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The Effectiveness of Community Participation in Planning and Urban Developments.

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Abstract

In recent years, community participation in planning and urban development processes has experienced an increased attention in planning process and public awareness of its importance in planning and public decision-making processes. There seems to be a growing expectation from the public to be involved, in order to hold the policymakers accountable. Contemporary planning theories acknowledge the value of community participation in the development processes of our built environment, suggesting that community involvement has the potential to achieve a more sustainable outcome. Research in this field suggests that citizen participation can generate trust, credibility, and commitment regarding the implementation of policies, and that the conflicts are resolved during the planning process rather than delaying implementation of completed plans. How and to what extent public involvement has an influence on the planning process however is dependent on the conditions such processes are operating.

This thesis will investigate the tools available to measure the effectiveness of public participation and their influences on urban development and planning processes.

The various approaches of community involvement will be studied to ascertain how the characteristics of public involvement affects the planning process, and to what extent the objectives of the parties involved are considered and reconciled in that process. This research will be based on a qualitative research strategy, by identifying and examining the characteristics of existing participation techniques in planning processes through a literature review. These findings will be used to develop a framework of indicators for the assessment of the effectiveness of community involvement in urban developments, by way of a case study. The case study used for this research is the “Greater Christchurch Urban Development Strategy”, a collaborative initiative for the development of a growth strategy for the Christchurch region.

The literature review has identified aspects such as, level, timing and extent of participation processes, type, quality and availability of technical information, and techniques employed, as process influencing characteristics for community involvement. While, with a focus on the participation process, indicators such as legitimacy, ideology, fairness, equal power, competence, social learning, efficacy, responsiveness, representativeness, capacity and willingness, have been suggested as

tools to measure the effectiveness of community involvement. The ‘effectiveness’ indicators as extracted from the literature review have been found valuable for the assessment of the community participation process and have been used as a framework for the analysis of the process in the case study, by observing the communication and consultation process and conducting a questionnaire survey of key stakeholders in the project.

The case study has learned that, although the use of the individual indicators has been beneficial for the analysis of the process, the identified indicators have the potential to influence each other, suggesting that they should not be evaluated independently. The findings of this research can be summarized as follows:

- Most sectors of the community seem to have an interest in their built environment and associated urban planning processes, provided that their involvement is encouraged by stimulating information on the relevant issues and expertise is provided to support their contributions.
- Although no conclusive outcomes with regard to the motivation of the various participants in the process have been reached, the professionals involved in the project seem to have a networking and sharing of expertise focused interest.
- A strong commonality in the views from the public has been observed, with a focus on the ‘big picture’ rather than self-interests.
- Collaborative planning has been experienced as an effective technique for consensus building between the professionals involved in the process.
- The quality of resources and allocation of time seem to be influential elements for a community participation process.

Although, due to the timeline of the case study, the research has been limited to the community participation process related indicators, the observation of the process has suggested that process and outcomes should not be separated and that further research to assess the influences of the community involvement on the product outcomes would be valuable.

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1 Introduction

Although public participation in planning and policymaking is not new, in recent years, community participation in planning and urban development processes has experienced an increasing awareness. In today's planning processes communication and public consultation are integrated components of the process. There is a high expectation from the public to be involved, in order to hold the policymakers accountable. According to Bishop & Davis (2002) people want a direct say, not filtered through elected representatives. From the politician's point of view, Wiseman (2003) has presented that encouragement for public participation has been developed due to the rising political cynicism and distrust (political legitimacy) and the community expectations of transparency. This thought has been supported by Catt & Murphy (2003) who have suggested that governmental institutions use consultation procedures to augment legitimacy and improve the quality of democratic decision making.

Contemporary planning theories acknowledge the value of community participation in the development processes of our built environment, suggesting that community involvement has the potential to achieve a more sustainable outcome. Planning scholars have argued that citizen participation can generate trust, credibility, and commitment regarding the implementation of policies (Brody et al, 2003). From earlier research (Moote et al, 1997) suggestions have been made that one of the characteristics of a participatory democracy is that conflicts are resolved during the planning process rather than delaying implementation of completed plans.

However, despite the recognition of the value of community input in planning processes, the effect that public involvement has on urban developments seems to be experienced in a variety of ways. This observation implies that having the community involved in the process is no guarantee in itself for a successful public influence on the outcomes. An explanation for this diversity in the perception of a community participation process might be found in the different views on community participation and the different participation approaches, as for example identified by Bishop and Davies (2002). Further research in this field can assist in the judgement on the value of

public participation for a planning process. This thesis will investigate the available tools to measure the effectiveness of public participation and their influences on the urban development and planning processes.

1.1 Background.

In the political as well as professional arena we have observed a consensus with regard to the role public participation can or should play in the creation of our environment and how it might influence the sustainability aspects of the outcomes. In history public participation has always had a place in the planning process, but as Lane (2005) has suggested, in today's planning activities, public participation is considered a fundamental element of planning and decision-making, while Brandon et al (1997), has recognized public participation as one of the four sustainable principles for the planning process. And as Cliff Moughtin (1992) has stated: planning decisions by their very nature are political and cannot be considered simply technical. Researchers such as Cliff Moughtin (1992) and Herbert Girardet (1992) have acknowledged respectively that it is essential for the design profession to understand the community's needs and aspirations and that the public has the skills to contribute to the creation of their own environment. These findings are suggesting that the topic has not been left untouched and are indicating a strong interest in the role the community plays in planning and urban developments. This interest in public participation is confirmed by the attention it receives in current literature and practice.

Although the importance of community involvement might be mutually understood by the parties involved in the process, the perception of the influence the parties have on the outcomes varies remarkably. This might be due to a communication gap between the public on one hand and the designer and politician on the other hand, as 'more participation' means an 'increased degree of citizen power' from a public's interpretation viewpoint, while the professionals might interpret this as a 'greater consultation in the form of more publicity'. Such a scope for interpretation of the meaning of public participation can lead to a general feeling amongst the public, that their input doesn't have an effect on the outcomes, and might contribute to the perception of apathy of the public at large on urban development and planning issues.

For the analysis of the effectiveness of a participation process it will be useful to evaluate the process against the ‘ladder of participation’ as identified by Arnstein (1969), who has linked the form of participation to the level of delegation, by constructing a scale from “citizen control” as a degree of citizen power on one end of the scale to “manipulation” as non-participation on the other end of the scale. Most significant in this respect is that “consultation”, as the most commonly used term for participation, is located in the mid range of this table, suggesting the limited influences the public might have on the processes.

Another aspect to be acknowledged for the analysis of a participation process is that researchers in the field have given different interpretations to the term ‘consultation’ as a level of participation. For example, while Arnstein (1969) regarded consultation as a degree of tokenism, Bishop and Davies (2002) suggested consultation as a form of participation whereby the information gathered from the public could have an influence on the policy choices.

Both the importance for a democratic planning process to have the community involved, and the above acknowledged scope for interpretations have been supporting arguments to focus this research on the characteristics of a participation process, with the objective to investigate the effectiveness of the community participation in a planning and urban development process.

1.2 Research Objectives.

The main objective of the research is to assess the effectiveness of a participation process used in planning and urban developments through an evaluation of a case study on a collaborative planning initiative for the development of a growth strategy.

The indicators for evaluating ‘effectiveness’ will be analyzed to evaluate how the techniques used for community participation could influence the achievement of the objectives of all participants in the process, including identifiable intangible (long term) benefits. Various approaches of community involvement will be studied to ascertain how the characteristics of public involvement effects the planning process, and to what

extent the objectives of the parties involved are considered and reconciled in that process, including:

- a) *What approaches have been used for community involvement in planning and urban development processes?*
- b) *To what level are the communities involved in urban development projects?*
- c) *Is the community involvement process contributing to the resolving of conflicts?*

In order to achieve the objectives for this study, an evaluation of the following key issues will be considered in relation to the effectiveness of community involvement, leading to subsequent questions which need to be addressed:

1. Identify the interested parties and their motivations for participation.
 - a) *Who are the participants and what is their motivation to participate?*
 - b) *Can we establish the “representative-ness” of the participants?*
2. Identify the conflicts of interests of the various participants in the process.
 - a) *Are there any conflicts of interest from the various participants?*
 - b) *Is the interest based on ‘self-interest’*
3. Evaluate the satisfaction levels of the participants, in relation to their objectives.
 - a) *Are all participants satisfied with the process, either by recognizing their own input or by appreciating the other views / arguments?*
 - b) *Can we recognize a sense of ‘ownership’ within the community?*
4. Evaluate the conditions set for the community involvement process.
 - a) *Was the community well informed (e.g. sufficient resources)*
 - b) *Was there access to (independent) professional support for the community?*

1.3 Research Methodology.

The research approach will be based on a qualitative research strategy, by identifying existing participation techniques in planning processes and examine the characteristics

of these techniques through a literature review. The findings will be used to develop a framework of evaluative indicators for the investigation of the effectiveness of community involvement in urban developments, by way of a case study, using observation and analysis of available data.

According to Atkinson & Hammersley (1994) and Goetz & LeCompte (1984), for a single case study and analysis of human interactions and complex group processes an ethnographic approach is recommended, whereby ‘participant observation’ is considered as an appropriate research method to acquire first-hand accounts of interactions in a real-world setting.

Initial data will be obtained through: (1) observation of Community meetings (2) observation of Forum meetings, (3) minutes and other information distributed at Forum meetings, (4) analysis of written material generated for the community consultation process and newspaper articles (5) community feedback during the consultation stages (6) observation of (and participation in) Inquiry By Design workshops.

Further information will be obtained through a questionnaire survey, which will be conducted through a small sample, representing a balanced cross section of the identified key stakeholders in the process.

The research will be undertaken in the following format:

1: Literature Review.

- a) To identify the community participation techniques and their specific characteristics for urban developments.
- b) To investigate the main criteria / objectives of participants involved in the process.
- c) To develop a framework for the assessment the effectiveness of community involvement in urban development processes.

2: Case Study. (Greater Christchurch Urban Development Strategy)

- a) To examine the selected community participation process in the context of the findings from the literature review.
- b) To analyze the effectiveness of the community involvement process in an urban development project.

The case study will be carried out through the following undertakings:

i) Analysis of written material.

Based on the indicators as extracted from the literature review, the resources used for the public consultation process will be analyzed to establish their potential influences on the effectiveness of the community participation process.

ii) Observations.

A developed framework of indicators for the effectiveness of a community participation process will be used as a guideline for the observations of the Community Consultation Meetings, the monthly Forum Meetings and the two Inquiry By Design workshops.

iii) Questionnaire Survey

Based on the identified indicators, a questionnaire will be developed to survey a small sample of the participating stakeholders.

3: Preparation and presentation of the Research Report.

Given the time frame for the selected case study, the findings from the literature review will be tested on the process related indicators for effectiveness of community involvement, rather than the product outcome related issues.

To reflect the suggested methodology for the research approach, the structure of the report will be as follows:

Chapter 1: Introduction.

This chapter will give an introduction to this thesis and will provide the background for the research topic, together with an overview of the research objectives and methodology and a brief description of the case study.

Chapter 2: Literature Review.

This literature review will define public participation, followed by an analysis of the importance and the implications for public involvement in planning processes. Finally this chapter will discuss how the effectiveness of public participation can be measured and will conclude with a set of indicators for a case study analysis.

Chapter 3: Description of Case Study.

This chapter provides a general overview of the case study used for this research paper with an outline of the communication and consultation process. This will be followed by a description of the process in the case study based on the observations of the monthly Forum meetings.

Chapter 4: Questionnaire Survey

This chapter describes the survey conducted for this research, whereby the effectiveness indicators are used as a guide for the analysis of the survey findings.

Chapter 5: Analysis of Case Study.

In this chapter the characteristics of the community participation process in the case study will be analysed, followed by an analysis of the indicators for the “effectiveness” of the process. The indicators as found in the literature review will be used as a structure for the discussion.

Chapter 6: Evaluation and Conclusion

In this final chapter consideration will be given to what extent the case study supports the value of the indicators to measure the effectiveness of community involvement. In conclusion the questions, as raised under the objectives in this introduction, will be addressed.

1.4 Scope / Context of the Case Study.

The “Greater Christchurch Urban Development Strategy” project is a collaborative initiative between Christchurch City Council (including Banks Peninsula), Selwyn and Waimakariri District Councils, Environment Canterbury as the Regional Council and Transit New Zealand with Community and Business stakeholders. The aim of the project is to develop a strategy for the expected population growth over the next 20 – 40 years for the “Greater Christchurch” area.

A Forum comprising appointed representatives from the participating Local Authorities and the above-mentioned stakeholders has been set up to manage the development of a Strategy document. The final decision making power remains with the participating Councils.

The following components have been identified for the Community Communication and Consultation process and the staging of the project:

a) Issues Awareness.

During this stage of the process the initiative for a Growth Strategy has been promoted and the objective for the information provided to the community has been to prepare the public at large for further involvement in the consultation process.

b) Options Consultation.

For this stage an ‘Options’ document has been designed to encourage the community to participate in the process through submissions on the various issues related to the expected growth for the ‘Greater Christchurch’ area.

c) Community Charter.

From the community feedback in the first stages of consultation ‘Key Outcomes and Objectives’ have been acknowledged and have been published in a document, which has been used as a framework for the development of the Draft Strategy.

d) Inquiry By Design workshops.

To support the development of a draft Strategy document, technical workshops, using a collaborative planning approach, have been organized for the visualization of the objectives from the Community Charter.

e) Draft Strategy Consultation.

After the development of a draft Strategy, a further consultation process with the community will be established. During this stage the community will be presented with the draft document and will be invited to participate in the process through submissions and hearings in order to finalize the Strategy for adoption and implementation.

(Due to the timing of the case study, this last stage will be outside the scope of this study).

Before describing and analyzing the case study in detail, Chapter 2 will discuss the findings from a literature review, which will provide a framework for measuring the effectiveness of the participation process in the case study.

2. Literature Review

2.1 Introduction

This chapter will define public participation and analyse the importance of public involvement in planning and urban development processes, and the influencing factors for the success or failure of such an involvement. Finally this chapter will discuss how public participation can be measured and will present a set of indicators for assessment of the effectiveness of public participation.

The objectives for this literature review are:

- a) To identify community participation techniques and their specific characteristics for planning and urban developments processes.
- b) To investigate the importance of community involvement and its implications for the process and product outcomes.
- c) To develop a set of evaluative indicators, to be used as a ‘framework’ for a case study analysis.

2.2 Definition of public participation

By reviewing the literature, various definitions of community participation have been found and different approaches to and views on community participation have been identified. To establish what constitutes ‘real’ participation this thesis will consider the expressions such as public/community and participation/involvement as ‘synonymous’, all implying that a variety of participants (stakeholders) are taking part in the process of urban development. This is how Bishop and Davis (2002) have described participation as a technique to identify and incorporate stakeholders to influence the process and project outcomes.

In order to develop a better understanding of participation, reference can be made to Bishop and Davis' (2002) classification framework for typologies of participation, who have identified four different approaches: (1) Participation as a Continuum, (2) Linking Participation to Policy Problems, (3) A Continuum of Management Techniques, and (4) Participation as Discontinuous Interaction.

'Participation as a Continuum' is based on the 'ladder of participation' (Arnstein 1969, 1971), showing the graduations of citizen participation from 'manipulation' to 'citizen control'. It was Pateman, (1970), who has suggested that under this approach participation is considered only meaningful when it involves a real transfer of power. This typology is focussed on the demands on government to create the opportunities for community involvement and empowerment.

'Linking Participation to Policy Problems' is an approach based on the reason for participation, and the recognition of the nature of the problem. Thomas (1990, 1993) supported this theory, with the argument that decision makers must classify policy problems in order to identify appropriate participation approaches. Important for such a process is to establish at an early stage the objectives for participation ranging from 'seeking information' to 'joint-decision making'.

'A Continuum of Management Techniques' has been recognized by Shand and Arnberg (1996) as a scale to identify the various levels of participation from 'information', 'consultation', 'partnership', 'delegation' to 'control'. The participation types are hereby linked with the particular objectives. In this context 'consultation' has to be seen as gathering data and exposing decision makers to community views, while there is no shift in ultimate responsibility for the decision. In contrast to 'partnership' whereby in a two-way exchange, the community has an input into policy, and the policy makers can use their expertise and explain their approach and objectives, creating a working relationship between government and interest groups.

'Participation as Discontinuous Interaction' is an approach whereby according to Bishop and Davis (2002) the participation process invites reflection and debate. For such an approach it is essential to have a continuous dialogue between the parties involved.

The appropriateness of the level of public involvement might potentially be viewed quite differently under the various approaches. For example under certain conditions the typology from Thomas (1990, 1993) and Shand and Arnberg (1996) might suggest a public influence on the outcomes, as their typology is based on the nature of the problem and the interests of the policy makers. However Arnstein (1996, 1970) and Pateman (1970) typology might under similar conditions indicate a lack of community empowerment.

Although the levels of participation are reaching from ‘information’ on the lower end and ‘control’ on the upper end of the scale, the focus to measure the effectiveness of a participation process will likely be on the two participation types ‘consultation’ and ‘partnership’ in the midrange of the scale. A distinction between the views on community participation under the different approaches can be illustrated by using ‘consultation’ as a reference point. Although Arnstein (1969) regarded consultation as a degree of tokenism, Bishop and Davies (2002) suggested that consultation is a form of participation with the objective to gauge community reaction to a proposal and to invite feed back, whereby the information gathered can influence subsequent policy choices. A less variable interpretation however will occur further up the scale, where ‘partnership’ under both approaches is perceived as an opportunity for citizens and interests groups to be directly involved in aspects of government decision making.

Another dimension to be considered is the impact public involvement might have on the implementation stages, as Margerum (2002) suggested that collaborative planning generates commitment to commonly accepted objectives and fosters commitment to implementation. In order to create a successful environment, the process requires a structure in place for the implementation stages and requires facilitation skills to manage the process.

In this context ‘collaborative planning’ is defined as bringing major stakeholders together to address controversial issues and build consensus rather than the use of the majority rule (Healey, 1992, Innes & Booher, 1999a). According to Innes & Booher (1999a) the main criteria for such a process are trust building among the participants and mutual understanding of information.

The different approaches in public participation, as identified by Bishop and Davies (2002), have acknowledged ambiguities in defining public participation. Arnstein (1969:216-17), described citizen participation as ‘a categorical term for citizen power’ and suggested that ‘there are significant gradations of citizen participation’. This has been supported by Pateman (1970:68-71) who distinguished ‘pseudo, partial and full participation’. According to Bishop and Davies (2002) such an approach makes participation not a single act, but a scale of possibilities. Also Chess (2000) acknowledged that the definition of participation is the subject of debate, and suggested to use the terminology ‘involvement’ as this term would imply a ‘greater input into decision making’. On a definition for ‘public involvement’ Thomas (1993:461) argued that ‘its desirability depends on the particulars of the issue at hand’.

Despite the various interpretations of public participation however some common elements of definition have been identified by Bishop and Davies (2002), such as a measure of citizen involvement in decision-making, a commitment to seeking the views of those affected by a decision, some transfer of authority from government to citizens, and a transparent process which ensures citizens are informed about policy processes. Following Bishop and Davies’ (2002) description, this paper will define public participation as a technique to identify and incorporate stakeholders to influence the process and project outcomes.

2.3 The importance of public participation

Various researchers have illustrated the importance of public involvement in planning and urban development. The arguments for the value of public participation are based on criteria such as democratic decision-making, legitimacy, trust building, learning, consensus building, and community support in the implementation stages.

One of the interests policy makers might have, has been identified by Catt & Murphy (2003) as the desire to increase the legitimacy of governmental institutions and to improve the quality of democratic decision making. In their view consultation is a complementary procedure to maintain the legitimacy of governing bodies. This is based on the assumption that the incorporation of citizen input into the deliberations of elected

decision-makers will lead to better decisions and will increase the legitimacy for policy outcomes.

On the legitimacy aspect, Costello (2003) has added that civic involvement also seems to promote values such as trust and tolerance. Others (Burby, 2003; Innes et al., 1994) have acknowledged that citizen participation can generate trust, credibility and commitment regarding the implementation of policies and can build social capital.

Wiseman (2003) confirmed this interest of policymakers, by identifying three incentives for governments to have an interest in public participation. Firstly there is a growing cynicism and distrust that is challenging political legitimacy. Secondly, communities are expecting transparency and accountability from effective leadership. Thirdly, there is an increasing awareness of the benefits to incorporate the knowledge, experience, and expertise of various participants in the process.

In general, planners have the view that public participation during the early stages of the process is the most effective way to incorporate community knowledge, interests, and expertise into the final plan. The inclusion of the key parties 'early, often and ongoing' can create a sense of ownership over a plan's content and can reduce potential conflict over the long term, because those involved feel responsible for its policies (Creighton, 1992; Wondolleck & Yaffee, 2000). This has supported Lane's (2005) findings that the planning model influences the effectiveness of community input, suggesting in this context that a collaborative planning approach might create the right conditions for a community consultation process. Lane's (2005) observations that the planning model itself has to be seen as a determinant factor for the value of public participation indicated that in today's political nature of planning, the importance of community input becomes even more relevant.

That participants are seeking consensus is also a valuable aspect of public participation in urban planning processes. Hereby consensus building is defined as the objective for the stakeholders in the process to reach agreement on an outcome that all participants can 'live with'. In such a process assumptions and constraints are not taken for granted but explored and the process is facilitated rather than chaired.

Gruber (1994) and Innes et al. (1994) concluded that consensus building produces shared social, intellectual, and political capital, and that the intangible products such as personal and professional relations, joint learning, agreement on data bases, and political influence may well be its most important products. While McCool & Guthrie (2001) have added that ‘learning’ seems an important outcome of successful public participation, as it requires an understanding and appreciation of where participants are coming from.

While reviewing some literature on consensus building it was found that, according to Innes et al (1994), who were challenging Altshuler’s (1965) view/critique on comprehensive planning, such plans do not necessarily embody decisions, but that they can be a tool for democratic discourse. In consensus building it is the group that, collectively, absorbs and evaluates information, while the planner helps with data, ideas, and strategies, and may even write the final synthesis. The basic elements and concepts of the plan grow out of group discussion. The goal of consensus building is deliberation that takes into account the interests of all, including the weakest, and uses only “good reasons” to persuade (as opposed to selfish reasons or because a player has the power to insist). The findings have shown that these “good reasons” came to include protecting each other’s interests (because agreement depends on that). Groups all choose to be inclusive because they wanted their proposals to have legitimacy, they wanted to incorporate the knowledge necessary for a workable proposal, and they wanted to put their proposals forward with broad-based political support. Participants recognized what planners were doing and appreciated it. The result is a collective vision that was facilitated by the planners rather than synthesized by them.

It was Burby (2003) who found that, with greater stakeholder involvement, comprehensive plans are stronger, and proposals made are more likely to be implemented. It even seems possible to achieve consensus about appropriate policies and to produce stronger plans, where property owners and environmental groups were involved (which have often conflicting interests). It creates the potential for planners to expand their understanding of problems and to develop a stronger set of policies for dealing with them. The key for planners is to both educate and learn from citizens. As Kaiser et al (1995) found, participation processes allow planners to educate stakeholders about poorly understood problems and policy issues, which build understanding and

incentives for collaboration. This can also generate political support for planning ideas according to various researchers in planning and policy implementation such as Burke (1968), Glass (1979), Goggin et al (1990). One of the reasons seems to be that involvement develops a sense of ownership and control. Also other scholars such as Innes (1990, 1998), Lindblom and Cohen (1979), and Schon (1983) have acknowledged that citizens possess “ordinary knowledge” that can help ensure that policies proposed in plans reflect local conditions and values.

Another aspect of the importance of community involvement could be based on the acknowledgement of Burby’s (2003) statement, that stakeholders most interested in the decision-making process in urban development are dominated by either government officials (politicians and planners involved in growth strategies) or people whose livelihoods are strongly affected by planning actions, confirming earlier writers such as Logan and Molotch (1987), Logan et al (1999) and Stone (1989). The inclusion of all stakeholders in the process is therefore considered of paramount importance, to ensure a wider community support in the implementation stages of developments.

2.4 Factors influencing the community involvement process

Further to the recognition of the value of public participation, this literature review has revealed some conditions that might have an influence on the effectiveness of public participation in a planning process. As illustrated below researchers have found that aspects such as responsiveness and representativeness are factors which can influence a consultation process. While the objectives of the participants involved in the process can equally create variables in the outcomes.

One of such conditions has been identified by Catt & Murphy (2003) suggesting that consultation aids democracy when accountability is understood to include responsiveness, meaning consultation increases public influence when decision-makers are willing to incorporate its input into the policy-making process. In their attempt to develop a matrix that categorizes forms of consultation based upon the role of the group members in the process, Catt & Murphy (2003) were questioning whether the general public or a particular selected part of the community should be consulted and who the

representatives of such interest groups would be. Bishop's & Davis's (2002) findings in this respect has suggested that people might want a direct say, not filtered through elected representatives or specific lobby groups. While on the other hand, according to Brody et al. (2003), some argue that planners tend to ignore public input and do a poor job of incorporating citizen concerns into plans (Berry et al., 1993; King et al., 1998; & Lowry et al., 1997), as they want to maintain control of the planning process and do not strongly emphasize genuine citizen involvement in drafting specific policies.

For the analysis of the value of community involvement, Wiseman (2003) stated that it is vital that there is clear understanding on all sides about the purpose, extent and limitations of consultative feedback mechanisms and suggests consideration of three factors. Firstly, consultation to improve feedback from stakeholders such as surveys, focus groups or public meetings, to check citizen expectations, to manage competing interests, to improve confidence in representative views, and to create opportunities for interaction between parties. Secondly, community building to strengthen involvement, such as networks, information flow, skills and leadership development. Thirdly, participatory democracy to create opportunities for informed public judgement, such as juries and polling.

As planners are confronted with the dilemma of whose interests to represent, public involvement potentially allows for identification of how different values and interest will be affected by proposed actions. Public involvement also permits negative feedback to occur, which will demonstrate the social and political acceptability of proposed actions. In that respect Halvorsen (2001) studied traditional decision-making methods and arrived at the suggestion that participation techniques should be comfortable, convenient, (thus inclusive), satisfying (lead to decisions that are seen as fair and legitimate) and deliberative (leading to the discovery of underlying community and individual values and a sense of the public interest).

In order to determine who should be included or excluded in the consultation process it is important to establish the objectives of the consultation. If for example the main reason for consultation is the gathering of reliable information on the perspectives and preferences of the public, the approach might be different from a scenario where the

objectives are to delegate the decision-making to a particular interest group. As Catt & Murphy (2003) have suggested that consultation, by definition, is not decision-making.

Peel and Pearce (1999) had the opportunity to experience some consultation processes in Queensland (Australia) confirming the following aspects to be acknowledged for a successful consultation process: establish clear objectives, allow for a flexible process, show a genuine commitment and effective use of the outputs and ensure an inclusive process. And it was Atlee (2003) who indicated that citizen involvement has the potential to contribute to public policy decision making if it is based on 'public judgement' arising from informed and respectful dialogue between citizens from diverse starting points rather than on the basis of manipulating and massaging public opinion.

According to McCool & Guthrie (2001), who were building on Wondolleck & Yaffee's (1994) findings that in 'messy settings' (where conflicting goals are present and no scientific proven best solutions available), success is multidimensional in character and emphasis must be placed on learning and consensus building. Thus planning must integrate scientific information, publicly held knowledge and the administrative procedures and policies. They stated that one-way flows of information from planner to the public may create more in the way of disagreement about proposed actions than agreement among those publics affected. However Lee (1993) suggested that the presence of conflict serves as a motivation for learning.

Although for the analysis of the effectiveness of public participation the distinction between process and outcome might be useful, Innes & Booher (1999) indicated that process and outcomes cannot be separated. They found that no matter how good an agreement is it is unlikely to receive support, if reached by a process that was not regarded as fair, open, inclusive, accountable, or otherwise legitimate. The process is important, as consensus building accomplishes levels of trust, shared knowledge, alliances, personal networks, and working relationships.

2.5 How to measure the effectiveness of public participation

So far the literature might have shown the values of public participation and have identified the objectives of community involvement, what has been covered to a lesser depth is how to measure the effectiveness of public participation, both from a product outcome as well as from the criteria for the process itself is concerned.

From the researchers acknowledged so far, we see a distinction between ‘process’ and ‘outcome’, which is confirmed by Chess (2000) in an attempt to evaluate environmental public participation programmes. Recognizing that it is most important to establish the goals to be evaluated, Chess (2000) identified in the literature the following most common objectives for environmental participation: (1) increasing knowledge, (2) building consensus, (3) improving decision-making, (4) generating acceptance, (5) increasing trust, and (6) empowering citizens. For the purpose of the evaluation of the objectives, a variety of approaches have been tried to define the goals, such as (1) user-based (different participants have different goals), (2) theory based (e.g. the process must be fair and competent), and (3) goal-free evaluation (evaluate program effects and effectiveness without goals).

To judge how successful a participation program in an urban development might be, it is useful to draw on the findings of Todd (2001), who in an attempt to establish criteria for effectiveness for an environmental dispute resolutions process (EDS), arrived at “indicators of effectiveness” as listed below, suggesting that the terminology ‘indicators’ rather than ‘criteria’ of success is more appropriate in this respect, as effectiveness should be seen as something that is adequate and useful, not necessarily perfect. Along with many authors, Todd (2001) confirmed that it is important to evaluate the effectiveness of both the process and the product outcome, resulting in the following overview:

(1) Process indicators:

- | | |
|----------|---|
| Fairness | Was the offer to participate genuine and were all the stakeholders given a chance to be involved? |
| | Was the process perceived as legitimate after it ended as well as when it began? |

Efficiency	Was there extra cost and time involved?
Wisdom	Were new skills gained, level of knowledge increased, trust and understanding developed, and the insight into the interests and positions of all participants improved?
Stability	Would alternative processes have worked better?

(2) Product Outcome indicators:

Purpose	Are the objectives achieved?
Consensus	“I can live with it” (package of compromises)
Written agreement	Strategic Plan developed for future reference and interpretation.
Interests	Meets interest of all parties?
Wisdom of the agreement	Consideration of the impacts / consequences
Stability of the agreement	Will it last / is there flexibility / future alterations?
	Will participants implement the Proposed Plan?
Overall effectiveness	Assessment of the participant’s personal view.

In particular when we try to analyse the product outcomes, the objectives of the community involvement becomes of paramount importance. Such objectives might not always be tangible and might be a contributing factor for success, rather than a defined objective from the outset. Such as the effect on the implementation stages, like Innes & Booher (1999) argued, that one of the consequences of effective consensus building is that it is less likely that it produces unhappy stakeholders who might sabotage implementation. They have also stated that a process without any agreement may be a success if participants have learned about the problem, about each other’s interests, and about what may be possible.

The distinction between process and outcomes was also made by Moore (1994) and confirmed by McCool & Guthrie (2001), in their attempt to map the dimensions of successful public participation in terms of how it is defined by participants. Moore’s (1994) investigation resulted in the identification of product and process oriented measures, whereby product dimensions include getting a plan written and implemented, securing the political acceptance of the proposed plan and ensuring that the various interests were represented in the planning process, while the process-oriented measures

include the establishing of the responsibility for the area (ownership of the plan) and enhancing relationships among the groups involved in the process.

With the focus on the implementation stages, Moote et al (1997) suggested that one of the characteristics of participatory democracy is that conflicts are resolved during the planning process rather than delaying implementation of completed plans. They developed a set of evaluative criteria (identifying strengths and weaknesses and examine the applicability) of public participation approaches. Based on a review of the literature on this topic the following issues and criteria were identified by Moote

- (1) Efficacy: Participants satisfaction about the outcomes, achieving desired results (no appeals).

With regard to efficacy we recognized the aspects of the public support of the decision on one hand, that their needs and concern are addressed, on the other hand how the public reacts to the decision (support of implementation). A collaborative process can build communities and shared understanding, resulting in a more acceptable outcome, whereby conflicts are resolved during the planning process with less delay expected in the implementation stage.

- (2) Representation and access: All affected are involved / the general public, not just specific interest groups.

As far as representation and access is concerned Moote et al (1997) have been referring to Arnstein's (1969) findings that citizens want access to the decision-making process to ensure that their interests are represented. Important in this process is the role of the administrator to act as a teacher and guide to facilitate social learning and public deliberation (Cooper, 1984).

- (3) Information exchange and learning: All interests discussed /values exchanged understanding of the issues developed, refinement of the objectives.

For information exchange and learning a two-way dialogue should be established to give the public the opportunity to clarify or expand their concerns and to confirm that their opinions have been seriously considered. This also permits the various participants to gain an understanding of each other's values, interests and concerns as well as legal and policy constraints which might result in a revision or refinement of their own values and interests, which in return can contribute to the definition of common objectives, goals and decision-making criteria.

(4) Continuity of participation: Public involvement through all stages.

Public involvement should be a continuous process to ensure that public interests are reflected in the policy decisions (Pateman, 1970).

(5) Decision-making authority: Shared (all participants) decision-making.

Probably one of the most difficult criteria to achieve is to have the public actually participating in the final decision-making, not just the opportunity to comment on proposed decisions (Arnstein, 1969).

Moote et al (1997) concluded however that providing forums for social deliberation does not in itself ensure that decisions will be acceptable to all participants. Consensus decision-making might not be feasible when deeply held values are at issue.

From a planners viewpoint useful guidelines have been suggested by Brody et al. (2003) who have identified six choices that planners must take in designing a participation programme. As shown below, these choices will determine the conditions for the community involvement process and have therefore the potential to influence the effectiveness of the participation process.

1. Administration Establish a timeline and allocate the required resources.

2. Objectives As recognized earlier it is essential to have clear objectives and to consider the reasons for public participation (e.g. to educate citizens, to seek their preferences, or to grant them influence) as it

might have an influence on the approach to be taken. With reference to Arnstein's (1996) ladder of participation this can vary from regulatory requirements to engaging citizens in decision making.

3. Stage Determine at what stage public involvement is expected, acknowledging the importance of early and continuous involvement at critical decision points, such as the visioning stage, the selection of goals and objectives, the choices of alternatives, and during the review and approval of the final plans.
4. Targeting Identify the relevant stakeholders and allow for a two-stage dissemination and discussion process for participants to consult their groups and organizations they might represent. Burby (2003) has argued that targeting is an important technique for increasing public involvement in comprehensive plans.
5. Techniques Based on the objectives stated, assess what type of involvement techniques to employ, such as public hearings, workshops, committees, focus groups, charettes, surveys, etc.
6. Information Establish what information is required and how to disseminate to ensure adequate information output, stakeholders preference input, continuity of the dialogue between the parties involved.

In summary this leads to the identification of the characteristics of the participation process: level, timing and extent of participation process, type, quality and availability of technical information, and techniques employed.

These choices planners can make to influence public involvement have also been identified by Burby (2003), who used the manuals (Creighton, 1992, Godschalk et al, 1994, Moore, 1995) as a guide and commented on each issue as follows:

1. Choice of objectives (provide information, listen to public and empower citizens).
2. Choice of timing (involve the public early and continuously).
3. Choice of who to target (seek participation from a broad range of stakeholders).
4. Choice of techniques (provide opportunities for dialogue).
5. Choice of information (clear and free of jargon).

With regard to whom to target, it will be useful to consider Hill and Moore's (2000) observations that the term 'diversity' often refers to demographic variables such as age, gender, race/ethnicity, class, sexual orientation, and disability, but should also include diversity of knowledge, skills, and opinion.

With regard to the impact of citizen involvement as far as the planning outcomes is concerned, Brody et al. (2003) have commented that research indicates that state planning mandates seem to result in stronger local plans (Berke & French, 1994; Berke et al., 1996; Burby et al., 1997), but to what extent this is related to citizen involvement is unknown. This aspect (focused on planning outcomes) has been addressed by Burby (2003) and demonstrates that stronger participation programs result in higher quality plans, which are more likely to be implemented.

While Brody et al. (2003) discussed the process from a planner's viewpoint, Webler et al (2001) studied public participation in an environmental decision-making process, identifying five perspectives from a public viewpoint, which characterizes a good process. From this research the following findings were established:

- | | |
|----------------------|--|
| 1. Legitimacy | The process is seen as legitimate as consensual decision-making takes place, is open / transparent, focussed on evidence (technical and local knowledge to be gathered) and not time restricted. |
| 2. Ideology / values | Process seen as a deliberation of values, not information, the goal is the need to educate, the more informed the more agreement reached, plan for implementation important (outcome focussed), continued dialogue including trust, respect, understanding of different viewpoints and issues. |

- | | |
|--------------------------|--|
| 3. Fairness and equality | Building trust, allowing everybody to have a say, respectfulness, quality of interaction (not numbers), focus on process (not outcome) and consensus. |
| 4. Equal power | Open process, based on evidence, educate people. |
| 5. Leadership | Meaningful opportunities to participate, and affect the decisions, gathering facts and information, educate about problems, interests, and concerns of other groups, responsible decision –making. |

In conclusion Webler et al (2001) found that different people expressed different ideas about what defines a good participation process. The research also suggested that in the people's view a good process is linked to producing certain outcomes. It is therefore recommended that at the start of the process not only process design issues are considered, but that an agreement on goals and expected outcomes is reached at an early stage.

Another approach useful for the analysis the case study are the aspects presented by Pratchett (1999) who is not categorizing methods of consultation, but is interested in the ways in which they might assist democracy. Firstly we should consider 'responsiveness' (the extent decision makers take note of the views of the public) whereby it is important to analyse whether it is the decision makers or their staff who is hearing the public. Secondly there is 'the aspect of 'representative-ness' (extent of all to have a say and the extent of resources and skills available to them).

Bleiker & Bleiker (1995) suggested that a public involvement process should strive to be legitimate, responsive, and responsible, by offering people clear opportunities for meaningful participation and by making the decision-making process transparent and responsive to public input, so that participants can see how their input is considered and weighed by the decision-makers. Their philosophy on public participation is about gaining the informed consent of all parties affected by the decision, not necessarily agreement. Such a consent might be reached when the participants are informed and believe that they had a proper and fair opportunity to influence the outcome and that a final decision can be justified.

Finally reference should be made to the work of Palerm (2000) who, by studying the 'Environmental Impact Assessment' process, developed an evaluative framework to establish criteria for best practice public participation, using the main principles of an earlier model developed by Webler (1995). In this model the following three criteria are identified: (1) fairness: implying that all affected parties should have an equal opportunity to participate, (2) competence: suggesting the encouragement to gain new knowledge and skills, ensuring that all information will be available to all participants, and that external experts should be used where required, (3) social learning: resulting in an understanding of concerns and values of other participants.

Although in Palerm's (2000) view, Webler's (1995) model was a practical approach, in contrast to most theoretical approaches to assess public participation processes, it was still limited to assessing only the opportunities for participation and suggested that two additional aspects should be incorporated in the framework; firstly the assessment of the capacity of the participants to make use of the provisions, secondly to assess the willingness of the participants to take part in the participation process.

Palerm (2000) suggested that there are many examples (e.g. cultural /country specific context) where the attitudes and capacities of the participants have altered the effectiveness of the participation process, regardless of the legal provisions.

It is therefore of paramount importance for the evaluation of the participation process to recognize the following guidelines: (1) Ensure, that all stakeholders are involved in the early stages, to bring concerns to attention and can be included in the term of reference, (2) That the involvement is continuous to confirm that the participant's input is valued and (3) That a two-way communication process (not one-way consultation) takes place. In addition we should be aware that the willingness to participate and to challenge the validity of contributing arguments might be influenced by the misuse of expertise and/or the underestimation of own expertise. In this respect the access to knowledge (use of external experts) becomes crucial.

2.6 A Framework for case study analysis

The literature review shows that most researchers in environmental planning related fields have made a distinction between participation ‘process’ and ‘product outcomes’. This approach will be followed for the assessment of the effectiveness of community involvement in the case study analysis for this research project.

For the analysis ‘effectiveness’ is defined as the ‘achievement of objectives’, which leads to the following overarching issues to be considered:

1. The resolving of conflicts and the generation of mutually acceptable solutions.
2. The contribution to the quality of the final outcome.
3. The assistance to achieve the objectives of all parties involved.

Although in planning the various participants / stakeholders might have different objectives from the outset, Chess’s (2000) findings as listed below are considered a useful generic approach to define the objectives of participants in urban developments:

- (1) Increasing knowledge
- (2) Building consensus
- (3) Improving decision-making
- (4) Generating acceptance
- (5) Increasing trust
- (6) Empowering citizens

The importance of the establishment of the objectives for public involvement came through as a key aspect in the literature review. It is therefore considered meaningful to measure the effectiveness of a participation process and its outcomes against these objectives. In addition we should acknowledge that the objectives for community involvement are strongly related to the level of participation, and therefore we have to analyse the political environment the process is operating in. The choice of objectives can be viewed in terms of a “ladder” of participation (Arnstein, 1969; Glass, 1979) and vary between a one-way communication to inform/educate citizens and empowerment of citizens by a collaborative approach.

To establish the ‘level’ of participation for the case study analysis, the typology from Thomas (1990, 1993) and Shand and Arnberg (1996) will be used, which is based on the nature of the problems and the interests of the policymakers. Hereby we distinguish information, consultation, partnership, and control as the various levels of community participation.

In this literature review, Brody et al. (2003) as well as Burby (2003) who used earlier developed manuals (Creighton, 1992, Godschalk et al, 1994, Moore, 1995) as a guide have shown that the effectiveness of the participation process might be influenced by the conditions set for the community to be involved. For the case study analysis Brody’s (2003) identified planner’s choices for the design of a participation process, as listed below, are therefore considered useful to place the effectiveness indicators in the context of this particular case study.

- Administration Prepare a plan (timeline and resources).
- Objectives Set clear objectives (e.g. to educate citizens, to seek their preferences, or to grant them influence).
- Stage Early and continuous involvement at critical decision points.
- Target Identify the relevant stakeholders.
- Techniques Assess type of involvement techniques (based on objectives).
- Information Appropriate information flow and continuity of dialogue.

In summary this leads to the description of the characteristics of the participation process: level, timing and extent of participation processes, type, quality and availability of technical information, and techniques employed. After the analysis of these characteristics of the process in the case study, a framework of indicators will be developed to measure the effectiveness of the community involvement in the case study.

In this respect Todd’s (2001) findings, who arrived at “indicators of effectiveness” for both ‘process’ and ‘product outcome’ would make a valuable contribution for the

development of a framework for measuring the success (effectiveness) of public participation. With a focus on the ‘process’ for the case study analysis, the following indicators have been selected to be incorporated in the framework:

- Fairness Was the offer to participate genuine and were all the stakeholders given a chance to be involved? Was the process perceived as legitimate after it ended as well as when it began?
- Efficiency Was there extra cost and time involved? Compared to what – a technical process without participation?
- Wisdom Gained new skills, increase level of knowledge, increase trust and understanding, insight into the interests and positions of all participants. Not sure wisdom embraces the ‘intellectual’ quality of the decision as well as trust etc. (which are about social capital).
- Stability Would alternative processes have worked better?

These indicators can be complemented by the following set of evaluative criteria from Moote et al. (1997), identifying strengths and weaknesses and examine the applicability of participatory democracy approaches to public participation:

- Efficacy A smooth process that leads to acceptable outcomes for the participants, achieving desired results (no appeals).
- Representation and access All affected are involved / the general public, not just specific interest groups (overlaps with earlier criteria?).
- Information exchange and learning All interests discussed / exchange of values, understanding of the issues developed, refinement of the objectives.

For an assessment of the participation process, further indicators have been identified in the literature by Webler’s et al. (2001) who suggested the following aspects from the public point of view, as indicators for effectiveness:

- Legitimacy Open / transparent, focussed on evidence.
- Ideology / values Deliberation of values, (outcome focussed), continued dialogue including trust, respect, understanding of different viewpoints.
- Fairness and equality Allowing everybody to have a say, respectfulness, quality of interaction (focus on process), consensus.
- Equal power Open process, based on evidence, educate people.
- Leadership Opportunities to participate, and affect the decisions, gathering facts and information, responsible decision – making.

This list could be extended by the following two additional indicators from an earlier model developed by Webler (1995):

- Competence Suggesting the encouragement to gain new knowledge and skills, ensuring that all information will be available to all participants and that external experts should be used where required.
- Social learning Resulting in an understanding of concerns and values of other participants.

Finally some additional valuable dimensions could be added to the framework, by evaluating the effectiveness of the community involvement in the case study. Firstly against the findings of Pratchett (1999), who identified two criteria:

- Responsiveness The extent decision makers take note of the views of the public.
- Representativeness The extent of all to have a say and the extent of resources and skills available to them.

Secondly referring to Palerm (2000), who suggested that not only the opportunities for participation should be considered but that the following two additional aspects should be evaluated:

- Capacity The capacity of the participants to make use of the provisions.
- Willingness The willingness of the participants to take part in the participation process.

Overview and Conclusion

Table 1 below shows the suggested design guidelines as identified by Brody et al (2003), which will be used to analyse the characteristics of the participation process. The extracted indicators to measure the effectiveness of the process have been presented in Table 2 in a matrix format, which will be used for the analysis of a case study as described in Chapter 3.

Table 1

Design criteria for a public participation process:
Brody et al (2003) and Burby (2003)

Administration	To confirm that an appropriate timeline and resources have been allocated to support the process
Objectives	To establish the expected level of participation in relation to the objectives of the initiators of the process, ranging from compliance with regulatory requirements to engaging citizens in decision-making
Stage	To identify the timing of the participation process in relation to the decision-making points
Targeting	To identify the potential stakeholders and the selected participants involved in the process, by invitation and otherwise
Techniques	To identify the various types of involvement chosen to engage the community in the process
Information	To establish the quality / relevancy of the exchanged information and the amount and continuity of dialogue between the parties

Table 2

Matrix summarizing the 'effectiveness' indicators identified in the literature review and the selected indicators for the case study analysis.

Researchers from Literature Review	Todd	Moote et al	Webler et al	Pratchett	Palerm	Case Study	
Indicators						Indicators selected for Case Study analysis	Issues to be investigated as a measurement for 'effectiveness'
Legitimacy			v		v		To establish that participant's input is acknowledged and respected in the development
Ideology / values	v	v	v		vv		To identify the different viewpoints of the participants and to confirm a mutual understanding through a continuous dialogue
Fairness / equality	v		v	v	v		To establish the quality of interactions, trust and achieved consensus
Equal power			v		v		To establish an open process, with equal opportunities for all participants
Leadership			v		v		To identify an effective decision-making process based on submitted evidence
Competence			v	v			To encourage to gain new knowledge and to establish that the required information and expertise is available
Social learning	v	v	v	v			To contribute to an understanding of concerns and values of other participants
Efficacy		v			vv		To establish participants level of acceptance, beneficial for implementation stage
Responsiveness				v	vv		To establish the extent decision-makers take note of the participants views
Representative-ness		v		v	vv		To establish the extent the participants have a say and resources and skills available to them
Capacity				v	vv		To identify the conditions and opportunities for the parties to participate
Willingness				v	vv		To establish the motivation to participate

Legend: Case Study indicators

v = for analysis of case study

vv = for analysis of case study and questionnaire survey

It should be noted that the developed framework of indicators for effectiveness of community participation extracted from the findings of this literature review might be ‘process’ biased / orientated. In the context of this research however, the focus on the ‘process’ is considered appropriate, as due to the timeline of the case study, an analysis of the implementation stages will fall outside the scope of this research project.

In this context an observation should be made though, that although for the analysis of the effectiveness of public participation the distinction between process and outcome might be useful, Innes & Booher (1999) has suggested that process and outcomes cannot be separated, as they observed, that no matter how good an agreement is, if it was reached by a process that was not regarded as fair, open, inclusive, accountable, or otherwise legitimate, that it is unlikely to receive support. Acknowledging that theory, might suggest that the findings from the indicators for the ‘process’ could hold some valuable clues for the effectiveness of the product outcomes.

Before the design criteria and effectiveness indicators as summarized in Table 1 and Table 2 will be used as a guideline for the questionnaire survey and the analysis of the case study in Chapter 4 and 5 respectively, the next Chapter will give a detailed description of the case study used for this research project.

3 Description of Case Study

3.1 General Overview

The “Greater Christchurch Urban Development Strategy” (GCUDS) project is a collaborative initiative between Regional, Districts and City Councils involving Transit NZ, business and community organizations.

The aim of the project is to develop a strategy for the expected population growth over the next 20 years for the “Greater Christchurch” area. The Greater Christchurch area covers Christchurch City and Lyttelton Harbour Basin, Waimakariri District in the North to the Ashley River and Selwyn District in the South to the Selwyn River as shown in Fig 1.

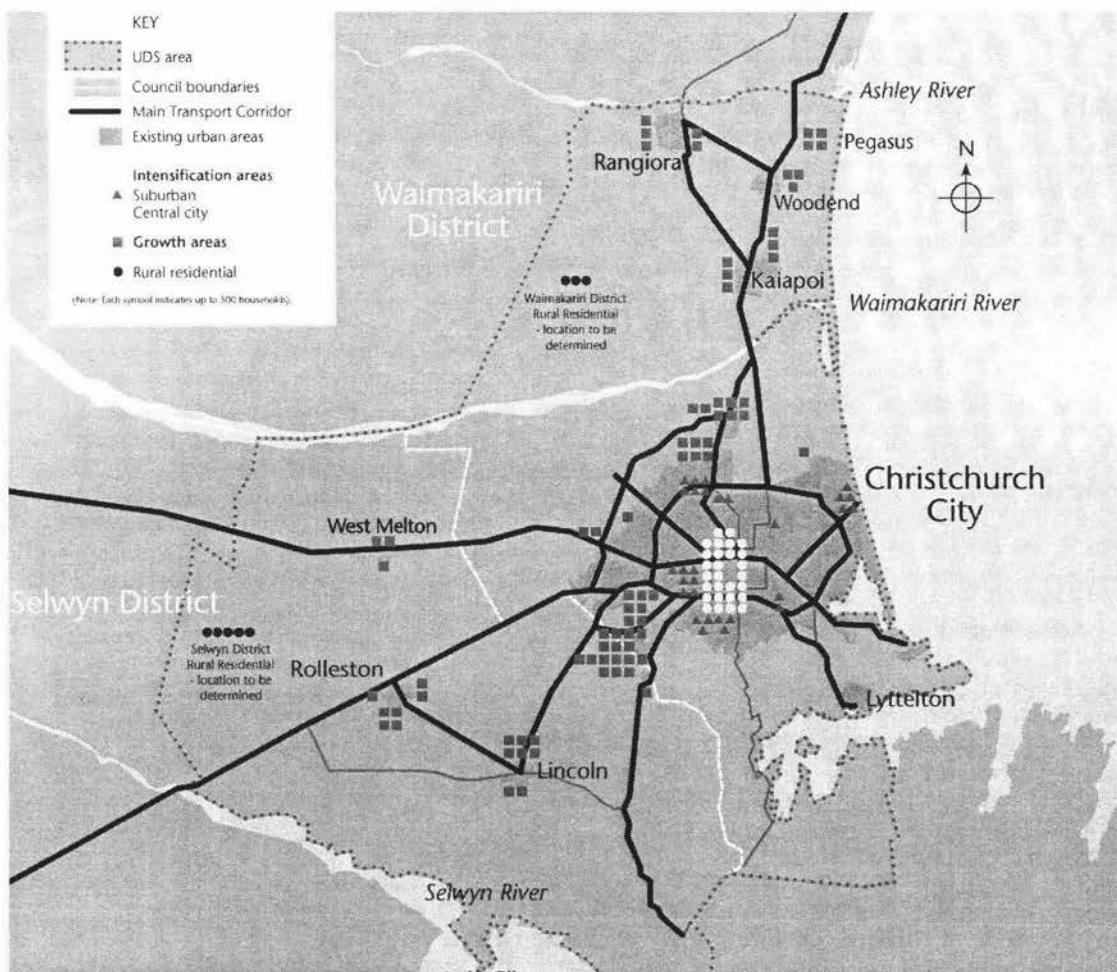


Figure 1 – Greater Christchurch Area and Local Authorities (GCUDS – Draft Strategy, November 2006)

To guide the process of developing a community based future urban development strategy, a Forum was set up comprising appointed representatives from Environment Canterbury (the Regional Council), Selwyn and Waimakariri District Councils, Christchurch City Council (including the former Banks Peninsula Council), Transit NZ, and a cross section of local leaders drawn from community, business, education, and government organisations.

The Forum was initially presented with a timeline based on a target date of July 2006 for the adoption of the Strategy, which proved to be too optimistic and in early 2006, the external consultant, appointed as project leader, revised this timeline to accommodate the urban design workshops (Inquiry By Design) and to ensure the adoption of the Strategy prior to local authorities elections in 2007. This timeline resulted in the following key stages for the project:

- Community Consultation (Stage 1)
 - Part 1: Issues Awareness March / April 2005
 - Part 2: Consultation on Options April / May 2005
- Development of Community Charter July 2005 – March 2006
- Development of Draft Strategy May – November 2006
- Inquiry By Design Workshops August / September 2006
- Draft Strategy and Action Plan November 2006
- Public consultation (submissions, hearings) November 2006 – January 2007
- Adoption Final UDS Strategy February 2007
- Implementation March 2007 onwards

Based on the above key stages for the project the case study used for this research paper will be described in more detail in the following two sections:

1. Communication and Consultation Process.

The two identifiable steps in the first stage of the community consultation process will illustrate the various techniques used to have the public involved in the development of a growth strategy for the Greater Christchurch area.

2. Forum Meetings – Process Description.

The process of the case study will be recorded on the basis of the observations throughout 2005 and 2006 of the monthly meetings of the “Greater Christchurch Urban Development Strategy” (UDS) Forum.

3.2 Communication and Consultation Process

3.2.1 Part 1: Issues Awareness

The objectives for the first part of the consultation process were defined as twofold, firstly to inform the public on the issues related to the expected future population growth in the Greater Christchurch area and secondly to develop public interest in the topics to create a basis for further community involvement.

In February 2005 the Forum introduced the issues of concern to the Christchurch community and invited the public to express their views on the matter. (*GCUDS – Introduction to Issues, February 2005*). A brief summary of the ‘Issues’ identified and explained to the community were outlined as follows:

- Land Use and Housing

With an expected population growth of 52000 people for the area over the next 20-40 years, choices have to be made where to accommodate these residents: within the existing Christchurch City boundaries, in rural townships or expand into rural areas. Related to such growth projections are the implications for the infrastructure. At the same time consideration should be given to the requirements due to future changing lifestyles such as household size, demand for shops, schools and recreation facilities.

- Transport

Traffic congestion is increasing and the cost implication as well as the environmental impact should be evaluated and alternative modes of transport (walking, cycling and public transport) have to be investigated.

- Community Identity

The impact of the urbanisation of the smaller rural communities and the urban expectations of amenities for such centres, higher densities (town house developments) is changing the character of the neighbourhoods, and lifestyle block developments are changing the rural communities.

- Natural Environment

The future population growth for the Greater Christchurch area might have an impact on the water quality and water demand for the area. Further restrictions for urban development might be recommendable due to the potential for natural hazards for some areas.

The ‘Issues’ booklet also covered the participation process and timeline, introduced the Forum as a body to manage the development of a growth strategy and provided details for further information such as reference to an 0800 number and website. This document was distributed to council offices, service centres and libraries, and sent to an existing database of organisations and individuals who had participated in earlier planning consultations.

The content for the website was drawn from the ‘Introduction to Issues’ booklet, and supplemented with a series of frequently asked questions and additional information about the process. To support the booklet, posters were designed featuring the issues and referring to the 0800 number and website. During this issues awareness stage, extensive newspaper coverage and radio programmes were utilized to support the process.

3.2.2 Part 2: Consultation on Options

The objectives for the second part of the consultation process were threefold, firstly to raise awareness and encourage participation in the ‘Options’ consultation process, secondly to promote community meetings and public forums to encourage public debate and thirdly to ensure that stakeholders and the wider community had access to the Options consultation booklets (or online information) and feedback opportunities.

To encourage the community to participate in the project, an “Options” document was developed. (*GCUDS – So many options... which will you choose? April 2005*). This document made a comparison between the four options for a growth strategy as listed below, explaining the implications for the above-mentioned issues for each of the options.

- Business as Usual: - Continues current trends of development spreading out around the greater Christchurch area in new subdivisions, with some housing in urban renewal developments. Councils would continue to pursue independent growth strategies.
- Option A: (Concentrated Approach) - Concentrates development within Christchurch City and at larger towns in the surrounding districts.
- Option B: ('Centres' based Approach) - Balances future urban development between existing built areas with some expansion into adjacent areas.
- Option C: (Dispersed Approach) - Disperses development out around the greater Christchurch area away from established urban areas.

The Options Consultation Booklet was distributed to the same database as for the earlier Issues booklet and contained in addition to the description of the four options for managing future growth the following information:

- Background information about the process.
- Summary of background information for the four key issues areas: land use and housing, transport, community identity and the environment.
- Information about current and projected future demographics.
- Constraints on future development (airport noise zone, aquifer protection)
- Feedback form. (For the public to indicate the preferred option with an invitation to make further comments on the options presented)

During this stage of the consultation process the following activities were organized to encourage the community to participate in the process:

- a) Publicity
- b) Community Meetings

- c) Special Events
- d) Road show
- e) Newspaper articles

Re: Publicity

A partnership was formed with The Christchurch Press prior to the commencement of the Options consultation, resulting in an extensive coverage through interviews with people from various backgrounds, reflecting different viewpoints and inserts covering the content from the Options document and feedback form.

The Options document was kicked off with the special insert in The Press on 11 April 2005. This went to 90,000 subscribers in the greater Christchurch area. In addition The Press ran a series of articles on the Options and what they meant to different people in the area. Waimakariri and Selwyn District Councils also ran two-page spreads in their local papers.

This same information was picked up for pieces on National Radio and on Talkback during the submissions period. Many special topic newsletters used parts of the Options information in them to promote the UDS or a specific issue. Throughout the entire process 15 media releases were issued. The Mayoral Forum held on 19 April was advertised in The Press and on posters throughout the area. All community meetings were advertised in The Press and the local papers in Selwyn and Waimakariri.

Re: Community Meetings

A total of 22 public meetings and some workshops for specific target groups were held during the consultation period, where the community was introduced to the Issues and the Options documents, while encouraged to participate in the discussions and to contribute to the process through the feedback form and further submissions. During the month of May 2005 these Community meetings were organized throughout the city suburbs and the regional district centres, to raise further public awareness. The majority of these meetings were well attended, indicating the general public's interest in the issues. The structure of these meeting was primarily designed to inform the communities, with limited time for questions and interaction, although notes were taken to record the discussions and concerns expressed by the participants.

It was encouraging to observe that in these meetings the interests of the audiences were focussed on the ‘big issues’ rather than the ‘not in my backyard’ approach and that references were made to newspaper articles covering these issues. From the observations of some of these meetings, the following issues raised by the public have been recorded:

- Concerns were expressed that past experiences have learned that no notice will be taken of the Strategy as a non-regulatory document and scepticism was observed about the value of community input, as development proposals will continue to be dealt with under the Resource Management Act in the Environment Court.
- Comments were made that the format of the Options document was considered too directive, with restricted room to express own ideas. The presenters responded that the council’s genuine intention was to consult and collect ideas from the communities and that this document was designed to reach a wide audience and encouraged the public to prepare additional standalone submissions.
- The public noticed that the under 28 years old age cohort was under-represented, suggesting that the marketing through The Press doesn’t seem to reach the young and recommended to upgrade the website, to accommodate written submissions in addition to the tick boxes.
- A suggestion was made from the public that the Strategy should be developed in a more ‘open forum’ format, using the intelligence of the participating communities, rather than by a team of town planners.
- Another interesting contribution from the public was the recommendation to the councils to take further control (e.g. developing design guidelines for subdivisions) and the use of independent expert advice from an external consultant.
- In one of the district meetings some tension was noticeable regarding the loss of identity of the regional centres and the conflicts between the region and the ‘big brother’ city. The objectives of the partnership was queried in this respect, suggesting an amalgamation attempt (land grab) from Christchurch City. The ‘political’ response to these concerns explained that the present partnership was

focussed on the development of a growth strategy, and that for the implementation stages sufficient flexibility should be guaranteed for the local authorities to implement the Strategy through their respective District Plans.

Re: Special Events

During the Options consultation period the initiators had organized two special events. Firstly the Mayoral Forum Meeting in April 2005 as a promotional event to ‘launch’ the Urban Development Strategy consultation process. Secondly a Community Leaders Workshop with Peter Newman (an international expert on Transport and Land-use) followed by a public lecture from this expert.

For the Mayoral Forum, a concerted effort was made to promote the project and the event with media releases, articles, paid advertising, posters and e-mails. There were in excess of 300 people in the foyer of the Arts Centre. In the introduction the main objective of the Strategy was announced as a partnership between the five councils and stakeholders to achieve an integrated urban development to accommodate the expected future population growth, to ensure an excellent quality of life in the area. This meeting was well attended, suggesting that the widespread publicity around the issues had been successful. The focus of the meeting itself though was to broadcast that a partnership was established between the five councils, with presentations from the respective mayors. The structure of the meeting allowed for only limited interaction between the forum and the audience, referring to the documents such as the feedback form for the public to make submissions in writing. The following observations were made on discussion points relating to the process and the expected outcomes of the Strategy:

- From one of the Districts an emphasis was placed on the infrastructure between Rural Towns and Christchurch City, suggesting the resolving of the transport issues and commuting problems as the main objective for participation.
- An observation was made from the public that ‘Rail’ as a mode of transport was not mentioned in the documents presented. The Forum responded that this aspect was integrated in the strategy, but that it was envisaged that this would be dealt with at a later stage.

- From the audience it was also pointed out at this meeting that, to implement one of the options (other than ‘business as usual’), a Policy Review (Regional Policy Statement) would be required, and that the relationship between Regional and District / City Councils needs to be improved to develop rigid planning controls, not necessarily based on environmental impact criteria.

As a follow up on the Mayoral Forum meeting, a half-day Community Leaders Forum was held chaired by Peter Newman. The participants (on invitation only) represented Community Associations, Neighbourhood Support, Police, Businesses representatives, Residents Associations / Groups and Housing Corporation.

- The outcomes from facilitated small groups discussions had a strong focus on Public Transport, specifically Rail (which was promoted in the expert’s presentation) and a preference for a ‘centres’ based concentrated model. (A model between Options A and B)

Another half-day workshop was organized by Sustainable Otautahi Christchurch to prepare a submission to the proposed Options document. Participation and observation of this workshop indicated a strong commitment from the participants to make a contribution to the development of the Strategy on a voluntary basis. This resulted in an in-depth submission, which was acknowledged by the UDS Forum as a valuable document, which was confirmed through the analysis of the submissions and subsequent formulation of the key objectives as adopted for the development of the Strategy. Representatives of this organisation were invited to participate in the Inquiry By Design workshops, confirming further recognition of their input.

Re: Road show

A new feature of the consultation was the Road show: a mobile display with a decorated Honda Hybrid car as the centrepiece and information on the options. The road show went to 20 different venues around Greater Christchurch. This display had a dedicated staff person who was assisted by the Council’s staff on long days. As the display moved around in the area, greater recognition added to people’s comfort level in talking about the programme and the issues. A major drawing card was the car and its design.

Re: Newspaper articles

An overview of the extensive coverage on the early stages of the Greater Christchurch Urban Development Strategy in The Christchurch Press is given in Appendix D.

3.2.3 Communication Programme (July 2005 – January 2006)

The objective for this programme was defined as to keep people interested and informed, to encourage submissions and feedback on the draft Strategy document. Firstly it was proposed to continue with regular publications, such as news letters and media releases, feature articles about issues dealt with in the draft Strategy and the use of the website. Secondly it was suggested that public workshops and forums could be organized for either invited guests or open for the wider community to address topics, which might emerge during the preparation of a draft document and whereby community input might be considered valuable.

3.3 Forum Meetings – Process Description

3.3.1 Background

The brief adopted by all participating Councils in March 2004 outlined some of the following expectations for the scope of the UDS including community involvement commitments as stated under items b) and f):

- a) Strategy to provide direction and integration for existing and proposed urban development.
- b) To be adopted by participating Councils and supported by other relevant agencies, to act as a commitment to the community regarding future urban development.
- c) Take account of, build upon and integrate existing relevant strategies and commitments of participating Councils.
- d) Focus on the greater metropolitan area.

- e) Engage with and achieve support from project partner agencies in achieving mutually beneficial outcomes.
- f) Conduct appropriate consultation and discussion on Options for the UDS and for the Draft Strategy.
- g) Implementation through regulatory and non-regulatory methods.
(Long Term Council Community Plans (LTCCP's), City/District Plans and the Regional Policy Statement).

3.3.2 Community Consultation (Stage 1)

In May 2005 the Forum was advised by the Communication and Consultation Committee that the first stage consultation process ('Options' document) was in progress, supported by a large coverage from the main local newspaper (The Christchurch Press) and organized public meetings throughout the area. The Forum acknowledged that after the completion of this consultation process, there was a need to go back to the participating local authorities to gain their commitment to the implementation of the preferred options, as indicated by the community responses. At this stage the Forum received requests from some professional associations to be represented in the Forum. It was resolved that at a later stage, subgroups should be established to accommodate various levels of involvement.

It was in the June meeting that the Forum received a review from the Communication and Consultation Committee on the first stages of the communication and consultation process, reporting as follows:

- The relationship with The Press had been successful, resulting in well-written publications at the right level to stimulate interest by the public, with good linkages and consistency between ads, articles, public meetings and other events.
- The use of the e-mail network was perceived to be effective.
- The development of the website needed some improvements as suggested at one of the community meetings.

In the same meeting a Preliminary Summary of the Submissions received on the Options document was presented. Over 3000 feedback forms were received; with over

140 submissions from organisations, agencies and individuals of between 2-50+ pages (this does not include one page attachments to the feedback forms). The total response has been far greater than anticipated and suggests that the communication plan in general and the specific approach taken in terms of communication topics, have clearly generated significant interest from the Greater Christchurch community.

An early analysis of key issues raised by the more than 140 written submissions from representatives of organisations (residents, community or interest groups) and from government agencies, organisations and sections of participating Councils, showed a keen interest in the issues associated with a Growth Strategy. An initial assessment from the feedback forms database indicated the following outcomes:

- The submissions showed a strong preference for the concentrated approach (Option A), followed by the ‘centres’ based approach (Option B), with very little interest for the dispersed approach (Option C) and Business as Usual.
- The expressed preference in approach was shared across all districts and the preference for option A was spread relatively evenly across the age groups, gender and the number of years living in the area.
- The submissions aligned the population distribution characteristics of the Greater Christchurch area, but were not representative of ethnic make up and age groups, as Maori, Asian and under18 years old were under represented.
- The issues receiving most attention in the submissions were the strong support for the councils to work together and to investigate the potential for rail as a mode of public transport.
- Some submissions requested for an opportunity to address the Forum (“to be heard”) and/or to be represented on the Forum.

In response to the feedback so far, a discussion took place on the requests to address/participate in the Forum. As far as the requests for membership to the Forum was concerned, reference was made to earlier discussions, to establish a two tiered structure (subgroups) to accommodate further involvement from other stakeholders. To accommodate verbal submissions to the Forum, it was considered necessary to organize scheduled ‘hearings’ where the public could make presentations to the full UDS Forum

or to a subgroup of Forum members, whereby the latter option was decided on the basis of practical / time restraints. By observing these discussions, it was noted that a range of opinions existed on the value / purpose of such a hearing, varying from “interest in the details”, which might “add value” to the content of the submission, the desire to “establish a dialogue”, to creating “public goodwill / damage control”. Consequently the discussion on “whom to invite/select” followed, whereby suggestions were made between “all interested parties” and “only representatives of strong submissions”. A concern was expressed about an unbalanced influence from groups with “extreme” views, suggesting that the community has been consulted and that no further action would be required. It was resolved that an invitation will go out to the parties who requested for further consultation and the outcomes from these hearings can be summarized as follows:

- In general the respective written submissions were confirmed.
- A strong interest to participate in the further development of the strategy, offering expertise in a variety of fields, with suggestions for the establishment of partnerships.
- In their evaluation of the consultation process the Forum concluded that the views of the various parties were not as far apart as anticipated and that a framework should be created for co-operation of all parties involved.

In the following meeting the Forum was presented with an ‘Interim Summary and Analysis’ from the public consultation of UDS Options as a discussion document, with a recommendation that the ‘Key Outcomes and Objectives’ outlined in the report will be used as a framework for the development of the draft Strategy. A full report on this consultation process has been published in January 2006 (*GCUDS- Report of Community Feedback on the Options Consultation*). A brief overview is summarized below:

- It was confirmed that over 3250 Option feedback forms, showing preferences for the direction of future development in the area were returned. Just under 1800 of these included written comments on a variety of issues, and a further 133

separate written submissions were received from organisations, agencies and individuals of between 1-50+ pages.

- The methodology used to summarise comments, submissions and issues raised at the community meetings was a collation based on the categorisation of the topic areas into 52 Key Ideas/Issues. It was considered important to list the verbatim comments of the responders under these topics, as it provides a real idea of what the community is thinking on each of the subjects.
- Separate written submissions (133) were received, some with the feedback forms and some as stand alone documents. Around half represented groups or non-government organisations such as Residents Groups, Community Boards, Master Builders Association, and Sustainable Otago Christchurch. These submissions were collated by categorising the issues identified by the public into seven main themes. It was noted that the discussions at the public meetings were largely reflecting the same concerns and supported the above main themes and that the Community Leaders meeting covered the same issues as addressed in the written submissions, but in a far more in-depth and complex way.
- The public identified the importance of continued collaboration of Councils and the significance of strong leadership. There was also a strong support for the development of Design Controls. Concerns were expressed that the Forum has no mandate to administer and implement the proposed Strategy and suggestions were made to establish private/public partnerships to ensure that large-scale strategic developments could be initiated.
- The make up of the Forum was queried, suggesting that the Forum was not necessarily representing those concerned about the city's future. Respondents recommended that consideration should be given to balance the Forum's development and road interests focussed representation with a more community based and sustainability oriented representation.
- Apart from the focus on the Strategy itself, confirming the usefulness of a Strategy with implementation powers, comments were made on the Options document being received as an open consultation process and views were expressed that it is very important that people have a say in how their city develops. Suggestions were made that a framework should be provided,

whereby choices, based on findings how people want to live were offered, rather than telling them how they are going to live.

The meeting concluded that there has been a tremendously positive response to the Greater Christchurch UDS initiative and that the participating Councils should be encouraged to continue to engage the community by tapping into the enthusiasm expressed by the organisations and individuals to further contribute to the development of a successful UDS.

The Forum adopted the recommendations that the results from this community consultation process were going to be used as a guide for the development of the draft Strategy, and that the ‘Key Outcomes and Objectives’ outlined in the report will form the framework for the draft Strategy. It was also suggested that the staff in charge of the communication process should prepare a proposal for further consultation techniques to reach the under-represented groups.

In response to the requests from some stakeholders to be involved in the development of the draft Strategy, a discussion took place on the formation of workshops for the next stages of the development to ensure the inclusion of interests groups not represented at the Forum. Although some reluctance was observed with regard to further consultation, a consensus was reached on the value of the formation of working groups to develop further clarification on the issues as identified by the community, to ensure that no misinterpretations of the outcomes would have the potential to jeopardise the implementation of the Strategy at a later stage.

3.3.3 Development of Community Charter

A Communication Programme (July 2005 – January 2006) was presented to the Forum, with the objective to keep the community interested and informed during the development of a draft document, in order to stimulate the consultation process on the draft Strategy. In this programme it was proposed that in addition to regular publications such as newsletters, media releases, feature articles and use of the website, public workshops and forums should be considered for further input from stakeholders

and interests groups, to keep the process alive and relevant for the community and to encourage debate, in particular on topics where community direction is needed.

The Forum meeting in August 2005 had the characteristics of a ‘Consolidation’ meeting. The ‘Key Outcomes and Objectives’ from the previous meeting were discussed in full detail, inviting the Forum members to make modifications where considered appropriate. The format of this meeting suggests the desire to achieve a mutual understanding of the issues as identified by the community, in order to give the anticipated framework for the draft Strategy more stability. Based on the ‘Key Outcomes and Objectives’ as identified in the previous meetings a proposed framework was presented to the Forum for further development of the Strategy. The alignment of the goals defined in this framework with these ‘Key Outcomes and Objectives’ confirmed a strong commitment to the community input. It was stated, that as a result of the overwhelming success of the community feedback so far, the expectations that the UDS will involve the community in the decision-making process was not only based on the requirements under the Local Government Act.

Another commitment to community involvement was expressed in a proposal, whereby the key stakeholders were identified for participation in workgroups to develop the sub-strategies for a draft document. These stakeholder groups were identified through their earlier involvement in the project, including submissions, personal requests to participate or by being involved in local or regional planning processes. It was acknowledged that resources for such an approach were not allocated and had to be resolved.

The discussions on the expectations of the Forum as well as the stakeholders, and how the input will be used to formulate the draft strategy and the associated time frame for this process, were not discussed due to changes in the UDS Management Steering Team by the end of 2005. During this period the forum meetings were rescheduled / postponed and subsequently the agenda modified. The changes resulted in the appointment of an external consultant for the role of Project Leader. The justification for the use of external consultants was based on the expected valuable contribution from their experience in similar developments around New Zealand (Smart-Growth Bay of Plenty and Wellington Regional Strategy).

By way of an introduction the new Project Leader presented an ‘Amended Project Plan’ at the November 2005 Forum meeting. The ‘Project Plan’ proposed a change in the methodology to deliver the strategy, with a consideration for the following aspects:

- The success of the consultation process with a strong mandate for the participating Councils to integrate policies.
- The requirement for a realistic timeframe and expenditure estimate.
- The need to examine the use of existing regulatory and non-regulatory tools for the implementation of the strategy.

The focus of the proposed plan was on the formation of the strategy and the continuation of the collaboration and co-operation of the participating councils, while the community stake in both the process and the outcome of the strategy was reconfirmed, with an emphasis on the major shift from the ‘business as usual’ approach and the desire from the community to be involved in the next phase. The proposal recommended the production of some key documents, such as a Community Charter, reflecting the views of the community as extracted from the first consultation stage. The plan also included a proposal to organize Inquiry by Design (technical / stakeholders) workshops to develop a strategic ‘blueprint’ for the preferred option of a more concentrated /consolidated urban form. The document suggested the development of a framework with a focus on the implications for the implementation of the Strategy. The proposed structure identified the following Work Streams with a free flow of information between the strands to ensure an integrated process:

- a) Visualisation and consultation
- b) Transport / land use assessment
- c) Infrastructure / environmental assessment
- d) Implementation and advocacy
- e) Documentation

Although in the explanation and discussion no specific emphasis was given to the schematic overview of the proposed structure, it was noticed that the ‘Consultation and Visioning’ Stream was overarching the other strands, which confirms the commitment to a continuing community involvement for the process.

Based on the results of the consultation with the community a draft Community Charter (*GCUDS-Community Charter, March 2006*) was presented in the February 2006 Forum meeting, setting out the principles and directions for the Greater Christchurch Urban Development Strategy. The Charter recognizes that the Strategy needs to satisfy four expectations:

1. Of the Community - with a focus on ecological values, productive land, urban centres, community character, diversity, sense of place, heritage, open spaces, urban design, sustainability, all as per the major concerns as expressed during the consultation phase.
2. Of the Business sector – to achieve a better integration between land use, infrastructure, communities and resources.
3. Of the Councils – to provide directions for the Long-Term Council Community Plans, Regional Policy Statement, Regional Land Transport Strategy, City and District Plans
4. Legislative framework – to meet the requirements of the Local Government Act, Land Transport Management Act, and Resource Management Act.)

This document was adopted as the framework for the development of the Strategy and the Community Charter was defined as ‘The glue between the consultation and the strategy’. The Forum decided to have the document presented to the participating Local Authorities and Transit NZ as an ‘Information Only’ document.

3.3.4 Development of Draft Strategy

In the following meeting the Project Leader submitted a Project Completion Plan, whereby the Community Charter was reconfirmed as the guide for further development of the Strategy. This document clearly indicated the expected role of the Project Leader to control the timeline and costs associated with the development and implementation of the Strategy. The main objective of the plan showed a target date of February 2007 for the implementation of the Strategy. In order to achieve this goal, it was proposed to produce a draft Strategy document in tandem with the scheduled Inquiry By Design process. The outcomes of both processes would then be integrated into a final

document. Also a relationship was illustrated between the UDS and existing local government legislation, highlighting the implications for the implementation stages of the Strategy. The associated resources required to carry out the proposed plan was included in the presentation and accepted by the Forum.

That the emphasis of the proposed plan was on the time allocation for the development of the Strategy was confirmed by incorporating the following potential elements of risk in the document:

- The potential new issues arising from the Inquiry By Design workshops with associated extra work to incorporate these in the draft Strategy document.
- The challenges to complete the consultation processes and hearing submissions with the potential post-consultation tasks required.
- The challenge to develop a Regional Policy Statement in parallel with the Strategy and the ongoing Private Plan Changes under the current legislation.

In May 2006 a discussion paper on ‘Implementation Tools’ (based on the experiences from other projects such as the ‘Smart Growth Bay of Plenty) was presented at the Forum meeting. It was suggested that under the Statutory Mandate of the Local Government Act, a Joint Sub-Regional body (Growth Management Committee) could be established to develop a communication strategy, including branding and other awareness raising techniques, and to monitor an ongoing effective community engagement process.

Along other planning issues for the implementation stages, ‘Community Engagement’ and ‘Tangata Whenua Engagement’ were identified as the ‘Effective Tools’ related to community involvement. For the Community engagement the opportunities and risks were identified, whereby as opportunity the paper suggested that engagement with the community should be seen as essential to win hearts and minds and support long term implementation across election cycles. Poor marketing was formulated as a risk that might lead to perceptions that ‘nothing is happening’ and that the growth is not being managed effectively. Taking note of the word ‘marketing’ used in this context might suggest that a one-way approach has been envisaged. For the Tangata Whenua engagement it was suggested to make use of the existing structures in place.

During the presentation and discussion on the Implementation Tools, reference was made to an article in NZ Herald (10/03/06) by Brian Rudman, “Vision useless without structure to make it work”, in which Accountability Mechanisms, comprising business practices and vision alignment (including community participation and stakeholder representation) was identified as one of the ‘Critical Success Factors’. The article suggested that there will always be a significant chance of failure if there’s a lack of political will and commitment, if different levels of Government and their agencies don’t collaborate and co-operate, if funding is inadequate or unpredictable and if stakeholders –the public included- are not proactively engaged. The discussion brought to the surface that continuous consultation is essential and an observation was made that the community should be informed urgently, as there has been a silence since the ‘Options document’ consultation stage.

3.3.5 Inquiry By Design workshops

In the May 2006 Forum meeting the project leader gave an update on the development of the draft Strategy whereby the objectives and expertise brought in to lead the Urban Design workshops was explained and a new timeline due to these workshops was presented, with the earlier target date of February 2007 remaining. Concerns were expressed by some members of the Forum, that the timing of public consultation, submissions and hearings was going to coincide with the holiday period in the December and January months. A team of national and international experts in the fields of Project Management, Urban Design, Transport, Town Centres, Land Economy, Landscape Architecture and Social Planning were going to run an ‘Inquiry By Design’ process. These workshops were considered to be of a ‘technical’ nature, whereby targeted stakeholders meetings and public meetings were envisaged prior and after these technical workshops. The objectives for this urban design process were formulated as follows:

- Visualising the preferred growth option
- Identifying constraints /opportunities to ensure practical outcomes
- Development of implementation mechanisms

- Achieve broad-based agreement on the outcomes of the design process between the stakeholders, strategic partners, elected members and senior staff of the partner Councils.

It was emphasised that the briefing and input of partner Councils (elected members and staff) were expected at these Inquiry By Design workshops and that representatives of the identified stakeholders were going to be invited to participate. Attendance of the Forum members was encouraged.

As far as the information stream to the public was concerned, The Christchurch Press was keen to do a two-page spread on the Charter, prior to the official receiving and handing over of the charter to the participating councils. As part of the communication process the email database was used to send out newsletters.

The public meetings associated with the Inquiry By Design workshops was advertised in the local newspapers.

3.3.6 Draft Strategy and Action Plan

In the meetings to follow progress reports on the development of a draft document were presented and at the October 2006 Forum meeting a Draft Strategy document was presented and discussed with the recommendation to forward the Draft Strategy (*GCUDS- The Urban Development Strategy and Action Plan for Greater Christchurch, November 2006*) to the participating Councils and Transit New Zealand for their ratification. To inform the public and invite the community to participate the Draft Strategy (*GCUDS-The draft Greater Christchurch Urban Development Strategy Summary Consultation booklet, November 2006*) was published with a submission form attached for public feedback. After the launching of the Draft Strategy to the public, the next consultation stage for public submissions has been planned for December 2006 and January 2007, with a Joint Hearing Committee (as per the Local Government Act 2002) established for the considerations and determinations of the submissions in February / March 2007.

3.3.7 Conclusion

The observations of the communication and consultation process in this case study has provided useful information for an analysis of the influences community involvement could have in an urban development project. To complement this material the outcomes of a questionnaire survey of the key stakeholders in the process will be discussed in the next Chapter. This will be followed by an analysis of this case study to date in Chapter 5, using the matrix of the effectiveness indicators as extracted from the literature review as a guideline.

4. Questionnaire Survey

4.1 Introduction

In addition to the observations of the Forum meetings and the Inquiry By Design workshops as discussed in the previous chapter, a questionnaire survey has been conducted. The research method selected for this survey has been based on a combination of ‘key informant interviews’ and ‘survey research’, both identified by Davidson & Tolich (2003) as appropriate techniques for qualitative research. The objective of the survey has been to get a ‘window’ on reality from the point of view of the participants in the process. Although according to Bouma & Ling (2004) an in-depth interviewing technique would have been useful in this respect, a survey with a set of structured questions has been used for practical time restraint reason. An invite to go through the questions afterwards for further clarification of the issues raised has been included in the introduction to the participants. Although the structured nature of a survey might limit the depth of the responses, Walter (2006: 191) suggests that ‘surveys can and do address questions of meaning’.

The target group for this survey has been selected from the ‘key stakeholders’ in the process. Although a small sample was taken, the individuals targeted for the survey have been selected equally in numbers from the following three groups: a) elected members (politicians), b) staff of the participating Councils, and c) other commercial /community interest stakeholders. To align the survey with the case study analysis, the target group has been selected from the participants in the Inquiry By Design workshops, making use of the candidate’s insight in these workshops procedures. It should be noted however that the public at large had limited direct access to these urban design workshops. Subsequently, especially due to the technical nature of these workshops, the limitations of the selected sample should be acknowledged. Moreover as being specifically invited to participate in the workshops, might have had a positive influence on the participant’s motivation.

As the literature review has suggested a relationship between the level of participation and the objectives of the participants, it was considered valuable to investigate the objectives and ideologies of the key stakeholders in the process. The discussions in the Forum meetings have indicated the relevance of the participation techniques used and have shown the importance of the representation of the interest groups. The evaluation of the first stage of the communication and consultation process (The Options document), followed by the adoption of a Community Charter has suggested that the input of the community has been valued. To validate this observation, further research into what extent the community has had the opportunity to participate and to influence the final outcomes would be useful. On the above grounds the following design criteria and indicators, as identified from the literature review, have been selected for the focus of the questionnaire to be used for the survey:

- Objectives, targeting, and techniques as identified design criteria.
- Ideology/values, efficacy and responsiveness, representative-ness, capacity, and willingness as indicators for effectiveness.

The design criteria and ‘effectiveness’ indicators and their respective relationship with the questions used in the survey are illustrated in a Matrix format in Appendix A.

In order to provide the participants in the survey with some guidance, the structure of the questionnaire has been formatted by using the following headings (Refer Appendix B):

- a) The Urban Development Strategy
- b) The Consultation Process
- c) Representation at the Forum meetings
- d) The value of Community Participation

The questionnaire survey has received the ethics clearance from the Ethics Subcommittee of the Christchurch Polytechnic Academic Research Committee. The recommended ‘Model Information Sheet’ and ‘Model Consent Form’ have been used as an introduction to the Questionnaire. (Refer Appendix B)

4.2 Survey Findings

From the ‘key stakeholders’ participating in the Inquiry By Design workshops a total of 15 participants have been invited to take part in the survey. Although a willingness to participate in this survey was observed in the initial stage of the invitation, the achieved response rate has been 47%. The seven respondents in the survey however are representing the three initial targeted stakeholder groups equally (staff 2x, elected members 3x and community interest groups 2x).

The identified indicators have been used as a framework for the analysis of the survey responses. The findings have been summarized below under the subsequent headings and references (*shown as (Q-- :--)*) have been made to the verbatim responses as listed in Appendix C. The survey has provided the following outcomes:

Objectives:

Q3. What are the main objectives to have the community involved in the UDS project?

Both the elected members and staff from the participating councils indicated the community ‘buy-in’ of the proposed strategy as the main objective for the participation process (Q3:(1),(5)&(15)). From a staff perspective the process itself was emphasised, recognizing the importance of continuity and inclusiveness of the communication process, while the elected members acknowledged the democratic obligations and the benefits for the establishment of potential future partnerships.

The responses from the community stakeholders were focussed on the importance of community understanding of the issues and the value of the contribution the community can offer to the solutions (Q3:(3),(6),&(7)). This value of the community input was supported by one of the elected members, acknowledging that ‘the community more than often provide the sensible solutions’ (Q3:(13)).

Q4. Are you satisfied with the input received from the community during that first consultation stage & do you think that the objectives have been met?

Across all the participants a high level of satisfaction was expressed regarding the community input, whereby staff and elected members of the participating councils considered the community responses ‘above expectations’ in quantitative terms, referring to a ‘general apathy of the public’ on such issues as raised in the proposed strategy (Q4:(1)&(8)). Both also acknowledged that in qualitative terms the community had an influence on the direction to be taken for the development of the strategy (Q4:(2)). One councillor questioned however whether all the public’s “aspirations have been met” using the departure of the preferred option as indicated by the public, during the IBD process as an example (Q4:(5)).

The focus of the responses from the community stakeholders was on the quality of the community input, which was seen as meeting the objectives as far as having an influence on the outcomes. An observation was made with regard to achieving the objectives, suggesting that the highly ‘structured response forms’ might have ‘limited more thoughtful input’ from the public (Q4:(4)).

Q5. Are there other aspects you would have liked being raised by the community?

From a staff perspective the public submissions have been experienced as ‘extensive, well thought out and topical’ and it was indicated that further continuing public input would be useful for the decision making process (Q5:(1)). It was seen that community feedback could encourage politicians and managers to take ‘brave forward thinking decisions (Q5:(7)).

The responses from the elected members emphasised that the community involvement should be a continuous process with the observation that there are still outstanding issues to be addressed whereby the community should play a role (Q5:(5)&(8)). It was also noted that new information was gained from the Urban Design workshops, which has not been shared with the public at large for further consultation and to ‘strengthen community buy-in’ (Q5:(4)).

With regard to other aspects, the community stakeholders expressed two areas of concern; firstly that the design of the feedback form might have restrained the community responses on the choices for green-field developments and secondly that the regulatory requirements for the implementation of the strategy could have been discussed in more depth (Q5:(2)&(6)).

Targeting:

Q9. Is the community appropriately represented at the Forum meetings?

Both staff and elected members acknowledged the difficulties to ensure that all sectors of the community are represented in a body like the UDS Forum, firstly from the perspective of who is representing who, and secondly from a practical manageable point of view (Q9:(1),(5)&(6)). The elected members however seem comfortable that the ‘cross section of groups representing the community at the Forum meetings was representative’ (Q9:(4)). It was also noted that the final decision-making on the Strategy would take place at the respective participating Councils (Q9:(1)).

On the issue of the representativeness of the Forum members, a strong voice came through from the community stakeholders group that not all sectors of the community are equally represented at the Forum. The ‘business and development interest’ was seen as over-represented, while non-government organizations were not adequately represented (Q9:(2)&(3)).

Q10. Are there other stakeholders, which would be valuable to be included in the Forum?

Based on the comments made under the previous question, across the three respondents groups, some additional parties have been identified as potential valuable contributors to the Forum meetings, such as professional bodies (Planners, Architects) and NGO’s with a more sustainability focus and a suggestion was made to have a more social dimension and community boards represented on the Forum (Q10:(2),(3),(4) &(5)).

Techniques:

Q6. Were the best possible opportunities used to encourage participation?

All respondents have experienced the first stage of community consultation (options document) as successful (Q6:(1),(4),(7)&(8)). From the politicians / councillors point of view the community involvement in the Forum meetings could have been more encouraged (Q6:(5)&(6)). From the other stakeholders the observation was made that after the first stage of consultation, limited follow up has taken place to keep the public informed and involved. (Q6:(2)&(3)). Some doubt was expressed regarding the community involvement during the Urban Design workshops (Q6:(8)).

Ideology / values:

Q1. What do you consider as the main issues for the Urban Development Strategy project?

As far as the ideologies / values are concerned the respondents had some common ground regarding the need for the development of a control mechanism for the expected urban growth, with an overall consensus on the desire to stop the existing urban sprawl (Q1:(5),(9),(13),(15)&(17)).

In addition to these common values the participants in the survey expressed their individual specific interests and focus, whereby all the elected members emphasised the importance of a collaborative approach (Q1:(10),(12),(16)&(19)). Infrastructure issues were raised both by staff and elected members (Q1:(11)&(18)), while a strong sustainability focus came through from the community stakeholder's reply (Q1:(6)&(7)).

Q2. Has your opinion on these issues changed during your involvement in the process?

A unanimous message came through from all the participants that their values haven't changed throughout the process, but that their involvement in the development of a draft strategy has rather strengthened their original views (Q2:(1)&(3)).

Efficacy:

Q7. On a scale 1 -10 can you indicate your satisfaction level of the community participation process?

Overall the satisfaction level of the community participation process has been rated high across all three groups of respondents. A rating of eight out of ten was given by 70% of the respondents with the other 30% equally split in seven and nine out of ten given by the responding staff of the participating councils.

Q8. On what aspects are you not satisfied.

This question has shown that, despite the high rating indicated in the previous answers, an invitation to critique the process has revealed some areas of concern under the various stakeholders involved in the project. From the staff point of view observations were made that non-constructive approaches have been evident from some special interest groups (Q8:(1)).

From the elected members a disappointment was expressed regarding the overall public responses, suggesting that the issues under discussion should have attracted a wider audience during the consultation process (Q8:(7)). The timing of the urban design workshops and the subsequently non-consultation with the community on the information gained from these workshops was another area of concern identified by this group (Q8:(5)).

From the other community stakeholders the message came through that there still seems to be a low level of awareness in the community as a whole (Q8:(6)). It was noted that the initial consultation process (option document) has been successful, but that after that

first stage the community involvement has been very limited, with only public meetings held to inform the community (one way traffic) (Q8:(2)&(4)).

Responsiveness:

Q11. Do you feel that your contribution has been valued and do you recognize your input in the outcomes / proposals?

With the exception of one, all respondents shared the opinion that their contribution to the project has been valued and that they had an opportunity to influence the outcomes.

One of the community stakeholders voiced disappointment about the way the Forum hearings were conducted in response to the first consultation stage submissions, as very limited time was allocated for the verbal presentations (Q11:(1)). A lack of inclusiveness was also experienced during the Inquiry by Design workshops, where their contributions were considered by some to have been ‘totally marginalized’ (Q11:(2)).

Representative-ness:

Q12. Have all participants had a chance to have their say?

Again with the exception of one respondent, the overall impression was that all participants had a chance to contribute, with the observation that some might have had a stronger influence on the outcomes than others (Q12:(3)).

One observation was made that the “technocratic” process in the Inquiry by Design workshops might not have created the opportunities for all participants to have an equal say (Q12:(1)).

Capacity:

Q13. Did you have the right information to contribute to the process?

According to the responses in the survey, it seems that appropriate resources and information have been made available to support the process. One comment was made that during some stages of the Inquiry by Design workshops it was unclear what information was required and expected from the health and social impact assessment group.

Willingness:

Q14. What motivated you to participate?

The elected members indicated their responsibilities as well as their interests in the development of a growth strategy, with reference to their specific concerns about urban sprawl and associated traffic issues. Although the staff from the participating councils considered their professional portfolio as the main reason to participate, they confirmed a strong personal interest in the topic.

The community stakeholders mentioned the representation of their specific organization, while expressing their concern about the implications of urban growth, with a strong focus on the environmental impact and sustainability issues.

Q15. Would you like to be further involved in the process and how/why?

All respondents confirmed their commitment to the project and expressed a strong desire to work towards the implementation of the developed Strategy.

General:

Any other comments you would like to make?

A concern was expressed that some negativism still exists, which might influence the success and final outcomes of the project, despite the positive feeling about the process so far. It was also noted that some elements in the process seems to be based on traditional planning approaches, with the risk that the project has lost its “vision”.

Conclusion:

The above survey findings seem to support the observations as discussed in the previous chapter, whereby it should be noted however that some common ground might have been developed throughout the Inquiry By Design process. Both the information obtained from the observations in Chapter 3 and the survey outcomes from this Chapter will be used for the analysis of this case study in Chapter 5.

5. Analysis of Case Study

The analysis of the case study for this research paper will be based on the findings in the literature review, whereby in first instance the characteristics of the community participation process will be analysed on the basis of the design criteria as identified by Brody et al (2003) and Burby (2003). For further analysis on the “effectiveness” of the community participation process in the case study, the indicators as found in the literature review (*Chapter 2:Table 2*) are used as a structure for the discussion of the various aspects influencing effectiveness.

5.1 Characteristics of community participation process.

Administration

This design criterion is to ensure that an appropriate timeline and resources have been allocated to support the participation process.

As far as the timeline is concerned, the case study shows that the timing of the mayoral forum meeting, the presentations of expert consultants and the community meetings seemed to be well planned and that appropriate time was allowed to encourage the public to respond to the options document. This first stage consultation process (the options presentation and community feedback) has been experienced as very supportive for the communication process. For example, as was reported in the Forum meeting (June 2005), the total response from the public has been far greater than anticipated, including in-depth submissions.

The unexpected volume of submissions and requests for further consultation / involvement, resulted in a pressure on the time and resources to be made available for the ‘hearings’, which were organized to accommodate the presentations from interest groups to the Forum. Although the objectives to create another opportunity for the public to be heard might have been satisfied, the question remains whether, due to the

restricted time allocation, the presentations have had sufficient depth to be valuable from a community perspective to influence the final product outcome. As the survey showed, one of the community stakeholders expressed disappointment about the limited time that was allocated for the verbal presentations to the Forum.

Another time restraint was observed in the proposed timeline from the project leader in February 2006. Due to the external consultant's objective to meet a target date for the implementation of the Strategy, it seems that the time allocated for the Inquiry By Design workshops and the simultaneous development of the draft document might have compromised the community input during that stage. The survey response from the community stakeholders group made an observation in this respect, that after the first stage of consultation, limited follow up has taken place to keep the public informed and involved and some doubt was expressed regarding the community involvement during the Urban Design workshops. Another issue related to time was raised by some members of the Forum about the submissions and hearings on the draft Strategy coinciding with the holiday period (December 2006 / January 2007).

Throughout the case study the allocated resources such as the publications to inform the community, the staff allocations to attend meetings, to analyse the data collected during the consultation stages and to publish the findings seem to be sufficiently covered and no restrictive measures for the process have been evident in that respect. The Forum also acknowledged that the extensive coverage of the process in the local newspaper 'The Christchurch Press' has been considered a valuable contributor to the success of the community participation process. This was confirmed in the survey responses from the staff and elected members of the participating councils.

Again, the use of an Inquiry By Design process with external specialist consultants is an indication of the commitment to provide sufficient resources as considered essential for the process. In particular the contribution of the staff of the participating councils and stakeholders in the workshops has been extensive, without any restrictive aspects evident. The observation of the workshops suggested that, where during the workshops a lack of information was identified, arrangements were made to provide the required resources to ensure a full support for both the process and product outcome.

Objectives

This design tool assesses the expected level of participation in relation to the objectives of the initiators of the process, ranging from compliance with the regulatory requirements to engaging the citizens in decision-making.

Based on the observations during the case study, a variety of arguments expressed in the discussions indicated that the objectives were focussed towards both ends of the spectrum mentioned above. There is no doubt that stage one of the consultation process provided for the community an opportunity to participate in the process, to debate the relevant issues and to contribute in sufficient depth to satisfy compliance with the regulatory requirements. According to the Christchurch Press of 29 July 2005 (refer Appendix D) this view was shared by the Auditor-General in response to a complaint from a developer on the grounds of affordability of housing.

For those participants in the case study who support the objective on the other end of the scale to engage the citizens in the decision-making process, it must have been encouraging to experience that the quantitative as well as qualitative contributions from the public in the first stage of the consultation process exceeded the expectation from the initiators. Discussions in the Forum acknowledged the value of the community input through the more than 3200 submissions and the in-depth responses attached to the feedback form. The comments made by some elected members in the questionnaire survey regarding the disappointing overall responses from the public suggested that the initiators were aiming for the community to play an influential role in the development of the strategy.

As far as the Inquiry By Design workshops is concerned, a conclusion can be drawn that from the objectives of the initiators point of view a very successful process and outcome was achieved, based on the assumption that the objective was to gather local knowledge (technical) input with a collaborative planning exercise, making use of a high quality expertise contribution from the consultant team. Observation of the second workshop showed also an interest in achieving a mutual acceptance of political sensitive solutions. It can be argued that the Inquiry By Design workshops from the engaging of citizens in decision-making viewpoint were less successful / less effective as a

contribution to the product outcome. To what extent the community had an influence on the outcomes of these workshops is strongly related to the view whether further community representatives should have been participating in the workshops or whether the elective members of the participating councils should be seen as representatives of the public at large, whereby the Community Charter is acting as an expression of the community views. In this respect it should be noted that in the survey concerns have been expressed by the elected members about the non-consultation with the community during the urban design workshops.

Staging

Staging evaluates the timing of the participation process in relation to the decision-making points.

One of the first documents in this project was an ‘Introduction to Issues’ brochure to provide background information and to inform the community on the process and timeline for public involvement. This was followed, appropriately as far as timing is concerned, by the ‘Options’ document, to enable the community to have their say.

Although some suspicion has been expressed, that the options document might have contained some biased elements, in order to inform the general public on the relevant issues and to encourage participation in this respect, the documentation has been perceived informative. Discussions in the Forum meetings on the feedback received from the public on this document and the incorporation of the issues raised by the public in the draft Strategy document are suggesting that no decisions or commitments were made at the time the ‘Options’ document was developed and released. Observation of the discussions during the various community meetings confirmed the intent of the initiators to invite the community to express their views and suggested that no predetermined elements were present at this stage of the process.

The development of a Community Charter based on the received feedback from the community during the first consultation process, which has been used as the framework for the development of the Strategy, and has been identified as ‘the glue between the

consultation and the strategy', showed a logical sequence of events, acknowledging the relevancy of community involvement in relation to the decision-making points.

The writing of the draft Strategy document in tandem with the Inquiry By Design workshops, in order to meet the target dates as proposed by the project leader, introduced an element of risk regarding the staging of the process. This might have given the impression that the community input from the urban design workshops would not be considered as conditional for the Strategy. However a further consultation process has been proposed for the Draft Strategy, acknowledging the relationship between community input and decision-making points.

The attendance rate and the responses from the public during the community meetings organized between the Inquiry By Design workshops suggests that these meetings have not been perceived as valuable from the community point of view. The question remains in this respect, why the community showed limited interest in these meetings. Suggestions have been made by the public that the limited notification of the meetings might have contributed to the low attendance rate. That the community has not been informed on the outcomes of the first consultation stage and the progress made to date, was identified by Forum members as a possible reason for the lack of interest by the public. The survey results from the community stakeholder's point of view have shown dissatisfaction regarding the limited community involvement during this stage of the process and have expressed concerns about the structure of these community meetings. Observation showed that these meetings were only informative and that no further community input was anticipated by the organisers. Although all parties involved might have agreed on the appropriateness of the timing of these meetings, no mutual understanding on the objectives for these meetings seems to have been established. This aspect of quality and relevance of the information will be discussed under the topic 'information'.

Targeting

The aim of this design tool is to identify the potential stakeholders and the participants selected for involvement in the process.

In order to target the wider community in the first stage (Options document) of the consultation process, the location of the various community meetings and the mobile promotion have been strategically chosen, as well as specific target groups such as university students and secondary teachers have been identified, suggesting an inclusive process. Despite this effort the evaluation of the community feedback as presented in the Forum showed under-represented groups such as Maori, Pacific Islanders and Asian communities and identified the younger age group (under 20) as under-represented.

A strong message came through the submissions from the public in relation to the representation on the Forum, which was perceived as commercial / development sector biased. This resulted in some requests from organizations to be included in the Forum and to have an opportunity to further participate in the process. In response to these requests the Forum decided initially to invite these stakeholders to participate in 'Working Groups' to be formed for the further development of the various identified key issues of the draft document. When the external consultant in the role of project leader proposed a change in the project strategy, these interest groups were identified as potential participants for the Inquiry By Design workshops. According to the responses in the survey however both solutions have been seen as a compromise and are considered not resolving the non-representation of some important sectors of the community (e.g. environmental implications) in the Forum. In this respect the elected members of the participating councils have been suggesting that they should be seen as representatives for the community at large and that the final decision-making on the Strategy would take place at the respective Council Meetings.

The same views on targeting came through in the survey with regard to the representation in the Inquiry By Design workshops. Concerns have been expressed about the limited contribution from the public at large, as these workshops were targeting to be of a technical nature, on the assumption that the public was represented by the elective members of the participating councils and that the Community Charter was used as a term of reference for the workshops. Observations during the workshops however have shown that the team leader has tried to accommodate the technical input of all relevant disciplines to ensure an inclusive process for the various recommendations and solutions sought.

Techniques

This design criterion is to identify the various types of involvement to engage the community in the process.

In the early stages of the process the community meetings were arranged mainly to inform and encourage the public to participate (however notes were also taken at these meetings to record viewpoints and issues of concern expressed by the audience). A consumer friendly feedback form was developed to aim at a response from all sectors of the community. In the survey a suggestion was made that the feedback form might have been too restrictive. Considering the large number of additional submissions received from the public, it can be argued that this restriction in the form might have been beneficial for the public participation process. Other techniques identified in the case study have been the use of workshops with expert guest speakers, which was seen as an educational tool and programmes aiming at specific target groups such as the secondary teachers. That an applied technique can have an influence on the participation process was clearly demonstrated by the analysis of the feedback forms, whereby the younger generation seems to be under-represented, which according to council staff involved in the communication process, might have been due to the website not being fully developed at that stage. This is on the assumption that the same level of interest on planning issues can be expected from the younger generation.

The case study has also learned that the participation techniques to be considered should be in relation to the objectives of the expected community involvement. For example the proceedings of the Forum hearings, organized in response to the requests from the public submissions to have further involvement in the process, suggested a genuine interest in the views of the parties involved, rather than an attempt to gather additional information. Similarly the collaborative planning techniques used in the Inquiry By Design workshops have shown to be effective for obtaining local data and sharing of information and expertise between the participants, and has contributed to the understanding of each other's viewpoints. However it should be noted that this was limited to the technical input only, as the community at large was not directly involved in this process.

Information

This tool is to establish the quality and relevance of the information exchange and the continuity of the information stream.

During the first stages of the consultation process, the information stream to the public has been extensive, both by the explanation of the relevant issues in the brochures and newspapers, as well as encouraging material for the public to participate. In return the high quality submissions received from the public on the Options document has suggested the appropriateness of the information stream at this stage of the process. According to the discussions in the Forum meetings and from the responses in the questionnaire survey this community input has been seen as a valuable contribution to the development of a Strategy.

The importance of the continuity of the information stream has been acknowledged by the Forum members, as they have expressed their concern that the silence after the first stage of consultation might have resulted in a perception by the community that their input has not been acknowledged. The earlier suggestions that the lower attendance rate in some of the community briefing meetings during the urban design workshops might have been a result of this silence is at this stage based on speculation.

Another influence that information can have on the process has been experienced by observing the Inquiry By Design workshops. The frequent review stages in these workshops have been perceived as an effective way to share information between all the disciplines involved. These evaluation points seemed to have a dual purpose. Firstly to ensure an integrated approach as part of the collaborative planning process and secondly to achieve a mutual understanding and appreciation of the other disciplines and political issues between all parties involved. In addition to these, a third influencing factor of information exchange was identified during the final presentation to the stakeholders and community representatives showing a strong political and consensus focussed theme.

As identified earlier under ‘staging’ the observations in the community meetings during the urban design workshops have shown that the quality and relevance of the

information exchange can influence the participation process. The objectives of the initiators of the meetings might have been to inform the public on the progress made and to equip the community with relevant information to encourage further participation in the next stages of the development. At the same time the community seem to have perceived these meetings as a non-event as far as opportunities to participate in the process. This observation has been supported by a community stakeholder in the survey. The experiences around the non-representation of the community in the urban design workshops might have contributed to this perception of the public.

5.2 Indicators for ‘effectiveness’ of participation process.

Legitimacy

Legitimacy establishes to what extent the process is based on consensual decision-making with a focus on evidence.

From the observation of the Forum meetings the process seems to have been transparent, whereby the reports presented to the meetings included supportive evidence. Although the representation on the Forum might be queried, the formal proceedings of these meetings, with discussion and vote taking on the issues at hand, have been suggesting a democratic decision-making process. The case study has shown however that some sectors of the community have been challenging the outcomes from the consultation process, as the information provided to the public in the ‘Options’ document has been considered to be biased. This observation has been supported by the response from a community stakeholder in the survey.

Legitimacy aspects have also come to the surface at the Inquiry By Design workshops, not only by respecting the Community Charter as the terms of reference for the workshops, but throughout the workshop the team leader (external consultant) has emphasised the need for input from all disciplines and has made arrangements of additional subgroup / workshops to ensure that all aspects were covered, which was checked during the evaluation processes. In the survey however a strong message came through from one of the participants in the workshops that a lack of inclusiveness was

experienced during the Inquiry by Design workshops, where their contributions was felt as being “totally marginalized”.

Ideology / values

This indicator is to identify the different viewpoints of the participants and to confirm a mutual understanding through a continuous dialogue.

From the observations of the community meetings there seems to have been a mutual understanding of the issues and implications of the various options available and most concerns expressed had a common ground. An encouraging finding was that the public had an interest in the common goal and a view on the ‘big picture’ rather than the ‘not in my backyard’ approach. This conformity has been supported by the data analysis from the submissions of the first consultation stages, which according to some Forum members created a sense of comfort. These findings however should not be seen as conclusive, as it might contribute to the earlier argument from some sectors of the community that the information provided to the public was directive. This would challenge the value of the above indicator on the establishment of quality information.

With regard to developing a mutual understanding on the issues, both the Inquiry By Design workshops have highlighted the strength of a collaborative planning approach. The workshops have shown that the analysis based on the identified themes has been experienced as beneficial for the identification of the different viewpoints and aspects relevant for the total outcome, while the frequent evaluation / review processes have contributed to a mutual understanding and stimulated a continuous dialogue. With the exception of one this observation has been supported by the participants in the questionnaire survey.

Fairness / equality

This indicator is a measure to establish the quality of interactions and the trust and consensus building.

From the generally positive atmosphere at the public meetings in the early stages of the process it appears that a basis of trust between the parties involved seems to have been present, whereby, with the exception of some scepticism, the contribution from the public was constructive, with a focus on the community wide objectives. In these meetings the public showed a confidence in the authorities approach, whereby the process was perceived as genuine. This was confirmed by suggestions from the public to take some of the initiatives even further, encouraging the authorities to take more control. On the basis of earlier experiences, the only doubt expressed by the audience was related to how successful the implementation of such policies might be and that changes of failure were anticipated.

From the experiences in the Inquiry By Design workshops there have been strong indications that the collaborative approach has contributed to the trust and consensus building between the participants. The quality of interactions in these workshops has been experienced as being of a high calibre due to the technical input from both the local professionals and external consultants. These observations have been supported by various participants in the workshops during informal conversations at lunchtime and coffee breaks. In this respect notice should taken however of the survey response regarding the lack of inclusiveness experienced in these workshops as discussed under the legitimacy indicator.

Equal power

This indicator is to establish an open process, with equal opportunities for all participants.

In the case study, the first stage consultation process, wherein the community was informed and invited for feedback has been considered as an open process for all parties involved with a genuine attempt to reach all sectors of the community. The report and discussion on the analysis of the community feedback in the Forum meetings supported this intention of inclusiveness for the process.

As discussed earlier, the representation at the Forum has been queried and showed the potential for un-equal powers in the final decision-making stages of the development of the Strategy, due to the suggested membership bias towards the commercial and business sector. One point of view in the Forum discussions however was expressed that it should be the responsibility of the elective members of the participating Councils to protect the interests of the community at large. A further argument was presented that, having representatives of the business sector and developers participating in the Forum, could result in an sense of ‘ownership’ from this sector, which might be beneficial for the implementation stages of the project. Hereby reference was made to the frequent applications for resource consents under the current legislation which seems to be contradicting to the expected policy outcomes of the proposed Strategy.

In the Inquiry By Design workshops, which have been designed with an open structure, it became apparent that due to the input from the external consultants, the opportunities for the participants might have been influenced. The comments made by some of the participants that they experienced the ‘technical content’ and the ‘professional input’ from the experts as ‘overwhelming’ has supported this observation. The second workshop in particular showed these elements of an overpowering role of the external consultants, which might have resulted in a more professionally good practice outcome, rather than an outcome based on specific local characteristics and conditions. In the survey a community stakeholder has made the observation that the “technocratic” process in the Inquiry by Design workshops might not have created the opportunities for all participants to have an equal say.

Leadership

This indicator is focussed on the identification of an effective decision-making process through a strong leadership.

The need for strong leadership has been mentioned on several occasions in the Forum meetings during the development stages of the Strategy, referring specifically to the implementation stages of the Strategy. In this respect concerns have been expressed about the commitments from the respective participating Councils and the associated

leadership required for the implementation of the policies of the new Strategy. Considering the involvement of the various political decision-making authorities, the Forum showed an understanding of the potential danger of the various ‘interpretations’ possible, which could have a damaging effect on the implementation of the in first instance mutual agreed policies. From the observations in the forum meetings it has been noticed that a specific effort was made to establish a mutual understanding of the issues raised by the public and to reach a consensus on the ‘Key Outcomes and Objectives’, which was going to be used as a framework for the drafting of the Strategy.

Through the appointment of an external consultant as Project Manager for the development of the Strategy a noticeable change in leadership has been observed. As in the early stages of the process the focus seemed to be on the mutual understanding and consensus building for all parties involved, the focus has changed more towards a target date and implementation tools for the Strategy. Concerns have been expressed by members of the Forum with regard to the proposed timeline in relation to the limited allowance for community feedback on the Draft Strategy document.

Competence

This is an indicator judging to what extent the conditions for the process encourage the participants to gain new knowledge, to establish that all information is available to all parties and that external expertise is used where required.

In the case study the collaborative planning approach used in the Inquiry By Design process has in essence been proved to be an appropriate technique to achieve the conditions as defined for competence. This experience however has been specifically expressed by the professionals involved in the process. During the discussions at the workshops in several occasions the participants mentioned that the knowledge gained in the process would be beneficial for them to carry out their respective duties in their future work. From the observations in the workshops the importance of the information available to the participants and the value of external expertise have also been noticed. For the evaluation of the influence the expertise might have on the process caution is

required however, as some of the participants in the workshops have experienced the external input as overwhelming.

Social learning

This indicator is a tool to measure the contribution to the understanding of concerns and values of other participants.

Analysing the participation techniques used for community involvement in the first consultation stages of the case study, such as the community meetings and encouragement to provide feedback to the Options document do not seem to have contributed to this indicator. This observation has been supported by the answers given in the survey that the participant's opinions have not changed during the involvement in the process, suggesting no contribution in this respect from the urban design workshops either.

In the Inquiry By Design workshops however various participants have acknowledged that the collaborative planning approach has contributed to the appreciation and understanding of the other disciplines in the process. It should be noted though that this mutual understanding has been developed between the participating councils and the professional disciplines, with a limited impact on the community at large.

Efficacy

This indicator is to establish the participant's level of acceptance of the outcomes, achieving desired results beneficial for the implementation stages.

The level of acceptance of the outcomes so far in relation to the benefits for the implementation stages needs to be assessed at a later stage of the process and will be outside the scope of this research paper. At this stage of the case study only the satisfaction levels related to the public participation process can be analysed.

From the observations of the discussions in the Forum meetings, the impression has been given that the Forum members were satisfied with the community feedback received from the first consultation stages. For example that the various sectors of the community indicated a common goal was experienced as a positive outcome. Regarding the participation process the outcome of the survey showed a high level of satisfaction (average rating 8 out of 10). However from council staff the message came through that some non-constructive approaches have been evident from some interest groups. No details have been made available on the possible motivations for such point of views.

During the urban design workshops it has been observed that overall a high level of satisfaction was present amongst the participants with regard to the process of the workshops. This observation has been supported by informal discussions with the participants during the lunch and tea breaks. However some tension has been observed during the workshops, suggesting that the Inquiry By Design as a technique should not be seen as a guarantee to achieve satisfaction for all the parties involved. For example some community stakeholders have expressed their concerns about the process being to technically biased, with a lack of imagination and creative thinking for a future built environment. This concern has been confirmed in the survey response from this stakeholders group.

Responsiveness

This indicator is a tool to establish to what extent the participant's input is acknowledged and respected in the development.

Based on the observations of the discussions and the documents presented at the Forum meetings there is a strong indication that the decision-makers are working towards a strategy outcome based on the community views. The Community Charter identified as the 'glue' between the community consultation and the development of the draft strategy supports such an observation. Signals however have been noted that some sectors of the community have been challenging the outcomes from the consultation process, as the information provided to the public in the 'Options' document has been considered as biased.

Responsiveness aspects have also come to the surface at the Inquiry By Design workshops, not only by respecting the Community Charter as the terms of reference for the workshops, but throughout the workshop the team leader (external consultant) has emphasised the need for input from all disciplines and has made arrangements of additional subgroup / workshops to ensure that all aspects were covered. This inclusiveness of all disciplines was checked again during the evaluation processes. The survey outcomes have shown that with the exception of one, who felt that their contribution had been “totally marginalized”, all respondents shared the opinion that their contribution to the project has been valued and that they had an opportunity to influence the outcomes. The personal strong views on the environmental impact of the proposed Strategy might have been one of the explanations for the marginalisation experience. The observations of the workshops have indicated that the evaluation and consideration of the environmental issues have been accommodated in the process, however to what depth these issues have been incorporated in the proposed strategy, remains a matter of opinion.

Representativeness

This indicator is to establish to what extent the participants have had the opportunity to participate and have had the resources and skills available to them.

With respect to this indicator, a distinction should be made firstly between the individual participants versus the organization's representatives and secondly it should be noticed that available resources might have been different for the Forum members versus the 'outside' groups and individuals.

From the depth of the submissions received, it can be argued that the organized groups in the community seem to have had access to a variety of expertise related to the urban development aspects. Obviously this is to a lesser extent identifiable from the submissions of the individual residents. However as mentioned under the indicator of ideology and values, the focus of participation has been on the 'big picture' rather than personal interests/benefits, suggesting that sufficient resources and/or skill must have been available to achieve such an interest/focus.

Based on the concerns expressed in the questionnaire survey that not all sectors of the community are equally represented at the Forum, this indicator needs to be carefully evaluated with regard to the potential power associated with that position. From the observation of the Forum meetings however there have been no indications to suggest that the recognition of the community input has been compromised by the absence of some of the sectors in the community.

As far as the Inquiry By Design workshops is concerned, two aspects have been identified as most relevant for the analysis of this indicator. Firstly the question has been raised how the representativeness has been influenced by the assumption that the elected members of the participating councils have represented the public at large. Secondly has the overpowering nature of the external consultants been due to the quality of input from these consultants, or been more influenced by the lack of confidence and/or the limited experience of the participants in the process. In this respect the respondents in the survey have made the observations that in the process some might have had a stronger influence on the outcomes than others.

Capacity

This indicator can be used to identify the capacity of the participants to make use of the provisions for participation.

In order to value this indicator, a distinction between the various participants should be made, as under the same conditions and opportunities created for the process, the capacity to utilise these opportunities might differ for the various participants. For example in the case study the submissions received in the first consultation stages are suggesting that the relevant issues have been covered in greater depth by the community organizations compared with the individual submissions. It might be argued that this not necessarily has to result in more or less influence on the outcomes. It was noticed in the case study that the value of the contribution of some submissions have drawn specific attention during the discussions on the data analysis in the Forum meetings. The extensive submissions have also raised the question whether some community groups should have been represented in the Forum.

The suggestions that conditions to participate have been restricted by not having direct access to the discussions and decision making process as discussed under the equal power indicator, have been addressed by the Forum, by making arrangements for the next stages of the process to incorporate the identified significant stakeholders, to ensure that the opportunities to influence the outcomes have not been compromised. The techniques applied to create the opportunities for these stakeholders however have changed over time, from initially proposed sub-working groups on specific issues for the development of a draft document, to invitations to the Inquiry By Design workshops, which eventually became a technical focussed workshop. In the questionnaire survey concerns have been expressed about the limitation for community involvement in the process.

Observation of the Inquiry By Design workshops, a technique that is designed to provide opportunities to participate, revealed that the conditions such as time restrictions and the structure of the workshop might have had an impact on the opportunities created for the participants to influence the outcomes. An example in this respect has been the focus of the social workgroup which was set on the mapping of existing community facilities rather than a social impact analysis approach as suggested by the participants in this group. Dissatisfaction has been voiced in the workshop in this regard and has been referred to in the survey response. Another observation made, which might have influenced the capacity of the participants, was the strong focus of the second workshop to achieve a successful product outcome from an urban planner's perspective. As a survey respondent pointed out, the "technocratic" process in the Inquiry by Design workshops might not have created the opportunities for all participants to have an equal say.

Willingness

This indicator is to establish the motivation to participate.

From the observations of the discussions and questions asked in the community meetings, there seems to have been a genuine interest in the issues raised, and the public has confirmed their willingness to participate by the quantity and quality of submissions

received during the first stage of the consultation process. In addition to the above observations, various submissions included a request to be informed in the following stages of the project and have responded to the invitation to address the Forum in the hearings. From some organizations a formal request was submitted for representation in the Forum meetings, considering themselves as stakeholders, representing a large community group. Information on the motivation to participate has only been obtained from the survey respondents, indicating an interest in the issues related to a growth strategy mostly from a professional responsibility point of view.

Conclusion:

The above analysis of the case study has shown that the design criteria as identified by Brody et al (2003) and Burby (2003) have been acknowledged by the initiators of the project and that these criteria have the potential to influence the participation process. The techniques, timing and resources used in the first stages of consultation have been experienced as supportive for the communication process. The development of a Community Charter used as a framework for the development of the draft Strategy suggests an acknowledgement of the relevancy of community involvement in relation to the decision-making points and seems to satisfy the objectives for public participation beyond a compliance with the regulatory requirements. Challenges have been experienced regarding the representation of some interest groups in the process and the continuity of the information stream and public involvement during the later stages of the development of a draft Strategy document.

The analysis has also shown the relevancy of the indicators to measure the effectiveness of a participation process as identified in the literature review and has suggested that some inter-relationships between the various indicators might exist. The adoption of the Community Charter has been seen as one of the ingredients for a legitimate process and has indicated a respect for the community input. The collaborative planning approach in the Inquiry By Design workshops have been experienced beneficial for the development of a mutual understanding of the issues at hand and has contributed to the trust and consensus building between the participants.

To what extent the participants have had equal opportunities to participate has been under scrutiny and whether the elected members of participating Councils can represent the community at large in planning processes is a matter of debate. The case study has shown a genuine interest in urban development issues and has indicated a high level of motivation from the community to participate in the process.

In Chapter 6 an evaluation and conclusion will be presented, by using the design criteria and the ‘effectiveness’ indicators as a structure.

6. Evaluation & Conclusion

In the previous chapter the analysis of the case study has shown the potential influence the design criteria might have on the community involvement process and has shown the relevancy and the relationships between the ‘effectiveness’ indicators for a participation process.

In this evaluation section, a summary of the experiences as discussed in the analysis of the case study will be given to illustrate how, under the specific indicators, community involvement has been influenced in the process. The same format as used in Chapter 5 will hereby be followed, firstly by evaluating the characteristics of the process, followed by an evaluation of the ‘effectiveness’ indicators.

6.1 Characteristics of community participation process.

As summarized below the analysis of the design criteria for a participation process have been useful information to establish the characteristics of the process in the case study used for this thesis.

Administration

The case study demonstrates that the sufficient allocation of time and resources as experienced in the first stages of the consultation process has been a contributing factor for an effective communication process to stimulate community involvement. The relevancy of the allocation of time has been emerged when concerns were expressed regarding the final target date for the implementation of the Strategy. The suggestion was made that the time constraint might compromise the community input during the consultation on the draft Strategy document and the hearing procedures. Although to what extent this time aspect will have an impact on the participation process can only be assessed at a later stage, when the draft Strategy is presented to the community for feedback.

The value of allocated resources for a participation process has been suggested by the role the local newspaper seems to have played in the early consultation stages, which was also acknowledged in the survey responses. The observations in the Inquiry By Design workshops have given further support to the importance of resources.

Objectives

That the establishment of objectives has to be seen as a strong influential factor for a participation process has been clearly identified in the case study. On the one hand, the objective to comply with the regulatory requirements has been achieved without any doubt. On the other hand, the engagement of the citizens in the decision-making process has indicated a more mixed result. In this context the adoption of a Community Charter as the ‘glue’ between the Community Consultation and the Draft Strategy has suggested a public contribution to the decision-making process. However at the same time it has been acknowledged that the objectives for the Inquiry By Design workshops might have had a different focus, whereby the influence of the community at large have been experienced as restrictive. The outcome from the questionnaire survey has indicated that the community acceptance and understanding of the proposed Strategy has to be considered as the main objectives for the participation process in this case study, and that the community input seems to have been acknowledged in the draft Strategy. These findings are indicating a direct relationship between objectives and expected level of participation.

Staging

The case study has revealed that a logical sequence of the events, in particular in relation to the decision-making points, can have an influence on the credibility of a communication process. The suspicion expressed in the early consultation stages that some predetermined elements might have been included in the Options document supports this observation. That timing can have an influence on the process was also experienced in the community meetings organized between the two urban design workshops. These meetings might have been useful to uphold the community interest, but have been perceived as a one way information stream according to the survey responses. These observations are suggesting that the staging of community

involvement should be evaluated in connection with the objectives and the use of resources for the process, as these design criteria might influence each other.

Targeting

The relevancy of targeting for a participation process, have been specifically signalled in the following two occasions in the case study: Firstly the discussions on the representation at the Forum meetings, which have been considered biased. Secondly that the structure of the Inquiry By Design process was based on the assumption that the elective members of the participating Councils were representing the community, using the Community Charter as a term of reference. That concerns have been expressed by interests groups on both issues and that reference was made to these concerns in the survey responses indicates that the selection of stakeholders might have a paramount influence on the validation of the process.

Techniques

This case study, in which a variety of techniques have been applied, has suggested that, in order to choose a technique for a participation process, the objectives for the community involvement should be taken into consideration. This was experienced for example through the early consultation stages, whereby the development of a consumer friendly feedback form to reach all sectors of the community, has been perceived as too restrictive and biased. That there is a strong relationship between techniques and objectives has been confirmed by the experiences in the Inquiry By Design workshops. These workshops have been considered successful in the gathering of local information and technical input from all relevant disciplines and through a collaborative planning approach seems to have developed a sense of ownership for the participating parties. However the selected method was received as less effective to satisfy the consultation process with the community at large. These observations are indicating the importance of the selected techniques for a participation process in relation to the objectives.

Information

During the discussions in the Forum meetings suggestions have been made that the “above expectation” responses from the public in the first stage of the consultation process might have been due to the educational and stimulating character of the information provided to the community at that stage. This observation has been supported by comments in the questionnaire survey. The extensive coverage of the project related issues by the local newspapers (refer Appendix D) has been mentioned in these discussions as an other possible contributor to such an outcome. Both of these observations are supporting the theory that the quality and continuity of information can have an influence on the community involvement process.

6.2 Indicators for ‘effectiveness’ of participation process.

The value of the indicators as summarized below, have been experienced in the case study as a useful tool for measuring the effectiveness of a participation process.

Legitimacy

The decision-making process in the case study seems to have been taken place in a sincere effort to create opportunities for extensive and inclusive participation, although some challenges have been made regarding the bias of the information provided to the public at the early stages of the process. Using the Community Charter as a term of reference for the Inquiry By Design workshops supports the legitimacy of the process in principle, however the concerns expressed about the limited community involvement during this stage of the process might challenge the value of the outcomes from this process. In the case that the objectives for the community involvement in this stage was anticipated to be informative rather than participatory, a link should be made with the ‘efficacy’ indicator, as the perception of the community on this process might have influenced the level of acceptance of the outcomes. To what extent the community input will be reflected in the final outcome has still to be established at a later stage, considering these challenges from some sectors of the community.

Ideology / Values

In the case study the identified common goals from the first stage consultation process have been questioned. Suggestions have been made that the directive nature of the information provided to the public might have had an influence on these outcomes. Such a link would challenge the value of ideology in itself as an indicator for effectiveness of the participation process.

The case study has shown that the collaborative planning approach, as used in the Urban Design workshops has been experienced as an effective method to achieve a mutual understanding of the different viewpoints of the participants and have been stimulating for a continuous dialogue between the parties involved. Despite the presence of some focus differences, in general terms the respondents in the survey have revealed a common interest in the issues related to urban growth and have supported the view on the importance of a collaborative approach to build on these values.

Fairness / Equality

The value of trust and consensus building was highlighted in the Inquiry By Design workshops, where the high quality expertise brought in by the team of consultants demanded a respect for the outcomes, which has been contributing to trust and consensus building. With reference to the earlier observation under the indicator of legitimacy however, it could be argued that such an influence on the process might have a damaging effect with regard to trust and the achievement of consensus. The case study has indicated the potential conflict for the future implementation stages where different viewpoints between the participants were not fully resolved. These findings suggest that consensus building should be seen as a powerful instrument for a communication process and suggests that the identified effectiveness indicators might influence each other and should not be used in isolation.

Equal power

Describing equal power as an open process with equal opportunities for all participants is somewhat misleading, as the case study has shown with the discussion around the

representation on the Forum. In this example the determining factor for equal power seems to be more the openness of the process, rather than the representation and trust factors implying equal opportunities for the participants.

However, as the urban design workshops have shown, an open process might not always guarantee equal opportunities for all participants, as it became apparent that the input from the external consultants have been experienced as too dominant and that some aspects might have been enforced and justified by arguments based on previous experiences. Evaluating the above findings suggests that the indicator for equal power should be assessed in the context of an appropriate use of knowledge.

Leadership

Throughout the case study strong leadership has been acknowledged as of paramount importance for the implementation stages. The change of Project Manager during the observation of the case study has also brought the relevance of leadership of the process to the surface, as the focus changed from consensus building to time restraints. The value of these leadership styles however can only be assessed at the implementation stages of the process, which will be outside the scope of this study.

Competence

Observation of the Inquiry By Design workshops in the case study has indicated that a collaborative planning approach can be seen as an appropriate technique to encourage the participants to gain new knowledge and to make information and expertise available to all parties involved. The value of this indicator has been challenged however by the observations that the expertise brought in might have been overwhelming and that some contributions might have been marginalized throughout the process.

Social learning

The case study is suggesting that the techniques used in the first stages of consultation have not contributed to the establishment of understanding of concerns and values of other participants, while the Urban Design workshops, due to their technical nature, had

only an effect on the social learning between the professional disciplines. Although this indicator might not have found any support from this case study, the findings under the ideology/values might imply that social learning could contribute to the mutual understanding and dialogue between participants.

Efficacy

Both from the observations in the case study and the survey a high level of satisfaction has been identified with regard to the participation process, with the remark that after the first stage of consultation the continuity of community involvement has been diminished. The tension observed during the Urban Design workshops has suggested that the Inquiry By Design as a technique should not be seen as a guarantee to achieve satisfaction for all parties involved. For the establishment of the participant's level of acceptance of the outcomes, the case study needs further investigation, in particular towards the later stages of the process, including the implementation stages.

Responsiveness

Although in the case study the adoption of the Community Charter as the 'glue' between the Public Consultation and the Strategy might indicate the acknowledgement of the community input, some sectors of the community have been challenging the outcomes from the consultation process, as the information in the 'Options' document might have influenced the public opinion. In a similar way might the observations and feedback from the participants in the Inquiry By Design workshops suggest that the participant's input has been acknowledged in these workshops. However some frustration has been observed by the participants regarding the respect for their input, which was supported by a respondent in the survey. In addition the overpowering nature of the external expertise has been experienced and might have influenced the outcomes. On the basis of these findings in the case study, it can be argued that the use of responsiveness as an indicator for the effectiveness of the process should be placed in the context of other indicators such as ideologies and equal power, and should, as suggested earlier, not be used in isolation.

Representativeness

In the case study the quality of community input through the submissions during the first consultation stage suggests that the Options document has made sufficient resources and/or skills available to the public to achieve such an interest and focus. Likewise has the exchange of resources and expertise in the urban design workshops been experienced as a stimulating process for the participants to participate in the process. As the responses in the survey indicated, there might have been unequal powers influencing the outcomes.

As far as this indicator is concerned the opportunities to participate have in the case study more likely been determined by the respective positions of the participants. The elected members of the participating Councils have played a pivotal role in this respect, both in representing the community at large in the Forum as well as in the Inquiry By Design workshops. Both arguments are indicating a relationship between the indicators of representativeness and equal power as a measure for effectiveness of a participation process.

Capacity

To what extent the capacity to participate for some sectors of the community has been restricted by not having direct access to the discussions and decision making process in the Forum, and how, due to the technical nature of the Inquiry By Design workshops, the opportunities for these stakeholders to influence the outcomes might have been compromised, remains an outstanding question. From the observations made and supported by the survey responses, the case study has learned that on one hand the collaborative planning approach in the urban design workshops seems to have created opportunities for the professionals to participate and to contribute to the outcomes. On the other hand however from a lay-person's point of view these opportunities have been experienced as more restrictive, suggesting that the capacity of the participants to influence the outcomes have been dependent on other indicators such as fairness and equal power. This finding supports the earlier proposition of the interrelationship of the indicators.

Willingness

Although the various parties in the case study have shown a willingness to participate, limited evidence has been obtained from this case study on the motivation to participate, in particular from the public at large. The motivation of the participants in the urban design workshops has come through as professional interests focussed, while the collaborative planning approach has further stimulated the appreciation of the other disciplines and the value of networking. The respondents in the survey have confirmed the strong interest in the issues related to the development of a growth Strategy and indicated a desire to be further involved in the process to reach the implementation stages. The case study experiences support the theory that the willingness to participate has to be seen as an influential factor for the effectiveness of a participation process.

6.3 Conclusion

As presented in the Introduction the main objective of this research was to investigate the tools to measure the effectiveness of the participation processes used in planning and urban developments and to what extent they are influencing the outcomes. The indicators for evaluating ‘effectiveness’ as extracted from the literature review have been shown to be valuable for identifying what factors are influencing the process and eventually the outcome of this case study. The case study has shown, however, that although the use of the individual indicators has been beneficial for the analysis of the process, the identified indicators are related and influence each other, suggesting that they should not be evaluated independently. With regard to the factors influencing the participation process, the case study has revealed the following findings:

- The expected level of participation reflects the objectives for being involved in the process and the subsequent techniques should be selected to accommodate these objectives. In this respect an appropriate staging will contribute to the success of such a process.

- The ‘capacity’ of the participants to contribute to the process should not be evaluated in isolation, as this indicator can be influenced by the other indicators such as representative-ness, fairness, and equal power.
- Fairness and equal power are also influencing indicators for the assessment of the responsiveness of the process. Considering that the responsiveness of the process has the potential to contribute to the validity of the product outcome, shows the interrelationship between the various indicators.
- On the distinction between ‘process’ and ‘product outcome’ related factors as suggested by some researchers, the case study has shown a strong support for Innes & Booher (1999) findings that for the analysis of the effectiveness of community participation, process and product outcome cannot be separated. Although due to the timeline for the case study only the process has been evaluated, there are strong indications that the factors in the process will have an influence on the final product outcomes.

Based on the indicators used in the case study to measure the effectiveness of the community involvement in the process, the findings of this research can be summarized, by addressing the key issues as identified in the Introduction as follows:

1. Identify the interested parties and their motivations for participation.
 - a) *Who are the participants and what is their motivation to participate?*
 - b) *Can we establish the “representative-ness” of the participants?*

The case study has shown that most sectors of the community seem to have an interest in their built environment and associated urban planning processes, provided that their involvement is encouraged by stimulating information on the relevant issues and expertise is provided to support their contributions. This research has not reached any conclusive conclusions with regard to the motivation of the various participants in the process, apart from the professionals involved in the project having a networking and sharing of expertise focused interest.

2. Identify the conflicts of interests of the various participants in the process.

- a) *Are there any conflicts of interest from the various participants?*
- b) *Is the interest based on ‘self-interest’*

The first community consultation stages of the case study indicated unexpected common views from the public, with a focus on the ‘big picture’ rather than self-interests. Whether the resources made available at the time might have influenced such an outcome remains unanswered.

Another observation has been made in the Inquiry By Design workshops, confirming that the used collaborative planning approach has been experienced as an effective method for consensus building between the professionals involved.

3. Evaluate the satisfaction levels of the participants, in relation to their objectives.

- a) *Are all participants satisfied with the process, either by recognizing their own input or by appreciating the other views / arguments?*
- b) *Can we recognize a sense of ‘ownership’ within the community?*

For the establishment of the satisfaction levels of the participants and the sense of ‘ownership’ within the community, further research is required during the consultation on the draft Strategy document and the implementation stages of the project. As mentioned above the urban design workshops have contributed to the appreciation and mutual understanding between the various disciplines.

4. Evaluate the conditions set for the community involvement process.

- a) *Was the community well informed (e.g. sufficient resources)*
- b) *Was there access to (independent) professional support for the community?*

The available resources in the case study seem to have been very supportive for the community participation process. In this respect two observations should be noted however: Firstly suggestions have been made that the information package to the

public in the early stages of the project might have contained some directive material influencing the public opinion. Secondly concerns have been expressed that the time restrictions due to the set target date for the implementation of the Strategy might have the potential to compromise the community participation process.

This research has found that measuring the effectiveness of participation processes in planning and urban developments should not be based on the individual indicators as found in the literature in isolation, as they have the potential to influence each other. There are also strong indications that the community involvement in these processes are highly valued, supporting Bishop & Davis (2002) findings that people want a direct say, not filtered through elected representatives.

Although the research has been limited to the community participation process related indicators, due to the timeline of the case study, the observation of the process has supported Innes & Booher (1999) suggestion, that process and outcomes should not be separated, and that the conditions created for the participation process might have an influence on the final product outcomes. Further research to assess the influences of the community involvement on the product outcomes would therefore be valuable.

Appendix A

Effectiveness Indicators /Questionnaire (Matrix format)

Matrix summarizing the relationship between the design criteria and the ‘effectiveness’ indicators as used in the case study and the questions used in the survey of key stakeholders.

		Case Study Design Criteria & Indicators	Survey Questions Presented to key stakeholders:
Design Criteria:			
Administration	v	To confirm that an appropriate timeline and resources have been allocated to support the process	
Objectives	vv	To establish the expected level of participation in relation to the objectives of the initiators of the process, ranging from compliance with regulatory requirements to engaging citizens in decision-making	<p>What are the main objectives to have the community involved in the UDS project? (Q3)</p> <p>Are you satisfied with the input received from the community during that first consultation stage & do you think that the objectives have been met? (Q4)</p> <p>Are there other aspects you would have liked being raised by the community? (Q5)</p>
Stage	v	To identify the timing of the participation process in relation to the decision-making points	
Targeting	vv	To identify the potential stakeholders and the selected participants involved in the process, by invitation and otherwise	<p>Is the community appropriately represented at the Forum meetings? (Q9)</p> <p>Are there other stakeholders, which would be valuable to be included in the Forum? (Q10)</p>
Techniques	vv	To identify the various types of involvement chosen to engage the community in the process	<p>Were the best possible opportunities used to encourage participation? (Q6)</p>
Information	v	To establish the quality / relevancy of the exchanged information and the amount & continuity of dialogue between the parties	

Effectiveness Indicators:		Issues to be investigated as a measurement for 'effectiveness'	
Legitimacy	v	To establish that participant's input is acknowledged and respected in the development	
Ideology / values	vv	To identify the different viewpoints of the participants and to confirm a mutual understanding through a continuous dialogue	<p>What do you consider as the main issues for the Urban Development Strategy project? (Q1)</p> <p>Has your opinion on these issues changed during your involvement in the process? (Q2)</p>
Fairness / equality	v	To establish the quality of interactions, trust and achieved consensus	
Equal power	v	To establish an open process, with equal opportunities for all participants	
Leadership	v	To identify an effective decision-making process based on submitted evidence	
Competence	v	To encourage to gain new knowledge and to establish that the required information and expertise is available	
Social learning		To contribute to an understanding of concerns and values of other participants	
Efficacy	vv	To establish participants level of acceptance, beneficial for implementation stage	<p>On a scale 1 -10 can you indicate your satisfaction level of the community participation process? (Q7)</p> <p>On what aspects are you not satisfied. (Q8)</p>
Responsiveness	vv	To establish the extent decision-makers take note of the participants views	Do you feel that your contribution has been valued and do you recognize your input in the outcomes / proposals? (Q11)
Representativeness	vv	To establish the extent the participants have a say and resources & skills available to them	Have all participants had a chance to have their say? (Q12)
Capacity	vv	To identify the conditions & opportunities for the parties to participate	Did you have the right information to contribute to the process? (Q13)
Willingness	vv	To establish the motivation to participate	<p>What motivated you to participate? (Q14)</p> <p>Would you like to be further involved in the process and how/why? (Q15)</p>

Legend: Case Study indicators

v = for analysis of case study

vv = for analysis of case study and questionnaire survey

Appendix B - Questionnaire Survey Form

Christchurch Polytechnic Institute of Technology
Te Wananga o Otautahi

Model Information Sheet

Name of Project: **Greater Christchurch Urban Development Strategy – Case Study**

Name of Researcher: Chris van Empel

Contact: CPIT, Sullivan Ave Campus, Christchurch, Ph 03-940 6066

Information

My name is Chris van Empel and I am a lecturer in the Bachelor of Architectural Studies at the Christchurch Polytechnic Institute of Technology.

I have selected the Greater Christchurch Urban Development Strategy as a Case Study for my research activity for a Master in Resource Planning at Massey University (my supervisor is Bruce Glavovic).

I invite you to participate in my study on "**The effectiveness of community participation in urban developments.**"

The purpose of the project is to investigate how the community has been involved in the process and to identify the most important issues for public participation to make it successful.

As I value your opinion, I look forward to your response to the 15 questions as attached and any further comments you would like to make on this topic.

I suggest we take the following approach:

** I have prepared a questionnaire to enable you to think about the questions in advance.

** Please use this questionnaire to write down your opinion / comments.

** Afterwards we can go through the questions for further clarification if required.
(This way I anticipate that it will take less than half an hour to complete.)

The results of this project may be published. To ensure anonymity and confidentiality, I will use the information from the interviews only in a generic way for data triangulation purpose and will not refer to any names or positions without your permission. You can withdraw from the project or decline to answer any questions.

I will be pleased to discuss any concerns you have about participating in the project and I can provide you with the contact details of my supervisor if needed.

The project has been approved by the Christchurch Polytechnic Academic Research Committee.

Christchurch Polytechnic Institute of Technology
Te Wananga o Otautahi

Model Consent Form

Name of Project: **Greater Christchurch Urban Development Strategy – Case Study**

Name of Researcher: Chris van Empel,
Contact: CPIT, Sullivan Ave Campus, Christchurch, Ph 03-940 6066

I have read the Information Sheet and have had the details of the study explained to me. My questions have been answered to my satisfaction, and I understand that I have the right to ask further questions at any time.

I understand I have the right to withdraw from the study at any time and to decline to answer particular questions.

I agree to provide information to the researcher on the understanding that my name will not be used without my permission.

This information will be used only for this research and publications arising from the research project.

Signed

Name

Date

Questionnaire

Looking at the Greater Christchurch Urban Development Strategy (UDS), I would like you to consider the first stage consultation process (the Options document and community feedback) and the two workshops (Inquiry by Design).

A. The Urban Development Strategy

1. **What do you consider as the main issues for the Urban Development Strategy project?**
2. **Has your opinion on these issues changed during your involvement in the process?**

- B. The consultation process (Feedback on the “Options” document) & workshops (Inquiry by Design)
3. **What are the main objectives to have the community involved in the UDS project?**
4. **Are you satisfied with the input received from the community during that first consultation stage & do you think that the objectives have been met?**
5. **Are there other aspects you would have liked being raised by the community?**
6. **Were the best possible opportunities used to encourage participation?**
(for the options consultation process & for the urban design workshops)
7. **On a scale 1 -10 can you indicate your satisfaction level of the community participation process?**
8. **On what aspects are you not satisfied?**

C. Representation at the Forum meetings

9. **Is the community appropriately represented at the Forum meetings?**
10. **Are there other stakeholders, which would be valuable to be included in the Forum?**

D. The value of community participation

11. **Do you feel that your contribution has been valued and do you recognize your input in the outcomes / proposals?**
12. **Have all participants had a chance to have their say?**
13. **Did you have the right information to contribute to the process?**
14. **What motivated you to participate?**
15. **Would you like to be further involved in the process and how/why?**
16. **Any other comments you would like to make?**

Thank you for your input.

Chris van Empel (vanempelc@cpit.ac.nz)

Appendix C

List of verbatim responses in Questionnaire Survey

(An extract from the responses have been taken to ensure anonymity of the participants)

Q1. What do you consider as the main issues for the Urban Development Strategy project?

- (1) The future form of Christchurch.
- (2) Integrated land use & transportation.
- (3) Implementing urban design principles in the development of Christchurch.
- (4) Protection of the aquifer.
- (5) To limit sprawl onto productive land.
- (6) For Greater Christchurch to live within its ecological carrying capacity.
- (7) To provide resilient communities that can withstand hazards, changes in resource availability etc in the future, both known/predicted and unknown.
- (8) To create self sufficient communities with mixed use and good accessibility.
- (9) To plan the future growth of Christchurch City and its immediate rural boundaries located in the Selwyn and Waimakariri District Councils. Within the UDS boundary and the current rate of growth and the 'business as usual' philosophy, the City is destined to run out of land. Developers are placing pressure on the rezoning of rural land for low-density housing. This greenfields development is resulting in urban sprawl and is not considered sustainable development.
- (10) Redevelopment of the inner City is ad-hoc and not well designed. Under the RMA the philosophy for development tended to be based on 'market rules' and 'developer led'. With Council led planning it is hoped that it will lead to better outcomes through an integrated approach.
- (11) Services, such as water, sewage, and roads become better managed.
- (12) To manage this growth Christchurch, Selwyn, Waimakariri, and Environment Canterbury need to work together. If the Councils can collectively develop planning tools that are all in line with each other, this planning should provide certainty for the developer.
- (13) Unplanned urban sprawl.
- (14) Unlinked planning between local government & transport sector.
- (15) The main issue is ensuring that the councils have the ability to manage where growth and change occurs and how this will achieve maximum community benefit.
- (16) Providing a forum for the 4 councils + stakeholders to work together to address common issues.
- (17) To manage population growth.
- (18) To ensure infrastructure especially roads are able to cope with the growth.
- (19) To review Greater ChCh infrastructure as at 2005 and a long term outlook to 2041 as a collaborative exercise involving 3 territorial local authorities, Ecan and other agencies.

Q2. Has your opinion on these issues changed during your involvement in the process?

- (1) No. But the process being followed is not adequately addressing these issues.
- (2) No, in fact it has increased my knowledge on the urgency for the UDS Forum to succeed.
- (3) I started thinking that we need to intensify & develop more smartly. I now believe this more firmly if anything.
- (4) No, although it has been a shift for many who solely thought around land use / transportation issues.
- (5) No, it is about population growth and how to cope within the boundaries defined.

Q3. What are the main objectives to have the community involved in the UDS project?

- (1) To achieve 'buy in' for the final strategy.
- (2) To do this you need to communicate throughout the process.
- (3) To produce a UDS that has community acceptance and understanding.
- (4) To have a community that supports its politicians making brave decision.
- (5) For any successful planning to occur you need community 'buy in'.
- (6) Have the whole problem defined.
- (7) Have the whole community understand what the problems are.
- (8) To have the community participate in finding solutions
- (9) To ensure we get the urban form most desired by the community.
- (10) To ensure all parts of the community have their say.
- (11) Acceptance of the final strategy is very important.
- (12) Community involvement for the whole process is essential.
- (13) The community more often provide the sensible solutions.
- (14) The 2002 Local Govt Act emphasises community consultation.
- (15) Unless there is adequate Community buy-in to the vision it will not work.
- (16) NZ is still a democracy.

Q4. Are you satisfied with the input received from the community during that first consultation stage & do you think that the objectives have been met?

- (1) Yes, the response was outstanding, more than our wildest expectation!!
- (2) We received a very clear steer from the community on the direction we should proceed in.
- (3) Yes, I thought the community input was good.
- (4) The highly structured response forms limited more thoughtful input in some case.
- (5) I am satisfied with the input received from the community, but I question whether all their aspirations have been met.
- (6) Due to time constraints governing the process I feel that some Environmental constraints have not been drill down enough.
- (7) Sustainable housing design to meet energy and water conservation needs to be addressed.
- (8) Yes. It was heavily published particularly by the press. Over 3200 responses were received. This is substantial in consultation terms. The public is generally apathetic to such matters. The UDS has done well.

Q5. Are there other aspects you would have liked being raised by the community?

- (1) No, the multitude of responses we received in the 1800 written comments and over 150 submissions were extensive, well thought out & topical
- (2) I would have liked more of the community to say, they wanted even less greenfields development than 40/60%. But again the form restrained them.
- (3) If the Urban Design exercise had been undertaken earlier, then it may have enabled different information to be part of the community consultation process.
- (4) Hopefully the information gained from the Urban Design exercise will strengthen community 'buy in' if this information is consulted with the community.
- (5) It is important that community consultation happens at regular times throughout the whole of this process.
- (6) I would like more conversations about how we can implement in regulatory way, I anticipate this will be happening more in the next phase.
- (7) Yes, I would like them to continue to tell councillors, senior management that they want brave forward thinking decisions.
- (8) It was not a binding referendum and remember on 1% of total population responded, many questions remained and still remain unanswered.

Q6. Were the best possible opportunities used to encourage participation?

- (1) Initial consultation on initial options was quite good. Since then it has almost completely fallen away.
- (2) Submitters have had limited feedback & notification of meetings.
- (3) Public meetings have been the main conduit post submissions on options.
- (4) Media coverage by The Press was a powerful medium to inform the public. The survey form in The Press enabled many of the public to participate.
- (5) Public attendance at the Forum meetings was not encouraged as I was not aware that they were advertised as open meetings. This I feel is a limitation of the process.
- (6) I think the public should have been encouraged to sit and listen to the Forum discuss the issues on their behalf. This would have strengthened the knowledge base of the Forum members.
- (7) Yes. I was impressed with the publicity and the forums used to promote the UDS.
- (8) Yes at consultation Process, perhaps not at Urban design workshops.

Q8. On what aspects are you not satisfied.

- (1) Some of the responses from the special interest groups.
- (2) Initial consultation on initial options was quite good. Since then it has almost completely fallen away.
- (3) Submitters have had limited feedback & notification of meetings.
- (4) Public meetings have been the main conduit post submissions on options.
- (5) That the Urban Design workshops were not undertaken earlier. I hope there will be another opportunity to consult with the public on the Urban design workshop outcomes.
- (6) Still low level of awareness in community as a whole – This is on the basis of talking to my friends & family.
- (7) If community are serious about their future they would respond in their droves, but they didn't.

Q9. Is the community appropriately represented at the Forum meetings?

- (1) No, not entirely. (1) is it a manageable size group?, (2) do they raise issues for the community?, (3) are they the last say on the project? For questions 1&2 they do serve as a sounding board & for 3 they aren't the final decision-makers but the Councils. The forum serves a vital function.
- (2) Absolutely not. Too many with business/development interests.
- (3) No NGO (non govt org) representation at all.
- (4) The cross section of groups representing the community at the Forum meetings was representative.
- (5) It is important that Forum numbers representing the community are kept to a manageable size. (Remember the Forum meetings were dealing with policy issues at the strategic level.)
- (6) No, but how this would be done would be extremely difficult to achieve – who represents the community?
- (7) Yes I believe so. Disappointed some choose not to attend many meetings.

Q10. Are there other stakeholders, which would be valuable to be included in the Forum?

- (1) I'd rather better attendance from the Forum members.
- (2) NGO's such as SOC and SAN
- (3) Perhaps it would have been valuable to have informed other groups/organizations such as The Planning Assoc. and Architects Assoc. of when the Forum meetings were to be held or at least sent any groups copies of the agenda and invited them to the Forum meetings if they expressed an interest in being informed about the process.
- (4) I would like to see more social organizations there.
- (5) Yes. Starting with Community Board members and working across the chains of command.

Q11. Do you feel that your contribution has been valued and do you recognize your input in the outcomes / proposals?

- (1) No, despite our extensive submission on options, we were given 15 min to submit orally.
- (2) At the IBD workshops my contribution was totally marginalized.

Q12. Have all participants had a chance to have their say?

- (1) No, IBD has become technocratic and based in the present
- (2) In any exercise you will never reach all potential participants to enable them to have a say. Often people will only participate in a process if the options affect them in some way.
- (3) Yes, but as always the loud and strong dominate.

Q14. What motivated you to participate?

- (1) The issues as in Q1
- (2) The ad-hoc planning/urban sprawl that was occurring under the 'effects-based' / 'market rules' philosophy of the RMA.
- (3) Keen on addressing traffic issues associated with growth.

Appendix D

The Christchurch Press – An overview of newspaper articles on the Greater Christchurch Urban Development Strategy.

(Series of articles under the logo “where will the city grow?”)

April 2005

“Where will we grow? A special Press series” (*2 page supplement*)

Key issues
Options explained
Feedback Form
What next

Schedule of development meetings: 13 local /community meetings

09 April 2005

“A time for planning” (*Warren Gamble looks at what can be learned from other cities*)

Encouraging article on urban design issues around the world and the importance for Christchurch (quoting urban designer Janet Reeves)

“Changing landscape”

Full page of photo's to support the announcement of the Forum initiative and the Options documents.

11 April 2005

“Urban sprawl carries massive bill” (*Sean Scanion*)

An explanation of the consequences op the four options.

12 April 2005

“Our city planning disastrous” (*Roger Buck unconvinced*)

Based on experiences from the past, an sceptical view on the UDS initiatives, expecting no real changes regarding outcomes but just another process.

“Road congestion set to get worse” (*Sean Scannion*)

An analysis of the current traffic situation and modes of transport in Christchurch.

13 April 2005

“Land regulators strangle Chch” (*Hugh Pavletich, commercial property developer*)

An opinion that the market should dictate the requirements rather than the regulators/ planners. Accept urban sprawl to keep housing affordable.

“ Boundaries getting hazy” (*Sean Scanion*)

The implication of urban sprawl explained, quoting pro and con opinions.

14 April 2005

“Nature must come first” (*Ian Spellerberg*)

A critique on the proposed options without consideration of a ‘sustainable’ development.

“Poor planning is destroying Christchurch” (*letter to the editor*)

Sceptical on the value of UDS initiative, supporting Roger Buck’s article.

“Holding back urban squeeze” (*Joanna Norris*)

A concern from the public regarding uncontrolled infill developments, and a response from CCC strategy and policy team leader (Mark Bachels) explaining the options and community benefits of medium density.

15 April 2005

“Urban plan involves all” (*Dean Chrystal and Rebecca Parish*)

The role of the planner as a community facilitator and the responsibility of parties in the urban process.
(*Note: an encouragement to have you say??*)

“Looking for the right future path” (*Joanna Norris*)

Expressing a concern for the environmental impact from the developments ‘as usual’. Suggesting a change with a focus on sustainability.

“Planning for growth” (*Opinion*)

A support for the collaborative planning approach with a critical note on the options presented to be biased and incomplete.

19 April 2005

“Forum response shows ‘passionate people’” (*Sean Scanion*)

Recording that so far 1000 submissions have been received and announcing the mayoral forum meeting.

20 April 2005

“Avoid our problem – Aucklander”

News report on mayoral forum meeting.

05 May 2005

“Life with fuel costs” (*Ian Orchard*)

On the basis of fuel costs / energy use a promotion for density and employment close to living, public transport and cycling.

11 May 2005

“Developer claims councils biased” (*Sean Scanion*)

Reporting critical view from developer that options are biased and will increase housing costs. Also explanation from other side and announcement of Peter Newman presentation.

23 May 2005

“Growth planners seek wider response”

News item stating that low percentages of responses have been received from Maori, Pasific Islanders and Asian communities.

01 June 2005

“Have your say on city growth” (*David Killick*)

An promotion to have your say, explaining the issues and a simple tick list showing an opinion (*encouragement to respond*).

06 June 2005

“Citizens step forward with opinions” (*Sean Scanion*)

Report that UDS received one the biggest public responses.

“ECan studies light rail link” (*Joanna Norris*)

Feasibility study on rail options for the Christchurch area.

21 June 2005

“Two-thirds of residents say they want less urban sprawl” (*Sean Scanion*)

A brief summary of the outcomes of 3200 submissions.

“Subdivision poses water quality risk” (*Joanna Norris*)

An dispute on a large subdivision affecting the water aquifer.

28 June 2005

“Development strategy subject of complaint” (*Sean Scanion*)

Developer’s complain lodges at Auditor-General that UDS will make housing unaffordable, which aspect was not included in the options presented to the public.

12 July 2005

“Horses and houses vie for attention in planning” (*Joanna Norris*)

A report on the (hearings) presentations of submissions to the forum.
(Sustainable Otautahi Christchurch, NZIA, others)

19 July 2005

“Call to guard versatile soils” (*Kristi Gray*)

Some comments on density versus sprawl from an infra structure and commercial development viewpoint.

29 July 2005

“Developer plans to continue battle” (*Mike Houlahan*)

Auditor-General declined to hold an inquiry as “the requirements or the intent of the (Local Government) Act” are met and considerable opportunity had been provided for people to debate the strategy.

01 September 2005

“Final hurdle for city” (*Mike Houlahan*)

Summary of consultation feedback and announcement of future consultation on draft.

More than 3200 submissions, response aided by extensive support given to the process by The Press.

17 September 2005

“Extreme makeover: city episode” (*Mike Houlahan*)

Full page article on CBD development issues.

26 May 2006

“Ngai Tahu may build towns on iwi land” (*Janine Bennetts*)

Working group has been set up by Ngai Tahu, involving Environment Canterbury, Waimakariri District Council and Ngai Tahu Property Ltd to initiate new town developments. (6 km from Kaiapoi)

Developments would need resource consents and major changes to zoning and district plans. (Bruce Thompson, Waimakariri manager of planning : “development fitted well with the council’s long-term plans for the area”.

Ecan (policy manager, Laurie McCallum): Ecan involved to look at the project’s implications, and “if it was full-scale urban development of a significant area, that would have significant implications”

07 June 2006

“Greater Christchurch project gets going” (*Beck Eleven*)

Introduction of Bill Wasley and Ken Tremaine as project leaders (external consultants) for the UDS to implement the strategy.

Announcement of the UDS Charter, the workshops and the consultation process on the draft in October.

07 June 2006

“Passenger rail revisited” (*Beck Eleven*)

Announcement of the UDS Charter launch and Bob Parker’s view on the transport options (rail) as considered (in study) by the UDS Forum.

08 June 2006

“New town ‘not what Kaiapoi wants’” (*Janine Bennetts*)

Waimakariri Deputy Major (Jo Kane): ‘ plans to build a town on Maori land do not fit with the long-term plans for the area”. She was referring to the residents have indicated that they want consolidation / concentration.

21 June 2006

“Plans for towns on Maori land supported” (*Janine Bennetts*)

Strong support of land owners. Bruce Thompson indicates that they have to look at the surveys held (in Maori land area) to see what the community wants.

27 June 2006

“Urban growth plan for city launched” (*Stan Darling*)

Update on Proposals (as in the Charter) and on “what next” (workshops, draft strategy submissions and hearing) and final implementation envisaged Feb 2007

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