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Introduction: Public Participation in Design as applied to landscape architecture in New Zealand.

This dissertation looks firstly at the landscape architect's philosophy of man and the land and the assumption that community views are not sufficiently integrated in the design process. The meaning of community and community development objectives are discussed. Three New Zealand case studies are examined in detail to investigate whether the communication gap is occurring in the design process.

The results of the studies are analysed and the conclusion finds that there is wide variation in the involvement of the public in design according to the social and organisational contexts and the individual commitment of each designer.

Literature sources covering techniques of participation overseas are then reported.

Perspectives on public participation are discussed and a public participation model is formulated.

The conventional design process and designer's role are described to deduce whether and where they are inflexible to changing needs. The case studies are compared to the public participation model and problems in the application of public participation at a community level are listed.

The final section deals with problems and recommendations for the wider use of public participation by landscape architects in New Zealand, and concludes by advising that a change to a more problem focussed design method will better serve the public interest in some situations.
The Justification
 Crucial to the central philosophy of landscape architecture is the belief that the landscape architect should balance the interests of both man and the land.

"A perceptive analysis of man's most successful ventures in planning would reveal that he has effected the greatest improvements in his environment not by striving to subjugate nature wholly, nor by restoring nature in so far as possible to its original state, nor by rejecting nature, but rather by harmoniously integrating her works with nature's."

Simmonds, J.O. p.6.

Thus one of our highest ideals in design is to achieve the restoration of this balance.

"Few appreciate that our only practical choice is between continuing to permit nature to function unhampered, and adopting an exacting man-nature partnership on quite new lines, using nature's processes and resources so far as possible to serve man's varied needs."

Max Nicholson p.15.

Since our society has become increasingly aware of man's environmental exploitation in the pursuit of 'progress and development' and since many of us have accepted this partnership as inevitable, the protection of nature has become a more achievable objective.

The Importance of Man Too

However in fulfilling this objective we must remember the equally valid needs of man. Man has created the cultural landscape through historical patterns of land use and his future and changing needs in the total environment (the ecology of man) are just as important.
"Proper land-use planning is applied human ecology. This is a new enlightened conception of planning as the conscious control of environment, and even though present knowledge of human ecology is primitive and sketchy, in theory at least we are now moving towards this all-embracing concept of the relationship between man and habitat."

Fairbrother, N. p. 289.

We seek to understand the 'holistic' nature of the landscape through a study of surface patterns as well as the component parts (the basic landscape) and the interactions and processes occurring over time. In the same way we should study, not just the surface patterns of man's habitation; distribution, type and number but also the underlying processes, interactions and relationships - the why, how, when, where of people as a landscape component. Man is more important in some situations.

We are concerned with the visual landscape and how it is perceived by man. We discuss form and space and human reaction to them. However many of us know too little about the ecology of man whose habitat we design and alter. Design is prediction of the future and we as landscape architects are prescribing how people will use their environments.

Because settlement patterns are not uniform and some areas are more densely populated there is a gradient of human/natural landscape elements.

This study is concerned with areas where settlement is clustered and in these situations human landscape factors predominate.

Settlement is clustered in towns and cities for basically the same reason that design and planning functions came to be assumed by professionals - the Industrial Revolution.

Prior to industrialisation there is evidence that communities were intimately involved with the design and construction of their own structures and buildings and their spatial organisation - usually to traditional codes.
The Need for Professional Landscape Architects

The movement to the towns was accompanied by social change, centralisation of power and the specialisation and division of functions and skills. Designers evolved as professionals.

The clock cannot be turned back, life-styles have changed. It is as unrealistic for an amateur to design the circulation pattern of a public space as it is for him to grind his own flour for bread.

Man's Interest in His Own Spaces

Industrialisation may have changed man's mode of living and working but it does not seem to have altered his basic social interests, his need for association, nor his basic desire to care for and improve his own living area or territory.

 Territory may vary from the private space of the home to the completely open, shared domain of the neighbourhood street or park. Landscape architecture involves the design of public space much more than does architecture, which is why any proposal to develop these public areas usually meets with some public reaction.

What are we Seeking in Community Design?

"The best community or city, is that which provides its citizens the best environment for the experience of living."
"The truth of the green urban landscape is all too common indifference, neglect and vandalism. Even worse is the failure of people to believe that the situation can be any different. Disappointment is accepted as the norm and often blamed on factors outside our control - a frequently absurd system of financing, inadequate staff resources, economic pressures, broader social problems and the lack of political support."

Tregay, R., L.D.

The disappointment should not be accepted; the gap in communication should be overcome.

Why then is the system not working?

Information on public needs can be gained by the landscape architect in three ways.

I. Data can be supplied by the social sciences in the same way that support data could be required from engineers or surveyors. They study the nature of community and society and the individual. There are theories on conflict and change, interaction systems and social networks and group psychology but very little of this information is reaching the areas where it can be applied.
Why is there a lack of available and usable knowledge from the social sciences?

1. Behavioural research is full of jargon and excess verbage.
2. Research information is often not presented in a usable form.
3. Designers feel that they are aware of users' problems and base this knowledge on their own experience.
4. The conditions of the design process make it difficult to assimilate data from the social sciences.
5. Most of social science study has not been directed to design oriented problems aimed at basic rather than applied answers.
6. The designer should know what variables are involved in community development. However there is very little agreement amongst the social sciences on how to define community!

Fig. 3 Gaining research.

Fig. 4 A need for information.
Definitions of Community

David Thorns in his book 'The Quest for Community', p. 33, provides a definition which merely says:

"The term (community) has however, one unifying theme, that of a cohesive group of people held together by different things which they share."

Some criteria used to describe community as a social system put emphasis on:

(1) The spatial definition - the setting for community, drawing on references to networks and linkages, locality and territory.
(2) Other definitions place more emphasis on community power, structure and process over time.

(1) Settings for Community

The core of the communitarian movement is bound up in concepts of locality, territory and collective sentiment. Ref. Shirley, I.F. (1979), p. 27.

Community cannot always be defined as being tied to locality. Locality may be one of the things which a community shares and length of residence too does correlate with strength of community. Ref. Rapoport, A. p. 255.
(However that may be defined?)

However, many failed physical renewal schemes are testimony to the fact that mere physical proximity does not create community. Neither is social homogeneity enough to engender community. Many urban localities are in fact "non-communities".

Ref. Dennis, p. 75.
"More than one aggregation is needed to make a group however homogenous the aggregate may be." Ref. Dennis, p. 75.

Social planners place an emphasis on fostering close-knit localised communities, with strong cohesiveness arising from dense networks and frequent interaction. But this type of community is not the norm in New Zealand, where important values are:

(1) the isolated nuclear family unit;
(2) privacy and self-containedness;
(3) social relationships which transcend locality.

Territory is also a relative concept ranging from one's section or street to a neighbourhood, or the suburban unit of a city. Ref. Shirley, Ibid., p. 28.

The degree of territoriality and ownership of space, however, does determine the kind of interest in it. Hitherto unknown communities in New Zealand come to life over a common issue which threatens their continued pattern of use in some way.

Designers for the community need to know far more about:

(1) which spatial arrangements foster interaction;
(2) the opportunities which communities perceive in their environment or territory;
(3) The goals which lie behind social planning for community.

(II) Community Power, Structure and Process

Perlman and Gurin, 1972, p. 46, discussed the primary goals of four approaches all based on the rational planning model.
(1) General goal of helping the community relate more effectively to its environment. (Lippitt)

(2) Specific goal set by the planner. (Morris)

(3) Enhancement of the position of a particular group, e.g. the poor. (Grosser)

(4) Better participation and co-operation in community problem solving. (Ross)

"Inherent in all these approaches is the assumption that planned change in human affairs is indeed possible." Op. cit., p. 47.

Another view of social planning is the process approach.

Instead of specifying a goal and attempting to realise it, planning in this view establishes processes of interaction out of which both goals and methods of achieving them will be generated.

"It is built on the notion that there is no single rational solution to a stated problem, but that issues of evaluation arise at every point among people who are working toward the solution of a problem." Lindblom, C.E., 1959, in Perlmann & Gurin, p. 49.

Planners have usually though adopted the rational/consensual view of planning which denies the political nature of the process. This view argues that the public, as opposed to the private interests, are served in conditions of political neutrality by the employment of rational, technical expertise.
This stance rests on a consensual perspective of society and holds that political power is evenly distributed. Dennis, N., p. 82 in Pahl, R.E.

However, in practice the interests of those in power have actually been served.

The community only has as much power as it is allowed, neighbourhood committees have only token power.

Dennis, p. 82, speaks of community committees which are thought by their members to be capable of participating in a wide range of locality affairs. But because such a 'wide range of locality affairs' simply does not exist, the discussion revolves endlessly and importantly around such topics as children's playgrounds and amenity spaces...

The crux of the matter in most cases is that the co-operation of much more powerful outside bodies is required if anything is to be done at all.

Such groups he concludes are much more effective if they act like an efficient pressure group, with the circularisation of city councillors and threats of public agitation. Ref. Dennis, N. in Pahl, R.E. 1968.

Community development therefore may be correlated with participation and self-determination. Community strength arises as a force to counter bureaucracy. The basic elements of the community development approach are:

(1) stimulation of awareness of problems and of possibilities;
(2) the channelling of energy into self-help projects, and;
(3) the use of this experience to crystallize a new consciousness and to consolidate it with organisation.

Ref. Rothman, J. in Perlmann and Gurin, p. 103.
In summary then the scope of community design invariably encompasses both the locality and the structural definitions of community.

The designer's objective should be to resolve the communication gap by realising that no one is value neutral and that community strength should be fostered through the exercise of better participation and co-operation. General goals and joint recognition of problems can evolve with direction into community selected specific goals.

The development of theory for designers to use will enable the designer to apply essential elements of behaviour to design principles. But the theory can never be more than a general guideline, and can never be a substitute for data gathering before design, or for evaluation after completion.
The perception of relationships produces an experience. If the relationships are unpleasant, the experience is unpleasant. If the relationships sensed are those of fitness, convenience and order the experience is one of pleasure, and the degree of pleasure is dependent on the degree of fitness, convenience and order."

Simmonds, J.O. p. 228.

This 'Fitness Convenience and Order' is Often Not Being Achieved

Bill Mollison recently stated that societies in some parts of the world are rejecting designers and planners. There is an anti-planning mood abroad in New Zealand too. The recently elected Auckland Authority, swept in on an anti-planning ticket, calling themselves the 'New Deal', they have reduced staff numbers in the Planning Department from 27 to 19 in less than a year and are attempting to rewrite the regional scheme themselves.

Bill Mollison, Tasmanian Permaculturist, spoke to landscape architects at Lincoln College, May 1984.
A recent seminar in Christchurch on People and Traffic - combining six community groups - was brought together to decide on issues and to find ways of expressing dissatisfaction for transportation planning where cars seem more important than people. Fig. 9

Land-use decisions have become the focus of popular feeling against the social order itself in some cities overseas. Action and protest groups organise community pickets and sit-ins. Attitude towards change frequently becomes so polarised that dialogue is impossible. Expensive, prolonged and unnecessary legal hearings of the planning tribunal are inevitable.

Government, authorities, planners and designers are perplexed at this increasing failure in communication. It is occurring on all levels, though larger issues are most often publicised.

Fig. 9 Are cars more important?
Fig. 10 Tribunal hearings.
II. People Can Volunteer Information

Another way of learning about community needs is for people themselves to volunteer information. This could be happening; the legal framework of the Town & Country Planning Act 1977 gives central importance to public interest and opinion -

"The T & C P Act is now more comprehensive and provides wider rights of public participation than any comparable planning system in the world. It is perhaps about time now to focus attention not on whether the opportunities for participation are adequate, but how they can be used most constructively from the point of view of both the participants and of those who carry the responsibility for decision-making."

Town, G.A., p. 15.

Refer also App. 1 (Section 36 of T & C P Act).

The typical system used by local authorities, is to advertise for objections to a proposal. This sets a negative tone from the start to which the public either responds with disinterest or an entrenched and sometimes inflexible protest. The process then becomes reactive rather than interactive.

Ref. Clark, Lester, pers. comm.

(1) The Public lack a cohesive voice. How much weight should be given to an individual as compared to a group or association's opinion? How can 62 different issues be condensed into a few manageable objectives?

Refer Coutts B., pers. comm.

(2) Public accessibility is difficult, vocal and articulate interest groups have more say than the real users, the non-participators, the non-joiners and the inarticulate.
(3) Which Public? As an example of the range of publics - the Christchurch City Council in their latest scheme review divided the 'general public' into eight different groups (see App. II). The council felt that this was important as various members of the public have different backgrounds and needs. By separating the public into different groups it was felt that the different needs of various groups could be more easily distinguished.

(4) Once public interest is aroused there is the problem of maintaining it; and in translating public objectives into commitment for action. Apathy can kill a project overnight.

There is a need for decision makers and designers to find more workable ways of reaching the public. Polarisation and conflict or apathy and disappointment will increase if dialogue is not facilitated.

Another way of reaching the public is through the design process; to assess whether this is happening in New Zealand three case studies will be examined.
The Study: Introduction
The Case Studies - Methodology & Background

A. The Purpose of the Study

'The State of the Art'
Accepting the principle that it is part of the social function of design to involve people in the choices concerning their own living areas it is necessary to see how this is happening in New Zealand.

B. Choice of Studies

The cases examined were chosen specifically because it was expected that public participation would play a considerable part in the design process. The study has attempted to discover to what extent this is so and also to find out the personal philosophies of the landscape architects involved and the techniques of involvement they are using.

The area of interest is the field of public sector design. Whilst the landscape architects chosen for the study are all socially concerned, the differences in approach are nevertheless quite large. But then so also is the community and organisational context in which each landscape architect is involved.

There is therefore no real attempt to rate the success of each approach, but where the respondent has judged his own success or failure these comments have been included.

The Case Studies Are:-

(1) Ministry of Works and Development.
   Environmental Design Northland.
   Respondents - Denis Scott (Architect) and Brian Bennett (Landscape Architect based in Whangarei).

(2) Housing Corporation of N.Z.
   Head Office.
Respondents - Neil Aitken (Chief Landscape Architect) and Brian Hope (Architect).

(3) Christchurch City Council
   Parks and Recreation Department.
   Respondent - Gary Bateman (Landscape Architect).

C. Method of Study

The process was initiated by letter or by telephone and followed up by a personal interview in each case.

The Questions were framed with the objective of getting the respondent to talk. Thus much valuable comment outside the framework of the questions was volunteered. The substance of this has been included in Chapter IV.

Additional material in the form of reports, minutes of meetings, copies of correspondence, photographs has been included throughout Chapters III and IV as illustration and also in the appendices.

D. The Case Studies - Background

I. Ministry of Works and Development
   Environmental Design Section, Northland.

The Section is headed by Brian Bennett in Auckland. Denis Scott is in charge of the Whangarei office.

The Ministry of Works is closely concerned with the interpretation and application of the Town and Country Planning Act. In this residency M.W.D. have been given a broad mandate to assist and guide the Regional United Council and County Councils. The M.W.D. (Minister of Crown Lands) is always informed whenever a conditional use application is made. They also provide a design service to the local councils.

Current work also covers the Beautiful New Zealand Scheme (BNZ) and all of its applications including Farm Forestry Information.

II. The Housing Corporation of New Zealand Head Office, Wellington.

Neil Aitken is the Chief Landscape Architect for the Housing Corporation which is the 'landlord' of many areas of state-housing, some of which are of the Medium Density 'Duplex' type.

Working in Head Office, Neil is usually more concerned with broad policy and administration than with 'direct' design. His involvement with Jackson Street was an exception.

Example Used: The Rehabilitation of Jackson Street, Petone.

The Christchurch City Council encompasses most of the Christchurch metropolitan area.

Examples Used: Several examples have been used.

III. The Christchurch City Council

Gary Bateman is a landscape architect employed in the Parks and Reserves Section. The Christchurch City Council has only recently started to employ landscape architects and now has a staff of four in the Section.
The Study: Questions
The Questions and the Answers

Question 1:

Have you ever considered playing a different role in the design process where you may be facilitator or communicator instead of taking the traditional role of design expert or director?

Responses: Quotes are shown in italics.

1. M.W.D.

The designer with all of his training and his total consciousness shouldn't be compromised and yet he must respond to what comes along. He cannot be professional and impartial. Both things have to come together.

We give design advice for any major building work done. We explore the options with the developer and the architect. The county and the owner make the essential decision but we have made an input. For instance, the Russell Handbook - we gave guidelines, incentive and motivation.

2. Housing Corporation

The professional and technical staff of the Housing Corporation are advisors to management not front line staff - not like the M.W.D. - our ability to involve tenants is governed by that. Field officers normally deal direct with tenants, they show them plans and relay the information back to us.
As professionals we have to be objective. But, yes, we are still experts and directors.

3. Christchurch City Council

There is a lot of participation in the design process not only from other members of the Parks and Recreation Department and other disciplines of Council, but also from the public at large. We attempt to synthesise all information available and to achieve an optimum result. We weld all ideas and needs into a comprehensive working unit to be presented to the people for approval and modify accordingly.
Question 2

Have you ever allowed for users inputs into design decisions and if so at what stage, and how much influence do they have over the outcome?

1. M.W.D.

We let the community have its head. Design with the community is never the designer's choice. You have to have an open mind. Whether a design project lives or not depends on the enthusiasm of response.

2. Housing Corporation

Information was obtained through observation and experience rather than participation. However, with the Jackson Street project we did talk to the tenants, because it was a big and complex project.

Branches are encouraged to communicate with tenants and develop some dialogue. (Ref. Appendix III.)

3. Christchurch City Council

We try to accommodate the voice of the majority. The design process must be realistic, if the local community have too much input into the final product there is a great danger of achieving a standard of suburban mediocrity.

Ultimately design decisions have to be made based on input from the public and relevant groups. Users input is essential in the design process, e.g. when we are designing a childrens playground the advisory committee meets with representatives of kindergarten associations and an architect. Local knowledge and attitudes are especially important to consider at the start of a design process if facts are uncovered which would not otherwise be immediately known.
Question 3

When working for the Ministry of Works/Housing Corporation/City Council you have only the user to consider as client, is this true?

1. M.W.D.

We have an advisory role; the principal emphasis is translating a theoretical planning position into real focus. We are only answerable to one client but we have to tread carefully and being a government department there are specific policies.

The legal responsibilities of the M.W.D. are covered by three parliamentary acts:

(1) Public Works Act
(2) Town and Country Planning Act
(3) Water and Soil Conservation Act

We also have a broad mandate from the B.N.Z. programme and we work within that.

Currently decentralisation is favoured. M.W.D. have been told to pull back and let the authorities have more power in the region; but local authorities are politically elected and because of this they can make the wrong decision, it depends where they see their support coming from.

2. Housing Corporation

The designer is really answerable to the Corporation administrators. The users have little power as tenants. If the Corporation does consult tenants it is purely on a basis of 'noblesse oblige', there is no mandatory requirement for them to do so.

In the case of Jackson Street modifications were made after consultation and meetings (see Appendix IV).
3. Christchurch City Council

In general a realistic democratic model is operating at the Council.

The Town and Country Planning Act requires that all interested groups be notified, e.g. community councils and street committees. People must be informed of any significant development affecting their community. The council provide a forum for discussion, but the voice of the majority must be accommodated. It is difficult to balance all interests.
Question 4

What techniques of approach and involvement have you used?

1. M.W.D.

Contact is made with chosen community groups, e.g. the local Beautification Society, Rotary, etc., or we get invited by the community.

We get different groups together at public meetings which are open to everyone. We have to reach major groups not just individuals.

We deal with small and easily defined areas where everyone knows each other, e.g. Russell or Hikurangi.

The first step is to build a relationship with the community. It has taken five years to do this in Hikurangi.

People can't usually envisage a design from plans. They need graphics and drawings. Communication is very important. In Hikurangi we built a model of the town and superimposed the changes.

We present a loose concept first and get discussion and critical examination of this.

We use letters and surveys, newsletters and leaflets. See example Fig. 13.

Fig. 14 From the 'Russell Handbook
2. Housing Corporation

A detailed assessment of users needs was carried out (at Jackson Street) (see copy of Questionnaire, Appendix V).

Informed discussions were held with tenants on several occasions.

We leave it over to the tenants to find their own spokesperson.

We have a problem of 'no users' with new developments, but there is still dialogue with tenants later at the 'soft' stage.

We show them a plan, actually the field officer does, he gets a briefing memo. Tenants can make a comment and state any preference in terms of plant material.

See Planting Proposal Fig. 15
3. Christchurch City Council

The normal method is to:
1. Research all previous correspondence relating to the project.
2. Contact all relevant parties, all neighbourhood committees before the design is done.
3. Concept plan stage. The concept is discussed with the community to reach general agreement on a proposal.

Techniques. We use surveys, and questionnaires.
We use booklets and pamphlets, see example Beachville Road. A booklet has been prepared by Claire McMurray for the Charleston Neighbourhood Improvement Scheme (see Fig. 16).

We also conduct site meetings, e.g. Champion Street Reserve, Fig 20, interviews. Scaled down plans, e.g. Worcester Street.

Fig. 16

Charleston streetscape
Question 5

What problems were there in involving the users?

1. M.W.D.

1. Controversy should be expected, also changes, disappointments, disinterest and failure. You have the responsibility of being directly accountable to the people, when you make decisions.

2. It is important to break down barriers to get a better rapport with people. People have a suspicion of central agencies.

3. People fear change - we try to overcome this by concentrating on education in the schools.

4. It is important to understand cross-linkages and the whole social infrastructure. The designer must not be isolated from the social and political worlds and be realistic enough to know how far he can go.

5. You are restricted by government policy and also by inappropriate land zoning. Ten years later we are seeing the effects of early zoning decisions, for example in Russell.

6. There is too much polarisation and not enough flexibility.

Fig. 17 Problems!
2. Housing Corporation

We could have done more - it depends on the enthusiasm of the branch concerned - and comes down to the individual concerned, see report in Appendix 3 on H.C., Christchurch.

The problems -

1. We have to fight the syndrome of 'state-housing type people'.

2. We also have constraints in terms of money available - differences in design, reflect different allocations of funds.

3. We are often designing for the invisible tenant.

4. Another problem is the need to rely on non-trained people (P.E.P. labour) to implement the landscape work.
3. Christchurch City Council

1. There is the problem of having to balance interests, e.g. Champion Street Reserve, see petition Fig. 20. Concerns of the pensioners conflict with the need for children's play equipment. Photograph Fig. 21 shows that nothing has been put on site yet.

2. Undesired Equipment

2.1 "Fort": Has very little Play value and is rarely used although the material could be reused.

2.2 "Maze": This is not really extensive enough used as a maze and only obstructs other

2.3 Seat: The covered seat on the eastern side would be more sheltered.

Selected Equipment

3.1 Swings: Are the main attractions for

3.2 Climbing Structure: It has been suggested that

4. Other Improvements

4.1 More seating in sheltered areas may be a welcome request.

4.2 More planting of native trees on the eastern boundary has reduced

4.3 There has been a marked increase in informal ball games in recent years: girls in particular seem to be more interested in ball games than in the past and are now encouraged to play by the parents and now of an age where they can fully participate. A strong recommendation for a hard surfaced area such as a bowling green and a basketball court by the outdoor basketball court.

Fig. 19

Wolsey Place Reserve
Residents Committee
C/- 15 Cardinal Drive
Christchurch

The Reserve

Dear Sir,

This committee is elected annually from the residents of Wolsey Place, Cardinal Drive, Tempest Road and part of Malvern Road, and is responsible for raising funds for and organising a Christmas Party each year on the Reserve for the local children. As well, it serves as a focal point for comment and complaints from the residents and in response to the obvious high level of interest in the Reserve a survey has been made of residents and children and comments invited.

You may recall that this community assisted your department in the development of the playground some nine years ago and interest has remained high because of this. The comments received and the committee's own observations can be divided into two sections:

1. New interest in the Reserve with a significant amount of community involvement would revitalise interest in it.

2. Problems

1.1 Water and Mud in the Bark Area: This appears to be caused by a fault in the original contouring, allowing a large ponding area in the middle of the Reserve. The remedy suggested is to lay a "Drainage" pipe to Wolsey Place.

1.2 Water and Mud under the Swing: The usual scuffed out depressions under the swing fill with water every rain and for most of the winter.
2. If too many people are involved you get bogged down.

3. There is also the question of accountability for public money.

4. It is important to separate genuine needs from the demands of the lunatic fringe.

Fig. 20 Champion Street pensioner units and playground.

Dear Sir,

We, the undersigned pensioners of Huggins Place, feel very disturbed and worried about the children's playground proposed to be built next to the cottages also the through way. We feel the playground will be a through way and will be very bad for the people who require rest and quiet. The through way will be a through way for people who have nothing to do. The pensioners at any time of the day or night could be very unwelcome.

Yours faithfully

B. McClinton
Mr. Graham
W. Mc. Lott
B. M. Mc. Lough
J. A. M. G. 111

Ms. Pulford
16 Huggins Place
WOLSEY PLACE RESERVE

Fig. 21

Sketches done to reassure residents that view would not be lost.
The Study : Analysis
(A) ANALYSIS OF RESULTS

Examination of Case Studies in the light of: (1) Social Context
(2) Organisational Context

I. SOCIAL CONTEXT

(1) MWD

A predominantly small-town rural situation (Hikurangi); a provincial centre (Whangarei); a historic and scenic town (Russell).

There is a range of occupations usually based on the agrarian economy.

Informal means of social control operate in three smaller towns - they do not have the same force in a larger town (ref. Dennis, N., p. 86) - known as a 'social-system community'.

These communities have organised leaders.

Life is lived at a slower pace; values are often traditional and changes have a greater impact. 'People are suspicious of central agencies.' (Denis Scott)

The MWD recognises the importance of understanding 'the web of cross-linkages and the social infrastructure'.

Building up trust and being accepted by the community takes a long time.

The landscape architect is therefore involved in community affairs at all levels; education, employment and professional.
(2) Housing Corporation

A community, only in the sense of locality and homogenous in being poor and lower class.

Demographic changes occurring with more solo mothers, children and polynesians.

"Grateful recipients of the Welfare State. These people are the bottom of the barrel, they are people who are allocated housing on a points basis; and the points are awarded on the basis of need...

The predominant attitude is one of sheer hopeless passive acceptance of their lot... Sometimes the articulate ones form a group."

Neil Aitken

Probably lacking in confidence and skills normally required at public meetings they must have found dealing with Housing Corporation officials intimidating.

The relationship to Housing Corporation landlord tenant is paternal and unintentionally autocratic reflecting the degree of social difference.

Impermanence of tenure would retard any 'community' growth - tenancies are reviewed every six years.
(3) Christchurch City Council

In this situation the landscape architects are dealing with 'community opinion'.

The relationship depends on whether the Council is seeking community approval for a planning objective or whether the community is asking for improvements.

It is thus a see-saw situation, an uneasy relationship where the Council is aware of its political vulnerability, and yet strong in that it controls access to information. It is responsible for maintaining equal distribution of resources and the status quo.

The Council has a Community Services Division which encourages the formation of neighbourhood committees and welcomes clearly stated constructive ideas from the community. The neighbourhood committees can be a tool to assist the Council in interpreting decisions to the people.

"Through neighbourhood committees, people can find out about Council or Government decisions which affect them."

Public participation procedures are followed democratically in order to keep in close touch with community feeling.

"A forum for the testing of public reaction." Gary Bateman

The objective is to accommodate public requests while pursuing planning objectives without attracting any conflict.
II. ORGANISATIONAL CONTEXT

(1) M.W.D.

A government department responsible for interpreting the provision of the Town and Country Planning Act.

"Providing the interface between central planning and the people."

Plays a 'watchdog' role protecting the community against small town 'old-boy networks'.

The landscape architect has been given considerable freedom and flexibility, being a District Office this is more so. However, he is responsible for explaining the consequences of change, which in the case of the Hikurangi Township By-pass was initiated by the Ministry of Works and Development itself (the engineers). Therefore the landscape architect provides an almost public relations support role. This is also shown in the Farm Forestry Leaflets and B.N.Z. Road-side Beautification Scheme.

(2) Housing Corporation

The landscape architect has little power within an extremely bureaucratic head office, albeit a Department where almost everyone is socially concerned.
The landscape architect is constrained by the regulations, lack of finance, the compartmental nature of clearly defined responsibilities and a chain of command.

The Head Office Architect is Brian Hope, Neil's superior, and in many ways Neil's procedures are based on 'the architects pattern' of professional remoteness. The Housing Officers normally deal direct with tenants.

Neil's efforts at tree planting have met with criticism from the mowing contractor because his job is made harder having to mow around all the trees.

**N.B. H. Corp. Christchurch**

The architect Roger Buck seems to have much more freedom; and has little or no opposition to his plans to improve the environment. Refer Appendix III.

(3) Christchurch City Council

The organisational context is 'departmental' and bureaucratic.

Functions and responsibilities are divided -

1. The landscape architects are employed in the Parks and Recreation Department.
2. The Community Services Division deals with community matters and neighbourhood committees.

3. The City Engineers Department contains Architectural Services, Streetworks and Town Planning and seems to be the most powerful Department.
(B) SPECIFIC EXAMPLES

This section deals with the specific examples mentioned in each case study. The design process normally begins with the brief, but in some design situations it may begin well before that, perhaps arising from a policy, or a work objective, such as neighbourhood improvement. In many cases the designer may be able to make his own brief expand upon an existing one.

(1) M.W.D.

(a) The Hikurangi Township exercise arose from a proposal by the M.W.D. engineers for a highway by-pass.

"People were worried and wanted to ensure that the town was not degraded." Brian Bennett

The brief (if it ever really existed in that form) was written by the landscape architects after lengthy meetings with the townspeople, gaining their trust and support until someone from the community came forward to 'take on the responsibility of the project', a process which took five years.

(b) The Russell Handbook arose from the idea of involving a closely knit community in the conservation, and improvement of its own town (listed as an Historic Protection Zone in the District Scheme).
(2) Housing Corporation

Jackson Street Rehabilitation

"Dissatisfaction was expressed by tenants intermittently over the years. This culminated in the discussion with some tenants on 7th June 1979 and the development of various design options aimed at solving some of the problems and concerns that emerged. After a relatively unsuccessful attempt to remedy some of the shortcomings the job came to Head Office for a comprehensive redesign." Neil Aitken

Roger Buck, Housing Corporation Christchurch, has sent a survey to all tenants in new housing units.
It is tempting to believe in physical determinism after reading the list of problems which these tenants had to live with.

There were difficulties associated with the lack of open space, private yards and no vehicle access or parking. Social isolation, lack of places to meet and no areas for children's play were combined with the social stigma of living in unattractive and unwanted dwellings.

A more conventional brief was written by the landscape architect after meetings with tenants, survey and report.

(3) Christchurch City Council

"The brief is often the design." Gary Bateman

The landscape architects receive work when it is -

(1) Referred from other departments.
(2) Resulting from requests from street associations or neighbourhood committees.
(3) Parks and Recreation land which they have earmarked for development.
(4) When landscape architect input required for a notified planning application.
(5) A new undertaking - the Charleston Neighbourhood Improvement Scheme.
Landscape architects are working with engineers more frequently, and are being invited to meetings so that landscape input can be made at an early stage, e.g. in road modification, or suggesting footpath realignment. See Fig. 23.

(1) The Worcester Street tree planting scheme, which involved a survey of residents' wishes, was initiated because of new channel and kerb work.

(2) Wolsey Place Reserve redesign arose as a result of very informative submissions from the Wolsey Place Reserve Residents Committee, June 1982. See letter Fig. 19.

(3) Beachville Road Reconstruction
The Council went to the residents with a plan without approaching them earlier. The scheme was not accepted.

N.B. The existence of a community association or neighbourhood committee cannot be assumed; when checking the current situation of the Champion Street Reserve it was discovered that the association originally dealt with had disbanded. Gary's next course was to contact Community Services or do a small survey of nearby houses to check whether the children's play area was still required.
Users Concerns and Designers Solutions.

1. Denis mentioned an example which didn't work. A housing subdivision designed like the 'Radburn' layout proved very unpopular. People preferred to walk to the shops along the roadside instead of the walkways provided. Their irritation was shown by the removal of a number of trees. See Fig. 24.
2. A successful trade-off was arranged with a local Rugby Club through the B.N.Z. scheme. The Club gave the M.W.D. the right to rebuild an ugly fence and include roadside planting in exchange for the construction of a spectator embankment, with the fill being provided by the Club. Refer Fig. 25.

3. Brian and Neil didn't feel that the Russell Handbook had been a success; they blamed inappropriate zoning dating from 10 years ago.

N.B. Another interpretation from a landscape architect familiar with Russell indicated that in fact the local community had resented the advice from outsiders; however, the ideas are being implemented now via the back door because of two very good local builders!
The Jackson Street exercise involved consultation before any decisions were made. Tenants were sent a circular advising them of a meeting on 25th July 1981, and asking them to think about possible improvements and make suggestions. Ref. Appendix. V.

At that meeting attended by 46 people the minutes show that the tenants' major concerns were:

1. **Car-parking**, tenants suggested lines be painted near the entrances and that the areas be well lit.
2. **Play areas** of different types were needed - for older and younger children.
3. **Safety and supervision** were major worries.

**N.B.** The idea of allotment gardens was discussed but not favoured.

The designer's solutions included the following:

1. Communal sit out areas combined with toddlers play.
2. Lock-up garages.
3. Car-parking and vehicle access for each dwelling.
4. Fenced courts for ground floor flats.
5. Children's play areas.
6. Planting to reduce the sterile landscape.
It was recommended that play facilities for older children be considered as a neighbourhood responsibility and representations were therefore to be made to the Petone Borough Council.

"There was no formal follow-up survey done, we made the effort and thought we did reasonably well, we are quite satisfied. Wilful vandalism has reduced, we haven't got the resources, energies or interest and we've done our best for these people. I couldn't care whether they like it or not." Brian Hope

N.B. 1. It was very obvious that the attempts to involve the tenants in this very large rehabilitation had completely exhausted the patience of the designers.
Tenant reaction has been monitored, however, at other rehabilitation units in Wellington.
(3) Christchurch City Council

(1) Wolsey Place Reserve

Jobs are monitored, though not formally, to assess strengths and weaknesses.

The Wolsey Place Residents Committee submitted a list of extremely well researched suggestions on 4th June 1982. Most of the residents' suggestions were agreed to and implemented. However, action was slow on the Council's part and the landscape architect did not respond with a proposal until 28th June 1983.

Sketches were shown to some residents to assure them that new play equipment would not spoil their view.

(2) Walter Park

The Residents Committee sent a well researched list of suggestions that reflected how users are concerned with security. The residents asked that:

"Any pathways be lit at night time" and that "the drain along Hills Road boundary be piped."
A. THE QUESTIONS

The questions asked in the case studies reflect issues of concern to any designer attempting to incorporate public participation into the design process.

Question 1

This question on the designer's role was intended to gain information on the way the landscape architect saw himself in the design process; whether he was a facilitator or enabler, or at the opposite extreme the conventional design expert/director; had he ever considered any other role possible? To what extent does the designer take the role of the remote professional dealing with the public only where it is unavoidable?

N.B. This use of the word professional does not relate to the term used by the N.Z.I.L.A. Refer Lawson, p. 15, for a discussion on professionalism.

The responses found that a wide spectrum of roles was covered from M.W.D. at the liberal, consensual end of the scale to the Housing Corporation as being most representative of the traditional or 'professional' architect's approach. If judged on the degree of accessibility to the public, M.W.D. are the most and the Housing Corporation the least. M.W.D. show the greatest extent in range of function dealing from broad scale planning formulation at a regional level down to organisation of P.E.P. labour for implementation. The Christchurch City Council landscape architects have a fixed role since broader issues are dealt with by the Planning Department and much of the implementation is dealt with by other departments, e.g. Streetworks.
The role adopted reflects the design objective - M.W.D. have a loose objective of initiating community led action, whereas the Christchurch City Council are synthesising input from several areas and steering the public toward the 'right answer'.

Question 2

In making design decisions - what input did the community have? Did the designer make the decision in isolation from the public and then expect reaction or approval? This probably occurred in all cases. It is very difficult in most situations to share the actual designing with others and this is where the skills of the landscape architect come in. The differences in the three cases are the extent to which users input is welcomed throughout the process from data gathering and problem formulation and to implementation and evaluation. The M.W.D. landscape architects admit the greatest degree of input to the extent of allowing the community itself to direct a project in some cases, whereas the Christchurch City Council landscape architects believe that they are making an impartial decision on behalf of the 'majority' interest, and the Housing Corporation, though they made investigations of the problem with tenants, the designs were done on the basis of 'observation and experience'. Tenants were able to become involved, later at the 'soft-stage' and choose some of the 'fill-in' plants. The City Council and M.W.D. do vary their approaches so that more input is important in some types of design situations, especially playgrounds and street tree planting where future use and maintenance by the community may be important.
Question 3

This question about whether the actual user was the only client was asked in order to discover to whom the designer felt answerable and responsible. When employed in an organisation the landscape architect may feel that he owes allegiance primarily to his employer. The answers revealed the degree of individual power and flexibility the designer had ranging from the 'broad-mandate' of the M.W.D., where public input was actively sought, to the restriction of Head Office administration in the Housing Corporation, where tenant passivity was expected.

N.B. Refer Chapter IV, B. Analysis of Organisational Context.

Question 4

The question of techniques of approach and involvement showed a range of responses. It seems that it is desirable to employ a selection of different techniques on any one project; perhaps combining door to door interviews with a public meeting.

M.W.D. landscape architects use a range of techniques backed-up by newsletters, education and community involvement, e.g. Arbor Day planting to raise the public awareness of landscape.

The timing is important; going to the public with a concept before the problem has been raised can be time consuming in the long-term, e.g. Beachville Road. In all cases it was found that a loose concept was preferable so that people had 'something to hang their criticism on'.
All case studies still concentrated on the written word. Reduced plans pushed through the letter box as in Christchurch City Council or taken around tenants by Housing Officers (Housing Corporation) would do little to help users envisage proposals.

The landscape architects need to use better 'selling' techniques so that the general public have a much better idea of what is planned.

The Christchurch City Council place a lot of important on written submissions and interoffice memorandums (bureaucratic procedure).

The tailoring of the techniques and their sequence to the situation and people involved is obviously important.

The issue of communication of design is an important one.

Question 5

Problems, and how the designer felt about the results of his projects were the subjects of the final question.

Most case studies indicated that the time factor was a problem. The M.W.D. expected that the motivation phase would take a lot of time. In the case of the City Council and the Housing Corporation the time taken was more a reflection of the organisation and financial constraints. M.W.D. expected problems with their approach; whereas the City Council criticised the fact that the process could get 'bogged down' if too many people were involved. For this reason M.W.D. waited until the community put forward their own leaders and it is their responsibility to gain consensus.
The table is a summary of the findings and evaluations of the five questions asked in the study.

The questions represent the broad criteria of assessment and the answers indicated the type of design method and the philosophy of the designer.
## CONCLUSIONS

<table>
<thead>
<tr>
<th>ISSUE</th>
<th>M.W.D.</th>
<th>H. CORP</th>
<th>C.C.C.</th>
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</thead>
<tbody>
<tr>
<td>Role of Designer Question 1</td>
<td>Enabler, facilitator, advisor, community development.</td>
<td>Advisors to management; largely delegated client contact.</td>
<td>Synthesizer, co-ordinator; community association as a means of receiving approval for project.</td>
</tr>
<tr>
<td>Users Influence in Design Question 2</td>
<td>Community impetus needed for projects to continue.</td>
<td>Tenants had no 'right' to make design input, choice at 'soft' stage only.</td>
<td>Voice of majority wins as interpreted by designer or his superiors. Input welcomed at problem stage.</td>
</tr>
<tr>
<td>Client responsibility (organisational flexibility) Question 3</td>
<td>Flexible, broad mandate to soften interface planning/people.</td>
<td>The corporation is the designer's client.</td>
<td>The Council is the client; guiding the community towards the right decision.</td>
</tr>
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<td>Techniques of Communication Question 4</td>
<td>Community meetings, education leaflets, models.</td>
<td>Tenants meetings with corporation officials, surveys, reduced plans.</td>
<td>Submissions and letters. Public meetings, site meetings, reduced plans.</td>
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<tr>
<td>Problems Question 5</td>
<td>Rural communities, reticent with officials - disinterest, failure, inappropriate zoning.</td>
<td>Bureaucratic administration and red-tape, therefore inflexible, problem of invisible user. Lack of money, lack of staff. Public attitudes towards the poor.</td>
<td>Political vulnerability to public opinion. Necessity to balance resources and financial accountability. Bureaucratic organisation with inflexible established procedures.</td>
</tr>
</tbody>
</table>
B. SOCIAL CONTEXT

The social and organisational contexts are two of the most important variables in the success of public participation. The landscape architect's position in relation to the community, how he perceives himself and how he reacts to them are very important. Each of the three case studies dealt with very different social and organisational contexts.

(1) The Ministry of Works case showed that a general goal of better participation to improve community understanding combined with a process objective. Ref. Chapter I. The time necessary to gain community trust and interest reflected how some more closely knit rural communities are reluctant to admit strangers and representatives of central authorities. The M.W.D. case also mentioned the problem of the non-participators and how their interests should be represented in decision making.

(2) The Housing Corporation case study reflected a social grouping, not an entire community. For this group of people dealing with officials would be an ordeal. An understanding of social problems and the importance of kinship and neighbourhood factors would be therefore necessary for succeeding in this situation.

(3) The Christchurch City Council dealt with communities which varied in their facility to play the bureaucratic procedural game. The landscape architect pursued more specific project oriented goals. Community is still important to the City Council, but it is handled by the Community Services Department which provides resources for communities and assists them in dealing with designers. Landscape architect's role is as a value neutral professional. 'Community' was important to the landscape architect in so far as their approval was needed for the design process to proceed.
The type of space and degree of territoriality which the community perceive determines the degree and type of interest or even protest encountered.

The Housing Corporation were dealing with outdoor private space which is therefore important in terms of privacy, and security. The Christchurch City Council landscape architects needed to consider whether potential changes would intrude on perceived rights such as views of the hills or views of the estuary, e.g. Wolsey Place Reserve and Beachville Road. The intrusion of noise onto personal space was a source of conflict with the proposed playground near pensioner housing.

Definitions of space and ownership also affect the maintenance of communal areas, e.g. Celia Street street-planting and Housing Corporation carpark spaces.

C. ORGANISATIONAL CONTEXT

The organisational context is where the problem arises of the position of the professional working within an organisation. To what extent is he serving the interests of the organisation rather than the client? The organisational context is also a reflection of individual interpretations and applications of the legislation covering the public interest.

The M.W.D. interprets the legislation more closely in the spirit of the law than does the Christchurch City Council, which interprets it more according to the letter. The M.W.D. act almost as a watchdog protecting the public interest against inappropriate change, yet introducing 'beneficial' changes.
The Housing Corporation situation is completely different where the tenants do not have social or electoral power and the landscape architect serves the organisation itself and is constrained by its requirements and regulations.

Bureaucratic procedures including written reports, letters, formal meetings and necessity for approvals are constraints in both the Housing Corporation and the Christchurch City Council.

The landscape architects in all cases are public servants or local authority employees and the degree of flexibility which they have is dependent on how much power is delegated to lower levels of the hierarchy.
D. THE BRIEF

Lynch in 'Site Planning', p. 6, asks:

"Who sets those objectives. Ideally, it will be the user of the site, but there are problems of absent, voiceless, or uninformed clients, of user complexity and conflict, and of distinctions between users and nominal clients that make a rational programme difficult to achieve. In any case the designer has clear responsibilities to clarify objectives, to raise them for debate, to reveal new possibilities or hidden costs, and to speak for absent or voiceless client. Designers often assume their own values and disregard those of the future inhabitants."

The brief stage introduces the people who represent the client and all of their desires and wishes. It is the understanding of the client and the part that they wish to play in the design process which will affect the selection of approach and the outcome and success of the design. The approach chosen must be appropriate to the situation.

It is desirable to retain flexibility in the brief until the major problems have been revealed via participation or information from users at an early stage.

It must be made clear to the client and users that any proposed undertakings are conditional on finance and organisational limitations, or disappointment and conflict could result.

The Bexley Tip case is an example of this in Christchurch. Gary said that the case has been prolonged for years, the residents' attitudes have hardened against the Council. Ref. Fig. 30.
Bexley tip plans rejected by residents

Recreation or rubbish was the choice facing Bexley residents, a public meeting on the Bexley tip was told last evening.

"A mountain of rubbish" and "a graveyard for demolished city structures ornamented with foliage" were descriptions given by Bexley Action Committee members to the Christchurch City Council's dumping of demolition material as hardfill, at the site in Pages Road and Breezes Road.

The council was asking residents to accept a mountain of rubbish, Mr Bernie Shutt, the chairman of the committee, told more than 100 residents. The council had promised three years ago not to dump rubbish north of the Estuary drain which ran across the site, and to develop the area as a recreational reserve. Now residents were faced with the prospect of demolition dumping for several years, he said.

"Large demolition material that could not be compacted would be taken to the Waimairi Beach hardfill site not tipped at Bexley," Cr Close said. There would be no rubbish dumped, he said.

It was not a choice between rubbish and recreation, he said. The Action Committee had exaggerated the situation, Mr Scott said that only bricks, road-excavation material, and concrete would be used as hardfill. In answer to questions he said filling the tip would take months because it depended on finance. Using hardfill was cheaper.

Residents said that the drainage on the dump site, especially excavation work near the Pages Road grassed mounds, was dangerous and inadequate. The residents of Christchurch wept the people of Bexley for residents of Christchurch,

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If the landscape architects had not spent enough time explaining the problem or selling the idea, the community did not grant approval. Not all communities are as vocal as those at Bexley or Beachville Road, however, as some communities have very little interest in neighbourhood space.

Success often seems dependent on the amount of liaison with users at an early stage. The Christchurch City Council have found residents input valuable because of their local knowledge. The Housing Corporation informed tenants by circular of issues to consider before the planned meeting so that input could be well considered and informed.

If proposals have been formulated before going to the people much time and persuasion may be necessary to allay fears and sell advantages.

Evaluation to see whether objectives have been met after implementation can assist designers for future design situations.
It is necessary to avoid the reactive or adversary situation which can result when residents are invited to submit objections to a proposal.

The examples given show that sometimes users needs and designers ideas differ. The way these differences are resolved so that neither the residents ideas are overridden nor the designers knowledge of good design principles compromised is important.

The examples given show variation in community reaction to the design problem which could reflect the type of community and the degree of interest the individuals have in it, i.e. territoriality.

(1) M.W.D. examples showed an approach appropriate to the type of community and the designers place in it.

Much time was taken, yet even then the community were able to virtually ignore the designers 'soft-sell' efforts (the Russell Handbook).
(2) The Housing Corporation example dealt at a completely different level with their clients, who had a very dependent role. The small-scale, personal living environment involved very careful and detailed design. Even details such as lines of brick to symbolise the edge of private spaces were attended to.

(3) Christchurch City Council
The situation involved well organised neighbourhood committees who dealt with the landscape architect on a much more equal basis. They knew their facts and were able to expect satisfaction from the Council.

Fig. 30 Attempts to create a harmonious living environment.
Housing Corporation, Christchurch.
Examples Overseas
Introduction

These examples of the application of public participation overseas are intended to cover a range of situations broadly similar to those covered in the New Zealand Case Studies (Chapter IV).

The approaches vary, some authors, e.g. Moore, adopt a process approach, but most are liberal in their views, although not actually advocating community control. Three authors with radical views; Nicholson, Van Ryn, Withers, are summarised in Appendix VI.
Children have unconscious knowledge of their own needs. The needs can be stifled or encouraged. If housed in stimulating and responsive surroundings they will be expressed through visible, natural interaction...

The following account of my search for the proof and substance of kids' innate needs is based on an involvement with two school environmental yards in Berkeley, California. My motivation was a desire to understand the relationships between children and the physical elements of their daily experience.

Thousand Oaks (T.O.) is a K-3 elementary school in North Berkeley, California. The schoolyard was redeveloped in 1970 when an energetic teacher-parent group worked with University of California environmental design students, with the author's participation, to build two big towers and associated structures, planters, sitting areas, and a pond. The project was product-oriented, i.e. dramatic, and short-term, with a high energy involvement by a small proportion of the total community. After a year of work the energy dropped off, when for better or worse, the project was pronounced "finished".

By contrast, Washington Environmental Yard (WEY) will never be finished. It is more process-oriented, initiated by a school-community-university group in 1971. Washington is a K-3 elementary/university laboratory school in the centre of Berkeley. For many students, teachers and parents the redevelopment of the yard is becoming the basis for the day-to-day curriculum, and is providing a stimulus for autonomous activity. Thus the physical environment is evolving hand-in-hand with a set of reenforcing environmental values. It is an incremental, step-by-step process involving both large and small scale changes — from ripping up asphalt to planting flowers...

Washington children were asked to project their visions of a future yard in pictures and words. These "designs" showed that children have an extraordinary capability to accept the reality of their surroundings and to imagine other rich and humorous possibilities. T.O. provided a unique opportunity to study children's responses to a major change in their outdoor environment by asking them to make drawings of their favourite places. Tape recordings of their likes and dislikes were also made.

Most ideas expressed each child's need for an intimately small scale personalized environment, each differentiated from the next in small esoteric ways. Each design was unique in its sensory character, juxtaposition of elements, and mode of use. The ability to express such a depth of engagement and variety of affiliation with one's physical surroundings appears to disappear completely during adolescence...

Ambiguous, Open Environments

The only way to provide for a high degree of individual expression and choice is to ensure that the environment is ambiguous, open-ended and changeable, so that the children can manipulate it physically and mentally to suit their own ends...

But environments cannot be revolutionized at a moment's notice. There are real constraints of money, time and energy. A change in values and attitudes cannot be forced; the process is evolutionary.
COMMENT

Objective

Objective was to reduce aggression and aimless behaviour in two traditional schoolyards; one in Berkeley, one in Washington.

Methods

Methods used are similar to those in other studies - children were asked to make drawings of the changes they preferred.

Conclusion

Shows difference between a producer oriented and a process oriented project.

The W.E.Y. yard put emphasis on the doing rather than the result. There the creative problem solving activity of changing the schoolyard has become more important than the result.
As Bronx Frontier's staff landscape architect, I worked closely with local residents to plan and design the future park. I prepared a model of the site, using moveable cut-outs of park components such as walkways, planters, benches, arbors and terraces. Residents decided, during several working sessions on the block, how to lay out the basic programme of the park using these easily understood moveable components. I then translated this programme into a formal master plan. After minor revisions, the plan was approved by the full block association.

Since the park was to be built solely by local volunteers working under my guidance, no construction documents were prepared. The design of the park evolved during construction through a process of on-site interaction between the volunteers and me. This significantly involved local residents in basic design and construction decisions. Without this responsibility, volunteers would soon have lost interest in the project. Mistakes were made, of course, many of which were eventually beneficial...

Adhering too strictly to the original plan would have stifled local volunteers who naturally wanted a say in the shape of their park. The original plan helped the project start, but once underway, my main job was to encourage, advise and provide an overall sense of design to the simultaneous construction activities on the site. I was constantly trying to keep the design of the park from becoming too fragmented; the diversity of the volunteers could have led to an overly diverse and cacophonous physical shape - 25 separate little parks instead of one unified one. So by hinting, cajoling, suggesting and sometimes just doing what I wanted done myself, I managed to steer the busy construction crews toward the goal I felt they wanted.

While I may have at times imposed my will in design decisions, there were many occasions when I was overruled or simply ignored - often for the better of the final design. Using bright colours in the park, for example, was a step I initially tried to discourage. When I saw the positive effect of the colours and the great enthusiasm they generated among the residents, I simply integrated them into the original design, substituting oranges and yellows for "tasteful" beiges and greys.

The vibrant colours provided a welcome relief from the uniform drabness of the South Bronx. Colourful murals were also designed on walls throughout the site. Children painted their silhouettes on the wall of their playground as if to claim the site as their own. One year later, this mural remains untouched - a tribute to citizen participation as a means of limiting vandalism...

City agencies were concerned that local, unskilled volunteers could not build their own park. Officials preferred to treat the project as a standard job requiring a professional contractor and detailed construction documents. After a head-on confrontation between parks officials and residents, it was finally agreed that "soft" construction, such as plant installation, could proceed without construction drawings. "Hard" construction, requiring structures with footings, would be professionally detailed and installed to minimize risky mistakes.
COMMENT

Requirement

Exceptional abilities required on part of designer in group psychology.

Design director - who is flexible yet definite in communicating his knowledge.

Problems

Trying to keep design coherent.

Advantages

Reduction in vandalism.

Pride in achievement - users given sense of responsibility.

Maintenance done by local residents.

Conclusion

Shows inflexibility of the local authority.

The designer was employed by the people.

Could this sort of design be done with authorities' blessing, involving their own landscape architects perhaps?

Landscape architect would be able to have a broad mandate and a solution for allegiance problems.
Even when the city provides consultative support, the "threshold of inhibition" remains high. Here the novelty of this type of planning approach certainly plays a decisive role. The process involved in applications and approval has consequently been designed to be as simple and uncomplicated as possible. It can be carried out without a need for additional personnel, and provides a high degree of flexibility. Of course the local authority, especially the consulting specialist department, has to work more intensively "on site"...

For this process the finished plan is certainly just as unsuitable as is the often cited "sheet of blank paper", on which the public are expected to display their creativity... On this basis the problem areas are to be broken down into streets and residential blocks, and proposals are to be developed on site. Here small scale measures which can be relatively rapidly agreed are to be started.

An important fundamental precondition is, as has already been indicated, the need for local authority officials to be frequently and continually available on site. As a result, a high degree of motivation and identification with the programme and its objectives is required of them...

Apart from the involvement of local authority officials, additional consultants can be appointed, or employees of external planning offices with the necessary experience can also be involved. The danger that the interests of specific groups will be over-represented can be reduced by the introduction of representatives who reflect the structure of the local population in their education, profession and social position. The local pub, is one of the important instruments for communication, but a large number of additional individual discussions will be necessary.

As soon as the planning programmes have reached a certain level of finalisation as result of the joint dialogue, this can be presented by means of a planning game, using a model or within the context of a street party, and can thereby be directly experienced by those involved. It is not until the end of the communication process that the detailed design is developed and the political decisions taken.

The district councils have an outstanding role to play in the model project as a whole. Their work and commitment is at least as essential for achieving the aimed-for success, as is the high degree of flexibility in the planning programmes and the implementation of the model project.

All those involved are aware of the fact that with the experimental process outlined above they are exploring new territory. A creative planning approach to this new territory is a common declared objective of the project. Its success still however remains to be demonstrated...

A direct relationship exists between the degree to which objectives can be achieved and the ability of the public to come to a consensus. An open planning process is necessary. An ideal form for such a process has still to be found, and is in fact likely to be very elusive. For this reason the objective must be to find well tailored approaches to public relations and public participation suited to the districts and residential areas concerned. Nevertheless some cornerstones for the process should be firmly set out.
Fig. 31  (Photo courtesy Christchurch Press.)
All those involved, the public, the local authority and politicians, must initially undergo a process of learning and experience, and there are indeed a wide variety of participation possibilities which do not necessarily have to lead to a lengthening of the planning process. Experience has shown that in practice it is possible to find a realistic middle way between the maximal demands and what can be realised in practice, through which it is possible to achieve a notably higher level of satisfaction on the part of all those concerned without any loss of time.

The public relations and public participation work is principally started with an information and motivation phase. In order to gain people's confidence the proposed procedure must be explained and the problems must be set out as they are seen by the professionals. At the very beginning it must be made clear that the individual can and should participate; the means of participation are also to be indicated.
COMMENT

Objective

Objective is to solve the public participation problems of:
* lack of interest;
* difficulty in gaining consensus;
* time-consuming, drawn-out process.

Methods

An initial learning process for all participants.
Keep planning procedures simple.
Start with explanation of problems and procedure.
Meet people on their own ground.
Be accessible.
Present a loose flexible concept.

Conclusion

The importance of tailoring the p.p. method to the individual locality.
The Current Method

Step 1: About ten days before interviews commence; a leaflet is put through the letter-box of each house. This gives notice of the pending interviews and asks people to consider various aspects of their environment in preparation for the interviews. This is sufficient to stimulate a remarkable increase in the quality of the response at the interviews.

Step 2: Interviews giving a hundred per cent coverage are carried out by skilled interviewers, who use a questionnaire as a guide so that some continuity is assured. The interviews are carried out in the houses and various mixes are included - wives alone, husbands alone, wife and husband together, families together and so on. There is no fixed length of time for an interview so that where the interviewer finds a person willing to chat additional information is collected.

Step 3: Running in parallel with the interviews, the designer carries out any physical surveys of the site which may be required. This also enables him to get to know the site in detail.

Step 4: The interview results and the surveys are analysed and site problems listed in terms of priority. Solutions are found and a design formulated and related to the budget available.

Step 5: A notice is put through the letter-box of each house about a week in advance of dates fixed for public meetings. The choice of dates is selected with reference to local events, peak T.V. evenings and other possible competition.

Step 6: The public meeting is held over a number of evenings, depending on the size of the project. It takes the form of an exhibition and is open, from say 19.00 to 22.00 hours so that tenants can come and go to suit themselves. There are a number of sets of the same drawings and each set is watched over by a member of staff. After the tenant has looked around, he is approached by a member of staff and helped to identify his own area and given a verbal description of the proposals as they affect him. He is then encouraged to discuss the proposals from a community point of view. The staff take notes of suggestions and criticisms.

Step 7: The results gained from the public meeting are used to modify the drawings where necessary. In some cases this poses problems and return visits may have to be paid to some tenants to try to reach compromises or other solutions.

Step 8: When the contract stage has been reached, each tenant receives a reduced scale master plan of the final proposals, together with the starting date of the contract and instructions about getting help with problems during the contract.
Fig. 32 Site meetings.

Fig. 33 The use of models.
Step 9: During the contract, tenants bring problems and questions to the site hut, where the contractor takes notes but does not deal with them. They are dealt with at the site meetings and the contractor is instructed by the landscape architect. If the tenant has to be seen, then this is done by a member of housing management, sometimes accompanied by the landscape architect. In other large projects with no housing management personnel, someone with a social work background may be specifically employed.

Step 10: Shortly after the maintenance and liability periods of the contract are over, another public meeting or a series of interviews (this time a random sample) is held to get reaction feedback.

Other Important Points

(a) If a community council or street committee or similar organisation exists, they should be contacted before the above procedure is commenced. They can then help with publicity and organisation. It may be possible to form such groups during the public participation process.

(b) There must be a total commitment on the part of the client that the work will be carried through. Great dissatisfaction can be created within the community if the participation process engenders interest, hope and co-operation and it all ends with the proposals being shelved or even delayed. There is no way that interest can be rekindled or faith restored. The process is, for this reason, not a long drawn out affair, but a steady and fairly rapid progression through the sequence of events, and usually results, for large projects, in a contract on site within a year to eighteen months.

(c) Success is measured from the feedback. Dealing with an established community is a very fragile thing. If the people themselves feel that their environment has been improved, then no other opinions are required.

Rejected Methods

Earlier experience in this type of work allowed the method to evolve by trial and error. One of the first steps is to interview individual tenants. This was originally done by design staff, but results showed that the majority of designers are unsuited to this work and their hourly salary rates make the exercise excessively expensive.

The distribution of questionnaires to be filled in by the tenant and either collected or posted back was also a failure on two counts. One is that stark questions in written form with no interpretation can often appear to be biased towards certain answers. The second is that response and returns are always very poor. The sudden appearance of an interviewer or a questionnaire also has failings in that people's responses are not fast enough to provide any depth of information.

Various forms of random percentages of interviews were tried. Invariably, it was found that where proposals affected tenants who had not been interviewed, delays were caused at contract stage until agreements were reached."
COMMENT

Objective was to solve the problems of:

(1) interview and questionnaire difficulties;
(2) meeting procedure which achieved no real contribution.

Method

Leaflets given prior to interviews so that responses informed (Step 1).

Social factors from interviews and site factors from survey all analysed together to formulate concept (Step 4).

Features

A progressive commitment to the plan with a decreasing input from public - high input at early stages.

Mentions importance of commitment to action - follow through.

Compare with some procedures where proposal formulated before public meeting.
Expensive clearance and redevelopment has failed and small scale infill and rehabilitation has become the alternative solution, both as a financial and social necessity. The Housing Act 1974, still the prime act today, emphasises the need for public participation in future programmes...

Taking a look at the building operations involved in improvement and repair, a large percentage of them do not require skilled training. Those jobs could easily be done by the house occupier in a building programme, providing he is willing and able. It is a matter of co-operation and co-ordination between the public, the skilled worker and the professional manager. It does not mean that builders will lose out on the work available. The skilled trades would still be needed, although they may be acting in the capacity of subcontractors rather than general contractors. Neither does it mean that professionals will be ousted, although their role will become one of public relations and personnel management, rather than the straightforward application of skills they were trained for...

The Action Group

The Action Group first circulated a petition to find out where most of their support lay and to test local feeling about the Council's clearance plans. They quickly learnt that most people in the affected area would like to stay and in one specific part of the area all the residents expressed their alternative wish to improve their homes, rather than have them demolished.

Public meetings were held to gain the support of the public and local influential groups and visitors were encouraged to attend weekly Group committee meetings. A publicity team was also set up to continually feed the local press with news items and thus kept the townspeople informed of progress.

Residents' Technical Report

The Action Group asked their resident architect, Rod Hackney, and their resident builder to prepare a technical report on the condition of the 34 houses in the pilot area. They also appointed their own surveyors to inspect in detail all the houses concerned and to assess repairs and itemise a list of improvements required to bring the houses up to the necessary standard to give them a new lease of life.

The Action Group included in its report outline proposals for declaring their area a General Improvement Area and their proposals included a comprehensive list of environmental improvements for tidying up the area around the houses...
Fig. 34 (Photo courtesy Christchurch Press.)
The local authority on their part have acted responsibly in their interpretation of the building regulations. Rigid and inflexible standards have not been asked for...

The Housing Strategy Group also acknowledged the residents' proposals for carrying out the scheme on a self-help basis. The Action Group had indicated that they wished to manage the actual house improvements and environmental works. Residents' labour was available to carry out certain tasks and the Action Group had an architect who could manage the programming of the entire operation. With their own management they calculated that the average cost of house improvement works would be £2,000 per house and £8,500 was estimated for the cost of the environmental works.

Assessment of the Scheme's Success

Now that all the house improvements are completed the results can be assessed. No one house is the same. The completed improvements reflect the individuality of each occupant.

The success formula which is now being repeated in other GIAs and Housing Action Areas in the United Kingdom, carried out by offices of Rod Hackney and Associates, require schemes to be reasonably small so that each person within the scheme relates to any other person living in the area; requires the local authority commitment of staff, resources and energy; and the establishment of the Community Architects Office, where the architects are available 24 hours a day to resolve problems as they crop up; it also involves a tightly knit representative and democratically responsible residents' group, led by energetic leaders, who have the stamina and perseverance to see the scheme through from start to finish.
COMMENT

Requirement
An example of how the design professional works for a strong community; definite objectives; methodical approach; co-operative local authority.

Benefits
Costs are reduced.
Community feeling is strengthened.
Avoidance of clearance and redevelopment which disrupts community.

Conclusion
Could be applied to landscape architects' Neighbourhood Advice Centre.
G & L: How do you involve the public in the construction of playgrounds?
Rohrborn: Where a playground is to be constructed in a district, we make use of the Residents Registration Department. The data which they can provide on the age structure gives us information about the future development of the district, and on this basis we plan the playgrounds. We either invite the parents to a meeting or organise a conference with the children. The initiative also often comes from the parents, and a planning group is formed which develops the plan together with the Leisure and Parks Departments. If a landscape architect is to take over the design work, then he is also present at these meetings. When the plan has been agreed between the Parks and Leisure Department, it is passed on to the Cultural Committee for approval. Because the Leisure Department has control of the money for playground construction, it has the opportunity to control the implementation of the plan.

G & L: What takes place at these children's conferences?
Rohrborn: In response to our invitation, between 10 and 70 children from the area usually turn up. We divide them into groups and give them catalogues of play equipment manufacturers, scissors, glue, cardboard and paints. On the wall we hang a large plan of the playground, so that the children can inform themselves of the surrounding situation. First of all they spend an hour wildly cutting out and discussing. Each group can stick on 10 or 12 pieces of equipment and also paint. The proposals are then all stuck together to form a wall poster. After an interval, with lemonade or spaghetti, the children can compare and see which way the trend is going, what occurs frequently, and which play facilities are in the greatest demand. The wishes of the children form the basis of our commission, and we then produce a design concept which is subsequently discussed with the parents and perhaps once more with the children as well.

G & L: The Leisure Department has the job of furthering the activities of the public in the residential areas.
Rohrborn: In the case of new high-density housing developments, when new roads or parts of estates are being planned or are under construction, we procure lists of the future residents and send them a friendly letter with a questionnaire. They are asked 15 basic questions relating to their requirements for kindergartens, creches, and leisure facilities. We also ask about their expectations from the district and its communal facilities as well as green spaces and playgrounds. From the answers we also learn about the willingness to perhaps undertake some joint activity with the other residents, or the interest to become involved in the cultural or social sphere. On top of this comes a list of activities where the members of the family can indicate what they particularly enjoyed or did not enjoy where they used to live. The overall picture provided by all the answers gave us an idea of the areas in which interests lie.

G & L: If according to your responsibilities you are involved with public participation, is the social worker more a part of the local authority, or is he more on the side of the public?
Rohrborn: We are all in agreement that we are continually caught between two stools. We are also all aware of the fact that sooner or later conflict situations will arise where we will either have to make decisions according to our own consciences or to throw in the towel.
COMMENT

Landscape architect is peripheral and deals with design work rather than being motivator, himself.

Would call for close co-operation between community development department and landscape architects.

This article would suggest the need for either a landscape architect specialised in community participation or a separate role for someone who co-ordinates the community and the designer.

Problems and functions are comparable to work of Christchurch City Council.
Source: Burns, J. Connections. Ways to Discover and Realise Community Potentials.

There is a progressive or evolutionary process about dealing responsively with environmental, social, and cultural change. I believe it begins with awareness of what exists and is happening (or could exist, could happen) and proceeds to perceptions, plans, solutions, and action.

Awareness can come about in negative and positive ways. Negatively, people can be made aware suddenly by a threat to their community and its pattern of life... Either way, someone loses because awareness has concentrated only on the emergency at hand, not on the broader-scale aspects of the entire community, its environment, and the consequences of change affecting both.

Awareness in the positive sense is the beginning of a process leading to an understanding of problems, potentials, and consequences... The idea is to get a number of people aware of the situations that exist so that they can use their feelings and discoveries to begin a process of agreed-upon change.

Someone must prepare the activities or scores through which others can increase their awareness. This person or group could be a designer, a professional facilitator, an architect, an educational group, a museum staff, or a city agency. The designer of these activities should work from a basis of visibility in that what he or she asks others to do should have understood reasons or objectives... The objectives and expectations and intended results will thus help the designer to style the awareness tours to be appropriate to what is expected...

The elements of awareness tours are usually these:
1. A plan or map of the area to be traversed. It might designate specific stops or places of interest where people are asked to do something that can increase their experience of the physical environment or the community's nonphysical qualities.
2. A list of these places, together with the activities people are asked to do in each one, as well as the time they are asked to be there.
3. General suggestions, such as overall time for the tour, things to do between stops, things to be aware of throughout, what to wear, what people might do about mealtimes or refreshments during their tour, whom they might talk with and about what, things they might bring back with them, how to keep records and sketches in notebooks or on film or tape, and so on. These general comments should also repeat the reasons for the awareness tour and the objectives for the entire participatory event (presumably people will meet together after their tours)...

In the process I am describing, awareness leads to perception: with awareness, you experience things; with perception, you understand them. From perception, people can develop their priorities for what they wish to happen in a manner that includes the elements of their feelings and aspirations, as well as the realities of the situations at hand...
Fig. 35  From Burns, J. Connections, p. 103.
Disappointments at the initial short-range solution will likely be minimal if the process is carried on openly and everyone concerned is aware of all decisions and plans. This is different from the win-lose situation described earlier, where decisions had been made before people became aware of them, and the only resource was to an advocacy position either resisting the proposed change or trying to force another change into its place.

Thus the stage is set for action and implementation, which begin to flow naturally out of the awareness-perception-decision-making activities of the process...

Any responsive process has to have elements of recycling and resharing feelings and information throughout. That inevitably makes it a multidimensional process over time. It stops along the way to see if everyone has caught up and is in agreement with what is happening. It is amenable to a change of direction if that is appropriate and to new ideas and information. It tends to be open-ended. This is not to say that quality control is lacking. This is usually the responsibility of the professionals involved...

Their creativity is enriched by the creativity of everyone else; they experience more numerous and more varied resources than they could ever assemble working alone...

The nature of the situation will qualify the nature of the professional-nonprofessional involvement...

People need patience when conducting or participating in a process of change from awareness to implementation. There is usually a strong impulse toward immediate solutions, predetermined design ideas, short-range goals, and quick conclusions about how to solve problems...

The anxiety to see one's designs appear on paper, to make swift management and economic decisions, to make a profit, to worry about rules of bureaus instead of needs of people, or make master plans, makes people (particularly those in charge of the process) act without sufficient research into connections and consequences and sufficient patience to listen to and learn about all these vital facts.
COMMENT

This procedure is important at the community planning level. It shows how to utilise community concern, motivate it and translate it into a programme for action.

It reflects the M.W.D. approach of helping people respond to change in a constructive way but goes further to involve them in actual problem formulation.

The technique could have been used by Christchurch City Council planners to explain and solve traffic problems in Christchurch.

Requirements

- for a high degree of commitment from people, authorities, professionals.
- money and resources
- flexibility
- honesty and openness.
Conclusion

Public participation examples overseas have demonstrated a wide variety of applications and differing rates of success.

(1) **Input of Users**

Users input is welcomed at varying stages in the design process. Most approaches place a high emphasis on users input at the problem stage with a corresponding decrease toward the latter stages when design details are finalised. The exceptions are the process based approaches of Moore and Dodson.

(2) **Decision making**

The designer still makes the actual decisions in many cases, although he usually only does so with the approval of the users. The important thing is that the locus of decision making has changed.

(3) **Methods**

Methods and techniques are tailored to the design objective and the community context. The emphasis is upon helping people to understand the design process and to envisage various courses of action.
(4) **Designer's Role**

The availability and accessibility of the designer to the extent of his being frequently on site was a factor in most examples. E.g. Tiggermann.

(5) **The Continuity Process**

The process needed to be on-going and for this reason methods were needed to ensure that the process would not be unduly extended.

The stamina and perseverance of designer and community are threatened if interest and impetus are not maintained.

(6) The wider application of public participation to ecological education and 'do-it-yourself' would be valuable in some types of design situations. For example, design for children's play and in housing rehabilitation and also with public involvement in open planning and goal-setting. E.g. Burns.

(7) People's taste and designer's aesthetics may differ. For example, Dodson was obliged to accept the group's wishes for colourful murals; open-ended, changeable and adaptable spaces which reflect differences in culture and values.

(8) There are possibilities for a new role in community design for either a specially trained designer or a community services professional who co-ordinates with designers as seen in the Erlangen leisure department example. This would overcome the problem of designers not being trained at community work.
(9) Some philosophies seek a high degree of community control where the designer is employed as a team leader as in Macclesfield or the approaches of Russell, Withers and Sim van der Ryn. Refer appendix VI.

(10) The design objective is much less product oriented. A much greater emphasis is placed on a democratic process of problem formulation and solution.

(11) The designer's skills are still recognised but he is seen as an interpreter integrating and synthesizing all inputs and wishes. He is a programmer and co-ordinator between the people, the organisations and the infrastructure of implementation.
In order to discover further reasons why public and user information is not reaching the designer, a survey and examination of three case studies was conducted as described.

These case studies revealed that a wide variety of methods are used corresponding to the variety of social organisational contexts, type of design problem and individual commitment on the part of the designer.

The level of satisfaction and success is difficult to gauge without a survey of users as well; it is therefore suggested that we do need to change our criteria for the measurement of success in design.

The case studies aimed to discern the designer's own view of the process he uses. Possibly the designer's own opinion is not sufficiently objective.

Whether the existing design method is seen to be outmoded or not, and whether the designer attempts to modify or change his design process to allow for a much greater input from social theory or direct user opinion is immaterial.

Society itself will ultimately decide the role of designers and planners, which is the reason why we should ask about the future implications for the design profession.

The design and care of the landscape should be the responsibility of those who live in it and know it and use it.

Can we then achieve a true functionalism and fitness within the present design process? Can design be made to work functionally as well as functionally work? What is needed is a fully responsive design process, a blending of the designer's rich and ancient vocabulary (no less than with the land) with a real process of client related participation.

The present system cannot properly achieve this except at the most tentative level. The existing design process is not working.

The choice of the designer's future role depends on:

(1) How far we think the public should be involved - the degree of collaboration.
(2) How much importance is placed on the continued dominance of professionalism?
(3) The power relationship between society and the organisations which at present make the ultimate decisions.
(4) The extent to which design should be the result of the professional skill alone.

Probably the most well known concept of design participation is that of the wider participation measures used in urban and regional planning. The 1960's and 1970's saw a massive growth in public participation overseas in response to inadequate housing, environmental destruction from industry and urban unrest.

"In 1968 a committee was appointed by the British government to report on the best methods, including publicity of securing the participation of the public in the making of development plans for their area."
(Report Ministry of Housing & Local Government, Britain, 1969.) This resulted in the Skeffington Report. New Zealand too has adopted public participation -

Judith Meade-Rose, People & Planning October 1983, states that:

"The present approach in New Zealand is for the proponent to involve the public and local communities and feed information back to the decision makers. It stops short of total involvement of the public and local communities in the decision making process itself."

PERSPECTIVES ON PUBLIC PARTICIPATION - There are several perspectives which vary according to how much power the existing authority or organisation is prepared to forgo.

(1) The liberal perspective
Which seeks to modify existing democracy, to guide the public toward the 'right' decision. Established community groups are normally favoured, e.g. Christchurch City Council.

(2) The radical or conflict model
This approach seeks to change the existing political structure via direct action and to locate decision making at the neighbourhood level. It is fundamentally concerned with the rights of the poor: underprivileged or minority groups, e.g. Van Ryn, Moore, Withers."
The liberal perspective sees participation as being essentially mobilised from the existing power structure, whereas the radical perspective sees initiative as arising from below - community or 'grass roots' level.

Fig. 36

Levels of participation can be described via a continuum model.

Fig. 37

(1) **Pseudo participation**
Typically the decision has already been made; the public are to be informed of what is basically a decision 'fait accompli'. Acceptance would be sought via leaflets in the letter boxes and public meetings to announce the scheme, e.g. Housing Corporation.

(2) **Partial participation**
Consultation where the public are invited to join in the decision making process. They may criticise proposals, one or more public meetings and/or interviews may be conducted. The final decision is made by the authority, e.g. Christchurch City Council.

(3) **Full participation**
A situation where each individual or group in the decision making process has equal influence over the final decision, e.g. M.W.D.
Application of the liberal and radical perspectives above to this typology shows that the liberal stance equates with the level of partial participation and the radical stance conforms to full participation.

Obviously the level and type of participation chosen relates closely to the organisational and social contexts in which they operate.

The landscape architect may therefore question his allegiance and the other major variable; his own individual commitment to participation will be shaped by the degree of liberty and support which he is given by his superiors in the administrative hierarchy and his peers - other professionals within the organisation and outside of it - in the community (the social context).

The depiction of a 'power-struggle' in which the pull of participation from below and the pull of participation from above is too simple. Participation need not be approached within the framework of a conflict model. Certainly lack of participation or badly handled participation can cause it to become a political issue.

Peoples Park Berkeley certainly showed that when it became the symbolic battleground of authority and the people. Ref. van der Ryn. Appendix VI.

It is important to be aware of the political situation, however fear of conflict has caused many public participation exercises to fail.

The Design Practitioner
Designer must have for public participation to work:

1. Positive models.
2. Clearly defined client group.
3. A real and finite process.

Process and Product
Many full participation approaches put more emphasis on process rather than product, but one believes both approaches to be incorrect for the landscape architect.
THE MODEL

(1) The Objective is neither community growth and interaction (the process) as per Moore or Van Ryn, nor the achievement of a product only. It lies somewhere between, and encompasses both of them at various stages of the design process in consideration of the particular situation.

(2) Information
The sequence of information availability is open rather than closed. It is flexible and able to cope with new issues and problems as they arise. There is a high degree of information sharing. An open system.

Information flow is bidirectional, not one way. Input is continuous and direct from all sources.

(3) The Process
The process is circular rather than linear. All participants may provide input at any stage.

Commitment is not attached to any course of action until consensus has been achieved. The designer would need to cope with the multiplicity of design variables, there would no longer be an evasion of the social input factors on the assumption that the designer 'knows from experience' or that this area of data is too difficult to obtain.

Fig. 38
(4) Roles

a) Community Development Model

Designer and client are equals. The designer does not necessarily always propose and the client does not always consult in this 'non-professional' model. The designer would associate directly with user groups. He foresakes his position of independence and power. He is no longer the expert, but is a facilitator or enabler to assist in the evaluation of workable solutions, e.g. Withers.

b) Design Objective Liberal

The designer remains a professionally qualified specialist but tries to involve the users of his designs in his process. The idea of the designer's dominance has been abandoned but he may still believe that he has specialised decision making skills to offer. Ref. Lawson, p. 21.

(5) Other Professionals

There is a collaborative relationship with other team members. Emphasis is on interdisciplinary co-operation. The organisational structure and the relationships in it are organic and adaptive.

(6) Design Method

A discarding of the conventional drawing board techniques in favour of gaming, simulation, manipulation of models, use of video and on-site decision making, and other methods suited to the community and the problem. Refer Appendix VII.

(7) Organisational Context

a) The designer works independently and is therefore free from organisational constraints - he contracts his services directly to the community, e.g. Moore, CH. 6.

b) There is a delegation of authority from higher to lower levels within the organisation. Ref. Lang-Burnett, p. 18.
THE CONVENTIONAL DESIGN PROCESS

Why it can not respond to need for social input.

Why have community needs not always been adequately considered? Is it a fault of the conventional design process?

In Chapter 1, page , some of the reasons listed for unavailable and unusable knowledge from the social sciences were -

Designers feel that they are aware of users problems and base this knowledge on their own experience. The conditions of the design process make it difficult to assimilate data from the social sciences.

The system needs to be flexible if it is to incorporate users' needs and facilitate dialogue.

Fig. 39

What is Design?

"Design is a goal directed problem-solving activity." Archer, B., 1965.

This definition reflects the typical design philosophy and the way it parallels engineering methodology in its emphasis on 'goal' (the optimum solution). There should be no one approach to design, because the goal of community design means needs are so variable that there must be many different approaches to problem-solving.

How the Design Process Fails to Incorporate Social Data

In the conventional method of designing design solutions are supposed to evolve from a logical progression of stages, such as the one laid out for architects by RIBA, Ref. Lawson, p. 24., which landscape architects frequently use also.
(1) This map shows that the process is basically linear with an inevitable concentration on 'the end' or the Master Plan. (See Fig. 39)

(2) Another factor which encourages concentration on 'the end' is that the designer is usually judged on the solution he produces. No one questions the methods which are used to arrive at this solution.

(3) The brief may be at fault by being too specific - designing and briefing should be simultaneous in community design. Even the briefing stage should be accessible by return loops. Ref. Lawson, B., p. 34. It helps when dealing with clients to present a sketch design, it gives them something concrete to 'hang their ideas on'. (Ref. M.W.D.) Too little time is spent on the problem phase before the solution comes to mind.

(4) The Survey

Design is essentially a choice process which is characterised by a progressive narrowing down of options and a discarding of unwanted information and alternatives. A. Rapoport, p. 15, contends that many alternatives are never considered at all because they are eliminated through major cultural constraints.

A strong solution focused design method does not gather large volumes of information in the problem stage.

Social data must inevitably suffer from this discarding process because of the cultural/social differences between designers and users.

(5) Analysis

A design decision is an act of choice which generates commitment to a specified course of action and there are thus two important properties to a chosen course of action.

(1) specificity
(2) commitment

"The more specific a course of action is, and the more commitment attached to it by its promoters, the less likely it is to be modified if criticised." Ref. Levin, P., p. 31.

The process is therefore inflexible.
(6) The solution is often developed early in the process as a method of selectively testing (prestructuring) various solutions (generators) in order to bring out problems; so problem and solution are investigated contemporaneously.

(7) Plans
Design methods and communication techniques are another reason why there is concentration on form and product. Drawings and plans become in some designs the end not the means of design. Physical data translates much better than social data to a plan.

CONVENTIONAL ROLES
(1) The traditional design process has concentrated on the relationship of the designer to the artifact, not on the role of the designer to the people who are the users.

The linearity described in the design process also characterises the typical relationship/communication sequence between the participants.

(2) Professionalism and the designers need to control the progress of design whilst directing the other team members causes polarisation and a formality in all the relationships.
(3) There is sometimes a confusion as to whether designers serve the interests of the authority or organisation setting the brief, or the users of the intended design.

Thus the user may only be remotely involved in the decisions which will ultimately affect him.

Fig. 43

(4) The designer often lacks the requisite skills in dealing with the public or conducting research. He therefore assumes that his own experience will be sufficient.

Therefore the existing design process fails to meet the need for the integration of the views of others, nor can it facilitate dialogue.

The Design Process, inflexible role patterning based on professionalism and organisational constraints are some of the major reasons for inability of the present process to involve users.

The user is normally isolated from the process at all stages; the proposed design model however would involve users input at the early and later stages of design particularly, though communication would be possible at every stage. Sufficient data must be collected from the users both directly through participation and indirectly through social survey methods, since most social groups cannot collect scientific data themselves.

A much more problem focused design method is needed which gathers large amounts of information at the early stages.

Designers skills would be exercised in synthesising information and in formulating workable rational solutions. The user should be presented with all alternatives.

Although participation should mean equal input from designer and user it would be appropriate to vary the input at different stages of the design process.
<table>
<thead>
<tr>
<th>M.W.D.</th>
<th>H. CORP.</th>
<th>C.C.C.</th>
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</thead>
<tbody>
<tr>
<td><strong>Perspective</strong></td>
<td>Liberal</td>
<td>Conservative</td>
</tr>
<tr>
<td><strong>Degree of Involvement</strong></td>
<td>High - broad approach possible.</td>
<td>Pseudo - 'advisors to management'.</td>
</tr>
<tr>
<td><strong>Process</strong></td>
<td>Circular, more than lineal - some of each. Consensual/flexible.</td>
<td>Lineal/inflexible, autocratic.</td>
</tr>
<tr>
<td><strong>Interprofessional</strong></td>
<td>Seeks an overlapping and co-operation between professionals. (Informal meetings)</td>
<td>Interprofessional but roles defined by departmental responsibility and hierarchy.</td>
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<tr>
<td><strong>Methods</strong></td>
<td>Loose concepts. Methods suited to community level.</td>
<td>Tenants meetings and surveys, but reliance on reduced plans.</td>
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<td><strong>Features</strong></td>
<td>Time consuming, unseen benefits. General increase in landscape awareness. Aesthetics may not be designers choice.</td>
<td>Existing process not adaptive - organisation constraints - special type of community which lacks power and rights.</td>
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</table>
THE APPLICATION OF PUBLIC PARTICIPATION AT A COMMUNITY LEVEL.

(1) Ideally the community should be activated enough to approach the designer for technical information only.

Seldom is this the case however (except in a situation like the example in Macclesfield) therefore the designer should study the community over a period of time carefully assessing its nature and relationships before approaching key people in the community. E.g. professional layer - doctors community layer - community groups gatekeepers, e.g. postmen, local shopkeepers.

Ref. Thorburn, J. pers. comm. It is essential that the socio-economic and socio-psychological structure of the community and its network system be fully understood to avoid future conflict. The order of precedence and etiquette must be understood.

(2) People must be made fully aware of the programme and how they are expected to participate so that they can decide whether they wish to take part. They may be able to suggest a better approach.

(3) When a community is sufficiently interested, and its own leaders have come forward with a desire to take over or assist with the management of the problem or project the designer/facilitator can assist by demonstrating methods of problem solving, provide project related information and suggest means of finance. The consequences of alternative courses of action can be illustrated.

(4) It is important not to betray the trust placed in the designer by the community. Complete honesty is very important. If there are limitations to the project the community must be told.

(5) Every effort must be made to discover the needs of all sections of the community, i.e. those directly affected by a proposal, e.g. C.C.C. Often those who are most motivated in a community will be those whose interests are well represented already. Hester showed that the real users of a park were least likely to become engaged in the design process - children, street gangs, elderly, etc. Sixty per cent of the non-involved used the park every day.


2 John Thorburn, Community Development Section, Christchurch City Council.
Voluntary associations are usually selected by authorities for public participation. The question of which ones and what social interests they reflect is relevant to the unequal outcome of many public participation decisions. There are several types of public for the designer to be aware of.

(6) Methods
Public participation techniques have too often concentrated on the written word, plan graphics and confidence and articulateness required at formal public meetings and for submissions.

(7) Surveys can be biased. They are expensive. There are problems in collecting the information and in analysing it. It is a good idea to circulate background information before a survey so that people have had time to think about problems.

(8) Meetings should be arranged at appropriate times and always on familiar territory.

(9) Make information and resources available to people in the way that they state they want them. People like to get feedback from surveys.

(10) The designer should not display any condescending attitudes or use jargon, most people have not had the benefit of advanced education. Designers must relate to the public on a level which they feel comfortable with.

(11) The designer should also have an awareness and sympathy for people's real problems, and how these can cause hostile reactions to representatives of authority, which designers are seen as.

Fig. 44
(12) The designer must expect that his views and those of the community will often differ. Communities have vastly different ideas of what is suitable or attractive. Different areas, different classes, different age and ethnic groupings, all have completely differing ideas.

Fig. 45 Community tastes may differ.

(13) Designers tend to emphasize appropriate activity settings, aesthetics and safety in that order, and people place most importance on safety and people who they either want to be with or avoid. Ref. Hester, R.T., 1975, p. 108.

(14) Failure and lack of interest must be expected sometimes. Citizen interest and attendance at meetings is directly related to whether there is an apparent crisis looming up which citizens can see as affecting them.

(15) There is no single technique, or set of techniques, that is 'the answer'. Techniques must reflect an appraisal of the situation.

1. Attendance at political meetings in the area.
2. Reviewing minutes of neighbourhood organisation meetings.
3. Talking to political leaders.
4. Observation of outdoor spaces.
5. Informal discussion in clubs or bars.
Conclusion

Problems of Public Participation

(1) The danger with public participation is that it is often used to legitimise the decisions of those in authority, and thereby make it difficult for the public to object at a later date. It may be used as an instrument to avoid conflict. Refer Haworth.

(2) Public participation can be a lengthy process which drains the energies of designers (e.g. the Housing Corporation) and of the community which may lose direction and become disheartened.

(3) Professionals may feel that their specialist and technical skills are not used. Public participation does not accept 'professionalism'.

(4) Public participation often fails because people are not involved early enough. It is necessary to start with words and then bring a pencil and paper. Refer Tiggermann.

(5) The legal framework on which planning and design participation is based in New Zealand (The Town & Country Planning Act 1977) has significant limitations. Refer Appendix VIII.

(6) Public participation is untidy, changes are frequent. A 'good' result or product may never be achieved. Refer Anstey, C., p. 130. ('efficiency, speed, tidiness')

(7) Public participation requires special characteristics and individual commitment in the designer or facilitator. Our training does not equip us with these. Refer list of skills needed in Appendix IX.

(8) The designer is vulnerable to public criticism and accountability. Once the community give their trust they expect him to champion their interests.

(9) Normal design methods of representation and communication are insufficient. The method used must suit the situation. A combination and a range of techniques should be selected.

(10) There is a need for a great deal more social data which contradicts the need for an efficient process - however social data should not be sacrificed any more than physical data.
"When taken seriously every public participation process involves more work and often results in a delay in the decision making process. Public participation means more work, more trouble and is more time consuming and requires more money and personnel. Because the decision making process is more difficult there is the tendency to regard it as inefficient. However, this is made up for by the increased efficiency of the decisions which are to be expected as a result of the public being involved. It can be assumed that these resulting decisions will better satisfy the needs and interests of the people concerned."

Garten & Landschaft 2/82, Schafer, R.

(1) Public participation can bridge the gap between design philosophy and the main-in-the-street as Denis Scott says. The Town & Country Planning Act provides an opportunity for better design.

(2) Social change can be anticipated by sharing information with the public and explaining the planning process. Anstey, C.; p. 135.

(3) By using a multidisciplinary approach we can create a niche for ourselves at the beginning of a project. We can act as communicators and synthesisers. (Scott, D.; p. 159.)

(4) By utilising creative potential and the 'do-it-yourself' ethic we can assist the individual to feel involved and educate people about the environment. E.g. Lyndis Cole. Design of Wetlands and Nature Study Areas in Schools. Design for Environment: Landscape Design. October 1983.

Implementation and Creativity.

(1) Techniques for construction - project packs.

(2) Neighbourhood advice centres utilising the CHIPS programme - needs more publicity. E.g. Withers, Russell Handbook Project.

(3) Community inventory of 'lovable objects'. Ref. Fleming.

(4) Information gathering and research on historical artifacts.

(5) Community art; mural painting.

(6) Tree-planting programmes. E.g. Whangarei.

(7) Community organised research and fact finding.
(5) We can suggest: 1. possibilities
2. alternative courses of action.
3. demonstrate the probable effects of change.
4. design guidelines, e.g. Russell Handbook; Charleston.

Financing. Denis Scott suggests that funds be put up for a consultant, working directly with community groups.

(6) Diversity. People have less concern with form than designers, don't actually mind 'Kitsch'. "Perhaps the average man-in-the-street requires less in the way of architectural assurance of form than he does of recognisable signs or trappings of style." - Kiwi Vernacular. Ref. L. Vasbenter; Housing Corp., p. 35. [Planning for Rural Needs in New Zealand Town and Country Planning Division, M.W.D.]

We allow more freedom without compromising ourselves as designers.

It is necessary for our profession to recognise the new aesthetics and to apply them when consistent with client's goals. Ref. Hester, 1983, p. 54.

Spaces can be adaptable, and suitable for multiple use. Open-ended.
Conclusion

The present system is not generally working although in the final analysis success can only be measured by an increase in the level of community satisfaction.

Results are dependent on organisational and social contexts as well as individual social commitment. These differences reflect a wide variation in design perspective and method.

Some particular types of design situation are better suited to a greater level of community participation than others. Public participation models must therefore be differentially applied.

For public participation to work we need positive models, a clearly defined client group and a real and finite process.

The design process should be changed to allow greater flexibility and exchange of information.

We need to ask how the professional relates to society when the community is his client. A new role for designers may also be necessary.

For these changes to occur education is needed.

Designers' education should help them to appreciate the limits of their own abilities to infer the design needs of others.

[Lincoln College has recently introduced a social studies course in the second year of the Diploma in Landscape Architecture, to introduce social science approaches and methods.]

Education is needed for organisations too. They should re-examine their structures and systems so that the provisions of the legislation can work in the spirit and not just the letter. The response should be interactive rather than reactive.

The public need to be educated in understanding the system, the law and how to defend and communicate their own interests.
Public participation and the interests of the communities need not be at variance with the desire of authorities to avoid conflict and to increase efficiency. Fear of contact and sharing of power and information as seen in many public participation approaches could be solved by:

1. decentralisation
2. interprofessionalism
3. better techniques for decision making
4. designer-researcher collaboration.

The public can and should be reached through the design process if the ideal of fitness for man as well as the land is to be achieved. The dual purposes of community strength and appropriate designs can be met through the exercise of better participation and co-operation.

Some situations, some contexts and some objectives may be more appropriately met by a change to a more problem focussed method.

The public interest should be served through recognition of the necessity for changed methods to deal with design in a changing society.
SECOND SCHEDULE

Paragraphs 1-10 list matters to be dealt with in District Schemes:

1. Provision for social, economic, spiritual, and recreational opportunities and for amenities appropriate to the needs of the present and future inhabitants of the district, including the interests of minority groups.

2. Provision for the establishment or for carrying on of such land uses or activities as are appropriate to the circumstances of the district and to the purposes and objectives of the scheme.

3. Provision for marae and ancillary uses, urupa reserves, pa, and other traditional and cultural Maori uses.

4. Provision for the safe, economic, and convenient movement of people and goods, and for the avoidance of conflict between different modes of transport and between transport and other land or building uses.

5. The preservation or conservation of—
   (i) Buildings, objects, and areas of architectural, historic, scientific, or other interest or of visual appeal;
   (ii) Trees, bush, plants, or landscape of scientific, wildlife, or historic interest, or of visual appeal;
   (iii) The amenities of the district.

6. Control of subdivision.

7. The design and arrangement of land uses and buildings, including—
   (a) The size, shape, and location of allotments;
   (b) The size, shape, number, position, design, and external appearance of buildings;
   (c) The excavation and contouring of the ground, the provision of landscaping, fences, walls, or barriers;
   (d) The provision, prohibition, and control of verandahs, signs, and advertising displays;
   (e) The provision of insulation from internally or externally generated noise;
   (f) The location, design, and appearance of roads, tracks, cycleways, pathways, accesses, and watercourses;
   (g) Access to daylight and sunlight;

8. The avoidance or reduction of danger, damage, or nuisance caused by—
   (a) Earthquake, geothermal and volcanic activity, flooding, erosion, landslip, subsidence, silting, and wind;
   (b) The emission of noise, fumes, dust, light, smell, and vibration.

9. The relationship between land use and water use.

10. The scale, sequence, timing and relative priority of development.
APPENDIX II

The Christchurch City Council for their latest scheme review broke up the "general public" into eight different groups. The Council felt this was important as various members of the public have different backgrounds and needs. By separating the public into different groups it was felt the different needs of various groups could be more easily distinguished and appropriate public participation programmes undertaken. The eight different groups were:

(1) Professional and technical people, organisations and associations;

(2) Special purpose community groups;

(3) Groups concerned with a particular topic, e.g. clean air, ecology, bicycles;

(4) Community groups concerned with territorial area;

(5) Sections of the public who have special experience in specific aspects of urban life, e.g. apartment occupants, retailers, suburban industrial interest, office workers, school pupils, etc.;

(6) The general public;

(7) Landowners affected by zone boundary definitions and existing ordinances;

(8) Developers who are in contact with the city council through building permit applications.
APPENDIX III


Roger spoke about the attitude of bias against the disadvantaged which predominates in our society. 'People get locked into a cycle of deprivation. We should give encouragement to people to improve their circumstances.'

Interviews have been conducted and a questionnaire completed by many occupants of the newer state housing rental units. The findings of these interviews are cited as a basis for future design. (Refer Fig. 22)

Modifications and improvements have been made to rehabilitate many of the older Duplex style housing units in Wainoni. (See photographs taken in Hampshire Street.) Particular attention was paid to the problems of lack of privacy, lack of outdoor space, lack of individual identity, and a sterile streetscape.

(1) Balconies have been added to upper storey units which are accessible by a separate stairway. Ground floor units have fenced private space.

(2) Garages have had to be placed at the rear of the buildings because of City Council setback requirements, but Roger feels that garaging in front of houses would create better street interest and solve the problem of vandalism and maintenance in backyard shared space areas.

(3) High and low fences have been used to give either privacy or to symbolise the private domain. The survey results show that people prefer privacy but apparently older people like low fences.

(4) In accordance with the awareness of the need for individual expression, tenants were allowed to choose their own house colours. The scheme didn't work because the choice of colours was disastrous; the architect and landscape architect, Trish Shields (M.W.D., Christchurch) now choose the colours to break up the wall effect and to create the effect of an individual house.
(1) Roger Buck's success reflects his own commitment. The aim is to create a sense of community:

"Attitudes and design features reinforce each other."

(2) Methods: Interviews and surveys are used extensively, but public meetings are never held. It is felt that by dealing with problems on an individual basis more is achieved. People rarely disagree with the resulting designs, although they could phone the Housing Manager if they wished.

(3) Being independent from Head Office administration and having previously worked in a private practice in London means that innovative design is possible even within a tight budget.
APPENDIX IV

CORPORATION RENTAL HOUSING: REHABILITATION FLOW DIAGRAM

1. IDENTIFICATION
    - Identify and establish extent of multi-unit and duplex housing developments.

2. APPRAISAL
    - Condition of dwellings and quality of local environment.
    - Suitability of accommodation in terms of current and changing needs.
    - History of tenancy and related maintenance problems.
    - Tenant aspirations in terms of improvements.
    - Economic life of dwelling.
    - Local authority requirements relating to rehabilitation, resubdivision and environmental requirements and improvements.
    - Neighbourhood requirements.
    - Current land utilisation.

3. PRIORITIES
    - Determination of priorities.
    - Priorities approved by Manager on recommendation by housing management, professional/technical and supervisory staff.

4. PROGRAMME
    - Setting of programme.
    - Allocation of resources.

5. SKETCH DESIGN WITH LANDSCAPE INPUT

6. CONSULTATION WITH LOCAL AUTHORITY

7. FINAL DESIGN

8. L/AUTH APPROVAL

9. CONTRACT DOCUMENTATION & CALLING TENDERS

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APPENDIX V

TO ALL TENANTS OF HOUSING CORPORATION FLATS
AT JACKSON STREET, PETONE

The Housing Corporation is about to set up a small team of people to look into ways of making the Jackson Street flats more attractive places to live and we would like to have the assistance of everyone to help us make the best design decisions before doing any work.

There are many things that we are going to look at.

Some of these are:

(1) To see if it is possible to provide laundry space in the flats that presently do not have their own laundry.

(2) To investigate the present incinerator system to see if it can be made to burn with less smoke or whether it should be replaced with a container waste system.

(3) To see if the storage sheds are really needed or if not should they be demolished?

(4) To find out how the car parking areas are used.

(5) We will be looking very closely at all of the outdoor areas to decide on the most suitable places for tree planting, sitting places, fencing and children's play areas.

(6) We will be looking at other things such as access onto the river bank, outside lighting to car parking areas, items requiring regular maintenance, and private outdoor areas.

WHAT WE WOULD LIKE YOU TO DO

(1) Think about the things we have mentioned and how they affect you and your family.

(2) Talk about these, and any other ideas to your neighbours.

(3) Place any comments and suggestions in the enclosed envelope and send to the corporation or hand to our Housing Officer, Derek Cameron, or to the caretaker before MONDAY 20TH OF JULY.

NOTICE OF MEETING

We will be holding a meeting in Unilevers cafeteria at 1 pm, SATURDAY, 25TH OF JULY and we hope you will be able to attend. This meeting will help us to decide what improvements are most needed and will enable us to listen to your ideas.

R Murray
District Manager HCNZ
Lower Hutt
Community Architecture in New Zealand  
Russell Withers

"Community architecture is political. It is a controversial topic because it confronts directly the power that professionals hold and the politics of how such power is used."

...to seek for solutions is I believe intrinsically misplaced, because it not only presumes a closed model of rationality, but it focuses on product and end results, rather than the process within which all action is contained.

Public Participation

I believe the community should have the right to effectively participate in decisions about their own environment - decisions affecting their destiny and quality of life. Most of the decision-making models and procedures we use in N.Z. are authoritarian. Even a consultative adversary approach (such as our District Schemes) still leaves the power of decision in the hands of a separate authority. There is an urgent need to develop collaborative models of shared responsibility. The election or nomination of others to make decisions on my behalf results in my powerlessness, which in turn results in my passivity or frustration - the paternalistic dysfunction of an advocacy role that professionals sometimes adopt. Lacking a Bill of Rights, most professionals practise in an ideological vacuum, perpetrating and colluding with their own unresolved belief systems.

Designs are an expression of our belief systems representing what we think is important. Professional practice relates to theories of action and intervention.

A contemporary trend is that of statutory legislation and local bylaws increasingly edging into the sanction and legitimation of such groups - the bureaucratisation of spontaneous social process. What starts off being for the protection of the public, ends up being control of the public.

All social action has a political implication because it reflects on the balance of power and opportunity in our society. If the design professions are concerned with human need and social justice, then they can no longer stay out of politics by pretending to be unaware or to be value-neutral.

The New Client

The 'new client' is that person or community group who for financial, cultural, institutional, location or other reasons are not able to avail themselves of existing professional services in achieving worthwhile living and working conditions.

The traditional design professions persist in sustaining only a simplistic, superficial and mechanistically physical emphasis on the environment, and pay little substantive attention to the less visible or more covert psycho-social issues at stake - further, they perpetuate a relatively obsolete and increasingly ineffective relationship with their real clients.

Local Authorities still tend to see Community Development only in terms of the provision of recreational facilities. We can no longer afford to continue avoiding the political implications of professionalism.

Meaning in Design

Meaning in design rests essentially in social function.

...a humanist view of design sees each work as an expression of both the designer, the design process, and the social culture - an expression of needs. Environmental and social crises or needs are seen as opportunities to examine, give meaning and to redirect one's lifestyle - to use the situation as an opportunity for personal or community growth. The essential focus is on the human qualities and personal development of those involved in the building project.

Making the Change

I believe the most effective way of implementing such a change is through the establishment of peer-support-groups, changing the world by changing ourselves. Effective participation of ourselves in such groups will require learning new sets of social interactive skills and is therefore an essential basis for developing the co-operative abilities we will need to work with our clients (and not for them).

Small-scale adaptable buildings being..."
The simple facts are these:

1. There is no evidence, except in special cases of mental disability, that some young babies are born creative and inventive, and others not.

2. There is evidence that all children love to interact with variables such as materials and shapes; smells and other physical phenomena, such as electricity, magnetism and gravity; media such as gases and fluids; sounds, music, and motion; chemical interactions, cooking and fire; and other people and animals, plants, words, concepts and ideas. With all these things all children love to play, experiment, discover and invent and have fun.

All these things have one thing in common, which is variables or 'loose parts'. The theory of loose parts says, quite simply, the following:

In any environment, both the degree of inventiveness and creativity, and the possibility of discovery, are directly proportional to the number and kind of variables in it.

It does not require much imagination to realise that most environments that do not work (i.e. do not work in terms of human interaction and involvement in the sense described) such as schools, playgrounds, hospitals, day-care centres, international airports, art galleries and museums, do not do so because they do not meet the "loose parts" requirement; instead, they are clean, static and impossible to play around with. What has happened is that adults in the form of professional artists, architects, landscape architects, and planners have had all the fun playing with their own materials, concepts and planning-alternatives, and then builders have had all the fun building the environments out of real materials; and thus has all the fun and creativity been stolen: children and adults and the community have been grossly cheated and the educational-cultural system makes sure that they hold the belief that this is right...

The interesting aspect of the evolution of community involvement, especially in the area of recreation, is that the really meaningful programmes soon appear to leave play, parks, and recreation by the wayside and become social organisations for community action in all aspects of the environment... in terms of loose parts we can discern a natural evolution from creative play and participation with wood, hammers, ropes, nails and fire, to creative play and participation with the total process of design and planning of regions in cities.


Sim Van der Ryn

"I no longer think - and some of my colleagues too, Chris Alexander who I worked with for many years is one, we no longer think that the problem is one of better information systems; now, the problem seems to be one of values....

Very simply what I've been concerned with learning, education, and finding a way for people to get back to the very primal experience of shaping their own space. ...

... it's so cheap to begin to let people participate in the places where they spend their lives; infinitely cheaper than fighting... My own opinion on architecture is that I'm simply facilitator, I want to make people shape their own institutions, and shape their own environments."

People's Park Berkley

"Well ... how did decisions get made with all these people working? Mostly you went where the energy was ... if you could get people doing what you were doing then it happened, and if you couldn't then it didn't ... and it didn't make too much difference if you could talk, because you had to do it. ...

It was patently clear that the University had no use for the land, and people discovered this in the line ... "Well we're creating a park for people, in a city that's given over to cars, and to money, and to junky apartments, and maybe they will take the park away from us, but what's important is for us to build it" ... Yet the people in the University, on the other hand, couldn't see what it was about at all; they saw this as interrupting of authority, most of them. ...

At four in the morning the area was sealed off, by police, and a crew came in with chain and fence and gas masks, and proceeded to put a fence up around the park. ...

Well, as soon as the park was sealed off, the people realised that they'd been double-crossed, that the park has been taken, they organised a mass march on the park, and this led to the first real violence. ...

The Park was really - this was the thing which was hard to understand - was really supported by even the conservative elements in the community; and there was just this thing of political intrusiveness on the part of the University. Of course it quickly got out of the hands of the Chancellor, and into the hands of the politicians who were all too anxious to make an issue of this thing. Although there were people, radicals, political people, who were involved in building the park, they were not in control by any means, they were just participating in it ... and so the whole thing, in the eyes of a lot of people, looked like a mutual confrontation, but it wasn't at all..."
APPENDIX VII: TECHNIQUES OF PARTICIPATION

Name and Description

Action Research:
Research by community or other worker, results of which to be used for action - i.e. intervention to help sort out the problem, alter the existing situation.

Advocacy Planning:

a) Designer assists the community to develop its own plans.
Ref. R. Goodman, R. Jowell.

b) Designer speaks out about the needs of a community when it is unable to.
E.g. Withers.

Uses

Look into a community problem(s), and act to resolve that problem.

Helps community work out what it wants.

Constructive help in voicing community problems, even to the extent of getting other government departments and organisations to respond and act upon criticisms voiced.

Advantages

Dynamic - examine current situation; research as catalyst intervening in on-going situation, help people to define their own problems and to gain the skills to work out their own problems and thus become more independent.

Can bring planning and design closer to the community, can help bridge the communication gap.

Dynamic - intervention to help alter existing situation. A very effective method when used well. Designer can then help community develop resources, skills so it can take over its own advocacy function.

Disadvantages

Closeness to problem may hinder clear sightedness; dependency on outside help reinforced if don't help community gain those skills it needs to be independent.

If designer from outside the relevant authority, no power to implement plan - authority will develop its own plan. If designer from the relevant authority itself, may lack power to get authority to accept what the local people want.

Unless the designer helps the community take over advocacy function, then continued dependency of the community on the designer.

Resources Necessary

Community or other worker with access to resources necessary for research, contact with associated govt. departments, organisation, etc., associated with the problem.

Designer/s with access to necessary information through which the community can work out what it wants. Designer will need to be skilled in communicating and working with ordinary people.

Designer/s in situation as has overview of situation; also needs ability to speak out on contentious issues, and to cope with the confrontation - flak - that this may bring.
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<th>Name and Description</th>
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<th>Disadvantages</th>
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<tr>
<td>Audio-visual material:</td>
<td>For getting across information visually, e.g. about the present situation and different possible future developments, use with various groups from local authorities to pressure groups to schools; useful discussion starter at meetings.</td>
<td>Forcefulness of visual information; can stimulate discussion, useful for wide variety of audience groupings.</td>
<td>Emphasis on what is visual may mean other factors are overlooked. If too 'slick' can leave people with nothing to react to if does not relate to the lives of the viewers they will find it difficult to relate and respond to. Puts people in reactive role.</td>
<td>Designing staff willing and with access to the necessary equipment, or money to have job done professionally, by making it low key may be easier for people to react to.</td>
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<td>Charrette:</td>
<td>Useful where problem issues are to be resolved, also for developing specific designs; but use dependent on 1) how representative of the community those involved are - method of selection invitation, important here; 2) how the problem is put - needs to relate to the lives of the participants.</td>
<td>Involves those whose needs are to be met; a learning process for both experts and people, and opens up communication between them; speeds up process for reaching an agreed decision; could lead to greater understanding of planning and design.</td>
<td>Requires indepth preparation - presence of experts technical people may put people off saying what they think; participants may not represent the whole community and some potential participants may be left out, may not overcome problem of involving the non-joiner and inarticulate. Cost - preparation and staff.</td>
<td>Costly - preparation of programme and materials, payment of staff during charrette. May need to meet some of the expenses of participants if want to get wide community representation.</td>
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<td>Citizens' Advisory Committees: Organised groups of people, either ad hoc or permanent, elected or appointed to represent the ideas of the community to the council or appropriate public body; review, discuss and evaluate specific plans and programmes.</td>
<td>Generally advisory watch-dog information feedback function. Usefulness dependent on size and composition of group degree of effort of relevant body; the relative power of the committee and the outside influences which may unite/divide committees. Longterm use dependent on how useful (influential) committee members and the community see the CAC's as being.</td>
<td>Liaison between the Community and the local body concerned, as people can relate planning to their local area it is easier for them to respond; as the setting may be informal and the people known (or known of) it is easier for people to relate to; help build community spirit and identity.</td>
<td>Planning may be seen only in terms of the local area though this is part dependent on information given; danger that the committee might not be seen as not representing the community, unless elected by it.</td>
<td>Cost of meeting place, administrative expenses of committee, other staff to investigate problems they point to.</td>
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<td>Citizens' Register: Involves lists of citizens (names, addresses, details) who are a source of information and response for government body or local authority.</td>
<td>Quickly gain an idea of how the community feels about a particular issue, problem. Usefulness dependent on how list assembled - if self-selection may not be a representative sample of the community.</td>
<td>Quick feedback once system set up could prove a way to involve the non-joiner, and person who doesn't like to speak up at public meetings.</td>
<td>Lists need regular updating for system to be worthwhile; may simply be a reactive responding role for citizens, rather than a creative one in which citizens can put forward new ideas.</td>
<td>Setting up and maintaining register; preparation, administration and analysis of questionnaires.</td>
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<td><strong>Community Forum:</strong></td>
<td>Make various community groups aware of one another; increase community awareness and debate of important issues; need to ensure all community groups represented.</td>
<td>Help ensure ongoing debate about community options; improve communications among different groups within local authority.</td>
<td>If representation is inflexible, then new groups would be at a disadvantage, could reinforce overrepresentation or emphasis on &quot;joiners&quot; as against non-joiners, could be a smokescreen for who really has influence with the local body.</td>
<td>Some input in terms of information and perhaps arranging meeting places and administrative back-up.</td>
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<td>Public forum for debate of relevant issues.</td>
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<td><strong>Community work:</strong></td>
<td>Help the community become more aware of and respond to planning issues.</td>
<td>Help establish communication channels between planners, designers, other staff and the community.</td>
<td>Danger of community becoming dependent on community worker as intermediary.</td>
<td>Community worker and back-up administrative and other resources.</td>
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<td>see also Action Research, Contact, Resource provider.</td>
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<td><strong>Contact:</strong></td>
<td>Liaison function for different groups in the community, a long term process, its use dependent on community confidence in the agency and designer/person concerned.</td>
<td>Keeps designer in touch with various community groups, provides designer with contacts, and feedback regarding the success and relevance of what planning/design is doing - people perhaps more prepared to give comments, help; may also increase awareness of planning/designing function.</td>
<td>Many of the inquiries may not really be related to planning/designing matters; must avoid taking over function of other agencies with similar roles.</td>
<td>Staff in a position to build up knowledge of the various community groups, and willing to play a contact role.</td>
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<td>A bridging function, the designer/person helping persons/groups/organisations in the community with skills interests etc., of use/help to the other to get in touch with one another.</td>
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<td>Delbecq:</td>
<td>With groups - help groups to quickly gain an idea of impacts of a proposal or policy.</td>
<td>Simple to run, interesting for participants, and very productive for a short time and energy investment. Small groups encourage discussion; useful for seeing factors the public sees as important.</td>
<td>Number of groups limited by the number of assistants needed - perhaps groups could perform this role themselves?</td>
<td>Need a moderator (facilitator) and assistants; meeting place, plus refreshments.</td>
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<td>Uses for long-range planning and making up policies for indicating what a community consensus might be; at first was used with groups of informed individuals - now used more widely.</td>
<td>Anonymous response because of use of questionnaires therefore people free to respond as they really feel; also influence of personality or status prevented; may be able to involve the non-joiner; able to look at a wide number of important factors before reaching a consensus.</td>
<td>Those involved may not be representative of the community; dependence on technique staff for objective 'executive summaries'.</td>
<td>Require preparation (questionnaires) and sufficient technical staff and resources to quickly work out results of various questionnaires; may also need to pay for space used, and provide refreshments.</td>
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<td>Delphi Questionnaires:</td>
<td>Panel of individuals answer a series of questionnaires until a consensus is reached. Works as series of rounds; each round an opinion - questionnaire is filled in, results summarised, thus increasing information available - tendency for consensus to form.</td>
<td>Ref. Dean Runyan; Report to Institute of Transportation Engineers.</td>
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<td><strong>Designing:</strong></td>
<td>Get feedback about proposals, plus perhaps new ideas. Useful longterm only if those participating feel what they do/say makes a difference; also dependent on method of selection.</td>
<td>By educational value for both designer and people - both learn about the other; gives some indication of how the community feels about a proposal; may be able to involve the 'non-joiners'.</td>
<td>May focus on the visual and forget other less obvious results of proposals; visual material must be flexible otherwise some options may not be discussed. Can be costly depending on the material, etc., made available; the articulate may feel more at ease.</td>
<td>Need advance preparation of designing/drafting staff; need staff on hand to ensure constraints understood.</td>
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<td>Small groups use visual material to give designers information to respond to proposals or design alternatives. Ref. MOWD report.</td>
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<td><strong>Dialectical scanning:</strong></td>
<td>For group discussion where disagreement about project/policy impacts exist.</td>
<td>Identifies areas of conflict so that these are focused on and debated; helps identify the bases of conflict so these can be studied until either agreement, or a firm basis for disagreement (e.g. value difference) is reached.</td>
<td>Could get out of hand - requires considerable discipline from participants.</td>
<td>Experienced moderator, or facilitator to help the discussion.</td>
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<td>A group discussion using a moderator which proceeds, to identify impacts of a proposal those on which there are disagreement are debated further to attempt to resolve differences. Ref. Dean Runyan.</td>
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<td><strong>Exhibitions:</strong></td>
<td>Attract attention, while giving information. Useful in getting responses on a topic, proposal etc., informal link between designer and people.</td>
<td>Can give information easily, high response rates to questionnaires that can be completed at the exhibition space itself if mobile, same exhibition can be used in different locations, provides a link between designers and people.</td>
<td>Limited to what is visual; success largely dependent on site chosen and how and what material is presented. Unless the body doing the exhibition is well known, some of the material will need to give information on it, as well as on the topic of the exhibition.</td>
<td>Background information for visual material; staff able to produce attractive material, staff to look after exhibition to answer questions (can also be unmanned).</td>
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<td>Displays of visual and other material on an area/topic.</td>
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<td><strong>Information Centre:</strong> Either a field office, or information centre or van.</td>
<td>Helps large authorities keep in touch with the communities they serve, field offices are useful for special plans/projects, while information vans can serve different communities. Could be focal point for community meetings.</td>
<td>Important communication link between designers and citizens - field offices and mobile information vans mean people can respond within their own community - better chance to reach all affected interests. Van can be taken to those groups that ask for speakers, etc.</td>
<td>Use somewhat dependent on how the community see the authority; importance of a much used area to attract people to the centre/van.</td>
<td>Cost of field office/van and staff to work in these (h.t. licence for van?); graphic displays, maps, reports, etc.; suitable sites.</td>
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<td><strong>Joint Planning:</strong> Situation in which officials and citizens have equal role and responsibilities. Does not necessarily have decision-making powers, but makes recommendations. Ref. Francis J. Bregha.</td>
<td>In both short and long term planning, to help reach a policy/decision with more chance of being acceptable; makes the designing process more open, though need to ensure those involved are representatives of the community.</td>
<td>Opportunities for deeper and more meaningful citizen involvement; better guidance to makers because of citizen input; because useful for both short and long term planning, chance to involve more people through short term projects and thus spread the load; build up communication links between the community and the designer.</td>
<td>May be costly and time-consuming - though this may be offset by better chance of reaching an acceptable decision; would need to ensure that all inputs were out in the open, otherwise chance of abuse.</td>
<td>Staff trained and willing to work with the public in planning matters; administrative back-up, office space, etc.; may also require some monetary compensation to those public involved.</td>
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<td><strong>Newsletters:</strong> Monthly, quarterly (or as found helpful) newsletters to individuals, organisations and others, about the designing function and/or the other activities of the Authority. E.g. MWD Whangarei.</td>
<td>Feed information to those known to be interested, indicating what opportunities for involvement are coming up, communication channel between public and authority.</td>
<td>Encourage and stimulate public awareness and involvement in planning (and other, if wider) matters helps keep people/groups in touch with the authority, it allows for feedback then a very valuable channel of communication.</td>
<td>May only be one way flow of communication, unless letters and articles are welcomed.</td>
<td>Staff member or team to produce newsletter; access to facilities for printing or xerography; mailing list and mailing costs.</td>
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<td><strong>Nominal Groups:</strong></td>
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<td>Groups in name only;</td>
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<td>Small groups encourage discussion, increase awareness of those involved in planning process and open up communication with authority; useful for picking up factors the public feels to be important.</td>
<td>Only small numbers of people can be involved, the method of selection-representation is important.</td>
<td>facilitators; facilitators for each group; meeting place, refreshments.</td>
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<td>small groups which meet to discuss a problem; facilitator writes down ideas; each member lists five factors which are discussed, and ranked. The group can re-rank factors if it wishes. If there are other groups the same ranking process is repeated in the wider group. Ref. Report to Institute of Transportation Engineers.</td>
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<td><strong>Option Scoring:</strong></td>
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<td>Increases understanding of designing through use of constraints; provides another link between designers and public; may be able to involve non-joiners if a mail questionnaire.</td>
<td>Designer defines the problem - may therefore, leave out what others may see as options; puts public in reactive role; low response rates if a mail questionnaire.</td>
<td>Staff to define problem, to make, administer and analyse questionnaire.</td>
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<td>List of options and/or problem statements developed, and from these, questionnaires, people asked to indicate choice, within set constraints - options rated, in terms of importance for city, neighbourhood or special interest groups. Ref. Report to Institute of Transportation Engineers.</td>
<td>At meetings, or through the mail, a type of questionnaire to get an idea of community preference, use dependent on representativeness of samples, and value of options given.</td>
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For looking at problem areas/issues, gaining some idea of community consensus on a particular question.
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<td>Public Meetings:</td>
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<td>Give information to</td>
<td>Depending on openness</td>
<td>Often poor attend-</td>
<td>Staff with back-up</td>
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<td>presentation, no.</td>
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<td>Resource Provider:</td>
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<td>Provide community</td>
<td>Help strengthen</td>
<td>Helps communities</td>
<td>Must ensure that</td>
<td>Equipment, e.g. AV,</td>
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<td>groups, etc., with</td>
<td>community cohesion</td>
<td>identify their needs</td>
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<td>to do research, etc.</td>
<td>identity through</td>
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<td>the Authority _because <em>of help</em></td>
<td>questionnaires.</td>
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<td>E.g. C.C.C.</td>
<td><em>getting</em> resources_ to_ work_ together_on_ issues_/</td>
<td>other work to benefit <em>to</em> the <em>community</em>, <em>that</em> <em>the</em> <em>authority</em> _may <em>not</em> <em>have</em> _the _time _or _personnel <em>to <em>do</em> such</em> <em>work</em>. _</td>
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<td>Role Playing:</td>
<td>Use <strong>ful</strong> in <strong>g</strong> <strong>r</strong> <strong>oup</strong> <strong>s</strong> <strong>i</strong> <strong>t</strong> <strong>u</strong> <strong>a</strong> <strong>t</strong> <strong>i</strong> <strong>o</strong> <strong>n</strong> <strong>s</strong>; <strong>c</strong> <strong>a</strong> <strong>n</strong> <strong>h</strong> <strong>e</strong> <strong>l</strong> <strong>p</strong> <strong>p</strong> <strong>e</strong> <strong>op</strong> <strong>l</strong> <strong>e</strong> <strong>e</strong> <strong>s</strong> <em>see things from</em> other <em>p** <strong>eople</strong>'s</em> _p** <strong>o</strong> <strong>i</strong> <strong>n</strong> <strong>t</strong> <strong>s</strong> _of <strong>vi</strong> <strong>e</strong> <strong>w</strong>, <em>where</em> _d** <strong>i</strong> <strong>f</strong> <strong>fe</strong> <strong>r</strong> <strong>e</strong> <strong>n</strong> <strong>t</strong> _n** <strong>e</strong> <strong>e</strong> <strong>d</strong> <em>s</em>/ _con** <strong>tr</strong> <strong>ai</strong> <strong>n</strong> <strong>t</strong> _<strong>s</strong> <em>are</em> <em>i** <strong>m</strong> <strong>p</strong> <strong>o</strong> <strong>rt</strong> <strong>a</strong> <strong>n</strong> <strong>t</strong>.</em></td>
<td>Opens people up to</td>
<td>Needs to be seen as</td>
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<td>People take on roles</td>
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<td>other viewpoints; <em>h** e** _ _ <strong>e</strong> _ _ <strong>l</strong> <strong>p</strong> **s</em> <strong>b</strong> <strong>u</strong> <strong>i</strong> <strong>l</strong> _ ** _t** <strong>r</strong> <strong>u</strong> <strong>m</strong> <strong>p</strong> <strong>a</strong> <strong>y</strong> _ <strong>e</strong> <strong>m</strong> <strong>p</strong> <strong>a</strong> <strong>t</strong> <strong>y</strong> <em>.</em></td>
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<td>_part _of _an _o<strong>n</strong>- <strong>g</strong> <strong>o</strong> <strong>i</strong> <strong>n</strong> <strong>g</strong> _programme, <em>otherwise</em> its _eff** <strong>e</strong> <strong>c</strong> <strong>t</strong> <strong>i</strong> <strong>v</strong> <strong>i</strong> <strong>s</strong> _m** <strong>e</strong> <strong>y</strong> _ _<strong>b</strong> <strong>e</strong> _ <strong>l</strong> <strong>o</strong> <strong>s</strong> <em>.</em></td>
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<td>of others in the</td>
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<td>community or authority.</td>
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<td>Scenario Assessment:</td>
<td>With <strong>g</strong> <strong>r</strong> <strong>o</strong> <strong>u</strong> <strong>p</strong>s, <em>t** <strong>o</strong> _ <strong>e</strong> <strong>x</strong> <strong>p</strong> <strong>o</strong> <strong>l</strong> <strong>r</strong> _ <strong>p</strong> <strong>o</strong> <strong>s</strong> <strong>i</strong> <strong>b</strong> <strong>l</strong> <strong>e</strong> _ <strong>i</strong> <strong>m</strong> <strong>p</strong> <strong>a</strong> <strong>c</strong> <strong>t</strong> <strong>s</strong> _ <strong>o</strong> <strong>f</strong> _ <strong>a</strong> <strong>l</strong> <strong>t</strong> <strong>e</strong> <strong>n</strong> <strong>t</strong> <strong>i</strong> <strong>v</strong> <strong>e</strong> _ <strong>p</strong> <strong>r</strong> <strong>o</strong> <strong>p</strong> <strong>o</strong> <strong>s</strong> <strong>a</strong> <strong>l</strong> <strong>s</strong> _ <strong>;</strong> _ _ <strong>e</strong> <strong>d</strong> <strong>u</strong> <strong>c</strong> <strong>a</strong> <strong>t</strong> <strong>i</strong> <strong>o</strong> <strong>n</strong> _ <strong>a</strong> <strong>l</strong>.</em></td>
<td>Through each group <em>seeing only one</em> _scenario, bias resulting _from viewing _more than _one _scenario is _avoided; _scenario _helps _f** <strong>o</strong> <strong>c</strong> <strong>u</strong> <strong>s</strong> <strong>-</strong> <strong>o</strong> <strong>n</strong> _ <strong>i</strong> <strong>m</strong> <strong>p</strong> <strong>a</strong> <strong>c</strong> <strong>t</strong> <strong>s</strong> <em>.</em></td>
<td>Material important _- _ <strong>s</strong> <strong>c</strong> <strong>e</strong> <strong>n</strong> <strong>a</strong> <strong>ri</strong> <strong>o</strong> <strong>r</strong> _ <strong>s</strong> _ <strong>w</strong> <strong>o</strong> <strong>u</strong> <strong>l</strong> **d _ <strong>n</strong> <strong>e</strong> <strong>e</strong> <strong>d</strong> _ <strong>t</strong> <strong>o</strong> _ <strong>b</strong> <strong>e</strong> _ <strong>w</strong> <strong>e</strong> _ <strong>l</strong> <strong>w</strong> <strong>o</strong> <strong>r</strong> <strong>k</strong> _ <strong>e</strong> <strong>d</strong> _ <strong>o</strong> <strong>u</strong> <strong>t</strong> <em>.</em></td>
<td>Material sharing _one _or _<strong>m</strong> _ <strong>e</strong> <strong>s</strong> <strong>c</strong> <strong>e</strong> <strong>n</strong> <strong>a</strong> <strong>r</strong> _ <strong>s</strong>, _ <strong>i</strong> <strong>n</strong> <strong>d</strong> <strong>i</strong> <strong>c</strong> <strong>a</strong> <strong>t</strong> <strong>i</strong> <strong>n</strong> _ _ <strong>t</strong> <strong>h</strong> <strong>e</strong> _ <strong>p</strong> <strong>o</strong> <strong>s</strong> <strong>s</strong> _ <strong>i</strong> <strong>l</strong> <strong>e</strong> <strong>m</strong> <strong>p</strong> <strong>a</strong> <strong>c</strong> <strong>t</strong> <strong>s</strong> _ <strong>o</strong> _ <strong>f</strong> _ <strong>a</strong> <strong>p</strong> <strong>r</strong> <strong>o</strong> <strong>s</strong> <strong>e</strong> <strong>l</strong> _ <strong>d</strong> _ <strong>p</strong> <strong>r</strong> <strong>o</strong> <strong>j</strong> <strong>e</strong> <strong>c</strong> <strong>t</strong> _ <strong>;</strong> _ _ <strong>s</strong> <strong>u</strong> <strong>r</strong> <strong>v</strong> <strong>e</strong> <strong>y</strong> _ <strong>m</strong> <strong>a</strong> <strong>t</strong> <strong>e</strong> <strong>r</strong> <strong>i</strong> <strong>a</strong> <strong>l</strong> _ <strong>i</strong> <strong>f</strong> _ <strong>c</strong> <strong>o</strong> <strong>l</strong> <strong>l</strong> <strong>e</strong> <strong>c</strong> <strong>t</strong> _ _ <strong>g</strong> <strong>r</strong> <strong>o</strong> <strong>u</strong> <strong>p</strong> _ <strong>o</strong> <strong>p</strong> <strong>i</strong> <strong>n</strong> <strong>i</strong> <strong>t</strong> <strong>i</strong> <strong>o</strong> <strong>n</strong> _ <strong>s</strong> _ _ <strong>i</strong> <strong>n</strong> _ <strong>t</strong> <strong>h</strong> _ <strong>b</strong> <strong>a</strong> <strong>y</strong> <em>.</em></td>
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<td>Name and Description</td>
<td>Uses</td>
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<td><strong>Simulation Games:</strong></td>
<td>Useful in group situations to help people see the constraints, needs of different situations; or can be given to people to play (kits); educational value.</td>
<td>Reduces planning/design to something people can easily understand and relate to; increases understanding of planning/design.</td>
<td>But if number of variables too limited, may leave out some important points of real life situations, game may not include all options that might be worth looking at.</td>
<td>Staff to help make up games? Kitsets.</td>
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<td><strong>Surveys:</strong> Of attitudes, opinions, etc.</td>
<td>Build up a picture of what the community is like - can be useful guide; from survey sample can select a cross-sectional group to act as a community advisory group on an appropriate related topic; some times used as means by which to evaluate other participation responses.</td>
<td>Provide information base for community under study; use of sample for other methods of public participation - advisory committees, citizens registers. Unstructured interviews can leave people much freer to respond and to put forward their own ideas.</td>
<td>Technical requirements can be difficult to fulfil - therefore, margin of error. Best responses if personal interviewers, but this costly; places people in a reactive role.</td>
<td>Staff to devise, carry out and analyse survey; backing for advisory group if select one from survey. Sample - may need to provide them with equipment, have workshops, promote group discussions.</td>
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<td><strong>Workshops:</strong> Search conferences, symposiums, seminars. 1-2 day exercise looking at either specific problems or issues, long-range planning preferences, variety of types.</td>
<td>For staff, politicians and local communities, either together or separate, help discussion of issues facing the community.</td>
<td>Value increased if focus on well defined, local issues, can help speed up the planning process and encourage participation, can encourage conflict between elected representatives, staff and public.</td>
<td>Possibility that a few people may predominate method of involvement which works for the joiner and person who likes to speak out, as against others in the community.</td>
<td>Preparation of topic graphic material, etc., meeting place, provision of refreshments, perhaps accommodation. May wish to lead up to community workshop through group meetings - therefore, need material for groups and administrative support for them.</td>
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<tr>
<td>Name and Description</td>
<td>Uses</td>
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<td>Written Material:</td>
<td>Information, can also encourage comments on proposals, e.g. if reply paid questionnaires useful as back-up material at exhibition, meetings.</td>
<td>People can read and go over material as they wish; help focus attention on planning issues.</td>
<td>What is suitable for one group may not be for another, if costly, and/or poorly presented, people will not be encouraged to be involved.</td>
<td>Staff to research and write material, people skilled in making material attractive.</td>
</tr>
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APPENDIX VIII

The procedures of the Town and Country Planning Act 1977 have significant limitations concerning public participation. Points include the following:

(1) the procedures to involve people "appear complicated" to many people;

(2) the Act does not necessarily encourage the type of participation that people feel comfortable with. For example, written submissions and objections require well developed reading and writing skills as well as being time-consuming. Also, public meetings and hearings require formal speaking skills which many do not possess, and/or do not feel at home with;

(3) the Act is an enabling Act. It requires "notification" of planning matters through newspapers, but this does not necessarily ensure effective communication. The Act provides a "bottom limit" for public participation, but it is up to authorities to fill this in. While the Act therefore, appears to seek to encourage public participation, the spirit of the Act can easily be undermined. This is particularly true in view of the above points;

(4) the requirement for public involvement comes rather late in the planning process, and can therefore, lead to confrontation rather than co-operation; this is because public involvement appears as an "afterthought" when the work has been done, rather than an effort to really involve the public;

(5) (4) means it is less likely for a plan/project to receive acceptance and can lead to time delays, through legal objections and so forth later in the process, cost increases and uncertainty in planning.
APPENDIX IX

Designers Need Education to:

(1) Work with social-scientists in understanding methods of evaluating communities.
(2) Learn methods of involving users. (Many professionals fear contact.)
(3) Designer must learn to set aside his own constructs, or system of belief, to successfully understand values of the community.
(4) Understanding of group dynamics, coalitions and conflict; have awareness of own role as motivator/facilitator.

In addition, the designer should have the following qualities:

(1) Ability to communicate.
(2) Ability to recognise problems.
(3) Social idealism rather than monetary objectives.
(4) Ability to relate the subject matter of his profession.
(5) Have insight into other disciplines.
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