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PEOPLES' PARTICIPATION IN COMMUNITY PLANNING

By

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In Fulfillment

Urban Planning - 800

Individual Research Project

for

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School of Urban Planning

& Landscape Architecture

Michigan State University, East Lansing, Michigan

Winter, 1977

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A C K N O W L E D M E N T S

My deep appreciation goes to Professor Dr. Sanford S. Farness in the study of this paper. I have greatly benefitted from his comments on both substance and style. Special thanks are also due to Mr. John H. Worth, Citizens Participation Coordinator, City Hall Lansing, and Mr. Rex L. Lamore, Program Assistant, Center for Urban Affairs Community Development Program, Michigan State University, Lansing, Michigan for providing valuable information media on citizen's participation in Lansing, Michigan. Finally, I would like to dedicate this paper to our dearest sister and brother-in-law Zahida and Zafrul Mullick who participated more than their due share in giving love, affection and shelter to me and my younger brothers and sister during the time when we needed most.

To

Zahida and Zafrul Mullick

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PEOPLES' PARTICIPATION IN COMMUNITY PLANNING

1. INTRODUCTION: The understanding that if peoples' participation is to be successful, planning must develop access to the decision making process for participation organizations. In this sense, people participation represents an interest to be equaled with social institutions and their ability to influence community planning projects.

Views of peoples' participation today are examined in the light of people participation in planning and discussed with past and present determinations of the public interest in planning. Emphasis has been placed upon the public interest, since adopted plans must be considered as the articulation of interests which were able to influence the planning process.

The frame work for the examination of people participation as a social institution is established by the recognition that "politic" is the medium through which the influence of power and authority of a social institution is exercised. These are the same influences which determine the public interest in planning.

The development of planning strategy for people participation is discussed in terms of the required components of a social institution, then the overall organizational effort and the preliminary requirement of power and authority. In further development of people participation as a social institution, the objectives and aims of participation are established. The objectives seek to set on a broad scale the strategy of people participation in relation to the planning process, and the aims are established as an expression of the strategy of people to people participation. Possible secondary consequences of the aims and objectives are also examined; i. e. community control and the development of political power.

Finally, an evaluation is made of the practical difficulties in the establishment of participation as a social institution in planning. The practical impediments, both internal and external, of the participation effort are cited, as well as the obstacles the planner must overcome. Some of the existing programs in Michigan are also evaluated for the provisions they contain, which are readily adaptable to the organization of people participation as a social institution. The task of the development of strategy is then related to planning and its professionals and society at large.

11. HISTORY OF PEOPLES' PARTICIPATION: Almost every community has a few people, each of whom would like to serve as vox populi, or the voice of the people. However, the experience tells that significant change in the system occurs only; when most of the people of the community participate in some way of that system.

1. Different Opinions of Peoples' Participation: It is obvious to many people that various service and civic clubs could make greater contribution if there were some coordination among them. As a result, some cooperative patterns are worked out among them to discuss the projects and to solicit the opinions of their members in order to reduce friction among dissimilar groups of the community.

An urban resident view that people participation is a guise for giving specific neighborhoods or business interests special attention. Whether or not this view of people participation in urban renewal planning could change depends upon numerous variables; for instance, federal funds and planning programs and politics, but, most importantly, the neighborhood group participating. Wilson (22) states that "These groups, after all, are usually concerned about neighborhood, not citywide, problems, and the member's attachment is often at most to his immediate family and neighbors, not to the community as a whole."

Rothman (15) explains that hostility is decreased by any activity which leads members of conflicting groups to identify their own values and life activities in individuals of the other group. As a result prejudices are most likely to be changed by the imparting of information about the object of prejudice when concerned people of the group themselves actively participate in gathering the relevant information.

The response of a planner working with municipal planning agency might be that people participation occurs when the agency and local government attempt to inform, involve and advise residents of the various aspects of a planning program that will directly affect the residents. The planner might also point out that this task is attempted in the face of a public interest that is continually apathetic. The nature of a response in an urban area would probably depend upon a sense of "community struggle" shaped by such factors as age and income. These factors could influence an opinion that peoples' participation represents a mechanism which is aimed at keeping down the voice and/or opposition of a community toward a planning program.

According to Burke (4) the practice of peoples' participation is to involve peoples in an organization in order to prevent anticipated obstructionism. In this sense peoples are not considered as a means to achieve better planning goals nor they are seen as partners in assisting an organization in achieving its goal; rather they are viewed as potential elements of obstruction or frustra-

tion whose cooperation and sanction are found necessary.

It may be observed that peoples' participation is fraught with dangers and risks. Even at best, and when most fully realized, it is precarious, fragile, vulnerable and easily destroyed or perverted. It is threatening, likely to invite retaliation, and likely to generate highly explosive controversial situations. But, it is noted that peoples' participation in all its varied aspects and dimensions has demonstrated that it can make major and unique contributions. And, therefore, one can conclude that the values of peoples' participation are such that they outweigh the liabilities, the risks and the dangers (5).

The response of an urban politician could very well reflect a view that people participation is grass-roots involvement in the democratic decision-making process. The politician would probably indicate that this type of involvement is required to guide the policy formulation of the elected and appointed decision makers. Etzioni (7) reasons that peoples' participation is a distinct type of power structure and manner of involvement on the part of lower participants. Spiegel (16) thinks that probably no other issue is as vital to the success of solving America's urban crisis than the viable participation of urban residents in planning neighborhoods and cities in which they live and the social programs which directly affect them. Thus, citizen participation is the process that can meaningfully tie programs to people. The response of a suburbanite might exemplify a view of people participation as the ability to participate in local board meetings and public hearings. Yet because of the relatively small size of many suburban areas and ease of accessibility to the local decision makers, the ability and opportunity to participate regularly has often gone unused. In vacating this opportunity, the suburbanite has assumingly placed his confidence with the local elected officials and decision makers. Lynch (12) noted that most people do not want to become involved in public policy formation beyond the very impersonal (secret) act of voting. However, he suggests that the solution to many urban problems is the devolution of political power to the neighborhood level.

The purpose of establishing these prevailing opinions of peoples' participation is to illustrate recurring factors, which influence an image of peoples participation in planning. Generalizing these factors illustrate that 1) there is no one single opinion of peoples participation, nor is there an established amount of activism to be associated with any participation effort, 2) different views of the role of peoples' participation are likely to be found between peoples and administrators of government, and 3) the socio-economic-political status of groups could represent in itself an opportunity to participate or the desire to participate. Although these three statements are generalizations,

they are set forth here to illustrate the types of considerations which will influence almost every planning effort which seeks to either include or exclude people participation in the decision-making of its planning process.

2. Evolution of Peoples' Participation in Planning: The commonality of planning and peoples' participation lies in the means by which these goals and objectives are formulated and the means employed to achieve these aims. To the extent that planning is not a recognized part of our democratic heritage - "Citizen participation is part of our democratic heritage, often proclaimed as a means to a perfect democratic process"(4). Stated simply, it is viewed as the ultimate voice in community decision-making. The shortcomings of strict physical planning evidenced in a need for political economic and social policies, in addition to physical development policies. The need also stressed the development of policies to re-establish forms of participation as a first step toward achieving valid planning efforts.

The different public interests that do exist were the motivators that led to the re-evaluation of the planning process. A major portion of the motivation for a modification of the concept of one public interest was also largely due to the active civil rights movement of the sixties, and the beginnings of federal development of social policies and planning programs.

Eventually, planners and politicians began to realize the failure of their planning and its implementation; and it was pointed out (sometimes forcefully) that the inability of people to participate in the democratic process was due to economic, political or racial determinants. Planning itself began to realize that because of these same restrictions perhaps more than technical competence of its planning, the confidence in the representation of the different public interests in the establishment of planning goals, aims and objectives had been affected by this inability of various sectors to participate.

The various legislative required some community consensus which were based on representatives of the community. But this worked without formal representatives and consensus. This type of "preventive participation" by community residents also existed in the early days of the urban renewal era, which were also the early days of the present issue of the validity and acceptance of the issue of peoples' participation.

During the 1920' city planning became increasingly popular. Thus, local planning on the eve of the great Depression had attained status and self-identity. Yet, the relevance of most planning programs to basic urban problems seemed questionable. According to Walker (20) "organization for planning was in the hands of quasi-independent commissions composed of business executives, realtors, and the high priests of economic order - lawyers, architects, and engineers." For the most part, these lay leaders looked upon planning as a peoples' effort, to be "sold" to

recalcitrant politicians.

The Depression experience provided an impetus toward a redefinition of local planning when attention became focused on creating new institutional structures and coordinating their activities with old ones. Goodman and Freund (9) observe that "in addition to forging new relationships to municipal government, planners during the Depression were also broadening the focus of their activities. Social problems assumed equal stature with physical layout as a legitimate claim on professional attention. Federal programs were of great assistance in producing the new emphasis." However, the greatest emphasis of federal programs which related planning to people participation and planning was within the workable program of the Housing Act of 1954 (17). The importance of this legislation and reshaping of the planning process is that it gave birth to the concepts of maximum feasible peoples participation in the federal legislation of the Economic Opportunity Act of 1964 and to widespread citizen participation of the Model Cities Legislation (18).

Briefly, it is seen that planning and peoples' participation have had some general parallelisms in their developments. The most important of these parallel is with respect to decision-making. It appears that as the planning process developed its plans more towards people planning and less toward physical planning, its role became officially adopted by the government with a corresponding increase in the size of urban areas. Bellush and Hacscknecht (2) found that urban renewal programs have not only opened a vast complex of activities requiring the skills and knowledge of planners but urban renewal administration calls for participation of the residents in renewal programs. The law specifies that a community submit a workable program for community improvement which must include provisions for peoples' participation. However, the argument of their article goes on to question whether individuals within a community have the necessary prerequisites or resources for effective participation regardless of their location within the social structure of the community.

3. Public Interest and the Planning: According to Davidoff (16) "appropriate planning action cannot be prescribed from a position of value, neutrality for prescriptions are based upon desired objectives." The conclusion drawn from this is that values are inescapable elements of any rational decision-making process.

Drawing position on issues of importance into the public arena, which can affect the general public is often referred politics. If the planning process is to encourage democratic urban government by its planning efforts, then it must operate to include rather than exclude people from participating in the process. "Inclusion means not only permitting the citizen to be heard. It also means that he be able to become informed about the underlying reasons for planning

proposals, and be able to respond to them in the technical language of the professional planners (5)."

For planning and for politically estranged peoples, consideration must be given to how people participation in planning can work in a manner that promotes its own recognition while engaging in a strategy of improving the practice of planning and participatory democracy. It must further be stated that the pursuit of a basic framework to promote people participation and access to the decision-making process is as complex as the human emotions of the planners, decision-makers and participants. The problems, conflicts and needed solutions noted in the history and background of peoples' participation indicate that today the sphere of activity in which the interactions of planning, politics, people participation and decision-making occur could be described as the "quasi-public and political arena" of urban areas.

From a planning standpoint, if it were possible to become convinced that institutional politics, planning and people participation and participatory democracy existed in a state of equilibrium, then the task of determining what forms and amounts of the decision-making process each public interest should have to produce the best plan, would considerably simplify planning. However in the absence of this condition decision makers and planners responsive to institutional influences, to a great extent, determine the strategy of the planning process. It is on the basis of this understanding that one can describe what factors, interactions and changes occur, which ensure that peoples' participation means access to the decision-making process and the planning process in the community.

III. THE AIMS AND OBJECTIVE OF PEOPLES' PARTICIPATION: So long peoples' participation is seen as social institution, the aims and objectives are embodied within the structure of the institution. However, since people participation is also viewed in terms of planning and therefore, in a process of decisions and compromise, these same objectives and aims take on the significant effect of also being viewed as elements of strategy.

It is understood that primary function of peoples participation as a social institution is the ability to participate. This is seen in the components of a social institution which provide the means for individuals to participate and the means for peoples participation to function in an institutional system. The goal of peoples' participation in this form is in its ability to partake in the planning process, which assumes the inherent ability to influence decisions. This requires the incorporation of peoples' participation into the decision-making process of planning.

1. Aims of Peoples' Participation: Here the aims are seen as a further statement of accomplishment to be expected. They are seen as being representative of the

specific responsibilities of a social institution toward the persons represented by a peoples' participation effort.

The aims are given as follows:

- a. Providing an opportunity to persons previously excluded from planning process to present their views.
- b. To correct the existing and future policies which are influenced by the best intentions of bureaucrats which have not always been definable, predictable, consistent, workable or realistic.
- c. To strengthen the rights of all persons to have a voice in the planning that affects them.

Kaplan (10) states that the first aim is a key to effective peoples' participation, because channels of communication are the means for peoples to convert local aspirations into highly visible, creditable projects that affect the public and private resource stream. In addition, where past planning has failed by proposing complex, involved approaches to a problem, time should be allowed to consider simple but uncomplicated approaches proposed by persons affected by a problem area. This is not to exclude a planner's or anyone else's approach for solution, but it strives to establish a better view and consequences of alternatives offered. According to Perloff and Hanson (13) this aim also promotes pressure upon the organization itself to help develop skills in bargaining and negotiation, gathering of evidence, use of rules of the game, organization and use of professional and non-professional help. The second aim provide residents opportunities for dialogue along with a frame of reference with agencies responsible for public policy. The same agencies may also utilize this frame or reference towards rethinking their policies and priorities with respect to knowledge brought to the planning effort by people. Furthermore, this aim is also directed toward the federal effort in planning programs. It is described as reaching into communities in multiple ways through an unbelievable array of departments and agencies, each assigned categorical tasks impossible to achieve without a broader framework of reference. The third aim strengthening of the rights of all persons does not propose that every person be personally consulted for every decision to be made in the planning process, but they should be able to find out quickly what is going on and be able to make their opinion known.

2. Objectives of Peoples' Participation: The most important objectives in the establishment of a people participation effort are:

- a. To reinforce and strengthen the planning process and programs.
- b. To reconsolidate the best concept of public interest.
- c. To ensure a durable response of the existing institutional structure.

In the consideration of the first objective of peoples' participation, which is to reinforce and strengthen the planning process and programs, the emphasis of this

objective should be seen as feasible action. The planning process and programs are strengthened because, by participation, a better understanding of the total process is achieved by all interests. The process and programs are also strengthened, since the plan or program is itself a document which has the broadest support and, thereby, increases the importance of its implementation. In the same context, inclusion of all interests in the planning process represents the most practical achievement of political feasibility of a plan, once it has been brought into the public arena.

The second objective restresses, in that the benefits derived from a sound planning process can only be applied to those interests considered in the evaluation of the public interest. The emphasis is also placed on this objective because the attainment of the public interest must be carried on as a means of evaluating and providing feedback to the planning process. The third objective was that of ensuring a durable lasting response of existing institutional structure. As an institution partaking in the planning process, peoples' participation will grow in accordance with the responsibilities it assumes, and it must also survive to assume these responsibilities.

3. Secondary Consequences of the Aims and Objectives: The aims and objectives as elements of strategy produce secondary achievements, consequences or implications. The two most important secondary effects - decentralization and growth of political power, assume greater significance to the existing policy makers as they bear potential of reducing the effective authority of the existing influence structure.

a. Decentralization: It means a pattern of organization in which decisions are made at the local level rather than centrally, but these decisions can be made by the agents of the central authority without the participation of the local community. This definition as it applies to peoples' participation clearly refutes the argument that all that is meant by peoples' participation is the decentralization of the planning process. When schemes of peoples' participation are offered under the guise of decentralization, it is the exemplification of the "critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process (1)." In this case, community control means a pattern of organization in which the local community has power over decisions.

b. Growth of Political Power: Peoples' participation is community control of the decisions to be made in the planning process which reflect the desires of the local residents. The progression of peoples' participation in the planning toward political development would receive its stimulus through motivation and effectiveness. Although the stake of peoples' in planning is not necessarily

material, nor a direct service, it reveals itself in the outcome of the planning process as an improvement of the living environment.

It must be observed that every decision is a compromise, every structure of a people participation effort should also represent a compromise. To this end, it must be recorded that the formation of objectives and aims, which develop strategy of a people participation effort, must not be rigid. They must be adaptable to the diverse elements within the participation process itself, as well as being durable enough to withstand the consequences of involvement in the decision-making process in the community.

IV. CONDITIONS OF PEOPLES' PARTICIPATION AS A SOCIAL INSTITUTION: The peoples' participation for a planning strategy to utilize the process of peoples' participation and to achieve a plan relevant to the public interest. The discussion also seeks to establish the practicality of planning, not limited by its technical competence but by a strategy of feasibility in a decision-making process, which is constrained, manipulated and often made ineffective by a closed and unresponsive urban political process.

1. Framework of Peoples' Participation in Planning: The purpose of the institution of peoples participation in the planning function is to establish the means to approach the solving of problems. The problems which in the past did not exist or cannot presently be solved. In manifesting this motivation, society builds institution to deal with compromises which arise from the necessity of having to go on pending a solution. Such institutions with their implied acceptances gradually take the place of the unsolved problems, establishing what they have adopted in place of a solution, and so the problem itself is made to disappear, or at least appear to have been settled (8).

a. Purpose: The primary purpose is the means for aiding peoples to achieve their ends with as little intrusion on the part of the institution itself as possible.

b. Organization: The organization of an institution consist in the manner in which a group of persons act together within their prescribed rules of behavior and are able to work toward a central purpose. For peoples' participation to be recognized as a social institution, it cannot simply be in the form of an independent group of peoples demanding a share of the action. The organization of peoples' participation as an institution would not exist were there no reason to pull its elements together. The reason here is the aim of the institution itself, that is the institution in some way must serve the society of which it is to reemerge as an integral part.

c. Personnel: The personnel of peoples' participation as an institution are

those persons who participate in some way which affects them. The personnel of a peoples' participation group possess certain relations among themselves which they feel as members of a structure which has stability and, hence a reliability beyond their own lives and powers. The description tends to indicate why loose knit informal groups cannot be viewed as peoples' participation and a social institution. The distinction between social groups and social institutions, as to which should be deemed peoples' participation in planning is made by the property objectivity. Peoples' participation as a social institution is a group aim objectified with the aid of some material means of expression, and objectification occurs with legal establishment.

d. Procedures: The procedures of peoples' participation as an institution are the ways in which it carries out the operations called for by its main function - participation. Thus, procedures is the way of both performing, publicizing and symbolizing the main function of peoples participation. The procedures adopted by peoples' participation should provide for three distinct effects upon the participants. First, institutional procedures are social; and, when an individual goes through the prescribed motions, he is in effect, incorporating the stamp of group approval. Secondly, an important result of procedures often consists in an evolution of an established way of thinking. What this will basically achieve is the ability to find consensus with group values. Thirdly, the procedures of people participation will place an individual in a situation of confrontation, as a member of a group which arrived at a position followed for a rational consequence - action.

e. Equipment: The equipment is the substance of an institution. These are definite means of communication such as telephone, mimeograph machines etc which help to inform rest of the community members.

2. Peoples' Participation in the Development of Planning Strategy: The elements of peoples' participation as a social institution seek to form is a peoples' effort that will partake in planning; and, is considered as having:

Its efforts to participate in all stages of the planning process as its main purpose and a form of charter.

A resident and recognizable membership.

Defined or developing roles for the membership through which the goals, values and priority of the organization are expressed.

A viable spatial, territorial or jurisdictional aspect.

Other aspects, such as equipment or property.

Therefore, the focus is now turned to the arena in which peoples' participation will emerge, the quasi-public and political arena; where the political process is the medium of institutional interaction and the outcome of the planning process is due to the power to influence. The manner and form of peoples' participation as it emerges can be seen as Means and Ends, Progress and Conflict or Structure

and Power.

a. Means and End: It appears that peoples' participation in the planning process will be fully developed by a planner, either because of the need to achieve the desired ends of a sector of the public interest or that it represents the only available means to achieve a project representative of the public interest. For either reason, the method and the form of peoples' participation in the planning process must be consistent in its utilization of available means to achieve the desired ends.

b. Process and Conflict: There have been cities where for a variety of reasons participation in a planning for peoples was in the form of the ritual of attending meetings, being talked at, proceeding to make decisions where authority to make decisions or policy was unclear and not binding in any way. Only because of the strength of the existing political process in these cities did these forms become a norm for planning. In these cities, more emphasis is placed on the public relations of participation - the number of people attending meetings, the amount of paper distributed, publicity in mass media - than the substance and effect of the dialogue between public officials, planners and peoples (19).

c. Structure and Power: The establishment of a participation effort, although it may only consist of representatives from a selected area in a policy or advisory capacity, must develop strong governing objectives, procedures and methods. This is required in order for it to function effectively with all government agencies and institutions, from which proposals come or jurisdictions held that will effect the planning effort. Experience suggests that the interaction between government and citizens in planning must not be ambiguous. It is the existence of peoples' participation amongst institutions and the influences and power wielded in the political process that demands that peoples' participation have its role and authority known and accepted. Without such an established position, it cannot be expected that other institutions will account for the presence and interests of peoples' participation, nor can it be expected that the participatory function would be willing to account for the interests of other institutions. The promotion of interaction between peoples' participation and vested interests, combined with political influences, will also promote the differing positions on issues to take greater stance of practicality, and greater benefit over the political expediency. The ability of the planning function to develop acceptable policies will broaden the potential for compromise, negotiating and bargaining. Thus, when the final plan is developed, it will reflect a greater reconciliation of diverse interests and can more readily gain supported public approval.

3. Power to Influence Planning Strategy: It is the development and redistribution of various forms of power to influence policy, strategies, priorities and decisions

for those peoples who at present are not included in participation and who do not have access to decision-making that is at the center of participation. It is a strategy by which all peoples will be able to rejoin the policy-making functions in determining among other things how information is shared, goals and policies set, tax resources allocated, programs are operated, and benefits are parcelled out. It is, also, a strategy for planners and the planning process when the "lack power, 'the ability to control external and internal environments and/or to counteract the consequence of imperct control' for there it needs to win cooperation to achieve the process and to do this the distribution of influences may have to be altered or fragmented power may have to be collected and harmonized (14). For it is "within the structure of institution responsibility that the planner attempts to articulate values, priorities and programs (10). The power people have to influence is an exertion of authority to promote interests is based upon the ultimate consent of the participants. The exercise of authority in this sense is the promotion of a strategy , but not "to imply that citizen participation is a single, undifferentiated and overriding strategy. It is more accurate to speak of several strategies of citizen participation, defined in terms of given objectives"(4). Thus, the power to influence, the authority to promote interests and the strategies are the means of achieving participation. The ability to influence peoples' participation occurs where there is a process of community decision-making.

4. Strategy of Planning for Peoples' Participation: The planning process and its functions are performed in an essentially political process. It must begin when the potential of citizen participation will not be an issue opposed by other institutions and organized interests. Not later, when these interests can and will become fully activated by particular issues in program and policy decisions of the planning effort, since they might affect their main purpose or interest. It is time when everyone is for peoples' participation. The power requirements of peoples' participation at this time are least; it needs only to obtain a con-cooptable, non-manipulated working position on the first decisive decision-making body established for the articulation of the public interest. The management of this position will require less in the way of exposure of the planner from then on. The power now required of peoples' participation is the power of stimulation. This is the activation of the main purpose of peoples' participation as a social institution; it is the purpose of participating. The first interest of participation will be to prevent its first position from becoming final, since from this point, peoples' participation will endeavor to strengthen its position. Next, it will further promote recognition of itself amongst the community, and as a non-threatening force of the interests of other

institutions. Thirdly, it must bring into the public arena the first issues of the planning process, that of the establishment of goals. The success of these immediate steps will be noted in the ability of the planning process to become the public and political issue it so deserve.

V. PEOPLES' PARTICIPATION AS A SOCIAL INSTITUTION: The peoples' participation in planning have shown the need examining the institutional forces which mold the public interests in the planning process. The importance of this effect is clearly noted, since politics is the medium through which the influences of the power and authority of social institution can apply pressure for their interests in the planning process.

The institutions that are most relevant to the planning function are the regulative institutions, economic and government. These regulative institutions are assigned importance, since they are the institutions which are responsible for the functioning of social order. Furthermore, these institutions, to a great extent, determine the feasibility and the scope of the planning process. These institutions also have in the past and will, undoubtedly, in the future influence the decision-making process at most phases of the planning process.

Additionally, importance is placed upon these institution, since society as a system operates in terms of institutional interaction. This interaction is not always harmonious , for there exists inter-institutional and intra-institutional conflict. When these conflicts occur, it is obvious that because of the role of institutions or their politics in the planning, the goals of planning will suffer. When conflict or dysfunction occurs either in the large social system or the system that exists on a local level, it is disruptive to planning. The reason for this is that planning must account for the allocation of interests and provide means for both arriving at and implementing a plan.

1. Economic and Government Institutions: These regulative institutions are seen as having distinct importance, since they either represent or provide means by which the recognition of needs, desires, priorities and policies of a community are defined. Within the planning function, obviously, other institutions retain their importance because of their vulnerability to politics. It is in this manner that the pressure of other institutions can weaken local orientation in a community. The first and basic function of economic activity is to appropriate and transform the physical into goods and to convert the energies and abilities of men and services, available and usable for the statisfaction of theexistent needs and contrived wants. This functioning produces a structuring of human behavior and problems related to the production and distribution of goods and services. Government institutions are the means for specifically establishing and formally maintaining social order, method, coordination and security among groups and individuals. The meñas operate through a system of standardized restraints and

compulsions enforced by public organizations. To ensure and implement government the society has rules, regulations, laws and ordinances. It must also have an operating system of agencies to administer to both the conformity and non-conformity that enables society to operate. Clearly, with these responsibilities, government institutions must have the ability to change their procedures and regulations; since, they provide social control in a politically organized society. In addition, the permissiveness, as well as the final effectiveness, of almost all other institutions rests upon the support given them by the governmental institutions. The question of governmental support for various other institutions is severely put to a test when it is related to the economic institution.

However, there is obviously influence by each regulative institution upon the actions of the other. The interdependence and functioning of each institution as it influences decision-making structure of a community is of prime importance to planning.

2. Peoples' Participation Institutionalized: The overall justification for recognizing peoples' participation as a social institution is that it has been established that the federal government is committed to a policy that stresses local initiative and local solutions to local problems. Furthermore, Bloomberg (3) observes that the need for a new social institution exists as long as those with power to authorize and implement major modifications in existing public and private institutional policies and practices have tended to constrain the pressures for change, if not resist them outright.

VI. IMPEDIMENTS TO PEOPLES' PARTICIPATION: In addition to numerous strategies that have to be developed for peoples' participation in its encounters with decision makers, and the political and planning process, there will exist other internal and external impediments to a participation effort.

The common impediments encountered in peoples' participation effort are:

1. Motivation-Cause: The actions of central government to open channels of communication with the local residents have resulted in a dilemma for people of not really being able to describe what they can expect in the way of municipal response to their problems. One of the reason is that very few services provided by cities for their residents are placed or administered in the neighborhood, limiting interplay between peoples and their acceptance (13). This dilemma, combined with the need for social adjustment presents a credidibility gap as to what possible accomplishments could be gained by peoples' participation in planning. The overcoming of this municipal credidibility gap and explanations or education of the potential effect of planning programs for local residents is as one of the first impediments with which the planning function is presented.

2. Leadership-Participation-Fast Activities: The response of participation to planning and planning to participation greatly depend on the leadership of the participation effort. These leaders become involved in planning and should be expected to have a stake in the outcome of planning process.

A strategy needs to be devised; which makes other interests respond to the aims and objectives of those in the participation effort. The strength of participation with respect to this impediment is in the overall enhancement of strategy through strong leadership.

3. Representativeness-Constituency: The delineation of areas for representation and form of the organization be created to consider not only possible physical boundaries of planning areas, but factors which are of particular interest to special grouping of residents in the organization such as the elderly, youth and the minorities (15). The form and structure of the organization should be of choosing of the residents. The responsibility of the planner is to bring about such a structure that would be to elicit strong support with the community for educational and organizational activities. And, this is an essential step in participatory democracy. The benefit of this activity is to ensure a publicizing of the rights and responsibilities of those who are going to assume leadership roles in the organization and the interests of the residents who belong to the organization.

4. Purpose-Interest-Perception: The ability of the participation effort to extend activism to all members continually, and to provide them with this visible form of result, is participation's greatest impediment. The interest of participation occurs only with progressive and visible results. As it provides an indication by which to gauge the progress of the participation effort. Infact, the frame work of peoples' participation presents a relationship which if restricted to the planning phase it will be of little value (13). Burke (4) notes that the residents view participation as "action and not as an organization that has only its goals, its idealized purpose, to sustain interest and create satisfaction.

5. Political Education: One of the greatest impediments to planning and participation in the political context is knowledge. This knowledge is sought in three phases. First, the knowledge of distribution of resource, second, how these resources will be utilized in the development of strategy and third, the prediction of political consequences with the proposal of various planning policies.

6. Technical Assistance: The difficulty of this impediment is drawn from two different types of technical assistance; one is when the people organization maintain their own technical staff and the other is provided by the local govern-

ment. This is the element of distrust and it results in a restriction of technical assistance.

VII. EVALUATION OF SOME PROGRAMS IN MICHIGAN: In ensuring examination of some programs of participation, none of the programs - Community Development (CD), Advisory Board (AB), Citizen's District Council (CDC), and Citizen's Coordinating Council (CCC), is individually seen as completely fulfilling the framework established for implementing peoples' participation as social institution. Instead, what is revealed by the investigation is various abilities of each structure of participation which when combined provides the nearest existing working structure of peoples' participation while fulfilling the requirements of a social institution and means for access to the decision making-process.

1. Community Development Program: It must be noted that much of the evaluation is based on the organization and planning phases.

The United States Department of Housing and Urban Development has strenuously encouraged citizen involvement process in the planning and implementation of their programs. One of the important aspect of the Housing and Community Development Act of 1974 is Citizen Participation. The city of Lansing, Michigan in an effort to implement effectively citizens' participation has resolved to supplement the Federal Regulations through the use of Michigan Act 344 P. A. 1945 as amended. The procedures as given under are based on the Regulations and Michigan State Law as stated earlier. They provide the general framework for the people to participate in the planning and implementation of the Community Development (CD) Program. For this to occur, the city will certify for each annual grant application.

a. Purpose: Here the Citizens' Participation is designed to achieve three basic goals.

- i. To provide citizen involvement in the preparation of the annual Community Development Plan and amendments or revisions;
- ii. To provide information regarding the amount of funds available, the range of eligible activities, the process of implementing approved activities, and other important program information;
- iii. To provide citizens directly affected by Community Development activities with the opportunity to articulate needs, express preferences about project activities, assist in the development of a detailed plan for the Neighborhood Development Areas.

The structure and process will allow for maximum citizen participation and is designed to encompass all phases of planning and implementation.

b. Structure: The Citizens' Participation structure is designed to gain input from the citizens of Lansing as a whole and from citizen representatives who have membership on formal boards. The formal board structure developed below will incorporate 76 persons from whom the City will seek input into all Community Development Programs.

In compliance with the rules and regulations promulgated by the Federal Government, the City of Lansing will afford the general citizenry an opportunity to participate in the development of each years' application and shall specify and make public the timing of said opportunities in the Community Development Management Time Schedule. This specificity will, at a minimum, include the dates on which public hearings are to be held. At these hearings, program^{atic} information will be disseminated including the amount of funds available and the range of activities that may be undertaken. All citizens acting as either individuals or as members of groups, will be invited to articulate their needs and express their opinions about proposed activities. All suggestions and comments received as a result of these hearings will be transmitted to the Planning Board and other relevant City departments for their consideration(6).

Public hearings will also be held to solicit the views of all interested citizens if there are proposed programatic changes, re-allocation of funds or the designation of new activities for locations which would require the submission of an amendment to the application.

c. A Critical Observation: The most liakeable aspect of this program with respect to initiation of peoples' participation was the ability of planners to have the organizational frameworks for participation in the programs. This event itself allowed for further expansion and organization activities in a community, especially in the formation of an organizational structure which promotes indegenous community leadership and processes.

The Community Development has in a very short time definitely enlivened and caused some adjustment in the political process in the city. While the Community Development program rational called for designing program specifically suited to attack problems identified in the original planning grant applications, there is little indication that this process took precedent over the competitive interplay of interest and objectives of different groups and organizations.

Overall the Community Development Program allows the greatest latitude for the development of the components of a social institution with its framework for peoples' participation than any other planning assistance program. It is also as previously mentioned, recognizes the participation efforts as an institution.

2. Formal Structure: The City of Lansing also solicit input into all phases of the Community Development program through the establishment of Citizens' Advisory Councils, which will be representative of the members of community.

i. The Housing and Redevelopment Advisory Board

ii. The Human Resources Advisory Board; and

iii. The Citizens' District Councils which will be formed in each Community Development District Area.

iv. The Citizens' Coordinating Committee (CCC)

3. Advisory Boards: The Department of Housing and Redevelopment, and the Department of Human Resources' Advisory Boards, shall consist of eight (8) members each. The membership will be appointed by the Mayor and confirmed by the City Council. Board members will include four (4) persons serving at large and one person from each ward. Members shall serve terms as specified by the Lansing City Council Resolution of May 12, 1975. The Advisory Boards shall respectively review and consider all housing or human resources projects using Community Development funds and make recommendations to their respective departments, the Mayor, the Planning Board, and any other interested City department, office, or board(6).

a. A Critical Observation: Although these planning boards do not come anywhere near the peoples' participation efforts previously discussed, its importance is in the extension of government and political influence to neighborhoods for the purpose of "advising and influencing" the planning and budget of the central government. Even with the view that this framework is political, the acknowledgement of this important linkage of neighborhoods to central government in planning should be noted.

Furthermore, the possibilities of the potential of citizen participation are greatly enhanced if certain elements of the Community Development Programs and Neighborhoods Corporations are given the recognition of Peoples' Planning Boards.

4. Citizens' District Council: The City Council has adopted four primary Neighborhood Development Areas (NDA) for Community Development housing and public services activities. These areas were chosen to concentrate available funds and other resources to enable maximum impact, given the limited number of dollars available. To ensure the greatest possible citizen participation and because neighborhoods adjacent to the development areas would be affected by any Community Development activities, expanded areas (peripheral areas) will be drawn to surround the Development Areas. One Citizen's District Council will be formed in each of these total areas. Each District Council shall have a total of fifteen (15) members. The number of people elected or appointed for each Citizens' District Council is as follows:

Elected from the Neighborhood Development Area	6
Appointed from the Neighborhood Development Area	2
Elected from the Peripheral Area	4
Appointed from the Peripheral Area	3

a. Requirements: To be eligible for membership on the Citizens' District Council:

i. A person must be at least 18 years of age and,

ii. he should reside or own a business or property within the development or peripheral area.

iii. He must also complete all necessary requirements as enumerated in the Citizens' District Council Election Procedures.

iv. All appointments shall be made by the Mayor and confirmed by the City Council.

b. Functions: The Citizens' District Councils will review and consider all projects using Community Development funds in their respective District Areas. They will make recommendations to the Planning Board, the Mayor and implementing department(6).

c. A Critical Observation: The notion of Citizen District Council has also been proposed by some as a needed and legitimate form of local government. Under this proposition, the Citizens' District Council is seen as "the territorial organization of local authority which can relate people to city government. This relationship is implicitly achieved when Citizen's District Council and its self governing authority is included into the system of government, Territory is more than merely an efficient principle of group formation and common interest.

It further goes on to counter some immediate reactions that city government, in the course of transfer of authority to the districts, will seek clear lines of responsibility and accountability. In addition, the success of this transfer lies in its ability to cooperatively relate to city government and politics.

5. Citizens' Coordinating Council: The Citizens' Coordinating Council will be composed of four members from each Citizens' District Council. The term of office of a Citizens' Coordinating Council member shall not exceed his/her term as a Citizens' District Council member.

a. Functions: The Citizens' Coordinating Council will advise the City on proposed Community Development policy, make recommendations for new projects, and promote better relations between the City and the residents of Development Areas. They shall review and consider all current and proposed projects and programs that are funded wholly or partially by Community Development and assist in coordinating activities between the Office of Community Development and the Citizens' District Councils. All formal boards and committees will develop by-laws by which they will be governed. They may form subcommittees as appropriate to carry out their responsibilities. It will be their responsibility to meet as requested by the Office of Community Development and at other times as they deem necessary. Minutes will be taken by a representative of the board/council and approved at subsequent meetings. Copies of all approved minutes will be kept on file with the Office of Community Development and the City Clerks' Office(6).

b. A Critical Observation: The main thrust of the Citizens Coordinating Council

is in the recognition that it has the right to influence planning that is affecting them.

When taken together, the elements of organization and representation in Community Development program, the strength for independence fostered by Advisory Board, Citizens' District Council and Citizens' Coordinating Council, and the acknowledged place of neighborhood interests in central government planning provide most elements for the recognition of citizen participation as a social institution. Finally, and just as important, is the fact that all these elements are portions of existing programs, which when combined can provide access to the decision-making process.

SUMMARY

A review of literature revealed that with peoples' participation, the conflicts concerning access to decision-making for people in planning process results due to first, there is both an overall and specific breakdown of the social institutions which contribute to the decision-making process. Second, there are existing patterns of influence which tend to exclude groups of people from aiding in the determination of the public interest in planning. Finally, there is an apparent lack of planning strategy for planners to use in their attempts to activate peoples' participation.

The aims and objectives that were established are an expression of the strategy of peoples to peoples' participation. The aims and objectives provides for communication from persons previously excluded from the planning process; a method for individuals to approach bureaucracy; and the strengthening of individual rights in relationship to planning that is intended to affect them. Communication, rights and breaking down of bureaucracy are the responsibility of the participation effort. They provide for a strengthening of the planning process - a re-establishment of public interest, and the assurance of a responsiveness of the existing institutional structure. The burden of assurance and responsibility for the scope of these aims and objectives can be said to be a function of government. No doubt it still is, but the lack of activity in providing these assurances and responsibilities has only impressed those aims ^{and objectives} further on peoples' participation effort.

In the pursuit of the fulfillment of these objectives and aims, the ability of the planner to remain unimplicated in opposition to his employer is made vulnerable by the possible secondary consequences of the aims and objectives. What appear as the two most prominent potential secondary consequences of participation is the issue of community control or decentralization, and the development of political structure.

In the examination of the requirements of a planning strategy, which would provide inclusion of peoples participation in the decision-making process, various components of a social institution were identified. The organization of peoples' participation was shown to be the method by which participation serves the society and its institution for a smooth and more strict adherence to its purpose. This organization is also the structure of a social organization for which the planner adapts strategy and can rely on to be more representative than the other institutional interests that seek to influence the determination of a public interest. Politics plays a large part in the determination of the public interest, since it lies between peoples and planning and social institutions. This dysfunction of social institutions also prompts the emergence of peoples' participation as

a social institution.

With the development of access to decision-making as a priority, planning could then proceed to develop the best plan based upon goals, objectives and strategy derived in a framework of participatory democracy. Thus, peoples' participation as a social institution will be a catalyst for more institutional reform and social change.

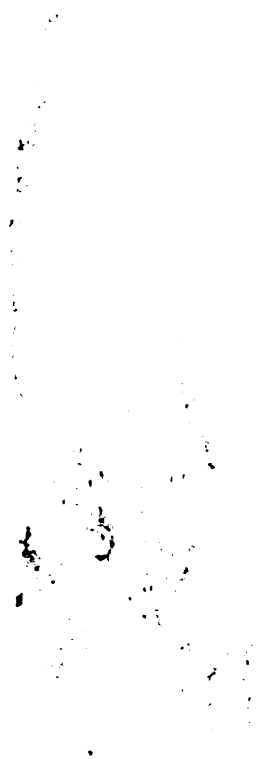
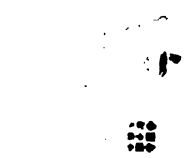
The peoples' participation not only faces resistance from numerous encounters in decision making process, but it has to deal with many internal impediments. Although these impediments are cited as being internal to the participation effort, the success for overcoming them is directly linked to a planners' initiation of participation. The satisfactory application of solutions to these impediments will rely heavily on a planner's professional abilities, attitudes and both education and experience.

To provide for the examination of a practical application of peoples participation in terms of political relevance and financial constraints, some selected programs of participation were reviewed. Each of these programs - Community Development Program, Advisory Board, Citizens' District Council and Citizens Coordinating Committee, were seen as partially fulfilling the framework established for implementing peoples participation as a social institution. Moreover, it was indicated that when various aspects of each program were combined, the planning process is presented with existing participation efforts which partially fulfill the basic requirements of a social institution and access to the decision-making process.

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