PLANNING PUBLIC RELATIONS: PRELUDE TO PROGRAMMING
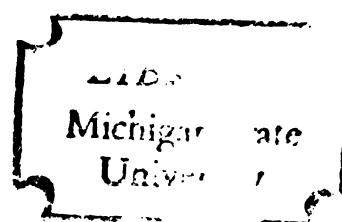
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ABSTRACT

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PRELUDE TO PROGRAMMING

by Genevieve A. Brune

Public relations for planning has received little
treatment as a continuing process in the operations of
urban planning. Instead, it appears to be engaged in ex-
temporaneously. With changing communications involving
more and more people in today's problems, with federal
requirements stipulating more public involvement in plan-
ning, and with a more sensitive social conscience open to
suggestion, this haphazard approach should not be allowed
to continue.

With increased exposure, the relations established
by planning agencies with their various publics become even
more important to the overall effectiveness and development
of planning. Public recognition of professional competence
is necessary for the acceptance of this new profession. An
associated effort by the profession thus becomes apparent:
it must clarify its professional role so that it can hold
an understandable public image.

Available literature on public relations is generally oriented toward business, management or social services and these are often not suitable for the more general approach of planning. Because little has been written in direct discussion of the subject of public relations for planning, it is difficult to develop a more conscious and comprehensive approach. Rather than merely adopting techniques and philosophies designed for other fields as has been done for other interests of planning, it is felt that this subject area is too significant for the future of planning to be left to secondhand fit. Therefore, it is proposed that research be launched by the profession to pursue the subject from a unique planning point of view, considering all the influences on and needs of planning and thus Planning Public Relations (PPR).

To encourage this commitment, a study was designed to assess current local PPR principles, techniques and directions across the country. Since this information is not available in any form, a national survey conducted through a sampling of public planning agencies was necessary to provide the research framework. Analysis of the results and recommendations for change become tentatively possible, awaiting further substantiation.

The idea is to move PPR away from the impromptu to a perceived programming, from the added luxury to a continuing resource, from the shy avoidance to a positive

confrontation between planner and public. This does not mean the planner is constantly "on stage." It means he is acutely aware of potentials to educate and inform as well as to listen and learn and is astutely prepared to exercise these potentials for mutual growth and development.

The basis for this move should be a professional consensus--on basic tenets which will be encouraged by practicing professionals, on general techniques which will be researched and evaluated for effectiveness, and on communication channels which will be opened for information exchange between agencies. While local conditions often make a direct transfer of an approach or event from one scene to another impractical or even impossible, examination of the experiences of others through a collaborative approach may stimulate a useful idea in another locale.

Because it is increasingly recognized that planning is a process, any subjects related to planning should be integrated into that process. This research study indicates that the make-up of PPR can be conceived in a very similar processual form. With a view to the overall goals, objectives and effects of PPR and conditions of urban society, a programmed approach seems inevitable and desirable and should be planned as much as possible.

PLANNING PUBLIC RELATIONS:

PRELUDE TO PROGRAMMING

By

Genevieve A. Brune

A THESIS

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CHAPTER I

PUBLIC RELATIONS: AN ISSUE FOR THE

PLANNING PROFESSION

The work of planning for some professionals probably
seems to resemble most the work of "Madison Avenue" exper-
tise while for others, public relations has had little to
do with their view of operational planning. And yet most
planners have been legally charged with educating and
informing the public regarding planning matters.

There have been various external and internal re-
strictions on realizing this function. Some of the external
restraints include political power pulls, public ignorance
and apathy including the press at times, planning's tradi-
tional lack of authority, and the abstract quality of the
"product." More important from a position of change are
the internal restraints imposed by the profession. These
include the indecisive states of what a planner is, what he
does, what his basic planning principles, theoretical and
operational directives are, and the point where expertise
leaves off and policy planning, citizen involvement, and
any other form of nonprofessional participation begin.

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In addition to the vacillatory manner in which the
legal directive of informing the public about the productive
activities of planning have been met, there appears to be a
reluctance to set ethical standards and operational guide
lines for enlightening the public about the planning pro-
fession. Image-making and the general notion of "pr" has a
record which spurs dubiety. But the increasing popularity
of urban planning can no longer allow its practicing members
to hide their heads in the sands of silent, unpublicized
and relatively unknown competence--if they wish to be rec-
ognized as a profession. These quandaries indeed make
public relations an issue for professional planning. Some
of their origins date back to the turn of the century.

An issue should be debated and that is the major
purpose of this thesis. To raise the platform, the history
of public relations will be revived and its legality brief-
ly reviewed. With this backing, the task of identifying
who planners will develop relationships with must be under-
taken. Before attempting such a determination, public
relations must be examined for contextual and operational
meaning and a definitional base established as a point of
clarification.

To open the debate, an assessment of current con-
cepts and practices of public relations for planning (PPR)
should be made. Because it has not been done before, a
research framework is developed and carried out as the

major portion of this thesis. The principal method is a national survey questionnaire. With information now available, analysis of the subject of PPR can begin. Based on the findings from the survey and public relations literature from other fields, some recommendations for change and research are proffered to invite the imaginations and skills of professional planners in a continuing discussion. The challenging question begins with yesterday's impression on today.

Legislative and Historical Beginnings of Public Relations for Planning

Preceding and shaping the modern planning movement were pressures for systematic physical reorganization and social reform in nineteenth century American urban areas. Although planning as a public or professional concept had not yet developed, there were a few visionary giants who saw it coming and urged its being. One of them was Horace Bushnell who, in 1864, sincerely regretted the sacrifice Americans were making in not developing a "new city planning profession" to take advantage of the opportunity to make a new world on "a clean map."[1]

Getting Americans to see this advantage for what it could be did not really occur until 1893 when the

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[1]Horace Bushnell, "City Plans," Work and Play (New York: Charles Scribner, 1864), p. 376.

"designer-booster collaboration" in the "city beautiful" movement sparkled at the Chicago world's fair. Daniel Burnham's recorded remarks that, "Beauty has always paid better than any other commodity,"[2] and the profound displays were so convincing that visitors went home to plan their own fairs and even partially rebuild their cities. The infectiousness of beautiful ideas, aptly expressed began the first public relations for planning.

The merger and promotion of physical, aesthetic and social reform interests further resulted in a positive ideological response whose "measurable results were basic change in mood and a small but crucial reorganization of mixed-enterprise democracy, which has since broadened in scale if not purpose." The mood and the means were of vital significance to the planning profession.[3]

For those political change agents who had fought and brought state-legislated local government changes, such as home rule, also brought in the first "expert planning advisors" to lecture, show slides of actual planned work, and, in some cases, survey or even plan their cities for the overall purpose of "showing people how to rebuild

[2]John L. Hancock, "Planners in the Changing American City, 1900-1940," Journal of the American Institute of Planners, Vol. XXXIII, No. 5 (September, 1967), p. 293.

[3]Ibid.

cities."[4] This was probably the first consciously planned
program of public relations and it occurred in the "pro-
gressive era" of 1907-19 when the profession emerged.

A vehicle which promoted this emergence and formal-
ized it was the NCCP (National Conference on City Planning).
Reformers in architecture, conservation, engineering, gar-
dening, government, health, housing, landscape architecture,
law, philanthrophy, real estate, social work and other
fields convened in Washington for the first time in 1909.
NCCP became the chief forum for bringing the movement's
elements together and broadcasting them in its publications.
As Hancock notes, most importantly for the new profession,
NCCP's executive and program committees for subsequent
conferences were dominated by planners "who used this forum
to fashion their common social commitments and systematic
technical approaches into a viable pattern for urban
redevelopment."[5]

A systemization of the elements planners decided
should be a part of planning became known as "comprehensive
planning" and the first planning reports presenting these
elements as they pertained to a particular city were issued
in 1909. The most famous of these was that of Daniel
Burnham and Edward Bennett in their "magnificently rendered,

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[4]Ibid.

[5]Ibid., p. 294.

vaguely regional" Plan of Chicago.[6] While public information, education or persuasion ("pr") did not become one of the "elements" in the plans produced, they existed just as much as those elements appearing before the eye on the printed page.

In the case of the Chicago Plan, public relations was evident on the printed page in the form of expansive explanatory material. For example, the historical, natural evolution of cities and their now logical need for a well-ordered plan comprised the first two of eight chapters of the Plan. Before the plan was formalized, Chapter I states that "during the years devoted to its preparation the plan has had the benefit of varied and competent criticism."[7]

An acknowledgment is made of the power of the press to this regard:

> The newspapers and magazines, both at home and throughout the country, united in commenting on and commending the undertaking; and during the decade that has elapsed since the plans (of the lake front scheme originating from the world's fair) were first presented, the proposed improvement has never been forgotten, but has ever been looked upon as something sure to be accomplished. This was the beginning of a general plan for the city.[8]

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[6]Ibid., p. 295.

[7]Daniel H. Burnham and Edward H. Bennett, Plan of Chicago (Chicago: The Commercial Club, 1908), p. 2.

[8]Ibid., p. 7.

In like manner, the authors relate their concern for public scrutiny after the plan's inauguration, for "the real test of this plan will be found in its application" in the "determination of the people to secure more perfect conditions."[9]

What other term would be more appropriate than "promotion" or "public relations" for the inspiring final paragraph of Chapter I of the Plan, quoted in part:

> This same spirit which carried out the Exposition in such a manner as to make it a lasting credit to the city is still the soul of Chicago, vital and dominant; . . . It finds the men,; it makes the occasion; it attracts the sincere and unselfish; it vitalizes the organization and impels it to reach heights not believed possible of attainment. This spirit still exists. It is present to-day among us. Indeed, it seems to gather force with the years and the opportunities. It is even now impelling us to larger and better achievements for the public good. It conceals no private purpose, no hidden ends. This spirit--the spirit of Chicago--is our greatest asset. It is not merely civic pride: it is rather the constant, steady determination to bring about the very best conditions of city life for all the people, with full knowledge that what we as a people decide to do in the public interest we can and surely will bring to pass.[10]

While waving the flag is not as popular today, a more current mode--but with as deadly an aim--can be adapted in the telling of the story. For this Plan does tell a story--no blunt, cold chapter headings and clipped off paragraphs. While the story was, admittedly, vague

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[9] Ibid., p. 2.

[10] Ibid., p. 8.

and the plan had little authorization to be implemented, it did become a model of the times. But the public wasn't buying anything so completely new so quickly.

Despite the need for more complete public authorization and more versatile and imaginative planner conceptualization by today's standards, plans and their planners as an emerging profession took giant steps by 1919.[11] The interruptions of the war saw cities after the war which had already begun planning become the quickest to resume and expand it. More sophistication and professionalization crept into reports.

But the record and manner of "public acceptance in the 1920's was no better or essentially different, however, 'official'." Approximately one-fifth of the one thousand city planning, zoning and housing reports made in this decade (three times as many as the preceding one) were actually carried out to any significant degree.[12] The "city practical" era was in and welfare or social reform or any other "nonessential" elements were temporarily out.

In this mood legislation rose considerably and by 1935, every state had planning and zoning laws; and public plan commissions (95% of them official) existed in all but

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[11]Hancock, op. cit., p. 297.

[12]Ibid.

two of the larger cities of over 100,000 population by
1934. This move was primarily stimulated by the 1928
Standard City Planning Enabling Act.

Popularized in a practical era, the Act's contain-
ment of public relations items was not too prominent. One
item essential for public information was the stipulation
to keep "a public record" open to public scrutiny and con-
sideration of all planning transactions.[13] But the most
significant recommendation was for a public hearing to be
held prior to any adoption, amendment, extension, or addi-
tion of the plan. The detailed footnotes accompanying this
Act attached at least two values of importance to the
public hearing:

> One of these is that those who are or may be dissatis-
> fied with the plan, for economic, sentimental, or other
> reasons, will have the opportunity to present their
> objections and thus get the satisfaction of having
> their objections produce amendments which they desire,
> or at least the feeling that their objections have been
> given courteous and thorough consideration.

The other great value of the public hearing is:

> . . . an educating force; that is, it draws the public's
> attention to the plan, causes some members of the public
> to examine it, to discuss it, to hear about it, and
> gets publicity upon the plan and planning.[14]

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[13]U. S. Department of Commerce, Advisory Committee
on City Planning and Zoning, Section 12, "Organization and
Rules," A Standard City Planning Enabling Act (Washington:
Government Printing Office, 1928), p. 12.

[14]Ibid., Section 8, "Procedure of Commission,"
p. 18.

Notice that not only was "publicity" being sug-
gested for the documented result of planning, it also was
being authorized for the very act of planning--a vital
inclusion for achieving public acceptance of professional-
ized planning.

The plan itself is to serve a public relations
function of promotion as charged in Section 7, "Purposes
in View." The plan is to "best promote health, safety,
morals, order, convenience, prosperity, and general welfare
as well as efficiency and economy," through the "promotion"
of good civic design, wise expenditure of public funds,
etc.[15]

This Act established the trend for municipally
legislated planning functions. Model legislation for
larger areas, i.e., county, metropolitan or regional, and
state, was parallel in basic public relations content such
as holding public hearings, extending public education and
promoting the plan and planning. While the municipal leg-
islation urges that plans be made in consideration of the
environs, the model county, regional and state enabling
acts makes this concern more explicit.

For example, in the model county enabling act pro-
posed by Bassett and Williams, conferences with local
authorities in the county "from time to time" are made

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[15]*Ibid.*, Section 7, "Purposes in View," p. 17.

mandatory.[16] And in their model state planning act, the

state planning commission is required to "secure the coop-

eration of adjacent states and of counties and municipali-

ties within the state in the coordination of their proposed

improvements" in the state master plan. And the commission

shall advise the legislature with respect to the formulation

of development programs as well as advise governing bodies

and plan commissions of counties and municipalities for

"the purpose of guiding and accomplishing" a coordinated

and harmonious development of the state.[17]

In the model state and regional planning law pro-

posed by the National Municipal League in 1954, the duties

of regional or metropolitan plan commissions include:

. . . to advise and supply information . . . to civic
groups and private persons and organizations who may
request such information or advice (and), . . . provide
information to officials of departments, agencies and
instrumentalities of state and local government, and
to the public at large.[18]

While there have been many improvements in planning

legislation since the model acts, an infinitesimal amount

has been devoted to public promotion and acceptance of

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[16]Edward M. Bassett and Frank B. Williams, _Model
Laws for Planning Cities, Counties, and States_ (Cambridge:
Harvard University Press, 1935), p. 49.

[17]_Ibid._, pp. 53-54.

[18]See Philip P. Green, Jr., _Cases and Materials on
Planning Law and Administration_ (Chapel Hill: University
of North Carolina, 1962), pp. II-49-50.

planning and plans. With the firmly legislated "advisory" restrictions placed on independent plan commissions and their planners so that, among other things, they are on the outside looking in at politics, persuasion as a professional tool should be nothing less than cardinal.

The legal and technical aids which have come to professional planners have largely been designed to increase professional competence. Silent competence while perhaps winning merit badges from the few who "know" doesn't have a flair for winning popularity contests. And the motto practiced by most citizens is: "If you don't understand it, OPPOSE IT!"[19]

Identifying the Publics of Planning

Facing the various publics with their various affects and effects on local planning operations is a task which can be pleasant, horrendous, rewarding, exhausting, and at the same time, inspirational. For these adjectives are descriptive of most human relationships. Planning to be meaningful and effective in its unique position of change agent, positive force, and political inbetween, must engage in a variety of different human relationships.

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[19]Wilford G. Winholtz, "Planning and the Public," in William I. Goddman (ed.), Principles and Practice of Urban Planning (Washington: International City Managers' Association, 1968), p. 565.

Because urban planning deals with the public both on a grand scale and in smaller neighborhood dimensions, it can not concentrate entirely on an intimate kind of human relations. It must by sheer necessity develop a more inclusive, generalized policy but use particularized applications when appropriate. It is for this reason that the interfaces of planning may appropriately be termed "public" relations.

The process of development and implementation of plans necessarily involves a host of various "publics." They can be categorized as Government, Interest Groups and Citizens either as individuals or en masse. A major interest of this paper is to determine where the planner receives his guidance and support for facing his "publics," whether his purpose is to satisfy, stimulate, activate or whatever.

An authoritative source has been state enabling legislation which contains directives to plan commissions to promote public interest in and understanding of municipal planning. This functional requirement is specified in the Michigan State Act, as one example, to encompass the triad identified of government, interest groups and citizens:

> It shall be a part of its duties to consult and advise
> with public officials and agencies, public utility
> companies, civic, educational, professional, and other

organizations and with citizens with relation to the protecting or carrying out the plan.[20]

Aside from the authorization, pathetically little has evolved to guide the professional in his relationships with the "public" of Government. The relative newness of the planning function within the governmental structure can account for much of the confusion and inconsistency experienced between governmental planning divisions on a vertical scale, i.e. federal-state-regional-local-neighborhood. It is a lesser excuse at a horizontal scale, as between planning departments and agencies and other similar level governmental units with their increased longevity. Proximity, access and familiarity would seem to engender greater interest in planning. Yet how many city halls contain employees of all ranks who still do not know what a comprehensive plan is or how their particular governmental function relates to the planning process.

While it can be argued that this condition is due to the laxity of central administration, e.g. the office of the mayor or city manager, in not better coordinating intergovernmental relationships, the point here is not who is responsible, but that the consequences of misunderstanding and wasted resources do occur to the detriment of urban

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[20]State of Michigan, "City, Village and Municipal Planning Commission Act 285 of the Michigan Public Acts of 1931 as Amended through December, 1966," Section 5.3001, Michigan Statutes Annotated.

planning and to the community as a whole. The question of responsibility is extremely important if a theory of causality and improvement is to be realized and this subject will be explored in a later chapter.

An even more ignored topic in the professional archives is how to best establish relationships with the sundry Interest Groups comprising urban society. William H. Whyte[21] has indicated that America consistently has been a nation of "joiners" and H. R. Mahood[22] denotes the participating influences of many of these groups on American politics. With increasing sophistication, American society has been able to encourage new voices to be heard. Witness the advance of labor unions and now the poverty-stricken and a new black identity in the political arena. This type of participation, however, has been described by Gans as "deprivation-oriented" wherein people participate while they are deprived of something but cease to participate as soon as the deprivation is removed or they become reconciled to it.[23]

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[21]William H. Whyte, The Organization Man (New York: Doubleday and Company, Inc., 1957).

[22]H. R. Mahood, Pressure Groups in American Politics (New York: Charles Scribner's Sons, 1967).

[23]Herbert J. Gans, "Political Participation and Apathy," in Phylon, The Atlanta University Review of Race and Culture, 3rd quarter, 1952, pp. 185-191.

A resurgent nettling suggests that power is limited: that where one group gains, another loses. Has not the gain of the "lower classes" been accompanied or accommodated by a demise of the "upper classes" as a womb of comfort invites increasingly more citizens to be drawn inward to private responsibilities, ignoring the ugly uncomfortable-ness outside? C. P. Snow, in a tour of the United States and its North American and European ancestors in 1968, found that people were pulling the curtains against the street outside, as if in a state of siege.[24]

Snow's answer is "collaborative responsibility" with strong reliance on intelligence, "the strength of the species."[25] To tap this resource, the public must be made to understand the problems at hand. Hancock has already captured this concept in a planning framework.[26] But the

[24]C. P. Snow, The State of Siege (New York: Charles Scribner's Sons, 1969).

[25]Ibid., p. 42.

[26]Hancock interprets this term for planning in his article, op. cit., p. 301 as follows: "Planning, the art and science of environmental development, is a process in which democratic choice can become meaningful, and capability can approach desire by satisfying needs, amenities, minimum standards for new communities in town and country-side which preserve and extend the most desirable features of each as appropriate to time and place.
"Such planning requires collaboration of trained talent, coordination of means, continuing reallocation of resources, full public empowerment and intelligent human subscription--a slow and gradual process whose success depends largely upon education to its human purposes--for layman and planner alike. The planner's role herein is as analyst, creative designer, critic, and coordinator, at the very least."

problems at hand usually are short-term and therefore pol-
itically associated. Thus, an even greater effort will be
required to encourage a collaborative responsibility from
everyone for the long-term decisions.

That the plan commissions and their subsequent
staffs have attempted to remain apolitical since their
birth has no doubt alienated many groups. Further, it has
encouraged some to become more articulate and press for
more planning influence, as will be seen in the results of
a national survey in Chapter IV. The umbilical cord with
the past must be severed. Like it or not planning is pol-
itical and must operate offensively as well as defensively.
If such social trends as Snow suggests are occurring, it
behooves the planner to be cognizant of them and then to
map out a strategy, often politically dangerous. He must
take a stand if planning is to serve a useful place and
grow with a community.

Completing the triadic framework of the planning
publics is the Citizen. His behavior and attitudes will
reflect his social experiences in groups, but he still must
be considered as an individual because these experiences
overlap. Some will be complementary and this will rein-
force related views; others will conflict and require
separate approaches. In our individualistic society today,
it is not surprising that the Citizen more than the other
two categories of publics has received relatively more
attention in planning public relations.

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The advent of this concern began with social reform movements in the early 1900's and was reinforced by the enabling acts which served to establish plan commissions. Commissions increasingly have delegated their appointed functions to fledgling, physically-oriented professionals. This progression and the onslaught of urban renewal have been two major deterrents to the development of a good public communications system as part of the planning process.

The cries of federal bulldozing and undemocratic representation in urban decision-making[27] eventually gained responsive directives from the federal government to planning agencies not only to consider the interests of all citizens in renewal activities, but more recently, to involve the citizen in the planning process.[28] Ignoring these directives could evaporate the thirst-quenching federal funds so needed by near-bankrupt municipalities. The latest attempt at mass communication and community understanding has been the 1969 directive from the Housing and Urban Development Department in Washington to

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[27]See, for example, Martin Anderson, The Federal Bulldozer (Cambridge: M.I.T. Press, 1964); also Jane Jacobs, The Death and Life of Great American Cities (New York: Alfred A. Knopf, Inc., 1961).

[28]Such directives have been issued in the Housing Act of 1954, the Economic Opportunity Act of 1964, and the Demonstration Cities and Metropolitan Act of 1966.

incorporate as part of any new "701" planning program an "Information and Communication Plan" to be made as signif-icant as the traditional Land Use Plan or Streets and Highways Plan, etc.

That the citizen participation rage has passed its idealistic phase is no secret to any planner. Many prob-lems often linked in a chain fashion are occurring in those planning areas actively involving citizens. One reaction is to climb on the planning expertise wagon and retreat to a more comfortable, physically-oriented kind of planning, leaving social and political decisions to the politicians and other influentials--or in the hands of more radical militants. This tactic ignores the collaborate responsi-bility the planner is endowed with and, more importantly, ignores the problem. The fact that a new approach flounders does not necessarily mean there is something wrong with the basic principle: it could mean the best means for making the principle operational is yet to be discovered. Enter public relations customized for urban planning.

<div align="center">

Determining Planning Relations
with Its Publics

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While it is generally conceded[29] that good rela-tionships with the public are essential to plan

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[29]This tendency will be noted in detail in Chapter IV as a response to a large national survey regarding public relations for planning. It is supported by the "Code of Professional Conduct" of the American Institute of Planners in Section I of their Handbook and Roster, 1968 (Washington: American Institute of Planners, 1968), p. 30.

effectuation, the profession really has not provided its practitioners with any basic assistance for developing these relationships. This near vacuum can be observed by the dearth of publications specifically written for planning public relations in establishing principles, suggesting situational techniques or developing evaluative procedures. Professional planning schools do not offer coursework in this area. It would be interesting to learn how many school administrators would encourage study in this field as an outside elective without some concrete directive from an official spokesman, e.g. the American Institute of Planners, on the "place" of public relations in planning or of communication and human relations studies in the planning curriculum. Clarity of ethical and operational principles would seem to be in order.

If formal clarification has not been given aside from the general provisions for plan promotion in the enabling acts, a pertinent question arises: Is it a valid concern to the profession? There are some prominent writers who think so. From a utilitarian point of view, Edward J. Milne wrote in 1949 that "understanding must precede acceptance" of any planning program.[30] More explicitly, Wilford G. Winholtz writes in 1968:

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[30]Edward J. Milne, "The Press Medium," Planning 1949 (Chicago: American Society of Planning Officials, 1949), p. 146.

> Local planning, although basically a technical process, depends in large part for its effectiveness on the attention paid to its relations with the public. . . . many valid and sound plans have died at birth only because of the way in which they were delivered.[31]

In addition to the probable functional advancements to planning that a public relations program could bring, Winholtz feels it could serve to strengthen the American political tradition—in having elected and appointed officials together with civic organizations review prospective plans and encouraging citizen involvement through public hearings in the old town meeting fashion.

While Winholtz keenly cites two valid concerns of the profession, i.e. effectiveness and democracy, he offers little beyond the generalities of how these goals are to be achieved. Urban society has become too big, too complex, too apathetic to be accommodated through either a one-time town meeting/public hearing or through nonspecialized mass media.

On a more pragmatic level, Harold V. Miller exhorts that planners had better be able to "talk folks' language if you expect them to accept you, understand you, and wind up on your side."[32] For example, if a political machine not interested in planning dominates a community, the planner

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[31]Winholtz, op. cit., p. 564.

[32]Harold V. Miller, "What the Planning Director Expects," Planning 1949 (Chicago: American Society of Planning Officials, 1949), p. 168.

might be able to whip it by a frontal attack. On the other

hand, chances are he would get farther and have fewer scars

if he simply showed a few thoughtful citizens[33] what could

be gained through planning if . . . and let the seed ger-

minate until it crowded out the entrenched roots of the

past.

Following this line of thought is a current research

project being conducted at the University of Michigan. The

subject is how to improve communication between the public

and government agencies involved in water resource develop-

ment planning for the Susquehanna River Basin. The course

is to determine the degree of knowledge and types of atti-

tudes that community opinion leaders have about water

development problems and solutions. The "influentials"

will be approached from a combined "positional-decisional-

reputational" approach.[34] The underlying philosophy would

seem to support a representational democracy versus total

and direct citizen involvement in planning affairs.

Planning relations with the total public are of

high importance to Canadians. They attempt to interest

and involve every citizen, including influentials and

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[33]Ibid.

[34]Thomas E. Borton, J. William Wenrich, et al.,
"Abstract: Public Participation in Development Planning
for the Susquehanna River Basin," a mimeographed paper from
the University of Michigan, Ann Arbor, Michigan, September
23, 1968.

their program has received one of the most successful

meters of our society--funding. Canadians have had a gov-

ernment-financed citizen association--the Community Planning

Association of Canada--since 1946. It was formed by prac-

titioners in city planning, architecture and engineering.

These professionals did not subscribe to the theory of some

to "Leave it to us; we know what is good for people."[35]

The Association practices what it preaches by

studying various planning proposals at local branch and

Provincial division levels, crystallizing their expressions

before the local public as well as through the national

monthly bulletin printed in both English and French, and in

national conferences. The branches and divisions have

subsequently been successful in supporting campaigns for

changes in planning legislation, for increases in local

planning budgets and for strengthening of planning staffs.

Other planners have written in recent times on more

specific aspects of public relations although none have

taken off from or zeroed in on any basic principles for the

profession to follow. At the base of all these expressed

interests must come some established ethics, objectives and

acceptable means or the profession will continue to take an

uncertain circular route as only specific interests are

parlayed.

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[35]Alan H. Armstrong, "Planning in Canada," Planning 1949 (Chicago: American Society of Planning Officials, 1949), p. 192.

Examples have been the discussions of advocacy planning by Paul Davidoff and Alan S. Kravitz,[36] of participatory democracy by Aaron Levine and James Q. Wilson,[37] of a more representative government by Walter Hahn, Jr.,[38] and of public attitude and opinion studies by Gadschalk and Mills.[39]

Regarding this movement toward involvement, a student of American politics, David Riesman, has suggested that:

> If it were widely recognized that not all people in a democracy need concern themselves continuously with public affairs . . . but that all should have a "right of veto" of which to make sparing residual exercise,

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[36]See Paul Davidoff, "Advocacy and Pluralism in Planning," Journal of the American Institute of Planners, Vol. XXXI, No. 4 (November 1965), pp. 331-338; see also Alan S. Kravitz, "Advocacy and Beyond," Planning 1968 (Chicago: American Society of Planning Officials, 1968), pp. 38-46.

[37]See, for example, Aaron Levine, "Opportunities for Community Relations," Planning 1963 (Chicago: American Society of Planning Officials, 1963), pp. 259-266; and also James Q. Wilson, "Planning and Politics: Citizen Participation in Urban Renewal," in Hans B. C. Spiegel (ed.), Citizen Participation in Urban Development, Volume I - Concepts and Issues (Washington: Center for Community Affairs, NTL Institute for Applied Behavioral Science, 1968), pp. 43-60.

[38]Refer to Walter Hahn, Jr., "The Planning Process Takes a New Form," Planning 1968 (Chicago: American Society of Planning Officials, 1968), pp. 46-51.

[39]See David R. Godschalk and William E. Mills, "A Collaborative Approach to Planning Through Urban Activities," Journal of the American Institute of Planners, Vol. XXXII, No. 2 (March 1966), p. 88; and Mel J. Ravitz, "Use of the Attitude Survey in Neighborhood Planning," Journal of the American Institute of Planners, Vol. XXIII, No. 4 (Fall, 1957), pp. 179-183.

> they might more readily agree to comply with the minimal
> demands for information and participation that such a
> veto would need for its effectiveness. And with pol-
> itics no longer regarded as a continuous duty, people
> might feel less resistance to participation.[40]

Such an approach as analyzed by Gans implies that planning

could better employ energy now spent in pursuing "the

mirage of active participation by the rank and file."[41]

The facts of life of political participation imply that

planners, for the most part, must deal with the "reward-

oriented" type of participators--the politicians[42] and,

therefore, more emphasis must be placed on the political

role of the planner.

Another view on the validity of public relations in

planning is presented by Norman Beckman. He states that

the planner's role is that of a bureaucrat or public em-

ployee. In a bureaucracy, ultimate authority is vested in

the voter which is tentatively entrusted to politicians.

Influence on public policy can be achieved within a bureauc-

racy by planners only through competence. The planner's

power is the power of the idea and his role is

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[40]David Riesman, "Individualism Reconsidered," in
Religious Faith and World Culture, a symposium edited by
A. William Loos, New York, 1951, pp. 61-77. Reference is
also made to The Lonely Crowd (1950) and Faces in the Crowd
(1952) both published by the Yale University Press, New
Haven.

[41]Herbert J. Gans, "Planning and Political Partic-
ipation," Journal of the American Institute of Planners,
Vol. XIX, No. 1 (Winter 1953), p. 8.

[42]Ibid., p. 9.

persuasion.[43] This approach certainly suggests an image-making public relations program if earned competence is to truly be known by the public. It also suggests working with instead of against the rather permanent bureaucratic state of planning for which a generalized format of public relations policies and methods would be helpful.

In contrast, Robert C. Hoover[44] philosophizes that planning partakes of the personal inward views of those who plan and valid planning emphasizes variety and differentiation over specialization and standardization. Hoover sees two planning images competing for professional commitment: the Philosopher-King which discourages the creation of responsible publics and is implemented through force and fraud; and the Judeo-Christian Suffering Servant which is fed by and exudes love but can never be successful due to the fallibility of man. Hoover advocates the servant planner who is always working himself out of a job because only in losing his professional identity can he have any hope of finding it.

This is a thoughtful, moralistic image proposal which is very unrealistic, however sound its basic premise

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[43]Norman Beckman, "The Planner as a Bureaucrat," Journal of the American Institute of Planners, Vol. XXX, No. 4 (November 1964), pp. 323-327.

[44]Robert C. Hoover, "A View of Ethics and Planning," Journal of the American Institute of Planners, Vol. XXVII, No. 4 (November 1961), pp. 293-304.

of differentiation is. The moral conditions of our society lean more toward the Philosopher-King candidate and those planners not armed with some of his technique will fall flat on their faces. An experienced newspaperman has warned planners not to let reporters catch them "turning the other cheek too often, giving too much ground," especially in smalltime zoning and property cases. A reporter may never live long enough to see the results of a more meritorious production such as a master plan, but he will report on the things happening today as they are.[45] If planners do not consciously develop their rightful image of competency, they will in the long run be unable to attempt the loving kind of relationship Hoover speaks of for public betterment. Planners cannot remake the world they live in: they can remodel significant portions with positive infectious results.

The confusion of roles and images is symptomatic of nondelineated professional ideals, ethics, principles, theories, practices. What does the planner do in his public relationships with so many kaleidoscopic possibilities? It must be obvious by now that he develops his own brand. In so doing, is there any identifiable consensus among planners in their activities? The curiosity and concern for answers to these questions led to the

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[45]Milne, op. cit., p. 147.

conducting of a national survey which will be presented in Chapter IV.

Before uncovering the existing nature and extent of planning public relations, the significance of the term "public relations" will be examined in Chapter II.

CHAPTER II

PUBLIC RELATIONS FOR PLANNING

The nebulous role of the planner and his newness of
status as depicted in Chapter I have slowed the introduction
of a clear-cut public relations policy for the profession.
Indecisiveness is not characteristic of planning alone:
public relations, another important factor in contemporary
decision-making, also is in a fluid state of defining
itself. In considering the two together, a point of begin-
ning would seem to be the edification of what public rela-
tions appears to be, what it has been and what it could be
for urban planning. Knowledge of this tool could then lead
to a conception of the need for public relations. The
national survey to be presented in Chapter IV will indicate
some boundaries presently placed by planners on the need
for and actual use of this tool.

The Qualities of Public Relations

The qualities of public relations induce both neg-
ative and positive reactions in their discussion. Much of
the negativism has been due to a heritage of differentiated
use. For example, there has always been a great difference

between the publicity efforts of American politicians who were interested in creating favorable public opinion because it mattered at the polls, and the press-agentry of showmen who have been interested in any kind of public notice (particularly the more prominent, delightfully bad notices) because it pays off at the box office. And in the days of the muckrakers, an "out" for those attacked who could not silence their attackers, was to whitewash.[1]

Times change, concepts change and communication needs change. In government, particularly, communication with and cooperation from citizens is essential for sustaining a democracy. While some goals may be obtained by force, such as urban renewal, much greater success depends upon understanding and cooperation. This requires a suitable public relations program.

Finding a "suitable" kind of public relations is no easy chore because it involves basic ethical principles. The study of certain distinct qualities of public relations may be helpful in completing this search.

Understanding and Goodwill.--Public relations as defined by Webster and commonly thought of is "the art or science of developing reciprocal understanding and goodwill

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[1]John E. Marston, The Nature of Public Relations (New York: McGraw-Hill Book Company, Inc., 1963), pp. 15-24.

between a person, firm, or institution and the public," and

is "the degree of understanding and goodwill achieved."[2]

Influence and Persuasion.--Marston defines public

relations as "planned, persuasive communication designed

to influence significant publics."[3] Similarly but with a

human relations twist is the definition offered by Cutlip

and Center: "the public relations function is the planned

effort to influence opinion through acceptable performance

and two-way communication."[4]

A deflation of the term occurs when it is used as

a handy synonym for some of its functional parts, such as

advertising or publicity. It is here that public relations,

whether fairly or unfairly, receives its "Madison Avenue"

press-agentry connotation. A similar injustice but in the

opposite direction occurs when the term is expanded and

equated with "human engineering" or "social engineering."

As Cutler and Center put it, this is "akin to fencing in

the moon."[5]

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[2]Webster's Seventh New Collegiate Dictionary
(Springfield: G. & C. Merriam Company, Publishers, 1963),
p. 690.

[3]Marston, op. cit., p. 3.

[4]Scott M. Cutlip and Allen H. Center, Effective
Public Relations (Englewood Cliffs: Prentice-Hall, Inc.,
1958), p. 3.

[5]Ibid., p. 5.

Management.--A more specific type of definition has
evolved from business management wherein modern public
relations is construed to mean "a _planned program_ of _pol-
icies_ and _conduct_ that will build _public confidence_ and
increase _public understanding._"[6] (italics theirs)

Although some proclaim two-way communication, all
of these definitions essentially are one-way channeled:
from the seller to the potential buyer. In planning as in
other government services--whether they be administrative,
health, welfare, recreational--the public to be served may
want an opportunity to get its ideas across, too. Both
forces of expression are needed if true communication is to
be realized and concordant programs designed.

Information, Education, Communication.--If public
relations for planning is conceived of as being a two-way
process, if its role is to be one of both learning and
teaching for both planner and public, the term "public
relations" may be inappropriate and not inclusive enough.
This may be a valid argument in light of the dubious image
"public relations" seems to conjure up for many people.

Human Relations.--"Human relations" can be inter-
preted either too broadly or too individually as explained

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[6]Desmond L. Anderson (ed.), _Municipal Public Rela-
tions_ (Chicago: International City Managers' Association,
1966), p. 16 as taken from J. Handly Wright and Byron H.
Christian, _Public Relations in Management_ (New York:
McGraw-Hill Book Co., 1949), p. 3.

in Chapter I. It tends to focus more on the social science side of planning to the neglect of its essential, technical expertise characteristics. While it may lead to a build-up of trust--one of the goals planning public relations should consider, that trust must be firmly established on competence of delivery.

Canfield states the problem of human relationships as "reconciling the attitudes, temperaments, and points of view of people," which is one of the "most delicate, difficult, and important" problems confronting the human race.[7] The attempts to solve this complexity have left a confusion of terminology. The broader and more inclusive term of "public relations" is preferred by Canfield with this interpretation:

> the development of attitudes and understanding in people that will cause them to reconcile their views with those of other persons with whom they come in contact.[8]

This broad construction is also favored by James L. McCamy.[9]

The problem of building good relationships with people for a professional organization, just as for business or social organizations, is that it should involve every

[7]Bertrand R. Canfield, Public Relations: Principles and Problems (Homewood: Richard D. Irwin, Inc., 1954), p. v.

[8]Ibid.

[9]See James L. McCamy, Government Publicity (Chicago: University of Chicago Press, 1939).

aspect of modern economic, social and political life. Rex F. Harlow[10] expands this involvement even further to include the social sciences of economics, sociology, psychology, political science, history and philosophy. Obviously, no individual or vocation can be expected to be so broadly trained. The dilemma exists because these and other interests do compose the planning environment and influence the planning public.

A New Term.--Americans are besieged by the New. There may be merit in keeping the old and sprucing it up a bit. Note the revived interest in furniture of an antique era, of clothing of the 1890's and 1930's, of entertainment of the 1920's. Might a public relations program be planned ahead enough to experience the advances in educational standards and subsequent higher intelligence and thus promote a "collaborative responsibility"? It could spread to other areas of concern for a continuing civilization.

One major professional field perhaps more socially aware than urban planning has retained the term "public relations." The expectation is to teach as well as to persuade or sell. This is the program adopted by National Health and Welfare Service professionals who have their own National Public Relations Council which provides publications and services to all members.

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[10] Rex F. Harlow, "Public Relations at the Crossroads," Public Opinion Quarterly, Winter, 1944-45, p. 554.

A new and fresh term with an individualized def-
inition may be the answer for planning. The task of
getting that term across to the public as correctly and as
fluently as possible, however, might be more difficult than
improving the acceptability of the old term.

Planning Public Relations (PPR).--The possibilities
for accepting "public relations" might be enhanced if cer-
tain objectives were proffered: (1) gaining public accep-
tance of planning through information, education, persua-
sion, influence ("selling" if you must); (2) establishing
an image of competence and recognition of the planning
profession (understanding and goodwill); and (3) achieving
reciprocity of learning and teaching (communication and
human relations) between planners and their publics.

While these three general purposes may not be
agreed upon by the profession in its entirety, they offer
a platform from which discussion and agreement can begin.
This initiating step is one of the prime reasons for this
research effort.

Until another term is chosen or public relations
is accepted, Planning Public Relations (PPR) will be used
in this research project.

The Case for Planning Public Relations

Various qualities of public relations have been
presented for examination. Many if not all can play a

part in a definition of public relations for planning.
Before completing the examination and making a selection,
some of the possible needs for a public relations program
should be considered.

At the head of the list by virtue of its longevity
as well as its being a public ideal is the instruction,
through the enabling acts, to inform and educate the public
concerning the master plan. Associated with the enabling
acts is the theory that urban planning should be advisory
in nature.

What must be considered is how much weight advisory
recommendations are to carry: should they simply be pre-
sented? should they be given a hard-sell approach due to
circumstances such as a dire need in the community for
their approval? A planned public relations program could
strengthen the advisory status of most agencies and com-
missions. It could also provide an alternative to a direct
association with management (e.g. the mayor or city manager)
in retaining planning as a staff function but with a def-
inite image before the public.

From the standpoint of administration, it must be
realized that any public relations model which exists to
explain relationships in a governmental social system must
be predicated on (a) the relationship of public relations
to the decision process, and (b) the inseparability of

public relations from the politics of government.[11] The

extent of public relations for planning purposes, therefore,

cannot be divorced from local politics. It should not sup-

plant administrative-political public relations, nor should

it necessarily whole-heartedly support them. Here is where

ethical standards would be of some assistance in determining

the "stand" a public relations program for planning would

take, although the intuitive judgment of the planner would

still probably be required in the final analysis.

Of major importance in the decision-making process

and subscribed to in the American Institute of Planners

(AIP) Code of Professional Conduct[12] is acting in the

"public interest." Without launching a separate disserta-

tion, it can be said that this concept is an illusive

butterfly. Its consideration, however, is necessary for

establishing boundaries in a public relations program.

According to Meyerson and Banfield, a decision is

said to serve "special interests if it furthers the ends of

some part of the public at the expense of the ends of the

larger public," while it is in the "public interest if it

serves the ends of the whole public rather than those of

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[11]Anderson, op. cit., p. 18.

[12]American Institute of Planners, Handbook and
Roster 1968 (Washington: American Institute of Planners,
1968), p. 30.

some sector of the public."[13] This position could be proven invalid if the "concessions" to blacks in our inner city projects, made to repair societal injustices and/or prevent rioting, were said to be serving "special interests." When the scale is tipped so far, it swings back with a socking, accelerating force. When this is permitted to happen as it has in some cities, the whole public conceivably suffers in some manner.

A further expansion would be to say there is no public interest; only many individual interests which conflict or complement. And only when individual interests seriously affect the continuance of a society or its advancement as agreed on by that society might the issue of "public interest" arise.

While institutional change may be the best solution for many "public interest" problems, it takes too long for today's complex crises. This factor of delay partially explains the prevalence of reactionary groups and demonstrators in urban communities. Two-way communication lines can serve to ease the strain, speed up the change process and make possible more meaningful long-range institutional results--including changes in the institution of urban planning.

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[13]Martin Meyerson and Edward C. Banfield, Politics, Planning, and the Public Interest (New York: The Free Press, 1955), pp. 322-329.

This brief discussion of the public interest suggests two things to the planner, acting as a public servant and change agent, in his public relations approach. One is that he should keep his ear to the ground and out of the clouds with the public for whom he is planning. Frank Bennett, former Detroit planner and now Director of the Wayne County Planning Commission in Michigan, recently expounded that planners need to develop more Sensitivity, Insight and Sincerity of Concern. Aside from classroom education or on-the-job training, planners need to "mingle," to experience in every sense of the word the environment for which they are planning.[14]

A second point is that the planner should also keep in touch with other specialized disciplines to get the best of their knowledge, their viewpoints, and their appraisals of local conditions.

From the other side of the planner-public communication linkage, Sallie E. Bright writes:

> The extent to which any organization will be permitted
> to serve the community depends directly on how much
> people understand and how they feel about the needs it
> is attempting to meet, about the methods it is using to
> meet them, and about the quality of its performance.[15]

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[14]Francis P. Bennett, Director, Wayne County Planning Commission, in a talk May 6, 1969 at Michigan State University's School of Urban Planning, East Lansing, Michigan.

[15]Sallie E. Bright, Public Relations Programs (New York: National Publicity Council for Health and Welfare Services, Inc., 1950), p. 3.

All this despite the fact that most people do not get interested in planning matters until it affects their neighborhood, their block, their house. Even so, at least planners can be ready _for_ them. A public relations program is not a "frill" to be indulged in when and if there is spare time. "It advances the movement you believe in."[16]

What Charles E. Wilson, former president of General Electric, said of business could be said of planning: "What the public thinks about any business has always been important. The new factor is that more of us businessmen admit it."[17] Before "admitting it," planners may well ask: Is it really important that everybody know what planning is or how they relate to it to be operating in the public interest? Do people have access to such information in other public professions? Wouldn't it be wiser to simply "be there" when called upon?

There are, of course, advantages and disadvantages to silence as well as to exposure. Exposure can mean brickbats as well as applause. If planners are to take their Code of Professional Conduct seriously when it says that professional planning demands "the highest values of social consciousness,"[18] they will seek means to better

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[16]_Ibid._

[17]Canfield, _op. cit._, p. 3.

[18]American Institute of Planners, _op. cit._

relate to their publics rather than trying to not see what
they wish would go away. Aptly expressed by Hughes Mearns:

> As I was walking up the stair,
> I met a man who wasn't there.
> He wasn't there again today.
> I wish, I wish he'd stay away.[19]

Ignoring a problem can breed traps. While planning
enlightenment cannot be completely equated with sex educa-
tion, both have suffered social and economic consequences
from their low exposure level. Cities will continue to
fall apart unless the populace demands a better way.
People must see some hope before they will be bothered
enough to push their congressmen into action for more city
funding. Just as reproduction and illegitimacy rates and
the broken lives resulting from them can be expected to
continue unless some basic facts are understood and
promoted.

Planners preferring to keep a silent image for fear
of taking a tiger by the tail might consider the theories
of social conflict advanced by Simmel. One proposition is
that conflict, a natural human phenomenon, creates associa-
tions and coalitions in a unifying force between previously
unrelated parties.[20] When, for example, the various

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[19]Hughes Mearns as quoted by Nathan Wright, Jr.,
in Black Power and Urban Unrest (New York: Hawthorn Books,
Inc., 1968), p. 163.

[20]See Lewis Coser, The Functions of Social Conflict
(New York: The Free Press, 1956), pp. 139-149.

voluntary associations which have always been the structure of American society fail to materialize or to confront each other, the planner's role in recommending acceptable alternatives for planning decision-making will become considerably more difficult.

A second proposition, on the other hand, is that social conflict establishes and maintains balance of power; that the most effective deterrent to conflict is the revelation of comparative strength, often only possible through conflict.[21] Note again the "concessions" to blacks in urban areas and universities: when over 300 years of ethical and legal mechanisms for the adjudication and adjustment of their rival claims fell on deaf ears and unseeing eyes, confrontation apparently was all that was left. Such confrontations may keep the planner from interferring in issues of misallocation and perhaps losing a position in which he might be of longer range assistance in matters previously swept under the rug. Or, he may decide the only way for him to act is to become socially or politically involved.

There is no pat answer, of course. The alternatives should be weighed and judiciously selected--based on some form of ethical standards and professional directives. At its best, public relations:

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[21]*Ibid.*, pp. 133-137.

Can build bridges of understanding between hostile groups; create a climate of understanding, if not always a basis for agreement, and ensure a measure of progress despite divergent forces. . . .(It) can light the way and be a catalyst for constructive action.[22]

At its worst, the Director of Public Information for the U. S. Department of Health, Education and Welfare, continues, public relations:

Can obscure issues, serve as a mouthpiece for doubtful causes, build facades around problems that need solving, and evidence more concern about pronouncements than accomplishments.[23]

Public relations for public service organizations should not be the business of flashy techniques. It should be the business of "thoughtful analysis, sound judgement, good taste and a constant concern for the public interest." To do this, Director Spitzer recommends professional public relations counselors who are a part of the organizations they serve and who have a voice in policy-making.[24] Their most effective tools will be "candor and realism" for they will save time, effort, and money and lead to the truth of urban problems and their solutions:

Truth is stronger than all other persuasions. It endures heat. It is strengthened by passing debate. It needs only constant exposure. Providing that exposure is public relations at its best.[25]

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[22]Carlton Spitzer, "Public Relations at Its Best," Dynamic Public Relations and Communications, Report of the 1967 National Public Relations Institute for Non-Profit Organizations (New York: National Public Relations Council of Health and Welfare Services, Inc., 1967), p. 20.

[23]Ibid.

[24]Ibid., p. 21.

[25]Ibid., p. 26.

CHAPTER III

THE RESEARCH FRAMEWORK FOR DETERMINING

PUBLIC RELATIONS FOR PLANNING

Public relations is a rather under-studied area in urban planning research. What is discussed in publications and at conferences relating to public relations for planning has been borrowed from other disciplines, namely business, marketing, communications and social services. Adaptation of knowledge is typical of the planning profession as it seeks to improve upon the general state of knowledge and distinguish its own body of knowledge.

Because social answers have been demanded of practicing planners before the profession had a chance to develop its unique curriculum, much has been gained by empiricism. Because public relations by very nature is an interpersonal experience, much of its existence appears to depend on the individual planner and on the particular moment or circumstance.

How much can be "taught" may rely on the innate qualities or unique experiences of a planner. In this contention, public relations is no different than most characteristics of planning. An element of personal

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experience does seem to be germane and is the reason why the major research method for this thesis is devoted to ascertaining the degrees to which planning practitioners actually use or think of using public relations in their planning operations.

Hypotheses Advanced

While various sources refer to public relations undertaken by professional planners, they usually assume that all planning organizations engage in PR activities. No facts have been found which substantiate this assumption. It will be tested in Hypothesis 1.

Hypothesis 1.--Public relations for urban planning does exist in all public urban planning agencies. (The use of "public" and "agencies" as opposed to the more inclusive "private and public" or "organizations," or the less inclusive "private" or "plan commission" or any other terms will be explained in the next section, "The Principal Research Method.") Building on Hypothesis 1 are the aspirations of Hypotheses 2, 3 and 4.

Hypothesis 2.--There is room for improvement in both the quantity and the quality of existing public relations for urban planning.

Hypothesis 3.--A consensus of values, techniques and philosophy of expansion for public relations in professional planning is possible.

Hypothesis 4.--A Planning Public Relations Process
(PPRP) similar to the general planning process is a possible
implementation of the profession of urban planning.

Selection of Research Methods

Testing these hypotheses requires a general report
of public relations for planning. As has been stated, none
is available; therefore, one must be developed. Alternative
research methods for this development which can accommodate
the social relationship base of the hypotheses will be
examined. They include the interview, the questionnaire,
direct observation, and statistical records.

Statistical Records.--Statistical records on public
relations for planning were not found. While raw data on
agency types, personnel, educational background, budgeting,
etc., may be gained from the American Institute of Planners
(AIP) or the American Society of Planning Officials (ASPO),
no sources were discovered which offered cross-related data
or distinct public relations categories which could lend
perception to their significance to public relations for
urban planning.

The Municipal Year Books produced by the Interna-
tional City Managers' Association are another source of
raw data. They carry a regular section on municipal public
relations but nothing specific to PPR. In the 1967

edition, a survey of public relations practices in United States cities over 10,000 population was presented.[1]

The survey resulted in responses from 885 cities who acknowledged that they had some public relations activities in 1966, although according to the source, "Every city has it (public relations) even if they won't admit it."[2] The subject area of this survey included public relations activities, total amount spent on public relations activities, public relations organization, personal or organizational responsibility for public relations activities, and evaluation of effectiveness of public relations programs.

While the information gathered did not specifically pertain to planning, its format was useful in formulating the principal research method used for this research project.

Direct Observation.--A second alternative to be considered is direct observation. This method would definitely give a more first-hand accounting of and insight

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[1]See "Municipal Public Relations in 1966," pp. 242-275 in The Municipal Year Book, 1967 (Chicago: International City Managers' Association, 1967). The 885 city sample ranked four public relations objectives in order of their importance in 1966 as follows: (1) to serve the public via information, handling requests and complaints; (2) to publicize city activities, programs; (3) to create goodwill for the city in the community; and (4) to persuade the public to support city programs (p. 242).

[2]Ibid., p. 242.

into planning public relations. Yet it could only be con-
sidered situational without statistical records of "like"
agencies which would lend comparison and generalization
qualities. It would also be a very cumbersome as well as
long range project, if the best attributes of empirical
study were to be attained.

Interview.--A more expeditious method which would
permit a higher percentage of comparison is the interview.
Here again, without a statistical framework for comparison,
the interview would have to be considered as a case study,
not to be used for generalization of the profession as a
whole. Because it does permit a more personalized source
of information, its use as an intensive follow-up procedure
to check on the validity of this research study is highly
recommended.

Questionnaire.--The method remaining is the ques-
tionnaire. To get a true representation of the profession
in view of the lack of statistical data, and the time and
funds limiting this total research effort, a national
survey is proposed. The standardized wording, ordering of
questions and instructions lend an impersonal nature to the
research.

Standardization ensures some uniformity from one
measurement situation to another, provided the person to
whom the questionnaire is directed either answers it himself
or checks the responses made by others before it is mailed.

Standardization may provide a consensus of opinion or prac-
tices; however, its lack of flexibility may only feign
uniformity since there is no opportunity to interpret a
question or eliminate confusion which puzzles a respondent.[3]

Respondents may experience greater confidence in
the anonymity of a questionnaire and thus feel freer to
express views on public relations that might "get them into
trouble" if their identity were known.[4] On the other hand,
anonymity and standardization may divert from the truth on
issues inducing emotional responses.

The factor of time may be a positive feature of the
questionnaire in that the respondent can consider each
point carefully, rather than replying with the first thought
that comes to mind or feeling it socially necessary to fill
silences as in an interview, for example.

Weighing the advantages and disadvantages of this
technique alongside the objectives of the total research
effort resulted in the selection of the questionnaire as
the principal research method to be used. Allowances for
disadvantages will be attempted in the analysis of the
results.

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[3]See "Comparisons of Interview and Questionnaire,"
in Research Methods in Social Relations by Claire Selltiz,
et al. (New York: Holt, Rinehart and Winston, 1959),
pp. 238-243.

[4]Ibid., p. 240.

The Principal Research Method

Objectives of the Research Method

Expansion of the four hypotheses to be tested suggests the following subsets of objectives:

Advanced Research.--A prime objective is to advance the theory of knowledge concerning public relations as it relates to urban planning. There is no pretense that this one small effort can hope to achieve much of this objective. What is hoped is that some basic insights from the survey technique can be gained to strengthen or encourage further study in this area, starting from the empirical reality of a proven hypothesis that public relations is being used-- whether consciously, consistently, by design or intuition.

Quantity and Quality of Planning Public Relations.-- A second objective is to acknowledge the context in which public relations operates, that is, vital statistics supporting the planning operation, and the environment investing public relations.

A third objective is to seek the extent to which public relations is being practiced with the related objective of examining the types or qualities practiced.

Interest in Planning Public Relations (PPR).--A fifth objective is to determine how much interest there is in this topic. The measure of this interest could be the response received, whether of negative, neutral or positive characteristics.

Related to this objective is that of noting the qualitative characteristics of the response and attempting to find a pattern. Any pattern might be helpful in pursuing more specific research areas of the topic or perhaps in redesigning the research tool itself for further use. The response also might serve as an inducement to involve other researchers or the AIP.

An ultimate objective is to study why public relations takes the approaches it appears to be taking, i.e. basic or altered motivation patterns, extenuating circumstances, or external influences. Coupled with this objective would be an attempt to evaluate the approaches.

A further objective is to elicit the progressive thoughts of practitioners on the subject of PPR.

Systemic Possibilities.--Another main objective is to test the hypothesis that a PPR Process similar to the planning process could be developed to lend structure, purpose and direction to public relations in planning.

Other Objectives.--A methodological objective is to limit the inquiry to a manageable and analogous scope.

Secondary research partially served by this research method inserts the objective of obtaining actual samples of public relations work. This effort will be examined in Chapter V.

Techniques of the Research Method

       The method selected for the primary research into
PPR is a national survey of local planning agencies. The
vehicle is a written questionnaire mailed to a sample of
agency directors.

       Sample Selection.--To realize the methodological
objective of keeping the research method manageable and
analogous in scope, it was decided to survey only local
public planning agencies. It was felt that the type of
public relations engaged in for regional, county, state or
federal planning purposes would necessarily vary due to
differences in intent, plans and programs, manpower re-
quirements, sheer size, etc. Therefore, only local agencies
are included in the sampling. Local agencies may be either
planning agencies serving only the incorporated city, the
city plus extra territory, a metropolitan area with a city
as its focus, or a city agency associated with either its
township or county.

       The choice of a public agency was made because it
was felt that private or semi-private agencies would prob-
ably be operating on a different basis than a public agency,
i.e. they would largely consist of consultants who would
choose their clients, they would receive specified fees for
each of their services, they would have specific interests
involved as opposed to the "public interest," and any pro-
motion of their planning would tend to be profit-oriented.

A further refinement was made in excluding any specialized types of agencies, such as transportation, urban renewal, educational, etc. Nor were foreign addresses included. It was decided that it would be more favorable to include only the most general, comprehensive agencies which would probably characterize most cities in the United States.

While either a stratified or a random sample of all local public planning agencies in the nation probably would be desirable, neither were possible since each would require a complete listing of all these agencies. None is available anywhere.

The next step was to seek a professional membership role of agency directors with the thought that not only would such a listing be more probable but would lend prestige and importance of response to the survey if specifically composed to the director rather than to the agency in general. The most complete listing appeared to be contained within the Handbook and Roster of the American Institute of Planners (AIP). The most current issue was used (1968) to notate all names with directorship titles associated with local public agencies appearing to qualify by the terms outlined above.

The names were put on slips of paper and alphabetized by city. Any duplication of agencies or cities was weeded out so that in all, 326 cities were represented from

44 states plus the District of Columbia. Their geographical distribution is given in Appendix A. Only 6 states, Alaska, Montana, North Dakota, South Dakota, Vermont and Wyoming were not represented.

A second check on distribution was made by stratifying the cities to be studied by population. The seven categories used by the Municipal Year Book were adopted and each city's population was noted.[5]

Table 1.--Stratification of Sample by Population

Population Category	Cities Represented	Sample Percentage
Over 1,000,000	6	1.8
500,000 to 1,000,000	19	5.8
250,000 to 500,000	25	7.7
100,000 to 250,000	59	18.1
50,000 to 100,000	78	23.9
25,000 to 50,000	85	26.1
10,000 to 25,000	54	16.6
SAMPLE POPULATION:	326	100.0

Survey Construction.--Three major features must be well coordinated in the construction of any questionnaire.

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[5]Data was taken from the "Fire Department Data for Cities Over 10,000" in the 1967 Municipal Year Book, op. cit., because it appeared to be the most complete listing of cities.

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draft of the questionnaire was begun by outlining the list
of topics in the best psychological sequence. In this case,
the "best" psychological sequence appeared to coincide with
the most logical sequence of question types. That is,
people find it "easier" and "more fun" to answer basic,
noncontroversial questions about themselves (such as the
type and size of the agency they work for, number of per-
sonnel, type of work done, amount of budget, etc.). Factual
information is best obtained by direct question methods
using check-off or fill-in-the-blank techniques. From a
logical point of view, they provide a frame of reference in
which to consider the rest of the answered information.
(This section of the questionnaire became known as the
"Context of the Planning Agency.")

The next psychological parallel was in getting at
the base of the topic--public relations. Again, easy
check-off questions were asked which almost anyone working
in the agency could answer. As this category progressed,
more thoughtful reactions were requested in more complex
content and question construction. They forced an answer
through "fixed-alternative"[8] or "scaled" questions wherein
degrees of agreement to stated alternatives are requested.
This "force" was believed to be necessary in some instances,

[8]C. Phillip Baumel, Daryl J. Hobbs and Ronald C.
Powers, The Community Survey (Ames, Iowa: Iowa State Uni-
versity, 1964), p. 256.

based on the hypothesis that public relations concepts may not be crystallized nor its activities immediately apparent to the respondent.

The weakness of fixed-alternative questions lies in their inadequate representation of possible alternatives when none of the choices corresponds exactly or at all to the respondent's situation. The opportunity for further degrees of qualification may not arrive in other questions. Omission of possible alternative responses may lead to bias and this is one reason why the questionnaire was pre-tested as well as checked against similar public relations surveys and records.[9] (This section of the questionnaire became known as the "Context of Public Relations.")

Following the factual and the introductory objective influence questions were more intensive objective questions seeking the influence of persons, organizations, conditions or events on public relations. As in the previous section, the more exacting fixed-alternative questions were "slowed down" by a few check-off types. (This section was later entitled "Evaluation of Planning Public Relations.")

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[9]Records checked included the 1967 Municipal Year Book, op. cit., The Community Survey, op. cit., Canfield's Public Relations: Principles and Problems cited in Chapter II, and an unpublished Master's thesis entitled "A Study of the Use of Attitude Assessment Techniques by American Planning Agencies" by Gordon N. Dixon, Michigan State University, 1968.

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If the hypothesis of noncrystallization posed earlier were true, the respondent now should be "ready" to open up his subjective feelings in specifying what he thinks, wants, desires, interprets, or expects regarding PPR. For this, question types were mixed but primarily open-ended, that is they permitted a free response without an imposed structure. Here the respondent has a chance to really clarify his position if he felt previously constrained. He also can experience release from his mental exercise which may have stimulated some emotional reactions. This serves to deaccelerate the responsive process and leave a more favorable feeling regarding the experience. (This section was casually identified as "Thoughts on the Subject.")

Following the advice given in The Community Survey,[10] questions of a similar form (direct, closed, fill-in-the-blank, fixed-alternative and open-ended) were grouped as much as possible to avoid confusing the respondent in having to "change horses in the midstream" of his thinking. At the same time, some changes by grouped question types were made in each section to permit variety and edification of what was desired.

There was an interesting supervention of similarity between the finished questionnaire and the original study

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[10] Baumel, et al., op. cit., p. 10.

design statement of the problem. While this could be said to exemplify bias, it also could attest to purpose. "Research always starts from a question or a problem of some sort."[11]

One important purpose which was restricted in the survey was that of learning the extent of the relevancy of public relations for all three "publics" identified in Chapter I--Government, Interest Groups and Citizens. In satisfying the objective of making the research manageable and analogous, all three could not be given sufficient or adequate treatment. Because Interest Groups and Citizens share more in common, concentration was placed on them to the virtual exclusion of Government. It is felt that this identity requires separate and precise attention and is recommended as a future research effort.

QUESTIONNAIRE FORMALIZATION. After the third draft, the questionnaire was pre-tested by giving it first to a survey consultant for improving its engineering qualities, and then to a professional planner with various experiences in local public planning agencies for improving its realistic qualities. An empirical test was made to see that the questionnaire conformed to standards for response: that completion of the questionnaire take no more than 30 minutes, which corresponds to five or six typewritten pages.

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[11]Selltiz, et al., op. cit., p. 2.

As psychological encouragement, the six finished pages were not numbered.

Stencils made from impressive "executive" type were run on high quality paper. A letter of transmittal explaining the purpose of the study and the value of each reply to the profession and to the individual was headed by the University's standard letterhead and co-signed by the academic advisor and the author, both members of AIP. A self-addressed and stamped envelope also was enclosed to stimulate speedier returns. To ease tabulation of returns, the envelope was coded for city size stratification.

Three weeks later, a follow-up letter was mailed with a more cogent invitation for the addressee to participate and with the insertion of a one-week deadline. A second questionnaire and coded return envelope were enclosed. This time, although the inside address was addressed in the director's name, the mailing envelope was addressed to the agency to avoid any forwarding of mail or refusal to answer in case the director had changed positions since the 1968 AIP listing. The questionnaire, the letter of transmittal, and the follow-up letter all are displayed in Appendix B.

CHAPTER IV

A NATIONAL SURVEY OF PUBLIC

RELATIONS FOR PLANNING

The national survey was launched June 3, 1969 and
response was immediate. Chapter IV presents the results
of the survey and begins a surface analysis. A more con-
clusive analysis will be attempted in Chapter VI.

Survey Response

Of the 326 agencies representing local public
planning in the United States, a total of 240 or 74% of
the sample replied to the survey. Over half or 53% re-
plied prior to a follow-up and another 16% was received
by the cutoff date established for tabulation and analy-
sis. The total amount actually processed within the time
frame of the thesis was 225 or 69%.

As indicated, population stratification was made
of the cities in which the agencies were located, in anti-
cipation of a possible size influence on planning public
relations. Since only two Code 100 cities (see Table 2)
responded, it would be unfair to attach any real signifi-
cance to their responses in terms of comparisons with

other code cities having much larger representations.

Therefore, only occasional reference to Code 100 cities

will be made in the discussion unless their position

seems particularly unique or notable. Table 2 on the

next page shows the questionnaire distribution by city

size, the sample sent and the response received.

The remaining 31% not answering the survey ques-

tionnaire could have altered the study findings. Borg

contends that if more than 20% are nonrespondents in a

mailed questionnaire, there is a possibility that this

group represents a biased sampling, "that is, those peo-

ple who did not respond to the questionnaire are in some

measurable way different from those who did respond."[1]

Borg continues, "A common sampling bias of this

type is that persons having a good program are more

likely to respond than those having a poor program."[2]

Using this example as a check indicator of bias, it prob-

ably would not be substantiated in this survey: only

55.4% of the respondents ranked themselves above the

median categories (good or excellent PPR programs) while

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[1]Walter R. Borg, Educational Research: An In-
troduction (New York: David McKay Company, Inc., 1963),
p. 219.

[2]Ibid.

Table 2.--Survey response.

Sample Code	Series Population	Sample Size #	Sample Size %	First Return #	First Return %	Follow Ups #	Total Survey Returns #	Total Survey Returns %	%
100	1 million +	6	2	1	17	1	2	33	68% Large-sized cities
200	500,000-1 m.	19	6	13	68	4	17	90	
300	250-500,000	25	8	10	40	5	15	60	
400	100-250,000	59	18	26	44	15	41	69	67% Medium-sized cities
500	50-100,000	78	24	42	54	9	51	65	
600	25-50,000	85	26	44	52	13	57	67	71% Small-sized cities
700	10-25,000	54	16	37	69	5	42	78	
TOTALS:		326	100%	173	53%	52	225	69%	

% = percent of the sample (326).

44.6% ranked themselves below the median categories (fair
and poor PPR programs).

The fact that 40 of the 44 states and the District
of Columbia qualifying for sample inclusion are repre-
sented in the total results, as indicated on the map in
Appendix A, suggests a rather even distribution of influ-
ences which might be attributed to any socio-cultural
differences, both for respondents and nonrespondents.
Eliminating bias in social research is an exacting task
and will be left to future researchers. At this point in
time, it appears to be relatively safe to assume that the
results from this survey are representative of the uni-
verse they portend to represent, i.e., local public
planning agencies.

Agency Characteristics

To establish a frame of reference for more de-
tailed discussion of particular questions which will come
later, certain basic information about the responding
agencies is necessary. To begin with, the agencies pri-
marily serve an incorporated city as their area of plan-
ning concern (65.3%). Other areas and their representa-
tions are as follows: 17.9% for incorporated city plus
extra territory, 10.2% for a city-county association,
4.4% for metropolitan areas, and 2.2% for city-township
associations.

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The life-span of the agencies is overwhelmingly above 5 years of age--85.8%. Only 13.3% are between 1 and 5 years and less than 1% are younger. Although there is close to 100% correlation between city size and agency age in the larger-sized cities and slightly less in the medium-sized cities--which suggests a parallel in age of both city and agency--this is less true with regard to smaller-sized cities who have an approximate 25% representation in agencies 1-5 years of age. In answer to Questions 5, 6 and 7, a high relationship can be observed between size of the city and size of the planning staff.

If city size can be equated with age as the historical development of our nation seems to indicate, that so many "older" cities contain respondents to the subject of public relations would tend to dispute a contention that it is the younger cities/younger agencies who spend the most time in public relations activities to get them started. If this were true, it could be expected that they would have so apparent an interest as to want to respond even more than they did.[3]

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[3]When PPR time and money are compared as proportions of total agency accountings, the smaller-sized cities represented in the sample do rank highest, but the larger-sized cities run a close second. (Refer to Table 3.) Historical perspective alone thus will not completely explain engagement in the survey or dispersion of its tallies.

In answers to Questions 37-38, complaints were made by agencies of all sizes that the survey was designed for an agency/city size different from theirs. Still the respondent usually filled out all the questions and the total number registering this complaint was minor. In summary, it appears that size has very little to do with the authenticity of PPR. But this point will reappear in discussions of other questions.

In terms of the agency-to-government positions of the respondents, 53.6% reported an allegiance to a policy body while 37.8% reported their city manager and 7.7% their mayor. Less than one percent were independent agencies. This indicates the trend away from complete identity with plan commissions and more responsiveness to the modern chief executive (for better or for worse), the city manager. Interestingly, the smaller-sized cities were most likely to report city managers. Perhaps as in the case of agency age, smaller and younger entities are more capable of change.

Context of PPR

When asked how PPR activities were paid for, 80.7% reported "No distinction as any budget item." Of the categorical distinctions made, 7.8% said they were a departmental expense, 6.0% a programmatic expense (related to a specific plan, program or study), and only 5.1% said

they had a separate budget which covered all PPR related expenses (manpower, supplies, services, etc.).

Of the latter, 12.5% of all Code 200 cities extended this recognition. If again, age can be equated with size, some of the older, more experienced agencies appear to favor distinctive treatment of PPR. And yet, 7.3% of the smallest-sized cities and agencies made the second highest response to this issue. Codes 200 and 700 were the only notable differentiations in the approach to funding PPR.

When the overall adjudged budget and time for PPR are compared, the national recognition extended is 11.6% of all total staff time and 8.2% of total agency finances (for the past fiscal year). The high's and low's of this estimate are shown in Table 3.

Table 3.--Comparison of time and money for PPR.

	Code Group		Agency	
	%	Code	%	Code
Highest Percentage of Time	16.1	700	70.0	(600)
Highest Percentage of Budget	9.6	700	70.0	(600)
Lowest Percentage of Time	4.0	100	.01	(200)
Lowest Percentage of Budget	4.5	100	.003	(500)
Survey Mean of Time*	11.6			
Survey Mean of Budget*	8.2			

*Representing 91.6% of the returns.

If PPR receives no real quantitative or remunerative distinction, does it get qualitative assistance in its formulation and control? In terms of specialized personnel, the answer is no, unless it is conceded that planners are best qualified, in their present statuses, for public relations. Of 225 agencies, 80.7% said their public relations as they pertain to planning are formulated by a planning staff member. This percentage went as high as 92 for all Codes 400 and 500 (medium-sized) cities to a low of 69 for Code 600 cities.

The other means were 12.9% for central administration formulation (e.g. as part of an administrative-departmental program), 4.6% for a separate, specialized public relations section within the planning agency, and 1.8% for outside consultants. Code 600 cities picked up their percentage in central administration formulation to 25.5 as compared with a similar percentage of 23.5 for a separate PPR section in Code 200 cities.

The background of major training influencing the person or persons formulating PPR is, not surprisingly, primarily that of planning. Code 200 cities reported 18.8% as having administrative training as well as the survey high of 25% in having communications expertise. (One of the Code 100 cities also reported a communications background for its PPR formulator who is supported by a separate PPR division in the agency; it is a city

well-known for its advancements and success in PPR.) The

mean for a communications background, however, was only

3.8%.

Other 3.8% contenders were architecture and

sociology; political science and engineering received

2.8% each. There was one psychologist and one historian,

two secretaries, and four economists reported across the

nation as being in charge of PPR formulation, in relation

to their training and experience.

As PPR personnel detail increases, a digression

occurs in terms of planning representation. While plan-

ning receives a large 81% of PPR formulation, it receives

only 69% as the major training of the formulator and only

54% when it comes time to exercise policy over PPR (see

Table 4). If the 54% representing planning directors is

added to the 11% representing plan commissions, the "plan-

ning" representation increases to 65%; but plan commis-

sions notoriously do not consist of planning-oriented or

trained personnel.[4]

The other half of policy control over PPR is

divided between administrators and policy bodies, 24.2%

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[4]See, for example, Robert A. Walker, The Planning
Function in Urban Government (Chicago: University of Chi-
cago Press, 1941), Chapter 1, pp. 3-16; and for a more
recent view, Pierre Clavel, "Planners and Citizen Boards:
Some Applications of Social Theory to the Problem of Plan
Implementation," Journal of the American Institute of
Planners, Vol. XXXIV, No. 3 (May 1968), pp. 130-139.

Table 4.--Policy control over PPR.

City Code	Mayor	City Manager	Plan Director	Plan Commission	City Council	Miscel- laneous
100			100.0			
200		11.8	64.7	17.6		5.9
300			86.6		6.7	6.7
400	7.9	13.2	60.5	13.2		5.2
500	10.2	14.3	57.1	10.2	8.2	
600	1.8	24.6	45.6	14.0	8.8	5.2
700	2.4	36.6	39.0	9.8	12.2	
Mean*	4.6%	19.6%	54.3%	11.4%	6.9%	3.2%

*Representing 97.3% of the returns.

and 18.3%, respectively.[5] No agency reported any PR department or consultant nor political leaders in the community as exercising direct policy control over PPR. Politicians might be involved indirectly through the council, mayor, or plan commission (totaling a reported 22.9%) since they all are typically associated with politics.[6] A suspicion of naivete in reporting may be unfounded but curious, nonetheless.

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[5]The 24.2% is the sum of 19.6% for city managers and 4.6% for mayors; the 18.3% is the sum of 11.4% for plan commissions and 6.9% for city councils as reported in the survey.

[6]Studies of this association and its relationship to planning can be found in Robert Daland's "Organization

To determine what kinds of philosophy the policy makers hold in determining PR effects, the agencies were asked to rank the most important and least important policy priorities exercised. A selection of five alternatives was given as Question 18. The results are shown in Table 5.

Serving the public with information, education and answering their requests received the highest rating from all agencies. The only code group below the mean of 47.7% was that of 400. It placed the highest emphasis among the priority choices in goodwill, the second choice of all the agencies.

Both Code 400 and 300 cities were well above the mean in the lowest ranked priority--"to advance the image of the encumbent political administration," which received an overall low rating of 75.7%. No other category approached it. This priority is a rather loaded category but the response does seem to indicate some measure of confidence in local officials to have the better interests of the public at heart since, as has been pointed out in the preceding discussion, 43.5% of the PPR policy makers could be politically associated (see footnote 5).

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for Urban Planning: Some Barriers to Integration," Journal of The American Institute of Planners, Vol. XXIII (Winter 1957), pp. 200-206. For a rural case study, see Clavel's article, op cit.; and for the Chicago metropolitan story, see Martin Meyerson and Edward C. Banfield, Politics, Planning, and the Public Interest (New York: The Free Press, 1955), especially p. 56 ff.

Table 5.--PPR policy priority ratings.

City Code	Goodwill		Services		Persuasion		Dialogue		Image	
	5	1	5	1	5	1	5	1	5	1
100	50.0		50.0	50.0						50.0
200	17.6	17.6	47.1	11.8	5.9		17.6	11.8	11.8	58.8
300	7.1		57.2	7.1	14.3		14.3		7.1	92.9
400	28.2	5.1	38.4	2.6	15.4	5.1	7.7	5.1	10.3	82.1
500	12.2	6.1	47.0	2.0	14.3	12.2	12.2	6.1	14.3	73.6
600	14.3	1.7	51.8	3.7	14.3	3.7	10.7	16.0	8.9	74.9
700	26.8	4.9	48.8	9.8	2.4	4.9	9.8	4.9	12.2	75.5
Mean*	18.8	5.0	47.7	5.5	11.5	5.5	11.0	8.3	11.0	75.7
HRO	(2)		(1)		(3)		(4)		(5)	
LRO		(5)		(3)		(4)		(2)		(1)

*Representing 96.9% of the returns.

HRO = Highest rank order where 5 is most important priority exercised and percentages equal 100% for the 5 rating.

LRO = Lowest rank order where 1 is most important priority exercised and percentages equal 100% for the 1 rating.

Achieving public dialogue for a policy type of
planning doesn't seem to be very favored. The only thing
that seemed a little less desired as a "5" high priority
is "persuasion" which might be equivocated as "selling."
Present PPR policy standards thus lean towards a one-sided
approach, that is, giving or offering to give something
with some control over the giving (i.e. services, good-
will, persuasion) and without getting involved, as in a
two-way approach. Discussion of PPR activities, research
methods, and other data will support this statement.

PPR Activities

Service Activities

Various sources were consulted in constructing
the questions describing actual PPR action in order to
allow the most reasonable amount of choice for the re-
spondents. Fixed-alternative questions with degree ranges
were used because: (1) they permit the most voluminous
selection possible; (2) they attempt to find a consensus
of use and perhaps an underlying philosophy then would
more specific, individualized responses; and (3) they
attempt to educate a categorical thought process for those
agencies caught up in heavy workloads who might not have
looked at it that way before. Here then is what has been
translated as PPR in local public planning agencies.

The question was asked what PPR services were
proffered by the agency as either established, developing
or had no plans:

1. A speaker's bureau--staffed, available, accessible.

2. Audio-visual equipment loans.

3. Display loans of models, charts, maps, etc.

4. Consultant-dialogues with other professionals,
    other disciplines for an interdisciplinary
    approach.

5. Assistance in developing or encouraging the
    formation of neighborhood block clubs or similar
    organizations.

The service most established across the nation
was display loans. It was either an established fact in
51.4% of the agencies or developing in 27.8% for a total
of 79.2%. There were no plans for it in 20.8% of the
agencies. Interdisciplinary consultations for the pur-
pose of widening the perspective and gaining specialized
services for the agency received 56.5% (30.1% established,
26.4% developing) and block clubs received 52.8% (20.4%
established, 32.4% developing).

The other two categories, reported no plans in
more than 50% of the cases. Restrictions to the develop-
ment of a speaker's bureau or audio-visual loans might be
due to size-funding factors since the small-sized cities
reported an average of 54% no plans for A-V loans and the

medium-sized cities reported 56%. The large sized-cities
reported only 29% (both Code 100 cities had established
A-V loan programs). This explanation is not so persuasive
for a speaker's bureau which small-sized cities reported
an average 56% no plans for, medium-sized cities reported
60% and large-sized cities reported 46%.

The services offered to the general public reflect
the technical graphics heritage of the profession and in-
dicates hesitancy in introducing or expanding social in-
terchange techniques such as interdisciplinary contacts,
block club dialogues or A-V sensory exchanges and, at the
very least, a one-sided speaking experience.

Question 20 got more specific in its inquiry of
PPR services for citizens en masse and in certain groups.
A stronger element of time was introduced as respondents
were asked to stipulate whether these activities were
regular, occasional or non-existent:

1. "Open house" of planning agency headquarters.

2. Publicized invitations to visit all new planning
    projects.

3. Special city-wide events, e.g. "City planning
    week."

4. Cooperative programs with elementary schools,
    e.g. providing "text" materials on urban planning.

5. Cooperative programs with local colleges, e.g.
    providing planning students with internships,
    speakers, etc.

6. Use of the <u>vernacular</u> in publications or dialogues
   for specific groups, e.g. foreign or ghetto lan-
   guage, "comic-book" technique for youth, statis-
   tics for businessmen's groups, etc.

Curiously, the one program most engaged in in all
cities was with universities or colleges. As might be
expected, the larger cities/agencies reported the highest
(almost 100%) activity in this category, probably because
most institutions of higher learning are located in or
near larger cities. Still, the smaller cities/agencies
strongly supported the consensus of 75.8% with means of
28.3% regular and 47.5% occasional participation.

Small-sized cities were a little more enthusiastic
than other code groups in their support of the second rank
item, open house. This category received 59.4% with means
of 18.3% regular and 41.1% occasional participation. The
rank order of these events and programs are scheduled in
Table 6. Their key words are underlined in the listing
above.

The questions now move from general public activi-
ties to converge on Interest Groups and touch lightly on
Government. Question 21 is a somewhat related Government
question in the exposure of plan commission members to
various governmental publications, principles and procedures.
It asks how often a planning agency provides its new plan
commission members with each of the following services:

Table 6.--Rank order of PPR special activities.*

Rank Order	Regular %		Occasional %		Never %	
1	28.3	colleges	47.9	schools	86.3	events
2	18.3	open house	47.5	colleges	65.8	vernacular
3	17.5	invitations	47.5	invitations	44.8	schools
4	7.3	schools	41.0	open house	40.6	open house
5	4.1	vernacular	30.1	vernacular	39.7	invitations
6	.9	events	12.8	events	24.2	colleges

*Representing 97.3% of the returns.

1. Introductions to all agency personnel.

2. Guided tour of agency's quarters.

3. Guided tour of city and current planning projects.

4. "Primer" of planning principles, practices, etc.

5. Personal copy of comprehensive or master plan.

6. Copies of recent planning studies.

7. Copies of all local ordinances and codes.

The underlined key words are used to present the rank order of the survey findings in Table 7.

Today's new plan commission members can expect to receive copies of current planning studies 97.3% of the time (86.8% always and 10.5% sometimes); and they can look forward to comparing these studies with the master plan, when there is one, 91.8% of the time (86.3% always and 5.5% sometimes). When it comes to detailing the studies and

Table 7.--Rank order of PPR provisions for new plan com-
         mission members.*

Rank Order	Always %	Sometimes %	Never %
1	86.8 studies	54.3 city tour	19.2 city tour
2	86.3 master plan	31.1 agency tour	12.3 ordinances
3	68.5 ordinances	26.0 primer	11.0 primer
4	64.4 introductions	26.0 introductions	9.6 introductions
5	63.0 primer	19.2 ordinances	9.1 agency tour
6	59.8 agency tour	10.5 studies	8.2 master plan
7	26.5 city tour	5.5 master plan	2.7 studies

*Representing 97.3% of the returns.

plans as to their relationship with community codes or
ordinances, however, they are less prepared: 68.5% al-
ways, 19.2% sometimes, 12.3% never. This may be due to
a deficient legal recording of local intentions or perhaps
to the planner in his attempt to relieve the frequently
unpaid commissioners from so much detail. If the latter
reason were true, it would seem that the planner also
wants to relieve him of generalities as well in only pro-
viding him with a "primer" of planning principles 63% of
the time with an additional 26% sometimes.

     Getting acquainted with the planning surroundings
doesn't receive as much attention as what to do with those
surroundings. Only 26.5% of the agencies said they always

take their commissioners on a city tour while an additional
54.3% said sometimes and 19.2% said never. A guided tour
of the planning agency to acquaint them with personnel,
facilities, functions, equipment, etc. rated higher than
the city tour with 59.8% always, 31.1% sometimes, which
can be associated with the introductions to staff person-
nel of 64.4% and 26.0%, respectively. With all this at-
tention, one wonders if conditions of exposure to planning
considerations have vastly improved since the charges made
against plan commissions (e.g., see footnote 6), whether
these educative measures are insufficient if not properly
stimulated to be accepted, or whether they are, indeed,
appropriate measures of enlightening commissioners of the
nature of planning and its relationship to its publics.

Perhaps a better measurement of enlightenment for
both commissioners and practitioners is to gauge the in-
fluence definable Interest Groups in the community have
on local planning. The rank order method is continued
in showing the degree of influence effected. (Table 8)

From a democratic point of view, it would seem
commendable that none of the Interest Groups really enjoy
great influence over planning operations, except for the
business community's 22.7% for developers and 13.4% for
the chambers of commerce. Interestingly, militants got
9.3% of this influence, notably from Code 300, 500 and
600 cities. While this may be a fleeting influence in

Table 8.--Rank order of interest group influence on planning.*

Rank Order	Great Influence %		Some Influence %		Insignificant %	
1	22.7	Developers	69.0	Cham. Commerce	71.7	Fine Arts
2	13.4	Cham. Commerce	61.1	Developers	67.6	Religious
3	10.2	Bd. Education	58.8	Bd. Education	51.4	Militants
4	9.3	Militants	44.9	L. Women Voters	40.2	L. Women Voters
5	6.9	L. Women Voters	39.3	Militants	31.0	Bd. Education
6	4.5	Fine Arts	31.9	Religious	17.6	Cham. Commerce
7	.5	Religious	24.3	Fine Arts	16.2	Developers

*Representing 96.0% of the returns.

keeping with the social times, it does become exercised
an additional 39.3% some of the time. On some question-
naires the term was qualified as militant neighborhood
improvement associations although both students and
neighborhood groups were included in the category on the
questionnaire form.

Business still ranks high in "some" degrees of
influence but is confronted by boards of education 58.8%
of the time and Leagues of Women Voters 44.9% of the time.
Not surprising when almost any portion of the urban en-
vironment is observed is the report that fine arts com-
missions or similar organizations (such as historical
preservation societies, civic associations, etc.) hold a
71.7% "insignificant" influence over planning operations.
Part of the reason is that they simply don't exist in
many cities: the rating in their favor gets higher as
city/agency size increases.

The desirability of influence from religious
councils or similar organizations may be debated from the
societal stand of separation of church and state. But
its absence of any real influence may account for some of
the difficulty in searching out, designing for, or imple-
menting basic truths representative of our society. If
planning is to truly serve a society, it must truly incor-
porate its principles of living; if not religious, then
something very akin to it.

Capsulizing the increasing tendency to impersonality in urban society with increasing size is the reported trend of decreasing religious influence.[7] The strength of other Interest Groups in other city sizes can be seen in Code 400 and 700 cities where the chambers of commerce are particularly felt and Code 200, 300 and 700 cities which hail developers. The insertion of the Code 700 cities regarding developers is probably induced by the wealth of expansion occurring in the many California areas responding in this category. The League of Women Voters received above-mean attention in Code 600, 200 and 300 cities as having "some" influence while being rather ignored in Code 100 and 400 cities.

That the Interest Groups associated with business and, to a lesser degree, education (since education is only a partial entry into the business world and a middle-class existence) exercise so much influence relative to the other socio-political groups in the selection characterizes a successful entrepreneurial society. If further sophistication is to be reached, more diverse opinions must not only be accepted but consciously sought.

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[7]For an interesting treatise on the symbiotic relationship between concurrent secular thought-modes and urbanistic settlement patterns, see The Secular City by Harvey Cox, (New York: Macmillan Company, 1965).

Before examining the degrees to which diversity is
sought, it is only fair to extract the restraints, both
external and internal to the agency, which may be oppres-
sive to communication activities in urban planning. As
usual, the greatest restraint is funding: 51.4% said it
was a great restraint and another 38.7% said it was some
restraint with only 9.9% saying it was no restraint. Code
300 cities are experiencing the largest reported stringency
with 69.2% but all of the cities regardless of size know
this tightening with the noticeable exception of one Code
100 agency which reported absolutely no restraint in fund-
ing. This particular agency, again, is the one which has
proved its success in PPR programming. (Please refer to
Table 9.)

Coming close to funding is the restraint of per-
sonnel or staffing PPR programs. Associated with it is
the concept of time. Personnel-time restraints received
83.5% (40.6% "great" and 42.9% "some") and here again
larger cities have a better chance of overcoming this re-
straint: Code 200 agencies represented only 68.8% of the
83.5% mean in reporting a low 31.2% "no restraint" of
personnel to PPR activities.

Conceptual restraints fluctuate yet one stands
out clearly as being no restraint in the survey: staff
attitude. It was this question subset which experienced
the greatest exchange between the first (53%) survey

Table 9.--Major restraints on PPR.

Code Group	Personnel			Funds			Officials			Staff Attitude			Community Image		
	3	2	1	3	2	1	3	2	1	3	2	1	3	2	1
100		100.0			50.0	50.0		100.0			50.0	50.0		50.0	50.0
200	18.8	50.0	31.2	50.0	31.2	18.8	25.0	50.0	25.0	6.2	25.0	68.8	18.8	43.7	37.5
300	46.1	38.5	15.4	69.2	23.1	7.7	15.4	38.5	46.1		7.7	92.3		30.8	69.2
400	25.6	56.4	18.0	46.2	46.2	7.6	28.2	41.0	30.8	2.6	35.9	61.5	15.4	25.6	59.0
500	55.1	32.7	12.2	51.0	42.9	6.1	20.4	44.9	34.7		18.4	81.6	8.2	20.4	71.4
600	45.5	38.1	16.4	58.2	29.1	12.7	18.2	50.9	30.9	3.6	14.6	81.8	7.3	32.7	60.0
700	39.5	44.8	15.7	44.8	47.3	7.9	26.3	44.8	28.9		23.7	76.3	10.6	47.3	42.1
Mean*	40.6	42.9	16.5	51.4	38.7	9.9	22.2	45.3	32.5	1.9	21.7	76.4	9.9	32.1	58.0

*Representing 94.2% of the returns.

Key: 3 = Great restraint
      2 = Some restraint
      1 = No restraint

response summary and the final follow-up (69%) summary.
The former reported staff attitude as being no problem
59.1% of the time; the latter increased it to 76.4%. The
concept exchanged was overcoming a poor planning image in
the community. Since the biggest increase in the two tal-
lies was derived from Code 200, 300 and 400 cities as well
as the addition of a second 100 city agency (a percentage
increase which averages about 22%), it would seem that a
poor planning image is less a restraint for smaller sized
cities while staff attitude is less a restraint for larger
sized cities with their proportionately more exposure to
the public over the years.

Continuing with the discussion of conceptual re-
straints, it can be noted that the interest of public
officials in PPR is about even across the board as some,
no or great: 45.3%, 32.5% and 22.2%, respectively. A
few write-in restraints were these: the ad hoc approach
to PPR, jealously of politicians and officials over PPR,
people's distrust in government, higher priorities than
PPR, pressure from external groups, and, in the State of
Washington according to one respondent, a state law which
prohibits the use of public funds for public relations.

If the concept of PPR is discernibly less a problem
than its actualization through funding, personnel and of-
ficial support, efforts to improve PPR should be not so
omniously viewed if the desire to improve is present and

the means to overcome the physical restraints are taken.
The latter requires an in-house PPR program to convince
officials and funding sources of the need. Whether these
steps are being taken will become evident in Chapter VI
under the discussion of agency change patterns.

Research Activities

The research activities engaged in by a planning
agency are just as important as the actual services
rendered to the public and perhaps even more important
because they may lead to or detract from certain valuable
services. Questions 22, 23, 24 and 29 in the survey are
in some way related to the research function. Question
22 asks the agency to rank various methods for determin-
ing the nature and extent of local planning problems.
Based on a processual approach to planning, only when the
problems are known can positive factors of goals, policies
and relevant programs and plans become useful. Therefore,
it is extremely important that the fullest and most direct
methods of problem research be utilized.

The methods listed in question 22 do not imply a
conclusive nor a best listing, nor are they all neces-
sarily equivalent. They attempt to incorporate a range
of possible uses from the older reliables to the newer
tryables. The fact that the tally sheet takes a defined
leftward slope away from the "no importance" category and,

with a slightly less rightward slope from the "extreme" importance" category, forms a peak to the "some" and "high" importance categories would appear to authenticate the methods offered for selection. Because of the bulk of the information, a rank order technique is again used for presentation purposes.

Table 10 indicates that three methods are prominent as having an extreme importance in problem determination: empirical observation (EO), directives from the policy body (PB), and directives from the chief executive (ED). When "extreme" and "high" degrees are added, the rank order changes slightly toward PB, EO, ES (economic studies), then ED. The "some" category receives about the same treatment from all methodological responses, ranging from 1/4 to 1/3 in importance. When it is added to the "extreme" and "high" ratings as an indicator of which methods are put to the most average use, the rank order still does not change significantly as it becomes: PB, TD (technical devices), ES, EO, ED except that TD has moved up into heavier usage.

The agency size identity patterns are a little confusing. As has occurred on occasion, there is a similarity of report between a large and a small-sized code group. In the case of empirical observation (EO) extreme use, Code 200 and 700 held above the mean percentages (16 and 8, respectively) with a mean of 22.3% while Code

Table 10.--Rank order importance of methods for determining planning problems.*

Rank Order	Extreme %		High %		Some %		Limited %		No Importance %	
1	22.3	EO	40.3	PB	35.1	PD	34.6	OS	17.1	OS
2	21.3	PB	39.8	ES	34.6	TD	31.3	CA	16.1	CA
3	20.4	ED	36.5	EO	28.9	SS	31.3	PD	11.8	PD
4	15.6	ES	33.2	TD	28.4	OS	26.5	SS	7.1	ED
5	14.7	TD	31.3	ED	27.5	CA	15.6	ES	6.2	SS
6	12.8	SS	25.6	SS	27.0	ES	14.7	ED	6.2	EO
7	6.2	PD	20.4	CA	26.5	ED	13.3	TD	4.2	TD
8	4.7	CA	15.6	PD	26.1	PB	11.8	EO	2.0	ES
9	4.7	OS	15.2	OS	23.2	EO	10.9	PB	1.4	PB

*Representing 93.8% of the returns.

CA = Cost Accounting
ED = Executive Directives
ES = Economic Studies
EO = Empirical Observation

OS = Opinion Surveys
PB = Policy Body
PD = Politicians' Directives
SS = Social Statistics
TD = Technical Devices

300 led in EO "high" usage. A similar pattern occurs for the ED and PB categories, the other two most nationally recognized problem delineation methods. The two Code 100 agencies agreed on an extreme rating for acknowledging policy body (PB) directives as to what their planning problems were. Economic studies (ES) received heavy significance in problem identification in all three large-sized cities.

Two methods attaching little importance to planning problem identification across the nation are opinion surveys (OS) and cost accounting (CA) with political directives (PD) close behind. Opinion surveys reached only a high of 23.1% in Code 200 agencies while getting "some" importance in 45% of Code 700 agencies; but a combination of "high" and "some" for both make their percentages almost equal again, and unlike any other percentage grouping in this method category.

Cost accounting techniques get the most of the little attention they receive in general from Code 200 agencies. Code 300 cities/agencies emphatically have limited or no use for it (84.6% in combination). Political directives got its highest rating from Code 100 cities (100% "high") and Code 200 cities (76.9% for "extreme" and "high" together). Middle-sized cities take a middle-of-the-range stand on PD. A very similar "extreme" and "high" concentration occurred for executive directives (ED) which

received relatively more importance than political direc-
tives in the overall rating.

Another lesser used method, social statistics (SS)
was most represented in the larger-sized cities, with
"extreme" and "high" sums of 100% from Code 100 and 53.8%
sums from both Code 200 and Code 300 agencies. Larger
and more sophisticated staffs could account for this
social scientific orientation and also could account for
the stronger emphasis of refined technical devices (TD)
in the larger staffed agencies.

Thus, unlike the leftward slope noted for the
overall rating, the pattern for individual agency groups
tends to be scattered. There are noticeable groupings of
external influences such as directives received from
policy bodies, executives and politicians in the Code 100
and 200 agencies as compared with the more scientific and
internal-staff productions of economic studies, empirical
observations, technical measures and social statistics in
Code 200 and 300 cities. The other code groups set pretty
well in the middle of the five-range importance scale,
however.

Three more specialized research techniques were
investigated in question 23. Their purpose is to serve
as vehicles for improving citizen-planner understanding
and cooperation in planning. The techniques are:

1. A symbol system for "instant communication" for

example, to convey leisure, social services, traffic conditions, etc.

2. The testing of publications--prior to release, to measure rates of understanding, comprehension and retention.

3. Separate Information and Communication Plan as significant a part of the comprehensive or master plan as any other subplan (e.g. land use).

Agencies had the choice of saying they had either "established" these techniques, were "developing" them for their agency, or had "no plans" for them in any way.

Clearly, these were not very popular items. They all were above the median as "no plans": 81.4% for symbol systems, 66.0% for testing publications, and 62.8% for a Public Information Plan (now a required part of "701" planning programs). The most interest in developing a symbol system (30%) came from the smallest-sized city/ agency group, Code 700 and, again, the competition (of 20%) from Code 200 agencies. A total of 10 agencies said they had already established a symbol system with the highest percentage coming from Code 400 agencies (10.0%).

When it comes to pre-testing publications before distributing them to the populace, Code 200 agencies ranked highest with 20% "established," followed by 18% from Code 500. The small-sized city/agency groups (600 and 700) showed the most interest in developing this research aid.

A separate communications plan was developed by 15% of the Code 300 and the 700 agencies but being developed by 40% of the Code 200 and 34% of the Code 500 agencies. This was the most promising sign of inventiveness. Both Code 100 cities had absolutely no plans for any of the three techniques. The ideas themselves sound good; maybe in practice they aren't that worthwhile. More likely, there has not been enough motivation to include such extra's which add to the convenience and logic of various areas of urban planning and its PPR program.

If invention seems undermined, perhaps it is due to a non-inventive orientation of staffs. A check was made on the training program in PPR concepts and functions provided by agencies. They really do not exist (see Table 11).

If the "none at all" category is added with the "informal" program for both professionals and nonprofessionals on the staff (which is highly suspect to any real training), the percentage becomes 90.9% for all agencies.[8] Only seven agencies in the country reported having a formalized training program for both professional and

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[8]Formal training is differentiated from informal training as being pre-planned, organized teaching of specific public relations principles and techniques on a regular basis; whereas informal training receives a more haphazard approach as in unscheduled open briefings to all employees on telephone manners, sources of information available to the public, etc.

Table 11.--PPR in-agency training program.

Code Group	F.P. Only	F.P. F.N.	F.P. I.N.	I.P. I.N.	None at All
	%	%	%	%	%
100				50.0	50.0
200				47.1	52.9
300				35.7	64.3
400	2.5	7.5	5.0	55.0	30.0
500		2.0	3.9	56.9	37.2
600	5.3		7.2	51.8	35.7
700		7.5		42.5	50.0
Mean*	1.8	3.2	3.6	50.5	40.9

*Representing 97.8% of the returns.

Where: F.P. Only = formal for professional only; F.P./F.N.
= formal for professionals and nonprofessionals;
F.P./I.N. = formal for professionals and informal
for nonprofessionals; I.P./I.N. = informal for
both.

nonprofessional employees: 3 each from Code 400 and 700

groups and 1 from Code 500. Four agencies have formal-

ized training for their professional staff only (1 from

400, 3 from 600). Eight agencies have formal training

for their professionals and informal for their nonprofes-

sionals (2 from 400, 2 from 500 and 4 from 600). Total

professional PPR training exists then in 19 agencies or

8.6% of the agencies surveyed.

Apparently in-house PPR training or its benefits are not highly regarded. When the agencies were asked in question 32 what outside source held the best promise for improving their PPR programs, only 12.6% agreed to hire specialists to become part of their staff. However, 34.7% agreed to PPR additions to professional planning school curricula and 5.0% to regular use of professional PPR consultants. Education as an improvement concept is not completely thwarted but its importance at a locally applicable level is certainly not heeded.[9]

If the staffs are not trained in PPR techniques, their creative use in evaluating the effectiveness of planning in the community wouldn't be expected and they generally aren't, as Table 12 indicates.

The method receiving the "greatest" reliance from all agencies was actual plan support (53.7%) and when added to the "some" support choice, totals 92.1%. This choice sounds obvious: if a plan or program is not supported, it isn't going to be effective. Insertion of the

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[9]Some excellent criteria for establishing a formal public relations training program for municipal employees is given by Robert B. Callahan, "Employee Relations and Training," in Municipal Public Relations, Desmond L. Anderson, (ed.), (Chicago: International City Managers' Association, 1966), pp. 225-232. This source could be used either for comprehensive programs designed for all city employees with departmental subprograms (such as planning), or as a separate, specialized planning undertaking.

Table 12.--Rank order reliance on planning evaluation
          techniques.*

Rank Order	Great Reliance %		Some Reliance %		No Reliance %	
1	53.7	S	69.0	P	70.4	O
2	34.7	I	66.2	M	57.9	C
3	23.6	M	53.3	I	12.0	I
4	19.9	P	38.4	S	11.1	P
5	4.1	O	38.4	C	10.2	M
6	3.7	C	25.5	O	7.9	S

*Representing 96.0% of the returns.

Key: C = Social Cost Accounting   O = Opinion Surveys
      I = Intuitive Feel   P = Press
      M = Public Meetings   S = Plan Support

choice in the questionnaire probably was a mistake because of its obvious assumptive and general qualities. And yet another phrase would be difficult to find which indicated actual effectuation of professional intent. Support could be verbal and nothing else. The choice also assumes a conscious decision is being used by the respondent in its selection; that this is an evaluative guideline. Analysis of that support, however, may be either positive or negative: the question reveals nothing of the quality or degree of the support.

Public meeting attendance received a 34.7% "greatest" reliance but when totaled with its 66.2% "some"

reliance figure, ranks second to plan support for overall reliance. Can planners honestly say they can look out over either a half-filled house or an occasionally emotion-filled auditorium once a month at best and say they can tell how effective their planning really is?

Right below public meetings in total reliance is the evaluative technique of the press. It received only 19.9% in "greatest" reliance but ranked first in the "some" reliance category with 69%, for an overall reliability rank of third. The position of the press in "some" reliance probably is a fence-sitter: planners cannot afford to ignore the press because of its potentialities to hurt and to save, nor can they completely rely on it because of the ignorance of some reporters placed on city hall beats or because of political bias injected by publishers. Thus "no" reliance in the press received only 11.1% of agency votes.

More honestly it would seem is the response of intuitive feel of the community. It ranked second in "great" reliance and fourth in overall reliance although the sum was very close to plan support, public meetings, and the press with a range from 92.1% to 88.0%. As broached in Chapter III, how much intuitiveness can be "taught" is indeed debatable. What is important is whether the profession prefers to leave it unanswered and thus leave PPR controls up to the personal intuition

levels of the individual planner without attempting to

understand the advantages and disadvantages of that

range.

Such techniques as opinion surveys and social

cost accounting (weighing costs of all types of values,

monetary and nonmonetary) are not being taken seriously

according to this survey. Perhaps they are as yet not

"better" techniques than, for example, intuitive feel of

truly experienced men. But as new methods they really

have not been tested enough or researched for improvements

to make a fair judgment.

The debate for improvement is on. For the pleas

before the profession to become "relevant"[10] are ground-

less when the evidence here is viewed.

Favored or Unique Techniques

One of the chances for a respondent to give an

open and unstructured relay of PPR conditions in his

agency was provided by question 39. It requested a copy

of any plan or program exemplifying PPR in that agency.

The returns from this question will be examined in Chapter

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[10]Reference is made to the papers and speeches
presented at the American Institute of Planners national
conference in Pittsburgh, Pennsylvania, October, 1968 and
especially to the statement made by Frank P. Bennett dur-
ing the Michigan Chapter discussion of this topic at the
Botsford Inn, Farmington, November 1, 1968.

V. Another chance came with the invitation of question 36 to describe unique or favored PPR techniques, designed and/or employed by the agency. The most especially effective techniques have been grouped and are presented in order of popularity, with their number of incidence appearing in parenthesis.

Citizen Involvement (33).--A major concern in acknowledging various community groups is to maintain close, personal and interested liaison with citizens.

(a) Community Groups (23). Events under this sub-category may include breakfast meetings with interested citizens; talking to citizen groups; task force or citizen advisory groups for recommending goals and policies, preparing and/or reviewing plans; seminars and mass meetings to discuss goals and a platform committee to formulate and distribute goal possibilities to the general populace. Often the focus is reported to be on "affected" groups and agencies or on service groups who may become disseminators of information themselves.

(b) Neighborhood Groups (10). Some larger agencies produce areal development reports which are distributed to and discussed with areal residents; others work with neighborhood planning committees or block clubs; and others simply call informal neighborhood meetings to discuss planning matters in general, sometimes in individual homes.

Audio-Visual Aids (20).--Sensual stimulation is next in importance to personal contact in effectively reaching the public:

(a) Slide shows (13). Most popular are slide shows, usually with taped narratives and sometimes with taped background music. Two agencies reported the effective use of shock contrasts in their presentations. The point dramatized seems to stick with the receiver longer and reactions are more profuse. Some agencies have compiled a slide library which they make available to other local officials and interest groups as more indirect promotion and informational planning purposes.

(b) Publications (5). Popular pamphlets and fact books distributed to civic groups and libraries (the "interested" publics) are common in this grouping but some agencies go further by producing a bi-monthly planning magazine or one-page newsletters to project residents.

(c) Displays (2). One agency reported a planning display at a local home show but only because they were asked by show officials. Another sought and received enthusiastic permission to display neighborhood plans in a neighborhood shopping center which was the focal point of exposure for that neighborhood.

Mass Media (16).--While a few agencies supported usage of all mass media available, others had found specialities:

(a) Press (11). The press was cited most. One agency said it wrote its own press releases to avoid confusion; another said to keep an issue alive as long as possible in the press was a successful technique (based on the repetitive acceptance learning theory); another emphasized frankness with the press; and some promoted newspaper articles immediately prior to public hearings to stimulate a more informed type of interest.

(b) Television (2). Use of this media will be tied to city size and facilities. Smaller cities may not have access to a local or regional station for planning purposes. Larger cities may have plenty of stations but also plenty of viers for use of public service time. When time was available, one agency reported that evening television was best to reach the most people, with follow-up in a newspaper series.

(c) Radio (1). A small community makes regular successful use of two local radio stations to discuss particular planning matters.

Services (6).--Some directors report keeping the door open either at all times or at stipulated times when citizens know they will be welcomed and uninterrupted. This usually means overtime work without pay for planners but much of planning and especially PPR involved extra effort. This invitation reportedly has cleared up some distorted ideas about planning. If these people are

particularly those considered influential (of all classes and groups as described by Katz and Lazarsfeld[11]), this service could be most rewarding. One director takes the position of purposely remaining neutral so that he is "friend and advisor to both proponents and opponents."

Speeches (6).--One-way communication as represented by audio-visual aids, mass media, publications and speeches are still most prominent as PPR methods. Speeches are a little more personal and useful when time is short and the number of people to be informed are large. This technique is especially used with local interest groups.

Unique Techniques (5).--Two favored techniques are "walking tours" through planning areas. Their uniqueness comes from the fact that they are such a normal, see-for-yourself and teach yourself human activity. Another agency uses a comparative technique of sending officials to other cities and then publicizing their trip and trip reports. On a local level, another planner says that he stimulates a group to action by telling them he didn't think they could or would ever do anything. The ego is a defensive being if stimulated properly.

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[11]See Elihu Katz and Paul F. Lazarsfeld, Personal Influence (New York: The Free Press, 1966).

One larger city has devised a low-cost four-color road map style summary of master plan sections which they distribute widely throughout the community. While the idea sounds unique and the agency says it is easy to read, no indication is given of what the public thinks.

Legislative Relationships (4).--One philosophy underlying this choice is that planners do not plan; they only provide the basis for decisions which result in plans. Therefore, the emphasis in planning relations should be on the decision-makers, formally, the Council and Plan Commission. This can be done provocatively or neutrally. An action-oriented approach may reinforce confidence of decision-makers in planners. Although a neutral position of religiously avoiding making recommendations on controversial subjects, as one director strongly urges, forces the policy bodies to probe the subjects thoroughly themselves. This director optimizes citizen involvement through this probing process; however, their findings may very possibly run counter to long-range benefits. Is the planner still to remain silent as the community hangs itself? As in all localities, the planner must make the decision of what his operating principles will be.

Schools (3).--These three programs are from smaller agencies/communities. One use is a taped closed circuit

television program which is also circulated to other in-
stitutions. The program was developed at the request of
local school officials. It is followed up by field trips
with the children to view planning results. Another
agency reports cooperating in a high school government
day which acknowledges planning commissioners and planning
director for a day. The services of university students
through planning internships are also gained by this
agency. A third agency is considering a high school cur-
riculum addition of planning coursework and/or classtime
spent in planning field trips and office review of plans.
Here are cases where low cost, long-range (growing stu-
dents) public relations are being realized and in agencies
small in size.

Miscellaneous (4).--Among the one-time items
listed were hiring a consultant for use in promoting
special plans or events; initiating a fund drive for a
bond issue affecting urban facilities; using the vernacu-
lar of simple layman's language in all relations with the
public; and the design and use of a "life-cycle" house-
hold attitude survey which seeks opinions on livability,
services, etc., in all urban areas, rather than depending
on the opinions (usually by "anti's") at public meetings.

Comparison of Activities

There is an interesting variance between the PPR
activities reported as actually being used on a regular

basis and those personally endorsed as being <u>most</u> helpful or effective. The wide use of interdisciplinary consultations could be considered as part of the favored involvement with various interest groups and use of seminars. It is hoped that the range of viewpoints is extended to include not only lawyers, businessmen and educators, but also artists, social psychologists, students, ecologists and so on, to more realistically broaden the perspective of the planner.

The formation of block clubs appears to be increasing according to the survey and this could reflect the evaluative findings in the most favored technique of citizen involvement. But the present national incidence of block clubs per this survey sample generally is quite low.

Group contacts can be very rewarding for both citizen and planner; they can also be misleading if the same voices speak out and they are not really representative of the group. Except for the one innovative "life-cycle" household attitude survey, no agencies reported a favored use of structured opinion surveys to determine more of what the people think, feel or want.

Despite the effective emphasis of audio-visual aids, their loans to the public are not facilitated very often. It would seem that something so relatively simple to put together, operate and repair would be used more

often (contrary to their reported usage earlier in the survey) since they appear to be so effective as personally reported.

The fact that publications rated low in favored usage suggests the realization that the stuffy reports typical of agencies and commissions are not that effective. This subject will be discussed in greater detail in Chapter V when comparisons are made of different publications from different agencies.

A speaker's bureau was not very popular in either regular or favored groupings although this could be due to the term "bureau" which may imply additional staffing not presently available as opposed to delegating some authority for informational speech making to other planning staff members or to informed community leaders.

Too few school-related programs were reported as being favored although they were well represented on a regular basis (see Table 6). Here, again, ingenuity appears stagnated in not proudly reporting new ideas or fresh twists to tried ideas. One possibility is the establishment of a junior plan commission at the high school level which could become just as significant for government as the Junior Achievement program is for business.

As mentioned earlier, questions inquiring about the use of mass media on a regular basis were inconsistently

answered so that it is impossible to make a comparison with the third most favored technique grouping. The PPR emphasis notable in the personal comments of the respondents is on firsthand personal contact. While this approach likely will produce longer lasting and more reciprocal planning-public relationships, it should be promoted in coordination with mass media methods, which appear to be lacking in attention.

This oversight may be due to a lack of PPR programming since the use of radio and television and the press require conscientious pre-planning, e.g. getting public service time from the stations or column space in the newspapers, scheduling staff talents to coincide with the presentation and still TCB (take care of business) and, perhaps most significant, being willing to "take on" the public it may enthuse, frustrate, alienate, activate.

Survey Summary

The picture of PPR across the country appears to describe these color values:

- Nondistinctive--in funding, programming, or staffing or in general planning problem determination.

- Unilateral--with emphasis on one-way services rather than two-way involvement.

- Enlightening--with regular school exchanges and more exposed plan commission members.

- Commercial--with the strong business interest group influence on planning operations.

- Ordinary--with little reported innovation of or variations on typical communication vehicles.

- One-shot--not future-oriented in terms of using a cause-effect framework of formulation and evaluation, or in training the staff in PPR concepts and practices, or in reusing resources, or in coordinating goals and resources.

- Professionally accepted--as personally testified and statistically verified as a need for and improvement of PPR.

A more thorough analysis and evluation will be made in Chapter VI. First, a chance has been given to the agencies to actually present their PPR through the technique of publications. If the questionnaire was unfair in representing their situation, the wrong should be partially corrected through this visible evidence. Chapter V offers this opportunity.

CHAPTER V

SECONDARY RESEARCH METHOD: COMPARISON

OF PPR PUBLICATIONS

Examination of twenty-seven publications used for

PPR purposes in 19 cities as a response to question 39 on

the survey is the secondary method for researching the

nature and extent of today's public relations for planning.

This response represents 6% of the total sample or 8% of

the tallied returns. Despite the small number, some useful

comments can be made on the various presentations, ap-

proaches, appearances, vernacular, etc. The publications

have been divided into six categories for comparison:

annual reports, primers, special studies, general plans,

policy plans, and public information programs.

Annual Reports

Reports were received from five cities: Cleveland,

Houston, Lexington, San Francisco, and Santa Rosa.[1] To

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[1]Annual reports included Planning in Cleveland:
1965, by the Cleveland City Planning Commission; 1968
Annual Report by the Houston City Planning Department;
Achievements in 1965, by the Lexington, Kentucky City-
County Planning Commission; San Francisco City Planning
Commission Annual Report, 1967-68, by the San Francisco
Department of City Planning; and, Annual Report, 1968-69,
by the Santa Rosa City Planning Commission.

provide structure to their comparisons, certain features

supported by the National Public Relations Council of

Health and Welfare Services[2] for the production of annual

reports will be examined in each: physical format, factual

material, purpose and receptivity.

Physical Format.--Because the first impression is

often a lasting one, physical appearance is very important

in a subject so bland as traditional planning and with a

task so required as an annual report. In this department,

Santa Rosa takes the prize for invitational quality with

its unique three-quarter fold, abstract everyday sketches,

and tasteful candlelight, fern and sandlewood coloring.

San Francisco's play on its golden identity has more

sophisticated sketches in tune with its more sophisticated

metropolitan flavor. But the long, avocado gold pages of

the report are an unwieldy size.

Cleveland's looks professional but approachable

with several sharp photographs and with a soft tri-color

treatment. Houston forgot to hire a photographer or an

artist and left everything to the management. Lexington

tried but its cheaper paper detracts from its efforts.

The purpose of these tough reactions is to show that an

immediate identity is made with the city and with city

planning in merely thumbing through a report.

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[2]Beatrice K. Tolleris, Annual Reports: How to Plan
and Write Them (New York: National Public Relations Council
of Health and Welfare Services, Inc., 1946).

Factual Material.--Receptive qualities will make the business at hand--reporting on the status of planning in the community--easier to comprehend. But the facts must be presented well also. Houston does a rather thorough job of presenting basic information on a variety of activities its agency is responsible for, with few dry statistical tables. Its plat review sequence chart is an excellent presentation.

Cleveland's approach is a more flowing narrative and must be read in its entirety to know if a particular subject has been covered. While Santa Rosa's brevity is refreshing, its succinctness requires some interpretation. San Francisco's is more explanatory and uncluttered with statistics. Lexington's has some very unique factual categories and it is a pity they are not more appealing to review.

Purpose.--All of the five given an indication of their planning status and thus meet the first criterion of an annual report. But each seems to have a special theme, perhaps new for that particular year or perhaps basic to their planning operations. (Other reports would have to be reviewed to determine the latter.) Santa Rosa's presentation says suburbia; Cleveland's change, with emphasis on who is involved in the change (very long lists of boards and committees end the report); San Francisco's says continuity of improvements; and Lexington's report says involvement.

Receptivity.--The Lexington report clearly is
designed to anticipate the involvement of people in the
planning process, both continuing and new participants.
It discusses the planning achievements made by interest
groups and various citizen organizations and has a separate
section on "Community Information and Liaison." The content
of the entire report is highly receptive but its presenta-
tion, unfortunately, is a confusion of mixed styles.

In a city of astute businessmen and space technol-
ogists, Houston's report should be very acceptable. Because
San Francisco's is rather brief, it is difficult to tell
how much continuing reception will be gained for its con-
tinuity of planning theme. Santa Rosa's will be attractive
to suburbanites but may not get past a PTA treatment with
its lack of tying together the various planning elements
for a unified perspective. The meandering narrative of
Cleveland may be just interesting enough to leave some
ideas with its readers but lack of structure here, too,
seems illogical. The page devoted to the problems of signs
would seem to be better placed in a fact sheet flyer or a
special study.

All of these statements are, of course, largely
subjective, reflecting the experience and emotions of one
individual although based on some professional criteria as
cited above. Yet it is the sum of such reactions which
determine whether the intent of a publication is being

served. Aesthetics, clarity, comprehension and invitation
are four features which should be obvious to the readers
for whom the report is designed. None of the five qualifies
in all categories although a few come close. The secret is
coordination. And, it would be interesting to learn any
differentiations due to cost or time of production.

Primers

Nine of the publications received might be classi-
fied as informational primers, although one essentially is
a general fact book on the community prepared by the plan-
ning department.[3] A primer for adult usage usually is
thought of as a small introductory book on a particular
subject,[4] in this case planning and/or the plan.

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[3]Primers included a Planning Department Primer, by
the Albuquerque Planning Department; A Look at Planning, by
the City of Atlanta Department of Planning; Planning in
Cleveland, 1966 and 1967, by the Cleveland City Planning
Commission; Preliminary Planning Report, by the Grand Blanc
Regional Planning Commission; The Department of City Devel-
opment: Path to City Progress, by the Department of City
Development and presented by the Milwaukee Government Serv-
ice League; a General Plan Program, by the City Planning
Department of Redwood City, California; Local Citizens
Prepare a West Berkeley Neighborhood Plan, by the West
Berkeley Neighborhood Council for the City of Berkeley;
and Planning Worcester, Massachusetts, by the City of Wor-
cester Planning Board and Planning Department. A community
fact booklet was received from Worcester, Massachusetts,
produced by the Worcester Planning Department in August,
1967.

[4]Webster's Seventh New Collegiate Dictionary
(Springfield, Massachusetts: G. & C. Merriam Company,
Publishers, 1963), p. 676.

Some of the publications are too small to give very much of an introduction to the uninformed. They often do not get beyond The Plan--to a more important revelation of basic planning principles which, in turn, would help to establish rational and ethical thoughts about planning; or to a description of the many related aspects of planning as they increasingly affect a spectrum of city services and events; or to developing a perspective of planning as a process so that an overall grasp of a rather nebulous concept could be begun.

Chapter IV established that there were too few evaluations made of planning per se, nor of its PPR techniques. In answer to the particular value of pamphlets or reports, a 1960 ASPO Planning Advisory Service Report stated a view shared by several agencies:

> It is the general feeling of those here at the time of original distribution and subsequently that interest was increased . . .[5]

This comment implies that primers or fact sheets need recurrent distribution,[6] perhaps in a serial fashion. Other comments gave credit to this technique for helping make

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[5]"Pamphlets about Planning Programs," Planning Advisory Service, Information Report No. 130 (Chicago: American Society of Planning Officials, January 1960), p. 11.

[6]Questions 25 and 26 of the survey attempted to determine to what degree recurring distributions were made of planning publications and to what percentage of the population. Answers were inconsistent, forbidding any generalization.

planning more receptive, better financed, larger staffed, and especially when other PPR forms complimented and supplemented the pamphlets.

Most of the reasons planning departments may have had less success with their publications than they could have had are summarized quite well by Alexander L. Crosby, as six sure ways to kill the power of a pamphlet:

1. Never publish anything that might be controversial.

2. Never call attention to negative developments. Be positive. Smile.

3. Never risk offending anyone.

4. Avoid specific and unqualified statements on major questions. The qualified general statement is always safe, though meaningless.

5. Shun simple, popular language. Be professional.

6. Never let a touch of humor brighten the text. It's undignified.[7]

Abstracting the recommendations of ASPO in their report, four major guidelines may help to overcome the above condition of pamphletitis:

BREVITY: Keep it short enough to attract and hold attention and long enough to accomplish what's really important.

TARGET: Zero in on purpose for the publication and hit all the major problems with candor.

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[7]Alexander L. Crosby, Pamphlets--How to Write and Print Them (New York: National Publicity Council for Health and Welfare Services, Inc., 1959), p. 5.

SIMPLICITY: Get some life into it with a higher proportion of uncomplicated verbs of action and less ornamental adjectives of promise. Use the vernacular to reduce the ambiguity of planning jargon for the readers addressed. Use examples people can see in pictures, and feel through description, rather than cold generalities necessary to fit everything in for all times and all places.

ATTRACTION: Introduce appealing color, neighborhood or familiar pictures, cartoon graphs and three-dimensional feelings which animate the message.

How do the eight candidates rate by these standards? As with the annual reports, some rate higher in some features, lower in others and none fulfill all of the qualities. Atlanta does an excellent job of explanation but in planner jargonese. As with Houston's annual report, this may satisfy the increasing business tone of the cities and thus the major influential public reading the publications. If that was the purpose, it was served. Variety was introduced in picture form, exemplifying all parts of Atlanta, good and bad. While this technique may make planning problem areas more poignant, it also loses self-respect for anyone living in or identified with those areas who may be unable to help himself. An important point made by Shakespeare, although not quoted here quite as he intended, is that planners should be careful to "condemn the fault, and not

the actor of it,"[8] and immediately seek its causal
antecedents.

The humanized informal sketches of organizations
and events in Albuquerque's primer on the planning depart-
ment are more appealing than other immobile diagrams or
one-time photographs. Albuquerque's also makes the best
attempt at brevity and comprehensiveness but, again, assumes
too much pre-knowledge of terminology. The West Berkeley
Neighborhood Plan is the most delightful in appeal and in
getting across certain basic principles of and motivations
for planning in a brief pictorial form: it is a comic
book! Overall there is no doubt that this is a neighborhood
plan written for and by the people living in the neighbor-
hood. The major fault is that the fun summary stops ab-
ruptly with the appearance of a typical mapped plan. Very
little advance definitional preparation is given in the
dialogue for such terms as "land use," "collector street,"
etc.

Similar appraisals could be made of other primers
received from Worcester, Redwood City, Milwaukee, Grand
Blanc, and Cleveland. What becomes increasingly apparent
is a need to determine who the audience will be and how

[8]William Shakespeare, "Measure for Measure," II,
ii, in The Complete Works of William Shakespeare, edited
by W. G. Clark and W. Aldis Wright (Garden City: Nelson
Doubleday, Inc., 1968), p. 670.

much to cater to it in the most appropriate style. It
would seem a better investment to establish information
priorities in line with various planning activities asso-
ciated with certain sections of the community. With some
judicious planning and fuller use of staff capabilities and
the acceptance of this task as an investment activity, this
treatment would not be that difficult. It is regretful
that no samples were sent of publications specifically made
up for educational institutions (i.e. elementary or
college).

Special Studies

Rather than use the same analytical approach used
in the first two categories, this section will simply com-
ment on the range of diversity of special study possibil-
ities. Of the eight received,[9] eight different topics were
covered:

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[9]Special studies included The Fine Arts Guide,
prepared by the Fine Arts Advisory Committee of the Cleveland
City Planning Commission; Planning in Cleveland: 1964, by
the Cleveland City Planning Commission; Business Relocation
Assistance Guide, by the Redevelopment Authority of La
Crosse; Informational Material regarding Residential Relo-
cation in the Civic Center, by the Redevelopment Authority
of La Crosse; Urban Renewal and Redevelopment and What It
Means to Santa Clara, by the Santa Clara Redevelopment
Agency; Land Development and Planning Information in Walnut
Creek, by the City of Walnut Creek Planning Department;
Civil Disturbances in Washington, D. C., by the National
Capital Planning Commission; and Fort Lincoln Urban Renewal
Area, by the National Capital Planning Commission.

1. A businessmen's relocation assistance guide from La Crosse.

2. Informational material regarding residential relocation in La Crosse.

3. A community plan within a larger comprehensive plan in Cleveland.

4. Land development and planning information in Walnut Creek.

5. Urban renewal and development information in Santa Clara.

6. A fine arts guide from Cleveland.

7. An urban renewal project near Washington, D. C.

8. A civil disturbance preliminary damage report from Washington, D. C.

Clearly, special studies are going beyond the technical-physical, albeit important, range of economic and land use studies. And their purposes are generally served. However, exception must be taken to a statement made in Cleveland's Glenville plan: "You are a thinking citizen of Glenville. You don't need much telling about Glenville's faults and problems. You see them every day."[10] While building the ego of the reader is an important ally, it is doubtful how much any person, trained or untrained, actually perceives as a "problem" in the areas he most frequents. Or if indeed what he perceives is a problem or merely the symptoms of one.

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[10]Planning in Cleveland: 1964, op. cit., opposite page 4.

Most everyone needs a little push to exercise and extend his range of perception. This should not be taken as a slight to anyone but rather an honest recognition of human nature. While the problems the planner "sees" may not be the interpretations the area's residents would make, there is merit in at least his suggesting some and leading the citizen to speak in return. Cleveland reports it does have good liaison with the Glenville block clubs and this may account for its statement. It also apologizes for the shortcomings and unnaturalness of "round radiating squiggles" to signify trees.[11] While the apology is admirable, a plea to the profession external to the report to improve its visual arts, especially in presenting maps, would be even more admirable.

General Plans

Two general or master plans and one plan summary arrived with the survey.[12] The plan from Upland covers the usual elements originating from enabling legislation but also has a broadscaled section on implementing the plan. Among the considerations are: public information program,

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[11]Ibid.

[12]A Summary of the Community Development Plans, prepared by the City-County Planning Commission, Lexington, Kentucky; Saratoga General Plan: 1968, by the Saratoga Planning Commission and Livingston and Blayney, City and Regional Planners; and General Plan Report, City of Upland Planning Department.

periodic review of the plan, coordination of public facilities, coordination of school locations, coordination of other facilities, coordination of public utilities, coordination with other government authorities.

A startling point about this plan is its beginning. It flatly announces that "the general plan is not a zoning plan,"[13] and proceeds to put zoning in its place. While this approach may offend some, it may at least stir up some discussion of what, indeed, a general plan is or should be. Another feature is the use of colored paper to differentiate the various report sections.

Saratoga takes a traditional approach with maps and statistical tables, done in a very professional looking manner by outside consultants. A separate map packet at the rear neatly holds the mapped plan. A comprehensive action program package for seriously implementing the plan is quite good but citizen participation as part of that package is given token recognition. Some excellent still life photography is included but not one image of a living human being or animal could be found. The omission of human purpose is too characteristic of all the reports reviewed.

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[13]General Plan Report, Ibid., p. 1.

Policy Plans

Just one policy plan came from the survey.[14] With

the distinct relevancy of policy planning to PPR, more were

hoped for; yet, it is realized that this plan format is a

new one. Comparison of this publication, therefore, will

be based on tenets commonly held for policy planning.[15]

The plan proffers alternative approaches to rebuild-

ing a riot-torn area of Washington, D. C., discussing ad-

vantages and disadvantages of each. While this approach is

heading in the right direction of helping to convert the

past planning status of noninvolvement in ghetto areas,

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[14]Alternative Approaches to Rebuilding Seventh
Street, 14th Street, N.W. and H Street, N.E., prepared by
the National Capital Planning Commission, August 28, 1968.

[15]American Society of Planning Officials, "Policy
Statements: Guides to Decision-Making," Planning Advisory
Service, Information Report No. 152 (Chicago: American
Society of Planning Officials, November, 1961); Frederick
T. Aschman, "The 'Policy Plan' in the Planning Program,"
Planning 1963 (Chicago: American Society of Planning Offi-
cials, 1963), pp. 105-111; Franklyn H. Beal, "Defining
Development Objectives," in Principles and Practice of
Urban Planning, William I. Goodman (ed.) (Washington:
International City Managers' Association, 1968), pp. 327-
348; F. Stuart Chapin, Jr., Urban Land Use Planning (Urbana:
University of Illinois Press, 1965), pp. 349-354 and pp.
457-487; also by Chapin, "Taking Stock of Techniques for
Shaping Urban Growth," Journal of the American Institute of
Planners, Vol. XXIX, No. 2 (1963), pp. 76-87; Henry Fagin,
"The Evolving Philosophy of Urban Planning," in Urban Re-
search and Policy Planning, Leo F. Schnore and Henry Fagin
(ed.) (Beverly Hills: Sage Publications, Inc., 1967), pp.
309-328; and, Keith Max Honey, "Comprehensive Policy Plans
for the Lansing Tri-County "Region: A New Dimension in the
Planning Process" (unpublished Master's thesis, Michigan
State University, East Lansing, 1964).

its presentation, unfortunately, is typically architectural with page after page of two dimensional schemes. It would be interesting to compare what was produced by the Black United Front and Community Urban Renewal Action Council who also submitted plans for mayoral consideration.

This would seem an excellent opportunity for the National Capital Planning Commission to adapt its manner of presentation to the group interests of the area, the black community. This in no way is meant to degrade the comprehensive qualities or vernacular abilities of that community: it is meant to respect the forms of expression customary to that community and to liberally insert its own ideas into the alternative development process.

In the strict sense of the word, then, this is not a policy plan. It provides logical alternatives but without integrated values of the residents into those choices, which also decreases the logic of implementation and acceptance.

Public Information Programs

One indication of the "701" requirements for a public information plan came from the Indianapolis metropolitan area in the form of a "work paper" procedural outline for an informational and policy development program.[16]

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[16]*Informational and Policy Development Program Work Paper: Procedural Outline*, prepared by the Metropolitan Planning Department of Marion County, Indiana, July, 1968.

While clear objectives of the program are set forth and a cost breakdown of techniques, programs and services is given, personnel delineation of activities is ambiguously left to the "planner-in-charge or other qualified staff member" without stating, for example, methods for determining "qualification."

Training of staff and officials is allowed $200 in the total $74,400 program estimate but no detail is given on how this training will proceed or what will be gained. The agency does see the need for including "a communications consultant" to ensure comprehensibility of written reports,[17] but makes no mention of other media such as television shows, speeches, neighborhood visits, etc.

In each of the informational segments of the program, such as air quality and management, structural and environmental surveys, preliminary goals and objectives, delineation of planning areas, development controls, etc., emphasis is given to slide presentations. According to the response to question 36 of the survey, this technique has been one of the most favorably received in public information attempts.

Summary

Overall, the six categories of publications reviewed are impressive and make good attempts at informing

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[17]Ibid., p. 12.

and educating the public and, to some extent, involving
them when that is their purpose. They still reflect the
restraints revealed in response to question 27 of the
survey as discussed in Chapter IV; namely, the impositions
of insufficient and undesignated funding for PPR, personnel
training in the art and science of good communications, and,
in varying degrees, the restraining attitude of the planning
staff.

Their greatest restraint, however, still lies in
conceptualization: they lack imagination, innovation and
common sense. Too often they lack purpose: they erect a
superficial shell without ever filling in the real reasons
for planning in their assumption of too much pre-knowledge
of the planning process and its raison d'être.

Too often they fail to encourage discussion: they
hit and run when they do not provide such simple things as
putting dates on the covers or consecutively numbering
pages so a person could refer to a particular item if he
wished to; or when they are polished to retain political
acceptance, meet budgetary requirements, or primarily seek
public recognition.

To the counter that a lot of the issues raised in
the preceding discussion could have been explained or
cleared up if the reader had gotten in touch with the
agency, read more of the agency's publications, or perhaps
read more carefully is the glaring fact that this would be

the approach most people would take if and when they read a publication produced by an organization, especially a non-profit organization. Not only is a first impression important, a most thorough impression will serve to prevent misconceptions as well as induce understanding.

Looking to reputable sources for guidance, recommendations for improving PPR activities in general and publications in specific in reference to this chapter will be made in Chapters VI and VII.

CHAPTER VI

RESEARCH ANALYSIS AND CONCLUSIONS

In capsule form, the national survey and publications derived therefrom indicate these characteristics concerning public relations for planning in local public agencies:

1. Agencies are over 5 years of age and responsible to policy bodies but moving toward more executive-administrative relationships.

2. Public relations for planning receives no real monetary distinction and little personnel distinction.

3. PPR receives professional planning influence as an upper median pyramid with one foot in formal planning training to the apex of PPR formulation to another foot in final policy determination.

4. Policy for PPR activities favors services (information, education, requests) with goodwill a low second and persuasion and dialogue quite low.

5. PPR activities involve formal educational programs (elementary and college) the most; open house second; with special events and vernacular specialization ranking very low.

6. Plan commission members as one of the Government relationships of the planning agency mostly receive studies and master plans as background material for furthering understanding and comprehension, and some ordinances and codes. City tours and primers are less provided.

7. Interest Group influences on planning operations permitted are emphatically commercially oriented (developers and other businessmen). Religious and aesthetic groups receive minimum attention.

8. Restraints on PPR are primarily financial, then personnel and/or time, with fewer reported conceptual staff hang-ups although there appear to be poor organizational relationships between objectives, activities, and evaluation. This may be due to insufficient PPR training.

9. Discoveries of planning problems are made by observation, policy body and executive directives and some economic studies; then cost accounting, political directives, opinion surveys and social statistics which receive much less usage.

10. Little inventiveness in PPR techniques can be witnessed either in the three subject areas of symbols, pretested publications or information plans, in open-ended question response to favored techniques, or in actual publications as reviewed in Chapter V.

11. Evaluations of planning effectiveness is left to a rather doubtful plan support measurement and to public

meeting attendance versus more scientific methods of social cost accounting or attitude change.

12. Minimal PPR training exists in planning staffs; what there is, is informal for both professionals and nonprofessionals.

With these operational limits placed on PPR, questions concerning self-evaluation of change and professional aspects of change become pertinent.

Agency Change

To gain an indication of how each individual agency saw itself in its overall PPR effectiveness, question 30 on the survey asked for a self evaluation. According to Table 13, the agencies saw themselves as having good to fair effectiveness. The agencies most seeing themselves as having excellent PPR were Code 200 (18.7%). Drawing from the earlier discussion of intensity of activities and variety of techniques, this result is not unexpected, especially when a similar intensity and rating are noted for Codes 600 and 700. The less PPR active middle-sized cities/agencies, although ranking themselves highest as having good PPR, were lowest of the three general size groups (large, medium and small) in excellent classifications and highest of the three in fair ratings.

Table 13.--Agency Self-Evaluation of PPR Effectiveness

Code Group	Excellent	Good	Fair	Poor
100		50.0%	50.0%	
200	18.7%	31.3%	37.5%	12.5%
300	13.3%	46.7%	33.3%	6.7%
400	10.3%	51.3%	30.7%	7.7%
500	6.0%	42.0%	48.0%	4.0%
600	15.4%	42.3%	38.5%	3.8%
700	12.8%	43.6%	38.5%	5.1%
Mean*	11.7%	43.7%	39.0%	5.6%

*Representing 94.7% of the returns.

Few agencies saw themselves as having a poor rating. The fewest number occurred in the small-sized agencies and increased with size. When the categories of excellent and good are summed, and fair and poor categories are also summed, the more positive image occurs only 10.8 points above the 44.6% less rewarding viewpoint. There definitely is some dissatisfaction with PPR conditions as they are.

When agencies were asked to indicate the PPR improvements anticipated for the coming fiscal year, the results were as is shown in Table 14. If the agencies give an indication of dissatisfaction, no correlation of improvement can be taken from it with the tabular information below. Obviously, "good" effectiveness is good enough when

40.7% say they anticipate absolutely no change in their approach, especially when the largest proportion of this percentage came from small-sized cities. Their decision may be due to imposed restraints such as funding or staffing as well as to their having the highest summed ratings of good and excellent.

Table 14.--Agency PPR Improvements Anticipated

Code Group	Budget Increase	Hire Spe- cialists	Change PPR Policy Line	More Diver- sified Media	No Change	Haven't Decided
100		50.0%			50.0%	
200	6.3%		6.3%	25.0%	31.2%	31.2%
300	7.1%	7.1%		28.6%	28.6%	28.6%
400	10.3%	5.1%	2.6%	25.6%	38.5%	17.9%
500	2.0%	2.0%	2.0%	20.0%	42.0%	32.0%
600	7.2%	1.7%	3.6%	14.3%	44.6%	28.6%
700	5.1%		2.6%	28.2%	43.6%	20.5%
Mean*	6.0%	2.8%	2.8%	21.8%	40.7%	25.9%

*Representing 96.0% of the returns.

Such impositions apparently are working less on Code 200 and 300 cities when they respond an average of 30% as having made no decision even though they have rather high evaluations of their PPR effectiveness. For those 33.4% having made an improvement decision (at least from

the categories provided), 21.8% said they were giving consideration to more diversified media to serve their various planning publics, 6.0% said a budget increase, and 2.8% said hired communication specialists—with the largest number of votes coming from middle-sized cities. The remaining 2.8% went for PPR policy line changes—this primarily from a 200 agency.

Interestingly, the city with the longest record of PPR activities and a PPR specialist staff and budget, one of the Code 100 cities, rated itself "fair" and said it would improve by adding more specialists and saw the best manpower source for PPR outside the agency as coming from additional staff specialists.

Other reactions to the search for outside manpower to benefit agency PPR were focused on the direct political involvement of the agency director in local politics (35.7%), and requiring PPR communication training as part of professional planning school curricula (34.7%). A curious pattern can be seen to occur between these two sources in their agency code distribution. Every other code group supports political involvement (beginning with 200) more than curriculum revision, and the reverse is true beginning with Code 300.

Staff specialists get less popular with decreasing agency size and this could be due to external restraints again. Hiring outside consultants on a regular basis is

not too keen. Viewing some of the hard-finish works of consultants in Chapter V, it would be easy to understand why some agencies would prefer to "do it themselves."

One 200 agency cited the need to activate the voice of usually apathetic power structure groups, asserting that their minimal influence on local planning was because they simply did not take the interest to speak up enough. In contrast, a large city agency states that the reaction of elected officials and local community leaders is sufficient to influence the direction of planning programs and their implementation. This sentiment was expressed on more than one occasion from larger cities who felt the questionnaire was so inapplicable as to express their PPR in a letter form in which they essentially answered the same questions.

<center>Professional Change</center>

The views expressed toward concrete agency change and the status quo seem to reflect the procrastination afflicting most human activities as "the art of keeping up with yesterday,"[1] which typically does not support conceptual change but may encourage others to change. When planners were asked what they thought the major objectives of the profession should be for PPR, they supported democratic

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[1] Donald Robert Perry Marquis, archy and mehitabel (1927) as quoted by John Bartlett, Familiar Quotations (Boston: Little, Brown and Company, 1955), p. 894.

ideals first and foremost and professional expertise to a lesser degree but decidedly less for self-help objectives. That is, employing PPR to aid in fund-raising for plan effectuation was given an extremely low 7% "always" and the highest "never" (23.2%), but a vacillatory "situationally."

One agency in the State of Washington, where it has been reported that the use of public funds for public relations is unlawful, recorded a definite "never" to fund-raising as a PPR objective; then stated in open-ended question 36 that their most unique or especially effective PPR technique was a combined multi-governmental capital improvements program and finance drive. In another case, an agency says public relations is "a much needed luxury" but impossible because "austerity budgets are prescribed," and then places its only "never" for PPR objective priorities under fund-raising. Morality tied to a dollar sign, as for conscious fund-raising or persuasive promotion with its salesmanship connotations, certainly knows much ambivalence.

It seems time to be realistic: if the largest restraint to PPR and thus to planning, since the two are inseparably siamese in the discussion of effectuation, is funding and staffing (closely linked to funding), why is it considered immoral to ask the community or, as significant today, to lobby higher government levels, to alleviate this strain on planning operations and ultimate infringement on

community benefits? A similar paradox exists for obtaining legislative support for plans and programs.

As the rank order presentation of Table 15 shows, the policy currently being exercised in agencies is also conceptually supported in principle: service to citizens. There is an undeniable paradox between the two top leading objectives and the already reviewed current policies, practices and change intentions, however. The summed acceptability of citizen involvement (63.7% always + 34.9% situationally) and attitude-toward-planning surveys (59.5% always + 39.1% situationally) place these two objectives higher than the others listed. The inconsistency of ideal and real may be due to the difficulty in implementing their more social qualities as opposed to more physical, ascertainable and manageable items, or may be due to flagrant political interests.

A case in point is a recent occurrence in a local Model Cities policy board meeting the author attended. Also in attendance were two young men trained in social surveying who sought approval to conduct a thorough social statistical investigation of the Model Cities area. Their fee was reasonably low in deference to their gaining experience and recognition for their newly founded company for conducting a "model" statistical program. The idea appealed to the Model Cities staff and to HUD offices with whom it had been discussed. Also present was a Mexican-American

spokesman for the largely Mexican-American inhabitants of
the Model Cities area. He arose as a spectator and politely
inquired into the benefits of yet another survey, since
the area already "had been surveyed to death"[2] and he knew
his people would be reluctant to share such personal infor-
mation again <u>without</u> seeing any concrete results of improve-
ment to their neighborhood. He questioned the cooperation
they would muster; he particularly questioned what the
intent was in <u>using</u> this information beneficially. He was
outwardly shushed and the motion was railroaded through.[3]

Table 15.--Proposed Major PPR Objectives*

Key: C = Citizen involvement   L = Legislative support
      F = Fund-raising for plans   P = Persuasion
      I = Interpret plans to the   S = Survey attitudes
            public   toward planning

Rank Order	Always	Situationally	Never
1	70.2% I	69.8% F	23.2% F
2	63.7% C	53.5% P	5.1% P
3	59.5% S	42.8% L	2.3% L
4	54.9% L	39.1% S	1.9% I
5	41.4% P	34.9% C	1.4% S
6	7.0% F	27.9% I	1.4% C

*Representing 95.6% of the returns.

[2]A point substantiated by the author and several
other planning graduate students in attendance who have
religiously dug through the maze of available and up-to-
date statistics for detailed studio coursework on the Model
Cities area.

[3]Model Cities Policy Board of Lansing, Michigan, in
a regular meeting, August 6, 1969.

On a national scale, the selection of these ideals may be based on democratic ethics and/or the contemporary rediscovery of people or the primary group. The relevance of interpersonal relations in public decision-making has been a recent popular social science topic. One study noted that the item most responsible for changing the vote intention of people during the course of a campaign (insert a PPR program) was "other people." Further, there were "opinion leaders" identified who were not at all identical with those traditionally thought of as influentials and these were distributed in all occupational groups on every socio-economic level.[4]

When the study researched what influenced the "influentials" it was determined that mass media was active. In a "two-step flow of communication," ideas flowed from print, radio and television to opinion leaders and from them to less active sections of the population.[5] While some planning agencies may be only willing to permit this involvement from the typical influential framework they know or think they know, the increasing influence of other influentials (e.g. militants as discussed in Chapter IV) must be reckoned with. While voting may be one thing,

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[4]Elihu Katz and Paul F. Lazarsfeld, Personal Influence (New York: The Free Press, 1966), p. 32.

[5]Ibid.

planning may be quite another and frequently the question

is asked of one section of society: Are the poor capable

of planning for themselves?

An article by Edelston and Kolodner cites the dif-

ficulties encountered with the Johnson Administration

mouthing the desirability of sound local social planning

by the poor through "maximum feasible participation"

but making it impossible to achieve by imposing

unrealistic administrative time deadlines.

The poor themselves have shown little disposition to divert

their energies from coping with their own personal problems

to planning for alleviation of their community ills.[6] In

the opinion of these writers:

> . . . claims of involving the poor in planning are
> spurious when it is clear that the process has pre-
> cluded an opportunity for them to comprehend what is
> happening. It seems to us that there are only two
> choices: either time, money and method must be avail-
> able to facilitate a process which is more than per-
> functory, or the pretense should be dropped altogether
> and program planning left to the technicians. Any
> course between is meaningless ritual.[7]

At least the principle of involvement is still

alive. In answer to question 34, 40% of the agencies said

they felt that a citizen living, working, or having social

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[6]Harold C. Edelston and Ferne K. Kolodner, "Are the
Poor Capable of Planning for Themselves?" in Citizen Par-
ticipation in Urban Development, Volume I, edited by Hans
B. C. Spiegel (Washington: NTL Institute for Applied
Behavioral Science, 1968), p. 239.

[7]Ibid., p. 240.

or economic interests in a planning area should be given the general right to influence decision-making concerning that area; 2% said he should even be given decision-making power to the extent of veto power over public authority of necessity; and 38% said he should be at least consulted for his opinion. Trusting in professional expertise and ethics were the 20% who said that planners should be so operative within the public interest as to make consultation unnecessary.

Table 16.--PPR Research by AIP

Code Group	Appropriate to AIP	Up to Each Agency	Inappropriate to Profession
100	100.0%		
200	53.0%	47.0%	
300	73.3%	26.7%	
400	64.1%	28.2%	7.7%
500	60.9%	27.5%	11.8%
600	66.0%	24.5%	9.5%
700	57.5%	32.5%	10.0%
Mean*	62.7%	29.0%	8.3%

*Representing 96.4% of the returns.

All of these responses should be of interest to the professional organization generally looked to by planners, the American Institute of Planners. When asked whether AIP

as a professional organization should undertake PPR re-
search to establish guidelines for its professional use,
63% said yes, 29% said it was strictly the agency's respon-
sibility, and 8% said they felt it was inappropriate to the
profession as a whole.

To draw out direct feelings of respondents about
the appropriateness of PPR as a part of the planning pro-
cess, open-ended questions 37-38 were provided. Of the
55% who took the time to write a personal-professional
evaluation, the overwhelming majority hailed its propriety.
The more thoughtful transmitted concern for devising ethical
standards for employing PPR prior to planning action, i.e.
goal choice, plan selection, plan adoption and implementa-
tion, as opposed to PPR only used after the fact.

Another major point made was that PPR essentially
must be a local experience, that is, no one can tell or
teach anyone else how best to handle his community. The
school of hard knocks and a sincere willingness to learn
are what "taught" them. Others argued that PPR was so much
an integral part of planning that it was not and should not
be considered as a separate entity; it should be "natural."
The crux of these statements is that theory is all right,
but it won't get planners very far when they find unique
problems not in the text, which they more than likely will.

While this may have been the only way to approach
the delicacy of interpersonal relationships in the past,

social science (despite its yet inherent shortcomings) has advanced a long way in helping to understand popular needs, both expressed and latent. A real question is whether or not the planner wants to be a change agent or simply serve within the existing structure of the community hiring him. In other words, does he want to at least suggest changes which he thinks will be beneficial, or firmly back them, based on the special training he has received and his intuitive ability to perceive the local environment in totality? Because if his roles are to be both servant and suggester-supporter, he will have to establish some range of operation. The public will soon know whether he has worked this out for himself, is still debating the range, or is slanted in a direction not to their liking. Truth must be internalized before it can be extended to others.

A planner does not operate in a vacuum but is a part of an increasingly defined profession. He cannot continue to make his own rules of conduct for the integrity and development of the profession. This is not to infer strict national control over local operations. That idea is preposterous. It does mean there must be an established starting point; and getting some research-proven assistance and adapting it to local conditions certainly makes more sense than blundering onward. Precious moments and public confidence can be lost in the school of trial and error. The profession is not taking advantage of the proven

experiences of its practitioners because there is no professionally linked communication channels concerned with this subject.

Review of the Hypotheses and Objectives

This research project was undertaken as a propitious opening of such communication channels. With the tone of the profession echoing from this survey, a review of the hypotheses and objectives for the survey will be made to determine any relationships. The four PPR hypotheses and their complementary, expanded objectives advanced in Chapter III might be captioned as having grounds for permanency, improvement, consensus, and process.

Permanency

Using a favorite planning device of projection which estimates future intensities based on present conditions, the public planning agency information obtained from this survey should reveal an established existence and propose a solid future for PPR on these premises: (1) the 74% total survey response substantiates current interest in PPR; (2) the large percentage of PPR activities reported testify to an ongoing PPR operation in all the public agencies reporting;[8] and (3) the self-evaluations, claims

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[8]In addition to the massive active content of the replies is their numerical context: of the 225 respondents, an average of 8 agencies declined to answer any one question so that an overall recording of response was possible for 96.4% of the sample returns.

toward improvement and stated processual tie-ins with planning propose its continuance in public planning.

While the existence of PPR may not always be consciously conceived or directed to any great extent as evidenced, for example, in the open statements of the inseparability of PPR from planning, other statements attested the necessity and function of a purposeful and defined PPR program.

Improvement

Standards for determining need for improvement will vary according to point of view. One interpretation of the 55.4% above-average self-evaluation might be that it is sufficient for this particular consideration of planning: there are other things to think about, too. Another interpretation might be that a fair PPR effectiveness isn't bad: it really might be all that can be hoped for as an envoy of public change which people naturally tend to resent.

The contention to these views is that in a profession dedicated to beneficial change, fifty percent is not enough. Even more troublesome is the forty percent who say they have no intention of changing anything in the next year. They apparently are satisfied with their public relations and the strength of planning in their communities. While a fiscal year may not seem like a very long time for status quo, it can bring a lot of surprises in cities large and small. Planners are also supposed to anticipate unexpected change.

The paradoxes recorded between actions and between
actions and principles give further indication of need to
improve. These may have been caused by inadequacies of the
formal questionnaire or to human error in answering, but it
is unlikely these weaknesses will explain away all the
inconsistencies. The question subsets were designed to
give the fullest possible range of choice. While they may
not have always met this objective, the degree of response
indicates they could not have been too far off. Further,
there was no consistent answering pattern for agencies:
responses were neither all affirmative nor all negative,
all inclusive nor all exclusive of choices given, but mixed.

The fact that agencies availed themselves of the
opportunity to "set the record straight" in the open-ended
questions on the last page of the questionnaire only 39% of
the time, suggests that either they did not have any dif-
ferentiation from the fixed-alternative ranges to report or
were not interested enough to give a direct response. Of
the 39% only 4% had decidedly negative statements to make
concerning the propriety of PPR to planning; a few more had
reservations about it; but the vast majority expressed
belief in it and many of them sought assistance for their
own PPR or for professional growth and attention.

Consensus

Consensus of all techniques was not and should not
be expected. This of necessity must be a local choice

fitted to local conditions. But the principal usage of audio-visual aids, the press, publications, speeches and, increasingly, citizen planning organizations, indicates some agreement on the most effective means for getting across a planning message and/or receiving one in return. A national program developed in recognition of PPR importance could at least parlay the various experiences for local comparison, analysis and testing.

Consensus of PPR values or continuing philosophy is more important. Just as the nation appears in need of some national goals to help people and their institutions know where they are going and why, so PPR is in a similar quandary. Will it be completely service-oriented, or will there be other more-functional-to-the-profession values? Will two-directional reciprocation be seriously promoted? Should these value division decisions be left to the individual agency? In other words, are PPR values something which the profession should even try to be in agreement on? Almost two-thirds of the professionals comprising the sample say there is a professional concern, and basic guidelines to help the local planner should be researched and issued.

The interest shown by requesting a copy of the questionnaire results certainly must indicate some curiosity for comparison and standing. Only 11% said they either did not want a copy or failed to check a preference,

usually matching a declination to answer any of the open-ended questions.

Process

That a basic process already does exist in planning agencies for Planning Public Relations is indicated by the consistency of objectives, policies, techniques and evaluative follow-up reported by some agencies, and by the few reported established PPR plans or programs (11.6%). The inconsistencies previously discussed suggest need for a conceptual framework. The emphatic affirmation of PPR being a part of the planning process suggests it must also operate in processual fashion to be so incorporated, whether the affirmation is conceptual rather than actually practiced. The overall response pattern suggest the viability of this hypothesis and its programming will begin in the next chapter.

Value of the Questionnaire

One research effort cannot hope to satisfy completely the set of hypotheses advanced nor administer to the objectives sought. That the principal method seems to have provided a large quantity of vital statistics concerning the status of PPR lends acceptability to the hypotheses. That they are entirely true remains for efforts involving more in-depth searching, expanded methodology and follow-up procedures. Attempts at relating the underlying motivations

whether psychological, social, political, financial, phys-
ical, mixed or whatever, were made in the progressive
discussion of Chapter IV. Deeper insights will come with
more thorough research designs.

There was no intent to solve any specific PPR
problem. The overall intent was to gather a general basis
from which sensitivity to and capabilities for developing a
research framework for further study and a recognition of
the need for that study. To this end, the project appears
to have made some success, i.e. in the enthusiastic response
from agencies and their personal comments.

Some of these statements suggest other values:
. . . "Filling out a questionnaire such as this impresses
on one the need for and importance of public relations"
. . . "The questionnaire emphasizes areas in which we are
deficient" . . . "This questionnaire on PPR could help to
create more enthusiasm for appropriate communication" . . .
"The questionnaire has reminded us of our actual performance
versus possible improvements, with some benefit to the
management of our planning program" . . . "The questionnaire
will serve as a guide to all planning agencies" . . . "In-
formation from the questionnaire will be helpful in 'sel-
ling' funding for general public relations programs in a
number of jurisdictions."

With the seeming acceptability and viability of a processual approach to PPR, and of PPR to planning, a PPRP (Planning Public Relations Process) will be advocated in Chapter VII along with other suggestions received from participating agencies on ways to successfully accomplish PPR.

CHAPTER VII

RECOMMENDATIONS FOR THE ADVANCEMENT

OF PPR PROGRAMMING

Synthesizing the literature available on public relations and the factual results from and analysis of this national survey, certain recommendations for the advancement of PPR programming have come to light and appear to be legitimate. Starting with those change elements supported by the profession by virtue of their acknowledged intent in Chapter VI and as expressed in Questions 37-38, recommendations will proceed from practices to structuring to conceptual-processual coordination.

Choosing the Right Technique

Because people appear to initiate, modify and terminate relationships by communicating with each other, communication is a channel of influence and a mechanism for change. But it will hardly be effective if the audience is not listening. In PPR, planners must realize they are communicating "with a passing parade, not a standing army."[1]

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[1]Scott M. Cutlip and Allen H. Center, *Effective Public Relations* (Englewood Cliffs: Prentice-Hall, Inc., 1958), p. 160.

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Diversification of techniques and delivery become extremely important factors in communicating the PPR program to an increasingly pluralistic and individualistic society. Those areas which could use some attention are audio-visual aids, group interfaces, education and mass media.

Audio-Visual Aids

Everybody knows the value of seeing something for himself. When other senses strengthen sight, insight often develops. Sound appears to be the most effective accompaniment to sight according to the reported popularity of slide show-taped tracks. This may reflect the near inebriation of some parts of society first to movies then to television. From a cost standpoint, it certainly beats making movies. These travelogue-dialogues when imbued with a shock treatment of pleasant sights versus distasteful urban sights, and pleasant recorded sounds (slow vehicles rumbling on brick streets, people laughing in outdoor enjoyment) all exquisitely audible, versus sheer urban noise (a confusion of squeeling wheels, wailing sirens) or the unexpressed noise of a pounding headache from urban stress—all can do much to promote urban beauty and serenity as well as controlled excitement.

All these gimmicks just to get a point across? Yes, if the point's worth making and they work! It would be interesting to learn just how much Mr. Citizen perceives as he purposely moves from Point A to Point B to Point C

in a day's time, never really seeing the inadequacies
around him, much less perceiving why they exist or what
they may be costing him in time, money, and frustration.
Acute blindness often occurs in his own neighborhood he
swears he knows. Conditioning is a marvelous human saviour
and a stubborn resistor to change. Therefore, immediately
followup a passive slide presentation, walking tours of the
areas publicly displayed should be personally "experienced."

Imaginative use of nonaural methods can produce
more effective displays and publications if it is realized
that some of the senses have been lost and those of sight
and touch (through visual texture or tactile feel) remain
and must be overstimulated. Learning to laugh at ourselves
could go a long way toward breaking the planning ice, espe-
cially in encouraging two-way communication. People feel
less critical when they are amused. Dead seriousness rep-
resentative of an admittedly dead serious subject only
strengthens apprehension and urges resistance. A vote for
the comic book approach is registered not just for "lower
class" populace. Even better would be two-sided human
comedy, acknowledging the frustrations of both planner and
citizen as in this real life incident:

> A motorist left this note on the windshield of his car,
> parked opposite a fire hydrant:
>
> > "I have circled this block 20 times. I have an
> > urgent appointment I must keep. Forgive us our
> > trespasses."

A policeman found it and exchanged it for this:

> "I have circled this block for 20 years. I'll
> lose my job. Lead us not into temptation."[2]

Another visual choice could be a calendar technique used to portray the annual report, saving the meatier items for special reports, etc. This could become an "every-home" item. When the architect or draftsman gets bored drawing lines for his regular assignments, dare him to render a scene for one of these techniques. Both tasks will benefit.

Group Interfaces

Personal contact between planner and citizen and between citizens, however frustrating, confusing or delicate, may still be worth the most emphasis in a PPR program for establishing genuine rapport and enduring support. The collaborative processual approach by Godschalk and Mills attempts "genuine interchange between planners and citizens from all walks of life throughout the course of the process," working with rather than for the community. They analogize this process with the collaborative marketing approach which assumes that the consumer is not sure of his exact desires but would be interested in having them defined

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[2]Noel Dant, "People, Planning, Politics, Publicity and the Press," Community Planning Review, Vol. 12, No. 2 (Summer 1962), p. 12.

with the aid of a skilled counselor who knows the range of possible alternatives.[3]

To gain this skill, they continue, the planner must know his client; therefore, he must be concerned with analysis of human activities. The kind of information sought has quantitative dimensions of population, employment, land use and traffic and qualitative dimensions of attitudes, group discussions and neighborhood analyses.[4]

This "life style" approach[5] may do much to beef up and relevantly coordinate the inventory phase of the planning process and will do something to initiate curiosity and perhaps even concern in the planning process. But the role of the planner is still that of technical expert with a little socio-psychological softening gained from his data experience. If this is the role chosen by the planner, then his PPR runs on a one-way track with some feeder lines coming into the mainline, but the lines do not spread back out or run a double track where interfaces can occur in true collaboration.

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[3]David R. Godschalk and William E. Mills, "A Collaborative Approach to Planning through Urban Activities," Journal of the American Institute of Planners, Vol. XXXII, No. 2 (March 1966), p. 86.

[4]Ibid., p. 89.

[5]This approach stimulated a reported unique attempt being made in a small-sized Tennessee planning agency whose director is presently at the crossroads of deciding what to do with all the data now that he has it. He is optimistic that it will, however, be an investment.

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If the process is to be two-way, active involvement must be sought. Meetings can accommodate this objective if certain features are provided. Cutlip and Center note this checklist:

1. Comfortable facilities.

2. "Breaks" in the middle of long sessions.

3. Exhibits, displays, charts, graphs, and films wherever suitable to the subject matter.

4. Refreshments if participants give up their spare time.

5. An opportunity for everyone to get into the act even if it's only through a note pad and a pen.

6. Press notice for the occasion with credit to the departmental people who were responsible for it.[6]

That more and more citizen organizations are cropping up of their own volition is testimony to the omission of a formal planning invitation. In San Francisco, SPUR took the initiative as a formal citizens advisory committee. It is composed of architects, lawyers, neighborhood leaders, housewives, businessmen and "just plain citizens from all parts of the city."[7] Its financial support comes from membership dues, corporate and business contributions, foundation grants and special assistance from the Blyth-Zellerbach Committee.

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[6]Cutlip and Center, op. cit., p. 163.

[7]San Francisco Planning and Urban Renewal Association, "What is SPUR?," 1967 brochure.

The author has no first-hand information on its activities or its success or actual make-up. Yet the colorfully enthusiastic, straight-from-the-hip publications tend to be nothing less than encouraging successful thinking. The illustrated pamphlet on issues and policies for developing a great San Francisco[8] pulls no punches in the policy alternatives it offers for every issue--as many as five approaches per issue which concern place, people, power structure, physical form and the planning process.

While there may be disadvantages to having a citizens organization financed by the government as opposed to the privately financed SPUR, at least it might be assured of continued existence given an initial legislated commitment. Cited earlier, the Community Planning Association of Canada (CPAC) particularly would be helpful to beginning planning agencies requiring a massive dose of public enlightenment. CPAC starts from the premise that both planners and citizens have lots to learn. Most of the articles in their quarterly Community Planning Review are an exercise in PPR. Other services include planning counseling services on local planning matters and a lending library available to members in Canada or the United States. The library idea certainly could be transferred to local planning agency services here.

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[8]San Francisco Planning and Urban Renewal Association, Prologue to Action (San Francisco: SPUR, 1966).

The latest issue of the AIP Journal is devoted to planning and citizen participation.[9] It is disappointing because, unfortunately, the Journal retains its theoretical breastplate with its analytical articles shunning incidences of operational secrets. Planners need less cut-up over what didn't work or guesses at what will and more case studies, however simplistic, on what has worked or seems to be working and why.

To overcome some of the specialty problems of dealing with the public, some planners have begun focusing on the interest group most influencing planning operations (as reported in the survey)--the developer. One small California agency "rich" in new development has found it favorable to meet with home owner associations which are one step removed from the actual development. He realized he needed their help to promote good planning since they "could not understand anything but money." As a result, his programs have been approved and supported.

Calvin S. Hamilton wrote an article on "How to Interest Developers and Provide Liaison with Planning" in 1965.[10] While the avant garde citizen concept now is

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[9]American Institute of Planners, Journal of the American Institute of Planners, Vol. XXXV, No. 4 (July 1969).

[10]Calvin S. Hamilton, "How to Interest Developers and Provide Liaison with Planning," Planning 1965 (Chicago: American Society of Planning Officials, 1965), pp. 207-210.

anti-business and pro-poor, it would do well for planners to comprehend why business has been so slow to participate in sound planning. By showing some real concern for their problems (and they do indeed have their own set just as valid as any other group's), they may feel more inclined to cooperate.

Based on Hamilton's guidelines,[11] these ideas may be helpful:

1. First, get to know the various publics including developers--their ideal objectives so their movements can be predicted.

2. Show a genuine interest in their problems and a willingness to consider a co-partnership to rebuild the city. Government certainly needs their resources and increasingly, developers need government's.

3. Listen to and be willing to follow up on their gripes of red tape, duplication, timing, etc. Good administrative procedures should be an expected part of planning.

4. Infuse the attitude of being a public servant in all employees.

5. Balance this willingness to serve with a sense of responsibility as a public trust. The director should maintain an atmosphere of conscience to correct any "overboard" situations, realizing that citizens of all interests have a right to equal treatment.

6. Organize the office to provide maximum service within the agency and between agencies such as city and county in the case of getting developments approved.

7. Provide the framework and motivation for encouraging innovation. This will attract the better developers.

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[11]Ibid., pp. 208-209.

Minneapolis has not only tried to expand the perspective of its developers but also to assist them in their rebuilding efforts by meeting every 30 days with every governmental agency related to a particular project. This may include the plan commission, school board, highway department, public works department, etc., in a work force collaboration.[12]

There definitely is a place for more interagency cooperation. Intensifying this association with planning through PPR has the advantage of being identifiable. The organized premise of most agencies despite their often disorganized functional attitudes provides a basis from which to work for change. In the case of a more anomalous and anonymous Citizen public, cooperative efforts can be more thwarted. Studies such as the one by Katz and Lazarsfeld[13] on active influentials in all walks of life should be taken seriously enough to see if their ranks are identifiable and can be tapped. If the group contacts of planning are to

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[12] James E. Lash, "Creating Marketability in Urban Redevelopment Planning," Planning 1965 (Chicago: American Society of Planning Officials, 1965), p. 215.

[13] Refer to Elihu Katz and Paul F. Lazarsfeld, Personal Influence (New York: The Free Press, 1966). A means of locating these influentials may be derived from the locational theory of the Webbers who believe that different social sub-systems having different interaction realms can be spatially interpreted and understood. See Melvin M. Webber and Carolyn C. Webber, "Culture, Territoriality, and the Elastic Mile," Taming Megalopolis, Vol. 1, H. Wentworth Eldredge (ed.) (Garden City: Doubleday & Co., Inc., 1967), pp. 35-53.

emphasize a mass approach, however, public education techniques should be studied.

Education

Youth.--A Newsweek editor reported a tremendous hunger for news among teenagers of all levels in 1967. He believed that every possible opportunity to bring young people into "the real work of the world and into full partnership should be exploited," because the unreality of the whole educational system is what "turns them off." What this means for PR in any field of public responsibility is to present the case of an organization in a way that comes over "like sincere." This generation is expert in detecting the cover-up, in resisting the sell, and in translating double talk. The best kind of PR consists of what is done that others can talk about, if they want to.[14]

Aside from setting an example, some planners have reported formal programs to involve the youth of today in the planning of tomorrow. PPR activities most engaged in ranked college programs No. 1 at 76% of the time with elementary school programs taking 55% of their time. In Canada, planning education was introduced into Ottawa high schools in 1964. In addition to the usual classroom

[14]John T. McAllister, "Communicating with Youth: A Look into the Teen-age Mind," Dynamic Public Relations and Communications, A Report of the 1967 National Public Relations Institute for Non-Profit Organizations, New York, pp. 43-44.

learning techniques, local neighborhoods were walked and observed. Familiar and depressed areas were included and most had never walked through, let alone really observed, a depressed area. Learning to look at the familiar and the "differently new" thoughtfully soon produced constructive reports dealing with their discoveries.[15]

A 1952 project at a younger age level, kindergarten, also recognized that children have more sense than adults usually give them credit for. In their urban tours, these kids exposed a greater awareness of the elements that make up a community than many adults. The group built their own "city" using cardboard and the imagination of the young. Besides learning many lessons about constructive activities, they also learned something startling about dismantling a city when they exclaimed, "It took us three months to build the 'city' and two days to take it down."[16] The intelligence of children should never be underestimated nor underutilized in areas of public responsibility. Schools needs materials developed by planners in the real world.

Adults.--More difficult perhaps is finding successful educative measures for adults with all their preconceived and inculcated notions about urban life. Two

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[15]Barbara Lambert, "Planning Education Starts in School," Community Planning Review, Vol. 17, No. 3 (Fall 1967), pp. 8-9.

[16]Olga Adams, Children and the City (Chicago: Irwin Zider, 1952).

projects have been brought to the attention of the author
which can serve as examples for study and extraction. The
Falls of Ohio project, which will be cited later (see foot-
note 21), is one; the Sacramento regional planning project
is the other. The latter is described in a rather thorough
manner from point of conceptualization to evaluation.[17]
Both projects were financed by the 1965 Higher Education
Act.

Undertaking a regional educational program with its
many diversities of people, institutions, jurisdictions,
interests, etc., admittedly must be more difficult than a
local attack so that much information should be obtained
from a more expanded approach. Television and home study
groups were the keynotes of the Sacramento Valley project.

Mass Media

Television and other mass media can be very effec-
tive PPR techniques if their expectations are respected.
That is, while 70 million people may be a potential audience
of public television (1967 figure), programs on public
issues require some kind of drama to reach this audience.
A Chicago educational television director of programming
in addressing a National Health and Welfare Services con-
ference recommended two approaches which have worked for

[17]University of California Extension, Planning for
Regional Growth, A Report of a cooperative educational pro-
gram for the citizens of the Sacramento Valley, Spring, 1968.

him in getting across messages on commonly distasteful

subjects such as cancer and alcoholism--the documentary

and the cartoon. He quiets anticipated opposition to the

documentary by citing some findings from a TV Guide study:

> Fact 1: Recent research sampling by ABC TV on documen-
> taries that appeared on all three networks in the years
> 1962 through 1966 reveals that reality films are watched
> attentively by the mass audience.

> Fact 2: The most comprehensive study of nationwide
> viewing habits ever made revealed in 1963 that there
> was little difference between the TV tastes of the
> college educated and those who were not college
> educated.[18]

Fact 1 may sound encouraging except that from the

wording it is not known whether all three networks simul-

taneously carried a program and thus offered no other

choice for a viewer or whether it is a summed statement,

which certainly carries more weight. Fact 2 is definitely

encouraging (if still true today) in not having to worry

about "reaching too high." The main thing to remember is

that programs have drama: the public wants it.

Booklets offering counsel in developing good tele-

vision and radio public relations as well as press relations

have been recently produced by the National Council of

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[18]Edward Morris, "Opportunities in Public Tele-
vision," Dynamic Public Relations and Communications, A
Report of the 1967 National Public Relations Institute for
Non-Profit Organizations, New York, p. 50.

Health and Welfare Services. They may be worth their
small price as a PPR investment.[19]

Before getting carried away with any media choice,
the audience should be surveyed. While numerous studies
have been made by advertisers on what will reach a partic-
ular market, little has been done outside Madison Avenue.
The Department of Communication at Michigan State University
has made an attempt to rectify this situation through their
1967-1969 project supported in part by a grant from the
Educational Foundation of the American Association of
Advertising Agencies.

The study has produced seven research reports.[20]
Because the emphases are on the urban poor, the black and

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[19]Roy E. Johnson, Making the Most of Radio-TV
(1966) and John H. McMahon, Productive Press Relations
(1968), both $2.00 from the National Public Relations
Council of Health and Welfare Services, Inc., New York.

[20]Report #1: "Communication and Related Behaviors
of a Sample of Low-Income Urban Adults Compared with a Gen-
eral Population Sample," by Bradley S. Greenberg and Brenda
Dervin, November, 1967; Report #2: "Communication and
Related Behaviors of a Sample of Urban Adults in Three Low
Income Areas," by Greenberg and Dervin, December, 1967;
Report #3: "Communication and Related Behaviors of Low-
Income White and Negro Adults," by Greenberg and Dervin,
May, 1968; Report #4: "Television Usage, Attitudes and
Functions for Low-Income and Middle-Class Teenagers," by
Greenberg and Joseph R. Dominick, November, 1968; Report
#5: "Mass Communication Among the Urban Poor," by Green-
berg and Dervin, March, 1969; Report #6: "Communication
and Urban Poverty: A Research Summary," by Dervin et al.,
April, 1969; and Report #7: "Communication and Urban
Poverty: An Annotated Bibliography," by Dervin, Greenberg
and John Bowes, April, 1969--all published by the Michigan
State University Department of Communication, East Lansing,
Michigan.

youth, their findings may serve as an up-to-date source for planning agencies developing their communication programs.

Financing PPR

If planning agencies are going to wait until the body holding the purse strings recognizes the merit of planning, therefore its effectiveness, therefore a need for PR to ensure its effectiveness, some may wait a long time before gaining financial assistance above the very basic public information services they can scrape out of their usually low annual appropriations. If planners firmly believe in something as necessary as PPR and can show an organized but not restrictive program to Council, chances are they'll get the one thing they complain is now holding them back--funds.

The silent pathway to PR and planning effectiveness directed by the roadmarker "Virtue Earns Its Own Reward" has considerable merit but "fails to reckon with the babble and bedlam of today's court of public opinion." The marker reading "The Fallacy of Publicity" is taken by loud voices who think publicity is the answer to everything. This approach seems most resented by professionals (and rightly so!). Cutlip and Center subscribe to the middle of the road marker, the one most suitable to planners: "Good

professional organization of AIP could retain its present tax exempt status and the lobbying organization would be capable of performing direct political activities at state and national levels.[22]

Another item which bears looking into is funding available for adult education processes in the community through Title I under the Higher Education Act of 1965.[23] And, of course, the drawing power of "701" planning funds for public agencies at all jurisdictional levels will legally require financing of a complete public information and communications plan. The idea is to do it right the first time and thus lay a foundation for continued local financial backing in years to come.

Organization of PPR

Sallie Bright writes that public relations is a continuous process, a day-by-day way of life. Public

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[22]American Institute of Planners, AIP Newsletter, Vol. 4, No. 6 (June 1969), p. 2.

[23]The Urban Studies Center, University of Louisville, has conducted a very interesting program under this Act's provision. It originally was financed under "701" funds as a 1967 project to establish the citizen priorities for the Falls of Ohio Metropolitan Council of Governments. Entitled an "Urban Decisions Process," it was patterned after the Great Decisions program of the Foreign Policy Association. This information was derived from a letter and sample copies of publications received from Mrs. Agnes D. Livingood, Assistant Project Director, May 12, 1969.

relations is everybody's business who works in an agency.[24]

Christofferson as well as most planners responding in the

national survey support her statement, that underlying any

program or organization must be the basic understanding

that "every employee has, in addition to his primary job

assignment, a collateral public relations duty."[25] But,

Bright, warns, "therein lies the danger. It may become

nobody's business."[26] Some kind of organization with

assigned tasks is paramount to successful PPR, and to a

viable PPRP.

Some of the ways public relations have been organ-

ized in various municipalities are itemized below.[27] More

in-depth investigation should be made before attempting to

choose or design an organizational structure right for a

particular agency.

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[24]Sallie E. Bright, Public Relations Programs (New York: National Publicity Council for Health and Welfare Services, Inc., 1950), p. 33.

[25]Robert M. Christofferson, "Organizing for Public Relations," Municipal Public Relations, edited by Desmond L. Anderson (Chicago: International City Managers' Association, 1966), p. 215.

[26]Bright, op. cit.

[27]Christofferson, op. cit., pp. 215-221; and Orin F. Nolting and David S. Arnold (eds.), The Municipal Year Book 1967 (Chicago: International City Managers' Association, 1967), pp. 242-275. Of 839 cities reporting on public relations organization in a survey conducted by the Year Book, 38% had centralized, 48% had decentralized, and 14% had a combination of the two (p. 243).

Decentralization

Public relations is conducted by an individual department or individual employees with no central coordination or control as through an executive officer such as the mayor under this scheme. In the case of larger cities, individual departments such as planning may be large enough to justify a PR unit of its own. Some of the pitfalls of this lateral organization are the "empire building" or the development of materials on basic principles which may not only exclude other related interests but may be detrimental to them to the extent of losing ground for the entire central organization.[28]

Centralization

Public relations is conducted by a single centralized organization having final responsibility for control and coordination of all related departments or appointed employees. Some of the agencies in the national survey asserted that working closely with the chief executive and thereby maintaining an overall perspective of the city and its needs as well as the means for enforcing programs to meet those needs (i.e. the executive arm) is absolutely essential for PPR effectiveness, as well as its existence. This might be realized either through the stronger

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[28]Christofferson, op. cit., p. 217.

centralized organizational structure or through a limited
mixed organizational structure.

Mixed

Authority and decision-making by the chief admin-
istrator or city council is coordinated with the actual
execution of specific PR activities by individual depart-
ments under this combined arrangement. This would appear
to be most common among the agencies responding in the
survey. While it may lend coordination, it could restrict
a PPRP or soundly support it. A lot depends on the phil-
osophy of those in charge.

Autonomy

Very seldom will a public planning agency be inde-
pendent enough (only 2 agencies or .9% were reported to be
independent in the survey) that it will be able to conduct
an autonomous program. Usually it will still have to
answer to someone. Whether the director takes on the task
of public relations himself or delegates responsibility for
it, the hazards of departmentalization are avoided and
costs of consultants are eliminated. The one-man show may
be particularly desirable for smaller cities of 50,000 and
under, and the delegated task approach is feasible, accord-
ing to Christofferson,[29] in cities of 100,000 to 200,000
population.

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[29]Ibid., pp. 216-217.

Variations to these overall administrative struc-
tures might be the addition of professional communication
experts or PR consultants. In a public municipality based
on democratic representation and control, it is doubtful
that they would ever operate alone as they would in private
or semi-private organizations.

Collaborating Consultant

When thoroughness and complexity become the keynotes
of PPR (as in the undertaking of an extremely important and
large drive or program), a competent, qualified consultant
can often not only save time and money from untrained false
starts, but also breathe in a fresh approach. His unique-
ness, however, may not be to the liking of a traditional
community, may be naïve in relation to the agency's real
problems, may be resented by the rest of the organizational
tree if under a decentralized structure, and most assuredly
will cost money.[30]

Staff Professional

As a move to overcome the disadvantages cited above
for an "outsider," more and more cities and planning agen-
cies are hiring professionals to become a part of their
staff. They may be permitted to establish their own sub-
section in a planning agency similar to long-range and

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[30]Ibid., p. 218.

short-range planning sections, with authority to tap the services of the other specialists when their particular talents are indicated. Or they may become a subsection shared by both long-range and short-range sections if that is the administrative division.

Some of the survey respondents say that it is essential for this professional to have a voice in policy matters of the agency or his contributions can prove futile. Again, he is not a cure-all but may become just one more specialist collaborator in the coordinated discipline of urban planning.

Planning Public Relations Process (PPRP)

The obvious solution is not a partial patch-up or unipurpose injection but a whole new perspective on public relations for planning. The whole of PPR should be viewed just as comprehensively as the planning process it portends. It could become a process itself. The idea already has been proposed in other fields but not in direct relation to planning.

The proposals are essentially the same. The basic discussion on PR programs by Sallie E. Bright should be reviewed as a starter.[31] Cutlip's four step research-planning-communication-evaluation process, however,

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[31]Bright, op. cit.

emphasizes the communication aspects.[32] Marston's RACE

formula of Research, Action, Communication and Evaluation

emphasizes action forms--decision making and "exterioriza-

tion," the Latin American way of showing on the outside

what is really felt on the inside, which he feels are

necessary to overcome the North American deadpan, whitewash

traditions associated with "pr."[33]

E. Stuart Wells[34] puts planning back into the

Cutlip model and comes up with SPACE: Seeking facts,

Planning, Advising management on PR aspects of all deci-

sions, Communication and Evaluating-analyzing feedback.

In so doing, he comes closer to the planning process. A

Planning Public Relations Process (PPRP) will be outlined

for consideration here. It has no accompanying slogans or

easily remembered formulas. It is designed to work, com-

plementing the complex planning process. Other PPR sugges-

tions either gained from the survey or gleaned from current

public relations materials or projects supporting a proces-

sual approach to PPR have just preceded and are also dis-

persed through this discussion.

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[32]Cutlip and Center, op. cit., pp. 91-151.

[33]John E. Marston, The Nature of Public Relations
(New York: McGraw-Hill Book Company, Inc., 1963), pp.
161-303.

[34]E. Stuart Wells, "The Professional Approach to
Planning," Public Relations Journal, Vol. XXII, No. 10
(October, 1966), pp. 99-100.

A PPRP is envisioned as becoming a distinct but integral part in the general planning process. This latter process is usually perceived as being representative of Figure 1. Using this as a model, a PPRP design becomes apparent and an abstract structure is proposed as Figure 2. The diagrammed proposal consists of four major subprocesses: a study design; a local goal and policy framework; the formulation, testing and selection of PPR techniques which implement the program; and follow-up evaluation and continuing study.

Study Design

To be incorporated as part of and to draw from the general planning process, a study design will be the basic input feature. Things which will have to be considered are: (1) information and educational service needs of all the system inventories (physical development, transportation, population and economics, social-political, etc.); (2) any PPR needs not being met by the previous PPRP cycle and PPR innovations discovered during the previous evaluation phase; (3) present agency resources (budgets, organizational structure, staff talents, physical facilities or equipment, etc.); and (4) the basic tenets subscribed to by the profession, based on AIP research and professional consensus. From this data base, the analysis-forecasting-synthesis phase of the study design can begin.
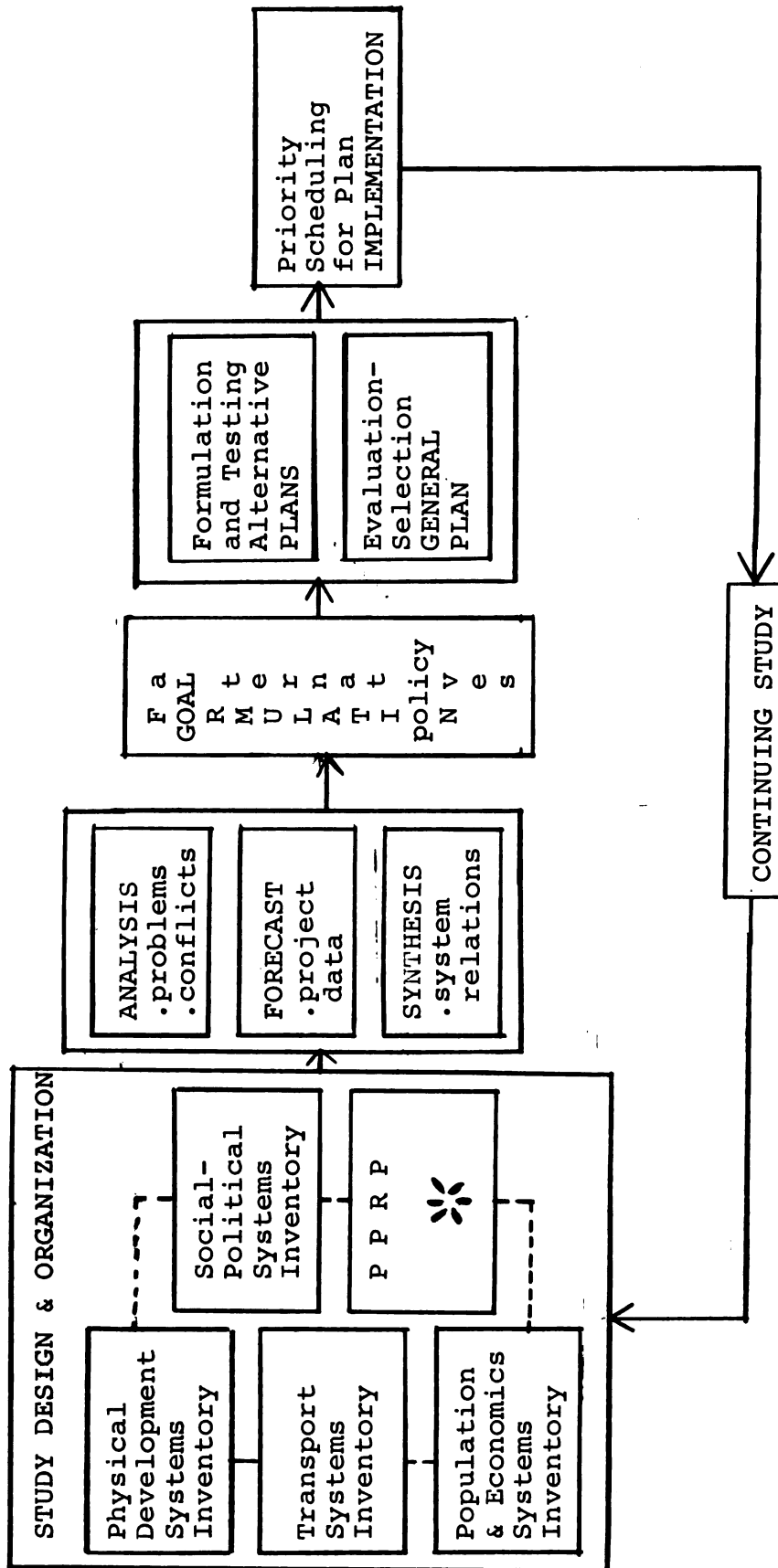
Figure 1.--The planning process.
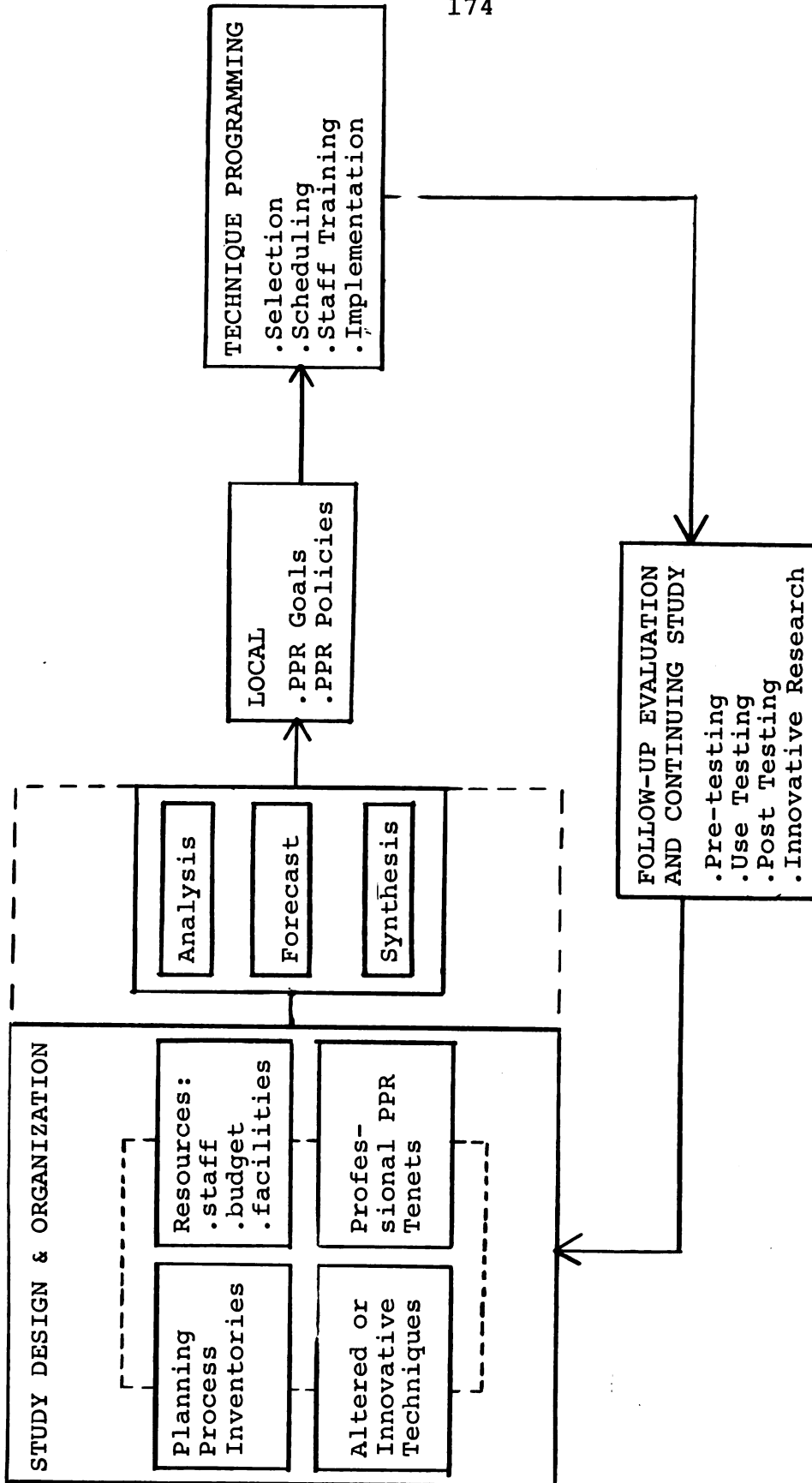
Figure 2.--Planning public relations process.

Needs should be examined for both complementary and conflicting features in each input factor. For example, publicizing the economic base projections with the goal to lure new industries had best consider past programs and projected conditions of air pollution as well as any past PR activities for other related factors such as transportation. The social-political inventory may, through a public attitude-toward-planning survey, reveal where certain types of information, services, promotion, etc., related to other input factors are particularly needed. In short, the publics involved should be well known.

Similarly, staff and budget requirements for all PPR needs should be analyzed for programming. Information for making a decision on the appropriate structuring of staff and budget should be compiled. The current staff-budget arrangements should be compared for advantages and disadvantages of alternative arrangements as just discussed. A teamwork approach should be used whenever feasible. A joint approach with the mayor's office, public health department, etc., sometimes is stronger and cheaper. Physical facilities such as floor space and PR equipment should be taken into consideration. Thus, a forecast of PPR needs in certain areas of the city and within certain time frames in a synthesized relationship of needs makes possible the second processual phase.

Local Goals and Policies

Based on the data inventory of PPR needs and the
principal professional tenets of PPR, alternative goals
and related policies can be formulated which will best
reflect the desires and needs of the local community.
Considerations here should include the long-range objec-
tives of the General Plan, the goals selected by the com-
munity for the General Plan, the short-range objectives of
action programs implementing the plan, and the degree to
which the planner will serve the political, policy body,
or executive directives as to which PPR goals and policies
will be honored and by what priority.

To help in the priority selection, fundamental PPR
directions should be charted. The following list, if it
became the principles subscribed to by the profession,
could be used as guidelines for deriving locally applicable
objectives. Some of these were proposed by Canfield[35] as
principal objectives for public relation programs of
nonprofit organizations.

1. To interpret planning--its objectives, policies,
   practices, competence and accomplishments--to the
   public.

2. To persuade the public to support plans, based on
   planning expertise.

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[35]Bertrand R. Canfield, Public Relations: Prin-
ciples and Problems (Homewood: Richard D. Irwin, Inc.,
1954), p. 227.

3. To correct misconceptions and answer criticisms directed at the profession.

4. To aid in fund-raising for plan effectuation.

5. To secure legislative support for planning recommendations.

6. To determine the attitudes of the public toward planning and its programs.

7. To open channels permitting citizen involvement in policy-making and plan selection.

8. To establish liaisons with the community which will result in reciprocal learning-teaching experiences.

Establishing a priority range for the PPR goals and objectives selected precedes their actual programming into action. For example, it might be best to tackle only a few PPR tasks during the projected time frame, such as introducing or reintroducing a story of planning to the community by various formats, making sure all segments of the population are reached this time. Then a more particular goal project might be developed such as a community or neighborhood newssheet on planning project matters. Thirdly, the goal of developing more effective relations with the departments and agencies related to planning might be begun.

The PPRP deviates from the general planning process at this point in not submitting goals and priority selection to the public. The expertise of planning management is called upon here to arrange PPR policies which will coordinate with publicly chosen General Plan goals.

Technique Programming

       After it has been decided which PPR objectives will

be sought and in what order, the techniques must be devised

and programmed to accommodate the policy framework. A

process approach will have particular value for the in-

volvement of mass media techniques which require consid-

erable attention to lead time, for example, in developing

topics most pertinent to the community when air time is

available, or in developing sufficient material early

enough to do a sequence.

       Choice of techniques should consider the staff and

budget projections as well as physical restraints (space

and equipment) determined in the study design, newly for-

mulated goals and policies, and new or innovative technique

uses which have come to light. Perhaps one technique, a

local television series, could serve two goals if programmed

properly, or be twice as effective if followed immediately

by another technique such as a newspaper series. The fol-

lowing may be among the various techniques accessible to a

local agency:

       MASS MEDIA: press, radio, television

       GRAPHICS: WRITTEN:
         posters   letters and postcards
         maps   handbooks and primers
         charts   newssheets
         photographs   handbills or flyers
         sketches   periodicals
         models   plans and programs
         exhibits   special studies
         children's artwork   annual reports
         sculpture   calendars

EXCHANGE:
  neighborhood meetings
  block clubs
  public hearings
  speaker's bureau
  the grapevine
  interagency meetings
  interdisciplinary
    seminars
  classroom presentations
  attitude surveys
  open house
  audio-visual loans

WRITTEN: (Cont'd)
  comic books
  text books
  bumper stickers
  home study kits
  glossary of planning words
    and phrases
  children's poetry, plays

IMAGERY EXPERIENCES:
  slides
  movies
  neighborhood walking tours
  field trips
  special city events

Selection of the techniques and their accompanying programs for implementation should be made by the agency director. His selection should consider case studies of successful PPR technique employment, perhaps eventually through channels set up by AIP or another professional organization. His selection must consider any restraints such as no local television station, staff shortage, etc. It may entail a temporary reorganization of PPR staffing from previous assignments to best accomplish the desired results. Whenever, possible, the techniques should be pre-tested to ensure effective and long-run savings. Ideally this should be done in the research section of the agency or be among the ongoing research tasks of an as-signed PPR employee. With any alterations made, the tech-nique is ready to be employed at the designated time.

Scheduling the techniques selected for the various PPR objectives may be done in a modified PERT version such

as that suggested by Kent M. Lloyd.[36] An honest assessment

of the staff's capabilities should be made at this time and

any training necessary to carry out the program or future

programs should be made a part of this scheduling procedure.

If there were an ongoing formal training program, it could

be tapped here for special and immediate application.

Of prime importance in any training is to emphasize

the use of the vernacular of the people being reached. In

most cases, everyday layman's language will go much farther

than the stilted phrases of the profession. Abstracted

concepts are helpful in speeding up and permitting a larger

scope of communication between professionals, but they

alienate the uninformed and frequently bother the informed

who prefer terms they are more comfortable with. A dic-

tionary of planning terms might be a blessing to both

planners and publics.

Follow-up Evaluation and Continuing
Study

As much as possible, effects of implemented tech-

niques should be studied and analyzed for achievement rates

and improvement symptoms. If the agency has a research

section, PPR research should be a vital part of its duties.

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[36]Kent M. Lloyd, "Research and the Public Relations
Process," Municipal Public Relations, edited by Desmond L.
Anderson (Chicago: International City Managers' Associa-
tion, 1966), pp. 46-47.

Innovative ideas should be encouraged, perhaps by a suggestion box for all employees to use as well as the professionals. Tested information should be fed into the next study design phase as an act to stimulate currency and propriety with local, regional and national environmental conditions.

Lest the small agency turn off their receivers at this point, they should know that PR research is not above their means. There are practical steps the smallest of agencies can take which can yield new insights and reduce the groping characteristic of too many PR efforts. A little book written by a PR consultant may suggest evaluative means for any size agency.[37]

Functional objectives[38] which may be included in this research phase are:

1. Determining where an agency stands with its publics, spotting small problems before they grow into large ones.

2. Pretesting various techniques considered before they are used.

3. Assessing or post-testing selected techniques while they are in use and after usage.

4. Devising and exploring new, inventive techniques.

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[37]Alvin Schwartz, Evaluating Your Public Relations (New York: National Public Relations Council of Health and Welfare Services, Inc., 1965).

[38]Ibid., pp. 7-8.

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The best place to start gauging PR effectiveness is with a definition of the PR themes stressed, their actual and ideal relative emphases such as: needs met by the agency, services provided, quality of the service, activities of the staff and other involved persons, agency's place in the community, agency's professional role, agency's problems, and/or fund-raising efforts and other events.[39] For a more abstract checklist, see Cutlip's 7 C's of Communication: Creditibility, Context, Content, Clarity, Continuity and Consistency, Channels, and Capability of audience.[40]

Some evaluative methods which may be used are the questionnaire, the interview, recorded observation (at meetings, etc.), degree of actual effectuation of plans and programs, social cost accounting of dollars saved and values gained, and those suggested by Cutlip.[41]

Process Summary

The PPRP is a conceptual framework whose concepts have been derived from and supported by business and government management and social service sources, reworked and

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[39]Herman D. Stein, Measuring Your Public Relations (New York: National Public Relations Council of Health and Welfare Services, Inc., 1952).

[40]Cutlip and Center, op. cit., pp. 140-141.

[41]Ibid., pp. 143-151.

customized for planning objectives. To become operative,
local agencies would have to adapt it to their programs,
organizational structures and processual arrangements. It
is proferred as a stimulant to get people thinking in terms
of a connected chain of events vital not only to PPR but
also to general planning and the eventual benefit of the
community.

Research

Much of what has just been presented probably
sounds prosaic. Its defense is that the commonplace, the
resources already at our disposal are too often overlooked,
taken for granted, or underdeveloped.

That so little research on planning-public contacts
has been made by the profession is deplorable. That AIP
apparently has not even seen the need is inexcusable. If
it as a professional institution does not feel inclined to
actively research this and other vital planning issues,
then it should direct and encourage other institutions to
do so; the very least it could do is compile a bibliography
of source materials and, ultimately, case studies for its
members. As a national group it could undertake the pro-
duction and promotion of national television programs.
This would help the local agency in their uphill battle
against ignorance and disinterest as people see their plan-
ner isn't the only deviant proselyte of change.

AIP could be especially helpful in the field of government public relations by urging, and even conducting at the national level, programs of interagency cooperation and understanding. If a government lobby were established and public recognition gradually extended, even more motivation to cooperate would emerge. Especially if AIP and its lobby made it clear where their interests began and ended so that fears of now controlling interests would not be so quick to sabotage the effort.

More follow-up of conducted planning research should be done. With a field so new, so expanding, so undefined, new research piles upward instead of condensing laterally in a more contoured fashion. The results of this thesis should be checked by determining the authenticity of agency responses concerning the real effectiveness of planning in general and PPR in specific.

One idea would be to match up evaluative questionnaires to be filled out by a local group having a large interest in civic advancement with the planning questionnaires of this thesis. The League of Women Voters could be utilized: their national membership list indicates a 70 percent city match-up with the planning agency sample.[42]

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[42]Such an evaluation was intended as part of this thesis but an unexpected family illness and death made it impossible to carry out within the time frame of the thesis.

It would be most interesting to see an evaluation of planning made by any concerned interest group.

Without this procedure, the project can stand alone it is felt, as a beginning inquiry into the subject of public relations for planning and the planning of a public relations program. The torch is humbly passed to the next aspirant for truth and betterment.

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APPENDICES

APPENDIX A

Geographic Distribution of Sample

and Survey Returns

Survey Questionnaires

	Sent	Ret'd		Sent	Ret'd
Alabama	5	0	Nebraska	2	2
Alaska	0	0	Nevada	1	0
Arizona	3	2	New Hampshire	4	4
Arkansas	2	2	New Jersey	8	2
California	86	54	New Mexico	2	2
Colorado	7	7	New York	12	7
Connecticut	10	7	North Carolina	9	6
Delaware	2	1	North Dakota	0	0
District of Columbia	1	1	Ohio	13	11
Florida	9	7	Oklahoma	4	3
Georgia	6	4	Oregon	5	3
Hawaii	1	0	Pennsylvania	7	5
Idaho	2	0	Rhode Island	2	1
Illinois	6	5	South Carolina	4	4
Indiana	8	7	South Dakota	0	0
Iowa	5	3	Tennessee	7	5
Kansas	3	2	Texas	9	6
Kentucky	3	3	Utah	1	1
Louisiana	1	1	Vermont	0	0
Maine	2	2	Virginia	10	5
Maryland	3	3	Washington	10	8
Massachusetts	10	5	West Virginia	1	1
Michigan	23	20	Wisconsin	7	6
Minnesota	4	3	Wyoming	0	0
Mississippi	2	0	Total Q'rs:	326	225
Missouri	4	4	Total States Plus Dist. of Col.:	45	40
Montana	0	0			

APPENDIX B

National Survey Forms

Letter of Transmittal

MICHIGAN STATE UNIVERSITY   East Lansing, Michigan   48823

College of Social Science
School of Urban Planning and Landscape Architecture
3 June 1969

Dear Mr. Planning Director:

As head of a planning agency, one of the legislated func-
tions you probably have been charged with is that of public
education and information. This function for you as well
as for most directors likely has seemed more of a burden
than an aid or potential. Yet it is common knowledge that
many plans and programs containing weeks or even years of
expertise have been discredited because of nonconcomitant
attention to communicating their ideas to the public.

Some restrictions to this attention have been the technical
heritage of planning, the lack of understanding of the
apparent success of plans which were given advance public
presentation, the problems of involving "too many publics,"
and the dearth of any composite treatment of this concept
in the professional literature of planning. Some basic
research into the existing nature and extent of Planning
Public Relations which includes a study of the complete
range of planning information, education and service rela-
tionships for all types of local planning agencies would
appear to be in order.

To gain a representational view of the profession on this
subject, a national survey of a few key agencies at local
planning levels is under way. Your agency has been selected
and is requested to take part. There is no delusion that
even a broad survey of this kind can answer all the ques-
tions. Other studies to supplement this survey will be
necessary if the professional is to receive truly bene-
ficial aids for working with his "publics." The survey
breadth, however, will provide knowledgeable beginnings.

Recognizing how busy planning directors are, the questions
in the survey have been formulated so that an assistant
familiar with the operations of the agency can make the
response. All information will be kept in confidence.
For your convenience, a stamped, self-addressed envelope
is enclosed so that you can return the completed form
while it is at hand.

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I hope that the treatment of this subject interests you and that you enjoy the exercise. If you would like a copy of the survey results, check "yes" under Question 40. Because the sample is limited, a high percentage of response is essential if we are to shed light on a rather under-studied planning problem. Thank you for your contribution.

Sincerely yours,   Sincerely yours,

Genevieve A. Brune   Keith M. Honey, AIP
HUD Fellow   Professor

A NATIONAL SURVEY TO DETERMINE THE EXTENT OF
AND SUPPORT FOR PUBLIC RELATIONS IN
LOCAL PLANNING AGENCIES

DIRECTIONS: Mark (X) next to, or circle the response most applicable, or write in the correct information where requested.

CONTEXT OF THE PLANNING AGENCY

1. AREA of planning concern: (Check 1)

    ____ incorporated city
    ____ incorporated city plus extra territory
    ____ metropolitan area
    ____ city-township
    ____ city-county

2. LIFE-SPAN of the local planning agency: (Check 1)

    ____ under one year   ____ 1-5 years   ____ over 5 years

3. Position of planning agency to local government: (Check 1)

    ____ Responsible to a policy body (plan commission, city council, etc.)
    ____ Directly responsible to mayor
    ____ Directly responsible to city manager
    ____ Other (Please specify)_____

4. MAJOR emphasis of planning operation: (Check 1)

    ____ Public administration (day-to-day zoning, sub-division decisions)
    ____ Land use and transportation
    ____ Urban design
    ____ Special programs (urban renewal, model cities, etc.)
    ____ Economic planning
    ____ Master or comprehensive plan preparation or revision
    ____ Social planning
    ____ Other (Please specify)_____

Please WRITE IN answers to Questions 5 through 13:

5. _____ Number of professionals on planning staff

6. _____ Number of administrative personnel (secre-
taries, draftsmen, etc.)

7. _____ Population in Planning Area

8. $_____ Operating budget of agency for PAST
fiscal year.

9. $_____ Operating budget of agency for COMING
fiscal year.

10. $_____ Appropriations for planning public
relations (public information, educa-
tion, services, citizen participation,
etc.) for PAST fiscal year.

11. $_____ Appropriations for planning public
relations for COMING fiscal year.

12. _____% Rough estimate of percentage of TOTAL STAFF
TIME spent in Planning Public Relations (PPR)
this PAST fiscal year.

13. _____% Rough estimate of percentage of TOTAL AGENCY
BUDGET spent on PPR activities this PAST
fiscal year.

CONTEXT OF PUBLIC RELATIONS

14. COSTS for Planning Public Relations (PPR) activities
are charged as: (Check 1)

    ____ A separate planning agency budget which covers
    all manpower, supplies, services, etc. related
    to PPR activities.
    ____ % of a specific planning program budget (e.g.
    master plan, transportation study, etc.)
    ____ % of local government budget as a departmental
    expense
    ____ No distinction as any budget item
    ____ Other (Please specify)_____

15. FORMULATION of Planning Public Relations (PPR) per-
formed by: (Check 1)

    ____ Separate, specialized public relations "Section"
    in the agency.
    ____ Any planning staff member, depending on the
    project, time, etc.

_____ Outside consultant.
_____ Central government staff function, as part of administrative program.

16. MAJOR TRAINING of person or staff formulating PPR: (Check 1)

_____ sociologist	_____ engineer
_____ economist	_____ historian
_____ draftsman	_____ lawyer
_____ architect	_____ political scientist
_____ planner	_____ secretarial
_____ administrator	_____ communications expert

17. Person or body exercising POLICY CONTROL over PPR: (Check 1)

_____ Mayor	_____ City Council
_____ City manager	_____ City PR Department
_____ Political leaders	_____ Private PR Agency
_____ Planning director	_____ Other:_____
_____ Plan Commission	

18. RANK the <u>policy priorities</u> of the person or body exercising policy control over PPR: (5-4-3-2-1 rank where 5 is most important, 1 is least important in priority)

_____ To create good will for planning in the community.
_____ To serve the public--with information, education, requests.
_____ To persuade the public to support plans produced by the planning agency.
_____ To achieve public dialogue for a policy type of planning.
_____ To advance the image of the encumbent political administration.

19. Do the PPR SERVICES of the planning agency include: (Circle the number that best expresses the service)

Established	Developing	No Plans	
3	2	1	A speaker's bureau - staffed, available, accessible.
3	2	1	Audio-visual equipment loans.
3	2	1	Display loans (models, charts, maps, etc.)

Established	Developing	No Plans	
3	2	1	Consultant-dialogues with other professionals, disciplines.
3	2	1	Assistance in developing or encouraging the formation of neighborhood block clubs or similar organizations.

20. Do PPR activities offer the Public: (Circle the number best expressing the activity)

Regularly	Occasionally	Never	
3	2	1	"Open house" of planning agency headquarters.
3	2	1	Publicized invitations to visit all new planning projects.
3	2	1	Special city-wide events, e.g. "city planning week"
3	2	1	Cooperative programs with elementary schools, e.g. providing "text" materials on urban planning.
3	2	1	Cooperative programs with local colleges, e.g. providing planning students with internships, speakers, etc.
3	2	1	Use of the vernacular in publications or dialogues for specific groups, e.g. foreign or ghetto language, "comic-book" technique for youth, statistics for businessmen groups, etc.

21. How often do the agency's PPR activities provide NEW plan commission members with: (Circle the number most applicable to each activity)

Always	Sometimes	Never	
3	2	1	Introductions to all agency personnel.
3	2	1	Guided tour of agency's quarters.
3	2	1	Guided tour of city and current projects.
3	2	1	"Primer" of planning principles, functions, etc.

Always	Sometimes	Never	
3	2	1	Personal copy of Comprehensive or Master Plan
3	2	1	Copies of recent planning studies.
3	2	1	Copies of all local ordinances and codes.

22. What importance have the following METHODS had in representing the nature and extent of your local PLANNING PROBLEMS? (Circle the number most applicable)

Extreme	High	Some	Limited	No	
		Importance			
5	4	3	2	1	Empirical Observation
5	4	3	2	1	Cost accounting measurement of physical need
5	4	3	2	1	Technical devices (e.g. to measure traffic, pollution, etc.)
5	4	3	2	1	Directives from Chief Executive
5	4	3	2	1	Directives from policy body
5	4	3	2	1	Statements from politicians or other "influentials"
5	4	3	2	1	Economic studies (employment, tax base, etc.)
5	4	3	2	1	Social statistics (crime, drop-out, welfare rates, etc.)
5	4	3	2	1	Public opinion surveys

23. Are you using any of these RESEARCH techniques to improve citizen-planner understanding and cooperation? (Circle the number most applicable)

Established	Developing	No Plans	
3	2	1	Symbol system for "instant communication" (e.g. traffic, leisure, social services uses, etc.)
3	2	1	Test of publications--prior to release--for measuring rates of understanding, comprehension, retention.
3	2	1	Separate "Information and Communication" PLAN as part of comprehensive or master plan.

24. Is there a Planning Public Relations TRAINING PROGRAM
    for the planning staff? (Check 1)

    _____ Formal for professionals only (e.g. learning PPR
          policies, techniques, etc.)
    _____ Formal for both professionals and nonprofessionals.
    _____ Formal for professionals and informal program for
          nonprofessionals.
    _____ Informal for both professionals and nonprofes-
          sionals (e.g. telephone manners, etc.)
    _____ No programmatic emphasis at all.

25. How many TIMES in the past fiscal year have members of
    the planning staff: (WRITE IN the amount for each
    category)

    _____ Taken part in radio broadcasts concerning planning
          issues.
    _____ Appeared on local television news broadcasts.
    _____ Appeared in special television programs, e.g. a
          series on local planning.
    _____ Prepared special news stories for the press.
    _____ Published surveys of public opinions on planning
          issues.
    _____ Circulated reports concerning local planning to
          the ENTIRE population.

26. What has been the AVERAGE NUMBER of annual reports and
    special studies produced and CIRCULATED by the planning
    agency? (WRITE IN the amount for each category)

    _____ Annual reports.   _____ Special studies.

EVALUATION OF PLANNING PUBLIC RELATIONS

27. MAJOR RESTRAINTS on communication--public relations
    efforts of planning agency: (Circle the number best
    expressing the extent of the restraint)

Great Restraint	Some Restraint	No Restraint	
3	2	1	Not enough trained personnel to handle PPR.
3	2	1	Not enough money to conduct adequate PPR program.
3	2	1	Not enough interest by public officials in PPR.
3	2	1	Attitude of planning staff towards PPR.

Great Restraint	Some Restraint	No Restraint	
3	2	1	Overcoming a poor planning image in the community.
3	2	1	Other:_____

28. How much actual INFLUENCE are the following interest groups allowed to have on planning operations? (Circle the number best expressing the amount of influence)

Great Amount	Some Amount	Insignificant Amount	
3	2	1	Board of Education
3	2	1	League of Women Voters
3	2	1	Chamber of Commerce
3	2	1	Land Developers
3	2	1	Religious councils
3	2	1	Fine arts commission
3	2	1	Militant groups (students or neighborhood groups)

29. METHODS relied upon to EVALUATE EFFECTIVENESS of planning in the community: (Circle the number best expressing the degree of reliance)

Great Reliance	Some Reliance	No Reliance	
3	2	1	Sample survey response (telephone, post card) of citizens
3	2	1	Public meeting attendance
3	2	1	Active support of plans and programs
3	2	1	Social cost accounting of dollars saved or values gained
3	2	1	Reactions in the local press
3	2	1	Intuitive feel of the community
3	2	1	Other:_____

30. Estimate of OVERALL EFFECTIVENESS resulting from agency's PPR as indicated by public acceptance and implementation of plans and programs: (Check 1)

_____ Excellent   _____ Good   _____ Fair   _____ Poor

31. MAJOR EMPHASIS in improving PPR next year: (Check 1)

_____ Larger budget allowance for PPR
_____ Specialized communication staff or officer
_____ Changing line of control over PPR policy

_____ More diversified media to serve various planning "publics"
_____ No change intended
_____ Haven't decided

32. Best SOURCE OF MANPOWER improvement in PPR coming from outside the agency? (Check 1)

   _____ Communication--PPR training required as part of professional planning schools' curriculum.
   _____ Direct political involvement of planning director in the community.
   _____ Communication specialists hired as part of the planning staff.
   _____ Regular use of public relations consultants.
   _____ Other:_____

THOUGHTS ON THE SUBJECT

33. What SHOULD BE the MAJOR PUBLIC OBJECTIVES of professional planners in their PPR activities: (Circle the number that best expresses your evaluation of each objective)

Always	Situa-tionally	Never	
3	2	1	To aid in fund-raising for plan effectuation.
3	2	1	To secure legislative support for plan recommendations.
3	2	1	To interpret planning for the public.
3	2	1	To persuade the public to support plans--based on planning expertise.
3	2	1	To determine the attitudes of the public toward plans.
3	2	1	To open channels permitting citizen involvement in policy-making and plan selection.

34. In a Planning Area where any citizen lives, works or has social or economic interests, should he be given the GENERAL RIGHT TO: (Check 1)

   _____ Expect planners to operate within the "public interest" and not have to consult him.
   _____ Be consulted for his opinion.
   _____ Influence decision-making.
   _____ Decide with veto power over public authority of necessity.

35. Should the AIP as a professional organization undertake PPR RESEARCH to establish guidelines for its professional use? (Check 1)

_____ Appropriate to AIP role.
_____ Up to individual agency to determine.
_____ Inappropriate to profession as a whole (e.g. should be left to local government)

36. PLEASE DESCRIBE IN DETAIL:

a. Any unique or especially effective PPR technique you have used:

_____

_____

b. How you derived this technique and how you effected it:

_____

_____

_____

c. Why you think it was so effective:_____

_____

37-38. Reactions to or comments on the appropriateness of PPR as part of the planning process and/or to this Questionnaire:

_____

_____

39. Will you send, under separate cover, a copy of an "Information and Communication" plan or similar document developed by your agency? ____ Yes ____ No

40. Would you like a copy of the results of this survey? ____ Yes ____ No

THANK YOU FOR YOUR INTEREST, YOUR ATTENTION,

AND YOUR ASSISTANCE IN THIS

RESEARCH EFFORT

Follow-up Letter

MICHIGAN STATE UNIVERSITY   East Lansing, Michigan 48823

College of Social Science
School of Urban Planning and Landscape Architecture
23 June 1969

Dear Mr. Planning Director:

In an effort to provide local planning agencies with a
better understanding of the various problems and techniques
associated with public relations and communications in the
planning process, I am conducting a national survey on this
topic. Your agency was selected to share in this learning
experience and a questionnaire was sent to you several days
ago. To date, no response has been received from you.

On the chance that the survey has been mislaid on someone's
desk, and with the expectation that you wish to be included
in the results of this national survey, I am sending a
second form along with another stamped, self-addressed
envelope for its swift return by July 1.

You may find that you can pass along the form to an assist-
ant for your response although you, yourself, may find the
exercise challenging and enlightening.

If you have returned the first form just recently, please
accept my sincere appreciation and disregard this letter.
Your cooperation makes this research effort possible.

Sincerely yours,

Genevieve A. Brune
HUD Fellow