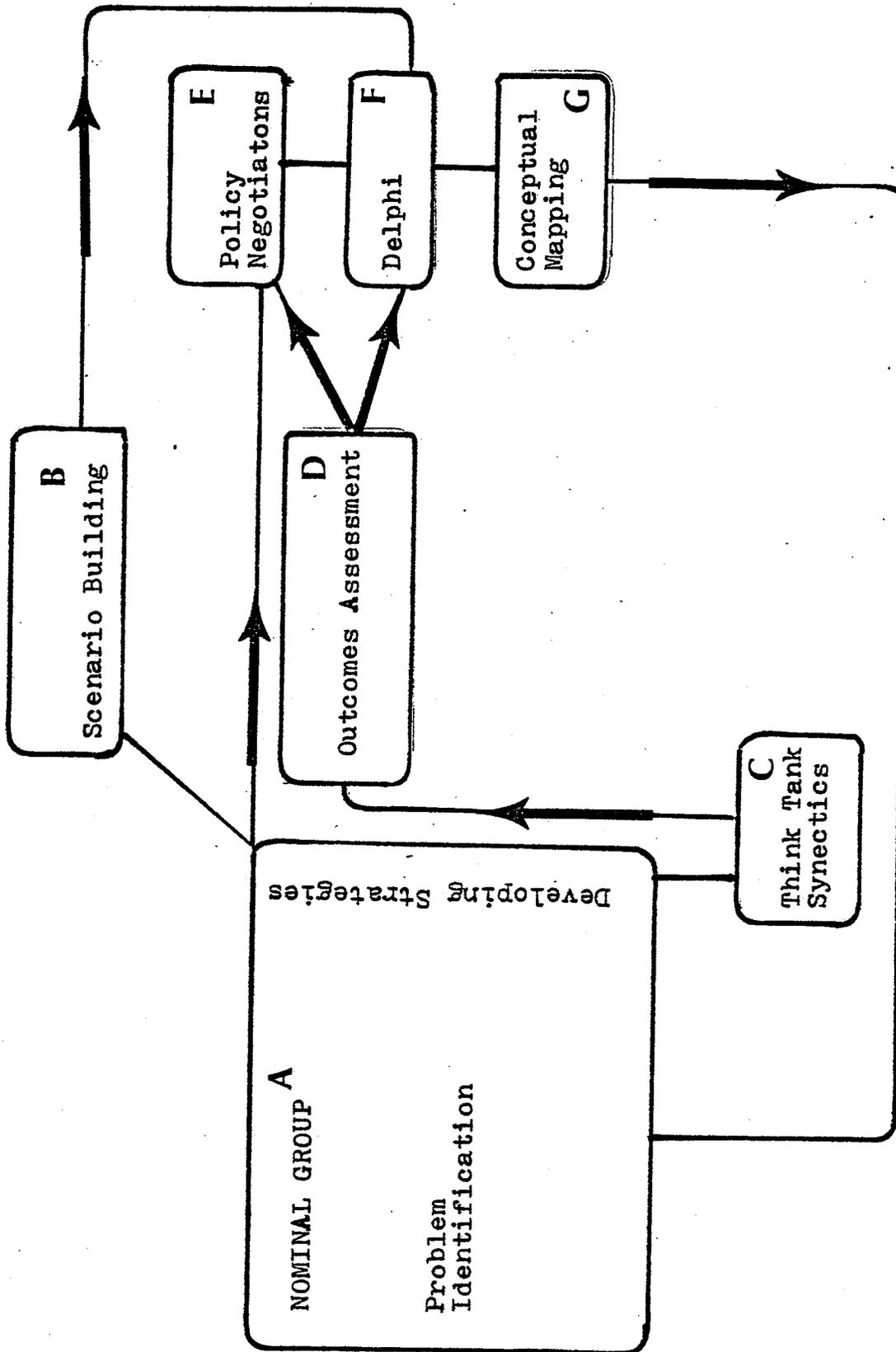


Fig. 8 then, represents an ultimate utilization of the seven sub-component elements that are called "structured experiences" in a planning context. Under most circumstances and restraints of time and resources a much reduced combination of "experiences" would be contemplated for use; in fact, it may be only practical because of time and individual situations to use one component only.

The rest of this chapter will be devoted to a survey of each of the seven processes, their goals and intent, their interrelationships and the practical steps for their use.

A. NOMINAL GROUP TECHNIQUE - Identifying the Problem

General Overview

This structured experience is basic to the model just described. Because of its nature the Nominal Group provides the means of keeping the aggressions, competitiveness, and sensitivity of a group focussed on the task. The task can be typically to identify the issue and problem. However, the task is so designed that individual group members do focus on the issue and problem rather than on personalities and group members typical symptoms of the negative group dynamics that have been described in Chapter 7.

The Nominal Group is by far the most functional as well as easiest of the processes for facilitators to use. It is also useful for bonding the group, setting the proper atmosphere, and establishing, in the minds of all, the function and role of the group facilitator(s).⁷

⁷ Generally described as a helping, guiding, and objective role and function, rather than an introducer of values, opinions and directions (in terms of the problem).

Goals of Nominal Group Technique
As Expressed By the Designers ⁸

- (1) To increase creativity and participation in group meetings involving problem sensing and fact finding.
- (2) To develop and expand individual perceptions of critical issues within the problem areas.
- (3) To identify priorities of selected issues within problems and even to identify the viewpoints of differently oriented groups.
- (4) To obtain the input of many individuals and prevent the unbalanced contribution and participation common in large and small groups.

Goals of Nominal Group Technique
As Particularly Relevant to Planning

The four goals of the Nominal Group Technique above are truly applicable to public meetings convened to deal with planning matters. The Nominal Group can;

- Enrich the thought process of the group. In that regard it has been stressed that any planning activity can benefit positively from an extra share of creative input. It is also possible to generate, with this technique, a wider range of ideas and alternatives utilizing the varied experience and situations of all individuals present.

⁸Ford, D. L. and Nemiroff, P. M. "Applied Group Problem-Solving The Norminal Group Technique" in Jones, J. E. and Pfeiffer, J. W. (Eds.) The 1975 Annual Handbook for Group Facilitators, La Jolla, California, University Associates, 1975, pp.179-182, also see "A Group Process Model for Problem Identification and Programme Planning," Journal of Applied Behavioral Science 1971, 7, 466-491.

- Focus the group on a true identification of the issues rather than the disorganized pursuit of solutions, as a result of chasing vaguely defined or not defined issues and problems.

- To achieve a positive sense of contribution on the part of the participants rather than a sense of confusion and a frustration due to the traditional dominant role of officials in determining the future course of events. In this regard a major benefit of the use of this process is its applicability to the normal public groups where the range of verbal and intellectual skills are large. Thus, the goal for using the technique would be to give those who possess only the rudiments of communication skills an equally weighted chance to contribute.

Typical Group Situations Where The
Nominal Group Technique Might Be Used

In general this technique would be useful at any public meeting where there is a need to have individuals of a group communicate their thoughts about a needed or planned action. As a structured experience this activity has the depth, breadth, and flexibility to fit virtually every group situation found in planning.

The following is a list of typical planning situations by no means exhaustive, where the Nominal Group Technique could be of worth if applied;

- A meeting to consider an application for rezoning of a property.

- A hearing to present planning proposals such as for a

transportation corridor, a regional park or an urban renewal scheme (at any stage of the design process).

- Presentation of conceptual plans to clients from whom the planners desires evaluative feedback.

- User review of a plan that has been implemented or about to be implemented.

- The presentation to a community of a District or Action Area Plan.⁹

- For groups of professionals identifying and weighing inputs into a plan, e.g. The impact of a major bridge crossing and the views of the impact by various municipal departments concerned with the project.

The Process Steps Described
NOMINAL GROUP TECHNIQUE

1. At any meeting convened to deal with typical situations listed above there is the prerequisite of having an information session to provide all present with the facts as they relate to that point in time.¹⁰ Based on the exposition of the situation the following steps can be followed.

The facilitator makes several explanatory statements

A. that the role of all present is to contribute their own particular perception, expertise and experience

⁹The implication of previous chapters would necessitate the use of this technique in earlier steps to solicit, neighbourhood, community or district, resident input as to their views of future, their needs and their priorities.

¹⁰In other words problem definition is a prior stage.

to define the critical issues within the problem at hand.

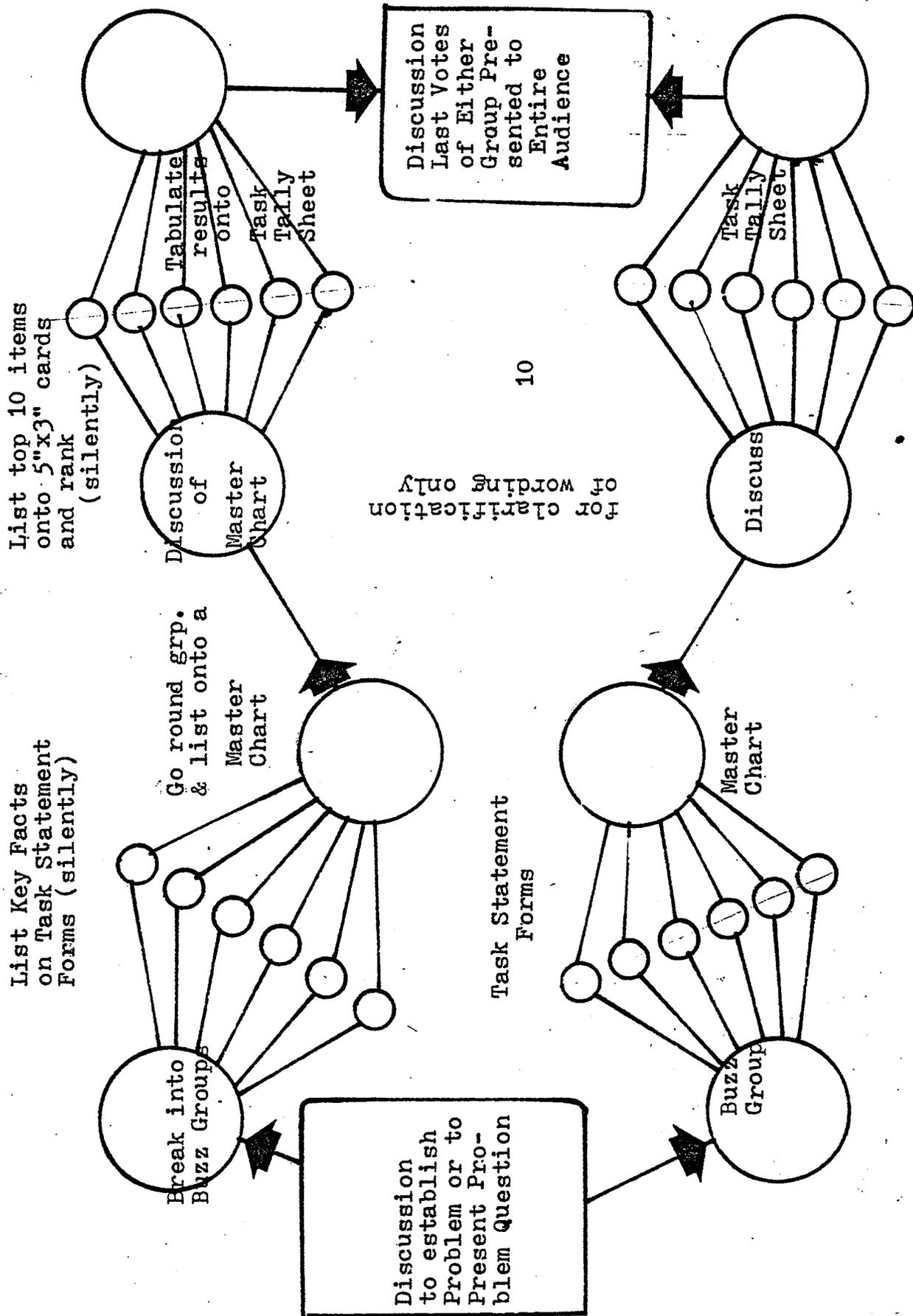
- B. that the immediate objective is to sense the issues of the meeting's purpose, in other words, problem sensing not problem solving.
- C. that the process will involve working "nominally in groups" but not interacting verbally except at specified times.

2. The facilitator then poses the question or statement that focuses individuals so as to enable them to verbalize their relationship to the problem, e.g. "As you know, we are here to hear from you what are the issues of the situation, the facts of which you have just been presented."¹¹
3. The group is helped to divide into smaller groups of between 4-8 persons. The division can be random or on the basis of specific interest groups present. See Fig. 9.
4. Participants then work individually to record on "Task Statement Forms," see Fig. 10, their reactions to the question that probes a key issue of the purpose of the meeting, at this time, specifically avoided, is any discussion with others except on points of clarification.
5. A volunteer in each small group, or extra resource persons, acts as a recorder in order that each member in turn can present items from their list to be recorded.¹²

¹¹A good example of the type of question and the care exercised in wording it can be found in Chapter 9.

¹²The first item on the first round, and so on.

Fig. 9 - Flow Chart of the Nominal Group Procedure



All items are recorded on large sheets of paper until each participant's list has been exhausted. Discussion of items is allowed only to clarify meaning or wording, however, opportunity should be taken during the various rounds to generate fresh items, triggered by others, a process referred to as hitchhiking. If some items overlap, no concern need be expended at this stage.¹³

6. Each group now discusses the items on their master chart with the object of clarifying, elaborating or adding new items. (No items should be condensed or categorized.)
7. Without further discussion each group member should select from the group's master chart an agreed upon number of items, usually ten, he feels most critical as applied to the problem question. These items should be personally written down, as many as possible.
8. (Long method of voting) Each small group member is to take his ten items and rank order them, recording each choice on a scrap computer card, using a separate card for each item, thus:

Item	Rank
27	3

(Shorter method of voting) especially with large groups and where the task of ranking is felt too difficult, each

¹³Each separate point is listed only once if it clearly is the same. If there is any question of overlap the points are recorded separately.

Fig. 10 Nominal Group Task Statement Form¹⁴

Problem: (Example) There is a proposal before us to extend R1 zoning into the additional zone shown on the map. What are the issues and problems in your view?

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____
11. _____
12. _____
13. _____
14. _____
15. _____
16. _____
17. _____
18. _____
19. _____
20. _____

¹⁴Jones, J. E. and Pfeiffer, J. W. "Nominal Group Technique: An Applied Group Problem-Solving Activity," 1975 Annual Handbook for Group Facilitators, University Associates, La Jolla, California, 1975, p.38.

Fig. 11 Nominal Group Tally Sheet¹⁵

Item Number	Ranks Assigned by Participants	Average of Ranks
1.	_____	_____
2.	_____	_____
3.	_____	_____
4.	_____	_____
5.	_____	_____
6.	_____	_____
7.	_____	_____
8.	_____	_____
9.	_____	_____
10.	_____	_____

¹⁵Ibid., p.39.

participant can be given 200 points to distribute in any combination preferred amongst the 10 items he has selected. (Note one item must be given 100 points. This eliminates the possibility of having an item top ranked by the group with only one sponsor who placed all 200 points on an item.)

9. Cards are collected and results are tabulated by the resource persons.
10. Top ranked items from each small group are presented to the whole group. Again no valuing is allowed although definitions should be clear to all.
11. A voting session can then be held to allow each participant to weigh the top ranked items from each sub-group's top items. The top 10 items as chosen by each individual are again individually marked and this time assigned points, 100 for the top ranked item and an additional 100 points are distributed between the remaining 9 items.
12. All participants gather together and the results are reported to the entire group by the facilitator who also leads a discussion of the results, stating again that the reason for the exercise was to be able to understand better the critical issues of the problem.¹⁶

¹⁶These twelve steps are a minor variation of the process described in Pfeiffer and Jones (1975), op. cit., pp.35-39.

The Nominal Group Used to Generate Strategies
To Deal With Identified Problems or Issues

Just as the Nominal Group Technique was used to identify and prioritize the components of a problem at issue, the same process is recommended to generate a range of strategies to cope with the top problems.

To achieve this step, the larger groups needs to remain in its smaller "buzz groups" of about 5-6 persons. Each small group uses the same Nominal Group procedure, up to Step 9, to identify a range of strategies to deal with its assigned problem.

In the following pages the strategies thus generated by this second use of the Nominal Group Technique will be supplemented through the use of a special idea generating technique called "Synectics."

B. SCENARIO BUILDING - Clarification of Options

General Overview

This approach can provide a forceful illustration of the branching choices offered by the different strategies and problems, generated by the Nominal Group. Scenario Building can systematically set out various future states, which, when analyzed, can be used to generate fresh approaches and insights into the interrelatedness of problems and solutions. At a further step in the model, called Outcomes Assessment, identification of key strategies and how they cross-impact each other will be possible to allow policy formulation.

Goals of Scenario Building
As Expressed By The Designers¹⁷

According to Kahn and Wiener, scenarios

- serve to call attention, sometimes dramatically, to the large range of possibilities that must be considered in the analysis of the future.
- they force the analyst to deal with details and dynamics that he might easily avoid treating if he restricted himself to abstract considerations.
- they help to illuminate the interaction of psychological, social, economic, cultural, political, and military factors.
- they can illustrate forcefully certain principles, issues, or questions that might be ignored or lost in the "blind spots" of standard processes.
- they may also serve to consider alternatives possible outcomes of certain real past and present events.¹⁸

Goals of Scenario Building
As Particularly Relevant to Planning

In general scenarios aim to set out alternative futures--possible, probable, or preferable. A scenario "can strikingly illustrate the consequences of following this, rather than that, series of branching choices, or of taking up this decision mix rather than that. It can systematically set out varying future states that could develop from a present

¹⁷Herbert Kahn and Anthony Weiner are generally regarded as responsible for the development of the technique.

¹⁸Kahn, H. and Weiner, A. J. "The Use of Scenarios" quoted in Toffler, A. (ed) The Futurists, Random House, N.Y., 1972, pp.161-62.

situation--and set them out so they can be discussed or evaluated."¹⁹

Planning as practiced utilizing the various models shown in previous chapters does try to generate a large range of alternatives and possibilities especially, based on an analysis of visible facts and trends. The points of worth provided by Kahn and Weiner on behalf of scenario building and listed above should be of particular relevance to any planner.

Typical Group Situations Where
Scenario Building Might Be Used

Scenario Building could follow the Nominal Group problem sensing technique by taking those problems prioritized as key and taking them as interacting forces affecting the future.

This whole process could be done by a large and cooperative group but would achieve important results if undertaken by

- a group no greater than 30 persons comprised of planners or professionals (preferably interdisciplinary).
- a group of highly motivated lay people assisting planners.²⁰

The Process Steps Described
SCENARIO BUILDING - See Fig. 12, p.152

1. A Series of problems and issues need be identified by the

¹⁹Carney, T. F. Constructing Instructional Simulation Games, Natural Resource Institute, University of Manitoba, 1974, p.57.

²⁰See the Jury, Chapter 9.

²¹See F. G. Thompson, Scenario Methodology, multilith March 5, 1974. Dr. Thompson is with the Systems Research and Development Branch of the Canada Post Office, Ottawa.

group and preferably prioritized. Two approaches to this stage are possible. The already mentioned Nominal Group approach or the use of the first steps of a technique called Synectics.²²

2. Divide the top problems, issues or strategies into two categories, those that are quantifiable and those that can be called as qualitative, not describable in quantitative terms.
3. Create quantitative range tables, by taking those aspects of the problem which can be expressed in terms of numbers and find out what the present statistics are and what the past trends were. Extrapolate on the figures found by developing a series of trends based on the following range of if's.²³
 - (a) Things turn out as well as your most optimistic guesses indicate (often referred to as super blue skies).
 - (b) Things turn out as well as your modestly optimistic guesses indicate.
 - (c) Things continue to develop as they have over the last 5 or 10 years (often referred to as "more of the same").
 - (d) Some of the current ominous trends continue to build up.

²²Designed by W. J. J. Gordon and operationalized by Prince, G. M., op. cit. This process will be described next.

²³Individuals in the group can best function by being given one or two problems quantitative or qualitative to flesh out, based on their particular skill and knowledge.

(e) The worst possible nightmare trends fulfilled (best described as stormy weather or disaster conditions).²⁴

4. Create Qualitative Range Tables by taking those problems, etc. to which numbers cannot be set and identify the assumptions, attitudes or values underlying them currently. Then, by a best guess approach, extrapolate on these assumptions in the same way as for the Quantitative Range Tables. For example, try to determine what the situations would be if the assumptions, etc. were to be affected by the worst possible conditions and they developed in an unfavorable direction.
5. Having compiled the two sets of range tables, these are reproduced for each person in the process. At this point the entire working group is divided into three to five groups (depending on the number of if's in #3 that have been used). One group undertakes to use the blue skies conditions from each of the range tables, another group deals with the no change option and so on. The process of writing the scenarios then takes place. This step can be described as a loose form of writing a description of a future point in time²⁵ utilizing as a framework the different components of the range tables, e.g. all that come under the blue skies heading.

²⁴Conditions b and d are only used when an extensive set of scenarios is needed.

²⁵Usually 5 or 10 years, but predetermined by the facilitator or the group.

6. Individual scenarios are compiled into a joint scenario for the blue skies group and the others. This should provide amply fleshed out, radically different versions of the future. Ideas are then shared between sub-group members to the point that a consensus version of the future is created. See Fig. 12.
7. A final round can be undertaken by the entire group for making a joint communique or master scenario. The final written product is usually left in the hands of one or two persons who tidy up the combined group product and reproduce it for circulation.

With the problems or issues clearly identified the stage is set to develop strategies to deal with contingencies that become apparent in the joint scenarios. If the process goes well, one thing to watch for, is the fact that counter-intuitive²⁶ ideas will likely emerge as a most valuable bonus.

C. SYNECTICS - Generating Creative Strategies

General Overview

Synectics is a term derived from a Greek word meaning joining together of apparently unconnected elements. "Its particular novelty is an enforced withdrawal from the problem and an exercise in free association which provides new ideas for solving the problem when attention is brought back to it."²⁷

²⁶Those ideas that by definition would not be produced from a process of logical thinking.

²⁷Whitfield, P. R., Creativity in Industry. Penguin Books, Hammondsworth, Middlesex, England, p.84.

Through a use of the Nominal Group Technique the problems and a corresponding set of strategies have been identified and prioritized.²⁸ Synectics is introduced at this point to further foster counter-intuitive strategies. As a "structured experience" synectics can best be described as a process, that to a degree, further encourages the creative and analogous thinking achieved through the use of the Nominal Group Technique.

Goals of Synectics
As Expressed by the Designers²⁹

Synectics encourages a freer type of thinking about problems while searching for strategies, some other goals and objectives. Synectics as a Process aims also to

- increase the probability of success in problem solving
- stimulate preconscious activity
- reinforce constructive behaviour
- foster creative problem solving, i.e. to uncover imaginative definitions of solutions for problems.

Goals of Synectics
As Particularly Relevant to Planning

Synectics in essence is a structured way of uncovering imaginative strategies to deal with problems; because of this it could be a valuable addition to the methodologies available to planners. Although planners are trained well to think

²⁸This corresponds to the Model of Structured Experiences for Planning, Fig. 8.

²⁹Gordon, W. J. J., Synectics, Collier Books, N.Y. 1961.

systemically about problems and their solutions, such planners use an approach described by de Bono as vertical thinking.³⁰ In vertical thinking, progress is made by one logical step following another and at any point in the process there is a logical pathway back again. Lateral thinking, an ingredient of the synectics process, follows a path which is characterized by an association of ideas--a form of gap jumping spark of insight, not dictated by logic and reason. This alternate way of thinking can in its own way give unexpectedly useful views of the problem and a surprisingly wide range of potential solutions. Thus the goal of using synectics in planning is to provide a chance for the creation of some innovative and unique solutions to identified problems; solutions which would not normally be generated.

Typical Group Situation
Where Synectics Might Be Used

Synectics is a team approach and works best with a small group of people, no more than seven; optimally persons selected from a wide cross section of the environment in which the problem exists.³¹ A resource person well versed in the technique is needed along with an expert in the area relevant to the problem. The latter is needed to explain the nature of the problem and evaluate strategies and solutions generated by the group.

³⁰Bono, E. de, The Use of Lateral Thinking, Penguin Books, 1967.

³¹This team however, has to be trained and made comfortable with the process and each other. Ideally the team stays in being to have other problems fed to it.

As with all of the structured experiences described here, the environment in which they take place needs to receive careful attention. The main needs are simple, comfortable chairs and flat topped desks or tables, preferably so that they can be arranged into group configurations suitable to the function of the process. The room should be comfortable and large enough to contain the group.³² In addition, there is a need for large sheets of paper and felt pens to record group outputs.

The Process Steps Described
SYNECTICS

The synectics process as described below is modified from that prescribed by the designers. This version is aimed to meet planning needs and its particular function envisioned in the model (see Fig. 8).

As has been noted, "problems as given" and strategies corresponding to the problems have been generated through the Nominal Group Process. This sets the stage for the introduction of the most important component of the synectics process; the steps are as follows, see Fig. 13:

1. Immediate strategy suggestions are presented to the "problem expert(s)" with a view to further understanding the context and breadth of the problem.
2. Goals as understood (GAU), the facilitator allows each group member to state in his own words what the goal or

³²Ideally not plush but comfortable and functional.

goals, for the resolution of the problem, as he understands it or them. All goals as understood are then recorded.

3. Generating more goals as the collection process takes place.³³ Hitchhiking and analogous thinking is encouraged.
4. Goals are prioritized with a view to selecting one goal for further work.
5. At this point with a sizeable list of prioritized Goals as Understood and one goal chosen the group is taken mentally away from this list of goals in, what is generally called, an excursion. The purpose is to produce metaphorical thinking in the group, this will be valuable in achieving creative solutions by encouraging the mind of each group member to venture into areas seemingly irrelevant to the problem,³⁴ and their returning to the goal to force fit ideas generated to the goal.
6. From the excursion of Step 3. The leader brings back the attention of the group to the goals selected asking the group members to force fit some of the ideas generated in (3) in arriving at strategies to achieve the goal. Speculation is encouraged as strategies contributed are explained and recorded. As in the Nominal Group Technique

³³This step could also utilize the recording and idea generating process of the Nominal Group.

³⁴Prince, G. M., op. cit., p.93. He also suggests this be achieved by using three different kinds of analogy, Example, Personal Analogy, Book Title. An alternative approach is to hold a brainstorming session based on 5 randomly generated words from a device called a Think Tank (TM). See Bono, E. de, Think Tank, instruction booklet, Think Tank Corp., Toronto, 1975.

Fig. 12 - The Scenario Building Process

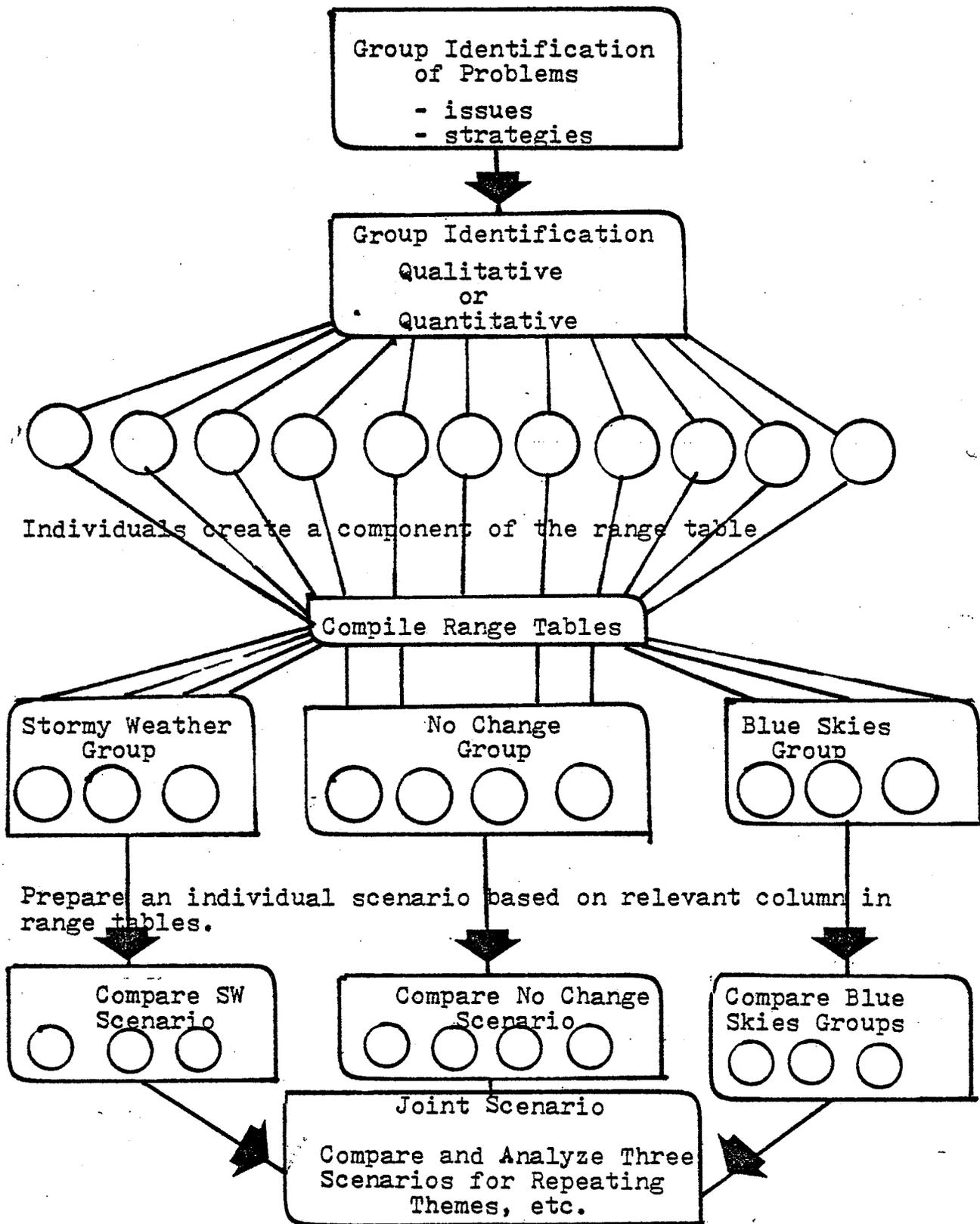
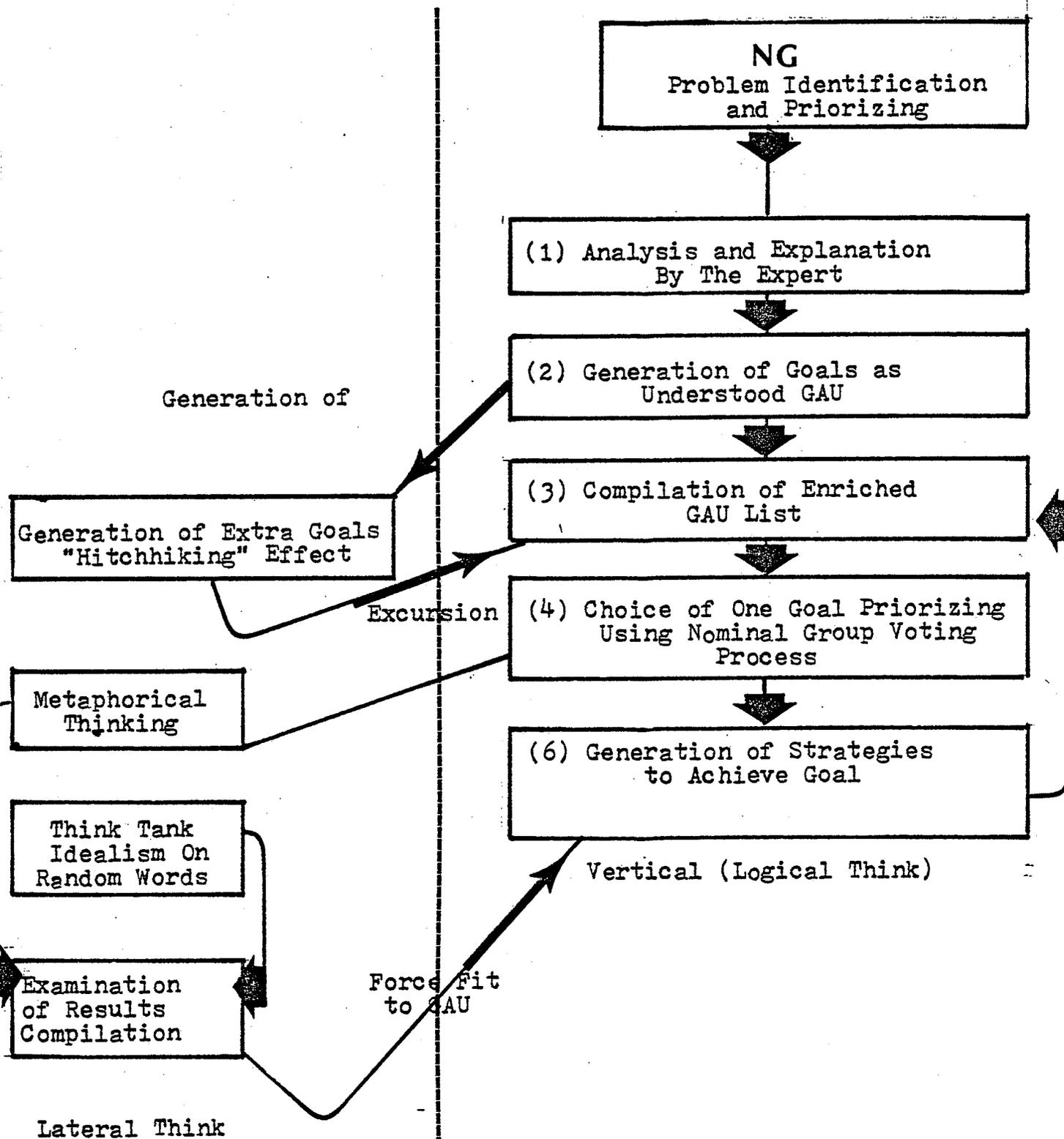


Fig. 13. Directed Originality - The Synectics Process³⁵



³⁵Modified from Prince, G. M., op. cit., p.129.

no idea or connection is too small to mention or to be criticized.

7. The list of strategies for the selected goal as given are reviewed by the group and a Nominal Group prioritizing procedure is undertaken to identify strategies most supported by the group.
8. Steps 3, 4, 5 and 6 are repeated as many times as it is felt necessary to generate strategies to other goals identified by the group.

D. OUTCOMES ASSESSMENT - Assessing Strategy Consequences

General Overview

Up to this point the focus has been issue and problem sensing followed by the generation of strategies for possible solution of identified key issues and problems. This next stage will systematically consider all of the pros and cons of the alternative strategies advanced for solution of a problem and their spin off effects on other related problems and strategies.

The end result can be a series of position paper frameworks that are useful in the execution of the culminating steps of the Model of Structured Experiences, see Fig. 14.

The four remaining components of the model will function

1. To establish policies that reflect a wide range of interests (Outcomes Assessment).
2. To assess, with the help of skill relevant experts, when certain events foreseen in the foregoing analyses are likely to occur (Mini Delphi).

3. To test out the impact of trail policies on various interest groups (Policy Negotiations).
4. To involve a wider range of people into active debate over proposed policies (Conceptual Mapping).

Goals of Outcomes Assessment
As Expressed by the Designers³⁶

The aims of this fourth structured experience are:

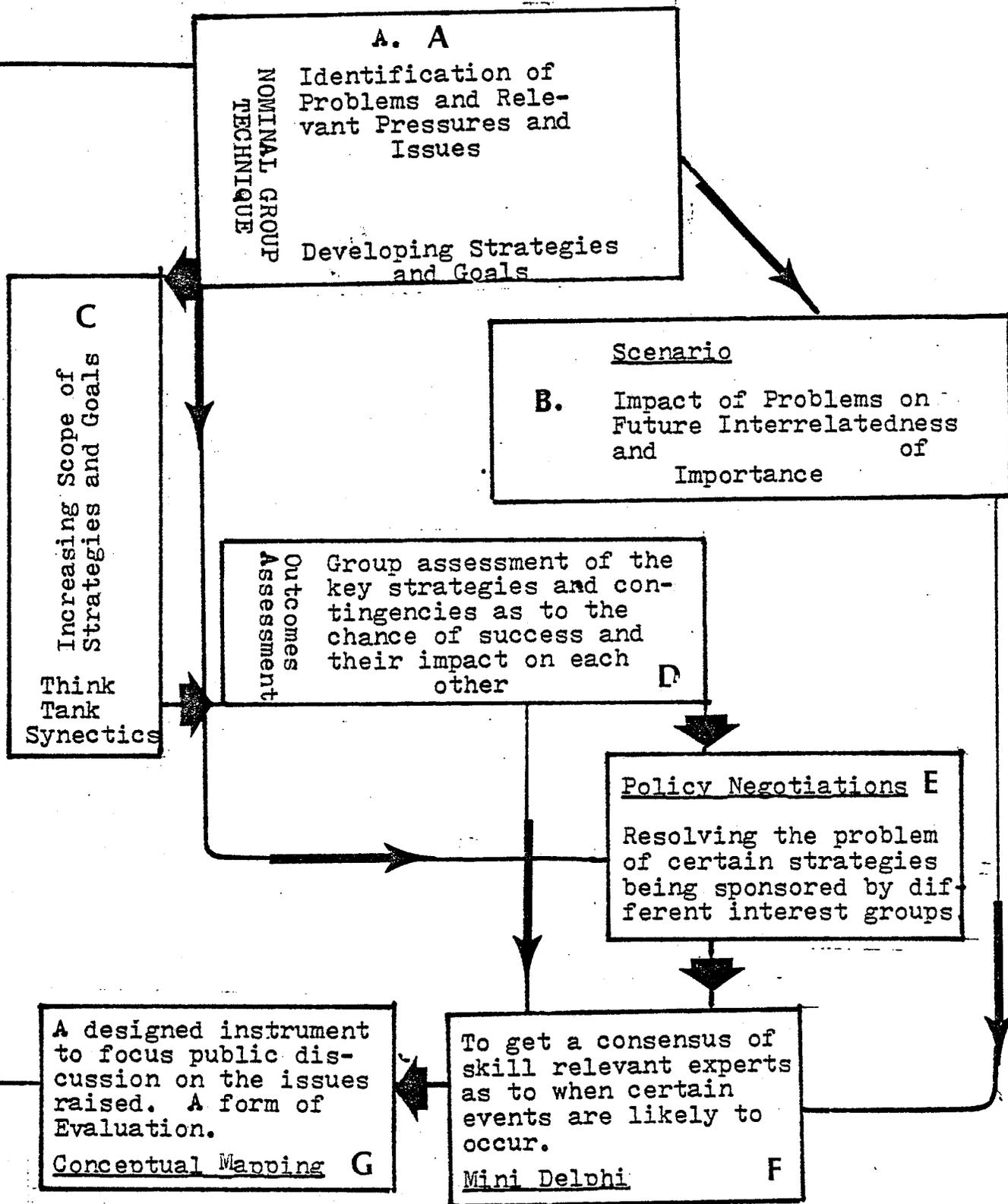
- to systematically consider, in a uniform way, all the pros and cons of alternative strategies for solving a problem and the spin-off effects of these strategies on other problems
- to provide an estimate of the pros and cons of each strategy of coping.

The payoffs from this technique are:

- a way of setting out the pros and cons of contentious issues so as to widen a group's horizons without disrupting the group
- a fast way of producing a set of position papers utilizing the strengths of a group especially if the problems are complex and inter-related
- a way of expanding participant's perception; especially of the problem.

³⁶This is a technique that has been designed and perfected by Prof. T. F. Carney, Natural Resource Institute, University of Manitoba. This structured experience has now been tested on three separate occasions in the form presented here.

Fig. 14. A Model of Structured Experiences for Planning Specific Function.



Goals of Outcomes Assessment
As Particularly Relevant to Planning

This process is seen to hold goals of particular relevance to planners. It provides in particular the opportunity to weigh alternate strategies with reference to their wide range of impacts on each other and on related problems. If this process is carried through successfully, the end result also provides an ideal base for policy making on a variety of interrelated and complex problems; as well as, their proposed solutions.

Typical Group Situations Where
Outcomes Assessment Might Be Used

Used with a large public meeting this structured experience would provide limited returns however, this process can be more appropriately used with a task force group of committed citizens and resource persons or a group of professionals, possibly, representing a variety of disciplines, who are committed to expending their energies in preparing a set of position papers.

This technique in particular could be used in preparing position papers on the worth of alternate strategies by various interest groups wishing to prepare alternate impact statements concerning certain private or public developments that may affect them.

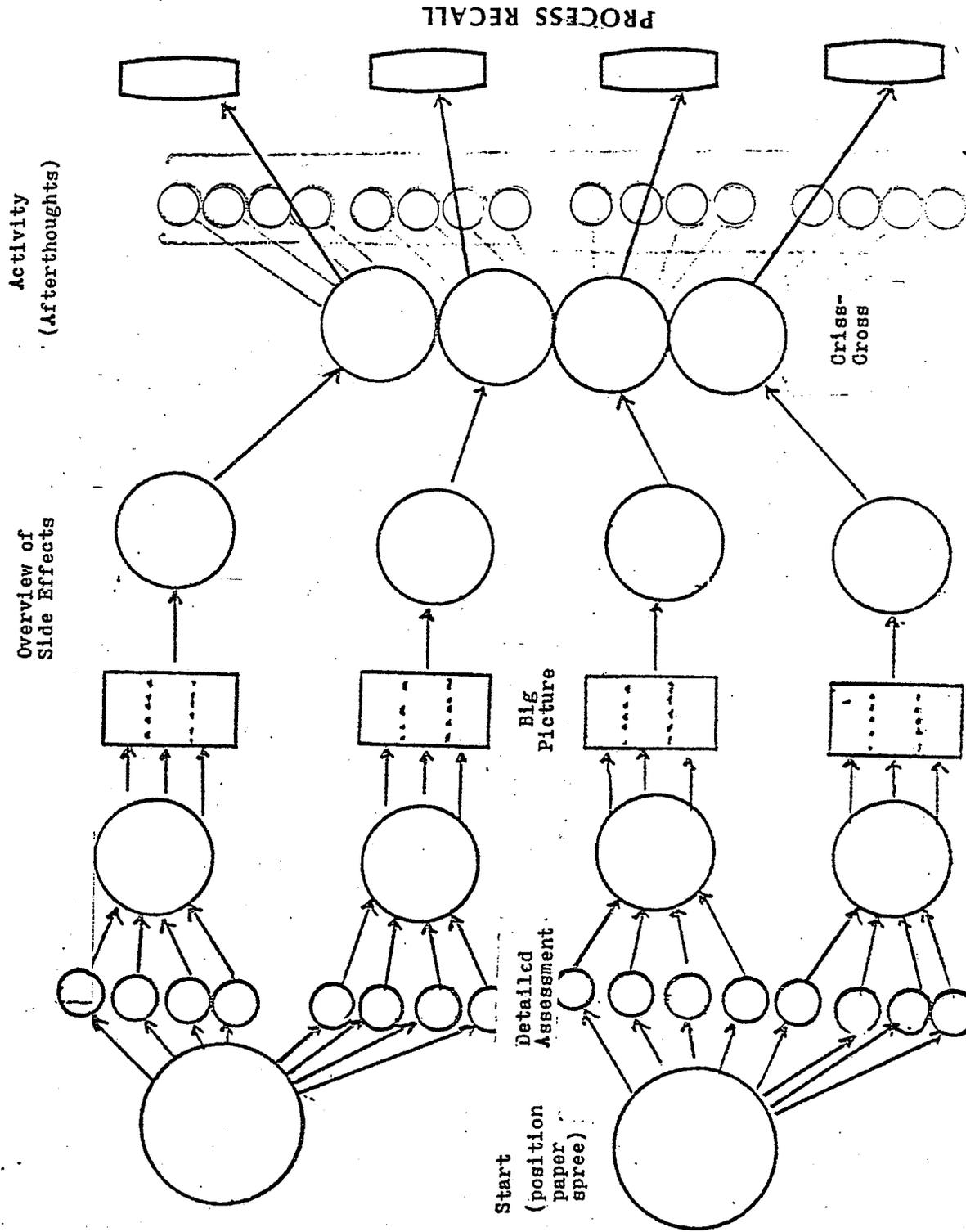


Fig. 15 - Outcomes Assessment Process Flow Chart

The Process Steps Described³⁷
OUTCOMES ASSESSMENT - see Fig. 15

1. The facilitator divides the group into groups of 5-6 persons and assigns to each small group one key strategy generated in the previous steps of the "Structured Experiences Model." This allows the strategy to be discussed in terms of a related problem (see Fig. 14).

Some sub-groups may consider one solution to one problem, other sub-groups may consider a pair of solutions to another problem. The allocation of problems and solutions to groups must be effected by the facilitator. Various distribution patterns will emerge, as (in Fig. 16)³⁸

	A	B	C <u>Problems</u>	D
<u>Strategies</u>	1 Group 1			
	2 2			
	3 3			
	4	Group 4		
	5	5		
	6	6		
	7		Group 7	
	8			
	.			
	.			
	.			

Fig. 16. Distributing Strategy and Problem Clusters to Groups

2. Each member of the smaller groups lists the pros and cons of the strategies of the related problem assigned to the group. These individual observations are written and listed

³⁷ The steps described have been gleaned from workshop notes provided by Prof. T. F. Carney, University of Manitoba, March 1975.

³⁸ Thus (in Fig. 16) Group 1 would deal with Strategy 1 to Problem A, Group 2 would deal with Strategy 2 to deal with Problem A and Group 3 would deal with Strategy 3 to deal with Problem A.

on the special Cost Benefit Sheet provided (see Fig. 17).

3. Facilitator then goes around the small group as with Nominal Groups Technique and lists on two sets of flip chart sheets the pros and then the cons.
4. After the group listing of pros and cons is complete, clarification of points needs to be undertaken as well as the removal of overlaps and the collective assessment of probabilities (utilizing a compendium of individual probability predictions). This refinement step is used to prepare a new master list of the pros and cons of the strategy in relation to the problem assessed (see Fig. 16).
5. It is at this time that the Pros and Cons of each problem's solution as generated by the groups, are cross compared. This is called an Across the Board Assessment (see Fig. 18); it can be done in the following way:

- The Across the Board Assessment Matrix is displayed on the wall for all to see.
- Each originating group speaks to the pros and cons of the solution as related to their assigned problem.

Other group members should make notes of conflicts and similarities on separate blank assessment forms and all should be encouraged to note anything that they feel is valuable. Ideas thought not to have been considered by the original groups are newly contributed to the chart at this step. Using color coding the facilitator identifies strategies felt by the group to be of most worth and identifies those exhibiting conflicting and cross purposes.

Fig. 17 - Cost-Benefits Sheet

	Solution No.	Probability That This Will Happen
<u>Benefits - Positive Consequences</u>	1	
	2	
	3	
	4	
	5	
	6	
<u>Costs - Negative Consequences</u>	1	
	2	
	3	
	4	
	5	
	6	

Fig. 18 - Across The Board Assessment

Pros and Cons	Problem No.	Problem No.	Problem No.
Benefits - <u>Positive</u> Consequences			
Costs - <u>Negative</u> Consequences			

6. Now individuals or groups undertake to write up solutions they would choose, stating why the solution should be adopted (pros) and the negative side effects (cons) as well as how the Pros outweigh the Cons. Included in the write up should be the value or detriment of this or those strategies to the resolution of the other problems. A final statement of the chance of success of the strategy should be made by individuals.³⁹
7. All lists, votes, and estimates are now pooled, at a meeting of the overall group, where an executive committee is chosen to work out a finalized listing of problem-strategies and their pros and cons. This will provide the group with a series of options with which to work and weigh as policies for adoption.

E. POLICY NEGOTIATIONS - Collective Decision Making on Policies

General Overview

There are few problem solving situations involving people that do not generate one clearly dominant candidate strategy; instead dilemmas result, often seemingly unresolvable and not capable of compromise between various interest groups. This can be a point reached at the conclusion of the striking of a set of policies resulting from the Outcomes Assessment process. Policy Negotiations simulates the

³⁹This step is very similar to the scenario writing process already described.

interest groups that may be involved and channels their respective strengths to arrive at a negotiated settlement. The end result is a collection of negotiated policies which as closely as possible can serve the real human environment for which they are designed.

Policy Negotiations, as a structured experience, offers an enriched approach to setting priorities on policies, worked out in the outcomes assessment stage, by allowing a weighted involvement through negotiation by simulated interest groups. In this way certain public and professional reactions as they impact on alternate policies can be anticipated.

Goals of Policy Negotiations 40
As Expressed by the Designers

Policy Negotiations is a process designed:

- To simulate the collective decision making that a society system experiences when the purpose is that of setting policies.
- To arrive at a set of policies that have been negotiated through a form of power brokerage.
- To more readily understand the conditions that will make policy implementation more acceptable to the recipients of the policy.
- To achieve a structure of decision making in which rational actors can engage in negotiations and collective decision making without engaging in a war of all against all or using the recourse to external power.

⁴⁰ Goodman, F. L., Policy Negotiations, A Gaming Simulations Kit, Urbex Affiliates, Rochester, New York.

Goals of Policy Negotiations
As Particularly Relevant to Planning

The problem seems to be to acquire insights into organizational behaviours so that policy formulators or planners can anticipate the social and human support or opposition for various alternate policy strategies envisioned.

Policy Negotiations as a structured experience "can be used to allow surrogates of the chief competitors to test the principal strategies open to them and so discover what new and unexpected situations may arise. These anticipations should suggest the use of interventions of various kinds which prevent the worst from happening and increase the likelihood that a more desirable outcome will eventuate."⁴¹

Planners and the professionals thus have a chance to set up a laboratory community with which designed policies can be shaped, tested and modified before implementation.

Typical Group Situations Where
Policy Negotiations Might Be Used

There are two distinct types of group that would be optimal for the use of this technique. A small group of no more than 30 persons comprised of resource and lay persons could test negotiate proposed policies (as generated earlier in the Outcomes Assessment Process). In this case they would have to anticipate the power and interest of the various actor groups involved in the situation. A second group

⁴¹Meier, R. L. and Duke, R. D. "Gaming Simulation for Urban Planning," J.A.I.P. No. 1, V.32, 1966.

comprising the actual groups of actors involved in the policy's implementation. This would provide a valuable comparison of results to the first group.

The Process Steps Described
POLICY NEGOTIATIONS 42

The overall concept is that several groups, representing selected major interests in a bargaining situation, negotiate with each other over a set of "policy options," while a number of other teams, designated as "outside forces" attempt to affect the outcome by whatever lobbying techniques they can devise.

Groups. Such a participatory situation can accommodate up to fifteen groups, but ten is probably an optimum number (each with 2-4 members). Some of these groups will be designated as "primary decision makers"; that is, they represent those real life actors and/or groups who are perceived to have direct influence in the bargaining and negotiations. The rest of the teams are designated "outside forces," that is, they represent various pressure groups and influential people who might affect decisions through a variety of informal channels.

Influence. Weight of influence is represented by units such as poker chips. Each group receives an initial

⁴² The model for this process is to be found in Smith, K. and Horn, A. Use of a Simplified "Policy Negotiations" Structure by Groups to Build Their Own Games. The University of Michigan, Extension Gaming Service, Ann Arbor, Michigan.

quantity of these "influence units" depending on that group's relative bargaining strength (determined prior to negotiations by the whole group). Several rounds of negotiations are to take place. The "Primary Decision Maker" Groups receive a fresh supply of chips each round (surrendering their unused chips at the end of each round). "Outside Forces" receive half of their allotment of the first round but can retain any chips they possess throughout the rounds of negotiation. "Outside Forces" can, if they wish, assist the other decision makers by storing their influence chips between rounds (thereby avoiding their confiscation).

Policy Options. The basic activity that ensues, based on the above outline, revolves around a number of "policy options." These represent various alternatives (and key details) for action. These could be as follows. Let's say the issue concerns the establishment of a new Regional Shopping Center in West Winnipeg. Policy options perceived can be:

- (1) Build it at Site A (Favored by developer)
- (2) Build it at Site B (Favored by original planners)
- (3) Encourage the expansion of other facilities of commercial nature in city. (Downtown Merchants' Association)
- (4) Improve access to downtown for shoppers. (City Engineering Department)
- (5) Give downtown merchants a boost with shopping mall development. (Two Large Department Stores)
- (6) Don't permit any more shopping center development

anywhere period. (An Environmentalist Group)⁴³

Policy options are prepared by various groups who can be representatives of those actually involved. Relevant information can also be made available for this task through such tactics as interviewing the real actors. Each group prepares its favored options (maybe up to 3) writing them out on a large sheet of poster paper and taping them to the wall.

Preparing for Negotiations. A desk or table needs to be prepared, with 3x5 numbered cards place on it corresponding to numbered options on the wall. Two additional cards are placed on the table labeled FOR and AGAINST in preparation for voting on each option.

Stages of Activity. First one policy option need be placed on the agenda, all groups can participate and place influence chips on the 3x5 cards corresponding to the option they wish to be raised to the agenda. The policy option attracting the most chips is placed on the agenda. Second, the policy option on the agenda can now be voted on by the "Primary Decision Maker" groups. If a 2:1 majority is not attained, the option is tabled. Thirdly, before a new agenda option is established, bargaining and negotiation take place.

Feedback. As policy options are passed, defeated, or tabled, gains or losses of influence chip allotments to the groups takes place. This is done by a special observation

⁴³ It will be recommended that only the "issue" be given to participants and they themselves determine the interest group identities and options (plus details).

group called "normers."⁴⁴

Conclusions. This is a process that has been successfully used in an urban policy setting and negotiating arena. Groups of people involved can be of any background and relationship to the issue up for negotiation.⁴⁵

This is a method that allows for an orderly and successful consideration by a diverse group of people of a contentious series of options about a situation in which they each have a stake. Consider alternative ways of achieving such a negotiated settlement with six or seven interest groups competing over options under existing practices; the results are predictably and unhappily chaotic. The chairman usually suffers a breakdown or is accused of bulldozing his favorite views across.

Most users of this procedure, for the purpose of arriving at negotiated policies, state that groups show a high level of interest when encouraged to select their own policy options and define them. Additionally, the process

⁴⁴This is an additional component that can be added as experience is gained in running this kind of policy. The process used is simple in operation. Here are the tasks of the "normers."

Before the whole activity begins this group concerns itself with identifying 2 to 5 indicators of general well being of the community. These could be all the way from public satisfaction with governments to economic well being of this urban unit. Indicator charts are constructed on which the normers indicate the status of each indicator at each round.

⁴⁵This can be replaced with groups composed of different types and backgrounds in order to find out the repeated solution.

allows ample chance for the skills, values, and knowledge of all concerned to be well exchanged and shared.

Finally, a special debriefing session is mandatory for this type of exercise. This session should clearly discuss the real life situation and the insights that all acquired. A clear understanding should be had by all concerning the shortcomings of the "policy negotiations" as designed process. A danger exists in that the framework itself assumes a particular view of the decision making process; primarily, that decisions in the situations being negotiated are the results of influence trading by identifiable actors. It is thus important that the debriefing session provide ample opportunity for participants to question the framework of the exercise and the effect of this framework upon the image of reality emerging as a result of the experience. The basic model is thus sufficiently flexible to deal with many planning situations characterized by an interest-group bargaining form of policy formation.

F. MINI-DELPHI TECHNIQUE - Predicting Future Events Related to the Problem

General Overview

From the preceding steps in the Model of Structured Experiences for Planning not only have the identified problems been provided with enriched solutions or strategies but the Outcomes Assessment step has identified the interrelationship of strategies and problems. The policy negotiations step has provided a simulated weighing of policies generated at the

conclusion of the Outcomes Assessment process.

The monitoring of the environment to which the problems and strategies relate has by design been thorough and broad not concentrating solely on economic and technical factors but including social and political determinants.

The previous steps have brought to the surface certain future events, the outcome of which could have a significant impact on the identified problems and their solutions. The prediction of these events in some future time framework is an invaluable dimension that needs to be added at this stage, the Mini-Delphi⁴⁶ approach.

Goals of the Mini-Delphi⁴⁷
As Expressed by the Designers

In general, the Mini-Delphi procedure can deal with future points in time by making systematic use of the "intuitive guesstimates" of a large number of experts.⁴⁸ Put in another way, the aim is to get consensus of skill relevant experts as to when certain events are likely to occur.⁴⁹

The objective of the technique thus is to:

- Identify key variables in the future as they relate to identified problems.

⁴⁶The Delphi Technique is largely attributed to the work of Dr. Olaf Helmer, see Toffler, A. (ed.) The Futurists, Random House, 1972, p.110.

⁴⁷The term Mini-Delphi and basic steps for this process are a result of modification of the Delphi Technique by Prof. T. F. Carney, University of Manitoba.

⁴⁸Toffler, A., op. cit.

⁴⁹As wide a range of experts whose opinions should be considered is desirable. It is also best if those participating do not have a direct stake in the outcome of the group's deliberations.

- Force more careful evaluation of policy alternatives by these formulations.

Goals of Mini-Delphi
As Particularly Relevant to Planning

It is a feature of many planning situations that skill relevant experts can be marshalled to focus their energies onto such a task. The Delphi approach thus can aid in forecasting future events related to a particular planning problem especially when opinions differ. Findings of Delphi predictions by Gordon and Melmer (1964) of the Rand Corporation in America⁵⁰ show that group estimates of the possibility of well reasoned future events are more close to the truth than answers provided by a scatter of experts.

Typical Group Situation Where the
Mini-Delphi Technique Might Be Used

For this particular process the support of a group of skill relevant experts or professionals needs to be secured. The group need not be over a dozen people in size. The process can also be handled utilizing conference telephone techniques or computer terminals; thus, participants need not necessarily be in the same geographic location.

It should also be stressed that this process provides the opportunity to utilize the intuitive resources of a wide range of experts in a constructive collective way in wide contrast to the tendency to consult such people in isolation or only small groups.

⁵⁰Whitfield, P. R., op. cit., p.67.

The Process Steps Described
MINI-DELPHI

1. Assemble skill relevant experts or professionals in a room, at computer terminals, or with the help of a conference telephone if geographically separate. Each participant needs the prepared list of key future events as compiled by the facilitator from the Outcomes Assessment exercise.⁵¹
2. The "future events" checklist given to the experts and points of clarification dealt with, select the year of potential occurrence for all to consider.⁵²
3. Facilitator asks all experts to individually record their estimate of the per cent probability of occurrence of each item on their list by the year X. Use of the following four categories is advised

A	-----	76 to 100%	chance of occurrence			
B	-----	51 to 75%	"	"	"	
C	-----	26 to 50%	"	"	"	
D	-----	0 to 25%	"	"	"	

30 seconds is to be allowed for pondering of each reply.

This is all to be done anonymously to give complete detachedness to replies.

4. Facilitator goes over each item recording the number of replies in each % quartile.⁵³ A typical recording grid

⁵¹Through some group consensus (preferably the group involved in the Outcomes Assessment exercise) compile a list of future events that have a bearing on the outcomes and solutions to the problems of concern.

⁵²Usually 5 years from present and 5 year intervals from that point on.

⁵³If this is in one room the group members exchange reply sheets and thus call out someone else's replies. Thus no one will know who voted how for what.

looks as follows:

		Quartiles			
Item		A	B	C	D
1		3	9	11	12
2		14	12	1	8
3		5	13	12	5
4		0	3	25	7
.	
.	
.	

5. Facilitator prepares for a second round of voting. All results have been recorded on a board for all to see. Consensus and lack of consensus is analyzed by the whole group. For each item the quartile receiving the lowest votes is dropped. It should be pointed out to participants that they should reconsider their choice, if they can in conscience do so.⁵⁴
6. Repeat the process of Step 4. When agreement on an item appears it should be starred and recorded so that items on which there is an early consensus will show up. Note that as the group progresses, the spread of opinions narrows with the median shifting toward the true answer. By the third or fourth round, for most items, two things will be established:
 - the probability of occurrence will have been predicted
 - the strength of confidence in that probability by the "experts" will have become evident.

⁵⁴ Extreme views are unproductive and should not be solicited or allowed to take up time at this point.

G. CONCEPTUAL MAPPING - Public Review of
Strategies and Impacts

General Overview

As a final step in the Model of Structured Experiences the need is to involve in the debate the whole community affected by the strategies and policies that have been created to this point in the model.

The resources that have been marshalled and compiled as they relate to a particular problem or group of problems, should be shared with the public at large in a meaningful way. Conceptual Mapping provides a practical and effective form of communicating complex, but crucial, messages to the public at large. The purpose in communicating on such a large scale, as will be seen, will be to improve citizen participation in public policy discussions.

Goals of Conceptual Mapping
As Expressed By the Designers ⁵⁵

The goals for this structured experience are varied. It can be used; as a tool for research on par with the questionnaire,⁵⁶ as a teaching device, or as a device to stimulate public participation. In this latter regard the following outcomes of Conceptual Mapping are to be noted. The use of Conceptual Mapping:

⁵⁵Richard D. Duke, University of Michigan, has designed the basic "frame" which is proposed for use here and in Chapter 9.

⁵⁶Greenblat, C. S. "Gaming Simulation As A Tool For Research" in Duke, R. S. Gaming Simulation, op. cit., p.320.

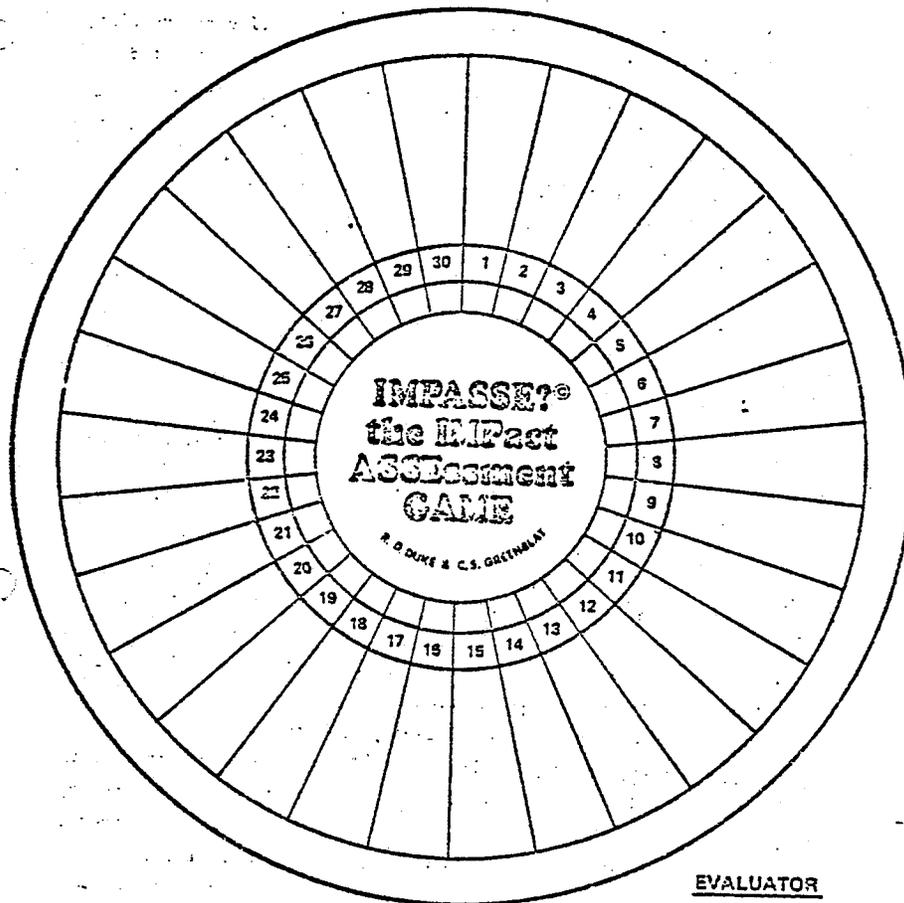
- Can facilitate interactive participation.
- Makes possible organized discussion of complexity by persons desirous of doing so, no qualifications needed.
- Encourages members of the public at large to gain greater interest in the policy making and complexity of problems in their community.
- Will help to organize in each individual's mind some of that complexity and wealth of detail that revolves around policies and problems.
- Provides a visual check list against which a specific problem can be evaluated.⁵⁷

Goals of Conceptual Mapping
As Particularly Relevant to Planning

It has been the major claim of this thesis that the dialogue between planners and those whom the plan affects needs to be made more vital and productive. The preceding six structured experiences can go a long way in achieving this goal. Conceptual Mapping provides probably the most important opportunity to present the variety of details of a particular situation in such a way that the complexity of the entire problem structure can be also grasped by the lay person.

⁵⁷The frame presented here will be of the most simple variety. Depth and complexity can be built into the framework to analyze the impact of a particular event on a greater number of variables and their subcomponents. See Manitoba Hudson's Bay Lowlands Conference, A Report, Natural Resource Institute, University of Manitoba, February 1975.

Fig.19 - The Basic Impasse Frame*

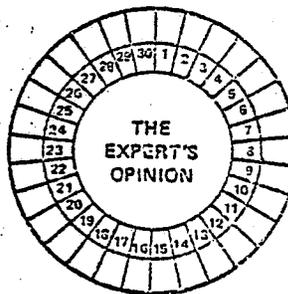


EVALUATOR

INSTRUCTIONS FOR PLAY
Cut out the evaluator, flip it over, and place it in the center of the game wheel. Assess the impact on each problem using this scale:

- A - make things much worse
- B - make things a little worse
- C - no effect
- D - make things a little better
- E - make things much better

Record your answers on the game wheel, then flip the evaluator, line up the numbers and compare with the "expert" whose logic is explained on the next page. Play alone or with others.



*See Greenblat, C. S. and Duke, R. D. Gaming Simulation. New York: Wiley, 1975.

If this device is used, as will be shown in the next pages, it will also stimulate additional input into defining and refining the issues. With that last point, as in the Structured Experiences Model, the full circle can be repeated, to keep up with a problem that is constant and dynamic: see Fig. 7.

Typical Group Situations Where
Conceptual Mapping Might Be Used

This device can be effectively used with any sized group from 3 to 300 and has particular flexibility to be used as an inclusion into the daily newspaper so that family groups or neighbours can participate (similar to a crossword contest).

The Regional Park planning case study in Chapter 9 provides a situation where Conceptual Mapping could be used. The impact of the park can be seen to have both negative consequences and positive benefits to the area. The aim would be to have persons interested in the costs and benefits of the park assess the situation individually; then use the Conceptual Map Technique in order to compare individual views with known experts in the field.

The Process Steps Described
CONCEPTUAL MAPPING 58

The first step of the process is the need to fill the

⁵⁸The Process to be briefly described is a very simple version of Conceptual Mapping given the name of IMPASSE by the designers Richard Duke and Cathy Greenblat. See Greenblat, C. S. "Gaming-Simulation As A Tool For Social Research" in Greenblat, C. S. and Duke, R. D. Gaming Simulation, New York, Wiley, 1975.

framework to conform to an issue before a community, see Fig. 19.

The "wheel" or circle broken into pie shaped sectors is the device that will contain the set of variables or issues which relate to the planning issue of interest.

As can be seen, each variable is numbered with a space in the center for the individual to mark a decision on the probable impact of the issue being discussed on each variable. Several of the preceding six structured experiences could generate sufficient variables as related to a particular problem in order to fill in the framework. The task is now to select those variables necessary for inclusion into the wheel.⁵⁹

At this stage a group of experts are used to refine and establish decision norms of each variable as selected from the list of five possible impacts. Reasons for the experts' choices need to be recorded and summarized as in the Rapid Transit Impasse, see Fig. 20. Finally norms are placed into the small wheel called the "Evaluator."

Second, the actual use of the device can begin. The following key considerations are recommended by the designers.

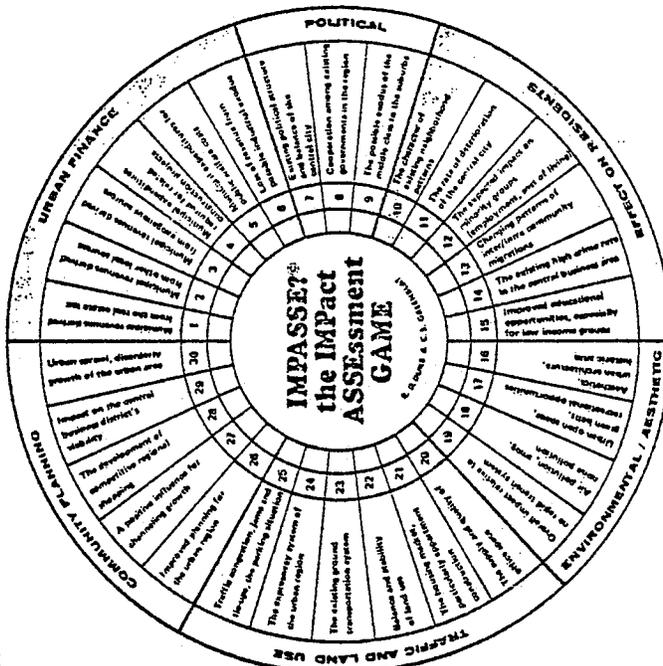
Number of Players and Player Organization

Normally, three persons to a group are optimal

⁵⁹For a special version of Conceptual Mapping, the results of a Mini-Delphi could be used. The experts' "guesstimates" or probabilities of occurrence of certain events replacing the theme of "impact."

Fig. 20 - An Example of A Loaded Impasse Game*

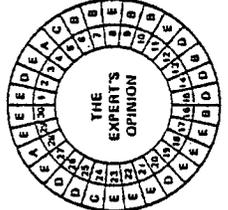
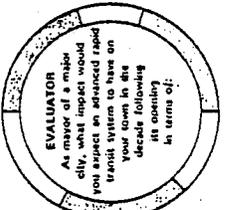
"RAPID TRANSIT" IMPASSE?



INSTRUCTIONS FOR PLAY
Cut out the evaluator and place it in the center of the game wheel. Live up the colors. Assess the impact on each problem using this scale:

- A - make things much worse
- B - make things a little worse
- C - no effect
- D - make things a little better
- E - make things much better

Record your answers on the game wheel, then flip the evaluator, line up the colors and compare with the "expert" whose logic is explained on the next page. Play alone or with others.



- 11(E) Improved viability of the central business district would result in higher land values.
- 2(D) More active business climate would result in higher tax derived from business.
- 3(A) A successful, advanced rapid transit system will spawn other projects requiring federal aid.
- 4(A) Basic changes in transportation capability will result inevitably in secondary costs for roads, sewers, etc.
- 5(C) Some welfare recipients will be better off, but others will arrive to realize them.
- 6(B) The existing tendency of industry to decentralize will be encouraged.
- 7(B) Populations will shift as land use patterns adjust to transit capability, affecting wards.
- 8(E) The very magnitude of a rapid transit system requires discussions, political agreement!
- 9(B) The existing tendency of the middle class to leave the city will be encouraged.
- 10(B) Populations will inevitably shift; construction will intrude on existing neighborhoods.
- 11(E) A viable rapid transit system inevitably makes a city a more viable "central place".
- 12(D) Many actual improvements (flow-out transport, new jobs) will be offset by new ingredients.
- 13(B) Construction side effects, as well as improved mobility will result in shifting populations.
- 14(D) A more active, viable central area will discourage street crime.
- 15(D) Better transit gives better access, more opportunity to reach a variety of facilities.
- 16(B) Construction of this magnitude inevitably causes damage, some of which is permanent.
- 17(E) Improved mobility brings a greater area of access to residents; more people moved in a given space.
- 18(E) Existing pressures for change will have a better chance for success.
- 19(E) No rapid transit system will inevitably lead to more spread and dispersion of the city.
- 20(D) Entrepreneurial response to a new transport system is dramatic; perhaps too dramatic.
- 21(E) The new transport mode will make large areas more accessible to the city.
- 22(E) In the long run, more-dense land uses will locate near the terminals; A more European pattern will result.
- 23(E) Attempting proper integration (!) more people will commit to public transport.
- 24(C) Exposures as here to stop; rapid transport is a complementary system.
- 25(D) Some improvement is to be expected, however the auto is always with us.
- 26(D) A rapid transport system is a major component in regional growth permitting improved planning.
- 27(E) Growth can be expected to concentrate at the terminals of the rapid transit system.
- 28(A) New shopping centers can be expected at the nodes or transit terminals.
- 29(E) The central business district will be more readily accessible and therefore more viable.
- 30(E) Growth will be channelled by the transit system, planning decisions will be more orderly.

Our "expert" for this game is Dr. WILSON Drake, Assoc. Dean for Research, School of Natural Resources, the University of Michigan. Dr. Drake is director of the Ann Arbor Transportation Authority, which has successfully pioneered in the use of "Dial-a-Ride" minibuses. Should your perception differ (either with regard to the problems in the impasse wheel, the "expert" values as assessed, or the brief explanation of his choice) drop a note to the editor marked "Rapid Transit Impasse".

*See Greenblat, C. S. and Duke, R. D. Gaming Simulation. New York: Wiley, 1975.

where they make one joint and simultaneous decision on the evaluation at hand. Any size group, then should be subdivided into groups of three at this point.⁶⁰

Role Assignment

Each player will be asked to assume a "role" in assessing impacts. The role will be either:

- the player's real world role
- the role of a public or private figure influential in the outcome
- the role of a public or private figure or actor(s) who may be influenced by the outcome.⁶¹

Terminology and Wording

Should be consistent and face value is essential for a valid experience for all.

Steps of Play

- (1) Facilitators provide the rationale of the process.
- (2) Identify the problem and description of alternatives, "the issue."
- (3) Review (briefly) the meaning of variables.

⁶⁰If the group is large enough several alternatives can be given to clusters of threesomes. During the session discussion would first be within the three person sub-groups, then between the subgroups which considered the same alternative and then finally a plenary comparison of alternatives.

⁶¹If the role selection is made explicit, the player obtains more from the experience and the operator and/or evaluator have a more precise idea of what the recorded decisions imply.

- (4) Identify with a particular role, three persons per role.
- (5) Develop intra-role communication.
- (6) Consider variable No. 1 on the perimeter of the wheel.
- (7) Assess impact using the scale "A" through "E".⁶²
- (8) Repeat for each variable.
- (9) Flip the evaluator and contrast your assessment with that of the expert.
- (10) Read expert's logic on reverse side.
- (11) Critique: discuss differences and resolve which logic is acceptable to the group.⁶³

A Summary of the Structured Experiences Model

The structured experiences that have now been described illustrate an efficient and thorough procedure of thinking about complex interrelated systems. Under most circumstances however, each in itself requires at least two hours to use adequately. Thus to utilize the complete series would require an extremely dedicated and energetic group. As was indicated earlier each as a separate component can function alone, although this varies amongst the seven structured experiences.

The following table summarizes the major characteristics of each Structured Experience to allow for easier identification and selection for use.

⁶²See Fig. 20 for impact scale.

⁶³Interteam Analysis can be very productive and is possible by having a spokesman call out the letter selected by each team for each variable. This will permit each category of results to be cross-compared. Discussion should then focus in a plenary session on the discrepancies.

Name of Structured Experience	Goals for Use	Special Relevance to Planning	Size of Group	Time Needed	Special Group Conditions Needed	Typical Planning Situation Where It Could Be Applied
Nominal Group Technique	<ul style="list-style-type: none"> - problem sensing - identification - strategy generation - creative idea generation 	Useful with public groups. Wide range of people abilities can be accommodated. True identification of the issues.	Any number minimum 10 persons	approx. 2 hrs.	<ul style="list-style-type: none"> - Large Room, moveable chairs - Felt pens and flip charts - Need a recorder per 6 persons 	Considering the impact of a proposed development in a certain area with the area residents.
Scenario Building	Forcefull illustration of branching choices offered by different strategies or solutions.	Strikingly illustrates the consequences of following series of branching choices	30 is ideal	Two 2 hr. Sessions	Must be more comfortable with each other preferably follow up to the Nominal Group	Investigating the various alternatives to the urban renewal of an area.
Synecotics	<ul style="list-style-type: none"> - Generation of new ideas often innovative for problem solution - increases probability of success in problem solving 	Helps escape from only logical solutions. A chance to generate the counterintuitive strategies.	6	3 hours	Need an experienced facilitator and also "expert" related to the problem.	Useful in a situation where logical thinking has produced few results. When fresh alternatives are wanted.
Outcomes Assessment	Systematically considers all of the pros and cons of alternative strategies advanced for solution of a problem.	Opportunity to weigh alternate strategies with reference to their wide range of impacts on each other and on related problems.	30 is ideal	4 hours	Difficult to conduct unless Nominal Group and Scenario Building have generated the problems and strategies.	Preparing position papers on the worth of alternate strategies by various interest groups.
Policy Negotiations	To arrive at a set of policies that have been arrived through a form of power brokerage.	To more readily understand the conditions that will make policy implementation more acceptable to the recipients of this policy.	20-30	2-3 hrs.	<ul style="list-style-type: none"> - basically a negotiating task. - wide range of people abilities can be handled. 	Could be used with a public group in consideration of plan policies. Also useful with a group of planners and officials.
Mini-Delphi	To get consensus of skill relevant experts as to when certain events are likely to occur.	Identify key variables in the future as they relate to identified problems.	10-30 optimum	2-3 hrs.	Skill relevant experts needed although has certain worth with lay people. Can use conference telephone or computer terminals.	Preparation of long range a master plan to find out the possibility of well reasoned future events.
Conceptual Mapping	<ul style="list-style-type: none"> - tool for research on par with questionnaire. - teaching device - stimulate public discussion and participation 	Encouraged members of the public at large to gain a greater interest in policy making. Can be used as a discussion stimulator at public meetings.	Any number	30 min. to 2 hrs.	Can be done individually best when 3 persons deal with it. Functions well with large assemblies too.	Opportunity present a variety of details of a particular planning structure in such a way that the complexity of this problem can be grasped.

FIG. 4.1 - A Summary Table of the Structured Experiences Model

CHAPTER IX
PUBLIC PARTICIPATION ENRICHMENT -
A CASE STUDY

Introduction

Chapter 8 has presented a Model of Structured Experiences felt appropriate for application to the planning process. The model has been advocated essentially on the strength of the author's experience, in applying parts of the model at workshops,¹ mainly for professional groups unrelated to planning.

Early in January 1976 an opportunity presented itself to facilitate public involvement in the preparation of a master plan for a major new regional park.² The testing of the basic contentions of this thesis was thus made possible.

It should also be understood that the initiative for the public meetings concerning the development originated from City of Winnipeg officials who were motivated by traditional policy and certain legal directions and not by a desire to have public input to generate usable ideas. The

¹In the past year four workshops were undertaken together with Prof. T. F. Carney, University of Manitoba. All but the Policy Negotiations Technique have been utilized and refined under these conditions.

²The initiative to utilize a public participation facilitator is attributed to the Lombard North Group Ltd., Resource and Environmental Planning Consultants, who asked the author to act in that capacity.

following case study will present first, the planning situation, and the relevant background details of the proposed park itself; second, the nature and outcomes of the intervention and facilitation of public participation will be described.

A Park Is Born

A four hundred acre site had been selected and assembled in North Eastern Winnipeg with the ultimate purpose of functioning as a sanitary landfill site. From the outset the key actors in this project were City of Winnipeg officials responsible for the landfill operation and the elected representatives of the area on the city council. Because of the publicised and recognized impact of the landfill operation on this fringe residential area, opponents of the scheme won credibility and concessions from the City of Winnipeg. Reacting to opposition to the scheme, officials further undertook to develop a regional park in conjunction with the landfill operation.

A major push in the commitment to park development on the landfill site came out of several public hearings held before the Manitoba Clean Environment Commission (MCEC)³ regarding the intended sanitary landfill operation.

Without a doubt, public involvement, at this point by residents of the area, can claim to have been instrumental in motivating the MCEC's issuing of a firm and detailed set

³21, 22, and 23 July 1975.

of directives concerning the operation of the landfill operation and the prescription of a minimum development time schedule for the development of the park on the landfill.

The Major Concerns of Residents

Through its own hearings the MCEC facilitated an airing of the major concerns of the residents concerning the impact of the landfill site. Some of the major concerns of immediate residents as expressed at the hearings were as follows:

- Contamination of Ground Water - many of the area residents had only well water as a source of domestic water
- Methane Gas Build Up in the sanitary fill
- Rodent Control
- General Unsightliness and the widespread effect of blown debris from the sanitary fill
- Potential Devaluation of property
- Use of Residential Streets by sanitation trucks
- Policing and Control of Landfill Site especially to ensure that authorized use only would take place.⁴

Over a period of little more than six months about ten public meetings were held to deal with the above issues on a concern by concern basis. Experts, including, groundwater geologists and civic engineers, all indicated that the above physical

⁴See the Manitoba Clean Environment Commission Order No. 472 VO, December 5, 1975.

concerns were not unresolvable problems and that technical solutions existed and could be implemented. General indication was given by the respective authorities that the above concerns would be handled appropriately as advised by technical consultants.

Park Design Begins

The Lombard North Group, Resource and Environmental Planning Consultants, began preliminary site and feasibility studies in preparation for the drafting of the preliminary Park Master Plan. Along with the announcement of two public meetings and a questionnaire, the following notice appeared in all "neighbourhood" papers:

The City of Winnipeg has identified a need for both a major sanitary landfill facility and a major regional park facility in the northeast quadrant of the City. The opportunity to plan for the joint use of the site became apparent. Consequently, a 400 acre site was selected. It is located immediately northeast of the junction of the Lagimodiere Boulevard and Springfield Road. The Lombard North Group Ltd., Resource and Environmental Planning Consultants, have been retained by the City of Winnipeg to develop a recreation program for the site and to prepare a long range master plan for park development.

Of the 400 acre site some 200 acres in the centre of the site will be used for sanitary landfill purposes at the outset. Sanitary landfill operations will commence in the western half of this central portion of the site and gradually move eastward until the site landfill potential has been realized some 12 years from now. Park development will begin this year with buffer planting and the construction of a Par-3 nine hold golf course. Park development will continue in the site extremities in the coming years and gradually expand as the sanitary landfill operation nears completion. 5

⁵The two major Winnipeg dailies, The Free Press and The Winnipeg Tribune were not used.

It was at this time too that the public participation facilitator was introduced.

A Meeting Held at the Gateway
Community Center

This meeting was convened in response to the desire of an association of residents of the immediate area to further communicate with the authorities, appointed and elected, concerning the joint activity of park development and landfill operations on the park site.

The purpose of the meeting was to present to the Residents of the area the site and situation analysis as prepared by the Lombard North Group. A secondary objective was to "elicit resident prioritization regarding proper recreational development for the North East Park."⁶

This public meeting began with a presentation by the Lombard North Group of the site analysis and a brief explanation of the methodology that had resulted in a rationale as to where the fill operation would take place and what natural features of any substance would be preserved. Several maps and air photos of the site were explained and the proposed park site was shown as it would relate to other major park and population areas of the City of Winnipeg. The features of the future park such as the design and facilities were not part of the information presented.

At this point, early in the meeting, the audience was

⁶Lombard North Group Memorandum - February 5, 1976.

asked if there were any questions about the information presented. After the first three or four questions the question period veered away from questions on information presented by the planners to concerns on the immediate impact of the landfill site.

With the meeting thus heading away from its purpose a coffee break was called with an opportunity to allow the people to talk individually with the consultants.

At that stage of the meeting it was clear that the following drives and motivations had brought the group together.

- Overwhelming concern by individuals about the impact of the landfill operation on residential properties.
- Certain individuals wished to lobby for a stronger negotiating position in forthcoming expropriation proceedings on their properties.
- A concentrated effort on the part of a few local residents to publicize the meeting had encouraged some to attend in support of others.

It seemed that no one was prepared to contemplate the nature of possible recreational development for the park. Thus, no number of previous meetings, including those of the Manitoba Clean Environment Commission, had been able to lay to rest the predictable concerns about the landfill operation. Two reasons can be given for this phenomenon

- that the technical and administrative solutions were not clear as explained previously;

- that the credibility of officials to carry out their proposed solutions was not sufficient to allay concerns.

It was thus felt appropriate to allow this group to vent its concerns and feelings so that in future meetings energies could be focused on the Park design itself.

The Nominal Group Technique Applied

After the coffee break this group of 50-60 persons was asked to cooperate in an intensive and organized communication session, the purpose of which would be to identify all concerns and issues surrounding the proposed development so that these could be recorded and presented to the appropriate officials. Support to conduct this problem sensing process was given by all assembled and it was immediately begun.

After a brief introduction to explain the steps of the Nominal Group Technique⁷ all persons present agreed to work individually to record their own thoughts on the Nominal Group Form provided (see page 142). The following question was then given to all to consider individually

"Considering the fact that a landfill operation and a development of a park will take place in the area, what are to you the concerns and issues that must be recognized by those in charge of this scheme."

After each participant worked alone for about ten minutes a second reminder was given to all that no issue or concern was

⁷Stress was given to the fact that it was important to identify the issues and concerns first rather than solutions. Solutions had been part of most speakers' contributions to this point in the meeting.

too small to write down. However, anything that appeared to be a "solution" rather than a concern was not to be written down.

The group was then asked to divide into small groups for which a number of the consultants present were asked to act as recorders. The remaining steps of the Nominal Group Technique were then followed (see page 139).

Below are some samples of individual replies to the question posed. There were, all told, about forty of these individual replies; five have been randomly selected as typical of the results of the first step and the nature of the concerns of individuals present.

- adequate policing of the park
trespassing
weeds on undeveloped sites
- taxes
parking
noise
smell
traffic
rats
garbage on the road and yards
- will park be developed along with dumping traffic
how much money to be spent to start park
will there be rodent protection
water pollution
taxes (value of property)
parking in park
weeds
garbage blowing around
- park to be developed as landfill operation
water pollution
people trespassing on my property
eye sores
enough foliage
excess traffic
danger of lakes
taxes

control on site
pest control
policing
fencing

- will the city do a good job
- will the buffer zone screen us in winter
- will drainage be adequate
- will residents have some power if the city
does a poor job
- supervisor of site
- will trucks be covered

All participants were then asked to divide into three groups to record all points relevant to the proposal for development. The three consultants present from Lombard North Group acted as recorders. As will be seen by the following master lists, some of the points could have been anticipated; however, significant "hitchhiking"⁸ did occur and wording of many statements was clarified until all understood each statement's meaning.

The three lists prepared are presented in their entirety. Points were assigned (see page 144, step 8), when all members had contributed every idea they could.⁹

Red Group¹⁰

1. Height of landfill hills? (50)
2. Safety of the children? (80)

⁸ Adding another person's idea to one's own, to make the latter broader or more inclusive.

⁹ When all had submitted their points and because group members had reached certain personal comfort in talking to each other, they were all asked to contribute one more idea of a frivolous and "way out" nature. This final step added some important points to each list that otherwise would not have appeared. These ideas "frivolous" and "way-out" are indicated by an asterisk*.

¹⁰ The numbers that appear after each group's points indicate the way group members individually chose to distribute their one hundred points amongst their top ten marked items on their own list.

3. Concern about park development being carried out properly to completion. (40)
4. Adequate buffer zone behind specific houses. (150)
5. Worried about monetary value of houses and their position to the landfill? (10)
6. Drainage runoff into catchment basins? (25)
7. Flying garbage/debris control. (0)
8. Traffic activity problem around park site particularly related to residential housing. (45)
9. Noise level during landfill operation. (0)
10. Pollution of existing wells from landfill operation. (10)
11. Concern of active recreation activities adjacent to residential development. (10)
12. Concern of park vandalism. (0)
- *13. Concern of working relationship between residents and city during landfill operation. (25)
- *14. Concern of vegetation quality to be used in park. (45)

Blue Group

1. Increase in traffic near property. (0)
2. Live too close to dumping area. (70)
3. Insufficient barrier planting. (40)
4. Will landfill contaminate drinking water? If so, what would city do? (130)
5. Access only off Springfield and McIvor. (5)
6. Will the landfill be covered each night? (40)
7. Who will supervise the area affected? (0)
8. Will the noise of the machines be held to a minimal level? (30)
9. Will the lakes be supervised? (0)
10. What will be done to keep rodents-rats off sanitary land fill? (50)
11. Will the public be able to police the area? (30)
12. Smell in summer? (25)
13. Will police patrol area at night? (concern with goods) (40)
14. Dust on windy days and blowing debris and garbage. (30)
15. Increased land taxes? (if dump, taxes should be lowered) (0)
16. Dumping along local roads. (10)
17. Safety for children with machines, etc. (0)
18. How will the major truck routes to the landfill site affect homes in other areas besides those adjacent to the site (i.e. dust, noise, etc.)? (50)
19. How will noise from activities in the park be controlled as they affect local residents? (0)
- *20. How will the park be policed? (0)
- *21. Possible parking in area 6. (20)

Green Group

1. Weeds on undeveloped sites. (40)
2. Will the city do a good job. (30)
3. Well water pollution. (0)
4. Will park development coincide with garbage infill without fail. (310)

5. Garbage (wind carried). (25)
6. Heavy traffic in residential area and parking in same. (55)
7. Will drainage from hills be adequate (now area is poorly drained). (20)
8. Park users trespassing on existing private property. (40)
9. Any trucks coming to site should be enclosed. (10)
- *10. Scenery during development. (10)
11. Danger of lakes. (0)
12. Pest Control (rodents). (10)
13. Property devaluation. (0)
14. Noise after hours both from park users and landfill operations. (30)
- *15. Seagulls. (0)
- *16. Location of sports facilities affecting residents. (50)
- *17. Buffer zones need evergreens for winter "buffer." (70)

Finally, with each sub-group having prioritized its concerns based on nominal group procedure, a plenary of all present was convened to take a look at the top four items from each list. Spokespersons from each group explained these top "issues" and a final Nominal Group prioritizing session took place. The items as prioritized, ranked, and assigned points, are presented below:

1. Concern that the recreational development of the park will coincide with the sanitary landfill operation development without fail. (340)
2. Concern that the landfill operation will contaminate the residents' drinking water. If this in fact were to occur in the future, what would the City then do to alleviate the plight of the area residents? (240)
3. The buffer zones, particularly those adjacent to residential areas, need a high percentage of conifer plantings for adequate summer and winter screening. (160) 11
4. The location of proposed sports facilities and their effect on the residents. Positioning of sports facilities may be too close to residential areas and will promote such annoyances as unnecessary street parking,

¹¹Two other related concerns scored a total of 90 points for the quality of vegetation used in the park buffer zones and the size adequacy of the buffer zones.

traffic and a variety of noise disturbances associated with sporting events. (150) 12

5. What affect might the major garbage truck routes to the landfill site have on homes in other areas, besides those immediately adjacent to the landfill site operation? (135)
6. Some residences are located too close to the actual dumping area. (130)
7. The height of the landfill hills, particularly the obstruction of views and the actual height of compacted sanitary landfill from a safety factor. (75)
8. Concern for safety of children in the park, especially related to the park's proposed water features. (50)
9. What is to be done in order to keep the rodent population off the sanitary landfill operation? (20)

Public Meeting #1

The first of two meetings open to the public had the same objectives as the Gateway Center Meeting.¹³

Few new issues or concerns were really revealed from this meeting, possibly because few people showed up who had not been at the previous meeting. Some new concern was, however, generated in regard to access routes to the park and the future transportation plans for the area.

The opportunity to explore the extent of the transportation concerns of those present was not capitalized upon,

¹²Related concerns scoring a total of 120 points were for the heavy traffic and parking in the residential area that might be generated by the close proximity of certain recreation facilities.

¹³The three conceptual plan alternatives had been presented to City of Winnipeg Officials earlier that day. It was, however, felt inappropriate to present these plans at this meeting. The concentration was to be on giving an analysis on park planning problems associated with the park.

and the meeting ended without any solid communication taking place.¹⁴

The Formation of a Jury

Early in the development of the Preliminary Park Master Plan (PPMP), for the North East Park, several alternatives were looked at to achieve public input. Various established communication avenues were already open and were eventually to be utilized.

- the questionnaire (that was to be published in local newspapers)
- organized public meetings
- the display of master plan and suggestion box in local shopping centres.

These alternatives did not offer the kind of rapport and feedback felt necessary to develop a recreational facility of this type and size. Based on the experience derived from small information meetings about the park held for representative interest groups,¹⁵ Lombard North undertook to form a "jury" of representative residents of the region.

The purpose and function of "the jury" was as follows:

- to provide an opportunity to communicate intensively the major components of the PPMP
- to facilitate communication between the major interest groups and the park design especially as the concept relates to the aspirations of potential users

¹⁴ One prepared brief from the Manitoba Parks and Recreation Association Inc. was presented.

¹⁵ Elderly Persons, Handicapped Persons, Local Residents, etc.

- to provide a continuum of public representatives through four anticipated public meetings on the park design and presentation of the PPMP.

The selection of the jury was made in such a way as to ensure that acknowledged interest groups would have an input. Wherever possible, after the interest group had been identified, it was asked to select a single representative.

The following groups were approached:

- Elected representatives of the area
- Age and Opportunity Centre
- Manitoba Advisory Council on Rehabilitation for the Handicapped
- Winnipeg Police Department
- Car Men's Union (C.N.R.)
- City of Winnipeg Sanitation Department
- Local businessmen's associations

Also to be represented were:

- a principal of an area high school
- a student body president
- member of the clergy from the churches of the area
- two members of the residents' association.¹⁶

Jury and Designers Meeting #1

The purpose and function of the jury at the first meeting with the park designers was in particular to provide "a user" evaluation of the Preliminary Park Master Plan (PPMP).

¹⁶ A group that had been active at the Gateway Community Center meeting and at the Manitoba Clean Environment Commission hearings.

This was also to be the first review of the PPMP by potential users before the plan was introduced to the larger public group expected to attend the second public meeting.¹⁷

With the twelve jury members assembled in the design studio¹⁸ all details of the PPMP were presented by the designer. First, questions involving explanations were fielded by the designer. With the help of the group facilitator, value judgments were postponed and emphasis was placed on understanding the details and general concepts of the plan.

An evaluative session began when all felt they understood the plan well enough to comment on it. Two evaluations were to be attempted; first, a soliciting from the jury members of their "likes" and "preferences" what they considered were the positive park design features.¹⁹ Individual jurors worked out their own list first and then made another list utilizing a Nominal Group Process to record their positive comments. Second, the same steps were followed in the consideration of negative factors of the park design, referred to below, as Concerns and Jury Suggestions. The facilitator again recorded all points the group felt it appropriate to register. The two lists are presented below, and are arranged in order of the priority and emphasis the jury attributed to each item.²⁰

¹⁷It is to be emphasised that the designer and consultant to the park design at all times worked in full consultation with the officials of the City of Winnipeg responsible for the Park and landfill operation.

¹⁸Studio of the Lombard North Group, Planning Consultants.

¹⁹Positive views were consciously dealt with first.

²⁰The two lists show where the most "points" were distributed by Jury members showing the weighting of their priorities.

Positive Park Features

1. Tree buffer around the park perimeter. (225)
2. Every age group and almost every sport category is satisfactorily represented in the park layout. (225)
3. The dual use of summer and winter facilities in the park. (130)
4. The lake system and island layout. (110)
5. A circulation system capable of using bicycles, tricycles, or a mini-train. (105)
6. An adventure island for children. (90)
7. Vehicular traffic limited to certain areas only.
8. A tea garden complex.
9. A canal skating system for winter use.
10. The preservation of a natural area.
11. Major access off Lagimodiere Boulevard.
12. A golf course facility.
13. Large areas for relaxation.
14. The inclusion of day-care nurseries.
15. The long narrow greenhouse concept.
16. Numerous secluded family areas for privacy.
17. Larger group facilities for multi-purpose activities.
18. Potential for a range of cultural activities.
19. The amphitheatre.
20. The potential for use of the park athletic facilities by regional area schools.
21. Do you own planting.)
22. Rental areas.) Shown

Concerns and Suggestions

1. Will the City of Winnipeg actually implement the preliminary master plan in the future. (280)
2. Will the park be architecturally barrier-free for handicapped individuals. (195)
3. The large parking lot located in the south-east corner seems too close to residential dwellings. (190)
4. The proposed hill in the north-west corner of the park seems too close to residential development. (150)
5. Will the park be adequately protected from vandalism, etc. (150)
6. Will there be a public transit system route and drop-off point at convenient points within the park. (95)
7. Will park facilities adequately meet the needs of the handicapped, the very young, and the elderly. (90)
8. There should be a greater recreational use of the proposed hills in summer.
9. The existing hydro transmission line, and its use as a major open space connector should be made more accessible to many park areas.
10. Definite consideration should be given to a mini-transportation system for the park.
11. Any activity centre located in the area of Cox Boulevard and Springfield Road should be a centralized facility and a major park attraction.

12. At least one island should be wholly developed as a bird sanctuary.
13. The park should have a number of secondary recreation activity cores for park diversification.
14. "Do your own" garden facilities are not present in the present preliminary Park master plan.
15. There should be extensive rental facilities with the park for a variety of activities.

The results of the first jury meeting provided clear support for the park design as a concept, and for individual components of the plan. In addition, several suggestions and concerns were generated that were then contributed to the refinement of the PPMP by the designer.²¹ These items thus generated were intended to form the backbone of the second public meeting to which about 200 persons were expected to come.

Public Meeting #2

The major purpose and objective of this second public meeting (open to all area residents and widely publicized) was to present to the public the Preliminary Park Master Plan.

Several key assumptions were made in order to focus the meeting on the goal of providing a public evaluation of the PPMP. These assumptions were:

- That all previous meetings had dealt adequately with the concerns of the impact of the land fill operation.
- That those attending would want to consider the park design and components of that design.

²¹In particular, suggestions #3, 4, 9 and 14.

- That those in control of the meeting would work toward this evaluative goal.
- That those attending would wish to communicate their thoughts about this park design.

The meeting had been planned to function in two major ways:

- the presentation of the planning rationale for the park and the PPMP
- to conduct a live questionnaire (see Fig. 18 and 19) about the PPMP.

The purpose of the live questionnaire was to provide an important cross reference to the evaluation of the PPMP by the Jury. This time, over 200 people were expected to express their views, first individually, and then as small groups. None of this, unfortunately, was to happen.

As the meeting progressed it was quite clear that too much time was being allowed by the Chairman to be taken up by a repetition of questions and requests for answers concerning the impact of the landfill, the technicalities of landfill operations, and the future use of the land as a park.²² The Chairman of the meeting, a city councillor from the area, was faced with a dilemma, to cut off debate about these repetitious matters of environmental concern or allow it to go on. Either direction would achieve much participant anger. Eventually,

²² A significant number of questions came from persons who had missed hearings held to provide answers to these questions (about 10 previous meetings).

LIVE QUESTIONNAIRE ON N.E. PARK PRELIMINARY PLAN

Please jot down on the following lines the various aspects of the park design that give you cause for CONCERN, or those that you feel are potential PROBLEMS. Do include any ideas in this BIG and SMALL.

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

If you wish to add further comments, please place them on the back of this sheet.

March 10, 1976

Fig. 22. Live Questionnaire. Concerns and Potential Problems

LIVE QUESTIONNAIRE ON N.E. PARK PRELIMINARY PLAN

Please jot down on the following lines the various aspects of the PARK PLAN THAT YOU LIKE AND/OR SUPPORT.

All your thoughts big and small are important. Do include:
- small details that you particularly like.
- large elements or pieces of the park.
- specific feelings you have about the whole park.

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

If you wish to add further comments, please place them on the back of this sheet.

March 10, 1976

Fig. 21. Live Questionnaire. Positive Points

the chance to conduct a "live questionnaire" was lost. The assumptions made earlier about the participants attending this meeting could only be seen as unsupportable in light of the way the meeting was allowed to flow by those leading it.²³

The problems of this meet had been consciously anticipated especially that there would be people in attendance who would not have had those "basic concerns" taken care of by officials' answers since this was their first attendance at a meeting concerning the park. Two contingency plans were prepared but were not accepted by those running the meeting:

1. To separate off those people who still were concerned with landfill and impact on the area of this operation. These people could have held an intensive session with various officials present that were experts on these matters.
2. Utilize the jury Pros and Cons as a basis for further generation of more ideas about the PPMP.

Thus the meeting can only be attributed a success in that some people witnessed the unveiling of the PPMP. There simply was not enough time or the desire to participate in thinking about the plan.

Jury and Designers Meeting #2

The first meeting with the jury had resulted in an

²³Recommendations had been made to the chairman of the meeting as to the structure and activities that had been prepared for the meeting by the consultants.

evaluation of the PPMP the suggestions were subsequently incorporated into the preparation of a Revised Preliminary Park Master Plan, RPPMP.

The objectives of the second meeting with the jury were as follows:

- to present to the jury a RPPMP
- to revise and review with them their Pros and Cons recorded in the first jury meeting based on an earlier version of the plan.
- to assess what aspects of the park should be stressed with special users in mind
- to assess the worth of this type of public involvement in the future development and evaluation of the park.

The meeting comprised of two parts. First, the RPPMP was presented and explained regarding the changes and the rationale for these changes. Second, the assessment of the validity of Pros and Cons that had been generated at the first meeting. Revisions and additions were encouraged. The Pros and Cons are shown below, as revised;

Revised Jury Positive Park Features²⁴

1. Tree buffer around the park perimeter and berms.
2. Every age group and almost every recreation interest is satisfactorily represented in the park layout.
3. The dual use of summer and winter facilities in the park.
4. The diversified lake system and island layout.

²⁴ See pp. 199-200 for original lists.

5. A circulation system capable of using bicycles, tricycles, and mini-train as well as cross-country skiing.
6. An adventure island for children.
7. Motor vehicular traffic limited to certain areas only.
8. A tea garden complex.
9. A canal skating system for winter use.
10. Major access off Lagimodiere Boulevard.
11. 9 hole (3 par) golf course facility.
12. Large areas for passive relaxation.
13. The inclusion of day-care nurseries.
14. The long narrow greenhouse concept.
15. Numerous secluded family areas for privacy.
16. The concept of large group facilities for multi-purpose activities.
17. Potential for a range of cultural activities.
18. The amphitheatre.
19. The potential for use of the park athletic facilities by regional area schools.
20. Day camp activities for multi-use organizations.
21. Simultaneous development of landfill and park recreation facilities.
22. Bird sanctuary and nesting island.
23. Tree nursery multiple use.
24. West end entrance and a de-emphasis of the entry points.

Revised Jury Concerns and Suggestions

1. Will the City of Winnipeg actually implement the preliminary master plan in the future.
2. Will the park be architecturally barrier-free for handicapped individuals.

3. The large parking lot located in the south-east corner seems too close to residential dwellings.
4. The proposed hill in the north-west corner of the park seems too close to residential development.
5. Will the park be adequately protected from vandalism, etc.
6. Will there be a public transit system route and drop-off point at convenient points within the park.
7. Will park facilities adequately meet the needs of the handicapped, the very young, and the elderly.
8. There should be a greater recreational use of the proposed hills in summer.
9. The existing hydro transmission line, and its use as a major open space connector should be made more accessible to many park areas.
10. Definite consideration should be given to a mini-transportation system for the park.
11. At least one island should be wholly developed as a bird sanctuary.
12. "Do your own" garden facilities are not present in the present preliminary master plan.
13. There should be extensive rental facilities with the park for a variety of activities.
14. Desire for paths in first phase buffer development.

The major points on Positive Park Features made in the initial Nominal Group session with the Jury remains intact; only a few wording clarifications were felt necessary. The jury felt that the original 20 points were sufficiently important to retain them as valuable policy statements. Six new points were added to reinforce support for the aspects of the RPPMP, one point was removed from the original list.

The concerns and suggestions list also remained basically intact. The feeling was that although the revised master plan had taken many of the Jury's concerns into account,

most suggestions were felt to be of such a nature that they could also act as a desirable policy guideline as to what the Jury as a representative group values.²⁵

Secondly, the members of the jury were asked to divide into two groups to deal with the following two questions (one to each group):

Question 1 - Why should public participation in the evaluation and development of the park continue?

Question 2 - What aspects of the park should be stressed with special users in mind?

Each person, using the nominal group technique procedure, first worked on his or her assigned questions individually then the nominal group recording procedure was used to record replies to these questions. Particular stress was given to allow "hitchhiking"²⁶ and recording additional ideas stimulated by other juror's contributions. Two recorders provided the service of recording main ideas "Nominal Group Style" in addition to revising the wording of statements as instructed by the working groups.

In reply to Question #1 the following are the ideas generated by one-half of the jury group:

1.1 Changing economic values may result in forced change of plans. Therefore a review by a jury type group will be valuable. It is suggested at least on an annual basis.

²⁵The ultimate value of making such a list and subsequent revision would be to conduct this process with two parallel groups for comparison and identification of primary pros and cons.

²⁶Adding onto someone else's contribution to enrich it.

- 1.2 Public interest in phasing of park development staying on schedule, as recommended by the preliminary park master plan. Definite public interest in the "next phase."
- 1.3 Present public input will ensure a greater chance of implementation of PPMP. Further public support and participation will maintain public awareness and review of progress.
- 1.4 It is important that future users have a role in what they are going to use.
- 1.5 "Public" can anticipate future value of new recreation trends and "technology", allowing park growth and development. More appropriate and faster adjustment could be possible.
- 1.6 Adjustment to social demands possible.
- 1.7 Jury system would provide good feedback to residents of the area.
- 1.8 Test run for other public participation in their municipal decisions will show its worth.
- 1.9 Generation of public discussion of "social values", especially in adjustment to environmental concerns such as fuel, energy, and land conservation.
- 1.10 Checking on credibility of implementation pronouncements on plan phases, deadlines and finances.
- 1.11 If conditions (external) call for plan changes public should have a say in the re-adjustment of their priorities.
- 1.12 Who knows, other than the general public, the type of cultural recreational facilities they will support.

In reply to Question #2 the following are the ideas generated by the other half of the jury group:

- 2.1 Track and field playing fields provide opportunity for intra-mural practice and notes scholastic competition.
- 2.2 Children's areas encourage park family participation.
- 2.3 Architectural barrier free park essential.
- 2.4 Proper drinking fountains a must where elderly and children gather.

- 2.5 Individual islands provide end of year windups for various school groups.
- 2.6 Park is planned to consider area residents.
- 2.7 Mini-transport a necessity due to size of park an advantage to all park users, not just handicapped.
- 2.8 First aid stations should be strategically located.
- 2.9 Park affords part-time employment year round for students.
- 2.10 Emphasis on facilitating newly popular sports, e.g. cross-country skiing, tennis, etc. Park will meet a needed demand.
- 2.11 Day camp group activities (e.g. agencies) facilities are provided.
- 2.12 Employment for the elderly.
- 2.13 Provides outdoor education areas for a variety of school groups.
- 2.14 Promenade good for all.
- 2.15 Special Interest Groups should have input into all designs within the park (task force committee).
- 2.16 Park provides release valve for current school age hangouts.
- 2.17 "Do your own" gardens on all levels a must.
- 2.18 Instruction in various recreational activities a must.
- 2.19 Amphitheatre for rock concerts.

Conclusions

This process and strategies that facilitated public input for the preparation of the Park Master Plan can claim to have achieved some important precedents; in terms of achieving positive relationships of the public to those involved in the design and implementation of the project, and in terms of achieving public input of an organized and

priorized nature, which will have a bearing on park development policy in this area and others.

It goes without saying that, based on the ideals expressed in this thesis, much remains that could have been done. It is also evident that no structured experience can cope with a large group containing determined malcontents; but who can?

On the basis of the experience of facilitating public participation in the planning situation presented in this chapter the following points are submitted as achievements of the intervention:

- That the residents of the immediate area experienced a sense of real participation in determining the development of the park. This is particularly felt on the part of the Jury members.
- That certain amounts of good will and credibility was achieved by public officials concerned. Not only did they express that but it was so indicated by the mood of the meetings.
- That the park designers, based on this experience, intend to conduct participation of the "consultative" type in future projects because of its worth to them.
- That certain design changes were made directly from public input and suggestions. These specifications have been mentioned in the text of this chapter.

Some important lessons were also learned:

- That announcements of any meeting should clearly

state the objectives and goals of the meeting especially if the intent is to utilize a different format than that typically expected by meeting participants.

- That detailed communication must take place between officials, consultants and that person designated as chairperson to ensure that anticipated contingencies can be adequately handled.

CHAPTER X
A NEW ROLE FOR PLANNERS:
THE FACILITATOR

A Conclusion

If one were to make a sweeping generalization about the intent of this thesis as it relates to the planning profession, it would be to state that the foregoing chapters have laid out a challenge for all involved to alter their attitudes towards the way in which planning decisions should be made.

A challenge has been proposed to involve many more recipients in the formulation of decisions and plans through the adoption of communication and learning strategies that will help overcome the present barriers between the professional and "client." Strategies and techniques to achieve this goal do exist, some have been presented in the body of this thesis as being appropriate to the challenge.

It would, however, be fallacious to make the claim that by simply facilitating communications and learning between the various groups involved in planning that social and democratic problems could be dealt with adequately. The problem is deep-rooted and attitudinal in nature. Professional planners have few positive feelings about involving extra people in the process that they consider is their work; they are strongly

reinforced in this attitude by experiences of countless confrontations at time-consuming, unproductive and often directionless public meetings. Attitudinally, planners have been prone to consider their planning process as unimprovable by such non-intellectual inclusions of public participants. Planners and related professionals, then, can be excused for their reluctance to broaden membership in their work. This thesis has shown that positive alternatives to this reluctance are a reality, admittedly the achievements of public participation as seen in the foregoing case study examples are small; however it would be fallacious to equate their smallness to their significance. The significance arises from the existence of the opportunities for change in the social and administrative areas of our society.

The question that was raised earlier as to who "owns" the plans points at more fundamental conflicts and at necessary changes on the part of planners. If it is consciously or subconsciously important to a planner to create a personal masterpiece or contribution, an end product that has little visible evidence of his personal input will scarcely be contemplated.¹ Pride in accomplishment is a necessity for any job; however, can it not be achieved by adopting strategies that require sharing, helping, and giving relationships where

¹Our educational system at all levels, certainly at the graduate level, conditions us to complete, create and produce individually. Success is thus measured on a personal contribution basis.

one's individual contribution will be less recognizable and tangible? The issue really is: how to get decisions made so that they are viable and constructive, and how to get decisions implemented democratically. Again this thesis has pointed to a need for special category of planner, a facilitator, skilled in helping groups focus their energies on the problem and its solution.

Conversely, a change in attitude on the part of the participant is also necessary. This change, just as with the professionals, can only be accomplished in an evolutionary way. It has been shown that generally, what anyone attending a public meeting expects are the following kinds of things:

- An atmosphere of pessimism and an anticipation of unpleasant news.
- That one will have to function in a conflict situation.
- That the abilities (conceptual) of the "experts" will be far superior to anything he can muster.
- To hear the facts only as they relate to his own personal situation and to disregard anything else.
- Not to speak to the meeting unless it is of personal benefit or in response to a threat to his status quo.

People who attend public meetings often fit the stereotype offered above. Group dynamics also ensures that only those who are sorely "wounded" by proceedings or who possess a rare personality will speak (see Chapter 7). The mind set described above is an evident feature of participants at most public hearings and meetings. This is an important factor,

a mind set with striking results which can block constructive communication and frustrate the best intentions of officials.²

A model of strategies that could serve in laying the groundwork for a better relationship between the planners and the "planned for" has been presented. Structured activities alone cannot achieve the necessary attitudinal change. The ultimate goal is trust and interdependence; it can be achieved by utilizing the chance to communicate afforded by these activities. In Chapter 9 a planning activity recently undertaken³ was examined because the Nominal Group Technique was used, along with other enrichment, and because citizen input was successfully solicited on a consultative basis; as such it represented a small glimpse into the procedural and attitudinal changes possible. Also identified were some of the human roadblocks that are still to be effectively dealt with.

The extent of the influence of the process used by educational institutions on the subsequent behaviours of their graduates should not be underestimated. This reinforcing quality of the process can be utilized by adopting changes in planning education. A new technology has emerged and has been described, for maximizing group effectiveness. Planners as professionals who work with "people groups" should be

²Some meetings are so designed to prevent anything other than token inputs, see Chapter 5 and the models of citizen participation.

³Late 1975 and Spring of 1976.

competent at handling this technology such as the knowledge and pathology of group interactions. Schools of planning would serve the purposes of planning well, if they incorporated these attitudes, skills and technology as the background for the other decision making skills presently taught to planners.

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