

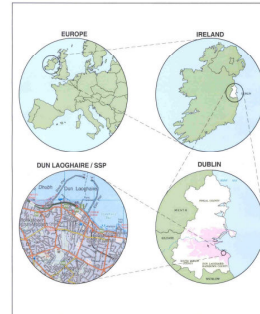


Barking at the Moon? Public Participation and Spatial Planning in the Republic of Ireland

Brendan Bartley,
NIRSA, NUI Maynooth



Participatory Governance and Planning



A narrative with **three**
elements:

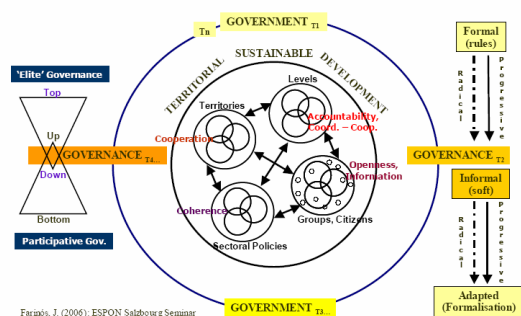
1. A **background** story
New governance:
making plans in a time
that promotes public
involvement...
2. A story about processes
/ **issues**
Emerging patterns &
effects...
3. A **speculative** story
Some reflections on the
the way ahead...

Participatory Governance and Planning

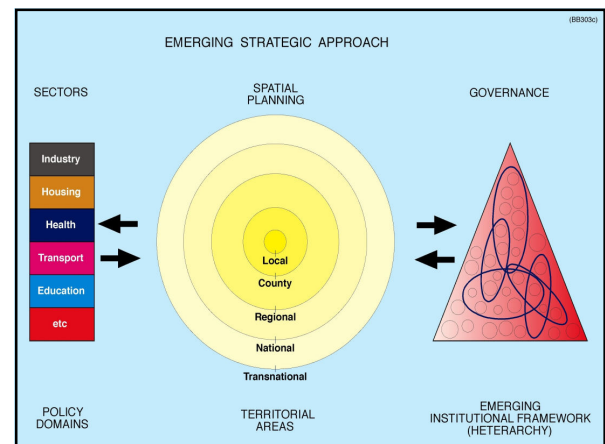
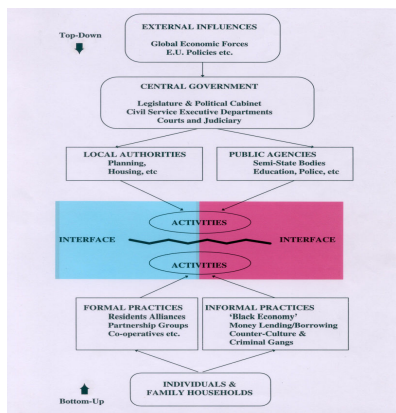
1. A **background** story
New governance: making
plans in a time that
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involvement...

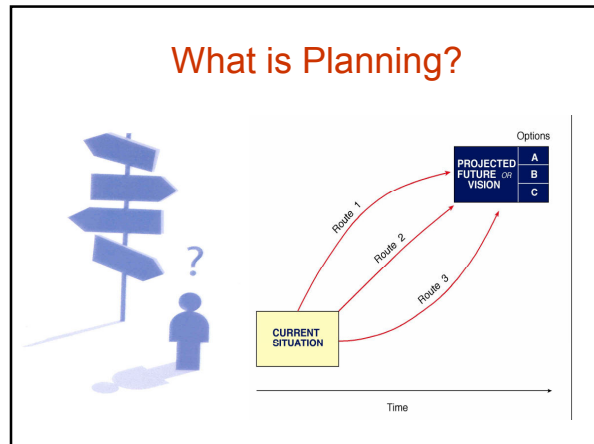


The Evolution of Governance



Fariñas, J. (2006): ESPON Salzburg Seminar





Roles of Planning Authority & Public in Irish Planning

Aspect	Planning Authority Primary Role	Role of Public
Development Plan (Policy)	Politicians (Reserved function)	Consultation - public must be consulted at all stages of making / modifying the plan
Development Control (Implementation)	Manager (Executive function)	Applications, objections and appeals - individuals / groups are entitled to submit views or object to proposals at planning application stage

Planning and Participation

	Pre-2000 Act	Post-2000 Act
Making a Development Plan	•Mandatory •Flexible time •Trend plans •Top-down style	•Mandatory •Fixed time •Vision & trend plans •Bottom-up / inclusion
Public Participation	•Provided –Indirect via representatives (elected councillors) –Direct (Draft Plan Display stages) but <u>not pre-draft</u>	•Provided & extended –Indirect via representatives (elected councillors) Elaborated. –Direct (Draft Plan Display stages) and pre-draft

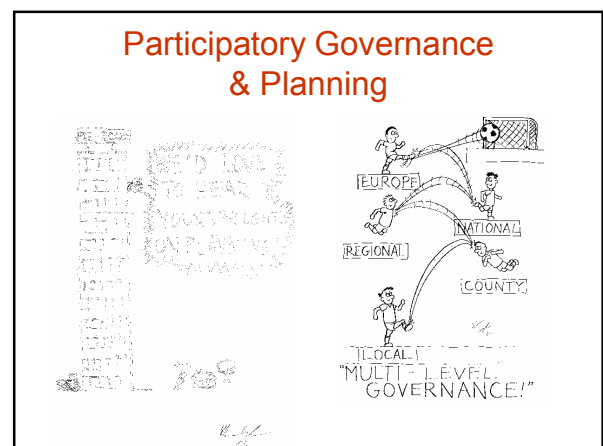
Public 'Participation' Programs are Moving

• FROM:

- Undifferentiated audience
- Large public meetings / events
- Involving the public at the end of process
- “Being heard” (but without follow through)

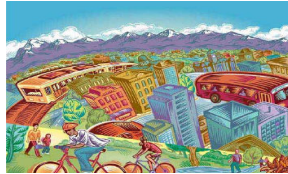
• TO:

- Targeting most interested
- Small activities and more innovative communications
- Involving the public at the beginning & throughout process
- Actively influencing decisions

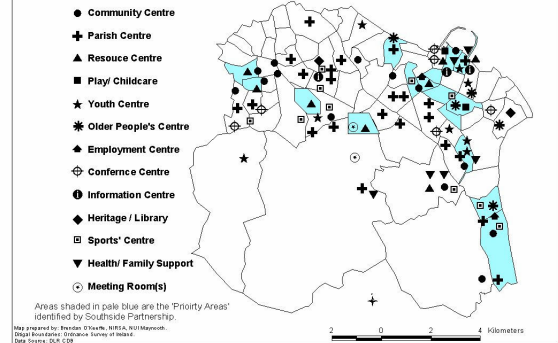


Participatory Governance and Planning

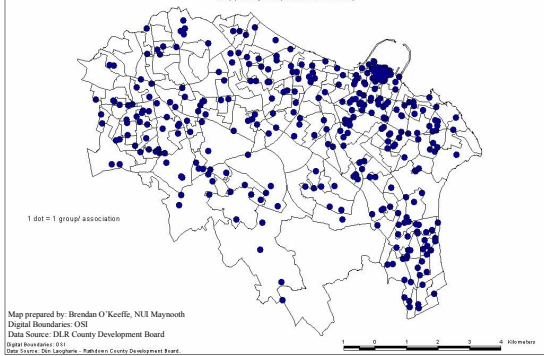
2. A story about processes & issues Emerging patterns & effects...



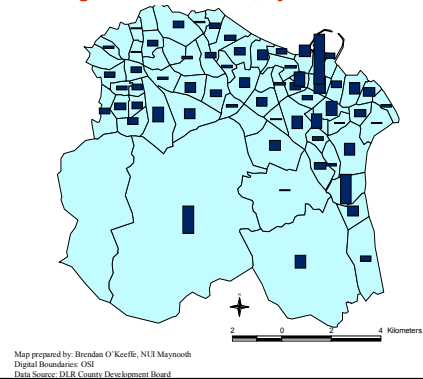
Community Infrastructure and Facilities in Dún Laoghaire - Rathdown



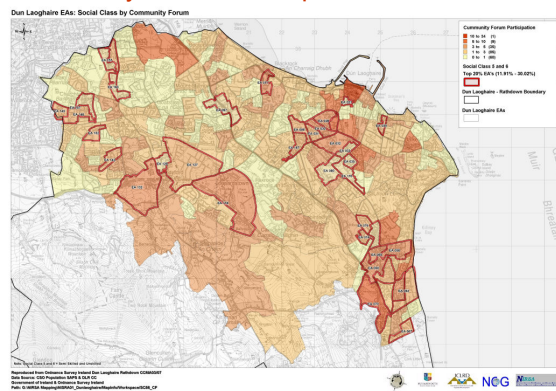
Community and Voluntary Associations affiliated to the Dún Laoghaire - Rathdown Community Forum, 2006, mapped by EA (Enumerator Area)



Number of Groups Affiliated to the Community Forum in Dún Laoghaire - Rathdown, by District in 2006



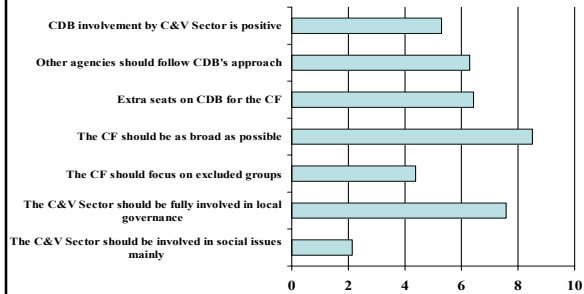
Community Forum Participation & Social Class



Inter-Organisational Linkages

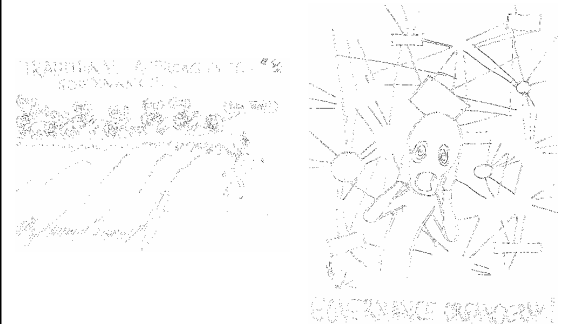
	Representative Fora/Bodies							
	County Council	County Development Board	Southside Partnership	Strategic Policy Committees	Community Forum	County Platform	County Children's Committee	Drugs Task Force
Nominating Bodies								
County Council								
County Development Board								
Southside Partnership								
Strategic Policy Committees								
Community Forum								
County Platform								
County Children's Committee								
Drugs Task Force								
RAPID AIT								
Community Development Projects								
LEGEND								
No representation / No feedback								
has representation and receives feedback								
Some elements have representation								
has representation, but feedback mechanism needs attention								
exclusive categories								

CDB Members Levels of Agreement with Statements about Local Governance in DLR



Members positively disposed towards Partnership and Participative Democracy

The Tensions of Governance



PARTICIPATION

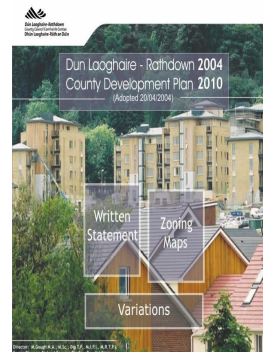
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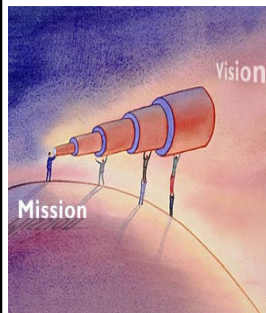
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REPRESENTATION

DLR Development Plan 2004-10



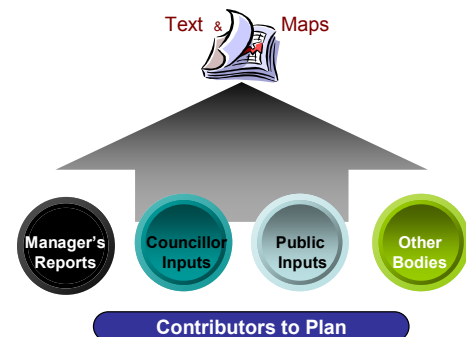
DLR Development Plan 2004-10



Vision for the County

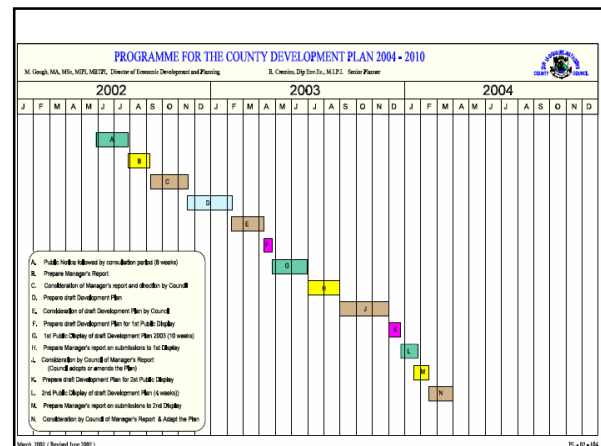
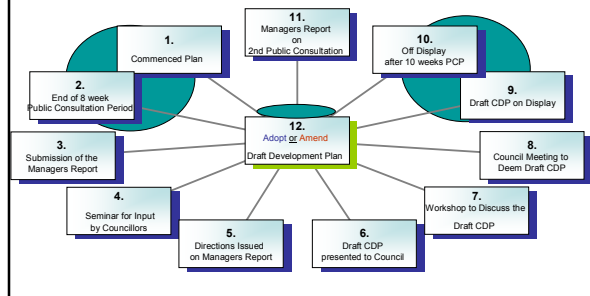
To plan for and co-ordinate appropriate sustainable development in Dun Laoghaire-Rathdown based on high quality residential, working and recreational environments and sustainable transportation patterns. To create a high-quality physical environment to meet the growing needs of those living, working or visiting the County in a sustainable, inclusive, balanced and integrated way and where communities can thrive in an ecologically, socially and economically sustainable manner.

The Development Plan Process



PLAN PREPARATION PROCESS AND STAGES

Public Consultation Phases (PCP)
1-2 = 8 weeks (Pre-Draft)
9-10 = 10 weeks (Draft)
12+ = 4 weeks (if material amendment)



DLR Development Plan 2004-10

Timescale (Weeks)

	2000 Act	Actual
PUBLIC	22	22
COUNCILLORS	36	36
MANAGER	41	37
Total	99	95

DLR Development Plan 2004-10

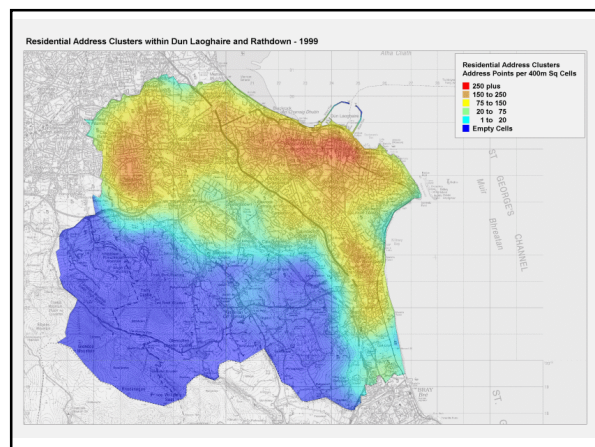
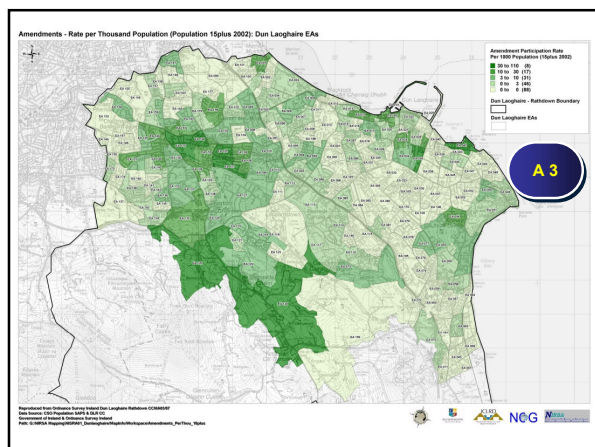
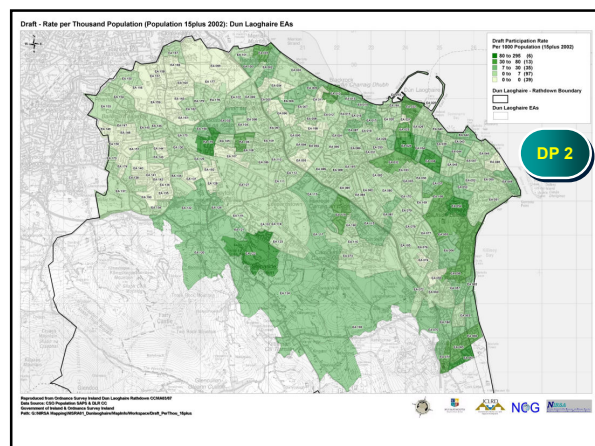
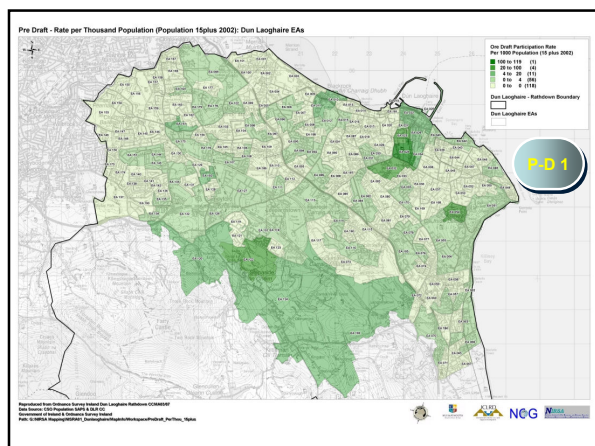
- 3 Rounds Public Consultations
- 8 Public Meetings
- 2 Seminars
- 27 Council Meetings
- 11 Reports / Papers
- 137 Draft Directions
- 464 Motions
- 1252 Pages Of Reports
- 4456 Submissions
- + 1000 Pages of Minutes

Public Consultation- 3 Rounds



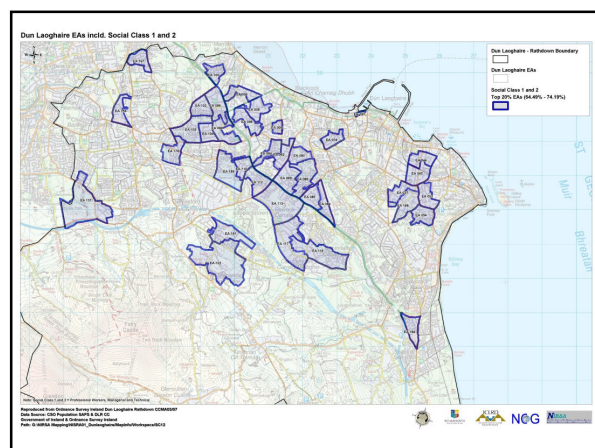
Public Consultation in the DLR Development Plan

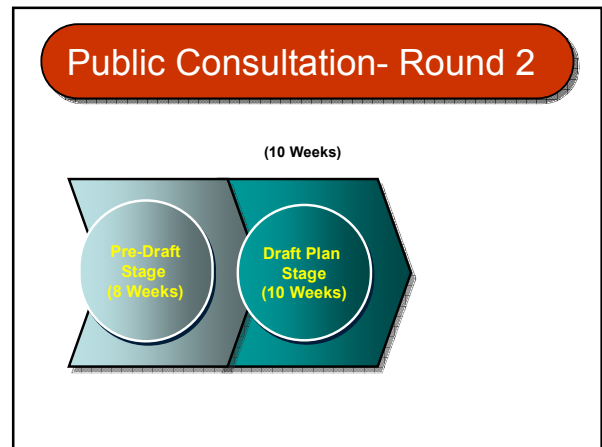
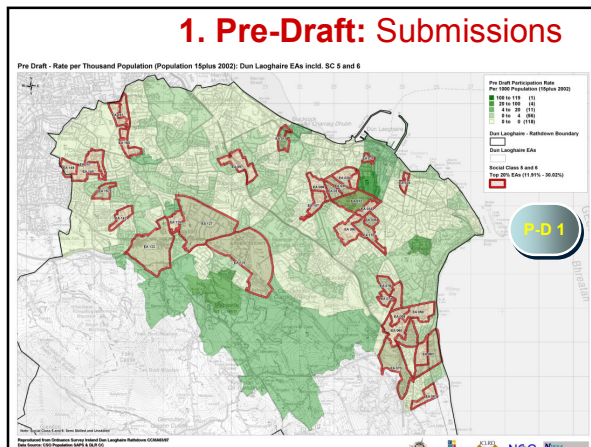
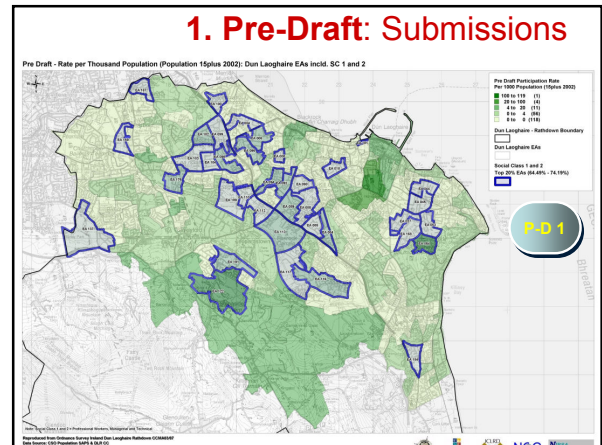
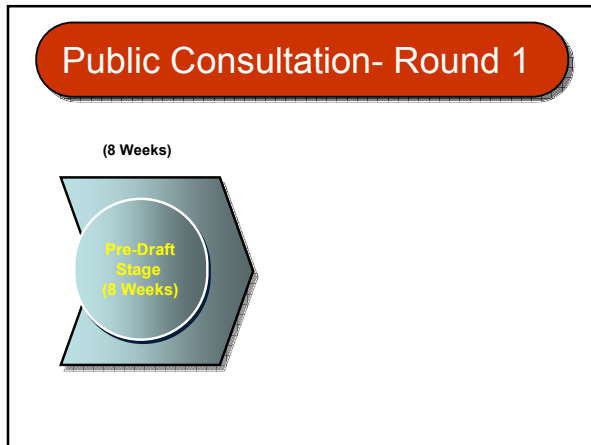
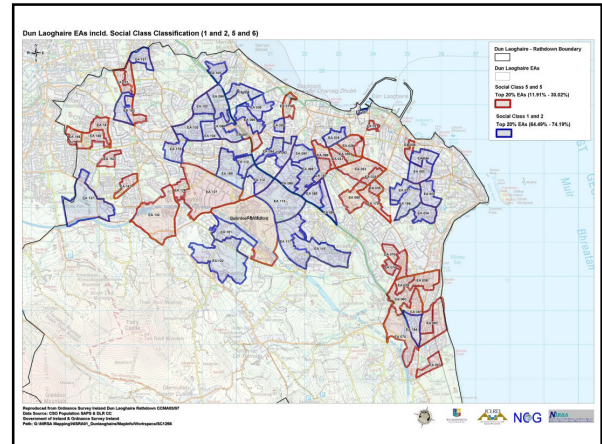
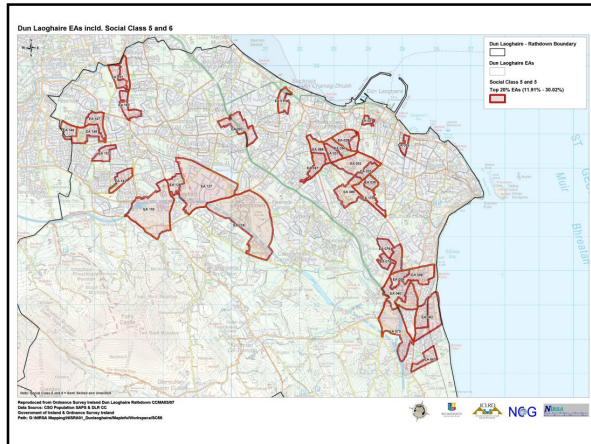
Stage	Pre Draft	Draft	Amendments
No. received	583	2428	1190
No. mapped	357	1780	776



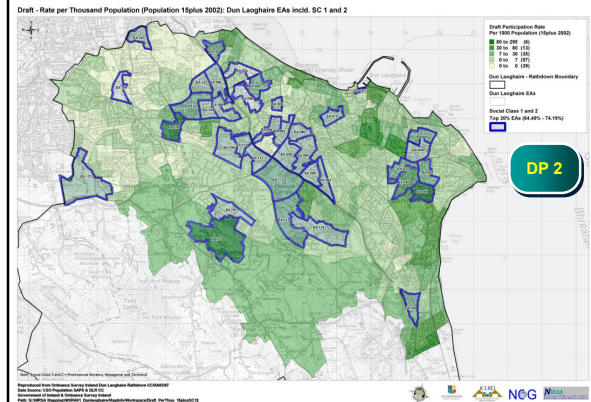
Submissions Received

	Pre Draft	%	Draft	%	Amendments	%
INDIVIDUALS	383	65.7	2098	86	806	68
RESIDENTS' ASSOCIATIONS/ COMMUNITY ASSOCIATIONS	58	10.0	63	2.6	14	1.1
OTHER CLUBS, SOCIETIES, ETC	19	3.3	17	0.7	7	0.6
CONSULTANTS ON BEHALF OF LANDOWNERS/CORPORATE etc	95	16.3	137	5.6	49	4.1
PUBLIC REPRESENTATIVES	8	1.3	8	0.3	7	0.6
BY EMAIL	19	3.3	23	0.9	248	20.7
FROM OUTSIDE AREA	1	0.1	82	3.4	59	4.9
Total	583		2428		1190	

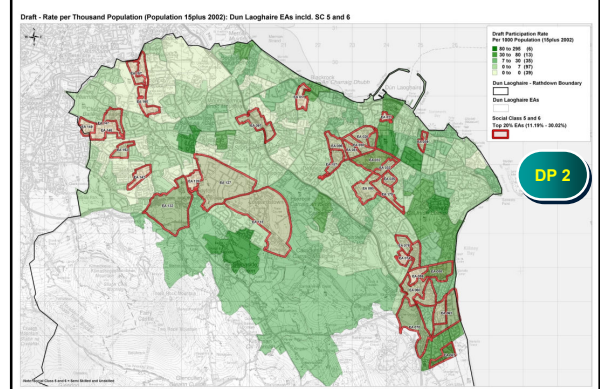




2. Draft Plan: submissions



2. Draft Plan: submissions

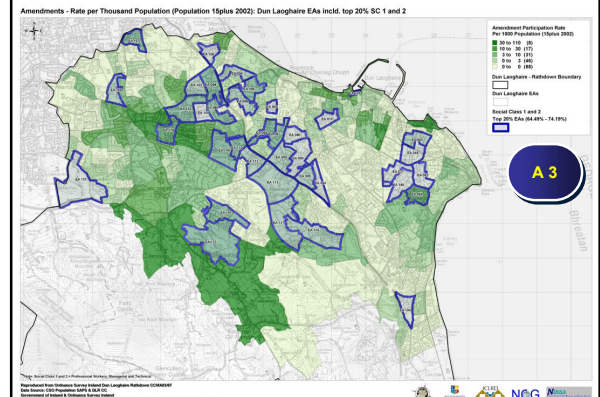


Public Consultation- Round 3

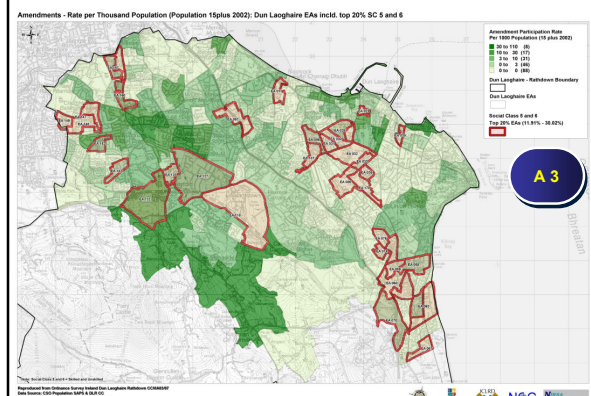
(4 Weeks)



3. Amendments: submissions

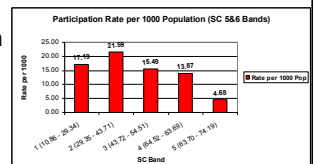
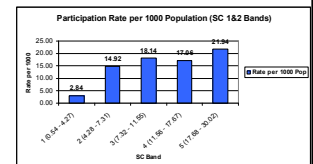


3. Amendments: submissions

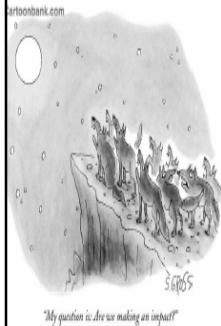


Participation in the DLR Development Plan – Summary

- Social Classes 1 & 2 and 5 & 6 used as proxy social indicators
- Charts illustrate correlation between number of submissions and % in social class bands



Who Participates?



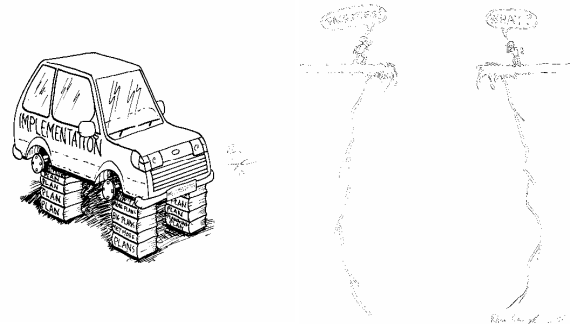
Who participates?

- Those who are allowed to...
- Those who can participate...
- Those who wish to...

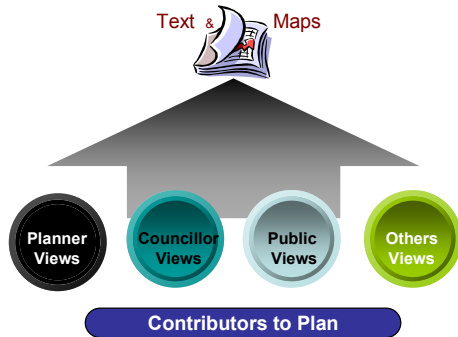
Who does not participate?

- Those who are not allowed to...
- Those who cannot participate...
- Those who don't wish to...

Who Participates?



Making an Impact?



Views on Roles

	Planners Roles	Councillors Role	Publics Role	3rd Sector Role
Planners	✓	✓	✓	✓
Councillors	✓	✓	✓	✓
Public(s)	✓	✓	✓	✓
Civil Society Agencies	✓	✓	✓	✓

Consultation in the DLR Development Plan - Summary

- Majority of submissions from **individuals**
 - Knowing the system => more acceptance of it
- Planners happy with system
 - Needs tweaking only and support from others
- Politicians want more ownership
 - Demand greater ownership of the process
 - Want more input at initial (Pre-draft) stage
- Voluntary bodies want greater input / support
 - Seek community development model
 - Want input at initial (Pre-draft) stage

Community Development

Recognizes Diversity

- Race
- Age
- Income
- Geography
- Culture
- Interests
- Occupation

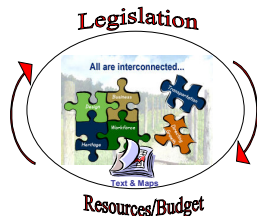


Facilitates Capacity Building



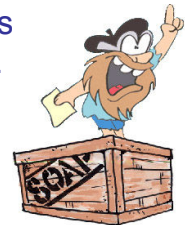
In Summary

- Huge burden of expectations on 'new' Development Plan
- Planning as new 'management tool' but...
- Heavily dependent upon success of new parallel governance arrangements
- Involvement wanted - without devolved budgets / powers
- Many key factors outside control of Planning Authority (i.e. external environment)



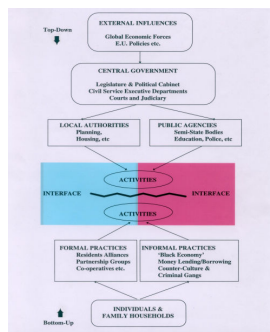
Participatory Governance and Planning

3. A forward-looking story
Some interim reflections on the way ahead...

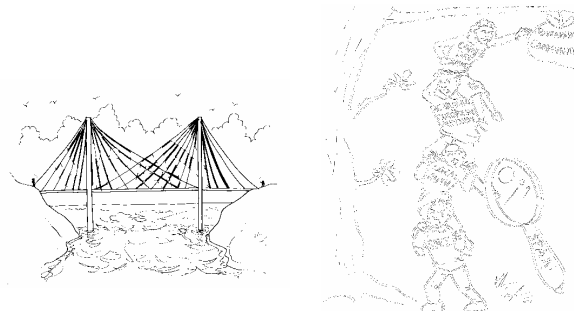


Local Governance in Dún Laoghaire-Rathdown

1. Enabling Citizen Participation
2. Role of Southside Partnership – Endogenous Agent
3. Interfacing with Local Government – the County Development Board
4. County and Local Issues
5. Relevance and Linkages to Planning



The Way Ahead...



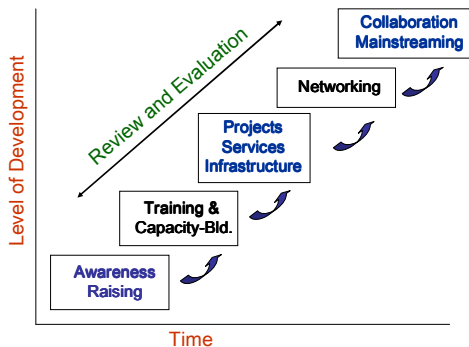
County Development Board Achievements and Challenges

- Identity – *Sub-ordinate to Local Authority* or *County Co-Ordinating Body with Strong Influence in Local Government*
- Powers of Persuasion – or more ?
- Equity Principle in Endorsement Process
- Build on the Strengths of Constituents
- Reporting and Feedback – Accountability
- Poverty-Proofing

Governance Recommendations

- Outreach Actions over Re-location of Administration
- Positive / Proactive Inclusion of new Groups
- Monitor, Record and Account for Agency Buy-In and Contributions to CDB Strategy
- Enhance South Side Partnership Role in Community Capacity-Building and targeting of resources – *cohesion opportunities*
- Highlight Social Inclusion
- Value and Invest in Community Development Approaches (CD should be the norm)
- Greater Networking and Mainstreaming

Roles of Southside Partnership - developing social capital



Improving Participation in Planning

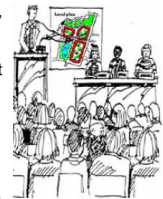
- New planning & governance era widens emphasis on participation & promotes bottom-up approach
 - ✓ But direct / active participation is extremely demanding process for planning authority, statutory & voluntary sector agencies and publics
- Willingness to co-operate and 'grow' participation needs to be nurtured and will take time to get right
 - ✓ Many organisations / agencies with support role to 'excluded groups' can help to bridge the gaps
- Strategic thinking, networking skills and flexibility are required of all stakeholders
 - ✓ Tools are most useful when linked to strategies
 - ✓ Capitalise upon wider range of involvement options

Tensions of Participation

- **Time** (long term plans vs immediate problems)
- **Level of detail** (large scale abstract projects vs concrete everyday issues)
- **Interest** (balancing different interests vs local/personal interests)
- **Speed/effectiveness** (local authorities and private sector, without community participation)
- **Impact** (talking shops vs making a difference)
- **Accountability** (looking down on participation)
- **Power** (worry about losing it)

Added-Value of Active Participation

- **Better use of local resources**
"There is increased participation of individuals, collectives and organisations whose knowledge of the area is of great importance and potential benefit."
- **Capacity building & enhanced social capital** "Even rather limited commitment to active participation may serve as an educational tool and learning process to everyone involved."
- **More effective in the long-term**
"It enhances the chances of more localised community issues, and the concerns of the small and often overlooked... coming to the fore. The planning authority can only be helpful and supportive where it is helped to identify these issues and concern."



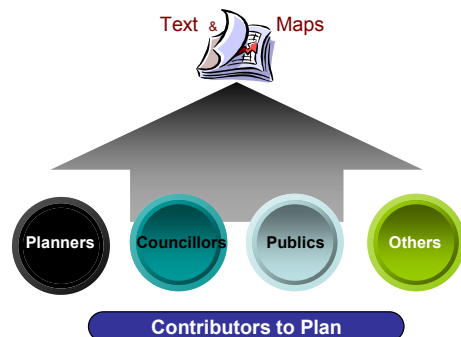
The Way Ahead... Tools



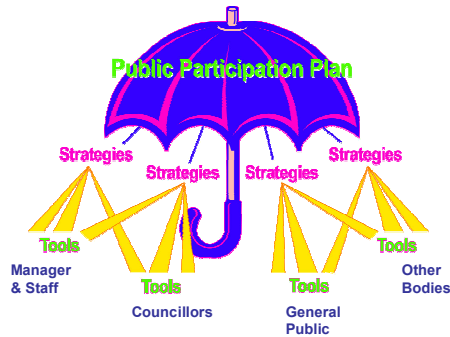
- Utilise network builders
- Use simple toolbox materials



The Way Ahead... Roles



The Way Ahead... Strategies



The Way Ahead...

Empower & assist
councillors

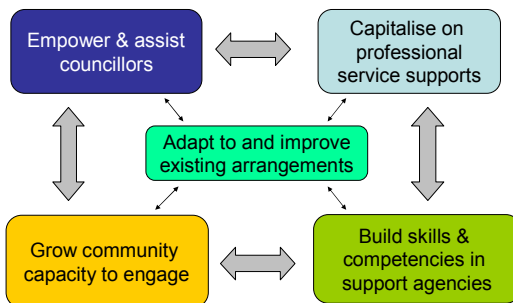
Capitalise on
professional
service supports

Adapt to and improve
existing arrangements

Grow public
capacity to engage

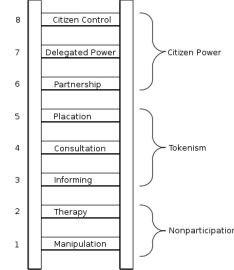
Build skills &
competencies in
support agencies

The Way Ahead... Strategies



Models of Participation

Eight rungs on the ladder
of citizen participation.
(Arnstein, 1969)



Delegation

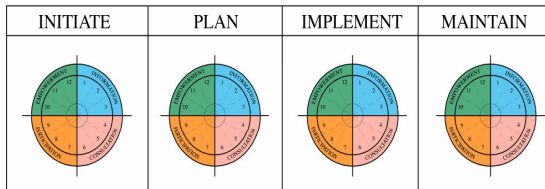
Negotiation

Consultation

Information

Involvement has to be realistic...

Don't force communities to participate / be empowered

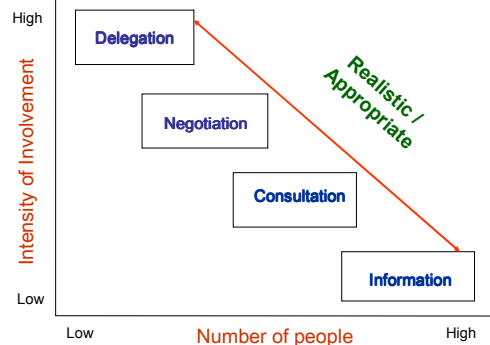


➤ Distinguish between types of involvement/appropriate options

➤ Allow public the option of

- Opting out, being informed, consulted (others paid to manage these processes – public role is **indirect**)
- Participating / taking full responsibility for decisions (**direct** involvement)

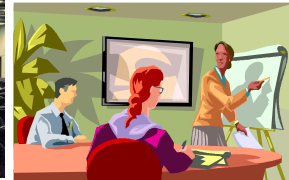
Levels of Involvement



INFORMATION	CONSULTATION	NEGOTIATION	OWNERSHIP
Initiator provides information on ongoing activities	Interchange of information, inputs requested, concerns addressed at option of initiator	Joint problem solving, evaluation of alternatives	Decision-making power shared, or transferred to beneficiaries
No systematic feedback	Responsive feedback and accountability	Consensus building, bargaining, collaboration	Power sharing/ transfer, veto-power
Participant as beneficiary recipient	Participant as client	Participant as a partner	Participant as manager
Passive Role	Discussion of options and risks	Influence	Shared control

The Way Ahead...

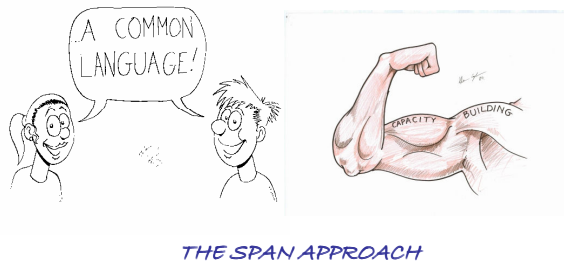
- FROM:
- TO:



Need both:

- Fill the halls:
 - Information
 - Consultation
- More targeting:
 - Negotiation
 - Delegation

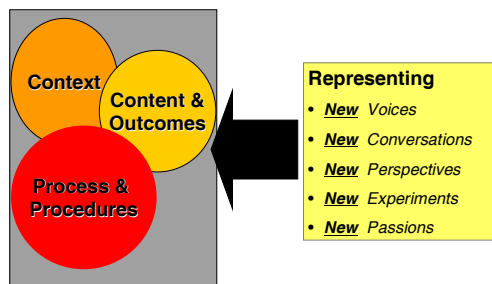
The Way Ahead...



The Way Ahead...

- Ensure **communities** develop & retain a **proactive** role in the plan process
 - Capacity building – incentivise
 - Education through demonstration – community development model
 - Role for NUIM, UCD and planning institutes as well as local support bodies
- Various **organisations** (including DLR CoCo & SSP) can develop **strategic** approach to working with communities and excluded. This would involve:
 - Pushing the need to be involved both directly and indirectly
 - Use and build on available arrangements, especially the existing councillors in role as participant 'representatives' of publics & with input at earliest stage
 - Addressing the broader needs of community development including 'capacity/ desire to participate' issues
 - Build up the ability of non-planning agencies to make effective early and continuous inputs to development plans for and with communities (e.g. own planning staff and training; closer working with councillors, pre-draft inputs...)
 - Highlight 'success stories' to facilitate buy-in from publics
- Seek more / improved **inputs** from **external** agencies / planning bodies
 - Regional guideline indicators and useful planning data
 - Refined legislation

Towards 2008. An evolving process...



The Way Ahead... a Continuous Process

