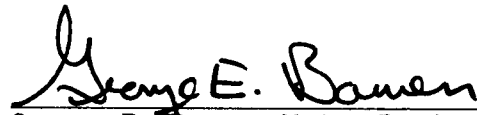
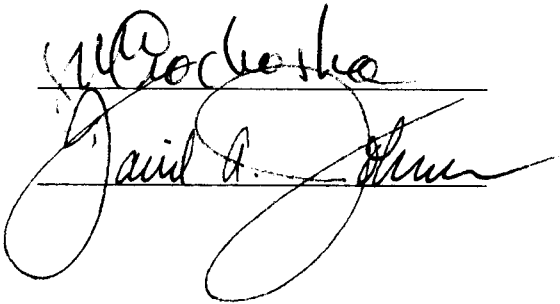


To the Graduate Council:

I am submitting herewith a thesis written by Kathy Regina Moore Cowan entitled "Increased Federal Requirements for Citizen Participation: A Case Study of the Nashville-Davidson County, Tennessee, Metropolitan Planning Commission, Air Quality/Transportation Planning Public Participation Program." I have examined the final copy of this thesis for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science in Planning.


George E. Bowen, Major Professor

We have read this thesis
and recommend its acceptance:



Accepted for the Council:


Vice Chancellor
Graduate Studies and Research

INCREASED FEDERAL REQUIREMENTS FOR CITIZEN PARTICIPATION: A CASE STUDY
OF THE NASHVILLE-DAVIDSON COUNTY, TENNESSEE, METROPOLITAN
PLANNING COMMISSION, AIR QUALITY/TRANSPORTATION
PLANNING PUBLIC PARTICIPATION PROGRAM

A Thesis

Presented for the

Master of Science in Planning

Degree

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Kathy Regina Moore Cowan

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ABSTRACT

The purpose of this study was to examine the impact of increased federal government requirements for citizen participation on local government programs. A case study of the Nashville-Davidson County, Tennessee, Metropolitan Planning Commission, Air Quality/Transportation Planning Public Participation Program was used as an example of local government response. Other research methods used were a historical review of the existing literature and a telephone survey of citizen participants in the program.

The findings of the study indicate that federal government requirements have caused local governments to increase their efforts to establish citizen participation programs. This has made local governments more accessible to the community. Increasingly, citizens are being involved in the planning of programs instead of sanctioning agency plans and proposals after their development. In the future, when developing citizen participation programs, planners should devote more time to selecting appropriate citizen participation techniques so that they match the objectives. Finally, planners must take responsibility for educating and informing the community about salient issues so that citizens are able to make responsible decisions.

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CHAPTER I

INTRODUCTION

I know of no safe depository of the ultimate power of society but the people themselves: and if we think them not enlightened enough to exercise control with a wholesome discretion, the remedy is not to take it from them but to inform their discretion by education.

--Thomas Jefferson

Purpose

From a historical perspective, it has been a relatively short time since the question of whether citizen participation was desirable was being debated. Out of the physical violence of the 1960s rose many social programs requiring "maximum feasible participation" in the decision-making process by those affected by them. Today most federal programs have such requirements for citizen participation.

Some planners view these requirements as frustrating and unnecessary. As a planner working very closely with a citizen advisory committee, I know how frustrating it can be. However, it is important and necessary for planners to be concerned with effective citizen participation, not just because federal legislation mandates it in most every program, but for a variety of reasons:

1. Almost all facets of a planner's job require constant work with the public.
2. The public demands participation and considers it a right.
3. Citizen participation creates trust and confidence in government which can make the planner's job easier.

4. Citizen participation gives the planner deeper insight into the needs and priorities of the public which aids the planner in creating more realistic and effective plans.

5. Citizen participation increases and enhances the likelihood of proposed plans being approved and implemented.

6. Planners have a professional and social responsibility " to expand the flexibility of government procedures and institutions to ensure greater constructive citizen participation and involvement in the planning process."¹

The federal government over the last few years has put much effort into strengthening requirements for citizen participation in federally funded programs. But how useful have these increased requirements been? The responsibility for implementation lies with state and local governments. Have localities been committed to establishing citizen participation programs or have they merely implemented token efforts to satisfy government requirements? This study addresses these questions.

Report Organization

Chapter I. The purpose of the study is discussed and the organization of the report is outlined. In addition, the study methodology to be used is presented.

Chapter II. Citizen participation is reviewed from a historical perspective tracing its development to its present form. In addition,

¹American Institute of Planners, "The Social Responsibility of the Planner," Washington, 1973. (Mimeographed.)

federal government requirements for citizen participation in air quality legislation are discussed.

Chapter III. Various frameworks for conceptualizing citizen participation are discussed. These frameworks are of three perspectives--partisan influence, social control, and exchange.

Chapter IV. The Nashville-Davidson County, Metropolitan Planning Commission (MPC), Air Quality/Transportation Planning (AQ/TP) Public Participation Program is examined as an example of local government response to federal government requirements for public participation.

Chapter V. The MPC AQ/TP Public Participation Program is evaluated and conclusions are made about the study's implications on the impact of federal government requirements for public participation on local government programs.

Methodology

A historical review of the existing literature was used to examine the changing role of citizen participation in federal government programs and, specifically, in those programs to improve air quality. Data was collected from a variety of sources, including government legislation and documents, newspapers, professional journals and magazines, reports, books, and studies.

A literature search was used to identify different frameworks and perspectives on citizen participation. In order to get diversity, different and conflicting sources were reviewed.

A case study was used to examine the MPC AQ/TP Public Participation Program. The case study approach was selected because it allowed a

comprehensive description and explanation of the program. The MPC files on AQ/TP were used to obtain data for this section. This included MPC staff memorandums, letters to and from the MPC, reports, evaluations, and minutes of meetings. In addition, data was collected from personal observation.

Finally, a combination of methods was used to evaluate the program. Besides on-site participant observation and the scanning of the MPC files and other documents, a telephone survey of the Citizen Advisory Committee (CAC) members was conducted. The purpose of the survey was to systematically obtain citizen participants' perceptions. The survey contained both open-ended discussion questions and close-ended questions. Each CAC member was telephoned prior to the survey to schedule a convenient interview time. As a result, some of the members chose to delay the survey until after work hours. Each interview lasted approximately fifteen to twenty minutes. Given the exploratory nature of the study, no formal hypothesis was prepared.

CHAPTER II

HISTORICAL DEVELOPMENT OF CITIZEN PARTICIPATION REQUIREMENTS
IN FEDERAL GOVERNMENT LEGISLATIONHistory of the Role of Citizen Participation

Often the historical background and significance of contemporary citizen participation have been overlooked or forgotten. Given the lack of knowledge decision-makers have of the evolutionary growth of citizen participation, often its primary purpose--increasing the responsiveness and accountability of government to citizens--is not acknowledged.

Citizen participation in governmental decision-making is an American tradition. America was born with the idea of limited governmental authority and formal public accountability. These principles are also the roots of contemporary citizen involvement in decision-making. They were evident among those that came over on the Mayflower to America in 1620. Before landing, they symbolically drafted an agreement for mutual governance. This spirit of mutual governance was "soon expressed in the American colonies, in plantation covenants, in congregational practice in local churches, and in the establishment of the town meeting tradition."¹

Participation in church and community affairs was widely accepted as a right by the time of the American Revolution. The Declaration of Independence indicates how strongly our forefathers felt about this right. It states that "whenever any form of government becomes destructive . . . it is the Right of the People to alter or to abolish it,

¹Stuart Langton, "American Citizen Participation: A Deep-Rooted Tradition," National Civic Review 68 (September 1979): 403.

and to institute new Government."² Clearly, the Declaration of Independence states that the government belongs to the people and if they are unsatisfied with their government they have a constitutional right to change it and a revolutionary right to abolish it. The adoption of the Bill of Rights further strengthened the participatory rights stated in the Constitution.

From 1900 to 1930, the movement for direct citizen involvement in government decision-making focused on increasing citizen control over legislative action, primarily as a result of the corrupt actions of legislators.³ There was not much concern during this period for popular control over the actions of bureaucratic agencies and appointed government department officials because limited authority had been granted to them.

Beginning in the early 1900s, the administrative autonomy and discretion of bureaucracies were expanded. As part of the effort to limit the power of corrupt legislators and to insulate the bureaucracies from this corruption, the professional civil service system based on the merit principle was introduced.⁴ The federal government promoted this trend and encouraged it at the state and local levels of government as well.

During the Great Depression of the 1930s, millions of citizens, hurt by the economic collapse, united in various organizations to press

²Ibid.

³Nelson M. Rosenbaum, Citizen Involvement in Land Use Guidance (Washington: The Urban Institute, 1976), p. 8.

⁴Ibid.

for government assistance in employment, housing, food, and other areas. The federal programs developed to address the problems of the citizens resulted in the establishment of many specialized government bureaucracies and regulatory agencies which were given broad discretionary powers. These programs also created bureaucracies at the state and local government levels. Since these bureaucracies were federally funded, they were insulated from local political pressure and control.⁵

Major public concern about controlling administrative discretion did not develop until after World War II. "The aggressive, adversary relationship between regulatory agencies and regulated parties that prevailed during the New Deal era had been transformed into a more comfortable and cooperative posture . . ."⁶ where bargaining and back scratching occurred. This revelation led to the movement to bring bureaucracies under greater public control.

This disillusionment led to the advocacy of direct citizen participation rights and opportunities in government. Response to this request was the passage of the Federal Administration Procedure Act of 1946 and other acts and ordinances facilitating public access and bureaucratic accountability.⁷ This act authorized minimal participation opportunities--mandatory public hearings or review and comment on proposed regulations announced in the newly created Federal Register. The states and localities adopted similar acts in the 1950s and 1960s.

⁵Ibid., p. 10.

⁶Ibid., p. 11.

⁷Langton, p. 405.

Recognizing the limitations of the Federal Administration Procedure Act of 1946 and other similar acts, citizens demanded more specific requirements for citizen participation which would obligate administrative agencies to solicit participation in policy decisions. The Federal Housing Act of 1954 was the first major act to incorporate such requirements.⁸ It mandated that committees be established in neighborhoods where urban renewal programs were undertaken to participate in the planning and implementation of projects. This act was the first to require citizen participation of target areas and specific groups to be affected by a government program.

The 1960s were trying times in this country. Many groups had been very vocal about how unresponsive and unaccountable government had been. Some felt they were not being adequately represented, others were frustrated by public decisions dissipated by the bureaucracies, and still others were disappointed by the lack of leadership on the part of elected officials and appointed public servants. The tensions in the country at that time dictated that meaningful attempts be made to reshape the traditional decision-making processes to accommodate strategies for citizen participation.

In response to citizen discontent, and even more citizen militance, Congress focused its attention on specific citizen involvement programs, resulting in the passage of the Economic Opportunity Act of 1964. This act was the dawn of a new kind of citizen participation. It institutionalized mandatory citizen participation by requiring "maximum feasible participation" of the poor. Even though the tradition of

⁸Rosenbaum, p. 16.

citizen participation has always existed in this country, the term "citizen participation" was not widely used to refer to the concept until the passage of this act.⁹

The Office of Economic Opportunity (OEO), which administered the Economic Opportunity Act of 1964, sought to maximize representation of the poor on local Community Action Program (CAP) agency boards. Their rationale was that since the poor lacked power in the community-at-large and in city hall, they needed power over decisions affecting their neighborhoods.¹⁰ Since CAP agency boards were privately and federally funded, they were separate and independent of local governments. This created a duality of power in CAP agencies and in city halls. Once the duality of power became implicit, mayors across the country lobbied together and used their influence in Congress and the Administration to get OEO to change its policy on citizen participation. They succeeded in 1965 when OEO changed its requirement of "maximum feasible participation" of the poor on CAP agency boards to require that only one-third of CAP board members be representative of the poor.

Despite this concession, citizen participation remained a strong element in government programs during the 1960s. In 1966, the Demonstration Cities and Metropolitan Development Act, better known as the Model Cities Program, included a requirement for "widespread citizen

⁹Langton, p. 404.

¹⁰Ernest Erber, "Conflicting Concepts of Citizen Participation," in Certification for Community Development: A Reader on the Citizen Participation Process, ed. Patricia Marshall (Washington: The National Association of Housing and Redevelopment Officials, February 1977), p. 21.

participation" of citizens in affected neighborhoods. The Department of Housing and Urban Development (HUD) prepared guidelines stating that there had to be some organizational structure used that would include residents in program policy formation, planning, and implementation. Government officials frequently found it difficult to cope with the demands and the aggressive style of the newly empowered neighborhood groups and leaders. Because of this, these programs were abandoned or reduced during the Nixon administration.

The experiences with citizen participation under the Community Action and Model Cities Programs have been publicized and criticized throughout the literature during the past decade or so. Despite this criticism, "it was these two federal statutes, more than any other sources, that popularized and legitimized the concept of systematic citizen involvement in many other pieces of legislation at all levels of government."¹¹

Two other significant federal acts of this decade were the Freedom of Information Act of 1966 and the National Environmental Policy Act of 1970. Both of these statutes created new information and accountability obligations for administrative agencies and more importantly made these rights judicially enforceable by the individual citizen.¹² These acts had a tremendous impact on state and local governments. Most states and, to a lesser extent, local governments soon afterwards passed similar legislation.

¹¹Rosenbaum, pp. 16-17.

¹²Ibid., p. 15.

By the mid-1970s, citizen involvement as a basic government procedure was generally accepted. This was evident in the federal government's establishment of hundreds of requirements for citizen participation in grant programs and regulatory proceedings. Consequently, citizen participation requirements are now included in major legislation for airport construction, environmental affairs, consumer affairs, health, housing, highway construction, public transportation, and many other areas.

The rapid growth of citizen participation at the state and local levels of government also illustrates the general acceptance of citizen participation. Many states and cities authorized major citizen-oriented studies designed to inform and guide them in the establishment of goals for the future of their jurisdictions and to guide legislative actions on sensitive issues. The Community Goals for Knoxville-Knox County is an example of such a study. Numerous articles concerning citizen participation appeared in professional journals, such as, the Journal of the American Planning Association (then known as the Journal of the American Institute of Planners), National Civic Review, Public Interest, Public Policy, and others. Citizen participation became a popular topic at conferences of government officials, professional associations, and citizen leaders. Citizen participation "cook books" and other training materials emerged almost as fast as citizen advisory committees were formed all over the country.

Equal to the dramatic growth that occurred in government initiated citizen involvement efforts, has been the growth in citizen action groups. Between 1963 and 1978, at least ten major citizen movements emerged: civil rights, the environment, anti-war, neighborhoods, public

interest, the consumer, women's rights, right to life, gay rights, and the tax revolt.¹³ For each of these movements, thousands of organizations at the national, state, and local levels were generated which provided many different opportunities for education, advocacy, and volunteer service. These organizations often were the vehicles for citizens to influence public policy. Since the late 1970s, these groups have become more and more sophisticated. "They train their members. They have newsletters, alerts, workshops, and conferences to inform their constituents. They teach people how to lobby, how to testify or how to protest, and they establish networks among groups to maximize their potential impact."¹⁴

As a result of a historical tradition of citizen involvement, Americans have a predisposition to participate in their government. They assume it as a right and a responsibility to remain informed and involved. It is clear that citizens demand to be given fair treatment and adequate representation from government. In response to citizen pressure, citizen involvement has become a dominant principle in governments, despite debate on the quality of government efforts. No doubt, citizen participation will continue its evolutionary growth to a more effective form.

Citizen Participation Requirements in Federal Air Quality Legislation

The air has always contained some natural pollution: windblown dust, gases generated by plant and animal decay, and occasional torrents

¹³Langton, p. 407.

¹⁴Stuart Langton, "Citizenship in a New Era," Southern Exchange, August 1980, p. 6.

of gases and dust particles from volcanic eruptions.¹⁵ For millions of years, however, nature's own air cleansing system kept the air basically clean: winds mixed and dispersed the pollutants, rain and snow washed some of them to the ground, and plants absorbed carbon dioxide from the air and contributed fresh oxygen.¹⁶

The industrial revolution, and the resulting increased concentrations of population, interrupted this natural purifying system. Episodes of respiratory disease and deaths from lung and heart ailments occurred with increasing frequency in industrial cities. In response to public outcry, local governments soon took notice. Pittsburgh passed the first air pollution ordinance in the United States in 1815.¹⁷ Its principal targets were smoke and odors from industrial pollution. Other industrial cities soon followed Pittsburgh's example and passed local ordinances which were somewhat effective in improving the appearance and cleanliness of cities. By the 1950s, many cities became noticeably less smoky.¹⁸

Despite scattered successes in smoke control, cities like Los Angeles that did not have heavy industry, but had a number of automobiles, began experiencing problems with air pollution. Air pollution in these areas caused eye and skin irritation; effects not evident in areas

¹⁵Cleaning the Air: EPA's Program for Air Pollution Control, U.S. Environmental Protection Agency, Office of Public Awareness Pamphlet No. OPA 48/8 (Washington, D.C.: Government Printing Office, June 1979), p.1.

¹⁶Ibid.

¹⁷Ibid.

¹⁸Ibid.

with industrial pollution. This new kind of pollution was discovered to be photo-chemical smog. Smoke, soot, and odor pollution from industries were still a widespread problem; however, it was no longer dominant. About this time, the federal government entered the picture.

Air Pollution Control Act of 1955. This act was the first federal legislation to exclusively address the nation's air pollution problem. However, "it was narrow in scope and potential, primarily because of the federal government's hesitation to encroach on state's rights."¹⁹ Basically, it recognized the danger of the growing problem to the population, left state governments primarily in charge of prevention and control of air pollution, and provided research and technical assistance in air pollution.

This act did not define a role for citizen participation nor did it stress citizen involvement. It authorized five million dollars annually for a five-year period to the Department of Health, Education, and Welfare (HEW) for research and dissemination of its findings to "state and local government air pollution control agencies, other public and private agencies and institutions, and industries."²⁰ However, the act did not require that HEW make its findings available to the general public, nor did it require state and local governments to make special efforts to do so. The act did allow HEW to make grants to individuals

¹⁹James R. Crowell, "The Impact of the Land Development Process on Air and Water Quality" (Major paper, University of Tennessee, March 1979), p. 10.

²⁰Air Pollution Control Act of 1955, Statutes at Large 69, sec. 2 (b) (4), 322 (14 July 1955).

for research, training, and demonstration projects,²¹ but that was the extent of citizen involvement as mandated by this act.

Air Pollution Control Act Amendments of 1960. This act amended the 1955 act to direct the surgeon general to conduct a thorough study of the effects of motor vehicle exhausts on human health and to make recommendations for the protection of the public health based on the study's findings. There were no new provisions for citizen involvement.

Air Pollution Control Act Amendments of 1962. Appropriations for an additional two-year period were authorized by this act. It also required the surgeon general to study the amounts and kinds of discharge from exhaust into the atmosphere. Once again, there were no new provisions for citizen involvement.

Clean Air Act of 1963. At the time this act was passed, only thirteen states had passed laws providing for state control of air pollution.²² This act was enacted due to the slow response of states and cities in controlling air pollution under previous legislation and the need for stronger federal involvement. It encouraged state and local programs for the control and abatement of air pollution by authorizing grants for as much as three-fourths of the costs for developing, establishing, and improving air pollution control programs. The act, also, required states to develop ambient air quality standards. Most importantly, this act provided for several federal abatement action procedures.

²¹Ibid., sec. 5 (a) (1), 323.

²²Crowell, pp. 11-12.

The sections of the 1955 legislation authorizing research grants to individuals and requiring HEW to research and disseminate its findings were still mandated. One change brought about as a result of this legislation, in regards to citizen involvement, was the requirement of public hearings where federal abatement was involved. Procedures for holding the public hearing were spelled out in this act. The federal government's role was still a passive one in promoting citizen involvement.

Motor Vehicle Air Pollution Control Act of 1965. The 1965 amendments required manufacturers to reduce the pollution emitted by all new cars and trucks based on national standards. This act delegated automotive emission control to the federal government.

An important provision for citizen involvement was included in this act concerning public hearings. It mandated that at the public hearing "all interested persons shall be given an opportunity to be heard . . . either orally or in writing, and shall be permitted to appear in person or by representative" ²³ Although public hearings had been mandated in past legislation, this was the first time it had actually been spelled out that all interested individuals be allowed to present their comments.

Air Quality Act of 1967. The principal provisions of this act were: 1) a regional approach to formulating and implementing federal-state air quality standards, 2) the development and publishing of air

²³Motor Vehicle Air Pollution Control Act of 1965, Statutes at Large 79, sec. 103 (4) (e), 996 (20 October 1965).

pollution criteria, 3) a requirement that states establish air quality standards consistent with air quality criteria and develop a comprehensive plan and timetable for meeting the standards, and 4) determination by HEW of the cost and effectiveness of techniques for preventing and controlling air pollution.

In addition to previous citizen involvement requirements, a new requirement was mandated. HEW was required to publish its findings in the Federal Register and make it available to the general public.²⁴ This was the first time responsibility for informing the general public was specifically mandated.

Clean Air Amendments Act of 1970. Significant progress in controlling air pollution was not being made despite federal legislation and state and local governments attempts. This was due to a number of factors. First, efforts made by states to reduce air pollution were hampered by neighboring states with less stringent standards. Second, states were reluctant to adopt strict standards for fear of being at a disadvantage in competing for industrial growth. Third, early federal laws relied totally on voluntary state cooperation and were not backed by strong federal sanctions. Fourth, "federal law instructed each state to impose its own controls, rather than placing uniform federal requirements directly on the polluters . . . if a state was lax in imposing controls, citizens could not take action against the polluters."²⁵

²⁴Air Quality Act of 1967, Statutes at Large 81, sec. 107 (b) (1), 491 (21 November 1967).

²⁵David G. Burwell and Christopher Meyer, A Citizens's Guide to Clean Air and Transportation: Implications for Urban Revitalization (Washington: The National Wildlife Federation, 1980), p. 6.

Passage of this act marked the beginning of the first serious national effort to control air pollution. To address failures of past federal legislation, this act: 1) created the Environmental Protection Agency (EPA) to administer the program, 2) set uniform national ambient air quality standards (NAAQS), 3) established an attainment deadline for meeting NAAQS, 4) required federal approval of state implementation plans (SIPs) to achieve NAAQS, with sanctions for noncompliance, 5) established technology-based standards for controls on emissions, and 6) established separate standards for the emissions from motor vehicles.²⁶

Broad citizen participation requirements were spelled out in the legislation. First, the public was given a right to notice and an opportunity to comment on proposed SIPs. In the past, public hearings were only required when federal abatement was involved. Second, citizens were permitted to sue states, the federal government, or individual sources in order to insure enforcement of the law.²⁷ Thus, requirements for citizen participation were increased to a much greater level than had previously been mandated by prior federal legislation.

Clean Air Act Amendments of 1977. By the mid-1970s, it was evident that the goals Congress established in the Clean Air Amendments Act of 1970 were not being accomplished.²⁸ This led to improvements in the act with the Clean Air Act Amendments of 1977.

²⁶Ibid., p. 6.

²⁷Clean Air Amendments Act of 1970, Statutes at Large 84, sec. 304, 1706 (31 December 1970).

²⁸Burwell and Meyer, p. 6.

First, Congress strengthened efforts to protect regions where the air was already clean by preventing any "significant deterioration" in these regions.²⁹ This helped to prevent industrial flight to areas with less stringent air quality controls.

Second, the deadline for attainment of NAAQS was pushed back to December 31, 1982. Areas showing that they could not attain the standards for carbon monoxide and ozone by this date were granted extensions to December 31, 1987.

Third, whereas under the 1970 Act, a state's responsibility was limited to implementing its plan, the 1977 Amendments required results. Tough sanctions were imposed. The Department of Transportation (DOT) and EPA were now required to withhold federal highway and sewer funds if a state failed to make "reasonable further progress" towards adopting and implementing an adequate air pollution control plan.³⁰

Fourth, the integration of transportation/air quality planning activities on the federal and regional levels to assure the implementation of effective SIPs was mandated. The act required that federal, state, and local agencies cooperate to establish guidelines on the basic program elements for the planning process and that they jointly establish guidelines for the planning process funded under Section 175 of the act, including:

1. Methods to identify and evaluate alternative planning and control activities;
2. Methods of reviewing plans on a regular basis as conditions change or new information is presented;

²⁹Ibid., p. 18.

³⁰Ibid.

3. Identification of funds and other resources necessary to implement the plan, including interagency agreements on providing such funds and resources;

4. Methods to assure participation by the public in all phases of the planning process; and

5. Such other methods as the Administrator determines necessary to carry out a continuous planning process.³¹

This act contained the first real requirements for citizens to be actively involved in air quality planning. Citizen participation requirements were expanded beyond a right to review and comment on implementation plans to a right to participate in the planning process itself. The act mandated that public participation programs be developed. As required, EPA and DOT worked together to establish the guidelines for public participation programs.

EPA/DOT Public Participation Guidelines

EPA and DOT air quality/transportation planning guidelines were first issued in June 1978. These guidelines outlined a three step process for lead and other agencies involved in the planning process to follow in developing public participation programs. Agencies were to: 1) inventory their existing local public participation programs and interest groups--to identify areas of duplication or inadequate coverage--and identify new interest groups that may be concerned about air quality, 2) determine how effective these programs have been, and 3) develop their air quality/transportation planning public participation program to address the weaknesses found.³²

³¹Clean Air Act Amendments of 1977, Statutes at Large 91, sec. 108 (e) (15), 689 (7 August 1977).

³²Janet C. Chalupnik and Michael G. Ruby, "Public Participation in Air Pollution Control Programs," Journal of the Air Pollution Control Association 29 (March 1979): 226-227.

Expanded guidelines were issued in June 1980. The purpose of these guidelines was to assist urban areas that could not demonstrate attainment of the NAAQS for carbon monoxide and/or ozone by December 31, 1982. The expanded guidelines outlined the primary goal of the SIP-transportation revision process; the identification of the public; the elements and procedures of an effective public participation program; the work program for public information/involvement programs; and evaluation criteria.

Goal of the SIP-transportation revision process. In the expanded guidelines, EPA/DOT specifies what should be the goal of agencies engaged in the SIP-transportation revision process. Agencies should have as their primary goal the achievement and maintenance of widespread public awareness and consensus on the air quality problem and the agreement on controls to be implemented for its solution.³³ Although, agencies may have additional goals, this goal should supersede all others.

Definition of public. "Public" is defined as those interests concerned about and likely to be affected by the transportation control measures (TCMs) implemented.³⁴ The guidelines specifically state that agency programs must be designed for both the general public and specific interests--groups and individuals.

³³U.S. Environmental Protection Agency and U.S. Department of Transportation, "Public Participation in the State Implementation Plan-Transportation Revision Process: Expanded Guidelines," Federal Register 45, no. 122, 23 June 1980, 42025.

³⁴Ibid., p. 42026.

Elements and procedures of an effective public participation program. Elements necessary for an effective public participation program as defined by EPA/DOT are: commitment, identification, outreach, interaction, responsiveness, and evaluation.³⁵ Techniques to satisfy these elements are discussed but EPA/DOT does not prescribe specific techniques. The agencies are of the opinion that exact details of the program should be a local decision. Concerning financial resources, EPA/DOT suggests that 10 to 30% of an area's total section 175 funds be used for public participation activities.³⁶ They, also, suggest that other sources be used to fund the program.

Work program for public information/involvement. Agencies are required to submit a work program for their public participation programs describing all public information and involvement tasks to be undertaken. Specific items to be included in the work plan are outlined in the guidelines. Agencies are, also, required to submit a quarterly progress report.

Evaluation criteria. EPA/DOT requires lead agencies to define, at the outset of the process, the goals, objectives, and evaluation criteria for their public participation programs in consultation with other responsible agencies and interest groups.³⁷ These standards are then to be used by local areas to evaluate their programs. Specific evaluation criteria is outlined which EPA will be using to evaluate each area's

³⁵Ibid., p. 42027.

³⁶Ibid.

³⁷Ibid., p. 42028.

program. The guidelines suggest that lead agencies use the same criteria. This criteria is listed below:

1. Have clear goals, objectives and evaluation criteria of the participation program been defined? To what degree are they being met?
2. Have all potentially affected and interested segments of the public been identified and contacted regarding their role and concerns in the transportation-air quality planning process?
3. Has timely information and data been provided to affected interests to allow intelligent comment on the issues and alternative measures?
4. Have their concerns been communicated to and understood by the lead planning agency's staff and decision-makers? Have the staff and decision-makers responded to these concerns?
5. Has this change led to a better understanding of the problem, the issues, and alternative solutions? Has it helped lead planning agencies to the timely resolution of conflicts and agreement by affected interests on clear courses of action to attain and maintain the NAAQS?
6. Has there been an appropriate commitment of manpower and financial resources to the public participation program including technical and financial assistance to citizen groups and/or citizen advisory bodies?
7. Have the media and other information techniques been effectively used, resulting in greater public understanding of the air quality problem and its solution?
8. Have section 175 funds and other fundings sources been effectively used to educate, inform, and involve the public and local elected officials?³⁸

In this chapter, the development of federal government requirements for citizen participation, from simple rights of notices and public hearings to the involvement of citizens in the planning of programs, as well as in deciding what form citizen participation should take, was traced. To further illustrate the increasing requirements for citizen participation in federal government legislation, federal government citizen participation requirements in air quality legislation was discussed. In Chapter IV, the Nashville-Davidson County, Tennessee, Air Quality/Transportation Planning Public Participation Program will be

³⁸Ibid.

examined as an example of a local government's response to the federal government citizen participation requirements in air quality legislation discussed and outlined in this chapter. However, before the case study is presented, various frameworks and perspectives of different authors for analyzing citizen participation will be presented in the next chapter.

CHAPTER III

FRAMEWORKS AND PERSPECTIVES OF CITIZEN PARTICIPATION

Numerous frameworks and perspectives for viewing citizen participation were developed during the 1960s. Each author had yet another way of trying to understand the subject. Although all the frameworks had their own unique elements, most of them were of three perspectives: partisan influence, social control, and exchange. David Godschalk explains the partisan influence perspective in Participation, Planning, and Exchange in Old and New Communities.

The partisan influence perspective has a strategy of participation that aims at increasing the partisan group's access to power, in order to gain community control of planning and government decisions through political activities initiated by self-selected citizen groups.¹

He also elaborates on the social control perspective of citizen participation.

The social control perspective tends to see participation as a control mechanism, that allows the system to remain stable through small changes directed by feedback and through co-optation of dissidents, and to facilitate adoption of innovation through involvement of opinion leaders in decentralized administrative activities initiated by bureaucrats and professionals.²

The final perspective, exchange, is a process where there is a genuine interchange between citizens and planners.³

¹David Robinson Godschalk, Participation, Planning, and Exchange in Old and New Communities: A Collaborative Paradigm (Chapel Hill: The University of North Carolina, 1972), p. 85.

²Ibid.

³Michael Fagence, Citizen Participation in Planning (Elmsford: Pergamon Press Ltd., 1977), p. 4.

In this chapter, frameworks of each of these perspectives are discussed. The works of Sherry Arnstein and Sally Bould and Jon Van Til are reviewed as examples of the partisan influence perspective. To illustrate the social control perspective, Edmund Burke's and James Glass's frameworks are examined. Finally, as an example of the exchange perspective, David Godschalk's framework is described.

Arnstein's Ladder of Citizen Participation

Sherry Arnstein's "ladder of citizen participation" is widely renowned and a constant source of reference throughout the literature.

Michael Fagence writes:

One of the purposes of Arnstein's description was to reveal the dichotomy between the "empty ritual" and the laws of real power, and their relative impacts on decision outcomes. The ladder was devised and described in a particularly provocative manner to encourage a more enlightened and rational debate on the theory, purpose, and practice of citizen participation in decision-making.⁴

Citizen participation, as defined by Arnstein, is a categorical term for citizen power.⁵ She conceptualizes this definition using a typology of citizen participation containing eight levels which are allocated among three categories that correspond with the extent of citizen power. Figure 1 illustrates Arnstein's typology.

The grade of least effectiveness in the Arnstein typology is "nonparticipation" where the objective is to educate or cure the participants rather than enable them to participate in the planning and

⁴Ibid., p. 122.

⁵Sherry R. Arnstein, "A Ladder of Citizen Participation," Journal of the American Institute of Planners 35 (July 1969): 216.

8 Citizen control	
7 Delegated power	Degrees of
6 Partnership	Citizen Power
5 Placation	
4 Consultation	Degrees of
3 Informing	Tokenism
2 Therapy	
1 Manipulation	Nonparticipation

Figure 1. Arnstein's Ladder of Citizen Participation.

Source: Sherry R. Arnstein, "A Ladder of Citizen Participation,"
Journal of the American Institute of Planners 35 (July 1969): 217.

implementation of programs and policies.⁶ Rungs on the ladder in this grade include: 1) "manipulation" and 2) "therapy." In the second grade, "tokenism," citizens are allowed to hear and have a voice, but they lack the power to enforce the powerful to adhere to their views, thus there is no assurance of changing the status quo.⁷ This grade includes rungs 3) "informing," 4) "consultation," and 5) "placation." The final and highest grade of effectiveness is "citizen power" where citizens have increasing degrees of decision-making clout.⁸ Included in this grade are rungs 6) "partnership," 7) "delegated power," and 8) "citizen control." Characteristics of the eight levels in the typology are discussed below.

Manipulation. Citizens are placed on advisory committees for the purpose of educating them or gaining their support. These advisory committees serve as "rubberstamp" committees and have no advisory function.⁹

Therapy. Citizens are engaged in extensive activity, but the focus is on curing them of their "pathology" instead of correcting inequalities and inequities.¹⁰

⁶ Ibid., p. 217.

⁷ Ibid.

⁸ Ibid.

⁹ Ibid., p. 218.

¹⁰ Ibid.

Informing. The process of communication is one-way from officials to citizens with no channel for feedback from citizens. Citizen participation methods used for one-way communication as identified by Arnstein are the news media, pamphlets, posters, and responses to inquiries.¹¹ Sometimes meetings are used for one-way communication by providing superficial information, discouraging questions, or giving irrelevant answers to questions.¹²

Consultation. Citizens are consulted for their opinions usually through attitude surveys, neighborhood meetings, or public hearings, but there is no assurance that citizen concerns and ideas will be considered.¹³ Arnstein describes participation at this level as a "window-dressing ritual." Further describing participation at the "consultation" level, Arnstein writes:

People are primarily perceived as statistical abstractions, and participation is measured by how many come to meetings, take brochures home, or answer questionnaires. What citizens achieve in all this activity is that they have "participated in participation." And what power-holders achieve is the evidence that they have gone through the required notions of involving "those people."¹⁴

Placation. Citizens begin to have some degree of power, although "tokenism" is still evident. A few representatives of the powerless are

¹¹Ibid., p. 219.

¹²Ibid.

¹³Ibid.

¹⁴Ibid.

placed on public boards and are allowed to advise, but the powerholders continue to make decisions.¹⁵

Partnership. Citizens share planning and decision-making responsibilities through joint boards and decision rules.¹⁶

Delegated powers. Citizens have dominant decision-making authority over a particular plan or program.¹⁷

Citizen control. Participants or residents govern a program or institution and are in charge of policy and management, and can negotiate any attempts at change by outsiders.¹⁸

Arnstein basically views participation as a battle between citizen groups and local government over decision-making control and power. She sees resulting plans and programs as expressions of political positions.

Van Til's Typology of Meanings of Citizen Participation in Social Policy

Jon Van Til and Sally Bould Van Til make the contention that the "variety of meanings of citizen participation . . . may be comprehended by a typology that distinguishes between two aspects of participation: the range of citizenry involved and the focus of their participation."¹⁹

¹⁵Ibid., p. 220.

¹⁶Ibid., p. 221.

¹⁷Ibid., p. 222.

¹⁸Ibid.

¹⁹Jon Van Til and Sally Bould Van Til, "Citizen Participation in Social Policy: The End of the Cycle?" in The Sociology of the City, ed. Sandor Halebsky (New York: Scribner's Sons, 1973), p. 466.

Based on these aspects, the Van Tils identify a typology of six forms of citizen participation. Table 1 illustrates this typology.

TABLE 1
A TYPOLOGY OF MEANING OF CITIZEN PARTICIPATION
IN SOCIAL POLICY

Participation is By	Participation Focuses On	
	Administrative Concerns Only	Administrative and Political Concerns
Elites Only	Elite Coalition	Politics of Reform
Elites and Non-Elites	Citizen Advisors	Pluralist Participation
Non-Elites Only	Client Participation	Grassroots Participation

Source: Jon Van Til and Sally Bould Van Til, "Citizen Participation in Social Policy: The End of the Cycle?" in The Sociology of the City, ed. Sandor Halebsky (New York: Scribner's Sons, 1973), p. 470.

The first form of citizen participation in the typology is the "elite coalition" where participation is by elites only and only in question of policy implementation. Usually the "elite coalition" takes the form of a community-wide committee consisting of at least one representative of each group interested in the project."²⁰ This type of participation stresses the values of cooperation, education, and consensus"²¹ The coalition is not involved in decision-making nor

²⁰Ibid., p. 467.

²¹Ibid.

political considerations; instead, what is desired is a harmonious approval of the experts' plans.

The "elite coalition" often yields to the second category, "the politics of reform." Here, participation is also by elites only. Unlike the "elite coalition," however, the focus of participation is on political as well as administrative concerns, that is, ends as well as means. Often legislation embodies potentially conflicting goals. For instance, two conflicting goals in the Urban Renewal Program were the redevelopment of the center city and the provision of low cost housing. Where there is competition, the conflicting interests of political issues are often manifested. Citizen participation in "the politics of reform" is essentially the struggle for control of scarce resources among competing political elites.²²

"Pluralist participation," the third category in the typology of citizen participation, extends participation beyond the realms of the elite to include non-elites, thus non-elites have access to decisions formerly made by elites only. Usually those who are directly affected by a project are elicited for participation. The focus is on administrative as well as political concerns. Supposedly, this type of participation allows elites and non-elites to seek accommodation of their interests, but many suggest that the final result is an elite dominated group.²³

The fourth type of citizen participation is where non-elites and elites serve as "citizen advisors." Unlike "pluralist participation,"

²²Ibid., p. 468.

²³Ibid.

this type of participation is focused on administrative concerns. "Such involvement may range from the merest leg-work of collecting an audience for a meeting, to a rather full participation in the planning of the project itself."²⁴

The final two categories in the Van Til typology involve non-elites only. These two types, "client participation" and "grassroots participation," grew out of the War on Poverty legislation. The authors write that the rationale of the legislators was that a program designed to "rehabilitate people" required the "maximum feasible participation" of the poor to enable them to escape the "culture of poverty."²⁵ Due to vagueness in the legislative intent, two new positions of participation emerged.

One position contended that the poor should have an influential, if not controlling voice, in administering their program (client participation); another claimed that the poor should be allowed to deal with political as well as administrative questions (grassroots participation).²⁶

The Van Til typology basically categorizes various levels of citizen control of decision-making. It is similar to Arnstein's "ladder" concept in that it views participation as power.

Burke's Perception of Citizen Participation as a Strategy to Obtain Administrative Objectives

Unlike the Arnstein and Van Til frameworks, which view citizen participation as a form of citizen influence and power, Edmund Burke

²⁴Ibid.

²⁵Ibid., p. 469.

²⁶Ibid., p. 470.

defines citizen participation as a strategy to attain specific organizational objectives. He further explains that it is not just a single, undifferential, and overriding strategy, but, rather several strategies.²⁷ The five strategies identified by Burke are "education-theory," "behavioral change," "staff supplement," "co-optation," and "community power."

Education-therapy strategy. This strategy focuses on the presumed need to improve individual participants through education and therapy. In the context of education, citizen participation is viewed as citizenship training. Burke writes that "citizens working together to solve community problems not only learn how democracy works but also learn to value and appreciate cooperation as a problem solving method."²⁸ In the context of therapy, working together is seen as a means to develop self-confidence and self-reliance within individual participants and the group as a whole.²⁹

Behavioral change strategy. The objective is to change the behavior of members of a group or other system by using the group as a vehicle for change. The group itself (norms, standards, style) is the target of change, although the goal may also be to change individual behavior.³⁰

²⁷ Edmund M. Burke, "Citizen Participation Strategies," Journal of the American Institute of Planners 34 (September 1968): 288.

²⁸ Ibid.

²⁹ Ibid.

³⁰ Ibid., p. 289.

Staff supplement strategy. The objective is to use citizen resources--ability, time, and/or expertise--to carry out organizational tasks for which resources are lacking. Citizens are recruited as volunteers. Agencies assume that the volunteers are in agreement with their objectives and that they will assist them in carrying out these objectives.³¹ Volunteers are not recruited to be involved in policy making.

Co-optation strategy. The objective is to involve citizens in an organization to prevent anticipated conflicts. Burke writes:

In this sense citizens are not seen as means to achieve better planning goals nor are they seen as partners in assisting an organization in achieving its goal; rather, they are viewed as potential elements of obstruction or frustration,³² whose cooperation and sanction are found necessary.

Community power strategy. The objective is to use conflict or confrontation techniques to gain participation in decision-making within an established power structure.³³

David Godschalk notes that Burke views participation primarily from the perspective of the authorities and stresses its social control aspects.³⁴ His view definitely conflicts with that of Arnstein who advocates greater citizen control and influence in planning.

³¹Ibid., p. 290.

³²Ibid., p. 291.

³³Ibid., p. 292.

³⁴Godschalk, p. 16.

Glass's Perception of Citizen Participation as a Strategy to Obtain Administrative and Citizen Objectives

James Glass views citizen participation much in the same way as Burke; as a means to secure ends. Unlike Burke, however, he recognizes an administrative and citizen perspective on the purpose of citizen participation. The administrative perspective sees participation as a means to increase citizen trust and confidence in government, thereby, making it more likely that plans will be accepted and that citizens will work within the system when seeking solutions to problems.³⁵ The citizen sees participation as providing citizens with a voice in decision-making, thereby, improving decisions, plans, and service delivery.³⁶

Glass identifies five objectives of citizen participation that correspond to these perspectives. Those associated with the administrative perspective are "information exchange," "education," and "support building"; and those associated with the citizen perspective are "decision-making supplement" and "representational input." These objectives are briefly defined below:

1. "Information exchange" refers to planners and citizens coming together to share ideas and concerns.³⁷

2. "Education" refers to the dissemination of detailed information concerning a proposal, including the why and how of the proposal, to citizens.³⁸

³⁵James J. Glass, "Citizen Participation in Planning: The Relationship Between Objectives and Techniques," Journal of the American Planning Association 45 (April 1979): 181.

³⁶Ibid., p. 182.

³⁷Ibid.

³⁸Ibid.

3. "Support building" seeks to create a favorable climate for proposed policies and plans.³⁹

4. "Decision-making supplement" refers to efforts designed to increase the opportunity for citizen input into the planning process to provide the planner with another dimension to consider in addition to the normal staff input.⁴⁰

5. "Representational input" seeks to identify the views of the entire community on specific issues to insure that plans reflect community desires.⁴¹

Glass does not attempt to comment on what the proper objective of citizen participation should be. He is more concerned with matching the proper techniques to an objective, whatever the objective may be. To illustrate this relationship, Glass developed a typology of citizen participation techniques based on the degree of structure exhibited, the objective, and the perspective. Table 2 illustrates this typology.

The author concludes that the best technique is dependent on the situation and the objectives sought. He further concludes that:

Planners seeking to obtain citizen input and legislators including participatory requirements in federal or state programs, should not view the ultimate goal as being citizen participation. If they do, the implication is that any technique will suffice as long as it is categorized as a participatory device. The decision to engage in or require citizen participation must be followed by a detailed identification of the desired objectives. Once the objectives are identified, then the search for a technique may begin.⁴²

³⁹Ibid.

⁴⁰Ibid.

⁴¹Ibid.

⁴²Ibid., p. 188.

TABLE 2

THE OBJECTIVES, TECHNIQUES, AND PURPOSES
OF CITIZEN PARTICIPATION

	Objectives			
	Administrative Perspective		Citizen Perspective	
	Information Exchange	Education	Support building	Decision-making Supplement
Techniques	1. Drop-in centers	1. Citizen advisory committees	1. Nominal group process	1. Citizen survey
	2. Neighborhood meetings	2. Citizen review	2. Analysis of judgement	2. Delphi process
	3. Agency information meetings	3. Citizen task force	3. Value analysis	
	4. Public hearings			

Source: James J. Glass, "Citizen Participation in Planning: The Relationship Between Objectives and Techniques," Journal of the American Planning Association 45 (April 1979): 183.

Godschalk's Collaborative Paradigm

David Godschalk contends that citizen participation may best be conceived as a decision-forming partnership of citizens and government; an exercise in collaboration. He describes collaborative planning as a process in which there is genuine interchange between citizens and government.⁴³ Citizens work jointly with a planning agency that they are not immediately connected.

Process objectives of Godschalk's collaborative paradigm are "self guidance," "transferability," and "conflict management." He defines "self guidance" as an exchange process between social control forces and partisan influence. This objective is based on the goal that the community should be able to effectively guide itself toward goals and, at the same time, balance control and consensus formation capacities.⁴⁴

A second objective, "transformability," refers to a community's capacity for major self-directed change. It is based on the goal that the community should be able, when necessary, to transform itself without violence or coercion.⁴⁵

The final objective of collaborative planning is "conflict management." Godschalk writes that "the problem of conflict management is to transform conflict (threat systems) into competition (exchange) or cooperation (mutual benefit systems)."⁴⁶ This principle is based on

⁴³Godschalk, p. 22.

⁴⁴Ibid.

⁴⁵Ibid.

⁴⁶Ibid., p. 171.

the goal that a community should be able to face conflict and turn that energy into a socially constructive purpose.⁴⁷

Where the Arnstein and Van Til frameworks view citizen participation from the perspective of the citizen, and the Burke and Glass frameworks view citizen participation from the government perspective, Godschalk's framework views citizen participation as an exchange process accommodating both actors. Godschalk writes:

Within this governmental setting citizens and government seek various objectives in pursuit of their interests. They become involved in interdependent relationships, where information, ratification, and resources must be traded in order to gain their separate objectives... This participation process may be analyzed as a sequence of transactions among various actors, each seeking to profit.⁴⁸

The differences in the three perspectives--partisan influence, social control, and exchange--are excellently contrasted by Godschalk. Figure 2 illustrates his comparison.

Each of the frameworks discussed in this chapter made a definite contribution to the literature on citizen participation. They each provided a means by which planners and other social scientists could begin to analyze citizen participation. These frameworks will be used in Chapter V as a part of the evaluation of the Nashville-Davidson County, Tennessee, Air Quality/Transportation Planning Public Participation Program. A case study of this program is presented in the next chapter.

⁴⁷Ibid., p. 157.

⁴⁸Ibid., p. 38.

	<u>Partisan Influence Perspective</u>	<u>Social Control Perspective</u>	<u>Exchange Perspective</u>
<u>Orientation</u>	Actors: partisan groups	System or its agents: authorities	Interaction between actors and system agents: resource exchange
<u>Theoretical Objective</u>	Redistribution of power	Equilibrium	Social profit
<u>Planning Approach</u>	Advocacy: adversary planning	Allocative: central planning	Collaborative: joint planning
<u>Participation Perception</u>	Access to power; community control	Feedback mechanism; co-optation of dissidents	Reciprocal control; resources/commitments bargaining
<u>Innovation Perception</u>	System change; displacement of authority	System maintenance; inducing innovation acceptance	System transformation; two-way communications
<u>Conflict Perception</u>	Protest legitimization; mobilization and confrontation	Conflict management; maintain citizen commitment	Conflict transformation; behavior sequence and symmetry

Figure 2. Comparison of Partisan Influence, Social Control, and Exchange Perspectives.

Source: David Robinson Godschalk, Participation, Planning, and Exchange in Old and New Communities: A Collaborative Paradigm (Chapel Hill: The University of North Carolina, 1972), p. 87.

CHAPTER IV

CASE STUDY OF THE NASHVILLE-DAVIDSON COUNTY, TENNESSEE, AIR QUALITY/
TRANSPORTATION PLANNING PUBLIC PARTICIPATION PROGRAMDescription of the Transportation Planning Public Participation Program

The Metropolitan Planning Organization (MPO) is responsible for ensuring the involvement of citizens in the process of decision-making regarding the overall transportation system of Metropolitan Nashville-Davidson County and surrounding county jurisdictions. The MPO has an executive board comprised of elected officials and an executive staff comprised of government agency department heads. Overall responsibility and authority for citizen participation rests with the MPO Executive Board.

Commitment to an organized program for citizen participation was first evident in the Unified Planning Work Program (UPWP) for fiscal year 1980. This document is adopted by the MPO annually. It outlines planning projects on a fiscal year basis. The 1980 fiscal year UPWP contained a task to develop a citizen involvement and awareness program for the Nashville urban area. Prior to this, citizen participation had been achieved on an ad hoc citizen committee basis for each plan undertaken. The objectives of the citizen participation process for transportation planning as adopted by the MPO in late 1978 are:

1. Establish a permanent structure that will manage and maintain communication between all the parties involved in transportation decision-making pertinent to public participation.
2. Provide flexibility in citizen participation programs so that the most appropriate involvement approach can be applied.
3. Recognize and maintain the role distinctions and divisions of labor between citizens, agency staff, and the MPO policy makers.

4. Encourage and explore honest divergence of opinions, positions, and alternatives regarding transportation planning.

5. Permit the public to continuously assist in shaping MPO decisions regarding citizen involvement.

6. Raise the awareness of the general public but remain responsive and sensitive to a spectrum of private and public interest groups.

To assist in meeting these objectives, the MPO established the Citizens Review Panel (CRP) by resolution on December 5, 1978. The CRP advises the MPO Executive Board regarding approaches to citizen participation for specific planning programs. Specifically, the CRP evaluates proposed transportation studies and recommends whether citizen involvement is needed and the form it should take. During the planning process the CRP monitors and reviews citizen participation and reports on the results of citizen participation activities to the MPO Executive Board. The role envisioned by the MPO for the CRP is stated clearly in the MPO resolution creating the CRP:

The existence of the Citizens Review Panel will provide a permanent structure for determining and evaluating citizen participation mechanisms while also allowing project by project flexibility in the design of specific methods for citizen involvement. An important objective of such flexibility is the promotion of productive interaction between transportation-related public agencies, the Metropolitan Planning Organization, and the citizens of the Nashville Urban Area.²

The CRP is to reflect a balance of the socio-economic characteristics of the Metropolitan area and surrounding county jurisdictions. Initially there were nine CRP members. These members were appointed for

¹Nashville Urban Area Metropolitan Planning Organization, "Citizen Participation Process for Transportation Planning," Nashville, 1978.

²Nashville Urban Area Metropolitan Planning Organization, Resolution to amend the Transportation Prospectus to include provisions for the Citizens Review Panel, 5 December 1978.

staggered terms of two, three, and four years by the MPO Executive Board from a pool of nominations. The pool of nominations consisted of three selected by the Mayor, three selected by existing transportation study groups--Central Transfer Feasibility Study Committee, Citizen Resource Group for the Transportation Plan Update, Citizen Committee for Nashville Area Transit Improvement Program, and the Elderly and Handicapped Transportation Alternatives Committee--and three selected by the government jurisdictions outside Davidson County. After the initial appointees, CRP members were to serve for three years. Alternatives were designated for all appointees. The panel ranges from a minimum of nine to a maximum of fifteen members. Expansion of the CRP is allowed to include representatives from outlying counties when transportation studies are relevant to the respective counties.

The MPO Executive Board, the Metropolitan Planning Commission (MPC) liaison staff, and the CRP direct the citizen involvement process, with lead agencies providing the implementation role. The CRP conducts its business independently of the Executive Board, however, assistance from government agencies is provided. The Transportation Coordinator for the MPO is responsible for making available technical assistance, planning equipment and materials, clerical help, operational space, a modest budget for miscellaneous expenses, and thorough and timely information. The MPC staff provides professional assistance to the CRP and the MPO Executive Board.

The MPO Air Quality/Transportation Planning Public Participation Program as Approved by the EPA

The MPC submitted a grant application for EPA Section 175 monies to fund their AQ/TP Public Participation Program in early 1980. The MPC

proposal was developed in accordance with the EPA/DOT expanded public participation guidelines discussed earlier in Chapter II of this study. EPA approved the proposal in March 1980. The basic elements of the program were outlined in the proposal.

First, goals and objectives would be established. This activity would be undertaken by the CRP with MPC staff assistance.

Second, constituencies interested in and potentially affected by AQ/TP issues would be identified. The agency had already begun a preliminary inventory when the proposal was submitted. It was projected that with CRP input, the list would be completed by spring 1980.³ This inventory would be periodically updated and new interests would be continuously identified.

Third, planning for and establishment of an extensive, continuing public education and information effort directed at citizens and elected officials would occur. To introduce the AQ/TP process to the public, a community-wide workshop was proposed. Details of the workshop were to be arranged with CRP input. Workshop participants, the CRP, and affected government agencies would then have input into the final ongoing, permanent AQ/TP Public Participation Program.⁴ The proposal discussed methods to be considered to publicize the workshop and to reach the general public and those individuals and interest groups not included on the mailing list. Coordination with other agencies was stressed to avoid duplication and to maximize resources. Also, questionnaires and

³Metropolitan Nashville-Davidson County, Tennessee, Environmental Protection Agency Section 175 grant application, 1980.

⁴Ibid.

canvassing activities were proposed to gauge public sentiment and opinions throughout the AQ/TP process. In order to more adequately consider and respond to the views of the general public, a full-time AQ/TP public participation coordinator would be hired.

Fourth, developed from the workshop would be the ongoing public participation program. The MPC proposed the formation of two committees: the Technical Coordinating Committee and the CAC.⁵ The Technical Coordinating Committee would be made up of representatives of technically oriented transportation and air quality staff of state and local agencies. This committee would make periodic reports and recommendations to the AQ/TP CAC. The CAC would represent a cross-section of interests. This committee would review and evaluate transportation control measures (TCMs) recommended by the Technical Coordinating Committee, advise the MPC, and communicate technical information to the general public in advance of key decision-making points.

Fifth, periodic review and evaluation of the AQ/TP Public Participation Program would be completed by the CRP and MPC staff in consultation with other responsible agencies. Semi-annual reports to the MPO and EPA on the effectiveness of the overall program were proposed. The evaluation criteria proposed was the MPO adopted objectives for the citizen participation process--discussed earlier in this chapter--and the EPA/DOT suggested evaluation criteria--outlined in Chapter II.

Sixth, quarterly progress reports describing the major activities and issues in the public participation program would be made. These reports were also to include activities planned for the next quarter.

⁵ Ibid.

Estimated costs for each element of the program were included in the grant. Costs for the program were divided into two categories: staff and other. Total staff costs were estimated at \$19,100. Monies from these grants would be used to pay the estimated staff costs: \$4,000 from DOT Section 8 funds; \$3,600 from DOT Section 112 funds; and \$11,500 from EPA Section 175 funds.⁶ Total other costs were estimated at \$2,550. These costs would be financed from EPA Section 175 funds.⁷

Initial Citizen Involvement Techniques Used to Educate and Increase the Awareness of the General Public to AQ/TP

The preparation of a citizen participation process for AQ/TP was the first programmatic effort undertaken by the CRP.⁸ On May 14, 1979, the MPC Environmental Analyst, Ed Cole, sent a memorandum to the CRP concerning AQ/TP. The memorandum contained background information that would assist the CRP in performing their first task. Key points of the memorandum were:

1. An explanation of the basic provisions of the Clean Air Act Amendments of 1977, especially the provisions for citizen participation.

2. A description of Nashville's air pollution problem as it relates to transportation.

3. A review of AQ/TP activities previously undertaken, currently underway, and anticipated.

To permit a quick review of these materials, items of particular interest were highlighted.

⁶Ibid.

⁷Ibid.

⁸Ed Cole, Memorandum to the Citizens Review Panel, 14 May 1979. (Typewritten.)

Preliminary activity. The CRP held a meeting on May 22, 1979, to discuss the various techniques for citizen involvement in AQ/TP. The discussion began with the distribution of a memorandum outlining three possible alternatives for citizen involvement as identified by MPC staff analysis. The techniques identified were a workshop, a citizen advisory committee, and a public hearing. After much discussion, the CRP decided the best approach to initiate AQ/TP would be the workshop since it would introduce AQ/TP to the general public. Then the CRP, the workshop participants, and the MPC could work together to develop the ongoing citizen involvement program. Primary concerns of the CRP regarding the workshop were: 1) that every effort be made to include and interest the average citizen, and 2) that a cross section of interests--both negative and positive--be represented.

On July 12, 1979, the CRP discussed the MPC staff proposal for the AQ/TP workshop. The CRP had requested Ed Cole to draft a proposal for the workshop at their last meeting. The proposal was distributed to CRP members prior to the meeting. It basically covered the following items: objectives to guide the planning for the workshop, general format, date, place, agenda, publicity, materials, funding, evaluation, and follow-through.⁹ CRP comments were solicited on each of these aspects. The CRP had no major disagreements with the MPC workshop proposal. Their major concerns were that the workshop be compact and offered at a time when maximum participation could occur. They emphasized the need to carefully prepare workshop materials and that participants receive

⁹Ibid., 3 July 1979.

information ahead of time. One final suggestion was that the workshop be sponsored by the Mayor's Office or some neutral party.

Ed Cole sent a memorandum to the CRP on September 5, 1979, concerning progress of the workshop. It covered the format, date, place, and invitees to the workshop.¹⁰ The CRP reviewed the memorandum and added to the list of invitees. The tentative days originally decided on for the workshop were Friday and Saturday in November 1979.

Shortly thereafter, staff changes occurred at the MPC. Ed Cole resigned to accept a position at the Metropolitan Health Department (MHD). Another MPC staff person, James R. Crowell, was assigned the additional responsibilities until April 16, 1980, when a full-time staff person, Brenda J. Proffitt, was hired to coordinate citizen participation activities. These changes in personnel delayed the workshop until late June 1980.

A final progress report on the workshop was the subject of a June 11, 1980, memorandum from Brenda Proffitt to the CRP. The CRP had agreed in March to have the workshop on June 20, 1980. The memorandum covered final details and progress that had been made on the workshop. Key topics addressed were co-sponsors, agenda, publicity, and information packets for the workshop.¹¹

The workshop. The Citizens Forum on AQ/TP was held on Friday, June 20, 1980, at the downtown campus of Tennessee State University from 8:00 a.m. to 4:30 p.m. Co-sponsors of the Forum were the MPC, the

¹⁰Ibid., 5 September 1979.

¹¹Brenda J. Proffitt, Memorandum to the Citizens Review Panel, 11 June 1980. (Typewritten.)

Center for Government Training, the American Lung Association (ALA), the Tennessee Environmental Council, and the Mayor's Office. The Center for Government Training provided meeting facilities and audio-visual equipment, printed and mailed fliers, and paid air fares for speakers. The ALA provided literature for distribution to workshop participants and paid a speaking honorarium. The ALA and the Mayor's Office assisted the MPC with publicity. The Tennessee Environmental Council mailed fliers to its members and the agency's secretary served as the forum moderator. The forum was coordinated by the MPC.

Publicity for the Forum included radio and television public service announcements (PSA). WDCN-TV, Channel 8 produced a PSA for the Forum and distributed copies to the other local stations. A radio PSA was mailed to twenty-one area radio stations and press releases were sent to twenty-four area newspapers. In addition, fliers announcing the Forum and its agenda were mailed to approximately 1,400 people, including elected officials from Davidson County and surrounding counties, responsible state and metropolitan agencies, members of affected constituencies, and individuals as identified by the CRP.

Workshop participants received information packets including literature from the ALA, Department of Transportation (DOT), EPA, American Automobile Association (AAA), and Bicycling magazine. They also received a lay summary of Nashville's Inspection/Maintenance (I/M) Program prepared by the I/M Program representative of the MHD.

The Forum agenda covered a diverse range of topics relating to air pollution. The major topics discussed were:

1. Clean Air Act overview,
2. Health effects of air pollution,

3. Economic impact of air quality programs,
4. I/M, and
5. Alternative TCMs.

During the lunch hour, workshop participants were able to have their cars inspected for emissions by the MHD. Finally, time was allotted for participants to evaluate the workshop.

Forty-seven people registered during the morning of the Forum, however, others came and went during the course of the day.¹² The following organizations and agencies were represented:

American Camping Association
 American Lung Association
 Cities of Hendersonville and Cookeville
 Citizens for Better Neighborhoods
 Highway Users Federation
 League of Women Voters
 Mid-Cumberland Council of Governments
 Mid-South Automobile Club
 Tennessee Environmental Council
 Mayor's Policy Analysis Division
 Metropolitan Planning Commission
 Metropolitan Traffic and Parking Commission
 Metropolitan Transit Authority
 Suburban News
 Tennessee Air Pollution Control Division
 Tennessee Department of Transportation
 Tennessee Energy Authority
 Tennessee State University
 Vanderbilt University¹³

Ten people attended who did not represent a particular organization.¹⁴

The workshop was evaluated from two perspectives: participant and staff. At the close of the workshop, participants were given a questionnaire consisting of multiple choice and "yes/no" questions. In

¹²Brenda J. Proffitt, Memorandum to the Citizens Review Panel, 3 July 1980. (Typewritten.)

¹³Ibid.

¹⁴Ibid.

addition, two open-ended questions were included. Of the forty-seven registered participants, twenty-six questionnaires were completed.¹⁵

The questionnaire contained the following questions:

1. How well were the topics presented covered?
2. Were questions answered satisfactorily?
3. Were questions welcomed?
4. What other topics would be good for future forums?
5. How did you learn about the forum?
6. Why did you attend the forum? Was it work related?

As a concerned citizen?¹⁶

The results of this questionnaire were included in a July 3, 1980, memorandum from Brenda Proffitt to the CRP. This memorandum has been included in Appendix A.

The staff evaluation was presented in a question and answer format. Primary areas of concern were attendance, participants' responses, and objectives.¹⁷ Questions concerning attendance were:

1. Did the attendance level meet expectation?
2. If not, what factors may have affected attendance?
3. How effective was publicity?
4. Who attended?
5. What groups were not represented?¹⁸

Questions concerning participants' responses were:

1. Did the attendees participate?
2. Were participants' comments useful?
3. Was there sufficient time to deal with questions?
4. Did the format facilitate discussion?
5. Was there any group hostility?
6. Were there any surprises?¹⁹

¹⁵Ibid.

¹⁶Ibid.

¹⁷Ibid.

¹⁸Ibid.

¹⁹Ibid.

Finally, the staff evaluation discussed the objectives believed to have been met. The results of the staff evaluation were also included in the July 3, 1980, memorandum from Brenda Proffitt to the CRP. As stated earlier, this memorandum has been included in Appendix A.

Development of a Permanent Structure for Air Quality/Transportation Planning Public Participation

The workshop had served as the initiation of interaction activities and had introduced AQ/TP to interested constituencies. Attention now focused on developing a permanent structure for citizen participation. The CRP and MPC favored the use of a citizen advisory committee. This idea had pretty well been decided prior to the workshop because individuals to serve on the committee were solicited at the workshop.

Method of obtaining participants. Ten workshop participants expressed an interest in being on the AQ/TP CAC and nineteen participants requested that their names be placed on a mailing list to receive pertinent information.²⁰ CRP members suggested names of additional individuals and organizations they felt should be represented. Also, the MPC lists of neighborhood groups and other organizations and the Chamber of Commerce publications of organizations were used. In addition, a press release was sent to area newspapers and various organization newsletters informing the general public of the committee's formation and inviting them to serve. Other publicity included a five minute news feature aired by a local radio station. Then the MPC compiled a list of prospective CAC members. The list included the names of sixty-one organizations and interested individuals.

²⁰Ibid.

On August 21, 1980, Brenda Proffitt mailed a letter to the prospective CAC members. Her letter outlined the two objectives of the CAC; first, to participate in the development of TCMs for possible inclusion in the 1982 State Implementation Plan (SIP) Revisions and, second, to contribute to the development of a public participation program.²¹ Then an invitation to serve on the CAC was extended. A form was enclosed with the letter to decline or accept CAC membership. Responses came in slowly. The committee operated for the first three months without an official list of members. A second letter was mailed on November 19, 1980, to those who had failed to respond to the first letter asking them to accept or decline CAC membership. Then, in January 1981, an official list of forty-seven CAC members was compiled. This list is included in Appendix B.

CAC meetings. The first CAC meeting was held September 11, 1980. Since then meetings have been held monthly, except during June and July of 1980. The CAC voted to dispense with meetings during these summer months unless an emergency occurred.

All of the meetings have been held in the morning with the exception of one. The CAC had then decided to try an afternoon meeting in an effort to increase attendance. Meetings have been approximately one and one-half hours long. Rarely have they lasted over two hours.

Most of the meetings have been held at the downtown campus of Tennessee State University. Twice meetings were held at the MPC offices, but bus riding CAC members wanted a more transit accessible

²¹Brenda J. Proffitt, Letter to prospective Air Quality/Transportation Planning Citizen Advisory Committee members, 21 August 1980. (Typewritten.)

location that would not involve a transfer. Also, twice meetings were held at locations where CAC members could purchase breakfast.

Approximately two weeks prior to each CAC meeting, the MPC public participation coordinator mails a notice, agenda, and other relevant materials to each CAC member. The notice announces the date, time, and place of the CAC meeting. The agenda outlines business that the CAC will address. Then, about two or three days before the meeting, the MPC public participation coordinator telephones each member to remind them of the meeting.

Organization. The CAC functioned for three months before officers were elected. Prior to this, Brenda Proffitt had served as acting chairperson and secretary. Initially, officers of the CAC were chairperson and secretary. The chairperson was to be responsible for calling regular committee meetings, planning the agenda, chairing the meetings, supervising subcommittees, and working with the MPC staff.²² The secretary was to be responsible for preparing the minutes of the meetings.²³ The MPC was to be responsible for typing and mailing minutes, memorandums, agendas, and other CAC correspondence.²⁴

The responsibilities of CAC officers and the MPC changed from those originally defined as the citizen participation process continued. These changes were evident in the second election of the CAC. One year

²²Nashville Urban Area Air Quality/Transportation Planning Citizen Advisory Committee, Minutes of the Meetings, 1980-1982, meeting of 22 January 1981.

²³Ibid.

²⁴Ibid.

later a chairperson was elected, a new position of vice-chairperson was created, and the office of secretary was dropped.²⁵ Much of the responsibility for calling committee meetings and planning the agendas were assumed by the MPC public participation coordinator. The chairperson worked closely with the MPC staff in deciding on the agenda, but the final responsibility was that of the MPC public participation coordinator. Also, the responsibility of preparing minutes of the CAC meetings was assumed by the MPC public participation coordinator, so a secretary was not needed. These changes were not formally proposed or voted on by the CAC. They were changes that evolved out of necessity.

Goals and objectives. At the meeting following the election of CAC officers, goals and objectives for the CAC were discussed. The committee requested that the co-chairpersons (the first election resulted in a tie) work with the MPC public participation coordinator to have a draft of CAC goals and objectives ready for their review at the next CAC meeting. Goals and objectives were subsequently approved.

The two major goals of the committee as defined by the CAC are: 1) to achieve and maintain widespread public awareness of the nature of Nashville's air quality problem, and 2) to strive for agreement on the implementation of reasonably available TCMs necessary for solving the air quality problem.²⁶ Objectives supporting these goals are:

1. To advise the Metropolitan Planning Commission (MPC) in the air quality/transportation planning process;

²⁵Ibid., meeting of 28 January 1982.

²⁶Brenda J. Proffitt, Memorandum to William Cumming and John Norris of the Air Quality/Transportation Planning Citizen Advisory Committee, 10 March 1981. (Typewritten.)

2. To ensure that community goals are considered in plans to reduce air pollution;
3. To participate in the development and analysis of transportation control measures which would improve air quality;
4. To serve as a sounding board for proposed actions and policies prior to their adoption;
5. To contribute to the development and implementation of a citizen participation program regarding air quality/transportation planning;
6. To act as a liaison with other groups;
7. To inform represented caucuses and interest groups;
8. To assure communication from publics to the MPC; and
9. To serve as a barometer of public opinion for the MPC.²⁷

Membership guidelines. After the goals and objectives had been developed and accepted, CAC members felt that membership guidelines were needed in addition to the adopted goals and objectives. The committee's officers worked with the MPC public participation coordinator to develop the proposed membership guidelines. These guidelines as adopted by the CAC are:

1. Each member shall be asked to serve a year term. At the end of the year, the organization this person represents will have the option of renewing his/her membership or sending a new representative.
2. Membership on this committee is open to those who are concerned with air quality and transportation issues.
3. Committee membership shall serve to broaden the Metropolitan Planning Commission's (MPC's) view of issues. Therefore, many diverse community interests should be represented. The MPC should review the committee's membership quarterly and discuss with present committee members any gaps that seem to need filling and then go about filling them.
4. If a member cannot attend or send someone else in his/her place to three consecutive meetings, that person will be contacted about his/her commitment to serve on the committee.
5. There will be an annual election of officers in January.
6. Nonmembers can attend and speak at meetings; however, nonmembers are ineligible to vote on committee business.
7. Minutes and other records of committee business, such as correspondence and memorandums, shall be made available for public review. These documents will be placed in the Citizen's Resource

²⁷Ibid.

Center, Metropolitan Planning Commission, Lindsley Hall, 730 Second Avenue South, Nashville, Tennessee on a quarterly basis.

8. Committee membership shall serve as a channel of communication between the MPC and the Nashville community. In order that this communication network be effective, each member accepts responsibility for doing three things:

- a. To express his/her own views, opinions, and offer advice on the committee;
- b. To communicate what is going on in the committee to the organization he/she represents; and
- c. To communicate all views, concerns, etc. from his/her group back to the committee.

If a member consistently fails to communicate with his/her group, the MPC has the right to ask that organization to send another representative.²⁸

MPC staff assistance and support. The MPC hired a full-time public participation coordinator in April 1980. This person has overall responsibility to the CAC and the AQ/TP Public Participation Program. Specifically, the staff person is responsible for: 1) responding to all inquiries for information or explanations of technical issues, 2) suggesting changes and/or modifications to existing or proposed public participation programs, 3) serving as a liaison among the CRP, the CAC, the Technical Coordinating Committee, and the governmental agencies involved in the AQ/TP process, 4) presenting timely information to all committees and agencies involved in the process prior to key decision-making points including input into the development and adoption of Section 175 work programs prior to inclusion in the UPWP, 5) preparing agendas and recording meeting minutes for the CAC, 6) insuring that the Citizen's Resource Center has current AQ/TP information and materials on hand and available to the public, and 7) publicizing the Citizen's

²⁸Brenda J. Proffitt and Joe Horne, Memorandum to the Membership Subcommittee of the Air Quality/Transportation Planning Citizen Advisory Committee, 8 April 1981. (Typewritten.)

Resource Center on a continuous basis. This staff person has assistance from other MPC professional and clerical staff as needed.

Since April 1980, there have been three public participation coordinators. The first one served from mid-April 1980 to mid-April 1981. The second one served from mid-April 1981 to mid-September 1981. And the third one began work in mid-September 1981 and still serves.

Attendance and membership evaluation. The first meeting of the CAC, held on September 11, 1980, by far had the largest attendance of any other meeting thereafter. Twenty-six individuals attended. This represented almost one-half of the list of sixty-one prospective CAC members compiled by the MPC. Only thirteen people were present at the October meeting and twelve at the November and December meetings.

This prompted the MPC to send out a letter once again to the individuals listed as prospective members asking them to accept or decline CAC membership. An official list of CAC members was compiled in January 1981 reflecting the responses received. There were now forty-seven CAC members. Attendance did not improve, however. Eleven individuals attended the January meeting, ten attended the February meeting, and only six attended the March meeting.

In response, the CAC adopted membership guidelines in April 1981. These guidelines outlined the responsibilities of membership on the CAC and addressed the question of attendance. The guidelines stated that any member who failed to attend three consecutive meetings and did not send an alternate would be contacted concerning their commitment to serve on the committee. A "phone tree" was also established. The list of CAC members was divided among the CAC membership subcommittee so that

members could be called and reminded about the CAC meetings. These activities resulted in eleven members attending the April meeting and ten attending the May meeting.

By this time, it was apparent that the forty-seven member CAC had a lot of deadwood or inactive members. In an effort to obtain a stronger membership, a purge of the CAC was undertaken in June 1981. First, the MPC public participation coordinator reviewed the past meeting minutes and attendance and compiled a list of those who had not attended a meeting in 1981. Then, a letter and a questionnaire was sent to members on this list asking them to respond regarding their continued interest in the CAC. Such response was asked to take place by July 13, 1981. The letter clearly stated that a no response would be considered a negative answer. Only one individual replied to the letter. Attempts were even made to contact those individuals by telephone. Some responses were received; however, others contacted failed to return calls. After purging the committee of non-responsive members and those members resigning from the committee, a new list of CAC members was prepared. There were now twenty-eight CAC members. A copy of this new list is included in Appendix C. There were no meetings held during June and July, so August was the earliest that results of the purge could be seen. No real changes occurred. The August meeting had only thirteen attendees.

Eight people were present at the September meeting and only four at the October meeting. There had recently been a staff change in September 1981 and the new public participation coordinator was not aware of the phone tree. After reinstating the phone tree attendance

increased back to the average. Ten members were present at the November meeting and nine at the December meeting.

The new and present public participation coordinator experimented with changing the meeting place, day, and time but attendance remained predictably consistent. From September 1981 to June 1982, seven CAC members resigned. A copy of the latest list of CAC members is included in Appendix D. Average attendance at CAC meetings from January 1982 to June 1982 was ten members.

Involvement in decision-making. The primary function of the CAC as previously discussed is to participate in the development of TCMs for possible inclusion in the 1982 SIP Revisions. Since its formation, the CAC has been meeting regularly to hear presentations on various TCMs underway or being considered for implementation. The presentations included variable work hours, public transit, traffic flow improvements, and ridesharing. Several meetings of the CAC centered on other TCMs and their analyses.

Initial results in the "Analysis of Transportation Control Measures (Part I: Preliminary Screening)" and early results of the sketch planning program analysis of individual TCMs were presented to the CAC. These results were discussed among the MPC staff and committee members.

In January 1982, the CAC met to review the results of the final analysis of the individual TCMs and the methodology for packaging TCMs. Also presented was the recommended TCM package--the Low Cost-Transit Emphasis Package--and the contingency package to be included in the SIP.

After reviewing the MPC recommendations, one member requested that the preferential parking measure be analyzed as a part of the Low

Cost-Transit Emphasis Package. The MPC agreed to do this and the results were presented to the CAC. Because of the minor effect of adding preferential parking on vehicle miles traveled (VMT) and the cost of implementing the measure, the CAC decided to concur with the original recommendations of the MPC. Also, each section of the draft SIP was reviewed by the CAC. At the monthly meetings, CAC members had an opportunity to comment and make suggestions on the draft. Revisions were then made based on CAC input and presented to the CAC for their concurrence.

Additional Components of the Air Quality/Transportation Planning Public Participation Program

Although, the primary vehicle for citizen participation in the AQ/TP Public Participation Program was the CAC, there were other vital components of the program. These were: 1) fostering interagency communication, cooperation, and coordination, 2) working with specific interest groups, 3) promoting general awareness, and 4) evaluating the program.

Interagency communication, cooperation, and coordination. In an effort to foster interagency communication, cooperation, and coordination, a series of brown bag lunches to view films and videotapes related to AQ/TP were held from April 1980 to October 1980. Government agencies involved in AQ/TP were sent special invitations to attend. The MPC worked very closely with the MHD Air Pollution Control Division on I/M projects throughout the preparation of the SIP. Also, government agencies that were responsible or would be responsible for the various TCM alternatives--MTA, MHD, Metropolitan Traffic and Parking Commission and

others--cooperated and participated in AQ/TP citizen participation efforts by making presentations on their projects to the CAC.

Specific target interest groups. The MPC worked with specific interest groups on projects related to TCMs and air quality. For instance, in October 1980, the MPC participated in the Multiple Sclerosis Bike-a-thon/Jog-a-thon. Literature on biking and walking as TCMs to improve air quality was distributed. Another example was the joint effort of the Nashville Wheelmen and the MPC in making presentations to public school children concerning bicycling.

General awareness. Numerous activities occurred to increase the public's general awareness of AQ/TP. Besides some of the activities previously discussed, the MPC participated in special events such as Earth Week, showed films and videotapes to various audiences, and held public meetings and public hearings. In addition, the media was used extensively. AQ/TP was the subject of many press releases, radio and television public service announcements, radio and television talk shows, and magazine articles.

Evaluation. Pursuant to EPA requirements, the MPC evaluates the AQ/TP Public Participation Program semi-annually. Four semi-annual evaluations have been completed to date.

The first semi-annual evaluation for April 1, 1980 to September 30, 1982, was prepared by the MPC public participation coordinator using the suggested EPA criteria outlined in Chapter II. In addition, a copy of the EPA criteria was given to representatives of interest groups

and government agencies asking them to comment on the program. These comments were included in the semi-annual evaluation.

For the second evaluation covering the period from September 30, 1980 to March 31, 1982, the EPA evaluation criteria was not used. Instead AQ/TP activities were simply outlined and reflected on by the public participation coordinator. However, the activities of the CAC were formally evaluated by CAC participants as well as the MPC staff. CAC members were distributed questionnaires at a February 1981 meeting. Those not present were mailed surveys. Only fourteen of the then forty-seven member committee responded to the evaluation.²⁹ Those responding seemed satisfied with the way the committee was operating. A copy of the results of the evaluation are included in Appendix E.

The third semi-annual evaluation for April 1, 1981 to September 30, 1981, did not use any evaluation criteria. It was merely a progress report of AQ/TP public participation activities.

Finally, the last evaluation covering the period from October 1, 1981 to March 31, 1982, was prepared by the public participation coordinator using the EPA criteria. The program was not evaluated by the participants.

Each semi-annual evaluation upon completion is mailed to members of the MPO, CRP, and CAC. The MPC public participation coordinator then makes a presentation on the evaluation to each of these groups. Finally,

²⁹Metropolitan Nashville-Davidson County, Tennessee, Metropolitan Planning Commission, "Air Quality/Transportation Planning Public Participation Program Evaluation for October 1, 1980-March 31, 1981," Nashville, 1981.

a copy of the evaluation is placed in the Citizen's Resource Center for public review.

Although each evaluation had a different style, all of them were, for the most part, complimentary of the program. Citizens' perceptions did not play a part in any of the evaluations except the second one. The program was subjectively evaluated by the MPC public participation coordinators.

CHAPTER V

EVALUATION OF THE PROGRAM AND THE CURRENT ROLE
OF CITIZEN PARTICIPATION

In this chapter, the MPC AQ/TP Public Participation Program, described in Chapter IV, is evaluated based on a combination of research methods. Results of the evaluation are presented and discussed, the relationship between the frameworks discussed in Chapter III and the program is examined, and conclusions and recommendations are made on the current role of citizen participation.

Methods of Evaluation

Participant observation gives the researcher a first hand examination of the subject. However, there is some behavior that cannot be observed. Access to agency correspondence and documents also provides insight to the researcher, but these items are often biased and are subject to the interpretation of the researcher. To supplement the information obtained in this study by the above mentioned techniques, a telephone survey of CAC members was conducted to obtain their perceptions about the program.

An attempt was made to survey the entire twenty-one member committee. This proved impossible since four of the members were out-of-town and one did not ever remember being a member of the committee and subsequently asked to be removed from the membership list. Thus, sixteen CAC members or 76% of the committee began the survey. Out of the sixteen members surveyed, only eleven felt they had participated enough to evaluate the program. Thus, eleven CAC members or 52% of the committee completed the entire interview.

Each telephone interview lasted approximately fifteen to twenty minutes. The survey consisted of forty questions. Some of the questions were open-ended and others were close-ended. Listed below are the exact questions asked of each respondent.

1. Why did you become a part of the CAC?
2. Do you feel you participated in the program?

Questions three and four were asked only of those respondents answering "no" to question two.

3. What factors prevented you from participating?
4. Do you feel qualified to evaluate the program?

The interview terminated at this point for those respondents answering "no" to question four.

5. What is your opinion of the CAC's level of participation?
6. Why do you feel others were motivated to participate?
7. Do you feel the CAC was representative of the general public?

Question eight was asked only to those respondents answering "no" to question seven.

8. What groups were not represented?
9. Do you feel that the general public perceives air pollution as a problem?

Question ten was asked only to those responding "yes" to question nine.

10. How do you feel they would rate it in comparison to other problems?

11. Did you represent an interest group on the CAC?

Question twelve was asked only to those responding "no" to question eleven.

12. Did you make available any of the information you obtained to any groups or individuals?

Question thirteen was asked only to those responding "yes" to question twelve.

13. What method was used?

Questions fourteen through twenty were asked only to those responding "yes" to question eleven.

14. Did you request information--pamphlets, films, etc.--from the MPC or other organizational sources to share with your group?

15. Did you make a presentation to your group?

16. Did you request a representative of the MPC or other agencies to make a presentation to your group?

17. Did you ever discuss AQ/TP?

18. Does your group have a newsletter?

Question nineteen was asked only to those responding "yes" to question eighteen.

19. Was information ever included in your newsletter on AQ/TP?

20. What other sources of communication did you use?

21. Were you satisfied with the meeting location?

22. Were you satisfied with the meeting facilities?

23. Were you satisfied with the speakers that made presentations to the CAC?

24. Were the topics discussed at the meetings relevant to the issues?

25. What is your opinion concerning the length of the meetings?

26. Was there adequate time for questions, answers, and discussion?

27. Were questions encouraged?
28. Were your particular questions answered satisfactorily?
29. Do you feel you had a basic understanding of the issues involved in AQ/TP?
30. What is your opinion about the written materials you received?
31. Did you seek information from other sources besides the MPC?
32. Did you use the Citizen's Resource Center?
33. What factors contributed toward your understanding of the issues involved in AQ/TP?
34. Were you satisfied with the role of the CAC?
35. What role did you initially think the CAC would have?
36. Do you feel the CAC participated in developing the TCM package recommendation?
37. Were you satisfied with the recommendation?
38. What were the strengths of the program?
39. What were the weaknesses of the program?
40. What is your occupation?

It was not necessary to ask questions about the age, race, and sex of the respondents. These variables were recorded for each respondent based on the interviewer's observations. Results of the survey are discussed and presented in tables in the next section.

Results of the Evaluation

Participants in the program were primarily female, white, above thirty years old, and elite. Despite announcements made in the newspapers and other media, fliers mailed to approximately 1,400 people

announcing the AQ/TP workshop, and personal letters mailed to sixty-one people and organizations asking them to serve on the CAC, participants in the AQ/TP Public Participation Program were primarily female, white, above thirty years old, and elite. The term "elite" is used to refer to professionals working in AQ/TP related fields, established interest groups, college professors, and government employees. Of the total CAC membership surveyed, 54% were female, 91% were white, 100% were thirty years old or older, and 91% were elite. Table 3 illustrates the personal characteristics of the CAC participants surveyed.

Members of the committee were aware of the homogeneity of the CAC and expressed this opinion when asked if they thought the CAC was representative of the general public. Only 18% said the CAC was representative of the general public. Of the 82% that said the CAC was not representative of the general public, about 36% said that the low to moderate income-blue collar worker was not represented on the CAC. Table 4 outlines these findings.

Lack of representation of this group may have been due to the times meetings were held. Since they occurred during business hours, non-elites may not have been able to take time off from work as easily as the more professional elites. Of the five CAC members who did not feel they had participated in the program, two indicated the factor that prevented them from participating was not being able to take time off from work to attend the meetings. Table 5 presents this data. The idea of changing the meetings to evenings was suggested, but CAC members preferred morning meetings.

Goals and objectives of the CAC were based on the MPC perspective. In the U.S. DOT publication, Effective Citizen Participation in

TABLE 3
PERSONAL CHARACTERISTICS OF
CAC PARTICIPANTS

<u>Variables</u>	<u>Number(N)</u>	<u>Percent (%)</u>
<u>Sex</u>	<u>N=11</u>	<u>%</u>
Male	5	46
Female	6	54
<u>Race</u>	<u>N=11</u>	<u>%</u>
Black	1	9
White	10	91
<u>Age</u>	<u>N=11</u>	<u>%</u>
Under 30	0	0
30 and above	11	100
<u>Occupation</u>	<u>N=11</u>	<u>%</u>
Businessman/woman	1	9
Government employee	1	9
Professor/University employee	3	27.5
Engineer	1	9
Attorney	1	9
Non-profit organization employee	3	27.5
Housewife	1	9

TABLE 4
PERCEPTIONS OF CAC REPRESENTATION
OF GENERAL PUBLIC

Responses	Number(N)	Percent(%)
<u>"Do you feel the CAC was representative of the general public?"</u>	<u>N=11</u>	<u>%</u>
Yes	1	9
No	9	82
No comment	1	9
<u>"What groups were not represented?"¹</u>	<u>N=9</u>	<u>%</u>
Suburban interests	1	9
Low and moderate income/blue collar workers	4	36
Elected officials	1	9
Business community	1	9
Labor groups	1	9
Downtown employees	1	9
Physically handicapped individuals	1	9
The indifferent	2	18
Anti-environmental groups	2	18

¹Totals will not correspond to the number of interviews since many respondents mentioned more than one group.

TABLE 5
PERCEPTIONS OF INDIVIDUAL
PARTICIPATION EFFORTS

Responses	Number(N)	Percent(%)
<u>"Why did you become a part of the CAC?"</u> ¹	<u>N=16</u>	<u>%</u>
Concern about air quality in Nashville	7	43
Requested by neighborhood group to be a representative	3	19
Professional reasons	9	56
<u>"Do you feel you participated in the program?"</u>	<u>N=16</u>	<u>%</u>
Yes	11	69
No	5	31
<u>"What factors prevented you from participating?"</u>	<u>N=5</u>	<u>%</u>
Not able to take time off from work	2	40
Schedule conflicts	2	40
Meetings were too long and frequent/ Did not have time/ Did not feel com- mittee had a real purpose	1	20
<u>"Do you feel qualified to evaluate the program?"</u>	<u>N=5</u>	<u>%</u>
Yes	0	0
No	5	100

¹Totals will not correspond to the number of interviews since many respondents mentioned more than one reason.

Transportation Planning, it was stated that advisory committees "tend to operate from a general acceptance of the agency's goals."¹ This was definitely the case with the CAC. Goals for the CAC were outlined by the MPC public participation coordinator, prior to the committee's formation, in an August 1980 letter to prospective members. It defined the CAC as an advisory committee. The goals and objectives developed in February 1981 by the CAC indicated their acceptance of the agency's perspective; they were merely extensions of the agency goals for the CAC. As indicated in Table 6, when asked if they were satisfied with the role of the CAC, only two members or 18% of those interviewed said no. These two members would have liked the CAC to have a more activist role.

MPC staff primarily responsible for the program were the lowest paid and the least experienced. None of the public participation coordinators held masters degrees, a requirement for most other professional positions at the MPC. All of them were young--in their mid-twenties--and looked at the position as temporary. The first public participation coordinator held the position for one year; the second, for six months; and the third and present has been involved for one year. The agency, also, defines this position as temporary. It is not a civil service position but, rather, a contract position. Other authors have made similar observations concerning citizen participation programs.²

¹U.S. Department of Transportation, Effective Citizen Participation in Transportation Planning, vol. 1: Community Involvement Process (Washington: Government Printing Office, 1976), p. 20.

²Dallas D. Miner, "Citizen Involvement: Problems, Progress, and Promise," Environmental Comment (November 1977): 11.

TABLE 6
PERCEPTIONS OF CAC INPUT INTO
THE MPC RECOMMENDATIONS

Responses	Number(N)	Percent(%)
<u>"Were you satisfied with the role of the CAC?"</u>	<u>N=11</u>	<u>%</u>
No	2	18
Yes	9	82
<u>"What role did you initially think the CAC would have?"</u>	<u>N=11</u>	<u>%</u>
Activist	2	18
Advisory	2	18
Uncertain	7	64
<u>"Do you feel the CAC participated in developing the TCM package recommendation?"</u>	<u>N=11</u>	<u>%</u>
No	1	9
Yes	9	82
Uncertain	1	9
<u>"Were you satisfied with the recom- mendation?"</u>	<u>N=11</u>	<u>%</u>
No	2	18
Yes	9	82

This does not mean that these employees performed their duties poorly. As a matter of fact, when CAC members were asked to give the strengths of the AQ/TP Public Participation Program, their answers indicated satisfaction with the MPC staff efforts as is evident in Table 7. Summarizing the data presented in Table 7, responses were as follows:

18%--MPC staff support and commitment

27%--Timely information provided by the MPC

27%--Genuine attempt of the MPC to obtain citizen input

9%--Effort of the MPC to educate and inform citizens

Few citizens actually participated in the program. Compared to the number of people and organizations solicited to participate in the program and general announcements made in the newspapers and on the radio, few citizens actually participated in the AQ/TP Public Participation Program. The workshop, by far, drew the widest range of citizens. Forty-seven people attended this event. However, since the purpose of the workshop was to educate citizens and initiate AQ/TP to the Nashville urban area, attendees did not participate in decision-making. They did participate, however, in defining a structure for formal participation.

The CAC was the major vehicle for citizen participation in AQ/TP. Review of the attendance of CAC meetings indicates that ten to twelve members were usually present. This represents approximately half of the total membership. As presented in Table 8, the majority of those surveyed (55%) felt that participation was fair and typical of volunteer committees. However, Table 7 shows that 37% of the respondents cited poor attendance as a weakness of the program.

TABLE 7
STRENGTHS AND WEAKNESSES OF THE AQ/TP
PUBLIC PARTICIPATION PROGRAM

Responses	Number(N)	Percent(%)
<u>"What were the strengths of the program?"</u>	<u>N=11</u>	<u>%</u>
MPC staff support and commitment	2	18
Timely information provided by the MPC	3	27.5
Genuine attempt of the MPC to obtain citizen input	3	27.5
Effort of the MPC to educate and inform citizens	1	9
No comment	2	18
<u>"What were the weaknesses of the program?"</u>	<u>N=11</u>	<u>%</u>
Method of orienting new members to the committee	1	9
Committee too large	1	9
Poor attendance	4	37
Meetings held too frequently	1	9
Too much time spent on one topic	1	9
Committee was not representative of entire community	1	9
Failure to include elected officials	2	18

TABLE 8
PERCEPTIONS OF OTHER MEMBERS'
PARTICIPATION EFFORTS

Responses	Number(N)	Percent(%)
<u>"What is your opinion of the CAC's level of participation?"</u>	<u>N=11</u>	<u>%</u>
Initially good/Later limited to faithful few	2	18
Fair but typical of volunteer committees	6	55
Good except around holidays	1	9
Sporadic enthusiasm	1	9
No comment	1	9
<u>"Why do you feel others were motivated to participate?"</u>	<u>N=11</u>	<u>%</u>
Concern about air quality in Nashville	5	46
Professional reasons	2	18
To represent their special interests	1	9
No comment	3	27

Many authors have written about the low level of citizen participation. One author contends:

Only a fraction of the citizenry engages in any activity bearing upon community planning decisions. We hear the self-interested minority and not the unorganized majority. A low level of citizen concern and activity, even apathy, has been a recognized and perhaps inevitable (or even necessary) element of democracy. It is simply not realistic to expect that a large percentage of citizens will involve themselves more than occasionally in public issues--³and then only when their private interests are involved.

This author's observations may explain the low level of participation in AQ/TP in Nashville. Only a few select interest groups and individuals consider air quality as a major problem or immediate threat. The general public may be aware of the problem, but during these times of high unemployment--when people are worried about what they will eat and where they will sleep--air quality does not appear to be high on their list of priorities. CAC survey responses support this opinion. While 64% of those surveyed felt the general public perceived air pollution as a problem; none of these respondents felt the general public would rate air quality as a high priority and only 14% felt it would rate as a moderate priority. The other 86% felt the general public would rate air pollution as a low priority. These results are included in Table 9.

Another author comments about the difficulty of achieving meaningful participation in transportation planning:

...meaningful citizen involvement in all phases of transportation planning is difficult to achieve. Citizens disputes over specific transportation projects

³Richard J. Abrams, "Not What it Seems: Citizen Involvement in Land Use Planning," Environmental Comment (November 1977): 7.

TABLE 9
PERCEPTIONS OF THE GENERAL PUBLIC'S
AWARENESS OF THE PROBLEM OF
AIR POLLUTION

Responses	Number(N)	Percent(%)
<u>"Do you feel that the general public perceives air pollution as a problem?"</u>	<u>N=11</u>	<u>%</u>
Yes	7	64
No	4	36
<u>"How do you feel they would rate it in comparison to other problems?"</u>	<u>N=7</u>	<u>%</u>
Low importance	6	86
Moderate importance	1	14
High importance	0	0

demonstrate that citizens will quickly become involved when the impact of a transportation project is immediate. However, a significant level of citizen involvement in long-range areawide planning is almost impossible because citizens do not perceive the impact of these future plans on present mobility problems.⁴

This perspective may be relevant in viewing the AQ/TP Public Participation Program, since the AQ/TP planning process was long-range. Citizens may not have been able to see the long-term implications of air pollution.

Few CAC members representing interest groups actually informed their groups of the committee's activities on a regular basis. CAC membership was made up of individuals with a personal interest in air quality and individuals representing various interest groups. Nine of the eleven CAC members surveyed (82%) represented an interest group. These members, however, made limited efforts to inform and obtain input from their groups to communicate to the MPC. This conclusion is apparent in Table 10. Some highlights of the results included in Table 10 are listed below:

1. Only 22% requested information--films, slideshows, reports, and other materials--from the MPC or other sources to share with their groups.
2. Only 22% made presentations or requested the MPC or other agency representatives to make presentations to their groups.
3. Of the 56% of the groups represented having newsletters, only 20% ever included any information on AQ/TP.

⁴James H. Miller, "Citizen Participation in Transportation System Planning: A Case Study," Transportation Research Record 618 (1976): 47.

TABLE 10
COMMUNICATION BETWEEN CAC MEMBERS AND
THEIR GROUPS

Responses	Number(N)	Percent(%)
<u>"Did you represent an interest group on the CAC?"</u>	<u>N=11</u>	<u>%</u>
No	2	18
<u>"Did you make available any of the information you obtained to any groups or individuals?"</u>	<u>N=2</u>	<u>%</u>
Yes	2	100
No	0	0
<u>"What method was used?"</u>	<u>N=2</u>	<u>%</u>
Informal discussion	1	50
Telephone calls urging interest group support	1	50
Yes	9	82
<u>"Did you request information-- pamphlets, films, etc.--from the MPC or other organizational sources to share with your group?"</u>	<u>N=9</u>	<u>%</u>
No	7	78
Yes	2	22
<u>"Did you make a presentation to your group?"</u>	<u>N=9</u>	<u>%</u>
No	8	89
Yes	1	11
<u>"Did you request a representative of the MPC or other agencies to make a presentation to your group?"</u>	<u>N=9</u>	<u>%</u>
No	8	89
Yes	1	11

TABLE 10 (Continued)

Responses	Number(N)	Percent%
<u>"Did you ever discuss AQ/TP?"</u>	<u>N=9</u>	<u>%</u>
No	2	22
Yes	7	78
<u>"Does your group have a newsletter?"</u>	<u>N=9</u>	<u>%</u>
No	4	44
Yes	5	56
<u>"Was information ever included in your newsletter on AQ/TP?"</u>	<u>N=5</u>	<u>%</u>
No	4	80
Yes	1	20
<u>"What other sources of communication did you use?"</u>	<u>N=9</u>	<u>%</u>
None	7	78
Letter writing campaigns	1	11
Study groups	1	11

4. About 78% indicated that AQ/TP had been mentioned or informally discussed at their groups' meetings.

5. Only 22% indicated some other means of communicating information to their group.

Citizens basically concurred with the agency recommendations. As previously stated, the CAC's primary function was to advise the MPC on various TCMs for inclusion in the 1982 SIP Revisions. EPA mandated that approximately eighteen TCMs be analyzed and that a package of these measures be recommended for implementation in Nashville. Some examples of TCMs include auto free zone, improved transit, preferential parking, ridesharing, and signal optimization. From the time of its inception, presentations were made to the CAC on these measures. The MPC used a data intensive sketch planning model to analyze qualitative and quantitative variables for each measure both individually and in various packages. Also, responsible agencies for the TCMs, such as, the Metropolitan Transit Authority and the Metropolitan Traffic and Parking Commission, made presentations to the CAC. The CAC received relevant information about agenda items at least one week before each meeting. The committee made comments and asked questions concerning the presentations made and the information received. When the MPC made its recommendation for a Low-Cost Transit Emphasis package, one member asked the MPC to test the inclusion of preferential parking in the package. After this was done, the results were presented to the CAC and they concurred with the original recommendations.

In Effective Citizen Participation in Transportation Planning, the authors state that the "inequality of status and expertise between

the committee as a whole and the agency professionals inhibits members from raising issues and challenging the value and data bases of the agency's proposals."⁵ Responses from CAC members interviewed indicate that this was not the case. The MPC encouraged questions and included time for questions, answers, and discussions at every meeting. Table 11 shows that all of the CAC members surveyed said that there was adequate time for questions, answers, and discussion; that the MPC encouraged questions; and that their questions were answered satisfactorily. Although none of the respondents ever used the Citizen's Resource Center at the MPC, 54% sought information from other sources besides that provided by the MPC. These conclusions are presented in Table 12. Respondents also were favorable of those speakers that made presentations to the group (Table 13) and of the written materials they received (Table 12). As indicated in Table 12, when asked if they felt they had a good understanding of the issues involved in AQ/TP, 100% of those surveyed answered yes.

Several CAC members suggested changes to different reports. They asked many questions throughout the planning process, but never was the agency challenged on its recommendations. Was the CAC "inhibited" from challenging the MPC staff? Survey responses indicate the contrary. Nine respondents felt that the CAC had participated in the development of the TCM package recommendation, one was not sure, and one felt that the committee had not participated in developing the recommendation. The CAC was pretty satisfied with the MPC recommendation. Only two of

⁵U.S. Department of Transportation, p. 22.

TABLE 11
PERCEPTIONS OF THE OPPORTUNITY
FOR DISCUSSION

Responses	Number(N)	Percent(%)
<u>"Was there adequate time for ques-</u> <u>tions, answers, and discussion?"</u>	<u>N=11</u>	<u>%</u>
No	0	0
Yes	11	100
<u>"Were questions encouraged?"</u>	<u>N=11</u>	<u>%</u>
No	0	0
Yes	11	100
<u>"Were your particular questions</u> <u>answered satisfactorily?"</u>	<u>N=11</u>	<u>%</u>
No	0	0
Yes	11	100

TABLE 12
PERCEPTIONS OF INDIVIDUAL
UNDERSTANDING OF AQ/TP

Responses	Number(N)	Percent(%)
<u>"Do you feel you had a basic understanding of the issues involved in AQ/TP?"</u>	<u>N=11</u>	<u>%</u>
No	0	0
Yes	11	100
<u>"What is your opinion about the written materials you received?"</u>	<u>N=11</u>	<u>%</u>
Very informative	2	18
Adequate	1	9
Timely	2	18
Above average	5	46
Excellent	1	9
<u>"Did you seek information from other sources besides the MPC?"</u>	<u>N=11</u>	<u>%</u>
No	5	46
Yes	6	54
<u>"Did you use the Citizen's Resource Center?"</u>	<u>N=11</u>	<u>%</u>
No	11	100
Yes	0	0
<u>"What factors contributed toward your understanding of the issues involved in AQ/TP?"¹</u>	<u>N=11</u>	<u>%</u>
Presentations	8	73
Written materials	4	36
Audio visual aids	3	27
Discussion	2	18
Prior knowledge	2	18
Research	2	18
Newspapers	1	9

¹Multiple answers were given; totals exceed N.

TABLE 13
PERCEPTIONS OF CAC MEETINGS

Responses	Number (N)	Percent (%)
<u>"Were you satisfied with the meeting location?"</u>	<u>N=11</u>	<u>%</u>
No	1	9
Yes	10	91
<u>"Were you satisfied with the meeting facilities?"</u>	<u>N=11</u>	<u>%</u>
No	0	0
Yes	11	100
<u>"Were you satisfied with the speakers that made presentations to the CAC?"</u>	<u>N=11</u>	<u>%</u>
No	0	0
Yes	11	100
<u>"Were the topics discussed at the meetings relevant to the issues?"</u>	<u>N=11</u>	<u>%</u>
No	0	0
Yes	11	100
<u>"What is your opinion concerning the length of the meetings?"</u>	<u>N=11</u>	<u>%</u>
Too long	5	46
Did not start or end on time	2	18
Reasonable	4	36

the nine respondents indicated dissatisfaction. These findings are included in Table 6 on page 75 of this chapter.

The lack of conflict may have been due to the MPC non-controversial recommendation. The MPC recommended the Low-Cost Transit Emphasis package. This package contained TCMs such as, encouraging variable work hours, employer subsidized transit, and improving traffic flow through signal optimization and other measures. There were other controversial TCMs that may have been recommended; for example, a parking surcharge, a gasoline tax, or an auto free zone. If these measures had been recommended there may have been less consensus and more conflict.

Relationship of the Program to the Citizen Participation Frameworks

Arnstein rates citizen advisory committees on the lowest level of her "ladder" on a rung labeled "manipulation." She sees citizen advisory committees as "rubberstamp" committees that the government cons into supporting its proposals. These are extremely harsh words. However, when the year and sequence of events during which the typology was written are considered, Arnstein's perceptions are understandable. The typology was written in 1969 and was based on the social welfare citizen participation programs concerned with urban renewal, anti-poverty, and model cities. Citizen participation requirements in federal government legislation was still new and many localities had mixed emotions about the idea. Much has been written concerning government efforts during this time to undermine and/or suppress citizen participation. Arnstein would consider the lack of conflict between the CAC and the MPC and the CAC's acceptance of the MPC recommendations as an indication of

"manipulation." The AQ/TP Public Participation Program would be considered distorted into a "public relations vehicle."⁶

A more appropriate rung on Arnstein's ladder for the CAC would be in between "placation" and "partnership." Citizens did not have control over AQ/TP nor were their comments disregarded. The CAC and the MPC worked together to make a joint recommendation, although final authority for the recommendation rested with the MPC. Citizens were able to voice their opinions through the CAC and other means, but they lacked the power to implement their recommendations or force decision-makers to do so.

Responses of CAC members surveyed support these conclusions. As discussed earlier, 100% of those surveyed indicated that they had a basic understanding of the issues involved, 54% sought information from other sources besides the MPC, 82% felt they had participated in the development of the recommended plan, and 82% were satisfied with the MPC recommendation. This evidence does not appear to support Arnstein's rung of "manipulation." At the same time, CAC members realized their lack of power to implement their recommendations. For example, when asked what group or groups were not represented by the CAC one member said elected officials. In another example, two members cited the lack of the involvement of elected officials as a weakness of the AQ/TP Public Participation Program.

Using the Van Til typology, the "elite coalition" would describe the AQ/TP Public Participation Program. The CAC was a community-wide

⁶Sherry Arnstein, "A Ladder of Citizen Participation," Journal of the American Institute of Planners 35 (July 1969): 218.

committee consisting primarily of groups interested in the issue, although attempts were made to include those likely to be affected by the program. One of the primary goals of the CAC, as discussed in Chapter III, was agreement between the CAC and the MPC on a recommended TCM package. The Van Tils indicate that cooperation, education, and consensus are the values of this type of participation.

Burke's perception of the strategies organizations attempt to achieve with citizen participation supports Arnstein's opinion that local government agencies merely tolerate citizen participation and that they view it as undesirable. However, this framework was developed during the same period as Arnstein's and was based on the same program examples. None of Burke's strategies describe the MPC's motives. The MPC wanted and actually solicited citizens' input in developing the recommended TCM plan. Survey responses support this conclusion. For example, 100% of those surveyed said the MPC encouraged questions, 100% said their questions were satisfactorily answered, 100% said there was adequate time for questions, answers, and discussion, and 82% felt the CAC had participated in developing the MPC recommendation. Also, all responses to the question of the strengths of the AQ/TP Public Participation Program reflected positively on the MPC citizen participation efforts.

Burke does not include a strategy to reflect an agency's desire for feedback and input into the planning process to improve its plans and proposals. This is an obvious omission in the Van Til and Arnstein frameworks as well. These authors fail to consider that government agencies may desire a legitimate and serious exchange with citizens. Glass attempts to correct this omission. He includes the strategies of

"decision-making supplement" and "representational input" to indicate desires of government agencies to have a two-way communication process with citizens. It is interesting to note that Glass's framework was developed ten years after the Burke and Arnstein frameworks. This may account for his expanded perspective.

Using Glass's framework, the AQ/TP Public Participation Program met the objectives for "information exchange," "education," and "support building." He views techniques such as the nominal group process better suited to the strategy of "decision-making supplement" and citizen surveys for "representational input." While he does not think that citizen advisory committees are the best strategy for "decision-making supplement," he does admit that it is feasible for them to serve this function.

It is feasible that an advisory committee could act as a decision-making supplement for planners by providing advice on plans, goals, or proposed decisions, and in practice many advisory committees perform these functions. Effective performance of these functions, however, and thus attainment of the objective, may be limited by such factors as the large size of committees, the non-participation or nonattendance of low-income minority members, and the lack of preparation on the part of many members.

Nonattendance, not just of low-income and minority members but of other groups as well, prevented the CAC from being more effective in performing the task of "decision-making supplement." Low attendance was said to be the main weakness of the AQ/TP public participation program by 37% of the CAC members surveyed. Because of this, the CAC's input into the TCM recommendation was more than likely of limited perspective.

⁷James J. Glass, "Citizen Participation in Planning: The Relationship Between Objectives and Techniques," Journal of the American Planning Association 45 (April 1979): 186.

Godschalk's collaborative paradigm describes citizen participation as a "decision-forming partnership" between citizens and government. The relationship between the CAC and the MPC was an attempt toward an exchange process. The CAC worked with the MPC for over a year and a half to develop the recommended Low-Cost Transit Emphasis package. Each CAC member brought their particular interest group's objectives and concerns to the process as did the MPC. Information and resources were exchanged between members of the CAC and the MPC in an effort to obtain separate objectives and, at the same time, to obtain the common objective of improving air quality in Nashville-Davidson County, Tennessee.

Conclusions and Recommendations

The Nashville-Davidson County, MPC AQ/TP Public Participation Program represents a special case in citizen participation programs. This is true for several reasons. First, the MPC willingly implemented the AQ/TP Public Participation Program in response to a federal mandate; not as a result of citizens pressures and demands. There was no pressure from local citizens to participate in AQ/TP; rather, the MPC actively recruited citizens to participate in the program. Many authors have written case studies about citizen participation programs which developed out of conflict between the community or various segments of the community and local government. Citizen participation in these programs was a constant battle where both local government and citizen groups struggled to obtain power. This was clearly not the case in the Nashville case study. The MPC public participation coordinators had a difficult time encouraging citizens to participate in AQ/TP and keeping them interested.

Second the AQ/TP Public Participation Program existed in an environment where the community was not aware of the magnitude of the air pollution problem. There was little community response, either positive or negative, to AQ/TP.

Third, unlike many citizen participation programs dealing with tangible problems, the MPC AQ/TP Public Participation Program dealt with the intangible problem of air pollution. This made it difficult for citizens, even when made aware of the problem, to fully understand AQ/TP. Unlike highway construction planning or neighborhood planning, where the results and affects of programs are apparent, the impacts of air pollution from mobile source emissions are not initially understood or knowingly felt unless a person has a respiratory problem. If stationary source pollution had been the subject of participation, perhaps this would not have been true, especially since smoke and odor are apparent when emitted from factories and chemical plants. Plus, the pollution source is constant and is reinforced daily in the minds of nearby residents. In the case of mobile source pollution, however, the impact is less visible and viewed as temporary.

Finally, mobile source pollution affects the entire community, although some areas, such as the central business district and other major employment areas, are more affected than others. In most programs, a specific group can be identified as those to be principally affected. For example, in interstate construction, the residents and businesses in the neighborhood to be divided by or adjacent to the interstate would be the primary group affected. This was not possible in the Nashville case study.

All of these factors make the Nashville program a special case study, yet certain conclusions about the current role of citizen participation and recommendations for effective citizen participation can be made. First, federal mandates have caused local governments to increase their efforts in establishing citizen participation programs. This was certainly evident in the Nashville AQ/TP Public Participation Program. The MPC established the CRP to advise them on citizen participation in transportation planning, hired an additional staff person to be a liaison between the agency and citizen groups, established the Citizen's Resource Center in their offices, and established the CAC as part of a program for citizen participation in AQ/TP. Prior to the federal requirements for citizen participation in the Clean Air Act of 1977, the MPC had not involved citizens in deciding what form citizen participation should take, although citizens had participated through various ad hoc committees on different transportation plans. Clearly, the incentives and sanctions in the Clean Air Act of 1977 prompted the MPC to establish the AQ/TP Public Participation Program.

Second, federal mandates have made local governments more accessible to citizens. Nelson Rosenbaum states that "accessibility refers to the ease with which affected citizens and groups may inform and involve themselves if they choose to do so."⁸ The MPC program had many avenues through which citizens could define and defend their interests and ideas. Regardless of whether citizens chose to avail themselves,

⁸Nelson Rosenbaum, "State Case Studies: Assessing the Effectiveness of Citizen Involvement Programs," Environmental Comment (November 1977): 4.

opportunities for input into the planning process were available and promoted.

Third, as illustrated in the MPC AQ/TP Public Participation Program, increasingly citizens are being involved in the planning process rather than in the sanctioning of agency plans and proposals after their development. This imposes more responsibility on citizens and government agency representatives. Citizens must be committed and strive to understand the variables involved in the particular issue so that they can make intelligent, responsible decisions and government agency representatives must be committed and make available pertinent information to the communities they serve.

Fourth, planning agencies must devote more attention to selecting appropriate citizen participation techniques when developing citizen participation programs. Often this is ignored. Techniques selected must be constantly monitored to make sure they are meeting expectations. For example, members on the CAC were suppose to communicate with the groups they represented about AQ/TP and provide feedback from their groups to the MPC. As discussed earlier in the chapter, the CAC fell short of this goal. To correct this problem the MPC public participation coordinator could have worked with the CAC to establish formal reporting mechanisms. This may have been in the form of monthly articles to be included in an organization's newsletter or by some other means.

Fifth, where issues are not salient, planners must take responsibility for educating and informing the community. This means that planners must learn, through survey methods or other techniques, how familiar the public is with the problem and what priority it has in the community. Once this information is obtained, planners must use public

relations to increase the community's awareness of the magnitude of the particular issue. This must be a continuous, well developed process. As discussed earlier, Nashville citizens were not aware of the extent of the city's air pollution problem. More emphasis should have been placed on educating the community in the AQ/TP Public Participation Program. Had this been done, efforts to secure citizen participants and sustain their interests would have probably proven less frustrating for the public participation coordinators and the input received by the MPC would have made their recommendation more representative of the general public.

Citizen participation in America has grown from a simple right of notice of government proposals to participation in the development of policies and programs. Federal government legislation has been largely the impetus. As a result of federal requirements, increased responsibilities for citizen participation have been placed on local governments. If we are to have a government that is truly "for the people, by the people, and of the people," it is essential that all levels of government continue to inform and involve the public in the development and implementation of their plans and proposals.

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APPENDICES

APPENDIX A

AIR QUALITY/TRANSPORTATION

PLANNING WORKSHOP

METROPOLITAN PLANNING COMMISSIONMEMORANDUM

TO: Members of the Citizens Review Panel

FROM: Brenda J. Proffitt, Environmental Research Assistant
Comprehensive Planning Division 62

DATE: July 3, 1980

IN RE: Air Quality/Transportation Planning Workshop

On June 20, 1980 a Citizens Forum on Air Quality and Transportation Planning was held at Tennessee State University. This memo includes an evaluation of this citizen involvement effort, a list of individuals interested in serving on an Air Quality/Transportation Planning Citizens Advisory Committee, and plans for ongoing citizen participation activities.

WORKSHOP EVALUATION

Public meeting evaluation can suggest other needed citizen participation processes to complement public meeting results, i.e., surveys, interviews, and public education. The evaluation may spotlight where our meeting failed and can lead us to make changes for subsequent meetings. In addition, the evaluation will help identify elements which we should repeat. Included are two basic approaches to evaluating formal meetings: by the participants and by the staff.

Participant Evaluation. Participant evaluation is intended to provide the staff feedback on the extent that the forum met needs and expectations. Participants were given a questionnaire to complete on workshop effectiveness (see attachments). The evaluation questionnaire had multiple choice and "yes/no" questions to make tabulations and an analysis easier. In addition, two open-ended questions were included to allow participants to comment and expand on their answers.

Memorandum In Re: Air Quality/Transportation Planning Workshop
 July 3, 1980.
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A total of 26 questionnaires were completed and the results are tabulated below:

PARTICIPANTS' RATINGS OF THE TOPICS
 PRESENTED AT THE AIR QUALITY/TRANSPORTATION
 PLANNING WORKSHOP

	<u>EXCELLENT</u>	<u>ACCEPTABLE</u>	<u>POOR</u>
Clean Air Act Overview	8	14	0
Health Effects of Air Pollution	9	9	3
Economic Impact of Air Quality Programs	9	10	2
Auto Inspection and Maintenance	19	6	0
Alternative Transportation Control Measures	13	11	1
Panel Discussion of Issues	8	10	0
Were Your Questions Answered Satisfactorily? Those Responding Answered "YES"		100% OF	

Were Questions Welcomed? All except for one person felt that their questions had been welcomed.

How Did You Learn Of The Forum? Press 3 Flier 2
 Television 0 Direct Mail 3
 Radio 1 Word-of-Mouth 3

Did You Attend The Forum Because The Issues Are Work Related?
 Yes 10 No 3

As A Concerned Citizen Yes 11 No 1

Additional Comments Made By Participants And Related Topics Suggested For Future Forums Will Be Analyzed In The Staff Evaluation Below.

Memorandum In Re: Air Quality/Transportation Planning Workshop
 July 3, 1980
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As you will note, the same number of people did not answer all questions. This discrepancy is due to the fact that some did not attend all sessions, but came and went according to their available time. Some people did not notice that there were additional questions on the back of the questionnaire, so we don't know, for example, how everyone learned of the workshop. It should be noted that in general, far more good ratings were given than poor ratings. The most interesting response was the very high rating given to the I/M presentation.

The following individuals stated that they are interested in serving on the Air Quality/Transportation Planning Citizen Advisory Committee:

Hap Harrington
 Mary Wade
 Mary Beth Williams
 Linda Sadler
 Molly Todd

Connie Cannon
 William Cumming
 Pearle Bradley
 Andrew Barrass
 Harvel M. Rogers, Jr.

Nineteen people requested that they be placed on a mailing list to receive information about future events concerning air quality/transportation planning.

Staff Evaluation. Since the workshop can be regarded as a starting point for an ongoing permanent public participation program, it is critical that the workshop coordinator conduct an evaluation. The evaluation which follows is in a question and answer format. The questions are clustered into three groups, those relating to attendance, participants' response, and objectives met.

- **Attendance:** Did all of the people who were expected attend? No, for a number of reasons. It was hoped that more citizens could attend, but since the forum was held during most people's regular working hours, on a Friday from 8:30 a.m. to 4:30 p.m., many people may have been prevented from attending. On the other hand, scheduling the workshop at this time allowed professionals working in the areas of planning, environmentalism, transportation, and air quality to attend because the forum was work-related. During the planning stages it was suggested that the workshop be held on a Saturday or that there be an evening session to allow more working people to attend.

Memorandum In Re: Air Quality/Transportation Planning Workshop
 July 3, 1980
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It may be productive to plan an evening program to be held in September with just one speaker and perhaps a film. It might be possible to schedule this meeting during a week when other related community events were being held. At the end of this memorandum, there is space for you to write your suggestions for this program.

Other factors that could have affected attendance include the fact that it was summer and people are traveling. Schools were not in session so university people, students and professors, were not in town to attend. Many Metropolitan government workers, especially those in the Mayor's Office and Council members, were preoccupied with the city's budget and financial matters.

- Did the publicity efforts affect attendance?

It was intended that the majority of people would attend because they received a personalized letter with the flier announcing the workshop. The primary purpose of media coverage, television, radio and the press, was to call attention to the issues and serve as a reminder and reinforcement for those receiving the flier. Television stations gave the most cooperation, running a public service announcement frequently and at good times. Press coverage was not as good. Some of the smaller, community-based papers ran press releases, while the major papers were not as cooperative. It is impossible to assess the effects of the radio publicity, either the p.s.a. or the several talk show interviews. Even though media coverage may not have produced the number of people desired at the forum, it still served a valuable function educating and expanding public awareness. The publicity for the workshop may help attract individuals to the next citizen participation event.

- Who did attend?

A review of the registration forms completed by most of those attending the workshop shows that the following organizations and agencies sent representatives:

American Camping Association
 American Lung Association
 Citizens for Better Neighborhoods
 Highway Users Federation
 League of Women Voters
 Mid-Cumberland Council of Governments
 Mid-South Automobile Club
 Tennessee Environmental Council

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 July 3, 1980
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Mayor's Policy Analysis Division
 Metropolitan Planning Commission
 Metropolitan Traffic and Parking
 Metropolitan Transit Authority

Tennessee Air Pollution Control Division
 Tennessee Department of Transportation
 Tennessee Energy Authority

Cities of Hendersonville and Cookeville

Tennessee State University
 Vanderbilt University

Suburban News

Forty-seven people registered in the morning, but others came and went during the course of the day. Ten people attended who were not representing a particular organization.

- Were any targeted groups not represented?
 Yes, the most noticeable group absent was that of elected officials, especially Metropolitan Council members. It is necessary to consider ways of getting information to this very important group, so that there is an opportunity for them to consider and respond to the concerns of the affected constituencies when making decisions. Early elected official involvement, according to E.P.A. Guidelines, can accelerate and smooth the planning and implementation of measures to control Nashville's air pollution problem.
- Participants' Response: Did the attendees participate?
 Yes. They asked many questions, made comments, and completed evaluation forms.
- Were participants' comments useful?
 Yes. The following are some of the comments participants wrote on their evaluation forms:
 - * In future forums spend additional time on alternative transportation modes.
 - * At a future forum cover more specific health effects of each of the major air pollutants; give examples of how citizens can change transportation modes and thus change or reduce transportation related air pollution; and explain the technology involved with projecting the future air pollution problems.

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- *Questions and answers were too rushed.
- *I've wanted for some time some of the means of cleaning the air we heard about today. Let's do something!! At a future meeting we should not just learn, but follow with action.
- *Good technical presentation.
- *At a future forum add walking as an alternative form of transportation.
- *Discuss incentives from the government and employers to encourage ridesharing, vanpooling, mass transit use, bicycling, and walking among employees.
- *At a future forum go to the Chamber of Commerce Transportation Committee and urge them to get a representative from every member firm to attend. The business community needs to hear this information. Government personnel staff should also attend. Staggered work hours and flexitime are very important in making transportation improvements work. (Staff comment: All area chambers of commerce, merchants associations, and large employers were contacted. Apparently they did not learn from the flier why it was in their interest to attend.)
- *We needed more time for discussion.
- *At a future forum please cover the topic of radioactive pollutants in the air.
- *The audience was, for the most part, already well-informed and well-disposed to support recommendations. A larger crowd could have been brought together by contacting other channels, but a large crowd will not be attracted to these issues... The program would have been more effective as a workshop, i.e., learning from one another, planning ways of educating the public, identifying key figures in the community for further contact, and above all, agreeing upon resolutions to be published in the press, sent to the media and elected officials, and disseminated through newsletters to church, civic and neighborhood groups. Were the organizers of the program to recognize that they are indeed leaders of a relatively new, quite small, but critically important social movement, they would be pleased at the less than 50 participants, but would have included "next steps" as outcomes for today's activities.

It is important to keep these comments in mind as citizen participation activities are planned. There are excellent suggestions for public meeting topics and requests for information on how to actively participate in the planning process.

Memorandum In Re: Air Quality/Transportation Planning Workshop
 July 3, 1980
 Page 7

- Was there sufficient time to deal with questions?
 No, much more time should have been allocated to discussion.
- Did the format facilitate discussion?
 Yes. Each speaker was available to answer questions and comments after his talk. The problem was trying to cover much information in detail; so many topics should not have been scheduled.
- Was there any group hostility?
 The participants' response seemed to be overwhelmingly positive towards the ideas and information presented by most of the speakers.
- Were there any surprises?
 Many of the people attending expressed a positive attitude toward federal regulation as a way of protecting public health and assuring their quality of life.

Cassette tapes of the Air Quality/Transportation Planning Workshop are available on loan from the Metropolitan Planning Commission.

Objectives Met. Achieving public awareness of Nashville's air quality problem and gaining general support for the implementation of measures necessary to solve the problem is the goal of the public participation program. The flier announcing the workshop date was very clear in stating objectives supporting this goal and those objectives still remain to be met during our continuing activity in public participation. The workshop was quite successful in meeting the objectives of providing information, increasing public awareness, and stimulating interagency cooperation. Its major flaw was the lack of guidance on how and when to effectively participate in the air quality/transportation planning process.

To refresh your memory, a listing of the objectives set by EPA for the Metropolitan Planning Commission in the EPA/DOT Expanded Guidelines for Public Participation in the State Implementation Plan (SIP)/Transportation Revision Process follows. These objectives need to be kept in mind as citizen participation activities are planned:

1. to assure that the public and elected officials understand the: (1) public health and welfare dangers of air pollution; (2) the nature of the SIP-transportation revision process and the role of the public and officials in it; (3) the nature and impacts of transportation control measures (TCMs) and their relationship to other attainment strategies;

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2. to encourage active involvement of a broad range of interested and affected constituencies in the SIP-transportation revision process;
3. to assure public understanding and agreement on needed, reasonable available transportation-air quality measures;
4. to assure that interested and affected constituencies are identified, informed and consulted before decisions are made that significantly affect the public;
5. to assure that agency and elected officials consider and are responsive to the concerns of these constituencies when making such decisions; and
6. to foster spirit of openness and mutual trust among responsible agencies, elected officials and the public, thereby establishing and maintaining the legitimacy and credibility of the SIP-transportation revision process.

PLANS FOR CITIZEN PARTICIPATION ACTIVITIES

Where do we go from here? Listed are a few of the activities planned for this quarter:

1. Interagency brown-bag luncheon to view a videotape "E.P.A. and the Automobile" at the downtown campus of T.S.U.; cosponsored by the Center for Government Training.
2. Formation of the Air Quality/Transportation Planning Citizen Advisory Committee.
3. Preparation of a press release announcing the formation of the Air Quality/Transportation Technical Coordinating Committee.
4. Publicizing the availability of the Citizens Resource Center and Library at the Metropolitan Planning Commission through press releases and fliers to be sent to schools, libraries, and civic and neighborhood organizations.
5. Coordination of activities with the Metropolitan Health Department on their I/M Mechanics Training and Information Program.

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6. Production of a radio public service announcement regarding the I/M Report.
7. Scheduling an evening event in September to provide another opportunity for dialogue among responsible agency personnel, concerned citizens, and elected officials.
8. Clean Air Poster Contest for school children
9. Cosponsoring a Clean Air Run with the Nashville Striders.
10. Determining public sentiment through questionnaires and canvassing activities.

Various outreach methods can be employed to enhance public awareness, understand and involvement. Sources being used to develop the public participation program include Effective Citizen Participation in Transportation Planning, Volumes I and II, 1976; Public Relations in Local Government; Citizen Participation Handbook for Public Officials and Other Professionals Serving the Public, 3rd edition, 1978; and E.P.A. Guides "Effective Public Meetings," "Working Effectively with Advisory Committees," and "Effective Use of Media." If you are interested in reading any of this material, call Brenda Proffitt at 259-6264.

EVALUATION FORM
FOR
THE CITIZENS FORUM ON AIR QUALITY
AND
TRANSPORTATION PLANNING ISSUES

Please Rate The Coverage Of The Topics Presented:

	Excellent	Acceptable	Poor
	1 2 3	4 5 6	7 8 9
Clean Air Act Overview	1 2 3	4 5 6	7 8 9
Health Effects of Air Pollution	1 2 3	4 5 6	7 8 9
Economic Impact of Air Quality Programs	1 2 3	4 5 6	7 8 9
Auto Inspection and Maintenance	1 2 3	4 5 6	7 8 9
Alternative Transportation Control Measures	1 2 3	4 5 6	7 8 9
Panel Discussion of Issues	1 2 3	4 5 6	7 8 9

Were Your Questions Answered Satisfactorily? Yes _____ No _____

Were Your Questions Welcomed? Yes _____ No _____

What Related Topics Would You Like Covered At A Future Forum?

How Did You Learn Of The Forum? Press _____ Flier _____
 Television _____ Direct Mail _____
 Radio _____ Word-of-Mouth _____

Did You Attend The Forum Because The Issues Are Work Related? Yes _____ No _____

As A Concerned Citizen Yes _____ No _____

Additional Comments You May Wish To Make:

APPENDIX B

AIR QUALITY/TRANSPORTATION PLANNING

CITIZEN ADVISORY COMMITTEE

JANUARY 1981

1. Mr. Mel Barnes
Sierra Club
2. Mr. Don Belcher
Chamber of Commerce
3. Mr. William Birdine
17th District Civic League
4. Ms. Ann Brandon
T.C.S. Management Group
5. Mr. Phil Campbell
Casual Corner (100 Oaks Merchants Association)
6. Mr. Monroe Carell
Central Parking, Incorporated
7. Ms. Pat Carter
Nashville Apartment Association
8. Ms. Kathy Chadwick
9. Ms. Erma J. Choate
Nashville Hotel/Motel Association
10. Mr. Herbert Clark
Quenchaitington Civic Club
11. Mr. William Cumming
12. Ms. Jean Delfiner
American Association of University Women
13. Mr. Hale Donaldson
Division of Vocational Rehabilitation
Tennessee Department of Education
14. Mr. Randall Dunn
Eastland Area Residents Association
15. Mr. Ken Gaidos
Nashville New Car Dealer's Association

16. Ms. Nancy Gardner
East End Organization
17. Ms. Ann Gayters
Sunnyside Community Citizens
18. Mr. Malcolm Getz
19. Mr. Tom Grooms
Richland/West End Neighbors
20. Ms. Jan Hoffman
Mayor's Pedestrian Safety Advocate
21. Ms. Silvine Hudson
Staff Assistant for Governmental Relations
Vanderbilt University
22. Mr. Bill Hunter
Tennessee Association of Realtors
23. Ms. Emily Jorgensen
League of Women Voters
24. Ms. Gilberta Leek
Melrose Civic League
25. Ms. Frances Martin
Community Renewal Society
26. Mr. Kent Martin
Music City Bicycle Club
27. Mr. Dave Miller
28. Dr. John Norris
Hillsboro/West End Neighbors
29. Mr. Inman Otey
North Nashville Community Council
30. Mr. Mitchell S. Parks
Tennessee Conservation League
31. Mr. Herb Parr
Resource Consultants
32. Ms. Virginia Patterson
Senior Citizens, Incorporated
33. Mr. Robert Pitts
Tennessee Motor Transport Association

34. Mr. Robert Poole
Director of Development Fisk University
35. Mr. Kent Rea
Nashville Striders
36. Mr. Harvel M. Rogers, Jr.
Environmental Management Planning
and Engineering
37. Mr. Brian H. Smythe, P.E.
Gresham and Smith
38. Mr. William R. Thompson, M.D.
St. Thomas Hospital
Nashville Academy of Medicine
39. Ms. Molly Todd
40. Ms. Pam Turner
Rivergate Mall Merchants Association
41. Ms. Mary Wade
Tennessee Environmental Council
42. Ms. Carole Watson
Urban League, Incorporated
43. Reverend Dogan Williams
Interdenominational Ministers Fellowship
44. Mr. Temore Willis
Volunteers for the Improvements of the
18th District
45. Ms. Gale Wolery
Green Hills Merchant's Association
46. Mr. Joe Ray Woods, Attorney
47. Ms. Lillian Wynn
Hydes Ferry/Drakes Branch Civic Association

APPENDIX C

AIR QUALITY/TRANSPORTATION PLANNING

CITIZEN ADVISORY COMMITTEE

JULY 1981

1. Dr. Calvin Atchison
North Nashville Community Council
2. Mr. Tony Campbell
Tennessee Conservation League
3. Ms. Erma J. Choate
Tennessee Hotel/Motel Association
4. Ms. Margaret Click
Nashville Academy of Medicine
5. Mr. William Cumming
6. Ms. Jean Delfiner
American Association of University Women
7. Mr. Hale Donaldson
Division of Vocational Rehabilitation
Tennessee Department of Education
8. Ms. Sandy Duncan
9. Mr. Randall Dunn
Eastland Area Residents Association
10. Ms. Ann Gayters
Sunnyside Community Citizens
11. Mr. Pat Hollahan
Nashville New Car Dealer's Association
12. Ms. Silvine Hudson
Staff Assistant for Governmental Relations
Vanderbilt University
13. Mr. Ron Ihrie
The Wheelmen
14. Ms. Emily Jorgensen
League of Women Voters

15. Mr. Gene Lawson, Regional Director
East Tennessee American Lung Association
16. Ms. Gilberta Leek
Melrose Civic League
17. Ms. Donna Love
18. Dr. John Norris
Hillsboro/West End Neighbors
19. Ms. Virginia Patterson
Senior Citizens, Incorporated
20. Mr. Harvel M. Rogers, Jr.
Environmental Management Planning
and Engineering
21. Mr. Brian H. Smythe, P.E.
Gresham and Smith
22. Ms. Mary Ellen Vanderwilt
23. Ms. Polly Wiley
24. Reverend Dogan W. Williams
Interdenominational Ministers Fellowship
25. Mr. Earl C. Williams, Jr., P.E.
Richland/West End Neighbors
26. Mr. Clyde B. Wilson, Jr.
Central Parking, Incorporated
27. Ms. Brenda Winfield
Urban League, Incorporated
28. Ms. Lillian Wynn
Hydes Ferry/Drakes Branch Civic Association

APPENDIX D

AIR QUALITY/TRANSPORTATION PLANNING

CITIZEN ADVISORY COMMITTEE

JUNE 1982

1. Mr. Tony Campbell
Tennessee Conservation League
2. Ms. Margaret Click
Nashville Academy of Medicine
3. Mr. William Cumming
4. Ms. Jean Delfiner
American Association of University Women
5. Mr. Hale Donaldson
Division of Vocational Rehabilitation
Tennessee Department of Education
6. Mr. Randall Dunn
Eastland Area Residents Association
7. Ms. Silvine Hudson
Staff Assistant for Governmental Relations
Vanderbilt University
8. Mr. Ron Ihrle
The Wheelmen
9. Ms. Emily Jorgensen
League of Women Voters
10. Ms. Peggy Kirkpatrick, Regional Director
Middle Tennessee American Lung Association
11. Ms. Gilberta Leek
Melrose Civic League
12. Ms. Donna Love
13. Dr. John Norris
Hillsboro/West End Neighbors
14. Ms. Virginia Patterson
Senior Citizens, Incorporated

15. Mr. Harvel M. Rogers, Jr.
Environmental Management Planning and Engineering
16. Ms. Mary Ellen Vanderwilt
17. Ms. Polly Wiley
18. Mr. Earl C. Williams, Jr., P.E.
Richland/West End Neighbors
19. Mr. Clyde B. Wilson, Jr.
Central Parking, Incorporated
20. Ms. Brenda Winfield
Urban League, Incorporated
21. Ms. Lillian Wynn
Hydes Ferry/Drakes Branch Civic Association

APPENDIX E

AIR QUALITY/TRANSPORTATION PLANNING

PARTICIPANT EVALUATION

MARCH 1981

Recently, members of the Citizen Advisory Committee were asked to fill out an evaluation form that questioned them about committee activities. This questionnaire was designed to help MPC staff and the new committee chair, William Cumming, with their committee responsibilities. This self-evaluation gave committee members an opportunity to express their feelings about serving as an advisory body to the Metropolitan Planning Commission. Hopefully, the results of this survey indicate committee strengths and weaknesses as well as point to new directions for growth while increasing the committee's viability as a group of concerned citizens representing the Nashville community.

What follows is a tally of committee member's response and MPC staff comments.

1. How would you rate the importance of the topics discussed at the past six meetings?

Only two people felt the meetings were "very important," but the large majority (10) rated them at five or four right under "very important."

2. Have you been interested in the meetings topics?

This question also received a high rating, with all of the answers ranging from "quite a bit interested" to "very interested."

3. Was there enough time to deal with the topics?

The majority, nine, felt that there had been "about the right amount of time." No one felt that there had been too much time, although there were several comments made later that the meetings were generally too long.

4. Has there generally been an opportunity for each participant to speak?

The majority felt that there was "always" ample opportunity for participation.

5. How would you rate the leadership and support of the MPC staff?

Members rated the Metropolitan Planning Commission staff as "good" (six votes), "fine" (five votes) and "excellent" (four votes).

6. How would you rate the meeting facilities?

The facilities were ranked between "good" and "excellent."

7. How did you like the written background information given to you?

The majority felt it was "fine," less than "excellent," but better than "good".

8. How did you like the audiovisuals used?

Audiovisuals were rated at the top of the scale, six "very helpful" and five.

9. How many new things have you learned from the speakers and discussions?

Most people believe they have learned "quite a few" new things during the committee meetings.

10. How well do you feel that you and the other committee members work together?

The committee feels that it gets along between "average" and "very well."

11. Do you think the committee has been successful in increasing public awareness of air quality/transportation planning?

This question was rated between being a "good way of reaching the public" and "not such a good way of increasing public awareness."

12. Would it be easier for you to attend evening meetings?

The overwhelming majority (10 out of 12) reported that it would not be easier to attend meetings in the evenings.

13. Would you prefer another meeting format, such as pot-luck lunches?

Here again, the majority is comfortable with the time and way the meetings are conducted and are not in favor of a different format.

14. What suggestions do you have for future meeting topics?

"Committee goals and objectives."

"Clean air attainment targets vs. actual air pollution levels."

"Why are Memphis, Knoxville, etc. so far ahead of Nashville in ridesharing?"

"Continue to investigate the many mechanisms available to achieve air quality goals."

"Try to get some decisionmakers to attend and discuss issues."

"Someone opposed to I/M."

"Uncovering our light from the bushel?"

15. If you have other suggestions, comments, write them here.

"How can we increase public awareness? Via media?"

"We need more publicity campaigns."

"Newspapers, TV need to help educate the public about flexitime, I/M, etc."

"We need more direction as to what we want to accomplish."

"I am not sure that the Committee itself has done all that it could to increase public awareness of air quality/transportation planning, but I see some evidence of it."

"Lobbying effectively for a tax base to support future bus and special van transportation systems in Tennessee."

"Developing support of clean air objectives from both the elderly and the handicapped who represent statewide or national organizations."

"Identify simple and practical ways cycles and other non-combustible engine operated vehicles could be used in and around plants, schools, shopping centers to minimize air pollution opportunities."

16. What do you like most about this committee?

"The concern of citizens."

"Information gained about subjects I've often wondered about but did not have such information at hand."

"The variety of participants."

"Fine group."

"This committee has the advantage of diverse interests being represented and thereby has a better chance to reflect overall the community attitudes toward clean air programs."

17. What do you like least about the committee?

"Meetings have been generally too long." (three members said this)

"Opportunities for action are so limited. This is not a criticism of the committee, but I am pessimistic about any effective results."

"Too many comments off the subject."

"Lack of attendance of 'ordinary citizen'."

"The meeting times have regularly conflicted with my agency's one monthly staff meeting on the first Thursday of every month. Tuesdays or Wednesdays are better days for me."

Staff Analysis. It is evident that of those responding to the evaluation form, the majority seem very satisfied with the way the committee has been operating during the past six months. Therefore, no substantial changes are recommended. To briefly summarize, the following are aspects the committee regard as positive:

the issues being discussed are important and interesting; there is adequate time for individual participation; Metropolitan Planning Commission staff leadership is effective; the literature and audiovisuals are appropriate and helpful; new things are being learned; committee members get along with each other and the diversity within the group is especially valued; and daytime meetings are preferred.

In addition to this positive response, the survey results contain some constructive criticism. For example, one negative feeling expressed was that perhaps the committee is an ineffective way of reaching the public on air quality/transportation planning. Here it seems that perhaps the committee is giving itself a poor rating. There is not much evidence to suggest that committee members have adequately carried out their role of liaison between the community and the committee. This has been recognized as a problem and discussed several times at meetings, but no satisfactory consensus has been reached. The role and responsibilities of committee members should be clearly outlined during the upcoming discussions of committee goals and objectives.

Closely related to the opinion that the committee has been an inadequate means of increasing public awareness is the feeling expressed by a few committee members of uncertainty as of the goals and purpose of this committee. In the opinion of the Metropolitan Planning Commission staff, the letter dated August 21, 1980 stated clearly the role of the committee and the responsibilities of those who agreed to serve on the committee. However, since there are many new committee members who may not have had a chance to read this letter, it is very appropriate that committee goals and objectives be brought up again for clarification and discussion. Now that the committee has been in existence for awhile, these goals might be expanded to reflect larger community goals than were earlier identified by Metropolitan Planning Commission staff. Goals and objectives will be discussed at the March committee meeting and should continue to be on the agenda until a group consensus is reached.

A good suggestion for improving committee effectiveness was--for decision-makers to be invited to attend the Citizen Advisory Committee meetings and discuss issues. Metropolitan Planning Commission staff agrees that this is a vital area of concern. It is recognized that the lack of involvement of elected public officials is a serious shortcoming of the current public participation program. The fact that council members and other community decisionmakers are extremely busy contributes greatly to this problem. However, it seems a reasonable goal that there be one council member present at each committee meeting. In this way the council would be kept informed of the concerns addressed by this citizens' group. There are several possible solutions to this problem. One suggestion is that a council member be invited to serve on the committee, perhaps someone with a particular interest in public health or transportation. A disadvantage of having one specific person serving on the committee is that it is probably difficult to impossible for that person to attend regular monthly meetings. A second proposal would be for a different council member to attend each month. Committee members could take turns inviting their representative on the council. Another approach would be for the committee chair to invite a council member each month. In this way perhaps the majority of the council would eventually attend committee meetings. When the council member agreed to attend the meeting, he/she would be sent a brief history of the committee and its concerns, its membership, and the agenda for the upcoming meeting.

Obviously, judging from the response of the committee, there is a strong feeling that there needs to be more public relations regarding air quality/transportation planning. The Metropolitan Planning Commission has arranged media coverage of specific events related to air quality/transportation planning, but it is recognized by Metropolitan Planning Commission staff that this alone is not sufficient. One immediate step that can be taken is to inform the press of this citizen advisory body and its role in local decisionmaking. It is suggested that a member or members of the press be invited to the committee so

that person can write regular features on committee business. This would be a simple way of disseminating more information to the public on ridesharing, flextime, health effects of air pollution, etc. Two committee members have suggested that Tom Rogers, staff writer for the Tennessean, be invited to serve on the committee. This is another matter which should be discussed and implemented.

It was noted that several members felt the committee meetings were too long. For this reason it is strongly suggested that meetings be kept to two hours long. If this rule is enforced, more members may be encouraged to attend since the meeting won't tie up an entire morning.

Out of 47 members, 14 responded by returning the questionnaire. This low response rate indicates a general lack of commitment to the committee by a majority of its members. For the Metropolitan Planning Commission to meet community goals during the air quality/transportation planning process, the staff needs advice from a broad range of community interests, including business, professional, environmental, civic, neighborhood, and minority concerns, to name a few. Of course, no group is ever truly "representative" of a community, but it is nevertheless an ideal worth striving for. One committee member suggested that perhaps what is needed is a membership committee to draw up some operating guidelines to accompany the group's goals and objectives. These guidelines would establish exactly what is expected of committee members in terms of attendance and work responsibilities. This is probably a good time for the committee to start renewing itself. As a start, Mr. Cumming will contact those members who have been inactive during the past four months. Then an effort will be made to replace those who resign. By the committee's self-evaluation, it is apparent that committee work is perceived as being important and rewarding. It is also recognized that it could be better with a little more effort from its members. The MPC staff hopes to see an actively involved group result from this public participation effort. Committee members who are interested in serving on this membership subcommittee should call William Cumming (320-3324) or Brenda Proffitt (259-6264). Other members should turn their suggestions for improving attendance and getting more people involved to the committee chairperson.

The evaluation forms are available for inspection at the Metropolitan Planning Commission.

VITA

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The following September, Ms. Cowan entered the Graduate School of Planning at The University of Tennessee, Knoxville. She completed the curriculum with the exception of her thesis in January 1980. At this time she accepted a position as a regional planner with the Tennessee Valley Authority. A year later, Ms. Cowan moved to Nashville where she worked with the Metropolitan Transit Authority as the ridesharing program assistant coordinator. She is currently employed as a transportation planner with the Nashville-Davidson County, Tennessee, Metropolitan Planning Commission. Ms. Cowan completed her thesis and received the Master of Science in Planning degree in December 1982.

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