

GES1026/GESS1019 – Urban Planning in Singapore

Lecture 8 – Participatory Planning

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Outline

- Review of Lectures 7/8
- Planning models
 - Rational planning models, advocate planning models and everything in-between
- Defining participatory planning
 - Definition and typologies
- Participatory planning models
 - Lichfield, Travis and Roberts models
- Problems, pitfalls and conclusion

Review of Lectures 7/8

- From plans to reality
- Development control
 - Institutional framework
 - Development control elements
- Government land sales (GLS)
- Development charge
- Planning for residential towns

Planning models

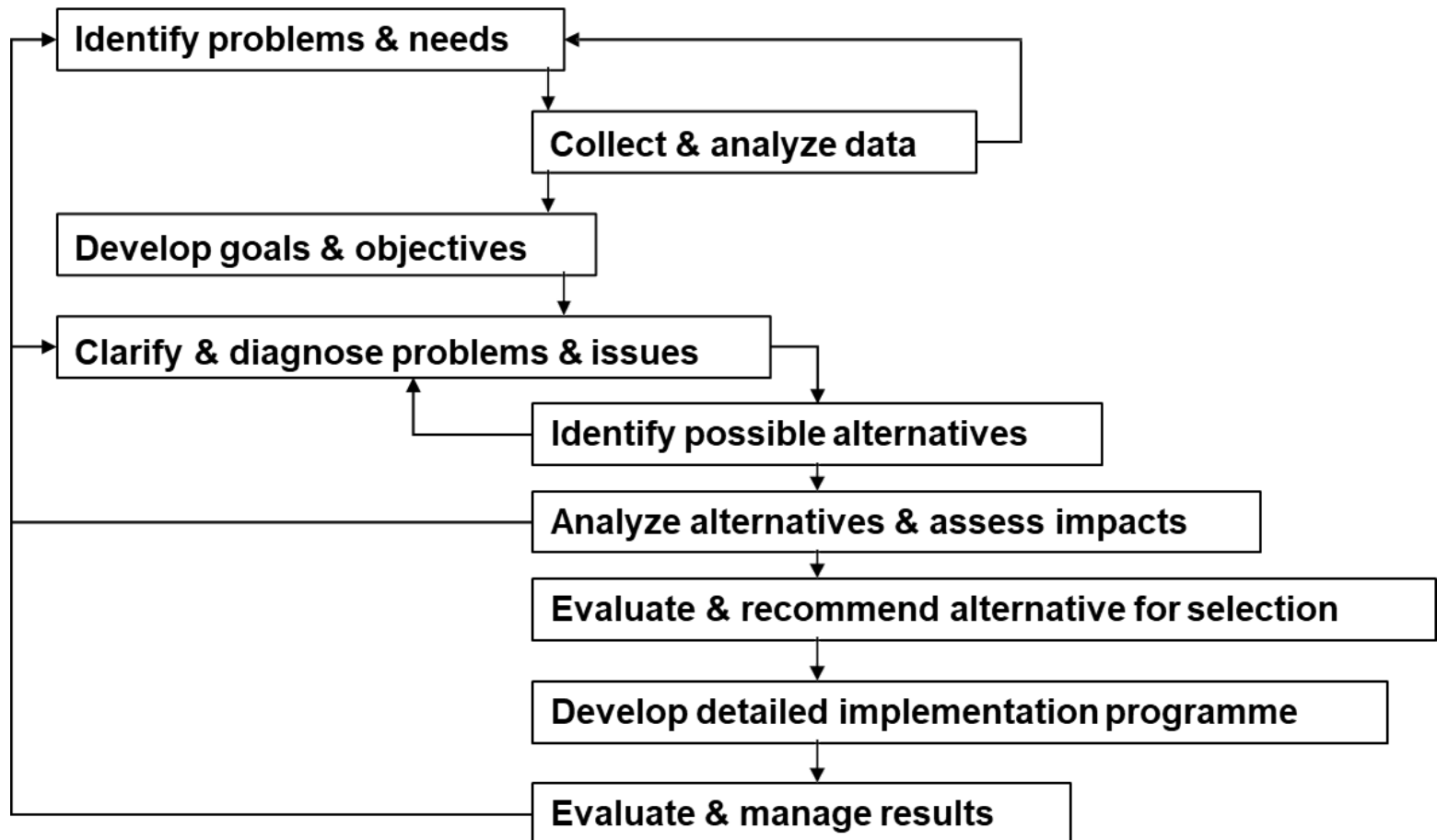
- Two significant shifts in the way urban planning has been conceived:
 - From the planner as a creative/‘master’ designer to the planner as a scientific analyst and rational decision-maker
 - From the planner as a technical expert to the planner as a manager and ‘communicator’
- Also a shift from ‘modernism’ to ‘post-modernism’
 - Movement opposed to the styles of art and design associated with the modern movement
 - Preference for complexity in the city as opposed to the simplified order of comprehensive planning based on single-use zones

Planning models

- Rational-comprehensive planning model
 - Good planning is “rational decision-making”
 - The means and ends (strategies, tactics and goals) can and should be clearly defined and well understood
 - Step by step, data and facts are analysed, options and solutions are logically and scientifically formulated, evaluated and decided on
 - Characteristics
 - Emphasis on techniques of data collection, measurement and analysis
 - Believe in order, rationality, comprehensiveness and central control
 - Depends on objective knowledge, unaffected by personal bias or political dogma

Planning models

- Rational-comprehensive planning typical steps



Planning models

- Rational-comprehensive planning pros & cons
 - Strengths
 - Orderly, objective, comprehensive and systematic
 - Practical and problem-solving oriented, rather than theoretical and philosophical
 - Comprehensiveness ensures no neglect of any aspect
 - Limitations
 - Real world conditions (time, cost, complexity, etc.) limit its practical use
 - Choice of goals and alternatives are constrained by legal, political and other considerations
 - Impossible to have complete rationality in decision making ('bounded rationality')
 - What portrayed as “public interest” may not be truly “public”

Planning models

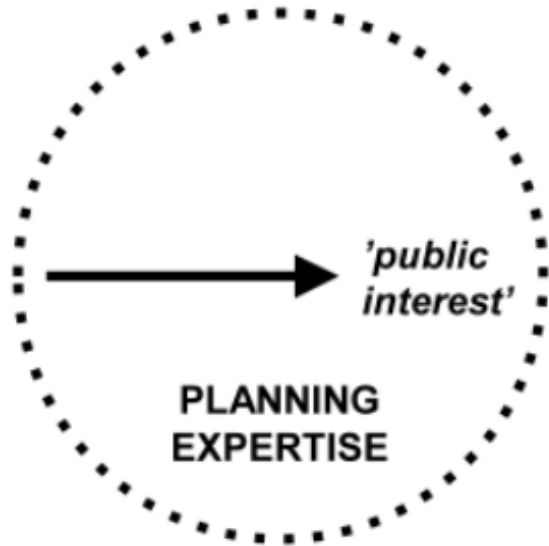
- Rational-comprehensive planning pros & cons
 - Many objections to
 - Top-down, expert-driven planning
 - E.g. Jane Jacobs vs. NYC, “*Death and Life of Great American Cities* ” (1961)
 - And then...planning moves toward
 - Advocacy planning
 - Bottom-up planning (e.g. community-based planning)
 - Importance of public participation: city building for the benefit of non-elite groups
 - Collaborative planning: emphasize the planner’s role in mediating among stakeholders

Planning models

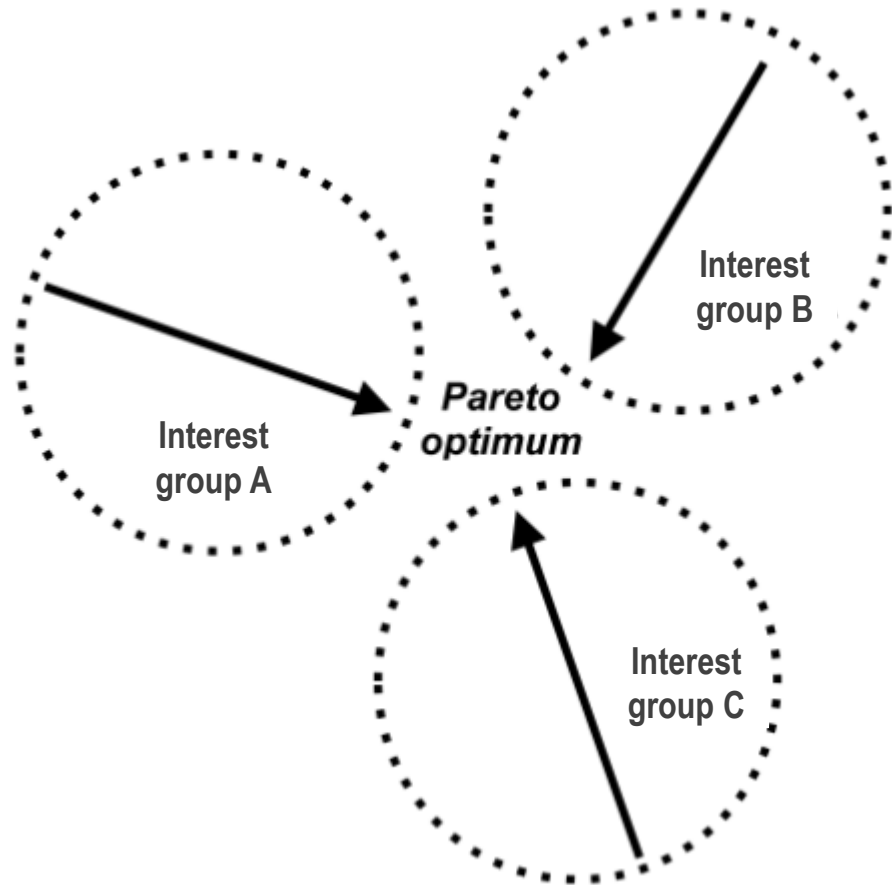
- Advocacy planning by Paul Davidoff (1965)
 - Seek to answer the questions of “Who speaks for the poor, the disenfranchised, and the minorities?” in U.S. cities in the 1950s-1960s
 - Introduced the question “who is the client” that the planners were hired and serving for
 - Each of the interest groups in the planning process (“clients”) needed to be served and represented by a professional planner (“lawyer”) with equal knowledge and skill
 - Planning commissioners would make the ultimate decisions about a plan’s contents just as “judges” decide on the outcome in legal cases

Planning models

- Advocacy planning by Paul Davidoff (1965)



Top-down rational-comprehensive planning



Advocacy planning

Planning models

- Advocacy planning by Paul Davidoff (1965)
 - Weaknesses of advocacy planning
 - Urban groups are not homogeneous – what is “public interests”?
 - Legitimacy of group leaders?
 - Defending status quo is easier than providing new alternatives (saying NO is easier than YES)
 - Public planners not best suited to adjudicate differing interests
 - So, planner is still needed to (though not perfectly)
 - represent the shared interests of the public
 - co-ordinate the actions of individuals and groups
 - consider long-range effect on and larger interest of society

Defining participatory planning

- Simple definition of “public participation”
 - Public or citizen participation is a process which provides private citizens an opportunity to influence public decisions
 - Assist the planning process by providing information and ideas on public issues, gain public support for planning programs, minimise or avoid conflicts and delays, and
 - Establish goodwill, trust and cooperation between planners, decision-makers and citizens

Defining participatory planning

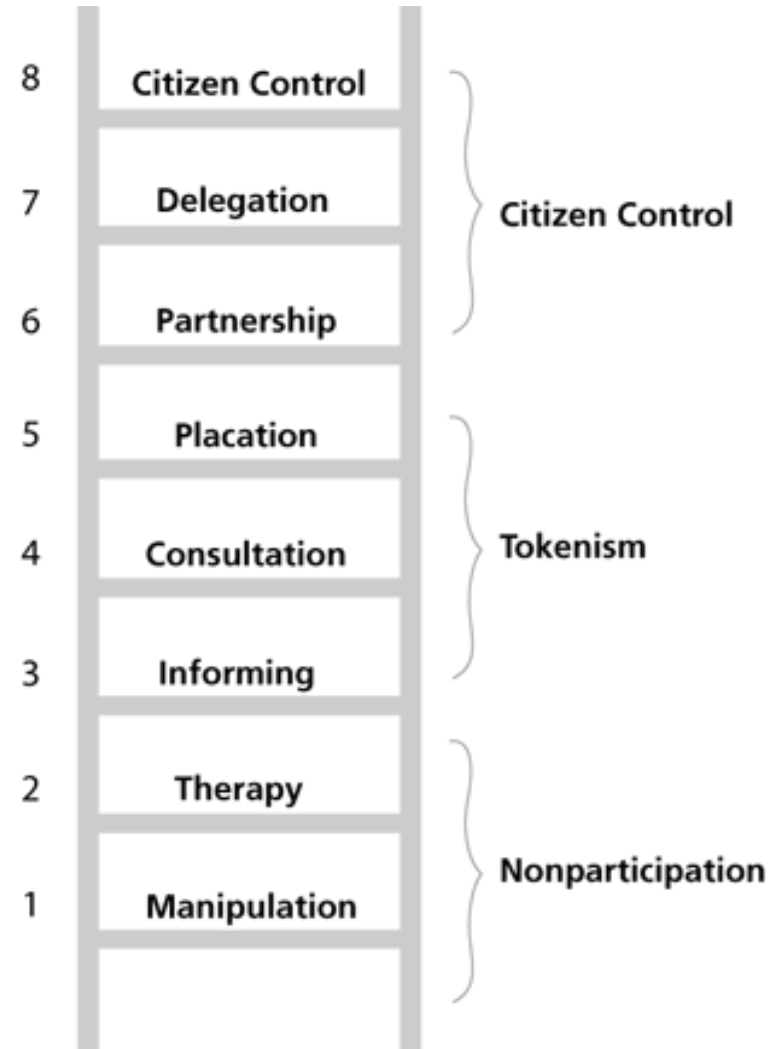
- Objectives “public participation”
 - To further democratic values
 - It is a basic democratic right for people to be involved in their own development
 - To achieve planning that is more attuned to the needs and priorities of the people
 - e.g. by gaining insights into local conditions and the needs of local people
 - To recruit support, obtain legitimacy and pre-empt opposition to the plans and implementation
 - Other reasons
 - e.g. to “educate” the public, to enable social change, promote political change, etc.

Defining participatory planning

- Stakeholders in the planning process
 - Elected representatives i.e. politicians
 - Public/civil servants i.e. bureaucrats or technocrats
 - External agencies i.e. academics; professional bodies; technical, bureaucratic or political advisors/representatives of government agencies
 - Consultants e.g. architects, planners, lawyers, etc.
 - The public i.e.
 - the public “en-masse”
 - the specific interest groups e.g. NGOs
 - the public as individuals

Defining participatory planning

- Typologies of public participation
 - Arnstein's (1969) classic typology of public participation according to the degree of power sharing in the decision making process
 - 8 rungs of the ladder of citizen participation
 - 3 levels of participation effectiveness

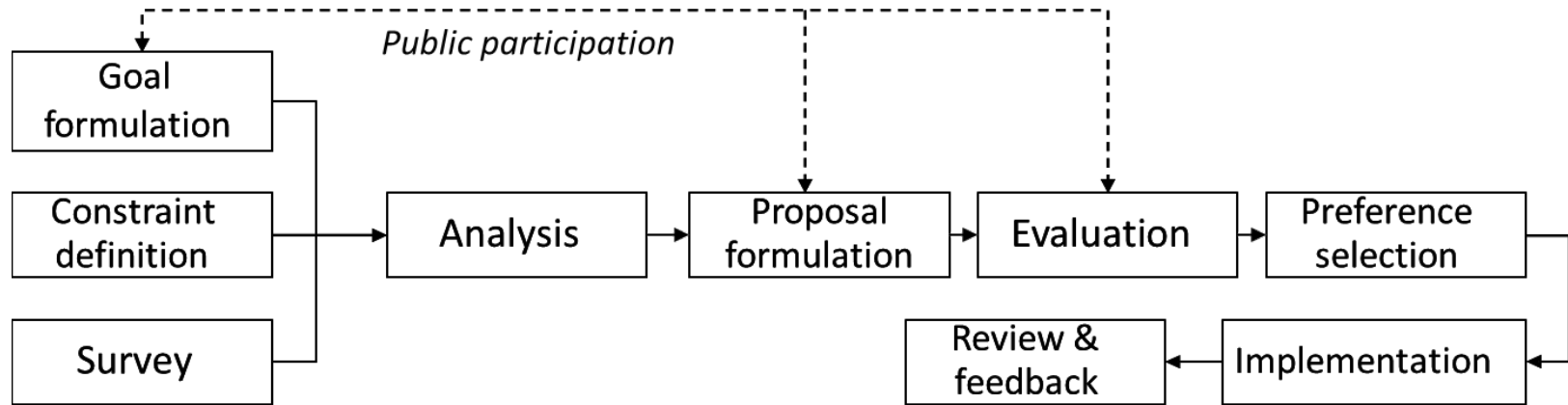


Defining participatory planning

- Ladders of Citizen Participation
 - Rungs 1-2 Manipulation & Therapy
 - Powerholders arrange for participants to be “educated” or “cured”, e.g. rubberstamp committees
 - Rungs 3-5 Informing, Consultation & Placation
 - Participants may hear as well as be heard but no power to ensure that their views will be heeded, e.g. mass media, attitude surveys, public hearings, advisory committees
 - Rung 6 Partnership
 - Citizens can negotiate and engage in trade-offs, e.g. joint-policy boards, planning committees
 - Rungs 7-8 Delegated power & Citizen Control
 - Citizens have the majority or total decision-making power, e.g. neighbourhood corporations

Participatory planning models

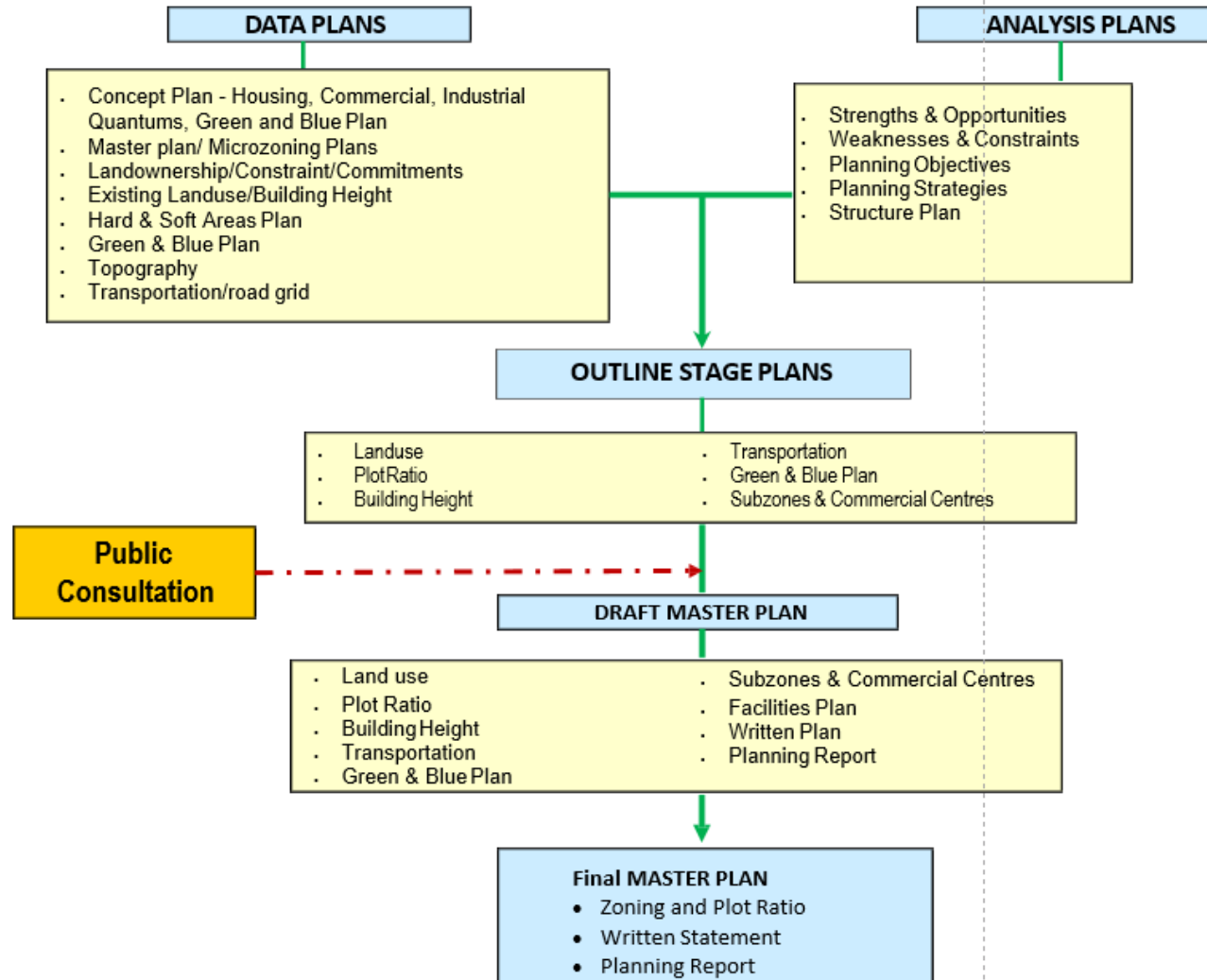
- The Lichfield Model



- Involvement by: voting, opinion polls, interest group discussions, etc.
- Only at proposal formulation and evaluation stages (vote on alternatives, viewpoints from special interest groups)
- However, goals are set by planners and final plan selected by planners
- Likelihood of “black box” effect

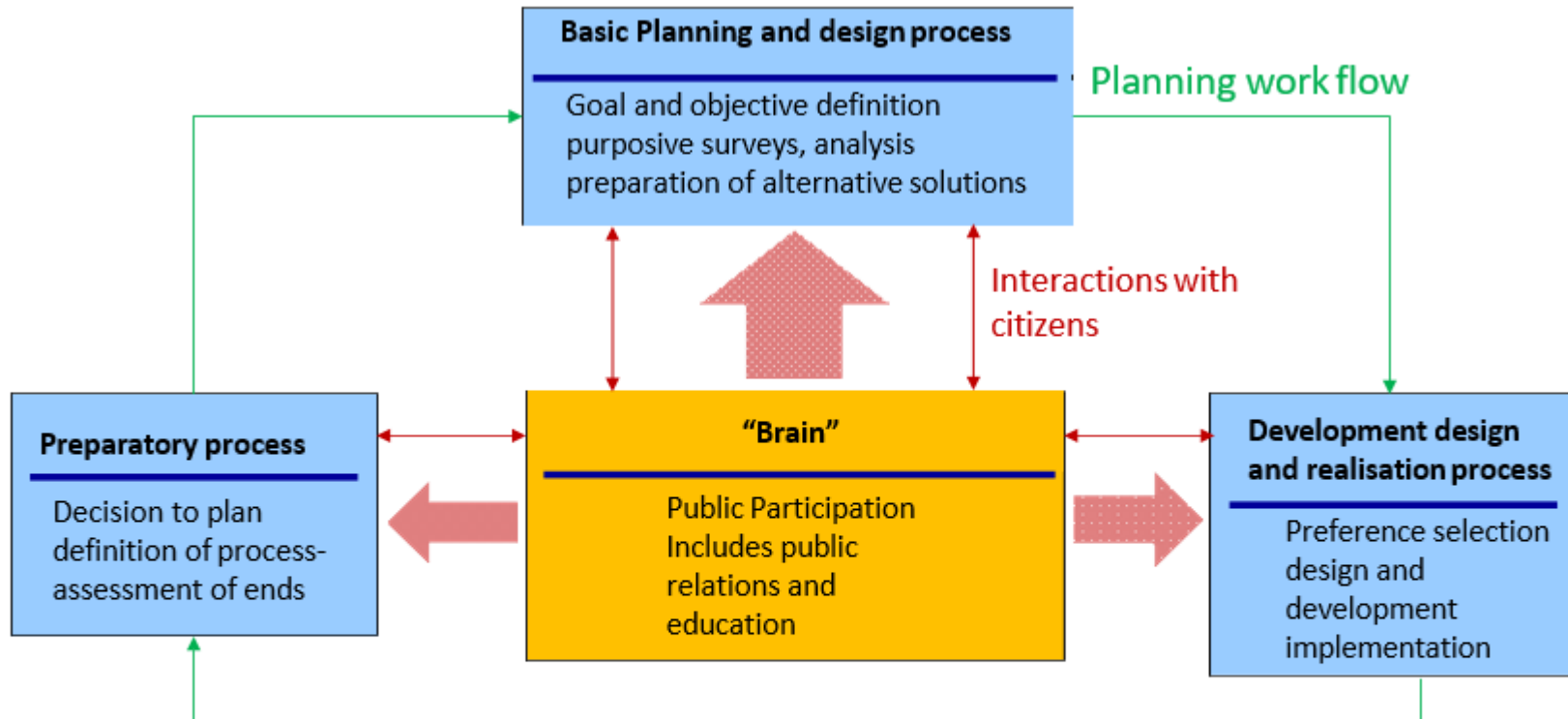
Participatory planning models

- The Lichfield Model: DGP/Master Plan 1998



Participatory planning models

- The Travis Model



Brain: a vital part of the body: sending signals to express needs, concerns, etc.

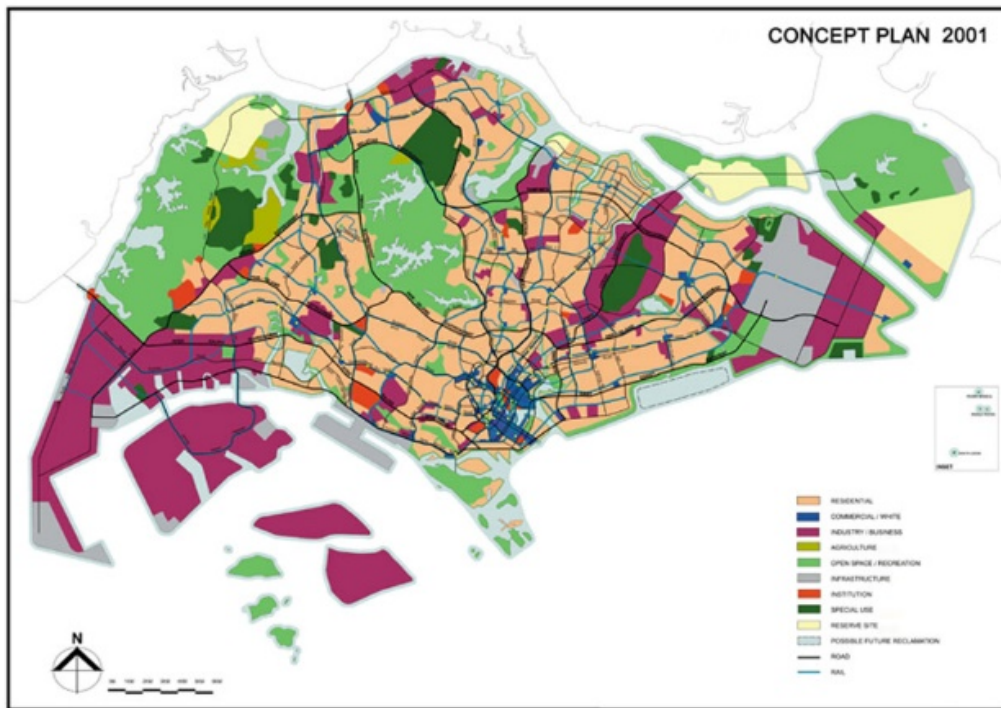
- provide knowledge for action, sensitive to needs at all stages
- require mindset change regarding the supreme role of planners.
- Planners still make the plans but community plays an important role in supporting/informing the planning process

Participatory planning models

- The Travis Model (cont'd)
 - Involvement by: public relations education, user research or private sector activities
 - Brain: a vital part of the body: sending signals to express needs, concerns, etc.
 - Provide knowledge for action, sensitive to needs at all stages
 - Planners still make the plans but community plays an important role in supporting/informing the planning process
 - Require mind set change regarding the supreme role of planners

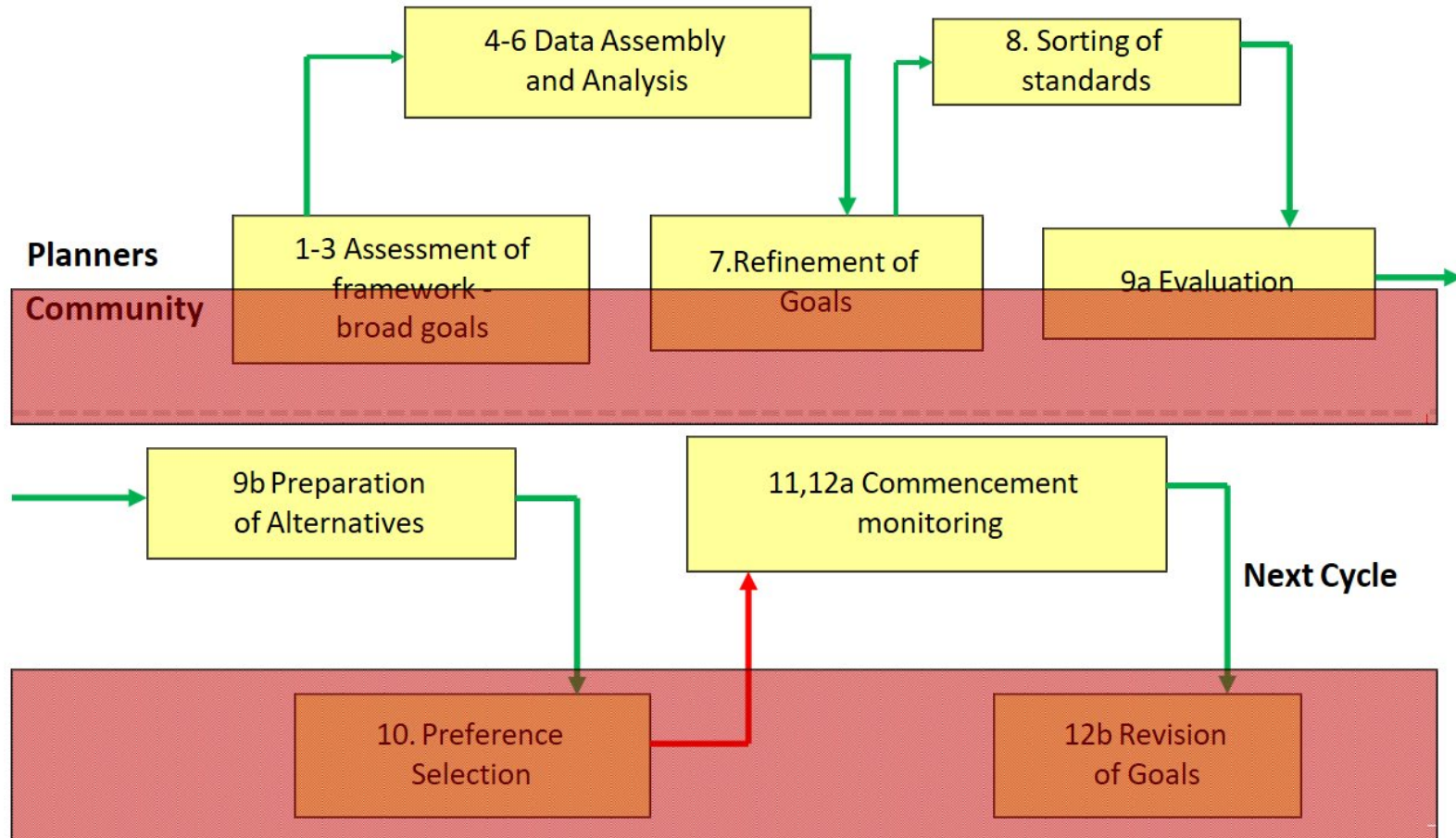
Participatory planning models

- The Travis Model: Concept Plan 2001
 - Does involvement of focus groups count as Travis Model?



Participatory planning models

- The Roberts Model



Participatory planning models

- The Roberts Model (cont'd)
 - Involvement at the stage of: goal specification and refinements; selection of alternative policies and programmes
 - Clear distinction of roles of planners and citizens, understand that certain processes require expert knowledge and inputs
 - Essentially, citizens select the final plan, and take full responsibility for its choice
 - Goals can be reviewed in future if found to be unsatisfactory

Participatory planning models

- The Roberts Model: planning Marina Bay
 - The “white sites” approach and master developer project: let the market make the final decision
 - Master developer project: designing, bidding and developing for a group of land parcels with more flexible development control guidelines (e.g. Suntec City)
 - Counter-argument: is this really “participatory planning”?



Participatory planning models

- Summary
 - The means of establishing public participation are many and varied
 - No one single technique is likely to be adequate and a combination of several is often more effective
 - A successful public participation programme should be designed to:
 - be integral to the planning process
 - focus on its objectives
 - function within available resources of time, personnel and budget
 - be responsive to the citizen participants

Participatory planning models

- In operational terms, a program of public participation or engagement should...
 - Define the goals and objectives for participation
 - Meet the legal and political requirements
 - Identify the concerned public and delineate the roles and responsibilities for public participants
 - Define the various levels and means of participation in the context of the various stages of the planning process
 - Work within available resources of time, personnel and budget

Problems, pitfalls and conclusion

- Problem and pitfalls
 - Time consuming, costly and result in slower and less efficient planning
 - Less budget for implementation of actual projects
 - There can be communication gaps between planners and public, e.g. language, nomenclature, attitudes, expectations and philosophies
 - Issue of legitimate representation; low level of participation, especially among lower- income groups
 - Lack of awareness or understanding of planning issues, and fear of untried solutions or repercussions
 - Worse decisions if heavily influenced by interest groups/lobbyists

Problems, pitfalls and conclusion

- Problem and pitfalls (cont'd)
 - Low level of expectations due to negative past experiences in public participation, e.g. high aspirations but little results
 - may backfire and undermine the role of elected local politicians as the people's representative
- Nevertheless ...
 - The role of public participation as a necessary component in urban planning has generally been accepted
 - It is no longer viewed as purely symbolic but as an integral part of democratic decision-making in urban planning matters