

Revised – 9.27.05

**Hubert H. Humphrey Institute of Public Affairs
Urban and Regional Planning Program
Fall 2005**

PA 5253 – Designing Planning and Participation Processes

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Office Hours: 3:30 pm – 4:30 pm W and 11:15 am – 12:15 pm R
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Course Description

The course covers the theory and practice of the design, implementation, and evaluation of planning and participation processes in an increasingly diverse society. Particular attention will be devoted to comprehensive planning for places, but other types of planning will be looked at as well. Attention will focus on how to think about, design, implement, and evaluate planning processes; stakeholders and the value and cost of participation; the roles of various participants in planning processes; the politics of planning; and the range of tools and techniques that might be used in planning and participation processes, including approaches to involving typically under-represented groups.

Course Objectives

At the end of the course, students should have a working knowledge of the material in the main topic areas listed below:

- Types and purposes of planning processes,
- Goals and outcomes of planning and participation processes,
- The value and costs of participation,
- The political nature of planning and participatory processes,
- The role of information and communication in planning processes and participation,
- Techniques for designing and managing planning and participatory processes,
- Participation tools and techniques, and
- Methods to evaluate the outcomes of planning and participation processes.

The topic areas noted above will be addressed from both a theoretical and practical perspective. Course materials and assignments will apply these topics in a wide range of planning contexts.

Course Format/Requirements

The course is organized around one weekly lecture and class discussions. Although the class is relatively large, extensive participation and discussion is expected and required. In general, portions of each class will be allotted for discussion and questions. It is imperative that students read assignments prior to class in order to foster more effective discussions, promote critical analysis, and facilitate student interaction.

The instructor will maintain a WebCT Vista site for the course. Course materials (e.g. syllabus, assignments), links to relevant information, and a course calendar will be maintained on the site. In order to access the site, follow the instructions below:

1. Launch Netscape or Internet Explorer
2. Go to <http://vista.umn.edu>
3. Click the Log in link
4. Log in with your UMN Internet ID and password
5. You will see the link to the new section in your My WebCT home area

Some student may have to reconfigure their browser in order to access the Vista site. Instructions are available at: <http://webct.umn.edu/browser/>

Additional information about using WebCT Vista, including an online tutorial, is available at: <http://uttc.umn.edu/training/resources/webct/vista/>.

A participation grade will be assigned which reflects your knowledge of the material as expressed during class discussions. Your attentiveness to and respect for the comments of other students also will contribute to your participation grade. Class participation provides the opportunity to practice speaking and persuasive skills, as well as the ability to listen. Comments that are vague, repetitive, unrelated to the current topic, disrespectful of others, or without sufficient foundation will be evaluated negatively. What matters is the quality of one's contributions to the class discussion, not the number of times one speaks. Additional guidelines related to the evaluation of participation are posted on the WebCT Vista site. Excessive absences will result in a lower participation grade. Excessive tardiness will have the same result.

Assignments will be used to evaluate students' understanding of the readings, encourage critical evaluation of planning and participatory processes, and develop skills related to designing and facilitating these processes.

Required Texts

Susskind, L., M. van de Wansem, and A. Ciccarelli. 2000. *Mediating Land Use Disputes: Pros and Cons*. Cambridge, MA: Lincoln Institute of Land Policy.

Additional readings will be made available through the University of Minnesota Libraries E-Reserve. A link to the E-Reserve site and a password will be provided by email during the first week of classes.

Evaluation/Grading

Grades will be based on the following:

Short Writing Assignments	10%
Planning Process Case Study	30%
Planning and Participation Process Proposal	30%
Proposal Evaluation Memo	20%
Participation	10%

No late assignments will be accepted.

Reading Assignments and Course Schedule

A number of guest speakers are identified on the course schedule. Additional speakers will be added, with notification provided on the WebCT Vista site. Speakers will describe their experience in facilitating a range of planning and participatory processes in areas such as recreation planning, economic development, urban design, transportation, and comprehensive planning.

September 6 **Introduction**

September 13

Approaches to Planning Problems: Theory and Practice

- Banfield, E. C. 1973. Ends and Means in Planning, in *A Reader in Planning Theory*, ed. Andreas Faludi. (New York: Pergamon Press). p. 139-149.
- Lindblom, C. E. 1959. The Science of "Muddling Through." *Public Administration Review* 19(2): 79-88.
- Etzioni, A. 1967. Mixed Scanning: A "Third" Approach to Decision-making. *Public Administration Review* 27(5): 385-392.
- Kaiser, E. J., D. R. Godschalk, and F. S. Chapin. 1995. Concepts of Land Use Change Management, in *Urban Land Use Planning*. 4th ed. Urbana, IL: University of Illinois Press. p. 35-60.
- Bryson, John M. 2004. The Strategy Change Cycle: An Effective Strategic Planning Approach, in *Strategic Planning for Public and Nonprofit Organizations*. 3rd ed. San Francisco, CA: Jossey-Bass. p. 30-62.
- Lagro, J. A. 2001. Land and Society, in *Site Analysis: Linking Program and Concept in Land Planning and Design*. New York: John Wiley & Sons, Inc. p. 2-16.

September 20

Participation in Planning Processes: Theoretical Framework

- Schattschneider, E. E. 1960. The Scope and Bias of the Pressure System. *The Semisovereign People*. Fort Worth, TX: Harcourt Brace Jovanovich College Publishers. p. 20-45.
- Arnstein, S. R. 1969. A Ladder of Citizen Participation. *Journal of the American Institute of Planners* 35(4): 216-224.
- Logan, J. R. and H. L. Molotch. 1987. The City as a Growth Machine. *Urban Fortunes: The Political Economy of Place*. Berkeley, CA: University of California Press. p. 50-98.

- Altschuler, A. The Goals of Comprehensive Planning, in *A Reader in Planning Theory*, ed. Andreas Faludi. (New York: Pergamon Press). p. 139-149.
- Innes, J. E. 1996. Planning Through Consensus Building: A New View of the Comprehensive Planning Ideal. *Journal of the American Planning Association* 62(4): 460-473.

September 27

Politics of Planning: Understanding the Planner's Role

- Davidoff, P. 1965. Advocacy and Pluralism in Planning. *Journal of the American Institute of Planners* 31(4): 331-338.
- Forester, J. 1989. Planning in the Face of Power, in *Planning in the Face of Power*. Berkeley, CA: University of California Press. p. 27-47.
- Brooks, M. P. 1996. Planning and Political Power: Toward a Strategy for Coping, in *Explorations in Planning Theory*. eds. Mandelbaum, S. J., L. Mazza, and R. W. Burchell. New Brunswick, NJ: Center for Urban Policy Research. p. 116-133.
- Forester, J. 1999. Rationality, Emotional Sensitivity, and Moral Vision in Daily Planning Practice, in *The Deliberative Practitioner*. Cambridge, MA: MIT Press. p. 39-58.

October 4

Outcomes of Planning and Participation Processes

- Innes, J. 1992. Group Processes and the Social Construction of Growth Management: Florida, Vermont, and New Jersey. *Journal of the American Planning Association* 58(4): 440-454.
- Wondolleck, J. M. and S. L. Yaffee. 2000. Why Collaboration?, in *Making Collaboration Work: Lessons from Innovation in Natural Resource Management*. Washington, DC: Island Press. p. 23-45.
- Forester, J. 1999. Beyond Dialogue to Transformative Learning: How Deliberative Rituals Encourage Political Judgment in Community Planning Processes, in *The Deliberative Practitioner*. Cambridge, MA: MIT Press. p. 115-153.
- Agyeman, J. and B. Angus. 2003. The Role of Civic Environmentalism in the Pursuit of Sustainable Communities. *Journal of Environmental Planning and Management* 46(3): 345-363.
- Putnam, R. D. 1995. *Bowling Alone: America's Declining Social Capital*. *Journal of Democracy* 6(1): 65-78. (OPTIONAL)

Guest Speaker – Catherine Geisen-Kisch, Geisen-Kisch Consulting.

Ms. Geisen-Kisch will discuss her research and professional activities related to community facilitation and capacity building.

October 11

Managing Participation Processes

- Bryson, J. M. 2004. What to Do When Stakeholders Matter: Stakeholder Identification and Analysis Techniques. *Public Management Review* 6(1): 21-53.

- Crosby, B. C. and J. M. Bryson. 2005. Developing an Effective Problem Definition to Guide Action. *Leadership for the Common Good: Tackling Public Problems in a Shared-Power World*. 2nd ed. San Francisco, CA: Jossey-Bass. p. 211-241.
- Lowry, K., P. Adler, and N. Miller. 1997. Participating the Public: Group Process, Politics, and Planning. *Journal of Planning Education and Research* 16(2): 177-187.
- Laurian, L. 2004. Public Participation in Environmental Decision Making: Findings from Communities Facing Toxic Waste Cleanup. *Journal of the American Planning Association* 70(1): 52-65.

Guest Speaker – William C. Weber, AICP, Director of Community Planning, McCombs, Frank, Roos Associates, Inc. (MFRA) – www.mfra.com.

Mr. Weber will discuss participation and consensus building in Eau Claire, WI's, recent comprehensive planning process. For more information see:

http://www.ci.eau-claire.wi.us/Departments/CompPlan2005/2005%20eau_claire_comprehensive_plan.htm

October 18

Information and Communication in Planning and Participation Processes

- Susskind, L. and P. Field. 1996. Introduction and Why is the Public Angry?, in *Dealing with an Angry Public: A Mutual Gains Approach to Resolving Disputes*. New York: The Free Press. p. 1-36.
- Takahashi, L. M. and M. J. Dear. 1997. The Changing Dynamics of Community Opposition to Human Service Facilities. *Journal of the American Planning Association* 63(1): 79-94.
- Sandman, P. M. 1990. Getting to Maybe: Some Communications Aspects of Siting Hazardous Waste Facilities, in *Readings in Risk*, eds. T. S. Glickman and M. Gough. Washington, DC: Resources for the Future. p. 233-245.
- Barrett, C. D. 2005. The (Mis)Use of Information: An Ethical Inquiry. *Practicing Planner*.

Guest Speaker – Mark Garner, Senior Project Coordinator, City of Minneapolis – <http://www.ci.minneapolis.mn.us/cped/>.

Mr. Garner will discuss citizen participation techniques and processes around the Hiawatha LRT project, land use, and implementation planning. For more information see: <http://www.ci.minneapolis.mn.us/light-rail/index.html>

October 25

Case Study Presentations

November 1

Participation Techniques I: Overview

- Bryson, J. and A. Carroll. 2005. *Designing Participation Processes Fieldbook*. St. Paul, MN: University of Minnesota Extension Service. (available on CD – currently in publication process)
- Kelly, E. D. and B. Becker. 2000. Where Do We Want to Go? Involving Citizens in Making a Plan, in *Community Planning: Introduction to the Comprehensive Plan*. Washington, DC: Island Press. p. 111-129.

Groc, I. 2005. Weaving a Useful Web. *Planning* 71(7): 30-35.

Guest Speaker – Emmett Mullin, Natural Resources Planner, MN Department of Natural Resources (DNR) - <http://www.dnr.state.mn.us/index.html>. Mr. Mullin will discuss the State Comprehensive Outdoor Recreation Plan (<http://www.dnr.state.mn.us/aboutdnr/reports/scorp.html>) and the MN Comprehensive Wildlife Conservation Strategy (<http://www.dnr.state.mn.us/cwcs/index.html>).

November 8

Participation Techniques II: Working with Diverse Communities

Greenberg, M. and M. J. Lewis. 2000. Brownfields Redevelopment, Preferences and Public Involvement: A Case Study of an Ethnically Mixed Neighbourhood. *Urban Studies* 37(13): 2501-2514.

Scott, D. and C. Oelofse. 2005. Social and Environmental Justice in South African Cities: Including 'Invisible Stakeholders' in Environmental Assessment Procedures. *Journal of Environmental Planning and Management* 48(3): 445-467.

Martin, M. C. 2002. Expanding the Boundaries of Environmental Justice: Native Americans and the South Lawrence Trafficway. *Policy and Management Review* 2(1): 62-85.

Guest Speaker – Douglas Copeland, District del Sol Program Manager, Riverview Economic Development Association (REDA) – <http://www.districtdelso.com/veda.html>. Mr. Copeland will discuss REDA's work in engaging the public in economic and community development on St. Paul's West Side, the city's most diverse neighborhood.

November 15

Participation Techniques III: Mediation and Conflict Resolution

Susskind, L. and C. Ozawa. 1984. Mediated Negotiation in the Public Sector: The Planner as Mediator. *Journal of Planning Education and Research* 4(1): 5-15.

Putnam, L. L. and J. M. Wondolleck. 2003. Intractability: Definitions, Dimensions, and Distinctions, in *Making Sense of Intractable Environmental Conflicts: Concepts and Cases*. eds. Lewicki R. J. et al. Washington, DC: Island Press. p. 35-59.

Susskind et al. 2000 (required text)

Guest Speaker – Gretchen Nicholls, Executive Director, Center for Neighborhoods – <http://www.center4neighborhoods.org>. Ms. Nicholls will discuss public participation in urban design and neighborhood planning in the context of the Corridor Housing Initiative (http://www.center4neighborhoods.org/corridor_housing.htm).

November 22

Participation Techniques IV: Visioning and Long Range Planning

Haines, Anna. 2001. *Using Visioning in a Comprehensive Planning Process*. University of Wisconsin Extension.

- Porter, J., J. Kolkmeier, and C. Moore. 2004. Collaborative Community-building: The Santa Fe Community College District and Villages at Rancho Viejo. *Practicing Planner* 2(4).
- Nelessen, A. C. 2004. Creating a Common Vision: Design by Democracy. *Visions for a New American Dream*. Chicago: Planners Press. p. 81-103.
- Helling, A. 1998. Collaborative Visioning: Proceed with Caution! Results from Evaluating Atlanta's Vision 2020 Project. *Journal of the American Planning Association* 64(3): 335-350.

Guest Speaker – Anne Carroll, Carroll, Franck & Associates – Ms. Carroll is a consultant in the areas of public involvement, strategic planning, and communication. She will discuss her recent consulting work in the City of Shakopee, where she facilitated a community-wide visioning effort (<http://www.ci.shakopee.mn.us/pages/visioning.htm>).

November 29

Participation Techniques V: Intergovernmental Coordination

- Burby, R. J. and P. J. May. 1998. Intergovernmental Environmental Planning: Addressing the Commitment Conundrum. *Journal of Environmental Planning and Management* 41(1): 95-111.
- Wondolleck, J. M. and S. L. Yaffee. 2000. A Primer for Agencies in *Making Collaboration Work: Lessons from Innovation in Natural Resource Management*. Washington, DC: Island Press. p. 213-228.
- Goodno, J. B. 2003. Hands Across the Border. *Planning* 69(8): 20-25.
- Sanchez, R. A. 2002. Binational Cooperation and the Environment at the U.S.-Mexico Border: A Mexican Perspective, in *Both Sides of the Border: Transboundary Environmental Management Issues Facing Mexico and the United States*. eds. Fernandez, L. and R. T. Carson. Boston: Kluwer Academic Publishers.

Guest Speaker – Robin Cauffman, Senior Planner, Metropolitan Council – <http://www.metrocouncil.org>. Ms. Cauffman will discuss the Metropolitan Council's intergovernmental coordination efforts related to the Regional Development Framework and Local Planning Handbook <http://www.metrocouncil.org/planning/framework/timeline.htm>.

December 6

Evaluating Planning and Participation Processes

- Burby, R. J. 2003. Making Plans that Matter: Citizen Involvement and Government Action. *Journal of the American Planning Association* 69(1): 33-49.
- Crewe, K. 2001. The Quality of Participatory Design: The Effects of Citizen Input on the Design of the Boston Southwest Corridor. *Journal of the American Planning Association* 67(4): 437-455.
- Beatley, T. and D. J. Brower. 1994. Representation in Comprehensive Planning: An Analysis of the Austinplan Process. *Journal of the American Planning Association* 60(2): 185-197.

Brody, S. D., D. R. Godschalk, and R. J. Burby. 2003. Mandating Citizen Participation in Plan Making: Six Strategic Planning Choices. *Journal of the American Planning Association* 69(3): 245-264.

December 13

Proposal Presentations