

Gauging the Effectiveness of Participation

Presented at the American Planning Association
2005 National Conference, San Francisco, CA

Session: S462

Title: Gauging the Effectiveness of Participation

Day/Time: 3/21/05, 9:30 AM-10:45 AM

Session Description: Community involvement in the planning process has come a long way from the days when public hearings were the only game in town. Today, there are a variety of ways to engage the public. But do we have the tools and techniques to measure the efficacy of these new forms of engagement?

Chair: Bill Klein, American Planning Association

Panelists: David Booher and Bill Leach, Center for Collaborative Policy, California State University, Sacramento

Gauging the Effectiveness of Participation

Part I. David Booher

- Purposes of Public Participation
- Elements of Collaborative Public Involvement

Part II. Bill Leach

- Forms and Functions of Participation
- Evaluating Effectiveness
 - ◆ Three general principles
 - ◆ Four general approaches
 - ◆ Survey of specific examples

“An all-pervasive climate of mistrust exists throughout the state that distorts all issues, creates gridlock, and causes citizens to restrict government freedom of action. In other words, mistrust and the disconnect are far more than background noise. Instead, they combine to affect every issue considered in these dialogues. Until and unless these deeper issues can be addressed--bridging the disconnect and rebuilding trust--it will be difficult, if not impossible, to make far-reaching, sustainable reforms that go beyond a patchwork of temporary fixes.”

Listening to Californians: Bridging the Disconnect

Purposes for Public Participation

- Legal compliance
- Find out public preferences
- Improve decisions with public knowledge
- Advance fairness and justice
- Obtain legitimacy for decisions
- Build community civil society
- Build community capacity to address future problems

Elements of Collaborative Public Involvement

- **Credible working relationships** between agency and public based on respect and trust
- **Clear agency commitment** about what it will and will not do with information provided by the public
- **Understanding and respect** in both agency and public about the types of information each can provide and its relevance to decision-making
- **Transparent explanation** of how the agency will use public information during the decision-making process
- **Sustained communication** between agency and public during implementation and future revisiting of the issues in question
- **Enhanced capacity** for the agency and the public to deal with each other collaboratively in the future in addressing major issues of mutual concern.

Gauging the Effectiveness of Participation

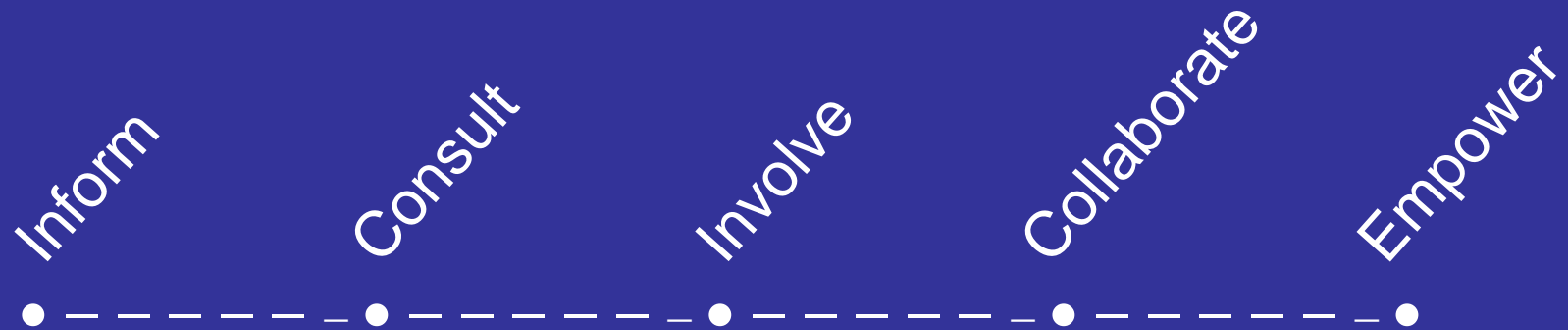
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IAP² Public Participation Spectrum



IAP2 Public Participation Spectrum

Developed by the International Association for Public Participation

INCREASING LEVEL OF PUBLIC IMPACT

INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:
To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public:	Promise to the Public:	Promise to the Public:	Promise to the Public:	Promise to the Public:
We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example Techniques to Consider:	Example Techniques to Consider:	Example Techniques to Consider:	Example Techniques to Consider:	Example Techniques to Consider:
<ul style="list-style-type: none"> ● Fact sheets ● Web sites ● Open houses 	<ul style="list-style-type: none"> ● Public comment ● Focus groups ● Surveys ● Public meetings 	<ul style="list-style-type: none"> ● Workshops ● Deliberate polling 	<ul style="list-style-type: none"> ● Citizen Advisory Committees ● Consensus-building ● Participatory decision-making 	<ul style="list-style-type: none"> ● Citizen juries ● Ballots ● Delegated decisions

Goal

Promise to the Public

Example Methods

Role of Participants

		Exchange Information	Develop Recommendations	Develop Agreements
		Role of the Agency		<ul style="list-style-type: none"> • Hearing • Public comments • Town meeting • Open house • Interviews • Focus group
Capacity Builder	Decision Maker	<ul style="list-style-type: none"> • Conference • Technical workshop • Roundtable 	<ul style="list-style-type: none"> • Task force • Workshop • Visioning process • Roundtable 	<ul style="list-style-type: none"> • Partnering • MOU • Vision statement
	Partner Builder	<ul style="list-style-type: none"> • Community profile interviews • Grants • Technical assistance 	<ul style="list-style-type: none"> • Consensus-building • Visioning process • Grants • Technical assistance 	<ul style="list-style-type: none"> • Grants • Technical assistance

Design Principle No. 1

“What to measure”

is more important than

“How to measure”

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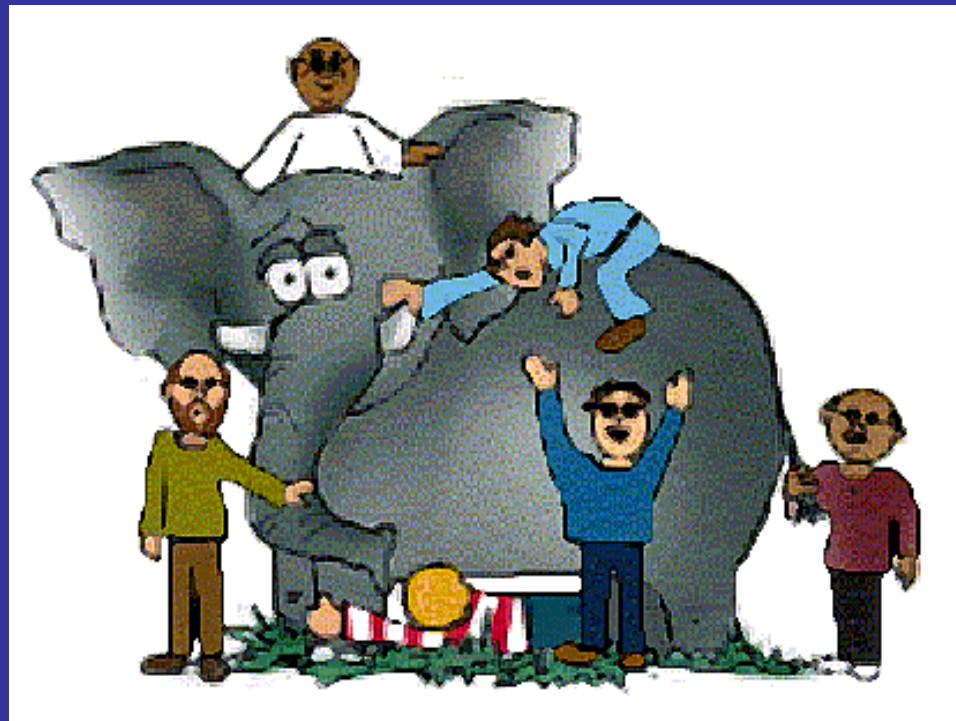
Miranda, Miller, and Jacobs (2000).
“Talking trash about landfills: Using
quantitative scoring schemes in
landfill siting processes.” *Journal of
Policy Analysis and Management*,
19:3-22.

Design Principle No. 1

“What to measure”

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“How to measure”



Design Principle No. 2

Collect data before
and after participation

Design Principle No. 3

Compare two or more
types of participation

Evaluating Success

Four general approaches:

1. Make it up
2. Consult an expert
3. Become an expert
4. Reuse and recycle

Consult an Expert



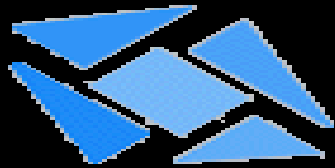
Center for Collaborative Policy

A Joint Program of California State University, Sacramento and McGeorge School of Law, University of the Pacific



Consult an expert about. . .

- Research design
- Theory
- Measurement
 - Validity and reliability
 - Accuracy and precision
 - Quantitative and qualitative methods
- Data analysis
 - Descriptive and inferential statistics
 - Interpretive methods



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Benefit-Cost Analysis

- Transaction costs
- Averted litigation
- Other benefits and costs

- Examples: Colby 2003;
Rowe et al 2004; USIECR
MAS II; Wassmer 2005

Collaborative Capacity

- Norms of reciprocity and consensus, relationship change and trust (D'Estree and Colby 2003)
- New social networks (Lubell and Leach 2005; Lubell 2004, Weible et. al 2005)
- Skills: active listening skills, interest-based negotiation, brainstorming
- Normative meta-consensus and epistemic meta-consensus (Dryzek and Niemeyer 2003)
- Institutionalized collaborative spin-offs

Personal Transformations

- Have stakeholders' views changed? Converged?
(Schlosberg et. al 2005; Dryzek and Niemeyer 2003)
- Have core values changed?
Converged? (Dukes 1993,1996; Birkhoff 2002)

Procedural Legitimacy

Perceptions of:

- inclusiveness
- representativeness
- procedural fairness
- deliberativeness
- lawfulness
- empowerment

Examples: Leach (2004); Beierle and Cayford (2002), Weber (2003)

Enduring Conflict Resolution

- Degree of consensus
- Number of appeals or lawsuits (Coglianese 1997; Gericke and Sullivan 1994)
- Did decisionmakers change their minds? Change their plans?
- Plan implementation (Leach, Sabatier, and Pelkey 2002)

Scientific Knowledge or Consensus

- New scientific knowledge or consensus (Lubell 2004)
- Improved access to information and expertise

Environmental and social outcomes, sustainability, and resilience

- For overview of potential approaches and challenges, see Dukes (2005)

Community-Based Collaboratives Research Consortium

www.cbrcrc.org

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www.csus.edu/ccp

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