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/CITIZEN PARTICIPATION
IN THE
DESIGN PROCESS
OF
PUBLIC PLAZAS/

by

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PUBLIC PLAZAS

TIMOTHY S. RORVIG

1986

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CHAPTER ONE

INTRODUCTION

Problem Statement

Downtown plazas, and related urban design projects such as downtown pedestrian malls and shopping arcades, are spaces which represent various characters designed to serve well-defined functions. These spaces are vital to the social and economic life of the city.

However, in the past half century, the rapid expansion of our cities has led to the neglect of our downtowns and associated urban open space. This neglect has played a major role in the deterioration of our urban environment. As a result of this deterioration, the downtown business core has lost much of it's drawing power. In order to restore these areas, steps must be taken to eliminate ugliness and to create an attractive environment.

With todays tight economic atmosphere, urban design projects such as downtown plazas are becoming, in many instances, the core of downtown revitalization. As a result, these projects are

becoming more than just "beautification" projects. Among other things, they are a means of displaying civic pride. Therefore, the design approach to these projects should place an increased emphasis on the inclusion of citizen participation in the design process.

While the issue of citizen participation continues to grow, its implementation in the design process is sometimes vague and ambiguous. Studies in the past have looked at techniques and functions associated with citizen participation, but it is only in recent years that any direction has been given to designers who seek to improve their efforts to include it in the design process. Designers have often wasted time and money as a result of their uncertainty of how to include citizens in this process. Not understanding citizen participation and the techniques involved in using it becomes frustrating to citizens and designers. As a result, their efforts are often times ineffective.

This study examines the role of citizen participation in the design process of downtown plaza projects in three midwestern cities. As part of this study, the participatory techniques used were analyzed, and the effect of the citizen participation on the final design was examined.

Importance of the Study

This study is significant to both professionals and those citizens who may serve to represent the client. The design professional can benefit from this study by gaining an understanding of how citizen participation can be used as a

"tool" in the design process. The application of various participatory techniques can be made more efficient if goals and objectives concerning the project are identified. This study will also provide information which may help in reducing costs, both monetary and personal, to those participating.

By having this information, professionals can play a role in educating the public sector about citizen participation and the factors involved in such a process. This will result in better communication between the professionals and the public, which should reduce frustrations on both sides. This study is based on the assumption that if citizen participation is understood by those involved in its application, then there is a greater chance of generating involvement and developing community support and acceptance of the project.

Objectives

The primary objectives in this study are as follows:

1. To identify public participation techniques that were used in the design process of downtown plaza projects in various mid-western cities.
2. To identify ways in which citizens were asked to participate in the design process.
3. To examine the relationship between participatory techniques and those who participated:
 - a. What are the similarities and differences between the techniques of the different case studies?
 - b. What are the similarities and differences among citizens who participated in the project?

- c. Where did the citizen participation occur during the project?
 - d. What were the beneficial aspects, as well as the liabilities, of citizen participation?
4. To draw conclusions about citizen participation that can be informative and/or applied in other related projects.

Scope of Study

This study looks at citizen participation as it relates to the citizens involved and the projects they were asked to participate in.

This study does not take into account:

- * economic and marketing factors associated with the projects.
- * outside political influences associated with the projects.
- * determining whether or not the projects being studied were successes or failures.

This study does not concentrate so much on what was physically implemented, but how citizen participation may have affected the final design of the projects.

Methodology

A case study method of research was used in this study to achieve the aforementioned objectives. Three projects from three midwestern cities were chosen for analysis. Information was be collected describing the citizen participation which occurred in each instance. Surveys and literature searches were

the primary means of data collection. Once the citizen participation was described, it was analyzed and compared in terms of the techniques used, their effectiveness, the attitudes of the participants toward participation, and what type of people took part. Conclusions were drawn about the role that citizen participation played in the particular projects. Finally, recommendations are made to professionals and citizens who might become involved in future projects.

Chapter Outline

Chapter two, the Literature Review, includes background information about public participation: its history, complexities, applications, and the efforts being made to include it more in the design process. Public participation will be discussed, combining a number of studies conducted by people familiar with the process. Other issues of citizen participation are covered, such as techniques involved, the role of the design professional, and the limitations associated with its application.

Chapter three will contain a detailed description of the methodology used to achieve the research objectives.

Chapter four will review the plaza building movement and examine the role that citizen participation can play. This chapter will also describe three different downtown plaza projects located in the midwest and the citizen participation which was a part of each design process.

Chapter five will describe the survey data collected and compare the projects to each other in terms of techniques used,

effectiveness, participants attitudes toward their participation and the type of people that participated. Comparisons will be drawn that will serve as a basis for conclusions and recommendations.

Conclusions will be discussed in chapter six. Recommendations for future research will follow as will the references and appendices.

CHAPTER TWO

Literature Review

Professionals (architects, landscape architects, urban designers and planners) concerned with the built environment have increasingly addressed, in recent years, the principle of citizen participation in design (Sanoff, 1978). One reason for this concern is the recognition, on the part of the professional, that plans and designs created without meaningful citizen input are often times greeted with apathy or even hostility. Equally important is the increased sensitivity to the need for the design process to reflect the values of those for whom the design is intended (NAHRD, 1977).

As a result, a greater number of professionals are including citizens in the design process in an effort to find the most beneficial ways to combine design criteria into a workable scheme. Citizens are encouraged to influence those decisions that give color, texture, and other visual attributes to the eventually constructed space (Sanoff, 1978).

Interest in citizen participation is not rooted in

romanticism about human involvement but rather in the recognition by professionals that users have a particular expertise different than that of the designer. This expertise needs to be integrated into a design process that concerns itself with environmental quality and change (Ramati, 1981).

Complex Issues

While citizen participation is welcomed by many landscape architects, the actual carrying out of citizen participatory design processes often remains mere rhetoric (Sanoff, 1978).

Including citizen participation in the design process involves a number of very complex and detailed issues. Pressures of budget, time, organizational issues, and sometimes inexperience takes a toll. Landscape architects with good intentions often abandon the citizen participation process for more traditional problem-solving approaches (Johnson, 1978). As a result, excellence is not easily achieved. Researchers examining earlier citizen participation programs have found, "As with most complex social phenomena, determinants of success were highly situational." (Marshall, 1977) The leadership of a particular mayor; the presence of a group of highly motivated citizens; the composition of a community's population; the city size - all these conditions enter into shaping the character of local citizen participation efforts.

Another reason citizen participation is so complex is the fact that participation requires a shift of power. This shift of power occurs when landscape architects are asked to share their knowledge with the public sector. Participation by the public

means that professionals who have spent years acquiring their technique and expertise, must share their knowledge with citizens who, for the most part, are untrained and unskilled in the areas of design, construction, planning, etc. (NAHRO, 1977).

When including citizen participation, landscape architects often find that they must make citizens aware of a design process that are totally unfamiliar with. Program information must be provided to citizens who, often times, are not familiar with the language or methods used by landscape architects (Sanoff, 1979).

Participation is also a complicated matter from the citizens point of view. Citizens may often times wish to present options or alternatives to designers without knowing how to go about it. Furthermore, citizens seldom get paid for their efforts and must absorb the costs which might be incurred (NAHRO, 1977).

Citizens will join together if it is clear that change can and will occur. Participation can function if it is directed, and a sense of achievement is experienced by those who become involved. When there is a lack of guidance through a design process, citizens often disassemble, and subsequently cannot achieve the broad goals that originally united the group. Ultimately, they may achieve nothing for their efforts (Gitell, 1980).

Despite the problems associated with citizen participation in the design process, it is clear that citizen participation in public programs is here to stay (NAHRO, 1977). Landscape architects, as well as citizens, will have to learn ways to use the process well. At a past meeting of the American Institute of Planners, Mitchell Sviridoff, vice-president of the National

Affairs Division of the Ford Foundation stated: "The issue is no longer **whether** the public is to be involved, but **how** it will be involved. It is no longer a matter of the willingness of planners and designers to compromise, but rather whether proposed trade-off is appropriate to the needs of a set of constituents and consistent with getting the job done." (Marshall, 1971).

It is important to note, however, that there is not one strategy or form of citizen participation which can be described as best. What works well in each situation is unique, with a different set of programs, issues, and an infinite variety of political factors. Landscape architects must work at learning the nature, needs, and goals of their clients. Landscape architects must work with the leadership of the community and understand the political process so that they are able to seek out potentials for coalition and compromise (Gitell, 1980).

Past Studies

Participatory Efficiency. In an effort to better understand the role of citizen participation and its potentials in the design process, a number of studies have been conducted to explain the complexities which are involved. Several writers (Levin, 1972; Smith, 1973; Bailey, 1975) have expanded on the aspect of efficiency in citizen participation. Levin (1972), for example, examined professional practice in detail. He listed a number of ways in which professionals can generate a commitment, by their office, to a particular course of action. In doing so, the landscape architect can contain the inclusion of citizen participation on a project to well-defined limits.

Smith (1975), on the other hand, adopts a systems view and views citizen participation as a way of contributing to the adaptivity and stability of our social system.

Bailey (1975), having conducted one of the more current studies, adopts the long term view that citizen participation can be seen as a process of 'educating' citizens towards views that are based on various consensus within the profession (Benwell, 1979).

All of these studies emphasize the role of knowledge. Citizen participation is viewed in relation to the level of the exchange of information that occurs during the design process. These writers emphasize the exchange of information in the design process regardless of whether the information is about the nature of the design process, the tasks which landscape architects undertake, or about the weight of importance which citizens attach to different proposals or options (Benwell, 1979).

Participatory Democracy. While some writers have focused on the aspect of efficiency in citizen participation, others have expanded upon issues regarding participatory democracy. These writers emphasize power and the citizens capability to produce intended effects by influencing decisions. Arnstein (1969), writing on the American planning participation movement, stresses that any dialogue between a professional and the public inevitably involves power. This view emphasizes citizen participation as a learning process in which citizens gradually become less alienated from developed systems of decision making (Benwell, 1979). In short, public awareness is developed through participation,

and the reward for participation is power (Sanoff, 1978).

These two views of the role of citizen participation prescribe entirely different approaches to its' inclusion in the design process. They encompass opposing views of government systems and social order. This point was the subject of a later study on citizen participation by Thornely (1977). Thornely attempted to bring these two views together by developing a framework which took theorists (Bailey, Levin, Smith, Arnstein) on citizen participation and related the degree of social change they assume to the degree of citizen participation they invoke. This relationship was examined in greater detail in an effort to determine potentials for citizen participation in the design process (Benwell, 1979). When applied to the profession of landscape architecture, this study provides different perspectives on the nature of the design process, the role of the landscape architect in that process, and the relationship between citizens and professionals in the decision-making process.

Characteristics of Participatory Techniques

From these studies, it can be deduced that the various techniques of citizen participation can be expected to involve three elements:

(1.) A pattern of communication or information exchange.

Within the complexity of the potential types of participatory techniques available to the landscape architect, it is possible to identify three basic forms of information exchange; information giving, information gathering, and more complex examples involving multiple feedback. As Hester

(1975) points out, these forms of information exchange can be considered to be interrelated, whereby higher levels of interaction are dependant on simple transactions having first taken place. Different techniques for involving citizens tend to be associated with each of these types of information exchange. (See Fig. 2.1: The Relationship of Specific Participation Techniques and the Type of Information Exchange Involved on the following page.)

(2.) A set of power relationships between various participants involved in the decision-making process. Erber (1977) in his writings on citizen participation suggest that it is possible to define the public in terms of three groups:

- a.) those citizens with specific concerns (i.e. monetary, developmental, special interests);
- b.) citizens interested in participation as a means for improving the quality of their environment; and
- c.) the 'non-joiners' (the majority perhaps?) who require more direct and positive contact if their involvement is to be obtained.

Often times, the landscape architect will find that those citizens with specific concerns are usually far better represented in the design process. The attempt to involve the latter group, however, will be directly related to the participatory technique employed by the landscape architect. In an effort to bring together these relationships, the landscape architect must assume a leadership role in the design process, and employ a technique that reduces conflicts that may occur as private interests are weighed

THE RELATIONSHIP OF SPECIFIC PARTICIPATION TECHNIQUES
AND THE TYPE OF INFORMATION EXCHANGE INVOLVED

	Information Dispersal	Information Gathering	Interaction
Arbitration/Mediation Planning			●
Charrette			●
Citizens' Advisory Committee	●		
Citizen Referendum	●		
Citizen Representatives	●		
Citizen Review Board	●		
Citizen Surveys	●		
Consultant Assistance	●		
Group Interviews	●		
Game Simulations			●
Group Dynamics			●
Interactive Cable TV			●
Media-based Balloting		●	
Meetings - Community Sponsored	●		
Meetings - Neighborhood			●
Meetings - Open Informational	●		
Neighborhood Planning Council			●
Public Hearing	●		
Public Information Programs	●		
Random-selected Participation Groups			●
Short Conferences	●		
Task Forces	●		
Value Analysis	●		
Workshops			●

● Principal use

Fig. 2.1

against solutions which are "better" for the people. (Gitell, 1980).

(3.) An underlying view of the tendencies of the social structure within which the landscape architect and the citizens are located. It might be expected that the level of citizen response is influenced by the ways in which the landscape architect have acted (i.e. that a more intense informing and eliciting process will lead to a greater tendency for citizens to fill in questionnaires, participate in surveys, or to offer opinions and alternatives). It is, however, extremely difficult to measure these things. For example, in some social structures measures of citizen participation will tend to emphasize written response and to underestimate the impact of verbal input. In particular, landscape architects employing participatory techniques such as hearings, workshops, etc. may discover inadequate citizen participation when they made no attempt to register attendance levels.

Application in the Design Process

At this point the discussion of citizen participation becomes problematic for a number of reasons. One of these reasons is the fact, as Thornely (1977) noted, no clear position has ever been formulated on the role and purpose of citizen participation. While the issue of citizen participation continues to grow, its inclusion in the design process is often times vague and ambiguous. Landscape architects working to implement citizen participation in the design process find few standards that indicate the

form that participation should take or how to distinguish between the quality and quantity of the participation that is required. For many landscape architects there is confusion over how to involve the public and how to measure the effectiveness of involvement assuming that involvement can be generated (NAHRD, 1977). As a result, citizen involvement continues to be interpreted in a variety of fashions.

Additionally, the design process itself is made up of a varied set of processes, since it covers a great range of interrelated decision areas. This compounds the problems which result from the need to make choices in an uncertain situation (Gitell, 1980). For these two reasons it is no surprise that landscape architects have faced the task of involving the public in a variety of ways.

Although a number of individual case studies now exist, it remains very difficult for the landscape architect to relate these cases to one another through the use of any accepted set of descriptors. Any advance in the discussion of citizen participation would appear now to be dependant on our ability to describe individual cases in an agreed upon set of terms (Benwell, 1979).

Participatory Techniques

At this point, it is necessary to ask whether there are any obvious common characteristics in terms of the participatory techniques being applied in the design process. In any discussion of the design process it is important to relate participatory techniques to the process of decision making and to look for

Differences in the design process that result from this relationship (Benwell, 1979).

Today, there are a variety of citizen participation techniques available to the landscape architect. Some are as familiar as the advisory committee, while others may be as unfamiliar as the use of computers to determine citizen needs and priorities. Whether the techniques are old standbys or new methods, they all possess common characteristics.

First, landscape architects need to recognize participatory techniques as "tools". As is the case with other kinds of tools, much depends upon how they are used.

Secondly, it is important that professionals recognize that any participatory technique serves only limited functions. For example, a survey does not give citizens an opportunity to gather new facts, discuss alternatives, and make different choices; a public hearing does not give everyone a chance to express his or her views.

It is also important to realize that citizen participation techniques serve different functions for the designers and for users of the design. Judy Rosener of the University of California at Irvine points out that while a particular technique may be an easy and inexpensive way for a landscape architect to relay information to the public, it may be an unsatisfactory way for the public to get an understanding of a complex design process (Gitell, 1980).

The preceding paragraphs have pointed out that participation needs vary when viewed in terms of function. Marshall (1977) points out that landscape architects need to

choose a strategy that will best meet the requirements of as many citizens involved as possible. Marshall's study reveals that this approach is rare. What usually happens is that a well known technique, such as the use of an advisory committee, is employed as a means of satisfying the need for citizen involvement. It is simply assumed that those citizens who wish to participate will do so. As a result, little thought is given to the fact that the participation needs of the landscape architects and the citizens involved may be quite different (Gitell, 1980).

When citizens' needs are not met, they become dissatisfied. This dissatisfaction can easily turn to distrust, apathy, and even anger. Frustration resulting from the inclusion of citizen participation in the design process, or the lack thereof, is not limited to the public; it is equally frustrating to landscape architects, but for different reasons. While the public may become frustrated because citizen participation often times occurs too "after the fact", landscape architects become frustrated when they find citizen participation difficult to understand and impossible to predict the direction participation might take (NAHRQ, 1977).

In an effort to eliminate some of these frustrations a study was recently conducted by Arthur D. Little in which Mr. Little developed a Technique/Function matrix concerning citizen participation (see Fig. 2.2: The Technique/Function Matrix on the following page). Although the matrix does not solve the problems associated with citizen participation, it is very effective in reducing frustration levels for landscape architects. The matrix

THE TECHNIQUE FUNCTION MATRIX
developed by Dr. Arthur Little, 1977

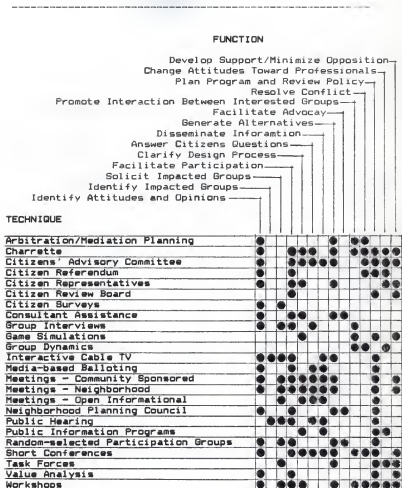


Fig. 2.2

helps define participation technique choices so that techniques can be chosen in terms of the functions they perform and their potential effectiveness. It is important to note that many factors contribute to the success or failure of any specific technique. The decision to employ any technique, or combination of techniques must be accompanied by an appraisal of the context within which the participation takes place. From this point, the focus of this study will be on those participatory techniques.

CHAPTER THREE

METHODOLOGY

In order to focus on participatory techniques applied in the design process, surveys were employed as the research tools to accomplish the research objectives stated in Chapter One. Issuing these surveys permitted the collection of information regarding citizen participation which was more specific than data which could be generated using other research instruments. Information obtained through surveys cannot reflect all of the information critical to citizen participation programs. However, this approach does allow professionals and citizens to learn from the experiences of others and these, both successful and unsuccessful, are described in this study. A detailed description of the research method follows.

The research for this study was carried out in three phases as follows:

1. Research design phase. The generation of a methodology and the development of the research tool to be employed in the study of citizen participation.

2. Data collection phase. Application of the research instrument to collect data on citizen participation in the design process.

3. Analysis and synthesis of data obtained. A comparative and descriptive analysis of the different participatory techniques employed during the design process of selected downtown plazas.

Research Design

The research design phase began by obtaining information pertaining to the citizen participation that may or may not have occurred in eleven (11) downtown plaza projects. These projects were the basis for a study conducted by Ms. Kim Sorenson (Sorenson, 1985). While Ms. Sorenson focused on the physical form of these spaces, it was the research intent of this study to examine the citizen participation associated with the design process of each project. The projects examined were:

- First Bank Plaza - Chicago, IL
- Hennepin County Government Center - Minneapolis, MN
- Bartlett Square - Tulsa, OK
- Fountain Square - Cincinnati, OH
- Peavey Park Plaza - Minneapolis, MN
- Monument Circle - Indianapolis, IN
- Heritage Park - Wichita, KS
- Mears Park - Minneapolis, MN
- Loring Greenway - Minneapolis, MN
- Oppenstein Brothers Memorial Park - Kansas City, KS
- The Green - Tulsa, OK

One problem with investigating citizen participation is that design professionals often perceive similar techniques and processes in different ways. Similarly, citizens many times interpret their participation to include different activities. To minimize this effect, information was obtained from both the

professionals who were in charge of the project, and those citizens identified as having been directly involved in that project's design process. This decision was based upon the assumption that these professionals would have firsthand knowledge or at least opinions built on fact about the type and value of the participatory process used. At the same time, these citizens helped to describe the role they played in that process.

Project Selection. The projects utilized were selected based on the following criteria:

1. Location of the city. Projects had to be located within the region identified by Zelinsky as the cultural midwest (Zelinsky, 1980).

2. Inclusion of citizen participation in the design process. Citizen participation was defined as the process of involving private citizens and organized groups in the design process. The process provides for the inclusion of input during the design process and provides for the inclusion of active groups of citizens to represent the public's interest in controlling development and helping to preserve and improve the area (NAHRD, 1977).

3. Location of the plaza within the central business district of the city. Plazas used in this study were defined as gathering spaces within an urban context which are open to the sky above, front upon the street or sidewalk, and function for public use (Zweig, 1980).

4. Projects must have been publicly funded.

5. A population of more than 250,000 residents. This is the figure considered by the U.S. Census Bureau to be the division of a standard metropolitan statistical area.

6. Access to the design professionals and citizens who served as participants in the design process. It was important to be able to locate people willing to participate in this study.

A letter was forwarded to the offices which designed these downtown plazas explaining the researcher's interest in their particular project. Accompanying that letter was a copy of the Technique/Function Matrix developed by Dr. Arthur Little in 1977. (See Appendix A: Cover Letter and Technique/Function Matrix.)

The offices were asked to identify any techniques on the matrix that they may have employed in the design process. On the following page, Figure 3.1: Participatory Techniques Used in the Design Process illustrates the different participatory techniques that were said to have been included in the design processes of the selected projects.

Of the offices responding, the majority of them employed participatory techniques which were very informal. As a result, specific references to how the citizen participation may have effected the project or been perceived by the public could not be made.

However, three projects were identified as having had considerable public input. In these projects, specific participatory techniques were employed to include the public during the course of the design process.

The three projects selected for this study were Fountain

Square in Cincinnati, Ohio, Bartlett Square in Tulsa, Oklahoma, and Heritage Park in Wichita, Kansas. Detailed information about these projects and the citizen participatory processes which were employed will be discussed in Chapter Four.

PROJECT

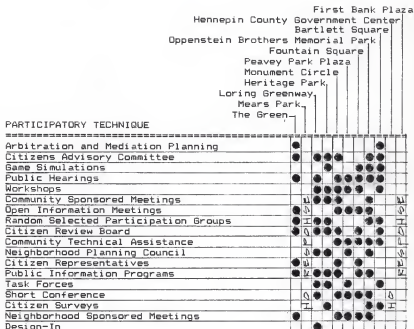


Fig. 3.1: Participatory Techniques Used in Design Processes

This concluded the first part of the research methodology. This design development phase was both a general learning process for the researcher and a research design generating procedure. This phase of the research served to:

1. identify projects and participatory techniques to be examined in this study.

2. identify operational definitions associated with the research.

3. determine the most appropriate research tool to employ for further data collection.

4. increase the researcher's awareness of practices in citizen participation in preparation for the interpretation of data in the final analysis.

Data Collection

Survey Development. Surveys were developed for both the professionals and citizens in order to obtain specific information regarding the citizen participation that occurred with each project (See Appendix B: Cover Letter and Professional Survey and Appendix C: Cover Letter and Citizen Survey.) Questions were asked as yes/no, multiple choice, and short answer in an effort to obtain answers that would permit easy analysis. Specific topics regarding citizen participation were covered in the surveys, including the form the participation took, attitudes toward the participation process, effectiveness of the participation, and personal information about the participants.

Once it was determined what participatory techniques were applied during the design process, questions about the form the participation took were addressed. These questions included organization and initiation of the participation, when the participation was included in the design process, the types of responses solicited from the participants, and whether or not

other professionals were included in the process. These questions were designed to identify the various methods by which input was obtained from citizens. Identifying these methods revealed participatory processes more efficient in terms of time and effort.

The second section of the survey was designed to examine the people's perception of the citizen participation that occurred during the project. Items addressed include whether or not public opinion was adequately represented, whether that participation made a difference in the design which was implemented, whether citizen participation helped to create community support and whether the participation was helpful in resolving conflict associated with the project.

Attitudes toward citizen participation were then covered in the third section. Feelings about the participatory experience, reasons for participating, and whether or not the community's needs were adequately considered were major topics addressed.

The final section of the surveys included questions which were directed at determining who was participating in these processes in terms of both citizens as well as professionals.

Pretesting the Survey. Once the surveys were developed, they were pretested with several Manhattan, Kansas citizens and professionals.

1. Citizens Survey. A preliminary survey and cover letter was developed and mailed to citizens in Manhattan who had been involved in the decision-making process of various Manhattan redevelopment projects - the Downtown Redevelopment, the

Southern Arterial, and the Riverfront Park Project. This particular sample was chosen because of easy access to survey participants and much time was saved by pretesting locally. Twenty-nine surveys were mailed during the first week of November 1985. Nineteen surveys, or 65.5 percent of those distributed were returned after ten (10) days. Based on a review of the pretested surveys, several revisions were made to the survey instrument (see Appendix B: Cover Letter and Citizens Survey.)

2. Landscape architects Survey. A similar preliminary survey and cover letter was mailed to various professionals throughout Manhattan, Kansas. These professionals, familiar with the decision-making process, were pretested in order to determine whether or not they understood what type of information was sought. Six surveys were mailed during the first week of November. All six surveys, or 100 percent were returned by the end of the week. Based on recommendations accompanying the pretested surveys, revisions were made. (See Appendix C: Cover Letter and Landscape Architects Survey.)

Refining the Survey. Once the surveys were pretested and revised they were given to three professors at Kansas State University. Two were faculty of the Landscape Architecture department, the other a research expert in the field of Statistics. Each was asked to review the survey for clarity, content, and form.

After this review, minor changes to the surveys were made. It was intended that both surveys serve as tools for gaining insight of those actually involved in a participatory process associated with a downtown plaza project. This insight aided

in the analysis of the successes and failures that were part of the participatory processes.

Survey Format. The survey questions (See Appendix B and Appendix C) were composed on 8 1/2" x 11" sheets. Both the four page citizen and landscape architect surveys were photocopied on the front and back of two 8 1/2" x 11" sheets. Personalized cover letters were printed on high quality 50 percent rag paper using a dot-matrix printer. The cover letters and survey forms were folded and packaged in a Department of Landscape Architecture envelope. A postage-paid self-addressed return envelope was provided with each survey. No follow up post cards were sent to non-respondents.

Selection of Survey Participants. In this study, both design professionals and citizens participated in the survey. The design professionals were contacted and briefly informed of the study and requested to cooperate. These professionals, in turn, supplied names of citizens who took part in the design process. In addition to the names supplied by the professionals, additional names were obtained through literature and newspaper searches. These professionals and citizens were then surveyed to obtain information about the citizen participation which was part of the design process.

Issuing the Survey. After the surveys had been refined and a final format was developed, survey participants were contacted by mail. The study and it's objectives were described to the participants and their cooperation was requested. Participants

were reminded that their participation was voluntary and that they could discontinue completing the survey at any time.

Project	Number of Landscape Architects Surveyed	Number of Citizen Participants Surveyed
Heritage Park - Wichita	2	26
Bartlett Square - Tulsa	3	24
Fountain Square - Cincinnati	2	18
	7	68

Table 3.1: Number of Landscape Architects and Citizens Participants Surveyed

On November 12, 1985, sixty-eight (68) survey packages were mailed to citizens identified as participants in the design process of specific plaza projects previously identified. A return rate of 76.4 percent was achieved by the end of November, with fifty-two (52) forms returned by November 30th.

In addition, on November 24th, seven (7) survey packages were mailed to landscape architects associated with the same three projects. A return rate of 85.7 percent was achieved by the middle of December, with six (6) forms being returned by December 17th.

While the majority of data collected for each project was obtained through the use of surveys, there were three additional sources of information used to examine the citizen participation.

1. Photographs and basemaps. These were collected to record the design which was implemented as well as the projects location in the business district. This information provided

graphic illustrations of the physical results of the design process which was employed and were used as visual aids in the description of the project.

2. Archival information. This was gathered by searching through local newspapers which were printed during the planning and implementation of the project. This was a valuable source for obtaining reliable lists of names and specific facts, such as funding for the project, planning stages, etc. The newspapers, being published daily, were able to provide a fairly accurate account of the role of citizen participation.

3. Phone conversations. These were conducted with major participants in the design process for each project. This information served several purposes. It was of immediate use in determining general dates and facts which facilitated the newspaper searches. These phone conversations uncovered many minor facts about the citizen participation not covered in the newspapers, such as how a project may have originated, what issues arose in opposition to the project, etc. Lastly, phone conversation information provided first hand accounts of major setbacks, problems, successes, and benefits of various aspects of the design processes. This insight was invaluable and was not to be found in the more factual, objective newspaper articles or uncovered in the surveys.

Data Analysis and Synthesis

The final phase of this research began with the organization and consolidation of the data obtained. This was conducted immediately after the surveys were returned to determine what

information had been collected, and if there were any conflicts in the information obtained from the different sources. If necessary, brief follow-up phone interviews were to be conducted in order to clarify the information that was received.

After the information had been gathered, it was analyzed. Analysis of the data was both descriptive and comparative. Analysis was first conducted on the citizens survey then similar analysis was done on the landscape architect's survey. Comparisons were then drawn between all the projects. Similarities and differences in the participatory processes were then examined.

Results of this comparative and descriptive analysis served as the basis for preliminary conclusions about citizen participation in the design process and recommendations for further study on the topic. The purpose of these conclusions and recommendations are to guide professionals and citizens who may become involved in participatory processes relating to similar projects.

Validity. The following steps were applied in the design of the research in order to limit any threats to the validity of the survey data.

1. Variables were defined. So this study might be replicated in the future in an equal context, variables effecting this research were specifically defined.

2. Surveying the sample. The citizens and landscape architects as a group, were presented identical cover letters, survey forms and return envelopes.

3. Issuing the survey. For this study, surveys were conducted over a two month period, November and December, in 1985.

CHAPTER FOUR

Plaza Case Studies

Plaza Building Today

More and more cities are joining the plaza building movement. Their efforts predict a significant role for plazas in the city life of the future (Sargent, 1977). "This is a social phenomenon that's national in scope," says New York urbanologist and author William H. Whyte. "Cities have been hurt by the flight to suburbia, so now they're doing what they do best - offering large meeting grounds for people."

Plazas certainly are not a cure-all for urban blight, but they do make downtowns more pleasant. "They promote business and usually they're aesthetic," says David E. Stahl, executive vice-president of Urban Land Institute, a Washington - based information service for developers. "Probably nothing is more dehumanizing than walking block after block and seeing nothing but buildings built right out to the sidewalk."

Plazas and their equivalents have been around as long as cities have. When room isn't set aside for people in busy areas

to relax and congregate out of doors, they create such places themselves. In the old plazas, however, things were pretty much left to happen by themselves. The new plazas tend to be more self-conscious with planned events and activities (Sargent, 1977).

Among the events at Zeckendorf Plaza, the largest in Denver, are tennis matches, flower shows and jazz-band performances. San Francisco has its Union Square, Cincinnati it's Fountain Square (focused on in this study). The pride and joy of Kansas City is eleven year old Crown Center Square, featuring varied entertainment, ethnic festivals and grassy areas for lounging.

Criticisms

In many instances, however, citizen reaction to these plazas has been ambivalent. People are pleased that plazas have been built, but criticisms from planners and judgements by those who use these spaces reveal that most plazas do not meet our expectations (Jensen, 1981). There seems to be a difference between the plazas we build in reality, and the plazas people have in mind.

Unlike the Italian and Spanish plazas, the majority of our own new downtown plazas are in front of tall office buildings. Often times, these plazas are not the focus of the city. Instead, they provide smaller open spaces in dense commercial business districts.

Much of the plaza construction over the last decade has stemmed from the legal mechanism referred to as incentive zoning (Sargent, 1977). Typically, the developer of a new building is given incentives to move the building back from the property line

so the space in front may be "given" to the public. The city then allows the developer to build higher than zoning laws would otherwise permit. By this system the developer isn't simply being generous with his valuable land; he gets more square feet to rent and the city gets a plaza.

Editors of Inland Architect recently assessed the construction of downtown plazas and came to the conclusion that designs today tend to become high speed footpaths in which pedestrians are not invited to stay. This suggests that downtown plazas are in too many ways more like public relations gestures than urban spaces to use.

Plazas resulting from incentive zoning are architectural devices rather than a social device. These plazas focus attention on a building and tend to increase the private value of the real estate around it. The creation of a space for social exchange is secondary.

Today's designers and planners understand the physical ingredients that make a good urban plaza, and try to provide them; that is not the problem. The problem lies in efforts that are made in trying to include the public in the decision making process of these plaza spaces.

In a recent Seattle survey, in which members of the community were asked to express their concerns on how to improve plaza planning, design, and use, these people from the community listed citizen participation in design as their number one concern. People's needs can and should shape the physical and policy-related aspects of plazas (Miles, 1978). These citizens overwhelmingly agreed that this participation should result in

plaza guidelines and criteria.

For the purposes of this study, a plaza will be defined as an open or partially enclosed public space, specifically designed for active pedestrian uses and passive recreation and readily accessible to city sidewalks. The following sections describe the citizen participation which took place during the design process of three midwestern plazas previously identified. In each instance, a different participatory technique was employed and a different sector of the public represented.

FOUNTAIN SQUARE - CINCINNATI, OHIO
Participatory Technique: Citizen Review Committee

At the time of it's conception, the Working Review Committee was a totally new idea. Appointed by the City Council, the committee consisted of eighteen (18) citizens who represented the community during the design process of Fountain Square. Represented on this committee were the City Administration, as Steward of Downtown; the City Planning Commission; the Downtown Development Committee; and eight business leaders identified as not having a direct financial interest in the property surrounding Fountain Square.

The committee held meetings every two weeks with a consultant from the Architecture/Planning firm of RTKL. The consultant in charge, Mr. Archibald Rogers, presented proposals and design alternatives at each meeting. To assure that the participatory process would act logically on a heirarchy of decisions at an ever increasing level of detail, Mr. Rogers proposed a step ladder of design decisions. His intention being that when the highest rung of this ladder had been attained, all decisions critical to the design of Fountain Square would have been made. This rivals earlier design efforts for Fountain Square in which all designing had been completed before any decisions were made.

The ladder of design decisions described by Mr. Rogers consisted of: decisions as to the objectives of the design, it's strategies, it's concept, and the detailed design illustrating these concepts and setting dimensions for the elements of Fountain Square.

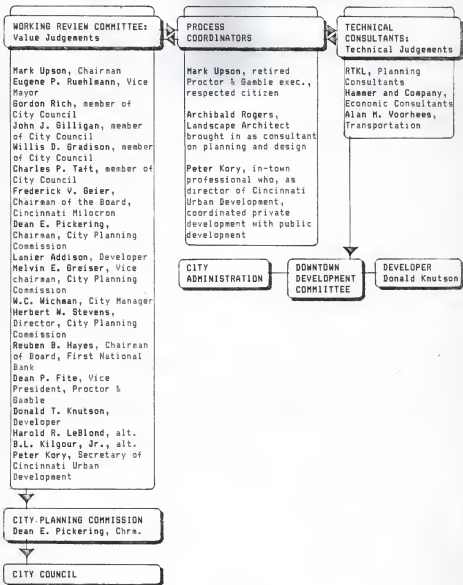
Putting this participatory process into motion, Mr. Rogers

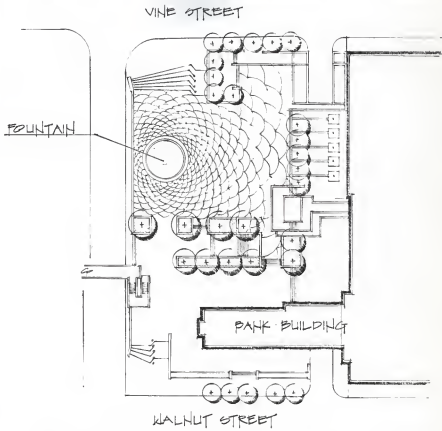
stressed the importance that clear choices had to be presented at each stage for action by the Working Review Committee. At each stage of the design process, the citizen participants were instructed to develop alternatives from the preceding decisions. At each stage, the project consultants were to give their technical recommendations, but the committee was free to accept or reject or modify these recommendations in arriving at it's own recommendations to the Council.

Since the Working Review Committee was a small working group, it could not give a direct voice to every downtown interest. For this reason, Mr. Rogers and the committee conducted a downtown interview program and an area survey. The interview program covered many of the downtown enterprises in the immediate vicinity of Fountain Square. These surveys and interviews were designed to give the planning consultants and the committee insights into the specific interests and needs of a cross section of the downtown enterprises and its users. These efforts were instrumental in guiding the committee in its role as community representative. Information obtained reflected preferences in design elements such as street furniture, the color and design of asphalt paving, sidewalk materials, general landscaping, and pedestrian circulation and crosswalk deliniation.

The result of this participatory process was that all the elements of the community were represented in the designing and decision making. In essence, the design was being approved as it was being developed.

CITIZEN PARTICIPATION FOR FOUNTAIN SQUARE, CINCINNATI, OHIO





FOUNTAIN SQUARE
Site Plan

BARTLETT SQUARE - TULSA, OKLAHOMA
Participatory Technique: Design Charette

The term, "charrette," is the French word for a cart. It has been said that architecture students in Paris used to jump on the cart sent by their school to pick up the students' final drawings at the end of the term. The students often completed their designs by continuing to work on them "en charrette" all the way to the school. This, "charrette" came to mean a final, comprehensive, and deadline oriented effort.

In Tulsa, Oklahoma Lawrence Halprin's office used participatory design charrettes during the design process of Bartlett Square. These charrettes were used as a method to develop a consensus toward the community's plans for an urban plaza in downtown Tulsa within a relatively short period of time. By using this participatory technique, citizens in Tulsa reached an agreement in five to six weeks to problems and issues recognized as being critical to the project.

The entire participatory process included a series of intensive planning sessions in which citizens, agency officials, technical consultants, and elected representatives participated. Although these sessions were goal oriented, they served to facilitate different viewpoints; assess community needs; gather technical data; generate proposals; explore alternatives; and finally reach a consensus on the final design for the plaza. In Tulsa, this participatory technique brought together many diverse groups in the community - real estate interests, bordering neighborhoods, political leaders, and those with special interests and concerns. Halprin's workshops held prior to the

design charrettes encouraged an exchange of ideas and issues designed to resolve differences and reach a common goal in terms of a design for Bartlett Square.

The entire participatory process initiated by Halprin's firm was conducted in five stages:

- Pre-Charrette (determined the issues surrounding a design for Bartlett Square and solicited charrette participants);
- Charrette Design (a committee was formed called Tulsa Unlimited that would decide on the issues to be addressed during the charrettes);
- Fact Finding (the identified issues were clarified and support data was generated);
- Design Charrettes (citizens were participants in "Take-Part" workshops in which a consensus was developed for a comprehensive design); and
- Implementation (Halprin's office guided the citizens in Tulsa in developing a strategy for following through with the design which resulted).

The ideas for this type of citizen participation was initiated by the Tulsa Urban Renewal Authority. In an effort to get the project underway, the Urban Renewal Authority requested a presentation by Halprin's office who had conducted successful participatory programs like this in the past. This success resulted from the belief that such design charrettes are critical to social design as well as physical design. Halprin's charrettes reflect the fact that urban planning is a social process and that people are suspicious of what urban planners, including landscape architects, deliver to them, because they, the people, have had

no hand in their creation.

Upon arrival in Tulsa, Halprin's representatives discovered that the Chamber of Commerce and Downtown Tulsa Unlimited had already identified definite goals related to the project. For this reason they proceeded quickly to the design phase.

During this phase - the second of five - a steering committee was formed and an overall planning strategy for the downtown plaza was defined. This steering committee was chosen to represent a balance of community interests and public agencies. Along with representatives from Halprin's office, this committee developed different task forces that would be associated with the charrettes. They were also responsible for planning the publicity surrounding the project and inviting additional citizen participation in the workshops.

Once the design issues were defined, the task forces were called upon to consider each of the issues that had been identified by the committee. At this point in the process, additional citizens were included to help make decisions about these issues.

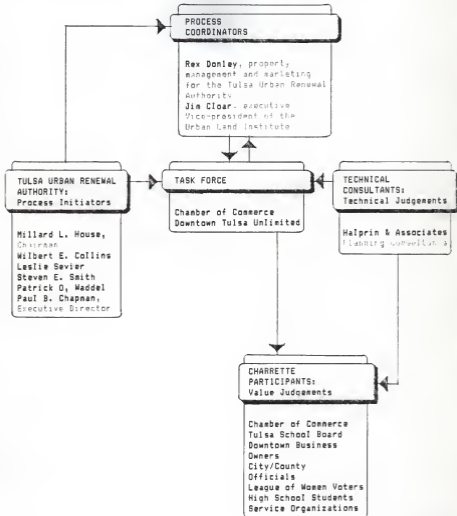
In addition to considering design issues, the task forces functioned in the selection of technical consultants. In Tulsa, these consultants helped citizens generate new ideas in regards to the design issues and were considered a resource for defining alternate solutions.

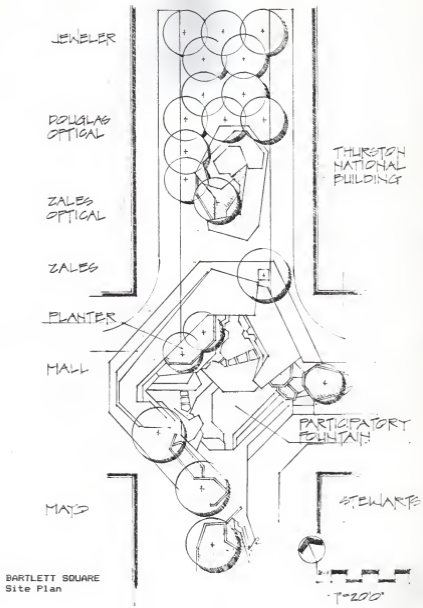
The actual "Take-Part" design charrettes pulled together all the groups, issues, and data into a workable design that was endorsed by both citizens and authorities. Halprin's office conducted three charrettes which ran as all-day sessions. These

sessions were designed to develop a feasible design out of the conceptual design developed for Bartlett square. It was in these charrettes that conceptual schemes were open to challenge by citizens participating in the design process. The participants were free to sketch, debate, scheme, and brainstorm before a final push by the project leaders for a commitment to an accepted design.

At the conclusion of the three "Take-Part" charrettes, the resulting design for Bartlett Square was prepared and published. People in Tulsa were given the opportunity to view the results of approximately six weeks of citizen collaboration. Public support for the project was overwhelming.

CITIZEN PARTICIPATION FOR BARTLETT SQUARE, TULSA, OKLAHOMA





BARTLETT SQUARE
Site Plan

HERITAGE SQUARE - WICHITA, KANSAS
Participatory Technique: Citizen Advisory Committee

Heritage Square is a small urban park which replaces a grim old police station and its related service alley. There is no pretense that this is a restoration of an earlier park. This space, however, is designed to create a Victorian environment compatible with the Richardsonian Romanesque style city hall building completed in 1892. Using contemporary construction methods and materials, careful attention was given to recreating Victorian details appropriate for this 1880-1890 era. One of the major environmental problems to overcome was the large bare concrete wall of the neighboring parking garage. This wall was visually depressing and reflected the heat in the afternoon. The design solution involved extensive plantings of vines to eventually create a great green wall as backdrop for this park. A bandstand was designed as the major focal point and this now dominates this space, rather than the wall. This project is an example of citizen participation from sponsorship through planning to fund-raising and finally to utilization of the plaza through the sponsorship of activities.

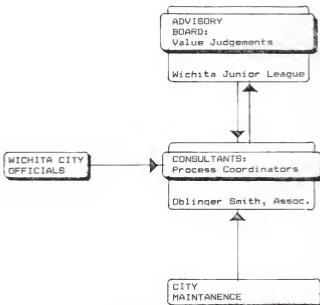
The citizen participation which took place in Wichita regarding Heritage Square was actually initiated by those who became involved. The Junior League of Wichita pursued the idea of becoming involved in the design of Heritage Square as a project commemorating that cities anniversary. Members of this service organization took it upon themselves to go to the city with its ideas regarding the space. The city was enthusiastic and encouraged the women to contact the local firm which was in

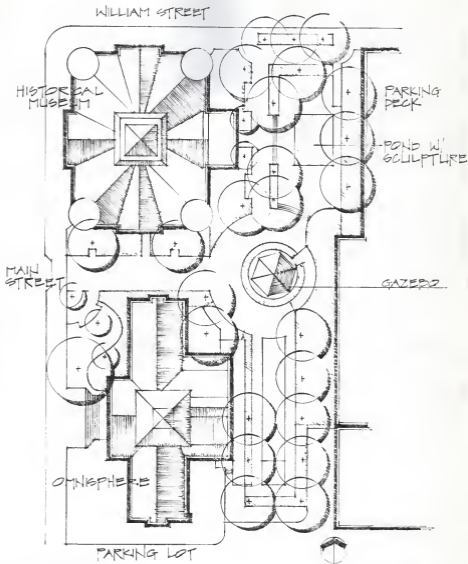
charge of the project.

Women who eventually became part of the advisory committee were volunteers. Professionals working with the women versed them in the steps necessary to achieve their desired results and worked closely with them throughout the process.

Throughout the duration of the design process the city kept out of the way while the committee raised funds and generated community support for the project. Upon completion, the city took over and still maintains the square for everyone to enjoy.

CITIZEN PARTICIPATION FOR HERITAGE SQUARE, WICHITA, KANSAS





HERITAGE SQUARE
Site Plan



CHAPTER FIVE

RESULTS

The results of this study have been organized into three sections. The first section reports the results of the citizens survey, the second reports results of the landscape architects survey and the final section represents a comparison of the participatory techniques being examined in this study - the citizen advisory committee, the take-part workshops, and the citizen review board. Results of each survey are reported with descriptive text as well as percentages and frequencies where applicable. The results are presented and discussed in the same order as the questions appear on the survey forms. The data is presented to show relative values of responses expressed in percent followed by the actual number of respondents in parentheses. (See Appendix B: Citizen Survey and Cover Letter and Appendix C: Landscape Architect Survey and Cover Letter.)

All questions were written specifically for this study, therefore there are no data available for comparison with the general population. The questions were all presented as either short answer, yes or no, or multiple choice.

Citizens Survey

Surveys were mailed to sixty eight (68) citizens having been previously identified as having taken part in the design process of one of these plazas. The surveys were mailed in November, 1985. Fifty two (52) surveys were returned for an overall return rate of 76.4 percent (see Table 5.1: Distribution of Citizens by Plaza Project).

Plaza Project	Part. Tech.	No. of Citizens Surveyed	No. of Returned Surveys	Percent Returned	Percent of all Respon.
Heritage Square	A	26	21	80.7	40.3
Bartlett Square	W	24	17	70.8	32.6
Fountain Square	R	18	14	77.7	26.9

A=Advisory Boards; W=Workshops; R=Review Boards

Table 5.1: Distribution of Citizens by Plaza Project

Participatory Technique. Participatory technique is a method of generating involvement in order to achieve a common goal. Many techniques have been identified (see Fig. 2.2 on page 19) as being useful in the decision making process. Citizens having been included in the design process of previously identified plaza projects were asked seven questions which pertained to the participatory technique they were involved with.

Question 1. Were you asked to provide any form of written response? Eighty five percent of those citizens working on Heritage Square, one hundred percent of those working on Bartlett Square and seventy one percent of those working on Fountain Square reported that they had provided a written response. These

High percentages indicate that all three techniques being examined can be viewed as information gathering devices.

Question 2. Were any consultants or specialists used in the participation activities? One hundred percent of those citizens responding from the Advisory Board associated with Heritage Square remarked that consultants had been used in conjunction with the decision making process. In addition, eighty eight percent of those connected with Bartlett Square and eighty six percent of those connected with Fountain Square also reported that consultants were included in the participation activities.

Fig. 5.2: Consultants used in Participation Activities

illustrates the consultants which were identified by the citizens surveyed.

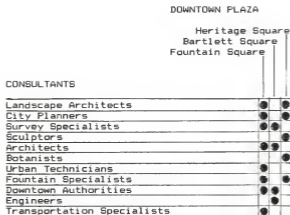


Fig. 5.2: Consultants Included in Participation Activities

Question 3. At what point during the design process was your participation requested? The most frequently reported phase of the design process varied from project to project. Citizens included in the design process of Heritage Square and Fountain Square felt there was an emphasis on the early part of the design process. On the other hand, those citizens involved in the workshops associated with Bartlett Square indicated that they were more apt to be included at various times throughout the decision making process. Not a single respondent noted their inclusion after the process was completed. Table 5.3 below illustrates citizen's perceptions of what point during the design process they were included.

Frequency			Breakdown of Design Process
Heritage Square	Bartlett Square	Fountain Square	
21	3	13	Early in the process
18	4	8	Late in the process
	16	10	Various times throughout
			After the process

Table 5.3: When Citizen Participation Occurred in the Design Process

Question 4. Were you asked to generate and discuss new ideas relative to this project? The majority of respondents associated with the different participatory techniques signified that they had. One hundred percent of the citizens associated with Heritage Square responded yes, as did eighty two percent of those involved with Bartlett Square and Fountain Square.

Question 5. Were you included in the discussion of various

project alternatives? Citizens involved in the design process of Heritage Square responded unanimously that they had and eighty two percent of those citizens involved with Bartlett Square also responded yes. Citizens sitting on the Review Board associated with Fountain Square however, were split on the issue. Fifty seven percent of the citizens agreed they were included in the discussion of project alternatives while forty three percent of the participants felt they had not.

Question 6. Did you participate in the identification of goals and objectives for the project? Again, citizens composing the Advisory Committee for Heritage Square all responded yes. Citizens included in the design process for Fountain Square also responded unanimously yes. Citizens taking part in Halprins workshops however, had mixed feelings. Forty seven percent of the respondents felt that they had been included in the identification of goals and objectives for Bartlett Square while fifty three felt they had not.

Question 7. Were communications clear as to who was in charge of the project? In all three survey groups, citizens significantly responded yes. Eighty one percent of the respondents from the Heritage Square Advisory Board, one hundred percent of citizens participating in the take part workshops for Bartlett Square, and ninety three percent of the citizens on the Review Board for Fountain Square reported that they were clear as to who was in charge of the design process.

A closer look at the responses received from the citizen participants regarding the role they played in the various participatory techniques revealed a number of things. First of

all, the fact that a written response was obtained from the citizen participants may indicate that professionals employed techniques which enabled them to gather information relative to the project. The fact that a large number of consultants were identified also indicates that professionals were aware of the areas which citizens may have been unfamiliar with.

It was very evident that the citizens were aware of when their participation occurred in the design process. While there seemed to be an emphasis in all three projects on the early part of the design process, not a single survey respondent indicated having been included after the process was complete (i.e. project implementation).

Survey responses also revealed that all three participatory techniques allowed for the discussion of project alternatives as well as the identification of goals and objectives and the discussion of new ideas. This collaboration on the part of the professionals may have been the reason all three survey groups strongly indicated that they were clear as to who was in charge of the project.

Participation Effectiveness. Participation effectiveness relates to the respondents perception that his/her actions have produced a desired effect. Survey participants were asked four questions (Questions 8-11) which pertained to whether or not the citizens involved made a difference in the final project.

Question 8. Do you feel that public opinion was adequately represented on this project? Citizens surveyed about the Heritage Square project and the Bartlett Square project all responded yes.

Seventy eight percent of the citizens seated on the Review Board for Fountain Square however, felt that public opinion had not been adequately represented.

Question 9. Do you feel that your participation in this project made a difference in the design which was implemented? All citizen participants surveyed for each project responded yes.

Question 10. Do you feel that the public participation helped to create community support for the project? Ninety five percent of those involved in Wichita, eighty eight percent of those involved in Tulsa, and one hundred percent of those involved in Cincinnati responded yes.

Question 11. Was your participation effective in resolving any conflict associated with the project? Responses to this question varied more than previous responses. In Wichita, slightly more than the majority, or fifty seven percent, felt that they had helped to resolve conflicts. Similar responses were received from citizens in Cincinnati where sixty four percent agreed they had been influential in resolving conflict. In Tulsa, however, seventy seven percent of the citizens involved in Halprins workshops reported that they had not been effective in resolving any conflict that may have been associated with Bartlett Square.

Responses regarding citizen perceptions of participatory effectiveness indicated a number of things. First of all, respondents were sincere in their feelings as to whether or not public opinion was adequately represented. The fact that those seated on the Fountain Square Review Board reported that public opinion was not represented the way it should have been,

indicates that it may have been the make-up of the board itself and not the technique which was employed that was the problem (i.e. special interests may have played too large a part).

Professionals working with the public would have been pleased with the fact that citizens agreed that their participation in the project made a difference in the design which was implemented. In the same respect, citizens were also very adamant about the fact that their inclusion in the design process helped to create community support for the projects.

Information obtained regarding whether the techniques employed were effective in resolving any conflict associated with the projects was rather inconclusive. The varied responses indicate that citizens held different opinions about what was considered a conflict and what was not.

Attitudes Toward Participation. Questions 12-16 were asked in order to summarize feelings citizens had about their citizen participation.

Question 12. Overall, do you feel that your participation in this project was a good experience? In Wichita, one hundred percent of the respondents signified that it was a good experience. Eighty six percent of the respondents from Tulsa, and eighty five of the respondents from Cincinnati also said it was a good experience. One of the citizens surveyed in conjunction with the Bartlett Square project disagreed however, by saying, "It took up too much time considering we (the workshop participants) weren't getting paid to help."

Question 13. Would you participate in similar projects in

the future? Have you participated in any projects since the one identified in this survey? For the most part, all people surveyed stated that they would participate in projects in the future and a large number had already done so. All the citizens included in the design process of Heritage Square reported that they would participate again in such a project and sixty six percent of them already had. Of the eighty two percent (14) in Tulsa who said they would take part again, seventy eight percent of those responding yes (11) had already done so. While seventy eight percent of the respondents in Cincinnati said they would participate again, only a handful or forty five percent of those citizens saying yes had been able to do so.

Question 14. Would you describe your desire to participate as specific, non-specific, or both? For the purposes of this study, specific referred to a concern for definite topics and specific interests associated with the project. A non-specific desire to participate meant that the participant was more concerned with the broader interest of trying to improve the quality of the downtown area. The frequency of responses varied (see Table 5.4 on the following page). In Wichita, only nine percent of the citizens on the Advisory Board reported having any specific interests in the project. The majority of those citizens participating were doing so with the broader interest of trying to improve the downtown area. In Tulsa, however, the majority of the citizens taking part in the participatory workshops were doing so for both specific, and non-specific reasons. Seventy six percent of the respondents associated with the Bartlett Square project reported having both specific and non-specific reasons

for becoming involved. Results were similar in regards to the Cincinnati sample. Members of the Review Board for Fountain Square indicated that seventy one percent of the board were participating for both specific and non-specific reasons.

Frequency			Reason for Participating
Heritage Square	Bartlett Square	Fountain Square	
	3	3	Specific, that is, concerned with definite topics and specific interests associated with the project.
19	1	1	Non-Specific, that is concerned with the broader interest of trying to improve the quality of the downtown area.
2	13	10	Both

Table 5.4: Reasons for becoming Involved in the Design Process

Question 15. Do you feel that a framework exists in your community that allows for citizen participation? Seventy eight percent of those on the Heritage Park advisory board, and one hundred percent of those seated on the Review Board for Fountain Square reported that they did feel a framework for citizen participation existed. In Tulsa, however, only forty one percent of those taking part in workshops agreed that such a framework existed. Brief descriptions, provided by respondents of the frameworks that existed emphasized the Chamber of Commerce and various branches of city government as being critical. Descriptions were very vague however, and specifics about the participatory frameworks were not obtained.

Question 16. Do you feel that as a result of your

participation, your community's needs were adequately considered by the designer? One hundred percent of the citizens on the advisory board, eighty eight percent of those taking part in workshops, and eighty five percent of the respondents from the review board reported that they felt the community's needs were adequately considered.

Considering that these projects have been recognized in their communities as being "successful" it was understandable that citizens identified their participation as being a good experience. It was also anticipated that they (the citizens) would participate in similar projects again in the future, given the opportunity to do so.

Given the unique make-up of the citizen groups associated with each project, it was no surprise that the Junior League in Wichita indicated non-specific interests for their participation and that members of the Review Board and the Advisory Committee reported having both specific and non-specific intentions. While all three groups were different, it was interesting to see that all participants reported that as a result of their participation their community's needs were adequately considered by the designer.

Demographic Information. Personal information was obtained in an effort to determine what part of the population had participated in the design process for the projects identified for this study.

Question 17. Are you male or female? The respondents were 46.1 percent (24) male and 53.8 percent (28) female. A closer

look at the different participatory techniques applied however, reveals some interesting facts regarding the makeup of the citizen samples involved in the different design processes. In Wichita, the advisory board for Heritage Square was composed entirely of women. In Tulsa, workshop participants were 58.8 percent (10) male and 41.1 percent (7) female. At the other extreme, the review board in Cincinnati was all male.

Plaza Project	Part. Tech.	No. of Surveys Returned	No. of Males	No. of Females
Heritage Square	A	21	0	21
Bartlett Square	W	17	10	7
Fountain Square	R	14	14	0

A=Advisory Board; W=Workshops; R=Review Board

Table 5.5: Gender Makeup of each Project

Question 18. Was this the first time that you had been involved in a public participation process? In Wichita for instance, only fourteen percent of the respondents had not been involved in a decision making process prior to their involvement with Heritage Square. For most of the people in Tulsa, however, the experience was totally new. Eighty eight percent of the citizens taking part in Halprin's workshops had never been involved in a citizen participation process before. The opposite was true in Cincinnati where one hundred percent of the citizens sitting on the review board for Fountain Square had had prior experience in a participatory process.

Question 19. What was your level of education at the time of

your participation in this project? Respondents ranged in level of education anywhere from high school to a Masters degree. In Wichita, seventy two percent of the women on the Heritage Square advisory board had a college education. The remainder of the respondents did not go on to higher education. In Tulsa, on the other hand, eighty three percent of the citizens participating in workshops had a bachelors degree or better. The other two respondents were high school students. Members of the review board in Cincinnati all had a college education. Fifty seven percent of those responding had their masters degree.

Question 20. How did you become involved in this project? Table 5.6 illustrates the different ways in which citizen involvement came about for each of the participants. In Wichita, most of the women became involved with the Heritage Square

Heritage Square	Bartlett Square	Fountain Square	Cause for Citizen Involvement
21	6		Membership in a service organization
	2	12	Involvement in city government
15	10	6	Your own personal interest
	1	2	Monetary interests
2	4	2	Developmental interests
	2		Student representative

Table 5.10: Reasons for Citizen Involvement

project as a result of membership in a service organization. In Tulsa, respondents for the most part cited their personal interests as the reason for their participation in the workshops that were conducted. The majority of the review board in Cincinnati reported that it was their involvement in city

government which caused them to become part of the Fountain Square project.

Question 21. In terms of your participation, were you appointed, a volunteer, selected, or elected? Table 5.7: Means of Involvement illustrates the frequency with which the various responses occurred.

	Heritage Square	Bartlett Square	Fountain Square
Appointed	3 (14.2%)		10 (71.4%)
A volunteer	18 (85.7%)	14 (82.3%)	
Selected		3 (17.6%)	2 (9.5%)
Elected			2 (9.5%)

Table 5.7: Means of Involvement

In Wichita, eighty five percent of the women on the Heritage Square advisory board reported that they volunteered themselves for the project. Eighty two percent of those taking part in Halprin's workshops volunteered, while seventeen percent were selected. Interestingly, those three workshop participants which were selected, were men. The review committee in Cincinnati had not a single volunteer. Instead, seventy one percent of the members were appointed and nineteen percent were either selected or elected for the position.

Question 22. Which age bracket were you a part of during your participation in this project? Table 5.8: Age of Participants illustrates the breakdown. The women sitting on the advisory board for Heritage Square were, for the most part, middle aged with seventy six percent between the ages of thirty

six and forty five. The remaining twenty three percent were older. The breakdown for Bartlett Square varied a great deal. Participants were younger than those citizens responding from the other two projects. The majority of the workshop participants

	Heritage Square	Bartlett Square	Fountain Square
18 years or younger		2 (11.7%)	
18 yrs. - 21 yrs.		4 (23.5%)	
22 yrs. - 35 yrs.		8 (47.0%)	
36 yrs. - 45 yrs.	16 (76.1%)	2 (11.7%)	4 (28.5%)
45 yrs. - 65 yrs.	5 (23.8%)	1 (5.8%)	9 (64.2%)
65 years or older			1 (7.1%)

Table 5.12: Age of Participants

were less than thirty five years of age. In Cincinnati, members of the review committee were somewhat older. Sixty four percent of those responding, reported being between the ages of forty five and sixty five at the time of their involvement. Twenty eight percent were slightly younger and fell between the ages of thirty six and forty five.

Question 23. What was your occupation? What was your position within that occupation? Responses varied with each project. In Wichita, seventy six percent of the women on the advisory board responding were housewives. The other respondents were a secretary, business administrator, professor, and a museum director. In Tulsa, occupations varied a great deal. Occupations ranged from the president of the downtown organization to high school students. Respondents representing the Fountain Square review committee indicated that a majority of those members were involved in city government. An additional twenty nine percent

reported being businessmen in the Cincinnati community.

Question 24. While you were participating on this project, approximately how far did you live from the project site? Women in Wichita lived anywhere from two to ten miles from Heritage Square. Workshop participants ranged from one half mile to fifteen miles from Bartlett Square. Participants responding from Cincinnati lived in all parts of the city, but seemed to reference their participation to the fact that Fountain Square was developed in the downtown area where they worked everyday.

This portion of the citizens survey was the most interesting. Information obtained about the participants demonstrated how varied the cross section of the public can be from project to project. While participants were involved in very similar projects, they were very different in terms of age, gender, educational background, and occupation. It was interesting, however, that the participatory techniques functioned similarly for each group regardless of differences which may have existed.

Landscape Architects Survey

In addition to the citizens survey, similar surveys were mailed to seven landscape architects which had identified a particular participatory technique which they had included in their design process. The surveys were mailed in November of 1985. Six surveys were returned for an overall return rate of 85.7 percent (see Table 3.9: Distribution of Landscape Architects by Plaza Project on the following page).

Plaza Project	Part. Tech.	No. of L.A.'s Surveyed	No. of Returned Surveys	Percent Returned	Percent of all Respon.
Heritage Square	A	2	2	100.0	33.0
Bartlett Square	W	3	2	60.0	33.0
Fountain Square	R	2	2	100.0	33.0

A=Advisory Board; W=Workshops; R=Review Board

Table 5.9: Distribution of Landscape Architects by Plaza Project

Participatory Technique. Landscape architects surveyed, were asked seven questions which pertained to the specific participatory technique they applied during the design process of a public plaza.

Question 1. Did you ask the public to provide any form of written response? All six professionals responded that they had.

Question 2. Did you include any consultants or specialists in the participation activities? In each instance, landscape architects agreed that consultants had played a role at some point in the design process. On the following page, Fig. 5.10: Consultants Included in the Participation Activities Identified by Landscape Architects illustrates the consultants which were identified for each project.

Question 3. At what point during the design process did you include the participation? Both professionals working with the advisory committee for Heritage Square indicated that citizens were included early in the process as well as at various times throughout the process. Those professionals conducting workshops held in conjunction with Bartlett Square emphasized the inclusion

of citizens at various times throughout the process. In
 addition, landscape architects felt that the review over-

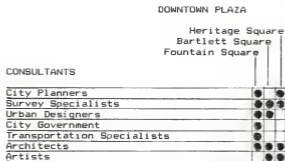


Fig. 5.10: Consultants Included in the Participation Activities

played its greatest role during the earliest part of the design process.

Question 4. Did you ask the participants to generate and discuss new ideas relative to this project? Respondents for each project reported yes.

Question 5. Did you include participants in the discussion of various project alternatives? Respondents for each project reported yes.

Question 6. Did you ask participants to help identify goals and objectives for the project? All respondents reported yes.

This was one instance in which the perceptions of those citizens involved in the design process did not coincide with those views held by the landscape architects. While most survey respondents, both citizen and professional, agreed that participants in the design process were asked to generate and

discuss new ideas, not everyone agreed that citizens were included in the discussion of project alternatives. Landscape architects representing the Fountain Square project in Cincinnati both reported that they included participants in the discussion of project alternatives. Forty three percent of the citizens on the review board however, disagreed, and reported that they had not been included in the discussion of project alternatives for Fountain Square.

A similar correlation can be drawn with regards to whether or not citizens were asked to help identify goals and objectives for each respective project. In the case of Bartlett Square, fifty three percent of the citizen respondents disagreed with the professionals as to whether or not goals and objectives were an issue in the design process.

Question 7. Were communication clear between the citizens participating and those in charge of the project? As was the case with the citizens survey, the landscape architects agreed that communications were not a problem during the application of the respective participatory techniques.

As may have been expected, responses received from the professionals regarding the participatory technique employed were very optimistic. It is clear that the professionals surveyed felt that their technique functioned in the manner in which it was intended and that citizens would agree. Since these professionals were so optimistic with regards to these specific projects, it might be interesting to see if these techniques have functioned as well on past projects.

Participation Effectiveness. Questions 8-11 were asked in order to discover whether landscape architects felt that the citizens involved made a difference in the final project. Survey answers concerning participatory effectiveness reflect the professionals perceptions as to whether or not the applied participatory technique was able to produce a desired effect.

Question 8. Do you feel that public opinion was adequately represented on this project? Architects representing the three different projects being examined in this study said yes.

Again, there was a discrepancy between the perceptions of the citizens included in the design process and the landscape architects initiating the participatory technique. Citizens and professionals representing the advisory board for Heritage Square and the workshops associated with Bartlett Square agreed that these forms of citizen participation adequately represented the public. Seventy eight percent of the citizens on the review board for Fountain Square however, disagreed with the landscape architects overseeing the participatory process and felt that public opinion was not adequately represented in Cincinnati.

Question 9. Do you feel that the public's participation in this project made a difference in the design which was implemented? All respondents indicated that it had. A second part to this question asked landscape architects what was achieved through the citizen participation. Landscape architects involved in the Heritage Square project in Wichita credited citizen involvement for plant materials chosen, raising funds, sculpture selection, site furnishings and working to preserve the character of the space. Professionals organizing citizen workshops in Tulsa

listed contributions as being the selection of a participatory fountain which was to be horizontal in design, the treatment of storefronts adjacent to the square, the selection of construction materials, and suggestions on how to treat a vacant lot next to the project. Contributions by those citizens on the review board in Cincinnati were stated as being, "Design decisions about the type of plaza to be constructed, and the surveying of citizens in the downtown area."

Question 10. Do you feel that the citizen participation helped to create community support for the project? All six landscape architects that responded felt community support had been generated.

Question 11. Was the citizen participation effective in resolving any conflict associated with this project? Professionals associated with both Heritage Square and Bartlett Square indicated that conflicts had been resolved as a result of the citizen participation which was included in the design process. Landscape architects working with the review board in Cincinnati were split in their responses. One professional agreed that conflicts had been resolved while the other respondent said no.

When comparing these responses with those received for the same question on the citizens survey, differences in perceptions occur. In Wichita, while professionals were confident that the advisory board was effective in resolving conflict associated with Heritage Square, of those citizens responding, only fifty seven percent agreed. In Tulsa, both professionals conducting workshops agreed that conflicts had been resolved. Citizens

participating however, viewed their participation differently. Seventy seven percent of those citizens responding reported that they felt they had been ineffective in resolving conflicts associated with Bartlett Square. In Cincinnati, citizens responses were as split as those received from the professionals. Sixty four percent of the citizens on the review committee agreed that they had been effective in resolving conflict while slightly less than half disagreed.

Attitudes Toward Participation. The next group of questions, Questions 12-16, summarized feelings about the citizen participation process.

Question 12. Overall, do you feel that including the public in the design process was a good experience? All respondents agreed that including the public in the decision making process was beneficial to the projects.

Question 13. Will you include the public again in other projects? Have you included the public in any projects since this one? Again, all respondents reported that they would include the public again and had already done so on similar projects. This response was understandable since a considerable amount of time has elapsed since the completion of the projects being examined in this study.

Question 14. In this project, would you describe people's desire to participate as specific, non-specific, or both? Professionals being surveyed were provided with the same definitions given the citizens. Landscape architects in Wichita felt citizens on the advisory board were involved as a result of

their broader interest of trying to improve the quality of the downtown area. The professionals conducting the workshops in Tulsa described the participants involvement as both specific and non-specific. Regarding Fountain Square in Cincinnati, landscape architects agreed that citizens on the review board were involved for specific reasons.

Question 15. Do you feel that a framework exists in this project's community which allows for citizen participation? Respondents all agreed that a framework was there, but descriptions of that framework were very vague. In Wichita, landscape architects surveyed, commented that while a framework existed in Wichita allowing citizen involvement, most of the participation associated with Heritage Square resulted from the input of a service organization. Professionals associated with Fountain Square and Bartlett Square, being from out of town, were unable to describe any framework, but assumed it existed because of the participation that had already been generated upon their arrival.

Question 16. Do you feel that as a result of the public's participation, you were able to adequately consider the community's needs in this project? All the respondents reported that they felt the communities needs were adequately considered. A couple of respondents however, added some interesting comments. One professional from Wichita remarked, "While the Junior League of Wichita was helpful throughout the design process of Heritage Square, the communities needs would have been adequately considered regardless of the League's participation." Another respondent said, "Actually we identified the communities needs

and used the citizen participation as a way of listing priorities. The communities involvement helped us address these priorities in a more efficient fashion."

This section of the landscape architect's survey indicated that professionals involving the public in the design process had positive attitudes about that involvement. While they all indicated that it was a good experience, they were also very optimistic about including the public in the future.

It was also encouraging to see that the professionals responding seemed to have a very clear picture about who was participating and for what reasons. Clear perceptions in this regard are very important to the implementation of any participatory technique. If the professionals are able to realize what portion of the public they are dealing with, they will be able to better meet the needs and anticipate the expectations of those involved. This is probably why professionals also indicated that they were confident that they were able to adequately consider the community's need in the projects they were involved in.

Personal Information. The last seven questions, Questions 17-23, were directed at obtaining information about the landscape architects who included citizens participation in their design process. A summary of the responses from the professionals involved with each project follows.

Question 17. How many years of professional experience do you have at the time of this project?

Question 18. What was your educational background at the

time you worked on this project?

Question 19. Had you worked with citizen groups before on similar types of projects?

Question 20. Please briefly identify what communication skill you were able to bring to this project.

Question 21. Please identify whether you were "in charge" of the project or whether you were a member of the design team involved.

Question 22. Who represented the office in the contacts made with the citizens who were participating?

Question 23. Were you a resident of the community in which this project occurred?

In Wichita, the landscape architects had a total of eighteen (18) years professional experience between them at the time of their involvement with Heritage Square. One professional had seven (7) years experience while the other respondent had eleven (11). Both landscape architects had advanced study in a related field and both professionals had worked with citizen groups on similar projects. Its important that the professionals conducting a participation process bring to that process a certain amount of communication skills. When professionals in Wichita were asked what types of communication skills they contributed to the Advisory committee, respondents included past experience with citizen participation, a familiarity with the Wichita community, information regarding similar projects and previous involvement as a citizen in another decision making process. Both professionals stated that they were "in charge" of the project and represented the office in contact with the citizens who were

participating. In addition, both landscape architects were residents of the community in which Heritage Square was built.

Professionals associated with Bartlett Square had considerably less professional experience at the time of their involvement. Each landscape architect reported having had only four years of professional experience at the time of their involvement. One respondent reported having his first professional degree and had never worked with citizen groups before. The other professional indicated having a second professional degree and advanced study in a related field. In addition, he/she reported having previously worked with citizen groups of related projects. Between the two respondents, a number of communication skills were felt to be important to the success of the Bartlett Square workshops. Among these, conducting past workshops, being a participant in other workshops, exposure to other participatory processes, and the ability to relate to persons not having previously participated in such a decision making process. While one landscape architect described himself as being in charge of the project and representing the office in contacts made with citizens participating, the other agreed and identified his role as being on the design team. Neither respondent was a resident of the Tulsa community.

Landscape architects responding as a result of their involvement with Fountain Square, reported having eight and five years of professional experience respectively. The professional with eight years experience had a second professional degree while the other landscape architect had done advanced study in a related field. Both respondents reported having been involved

with citizen groups on similar projects. No communications skills were identified on the surveys received. Each landscape architect listed himself as being "in charge" of the project and representing the office in the contact made with citizens. Neither professional was a resident of the Cincinnati.

As might have been anticipated, professionals involved in the participatory processes were as varied as the citizens. Experience in the profession appears to be the advantage to understanding what is expected in a participatory process. In addition, a certain amount of leadership qualities are required.

Survey Comparisons

There were numerous similarities in how citizens were asked to participate. Even though there were three different participatory techniques applied, citizens, in most instances, played the same role. Each provided a written form of response and specialists were called in to assist. While the inclusion of citizen participation occurred at different times in the design process, those involved were still asked to generate and discuss new ideas, discuss various project alternatives, and identify goals and objectives for the projects.

All the techniques examined appear to have been effective and attitudes regarding the citizen participation were very positive.

The difference between the various techniques examined, surfaced in the composition of the citizen groups involved. On one hand you had an advisory board made up totally of women who, for the most part, were housewives. At the other extreme,

citizens on the review committee in Cincinnati were all male and members of the business community with specific interests in the project. The workshops which took place in Tulsa seem to have included the largest cross section of the population and included all ages.

In comparing the citizens survey with that of the landscape architects, there are marked differences. Most of the landscape architects felt the techniques they employed functioned very well. Almost all the answers provided by the respondents were positive with little or no variance between projects. Even the personal information obtained about the professionals was similar. Most had prior experience with this sort of process and appeared confident in their application of the techniques utilized.

With this in mind, the following chapter, Chapter Six, provides conclusions and recommendations for future study.

CHAPTER SIX

CONCLUSIONS

Proceeding from a base of several identified participatory techniques, this research has examined three different types of citizen involvement in the design process of downtown plazas.

These techniques were examined through the use of surveys and the development of individual case studies. It was the object of this study to discover similarities as well as differences between the participatory techniques applied in each case. From these surveys, it has been suggested that different participatory techniques can be used. Each will have similarities regarding the roles citizens and landscape architects play in the design process.

In the course of the research, it has been discovered at a general level that:

1. It is necessary, when discussing citizen participation, to discuss it as it relates to the process of decision making. The inclusion of citizen participation and its relationship to the different activities undertaken in the design process has

been found to be an indicator of participatory technique and style.

2. Consequently, the degree to which a landscape architect is applying a participatory technique within the design process will have important implications for the program of various participatory activities. For example, the application of participatory workshops will require a more intense "hands on" involvement. On the other hand, the inclusion of public hearings in the design process would signal a more passive, information disseminating type of activity.

3. Further, that the participation process has important implications for the landscape architect, since any application is based on that landscape architect's view of the design process. In other words, the degree to which a professional is willing to include the public in the design process, is an indication of that professional's attitude regarding the role a citizen should be allowed to play when it comes to design.

Conclusions

There was a great deal of information generated in the analysis of the data. While some of the conclusions may be different than expected, (i.e. the type of people involved in each process, previous experience of those involved, etc.) other conclusions were not a surprise to someone familiar with this process (i.e. the community support which was generated, the citizens attitudes toward their participation in the projects, etc.). However, even data that simply supports expected conclusions has value because it strengthens the confidence in

that conclusion.

Participatory Technique. Participatory techniques often times include consultants who offer expertise in areas which are unfamiliar to participants. In the three projects examined, a variety of consultants were identified by both professionals and citizens involved. These included Planners, Architects, Sculptors, Botanists, Engineers, etc. From the lists generated by both the citizens and the professionals, it is obvious that consultants played an important role in each participatory process. It was also interesting to note that the list generated by the citizens responding was somewhat longer than that of the professionals. This might be some indication that the citizens had different perceptions in regards to who the consultants were.

Bearing in mind that many citizens are most likely to be unfamiliar with what is meant by a design process, those participating in these projects were very aware of when they were being included in the design process. Either professionals in these instances have educated the participants in regards to the design process being applied or the participants are able to sense when their inclusion is sincere and not "after the fact".

In regards to who's involved in a particular technique and when, considerations must be made as to how that technique is to function within the design process. Participatory techniques should allow for generation and discussion of new ideas and alternatives relating to the project as well as the identification of goals and objectives. In this study there was an indication that citizens were not satisfied with the role they

played in these areas. All landscape architects indicated that participants were included in these areas, citizen responses in a couple instances indicated the contrary. Review committee participants were not satisfied with their inclusion in the discussions of project alternatives and citizens taking part in the Bartlett Square workshops felt they had been left out of the identification of goals and objectives.

Participation Effectiveness. For a participatory technique to be effective, it is important that participants adequately represent the public. In addition, citizen participants need to feel that their participation is going to make a difference in the design which is finally implemented. Public representation and a feeling of accomplishment work together to generate community support for the project.

Participants and professionals also view their efforts as being effective when they feel they have played a role in resolving any conflicts associated with the project. When conflicts do arise in the design process, it's important that citizens are clear as to how they were resolved. In this study, while the landscape architects surveyed indicated that citizens had been effective in resolving conflicts, participants in all three cases felt just the opposite.

Attitudes Toward Participation. When participants understand the role they are playing in the design process and feel as though they are effective in that role, they are going to be more apt to participate in such a project again. While their involvement may be for different reasons, participatory

techniques can facilitate each participants expectations. For instance, those citizens sitting on a Review Board can be given the same opportunity to generate and discuss new ideas as those citizens taking part in workshops. In the same respect, citizen participants in workshops can be as effective as advisory board participants in terms of resolving conflict associated with a project.

Attitudes toward participation might be strengthened even more if citizens were to better understand the framework that exists in their community which facilitates participation.

Personal Information. The people that participate in this type of technique will always be different. In this study very different groups of people participated on very similar projects.

Future Study

These findings, and the questions that they raised, point to several areas of inquiry which would extend and supplement the findings of this research. The survey could be more specific when defining the role of the citizen in the process. A more detailed examination of the interaction which takes place between citizens and the landscape architects may give more insight into which techniques should be applied to which type of projects.

Given that citizens play a limited role in the effectiveness of citizen participation, what are the variables which impact effectiveness of participation? Do they include a certain level of education, type of technique, or possessing an understanding of ways in which citizens can become involved in their community.

These are all areas for additional research.

Another important area for future study is the educational needs of landscape architects and citizens with respect to citizen participation in the design process. How many universities offer discussions on citizen participation and the technique involved in the decision-making process? Where then do practitioners learn about the citizen participation process?

These are several directions for future study and additional research which have been identified through the course of this study. There are many other important areas to pursue. Collaborating with other professionals would also lead to other unanswered questions regarding citizen participation. Numerous opportunities exist for landscape architects to make significant, meaningful contributions to the profession from both a design and social/cultural standpoint. Professionals can do a better job that will be accepted/supported by a larger group of people if they develop an understanding of how to effectively include people in the design process of certain types of projects.

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APPENDIX A

Cover Letter and Technique /Function Matrix

The cover letter and matrix form were mailed to 11 offices during the month of June, 1985. These offices were identified as having included citizen participation in the design processes of projects being examined in this study. The cover letters were printed on 50 percent rag white paper with an Epson dot-matrix printer. Each letter was signed in ink by the researchers.

The matrix forms were photostatically reproduced in order to insure high quality reproductions.

Dear -----:

Hello from Kansas. My name is Tim Rorvig and I am a graduate student attending Kansas State University, working toward a Masters in Landscape Architecture. Presently, along with professor Tony Barnes, I am working on my thesis. The purpose of this letter is to ask your assistance with this research project.

The purpose of our study is to examine the use of public participation during the design process. We are focusing on the effect this participation has on the design decisions that are made during this process. We are particularly interested in the techniques, if any, that were used during the design of -----.

The accompanying form contains a matrix that resulted from a study completed by Dr. Arthur Little in 1977. The matrix lists various participation techniques and the ways in which these techniques function. We would appreciate it if you could take a minute and identify those techniques which were used in the ----- project. If techniques were used that don't appear on this list, please include them.

Upon completion, it would help if you could return this form as soon as possible. The information you provide will be added to similar information obtained about other projects around the midwest. The resulting list of techniques will be used to develop a similar matrix with reference to the design process.

We realize you are busy, but appreciate your time and cooperation. We thank you again and look forward to hearing from you soon.

Sincerely,

Tim Rorvig
MLA candidate, Kansas State University

encl.

Technique/Function Matrix

Function

Technique

*Agency
Activity
Methods
Interest Groups
Sector Impacting
Facilities
Participation
Planning Process
Process
Diverse Questions
Administration
Generation
and Activities
Activities
Process
Resource Interaction
Resource Interest Groups
Public Conflict
Policy Issues and
Change Processes
Social Conditions
Resource Management
Resource Assessment*

Arbitration and Mediation Planning	X						X	X	X											
Charter	X		X	X	X		X	X	X	X	X	X	X	X	X					
Citizen Advisory Committee	X		X	X	X	X	X	X				X	X	X	X					
Citizen Employment	X		X	X	X	X	X	X							X	X				
Citizen Honors			X	X	X										X	X				
Citizen Referendum	X		X									X	X	X						
Citizen Representatives on Policy Making Bodies	X		X	X					X						X	X				
Citizen Review Board			X											X		X				
Citizen Surveys	X	X																		
Citizen Training			X	X					X											X
Community Technical Assistance	X		X	X					X	X										
Computer based Techniques	(depends on specific technique chosen)																			
Coordinator or Coordinator Catalyst			X	X	X							X	X	X	X					
Design-In	X	X	X	X	X		X								X	X				
Drop-In Centers		X	X	X	X										X	X	X			
Facilitated Planning			X	X	X	X	X					X	X	X	X					
Focused Group Interview	X	X	X	X								X								
Game Simulations				X								X		X	X					
Group Dynamics												X	X	X						
Hotline		X	X	X																
Interactive Cable TV	X	X	X	X			X	X							X					
Media based Issue Balloting	X		X		X	X									X					
Meetings—Community sponsored	X	X	X	X	X	X	X								X	X				
Meetings—Neighborhood	X	X	X	X	X	X									X	X				
Meetings—Open International			X	X	X	X														
Neighborhood Planning Council	X		X						X	X										
Ombudsman		X		X	X	X									X	X				
Open Door Policy		X	X	X	X	X								X	X					
Planning Balance Sheet	X														X					
Policy Capturing	X																			X
Policy Details	X								X											
Priority Setting Committee	X		X												X	X				
Public Hearing		X	X	X		X	X								X					
Public Information Programs					X	X									X	X				
Random Selected Participation Groups	X	X	X						X	X					X					
Short Conference	X		X	X	X	X	X		X			X	X	X	X					X
Task Forces			X						X						X	X				
Value Analysis	X		X												X	X				X
Workshops	X	X	X	X					X			X	X	X	X					X

Other _____

APPENDIX B

Cover Letter and Citizen Survey

The citizen's cover letter and survey form were mailed to 60 citizens during November, 1985. These citizens were identified as having participated in the design processes of projects being examined in this study. The cover letters were printed on 50 percent rag white paper with an Epson dot-matrix printer. Each letter was signed in ink by the researchers.

The survey forms were photostatically reproduced in order to insure high quality reproductions. The survey form presented here contains printing on only one side of the page. The actual survey form was two 8 1/2" x 11" sheets with questions on both sides.

Dear Mr. [Name],

We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location]. We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location].

The purpose of our [Event] is to [Purpose]. We hope you enjoyed the [Event] and the [Location]. We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location].

We hope you enjoyed the [Event] and the [Location]. We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location]. We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location].

The purpose of our [Event] is to [Purpose]. We hope you enjoyed the [Event] and the [Location]. We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location].

We hope you enjoyed the [Event] and the [Location]. We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location]. We were very pleased to have you as a guest at the [Event] held at [Location] on [Date]. We hope you enjoyed the [Event] and the [Location].

Sincerely,

John Doe
[Address]
[City, State, ZIP]

John Doe
[Address]

CITIZEN PARTICIPATION
IN THE DESIGN PROCESS

I. Participatory Technique These questions will address what form your participation in the project took.

- | | | | |
|-----|---|-----|----|
| 1.) | Were you asked to provide any form of written response? | YES | NO |
| 2.) | Were any consultants or specialists used in the participation activities? i.e. mediators, survey analysts, etc. | YES | NO |

If so, please identify their profession. _____

- | | | | |
|-----|--|-----|----|
| 3.) | At what point during the design process was your participation requested? (Circle as many as are appropriate.) | | |
| | a. early in the process | | |
| | b. late in the process | | |
| | c. various times throughout | | |
| | d. after the process | | |
| 4.) | Were you asked to generate and discuss new ideas relative to this project? | YES | NO |
| 5.) | Were you included in the discussion of various project alternatives? | YES | NO |
| 6.) | Did you participate in the identification of goals and objectives for the project? | YES | NO |
| 7.) | Were communications clear as to who was in charge of the project? | YES | NO |

II. Participation Effectiveness This portion of the survey will be used to determine your feelings on whether or not your participation made a difference in the final project.

- | | | | |
|-----|--|-----|----|
| 8.) | Do you feel that public opinion was adequately represented on this project? | YES | NO |
| 9.) | Do you feel that your participation in this project made a difference in the design which was implemented? | YES | NO |

If so, please briefly describe what you believe was achieved through your participation. _____

If not, please briefly describe why you believe your

participation made no difference. _____

- | | | |
|--|-----|----|
| 10.) Do you feel that the public participation helped to create community support for the project? | YES | NO |
| 11.) Was your participation effective in resolving any conflict associated with the project? | YES | NO |

III. Attitudes Toward Participation The following questions are asked in order to summarize feelings about the public participation process.

- | | | |
|---|-----|----|
| 12.) Overall, do you feel that your participation in this project was a good experience? | YES | NO |
| 13.) Would you participate in similar projects in the future?
Have you participated in any projects since the one identified in this survey? | YES | NO |
| 14.) Would you describe your desire to participate as . . . | | |
| a. Specific, that is, concerned with definite topics and specific interests associated with the project? (i.e. monetary, developmental, zoning, etc.) | YES | NO |
| b. Non-specific, that is, concerned with the broader interest of trying to improve the quality of the downtown area. | YES | NO |
| c. Both | YES | NO |
| 15.) Do you feel that a framework exists in your community that allows for citizen participation? | YES | NO |
| If so, please <u>briefly</u> describe that framework. _____ | | |
| _____ | | |

- | | | |
|---|-----|----|
| 16.) Do you feel that as a result of your participation, your community's needs were adequately considered by the designer? | YES | NO |
|---|-----|----|

IV. Personal Information These questions are directed at determining

what part of the population participated in this project and should be answered relative to the time you participated.

18.) Are you male _____ female _____

19.) Was this the first time that you had been involved in a public participation process? YES NO

20.) What was your level of education at the time of participation in this project? _____

21.) How did you become involved in this project?

- a. membership in a service organization
- b. involvement in city government
- c. your own personal interests
- d. monetary interests
- e. developmental interests
- f. student representative

22.) In terms of your participation, were you . . .

- a. appointed
- b. a volunteer
- c. selected
- d. elected

23.) Which age bracket were you a part of during your participation in this project?

- a. 18 yrs. or younger
- b. 18 - 22 yrs.
- c. 23 - 35 yrs.
- d. 36 - 45 yrs.
- e. 45 - 65 yrs.
- f. 65 yrs. and older

24.) What was your occupation? _____
What was your position within that occupation? _____

25.) While you were participating on this project, approximately how far did you live from the project site?

On this page, please feel free to add anything about your participa-

tion experience that may not have been covered in this survey.

THANK YOU VERY MUCH!

=====

RETURN TO: (Please use the enclosed postage-paid envelope)

Tim Rorvig
College of Architecture and Design
Kansas State University
Manhattan, KS 66506

If you have any questions about this survey, or our research in general, please feel free to give us a call at (913) 532-5961.

APPENDIX C

Cover Letter and Landscape Architect Survey

The landscape architect's cover letter and survey form were mailed to participants during November, 1985. These professionals were identified as having included public participation in the design process of the projects being examined in this study. The cover letters were printed on 50 percent rag white paper with an Epson dot-matrix printer. Each letter was signed in ink by the researchers.

The survey forms were photostatically reproduced in order to insure high quality reproductions. The survey form represented here contains printing on only one side of the page. The actual survey form was two 8 1/2" x 11" sheets with questions on both sides.

Dear -----:

In regards to our phone conversation last week, we are sending you the survey we have developed for the purpose of our study and thank you for your assistance with this research project.

The purpose of our study is to examine the use of citizen participation in the design process of downtown plazas. We understand that you included such a process in the planning of -----. We would appreciate it if you would share your experience with us by completing the enclosed survey.

To further clarify the purpose of our research, we would like to explain the objectives of our questions, and also make certain you know that your participation in this study is completely voluntary. In addition, it's important that you realize there are no foreseeable risks or direct benefits from your participation in this research. If you wish to stop at any time, or to not answer any question, don't worry, that is fine. Your name will be kept confidential, and while we will not quote you, we will include the types of answers you give us in our study.

The purpose of our questions is to obtain a better understanding of the feeling landscape architects have about including citizen participation in the design process. We are hoping to determine if professionals feel this participation influenced what was built and whether or not they might include citizen participation in future projects.

We look forward to your participation in this study. Please complete the survey and return it by November 29, 1985 using the self addressed stamped envelope provided. We greatly appreciate your time and cooperation and thank you very much for your assistance.

Sincerely,

Alton Barnes
Professor
Dept. Landscape Architecture

Tim Rorvig
MLA Candidate

CITIZEN PARTICIPATION
IN THE DESIGN PROCESS

I. Participatory Technique - These questions will address what form the citizen participation in this project took.

- 1.) Did you ask the public to provide any form of written response? YES NO
- 2.) Did you include any consultants or specialists in the participation activities? i.e. mediators, survey analysts, etc. YES NO
- If so, please identify their profession. _____
- 3.) At what point during the design process did you include the participation? (Circle as many as are appropriate.)
- a. early in the process
 - b. late in the process
 - c. various times throughout
 - d. after the process
- 4.) Did you ask the participants to generate and discuss new ideas relative to this project? YES NO
- 5.) Did you include participants in the discussion of various project alternatives? YES NO
- 6.) Did you ask participants to help identify goals and objectives for the project? YES NO
- 7.) Were communications clear between the citizens participating and those in charge of the project? YES NO

II. Participation Effectiveness - This portion of the survey will be used to determine your feelings on whether or not the citizen participation made any difference in the final design of the project.

- 8.) Do you feel that public opinion was adequately represented on this project? YES NO
- 9.) Do you feel that the public's participation in this project made a difference in the design which was implemented? YES NO

If so, please briefly describe what you believe was achieved through their participation. _____

-----*

- | | | |
|--|-----|----|
| 10.) Do you feel that the citizen participation helped to create community support for the project? | YES | NO |
| 11.) Was the citizen participation effective in resolving any conflict associated with this project? | YES | NO |

III. Attitudes Toward Participation - The following questions are asked in order to summarize feelings about the public participation process.

- | | | |
|---|-----|----|
| 12.) Overall, do you feel that including the public in the design process was a good experience? | YES | NO |
| 13.) Will you include the public again in other projects?
Have you included the public in any projects since this one? | YES | NO |
| 14.) In this project, would you describe people's desire to participate as . . . | | |
| a. Specific, that is, concerned with definite topics and specific interests associated with the project? (i.e. monetary, developmental, zoning, etc.) | YES | NO |
| b. Non-specific, that is, concerned with the broader interest of trying to improve the quality of the downtown area? | YES | NO |
| c. Both | YES | NO |
| 15.) Do you feel that a framework exists in this project's community which allows for citizen participation? | YES | NO |

If so, please briefly describe that framework. _____

- | | | |
|--|-----|----|
| 16.) Do you feel that as a result of the public's participation, you were able to adequately consider the community's needs in this project? | YES | NO |
|--|-----|----|

IV. Personal Information These questions are directed at obtaining information about the professionals who have included citizen participation in their design process. Please answer them relative to the project that has been identified as the topic for this survey.

- | |
|--|
| 17.) How many years of professional experience did you have at the time of this project? _____ |
|--|

- 18.) What was your educational background at the time you worked on this project?
- a. 1st professional degree
 - b. 2nd professional degree
 - c. advanced study in a related area
 - d. other
- 19.) Had you worked with citizen groups before on similar types of projects? YES NO
- 20.) Please briefly identify what communication skills you were able to bring to this project. _____

- 21.) Please identify whether you were "in charge" of the project or whether you were a member of the design team involved. _____

- 22.) Who represented the office in the contacts made with the citizens who were participating? _____

- 23.) Were you a resident of the community in which this project occurred? YES NO

On this page, please feel free to add anything about your experience with citizens participating in the design process that may not have been covered in this survey. -----

THANK YOU VERY MUCH!

=====

RETURN TO: (Please use the enclosed postage-paid envelope.)

Tim Rorvig
College of Architecture and Design
Kansas State University
Manhattan, KS 66506

If you have any questions about this survey, or our research in general, please feel free to give us a call at (913) 532-5961.

CITIZEN PARTICIPATION
IN THE
DESIGN PROCESS
OF
PUBLIC PLAZAS

by

Tim Rorvig

Bachelor of Science Agricultural Land Resources,
Montana State University

AN ABSTRACT OF A MASTERS THESIS

submitted in partial fulfillment of the
requirements for the degree

MASTER OF LANDSCAPE ARCHITECTURE

Department of Landscape Architecture

KANSAS STATE UNIVERSITY

Manhattan, Kansas

1986

CITIZEN PARTICIPATION
IN THE
DESIGN PROCESS
OF
PUBLIC PLAZAS

Downtown plazas are vital to the social and economic life of the city. With today's tight economic atmosphere, urban design projects such as downtown plazas are becoming, in many instances, the core of downtown revitalization. As a result, these projects are becoming more than just "beautification" projects. Among other things, they are a means of displaying civic pride. This study examines the role of citizen participation in the design process of these downtown spaces.

Three plaza projects in three midwestern cities served as case studies in the research. Participatory techniques used in each project were analyzed through the use of a survey. These techniques were then examined in terms of the roles which citizen participants played, efficiency, attitudes toward participation, and demographic information. Conclusions regarding similarities between various techniques were drawn in an effort to minimize obstacles and increase the efficiency of similar participation efforts in the future.

It was concluded that by having a better understanding of how to effectively include citizens in the design process of certain types of projects, landscape architects might provide designs that will be accepted and supported by a larger group of people. This would allow citizens and professionals to make decisions accordingly and, hopefully, to reduce the amount of frustration which could occur otherwise.