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Prof. Deines
Prof. Douglas
Prof. Edmonds

The attached manual is devoted to the problem of involving the citizens of American communities in local government decisions affecting development. It has not gestated long enough, but is delivered in deference to the end of the semester and the need to "produce."

My effort has been to present a simplified explanation, in layman's terms, of:

1. The citizen's role in public decision-making
2. The context within which citizen participation must occur
3. How the contextual implications for citizen participation can be analyzed and related to appropriate modes of participation.

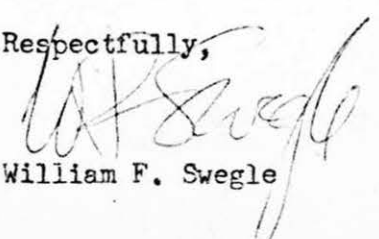
I have made no effort to operationalize terms involved in the concepts I have used. My intent has been to provide a perspective applicable to any community, from New York City to Riley, Kansas. In applying this perspective to a particular community the terms should be operationalized as appropriate for that community.

The manual is incomplete, but its outline is clear and the nature of the substance to be filled in is, I think, fairly implied. At this stage of development its scope is limited to clearly identified public decisions. Since many decision situations involve multiple decisions in both the public and private sectors its utility is limited - even as a heuristic device.

A thorough and responsible job of developing this manual to its full potential would be a major effort. I am still struggling with some aspects of conceptualization and I have been unable to get all of the relevant considerations on paper and organized - still less, simplified. Simplification for use by a lay public, as intended in my proposal, would require rigorous structuring, carefully stated guidelines for use, the extensive development of explanatory notes and graphs, and the provision of relatively "fool-proof" worksheets. Even then the complexities of using it would be likely to detract from its use by the prospective users for whom it was intended.

In contrast to the intent of this manual, it may imply more for research than for practical application. Yet, premature as it is, I believe it contains the essentials of a workable approach. Whether the usefulness of this approach merits its further development is quite another consideration, and one on which I solicit your opinion.

Respectfully,


William F. Swegle

A MANUAL ON
CITIZEN PARTICIPATION IN LOCAL DEVELOPMENT DECISION-MAKING

by 5592

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A MASTER'S NON-THESIS PROJECT

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Acknowledgment

Much of the material in this manual related to the "decision-making context" is built upon ideas drawn from the work of Sidney Verba. The prime source was his article entitled "Democratic Participation" which appeared in Social Intelligence for America's Future, edited by Bertram M. Gross and published by Allyn and Bacon, Boston, 1969.

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Foreword

This manual is intended as a conceptual and procedural guide for the appropriate involvement of citizens in local public decision-making. It pursues this intent by:

1. Reviewing the citizen's participatory role (Chapter I)
2. Describing the contextual factors which determine the situation within which a given decision is made (Chapter II)
3. Reviewing the types of participatory strategies and acts available to the citizens of a community (Chapter III)
4. Facilitating the description of a specific local decision-making context and the identification of participatory strategies and acts which might be appropriate to it. (Chapter IV)

Chapter IV presents conceptual outlines of a glossary, a catalogue of participatory acts, a "context" worksheet and a "strategy" worksheet. In their fully-developed forms these could be used to structure the analysis of a specific decision-making context and to identify appropriate participatory strategies and acts. However, the complexity of this method of analysis outweighs its usefulness for most decision situations. Our purpose in describing this methodology was simply to make its rationale available as a basis for an analytical approach. In applying this rationale the user can make his analysis as detailed or as general as he wishes to suit the demands of each situation.

Defining "appropriate" citizen participation in public decision-making is a complex undertaking. A brief guide like this one cannot accomodate all of the potentially important contextual factors, even if it were possible to identify them "all" with any degree of confidence. However, by clarifying the ideals and realities related to citizen participation, and working toward the establishment of some common sense perspectives, we have tried to enable prospective users to do a better job than they might do with no guidelines whatever.

Recognizing that this manual is a tentative "first step," our hope is that it will be useful in encouraging the fuller participation of "average citizens" in the decisions which will determine how America's communities will be developed.

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Manhattan, Kansas

15 May 1971

CITIZEN PARTICIPATION IN LOCAL DEVELOPMENT DECISION-MAKING

I. The Citizen's Role In Development Decision-Making

Development as Beneficial Change

"Development" at the local level is pursued in many fields, such as industrial development, health services development, residential sub-division development, educational development, etc. In this manual development is considered to mean change which results in a net improvement for the community as a whole, or for some group within the community when the group's benefit is not offset by an adverse effect upon others.

Many people equate growth in a community with development, but growth alone is not a sufficient measure. The important measure is how life in the community improves or suffers as a result of the growth. Some kinds of growth do contribute to development, but other kinds can cause such problems as the deterioration of community services and burdensome public debt, without yielding any offsetting benefits.

In pursuing development it is also important to recognize that certain changes which are beneficial to some citizens may be detrimental to others. Development in a community must be evaluated not by the appearance of new facilities or activities, but by the effects of the changes they bring upon all aspects of community life, and the extent to which these effects are beneficial.

The Citizen as Arbiter of Beneficial Change

Communities exist for the benefit of the people who live in them, and the way in which a community is developed affects the quality of community life. Thus, the citizens of a community have a vested interest in every change that takes place. Ideally, every development decision in the physical, social or economic sectors - public or private, should be examined for its effects upon the general community interest and upon the individuals and groups who are directly affected.

Citizen participation in the decision-making process makes it possible to manage changes in the community so they will conform to community needs and expectations. Whether the decision involves a change in land use or the issuance of bonds for public improvements, citizen interests should be identified and accommodated to the extent possible. The more fully this is done the greater the likelihood of citizen acceptance and support of the decisions that are made, because the greater the likelihood that the decision will reflect what the citizens want in their community.

Since many development activities do tend to serve limited groups within the total population, an important concern for the citizen is to pursue equity by ensuring that the needs of his own groups are considered and provided for in the assignment of development priorities. The citizen who perceives all development benefits as accruing to others is unlikely to consider the changes beneficial.

The Usefulness of Community Goals

Traditionally it has been assumed that, when all the parties interested in a particular decision express their interests and desires, the public interest will be served by an honest decision which accommodates these interests to the extent possible. That is to say, the public interest has usually been identified in the decision-making process as a product of the interaction of contending parties.

Logically, it is desirable to have the public interest, or at least important aspects of it, identified in such a way that it will not only establish precedents for the resolution of differences between contending parties but also protect the interests of those who are not contenders but who are directly or indirectly affected.

Where a community has established goals, and plans and implementing ordinances have been prepared to guide the development of the community toward those goals, many aspects of the public interest can be effectively identified. Such goals, plans and implementing ordinances offer criteria for finding accord among contending parties on the basis of "what's best for the community."

The Interests and Rights of the Citizen in a Representative Government

Public officials are responsible for truly representing the interests of their constituents. To do this officials should, ideally, fully comprehend the desires, needs and rights of all of

the competing groups and individuals comprising their constituencies, as well as the technical information relevant to the decisions they must make. Without such knowledge they are unlikely to arrive at decisions which are fair to the interested parties, and in accord with the public interest. Though no representative can fully meet this ideal, the quality of his representation will be directly proportional to the extent he approaches it.

To balance the interests of individuals and groups, and the interest of the community as a whole in respect to proposed changes, compromise is required. The key to effective compromise is the involvement of all who are affected by the change.

When interests conflict, not everyone's interests can be accommodated. The critical need is to get all relevant concerns expressed, considered, and accommodated to the extent feasible.

In the American system each citizen is responsible for advancing and protecting his own interests. To do this in respect to development decisions, each citizen must express his interests, individually or through a group, for consideration by appropriate decision-making representatives.

Unfortunately, some individuals and groups in many communities have been able to advance and protect their interests at the expense of others. They have had the time, money and sophistication about governmental structure and procedures which have given them advantages in winning the support of government for their interests.

Our purpose in discussing this reality of community life is not to condemn the knowledgeable use of the services of government, but to call attention to the necessity of facilitating and encouraging knowledgeable use by all elements of the community to ensure that public development decisions result in equitable benefits and costs for all.

Perhaps the ideal of perfect representation of the public interests can never be achieved, but efforts to increase and support broad citizen participation should at least enable us to achieve it in respect to public decisions which are of major importance to the welfare of the community. To achieve this would be to lend credibility to the ideal of the equality of all citizens before the law. Each citizen has his role to play and deserves an equal chance to have his interests considered.

Citizen Participation in Development Decisions

Depending upon one's political viewpoint, citizen participation can be defined in several different ways. Some common perspectives are:

- Participation is voting
- Participation is group activity to influence decision-makers by applying pressure
 - a. Participation is achieved by working through elite coalitions
 - b. Participation is achieved by working through issue or interest-related power groups
- Participation is dealing with identifiable realities to affect a specific decisional outcome.

For the purposes of this manual, citizen participation is defined, following Verba, as "acts by those not formally empowered to make decisions - the acts being intended to influence the behavior of those who have such decisional power."

Effective communication with decision-makers is, accordingly, the essence of citizen participation in development decisions.

If public officials are to receive from the citizenry the knowledge needed to make public decisions which are appropriate to the community's needs, there must be effective communication between them and the citizens who have useful knowledge to offer. If individual citizens and groups are not in communication with their representatives, they are unlikely to be effectively represented. A representative with the best intentions cannot speak usefully about problems that have not been explained from the perspective of the people affected by those problems.

The purpose of this manual is to clarify the ways in which citizens may interact with elected and appointed public officials to influence development decisions which affect them. Its objective is to facilitate the achievement of development decisions which will serve the general public interest while accommodating, to the maximum extent possible, the interests of all individuals and groups affected. The achievement of this objective depends not only upon the acceptance by decision-makers of appropriate citizen participation in public decision-making, but upon encouraging such participation where it is lacking.

Pre-Requisites for Appropriate Participation

If citizens are to participate in appropriate ways, the following pre-requisites must be met:

1. Citizens must have interests and rights in the decision which require direct participation to protect or advance them.
2. Channels for participation must be available or be made available.
3. Citizens must be able to participate
 - a. There must be no opposition to participation by decision-makers, or
 - b. Citizens must have resources to overcome their opposition
4. Citizens must be motivated to participate
 - a. Participation must be considered by the citizens to be effective, and
 - b. Participation must be considered by the citizens to be worth the cost in time, money and effort.

The Pros and Cons of Citizen Participation

Citizen participation is encouraged for several reasons but it is the practical benefits of participation which justify it.

When citizens participate in a decision which brings change to a community they are, themselves, partly responsible for the change. If they have had the opportunity to examine the change proposal, to understand the facts upon which the decision is to be based, and to contribute their suggestions and have them seriously considered, then they are unlikely to stand in the way of the change unless its effects upon their interests are strongly adverse.

Experience has shown that people will support changes which they understand and can identify with their own interests, or, in some cases, which conflict with their own interests but serve the public welfare. Such support can include a willingness to approve bond issues for needed public improvements, to approve tax increases needed for vital services, to acquiesce to zoning changes which facilitate beneficial community growth, etc.

While it is important to recognize the virtues of citizen participation in public decision-making, it is also important to recognize that such participation can create conflict and dissension, delay the implementation of development projects and, sometimes, cause extra expense. Citizen participation can be a particular headache to public boards working under pressures related to the constraints of time.

For example, a businessman who consents to serve on a public board may expect to have a free hand in exercising the authority of the job, just as he exercises authority in his own business. When citizens affected by his public role have opinions differing from his own and seek to influence his decisions, he may feel hampered in his civic effort. The citizen activity may cause delay, necessitate additional hearings, and even involve what he might consider to be "avoidable" expense. If the board member feels these difficulties are more of a nuisance than a volunteer should have to tolerate, his natural tendency may be to discourage citizen participation so he can carry out his public role with a minimum of inconvenience to himself.

Such behavior is common and understandable, but it is not an effective or responsible way to serve the community. In the long run it is likely to result in more serious delays and even greater "avoidable" expenses. Decisions which fail to take account of the needs and desires of people affected by them can only lead to additional problems. Some problems, for example, might be in the form of court tests, some in the failure of bond issues and some in the delay of high-priority projects while contending parties argue about concerns which appropriate citizen involvement might have avoided.

Yet, because some citizens try to involve themselves in the wrong decisions, with the wrong officials, at the wrong time, in the wrong way, or with the wrong expectations, we must recognize that citizen efforts to participate in public decision-making can cause difficulties.

The key to minimizing the problems of participation is to insure that the participation which occurs is appropriate to the situation. Much of this manual is devoted to analyzing the many situations surrounding public decision-making and clarifying what might be "appropriate" in each context.

Meaningful Participation

It is one thing to "participate." It is something else to participate usefully.

The ideal of "democratic participation" has not been ignored in America , but it has often been circumvented. Many techniques have been developed to win ceremonial approval for development decisions from "representative" citizen groups without giving the citizenry any effective influence over the nature of the decisions.

Some decision-makers use the formal structures created to facilitate citizen participation, such as citizens advisory committees, to avoid participation rather than to benefit from it. That is, having arrived at a decision, they use participatory groups as media through which to sell the decision to the public. When used by decision-makers in this way, such groups contradict the intent and purpose of their existence. Their ceremonial activities serve only to circumvent the participation which they should encourage and facilitate.

When citizen groups ceremonially approve decisions on which the people affected have exercised no influence, it is a mockery of the concept of participation. Citizen participation is meaningful only when the participation serves to make citizens' interests known to the decision-makers, and to get them seriously considered and appropriately accommodated in the decision-making process.

Communicating With Representatives

According to the ideal of American representative democracy every citizen should have a spokesman in government whose function is to relate the activities of government to citizens' needs and desires. Structurally this ideal has been carried into reality, but functionally the ideal has not been so well served.

The realities related to winning election are such that some groups are unable to influence the electoral process sufficiently to win the kind of representation they want. Thus, even though such groups are technically represented, they are not so likely to have a representative who will be an aggressive advocate for their interests.

Any representative is, after all, just a human being with all of the limitations inherent in the mortal role. He is likely to have an established set of values, personal interests, social concerns and business, social and political relationships. In many ways these established characteristics condition his behavior as he represents what he conceives to be his constituency. They bias his accessibility and his judgment because they limit the groups with whom he interacts and the ideas to which he is exposed.

However, giving the representative system credit for its strengths, we must certainly recognize that many representatives do an exceptional job of providing for the needs of people with whom they have very little in common except the representative-constituent relationship. The willingness and ability to do this are conditioned by the extent to which the representative is influenced by two ideals of representative democracy:

1. The motivating ideal of "representing all members of the constituency."
2. The enabling ideal of "understanding the needs and desires of all members of the constituency."

If all public officials achieved conformance to these two ideals we would not need to be particularly concerned about emphasizing the need for citizen participation. But it is unrealistic to expect all, or even many, representatives to live up to such demanding ideals, or even to believe them capable of it. Thus, citizens who want responsive government cannot afford to default on their own responsibilities for obtaining it.

This is not an indictment of representative democracy. Indeed, no other system offers better representation of individuals and groups whose diverse and often conflicting interests must be resolved and accommodated in a society which values free enterprise. It is simply to acknowledge the difference between the ideal and the real so we may deal constructively with the situation as we find it.

One aspect of the situation we find is that those whose values and interests differ from those of their representatives are less likely to find themselves effectively represented. This is not necessarily because representatives are insensitive or unresponsive to the needs of such people, though that may sometimes be the case. Often the problem results from the representatives' inability to comprehend the needs and desires of people with whom they have little or no communication.

The kind of communication that can occur between citizens and their representatives, and the extent to which it can affect a local government's responsiveness to its citizens, are determined largely by the circumstances existing in a given community. These circumstances, which constitute the "local context," are analyzed in the following chapter.

II. The Context Of Citizen Participation

The obvious elements of a decision-making situation are the decision to be made, the person or persons who are to make it, the persons who want to influence it, and the circumstances under which they must interact.

It is the purpose of this chapter to outline some of the local variations in these elements which might determine appropriate ways for citizens to participate in local development decision-making. The following pages will discuss:

- Types and Characteristics of Development Decisions
- Types and Characteristics of Participants
- Types and Characteristics of Decision-Makers
- Characteristics of the Political Environment

To provide a useful perspective on a specific local decision-making situation, the particular variations of these elements occurring in a given community should be viewed together in a "comprehensive context." The details of this "comprehensive context" will define the participatory strategies and acts appropriate to the given local situation. A method for outlining a specific local context is described in Chapter IV.

Types of Development Decisions

Development decisions fall into two categories - those made by private individuals and groups and those made by public officials and official bodies.

Citizen interests affected by private development decisions are generally protected by law, and public procedures have been established to control the implementation of private development. For example, a developer's decision to construct an apartment building is controlled in most communities by such public instruments as a zoning ordinance, a building code and sub-division regulations. Review and hearing procedures established through these instruments offer the public opportunities to prevent the implementation of a private decision, to cause modification of the decision or to acquiesce to it.

Some private development decisions are less subject to public influence through governmental activity, but are influenced by citizens in ways similar to those used to influence governmental decisions. Decisions by some private social agencies can, for example, be influenced by pressures on public representatives on the budget committee of the Community Chest. They may also, however, be influenced by officials of public agencies whose cooperation is vital to their work. Our concern here, therefore, is limited to public decision-making.

For purposes of analysis it is convenient to classify public development decisions in four categories, as follows:

- Allocation - - Decisions which allot public funds to support development activities. Examples - (1) the decision to appropriate money to extend city sewers to a newly-annexed area. (2) the decision to appropriate money for a community center.
- Facilitation - Decisions which open the way for subsequent development activities, both public and private. Examples - (1) the decision to recommend the extension of city sewers to a newly annexed area. (2) the decision to make community center facilities available for use by the Head Start Program.
- Regulation - Decisions which control development activities. Examples - (1) the decision to enact sub-division regulations. (2) the decision to enforce sub-division regulations.
- Operation - Decisions which provide direct services in support of development activities. Examples - (1) the decision to construct and operate a sewage treatment plant. (2) the decision to establish and operate a vocational-technical school.

Decisions in each of these categories can affect three different aspects of development activity:

1. Conceptualization (what to do)
2. Programming (how to do it), and
3. Revision (response to evaluation and feedback).

An important consideration concerning the kind of citizen participation which may be appropriate in certain situations is whether the decision at issue is a legislative decision or an administrative decision.

By relating the three aspects of the development process to the two levels at which public decisions are made, we can develop the following idealized typology which enables us to divide all development decisions into eight types.

Types of Public Development Decisions

	CONCEPT	REVISION		PROGRAM
LEGISLATIVE	Policy Guidelines	Revise Policy	Revise Program	Authorization and Funding
ADMINISTRATIVE	Rules & Procedures	Revise Rules & Procedures	Revise Implementation	Implementation

Illustration (1) on the following page presents these types of public development decisions in a more useful format which relates them to the four categories defined above.

TYPES OF PUBLIC DEVELOPMENT DECISIONS

I. ALLOCATE

A. LEGISLATIVE LEVEL

1. Policy for Expenditures
2. Revisions of Policy for Expenditures
3. Program Funding
4. Revision of Program Funding

B. ADMINISTRATIVE LEVEL

1. Rules and Procedures for Expenditures
2. Revision of Rules and Procedures for Expenditures
3. Program Budget Administration
4. Revision of Program Budgets

II. FACILITATE

A. LEGISLATIVE LEVEL

1. Policy for Facilitating Development
2. Revisions of Policy for Facilitating Development
3. Authorization of Facilitating Programs
4. Revision of Facilitating Programs

B. ADMINISTRATIVE LEVEL

1. Rules and Procedures for Facilitating Development
2. Revision of Rules and Procedures for Facilitating Development
3. Implementation of Activities to Facilitate Development
4. Revision of Activities to Facilitate Development

III. REGULATE

A. LEGISLATIVE LEVEL

1. Policy for Regulating Development
2. Revision of Policy for Regulating Development
3. Enactment of Regulatory Laws
4. Revision of Regulatory Laws

B. ADMINISTRATIVE LEVEL

1. Rules and Procedures for Regulating Development
2. Revision of Rules and Procedures for Regulating Development
3. Implementation of Activities to Regulate Development
4. Revision of Activities to Regulate Development

IV. OPERATE

A. LEGISLATIVE LEVEL

1. Policy for Operating Activities
2. Revision of Policy for Operating Activities
3. Authorization of Operating Activities
4. Revision of Operating Activities

B. ADMINISTRATIVE LEVEL

1. Rules and Procedures for Operating Activities
2. Revision of Rules and Procedures for Operating Activities
3. Implementation of Operating Activities
4. Revision of Operating Activity Implementation

Other factors related to the type of decision, and which are likely to affect the decision-making context, include the following:

Characteristics Attaching to Each Type of Decision

Technical Characteristics of the Decision

	SIMPLE	COMPLEX
NON-TECHNICAL	Simple Non-Technical	Complex Non-Technical
TECHNICAL	Simple Technical	Complex Technical

This characteristic holds implications concerning the extent to which citizens can qualify to participate usefully in certain types of decisions, or the extent to which they might require technical assistance.

Scope of the Decision:

	ENTIRE COMMUNITY	LARGE SUB-GROUP	SMALL SUB-GROUP	ONE OR A FEW INDIVIDUALS
MAJOR EFFECT	Major-All	Major-Large	Major-Small	Major Case
MINOR EFFECT	Minor-All	Minor-Large	Minor-Small	Minor Case

This characteristic suggests the number of people who might seek to involve themselves in a particular issue, and the likely intensity of their involvement.

Locus of the Decision:

	Local Government	Regional Organization	State Government	Federal Government
One Decision-Maker	1 Local	1 Regional	1 State	1 Federal
More Than One Same Agency	1+ Local	1+ Regional	1+ State	1+ Federal
More Than One Different Agencies	1+ Local Coordination	1+ Regional Coordination	1+ State Coordination	1+ Federal Coordination
More Than One Different Agencies of Different Governments	1+ Local Inter- Coordination	1+ Regional Inter- Coordination	1+ State Inter- Coordination	1+ Federal Inter- Coordination

This characteristic implies, among other things, the structural road-blocks which may be involved in a decision. Though the presumption in this chart is that all levels of government are represented in the decision by local representatives, the non-local influences must certainly be reckoned with.

In addition to the implications of these general characteristics of a decision, there are several concerns which are raised by the specific considerations related to any particular decision. These specific considerations are:

Who is to control what happens?

Who benefits and who suffers?

What is to happen and what are the implications of the substance?

Where is it to happen and what are the implications of the location?

When is it to happen and what are the implications of the timing?

Why is it to happen and what are the implications of the motive?

How is it to happen and what are the implications of the method and procedures?

Should it happen at all?

"Participants" Defined

Citizens play many roles which are not mutually exclusive. A citizen who appears before a planning board to protest zoning for an apartment near his home may represent the Chamber of Commerce at the next meeting to request zoning for an industrial park. Later, he may even serve as a member of the planning board.

Service on a public board is normally taken to be a form of citizen participation. Though public boards may have the responsibility to represent the public, the existence of the board should not be considered to preclude the legitimate inputs of individual citizens or groups. Rather, the boards should be considered as structural channels through which citizen inputs may be made. To view boards otherwise is to accept the ability of appointive authorities to control "citizen inputs" through their power of appointment.

In this manual formal public boards are taken to be a part of the governmental decision-making structure and service on a board is not considered as "citizen participation" within the concern of the manual. This is consistent with Verba's definition of citizen participation as acts by "those not formally empowered to make decisions," the definition which is implied here where the terms "citizen" or "participant" are used.

Types of Participants

Citizen participants, whether individuals or groups, may be categorized according to their advocacy of private interests or the public interest.

Within these two advocate roles, participants may be further categorized according to whether they seek to avoid adverse effects upon their interests or to obtain benefits.

These categories can be related to establish a 4-part typology for participants as follows:

Types of Participants

	ADVOCATES OF PRIVATE INTERESTS	ADVOCATES OF PUBLIC INTERESTS
AVOID ADVERSE EFFECTS	Participant seeking to avoid adverse effects upon private interests	Participant seeking to avoid adverse effects upon the public interest
OBTAIN BENEFITS	Participant seeking to obtain benefits for private interests	Participant seeking to obtain benefits for the public interest

Characteristics of Participants

The extent of influence which citizen participants can hope to exert upon decision-makers is determined by the following characteristics which partly shape the context within which a decision will be made.

1. Their Potential Contribution to Decision-Making

- a. Provide Factual Inputs - first-hand knowledge of problems, technical data, etc.
- b. Provide Value Inputs - perspective, alternatives, etc.

2. Their Ability to Achieve Successful Participation in Decision-Making

a. Their Resources for Participation

(1) Intellectual

(a) Information on politics, issues, channels, rules

(b) Skills in manipulating channels of access

(2) Material

(a) Ability to accept the costs of participation

(b) Availability of resources for political use

(3) Social

(a) Manipulable individuals and groups

(b) Manipulable organizations

b. Their Motivation to Participate

(1) Belief in the effectiveness of political participation

(2) Having interests for which participation is relevant

(3) Finding participation to be directly satisfying

c. Their Consensus of Opinion and Strength in Numbers

d. Their Ability to Impose Sanctions - Directly or Indirectly

The "appropriateness" of citizen participation must necessarily be based largely on what the citizens have to offer. Even when decision-makers are completely receptive to citizen participation there is no reason to expect that participation to be successful in influencing the decisional outcome unless the facts and values presented have relevance and usefulness in a rational decision-making process.

Often, however, even when the citizens have much to offer, they may fail to achieve the opportunity for successful participation. The rules, procedures, channels and rights which have been designed to facilitate citizen participation are of no use to the citizens who have no knowledge of them. And even this knowledge is useless if the citizens are unable to afford the time, money and effort required to use them. The cost of losing a day's pay in order to attend a day-time public hearing has discouraged many a citizen from participating.

The number of citizens wishing to take a position on an issue, and the extent to which they will be united, differing or opposed in their opinions, will vary widely among particular issues. It is possible to use these characteristics to categorize participants in six basic groups according to their degree of consensus and their strength in numbers. These categories, which imply much for the ability of citizens to participate, run from "many participants who are united in their position" to a "few participants who are opposed in their positions." They can be illustrated as follows:

Participant Consensus and Strength

	UNITED	DIFFERING	OPPOSED
MANY	Many United	Many Differing	Many Opposed
FEW	Few United	Few Differing	Few Opposed

Though strength in numbers is often a significant factor in the effectiveness of participation when the decision-makers are receptive, it may be irrelevant when they are not. Assuming that the citizens have a legitimate case to make, and that their efforts at participation are appropriate, they may need to consider adding appropriate types of "persuasion" to insure that their views receive the consideration to which they are entitled. Thus, a significant characteristic may sometimes be the effectiveness with which citizens can impose sanctions upon the decision-makers, and their willingness to use them.

The sanctions available to a citizen participant are of two primary types:

1. Personal Sanctions - derived from his wealth or influence as an individual
2. Positional Sanctions - derived from his status in some formal organization

Either of these kinds of sanctions can be exercised directly, or by influencing others, on the decision-maker's social, political or economic vulnerabilities. This is illustrated on the following page.

Ability to Impose Direct or Indirect Sanctions

	<u>SOCIAL</u>		<u>ECONOMIC</u>		<u>POLITICAL</u>	
	POSITIONAL SANCTIONS		POSITIONAL SANCTIONS		POSITIONAL SANCTIONS	
	EFFECTIVE	INEFFECTIVE	EFFECTIVE	INEFFECTIVE	EFFECTIVE	INEFFECTIVE
EFFECTIVE PERSONAL SANCTIONS	Effective Personal & Effective Positional	Effective Personal & Ineffective Positional	Effective Personal & Effective Positional	Effective Personal & Ineffective Positional	Effective Personal & Effective Positional	Effective Personal & Ineffective Positional
INEFFECTIVE PERSONAL SANCTIONS	Ineffective Personal & Effective Positional	Ineffective Personal & Ineffective Positional	Ineffective Personal & Effective Positional	Ineffective Personal & Effective Positional	Ineffective Personal & Effective Positional	Ineffective Personal & Ineffective Positional

This chart is equally applicable in defining the sanctions which may be imposed upon participating citizens by the decision-makers.

Types of Decision-Makers

Public decision-makers may be grouped in two basic categories:

1. Elected

- a. Paid
- b. Unpaid (or token pay)

2. Appointed

- a. Paid Public Servants
- b. Unpaid Citizen Board Members
 - (1) Administrative (Example- Housing Authority)
 - (2) Advisory (Example- Citizens Advisory Committee)

Characteristics of Decision-Makers

Strategies to be followed by citizens in dealing with decision-makers must take into account such characteristics as the autonomy with which decision-makers may act, the sanctions which they may impose, their attitudes toward citizen participation, and their ability to represent public attitudes. These characteristics, and their implications for citizen participation in decision-making, are illustrated in the following dichotomies.

Autonomy

Information Autonomy

	DEPENDENT FOR VALUES	INDEPENDENT FOR VALUES
DEPENDENT FOR FACTS	Dependent for Values Dependent for Facts	Independent for Values Dependent for Facts
INDEPENDENT FOR FACTS	Dependent for Values Independent for Facts	Independent for Values Independent for Facts

This illustration suggests the extent to which a decision-maker must depend upon citizens to obtain the information he needs to make an appropriate decision. The greater his independence, the less the likelihood of participation.

Economic Autonomy

	DEPENDENT FOR PERSONAL INCOME	INDEPENDENT FOR PERSONAL INCOME
DEPENDENT FOR PROGRAM FUNDS	Dependent for Program Funds Dependent for Personal Income	Dependent for Program Funds Independent for Personal Income
INDEPENDENT FOR PROGRAM FUNDS	Independent for Program Funds Dependent for Personal Income	Independent for Program Funds Independent for Personal Income

This illustration suggests that the less control citizens have over the decision-maker's sources of money, the less control they have over his decision-making.

Decision-Maker's View Of Legitimacy Of Participation

	HELPFUL	THREATENING
LEGITIMATE	Helpful Legitimate	Threatening Legitimate
ILLEGITIMATE	Helpful Illegitimate	Threatening Illegitimate

This chart suggests how a decision-maker's attitudes toward participation may be evaluated. Decision-makers ranked in the

upper left quadrant would be expected to welcome participation with enthusiasm, while those ranked in the lower right quadrant would be expected to actively discourage it.

Ability To Represent Public Attitudes

	WILLING TO REPRESENT ALL	UNWILLING TO REPRESENT ALL
ABLE TO UNDERSTAND NEEDS AND DESIRES OF ALL	Willing and Able	Unwilling and Able
UNABLE TO UNDERSTAND NEEDS AND DESIRES OF ALL	Willing and Unable	Unwilling and Unable

This chart suggests how the "representativeness" of a particular decision-maker may be evaluated. A decision-maker ranked in the upper left quadrant would be expected to represent his constituency well. Citizens represented by a decision-maker ranked in the lower right quadrant would seem well advised to advocate their interests as forcefully as possible.

In addition to these characteristics, another important factor is the extent to which a decision-maker shares the values, interests and concerns of the citizens wishing to participate in the decision-making process. The more they are shared, the greater the likelihood of a sympathetic ear and a supportive vote. The less they are shared, the less chance there is that the decision-maker will be moved by arguments based on the citizens' values, interests and concerns.

Characteristics of the Political Environment

The political environment for citizen participation is defined partly by the specific inter-relationships of citizens and decision-makers, partly by cultural factors and partly by the structural channels for participation which have evolved in the community. Some characteristics of citizens and decision-makers which affect the political environment have already been described. Others are implied in the cultural factors which follow.

The citizen's view of the usefulness of participation in governmental decision-making is conditioned by what Verba calls "cultural conduciveness." Important elements of this are the citizen's views of the government and of participative activity. These views are illustrated below.

Citizen's View of Government
(re: usefulness of participation)

	BELIEVES GOVERNMENT RESPONSIVE	BELIEVES GOVERNMENT UNRESPONSIVE
BELIEVES GOVERNMENT TRUSTWORTHY	Trustworthy and Responsive	Trustworthy but Unresponsive
BELIEVES GOVERNMENT UNTRUSTWORTHY	Untrustworthy but Responsive	Untrustworthy and Unresponsive

Given the circumstances illustrated in the upper left quadrant, participation would appear to have an auspicious environment. Circumstances in the upper right quadrant would suggest a need for stimulating responsiveness, and those in the lower right quadrant suggest the need for a recall election. The situation illustrated at the lower left suggests that participants might be "used" rather than served.

Citizen's View of Participation

	INVOLVEMENT IS WORTH THE COST	INVOLVEMENT IS NOT WORTH THE COST
INVOLVEMENT IS LEGITIMATE	Legitimate and Worth the Cost	Legitimate but Not Worth the Cost
INVOLVEMENT IS ILLEGITIMATE	Illegitimate but Worth the Cost	Illegitimate and Not Worth the Cost

When the circumstances in the upper left quadrant of this chart exist, substantial citizen participation could be expected. The lower left quadrant suggests a situation in which the objective to be pursued is a stronger consideration to the participants than "appropriateness." Both of the right hand quadrants suggest that participation would be poorly rewarded.

The ways in which society has structured itself to deal with its problems varies from community to community. Thus, the ability to understand and utilize the channels in one community is not necessarily transferable to another. What is done through formal institutions in one community may be done through informal associations in another. The following illustration dichotomizes two important factors which influence structural conduciveness for participation.

Availability of Participatory Channels

	AVAILABILITY KNOWN	AVAILABILITY UNKNOWN
CHANNELS ARE ADEQUATE	Adequate and Known	Adequate but Unknown
CHANNELS MUST BE CREATED	Inadequate and Known	Inadequate and Unknown

Where the situation in the first quadrant prevails, a community is appropriately structured to facilitate participation. Where the situation in the lower left prevails, better channels are needed but the community is aware of the need and able to correct it. Thus, while participation will be delayed, conditions for achieving it are favorable.

The situation in the upper right quadrant suggests the need of an information program to make citizens more aware of the channels that exist. The lower right quadrant describes a situation in which extensive work must be done to create and publicize participative channels if citizens are to be able to communicate effectively with decision-makers. This situation might be expected to coincide with an alienated citizenry which might gravitate to a conflict strategy.

The attitudes of citizens and decision-makers which shape decisional outputs in the community are products of particular cultural settings. The following chart illustrates this important aspect of the local context.

Effect of "Attitudes Toward Participation" on Decisional Outputs

	CITIZENS WANT TO PARTICIPATE	CITIZENS DON'T WANT TO PARTICIPATE
DECISION-MAKERS WANT PARTICIPATION	Democratic Decisional Output	Paternalistic Decisional Output
DECISION-MAKERS DON'T WANT PARTICIPATION	Negotiated Decisional Output	Oligarchic Decisional Output

When citizens do not wish to participate in public decision-making, their apathy may result from complete confidence in the decision-makers, from a perception of complete ineffectiveness in influencing them, or from a failure to perceive sufficient personal interest in the decision to warrant the effort.

In the paternalistic quadrant, appropriate citizen acts would be the same as in the democratic quadrant. The initiative, however, is put upon the decision-makers to stimulate those acts. The need here seems to be to define appropriate acts for the decision-makers rather than the "participants."

Cultural Conduciveness

The following chart illustrates the kinds of participation which are likely in respect to various combinations of "encouragement" and "ability to participate." In the situation indicated in the upper right quadrant, the relative strengths of participants and decision-makers would determine whether participation might be effective. The other quadrants suggest the kinds of participation to be expected under the respective circumstances.

Likelihood of Participation of All Concerned Parties

	PARTICIPATION ENCOURAGED	PARTICIPATION DISCOURAGED
RESOURCES DISPERSED	General Participation Is Likely	General Unrest and Agitation are Likely
RESOURCES CONCENTRATED	Elite Dominance Is Likely	Oligarchic Dominance Is Likely

III. Participatory Strategies and Acts

Strategies for Participation

The strategies appropriate in various local contexts are defined partly by the attitudes toward participation held by the citizens and the decision-makers. They can be illustrated as follows:

Implications for Strategy

	CITIZENS WANT TO PARTICIPATE	CITIZENS DON'T WANT TO PARTICIPATE
DECISION-MAKERS WANT PARTICIPATION	Consensual Strategy for Citizens and Decision-Makers	Motivational Strategy for Decision-Makers
DECISION-MAKERS DON'T WANT PARTICIPATION	Conflict Strategy for Citizens and Conciliatory Strategy for Decision-Makers	Citizen Default to Decision-Makers

The attitudes of both citizens and decision-makers concerning the desirability of participation can change rapidly in respect to particular issues, so the evaluation of these attitudes must be continual and the use of the various strategies must be flexible.

The determination of an appropriate strategy also requires that the implications of other elements in a particular decision-making context be considered as they relate to the citizens' ability to engage in successful participation.

Since all citizens cannot expect to have their way in all decisions, "successful" participation is taken to mean the achievement of "genuine consideration" of the citizen position and "appropriate

accommodation" of it, regardless of whether the decisional outcome is the one sought by the participating citizens.

Guided by this definition, the following elements of context should be examined in determining the strategy appropriate to a given situation:

Contextual Elements Relating to Strategy

1. The Autonomy of the Decision-Makers

If decision-makers are independent, in the sense that the citizens cannot apply effective sanctions, then they may be able to impose subjective values and arrive at a decision contrary to the public or private interests advocated by the participants, and do it with impunity.

2. Views on the Legitimacy of Participation

The attitudes held by both citizens and decision-makers affect the willingness of citizens to participate and the willingness of decision-makers to accept their participation. These attitudes may be manipulable.

3. The "Representativeness" of Decision-Makers

Even if decision-makers are autonomous, the extent to which they will exploit their autonomy will be determined partly by their attitudes concerning their decision-making role.

4. The Extent to Which Values and Interests Are Shared

Another factor affecting a decision-maker's behavior, regardless of the autonomy of which he is capable, is the extent to which he is likely to be sympathetic to the views of the citizens wishing to influence the outcome of a given decision. The greater the extent to which the decision-makers and citizens share the same values and interests, the greater the likelihood of a favorable outcome.

Types of Participatory Acts

Participatory acts are carried out on two levels:

1. The Informal Level
2. The Formal Level

At the informal level the social forces of the community can, in many ways, contribute to private exchanges of information, negotiation and arbitration. Thus, some of the issues in which citizens have a stake can be resolved before they reach the level of official governmental decision-making.

At the formal level, which may be reached after informal efforts have been exhausted, or without any informal efforts being made, the participants depend upon established channels, rules and procedures for participation. However, some of the acts in which the participants and the decision-makers may engage at this level, such as economic and social sanctions, may be informal in nature.

Because governmental decision-making presumes to be "rational," and based on the merits of the situation, these informal influences (such as economic sanctions) at the formal level are seldom made explicit or formally recognized as being relevant to the decision. However, they remain as a "fact of life" which must be considered by the citizens wishing to influence governmental decisions.

At both the formal and informal levels participatory acts may be categorized by their objectives. These are normally:

1. To initiate action toward a desired decision or to support the efforts of others toward a desired decision
2. To impose modifications or substitutions on decisions which are sought by others
3. To oppose decisions sought by others

This leads to a 6-part typology as follows:

Types of Participatory Acts

	INITIATE OR SUPPORT	MODIFY OR SUBSTITUTE	OPPOSE
INFORMAL LEVEL	Initiate or Support at Informal Level	Modify or Substitute at Informal Level	Oppose at Informal Level
FORMAL LEVEL	Initiate or Support at Formal Level	Modify or Substitute at Formal Level	Oppose at Formal Level

Depending upon the situation prevailing in a particular community, each of these types of acts might be undertaken in different ways.

The various options available may be categorized as follows:

PROVIDE INPUT DATA

EXERCISE SANCTIONS

<u>Facts</u>	<u>Political</u>	<u>Economic</u>	<u>Social</u>
Observations	Campaign	Boycott	Ostracize
Technical Data	Vote	Fire from job	Etc.
	Expose	Etc.	
	Organize		
	Demonstrate		
<u>Values</u>			
Perspectives			
Alternatives			

Acts of these types may be employed separately or in combination in pursuit of a desired decisional outcome. A rationale for their employment may be developed by considering the types of decisions to be influenced and relating the acts capable of such influence under the conditions imposed by the "local context."

The effectiveness with which citizens may participate will be determined partly by the quality of the inputs they can make and partly by their political strength as measured in terms of sanctions. This is illustrated as follows:

Effectiveness of Participatory Acts

	CITIZENS ARE CAPABLE OF EFFECTIVE SANCTIONS	CITIZENS ARE INCAPABLE OF EFFECTIVE SANCTIONS
CITIZENS ARE QUALIFIED FOR USEFUL INPUTS	Qualified and Capable of Effective Sanctions	Qualified but Incapable of Effective Sanctions
CITIZENS ARE UNQUALIFIED FOR USEFUL INPUTS	Unqualified but Capable of Effective Sanctions	Unqualified and Incapable of Effective Sanctions

IV. How To Determine "Appropriate" Citizen Participation Within A Specific Local Context

The preceding chapters have discussed the rationale for citizen participation, the environment within which participation must occur and, in general, the ways in which citizens might behave to influence development decision-making. The purpose of this chapter is to explain how all of these factors may be put together to define a specific local decision-making situation and the strategies and acts that might be appropriate to it.

To "put it all together," it is necessary to identify the specifically applicable elements of context and then to systematically relate them in a useful definition of "what the situation is" or, to keep our terminology consistent, to establish the "specific context."

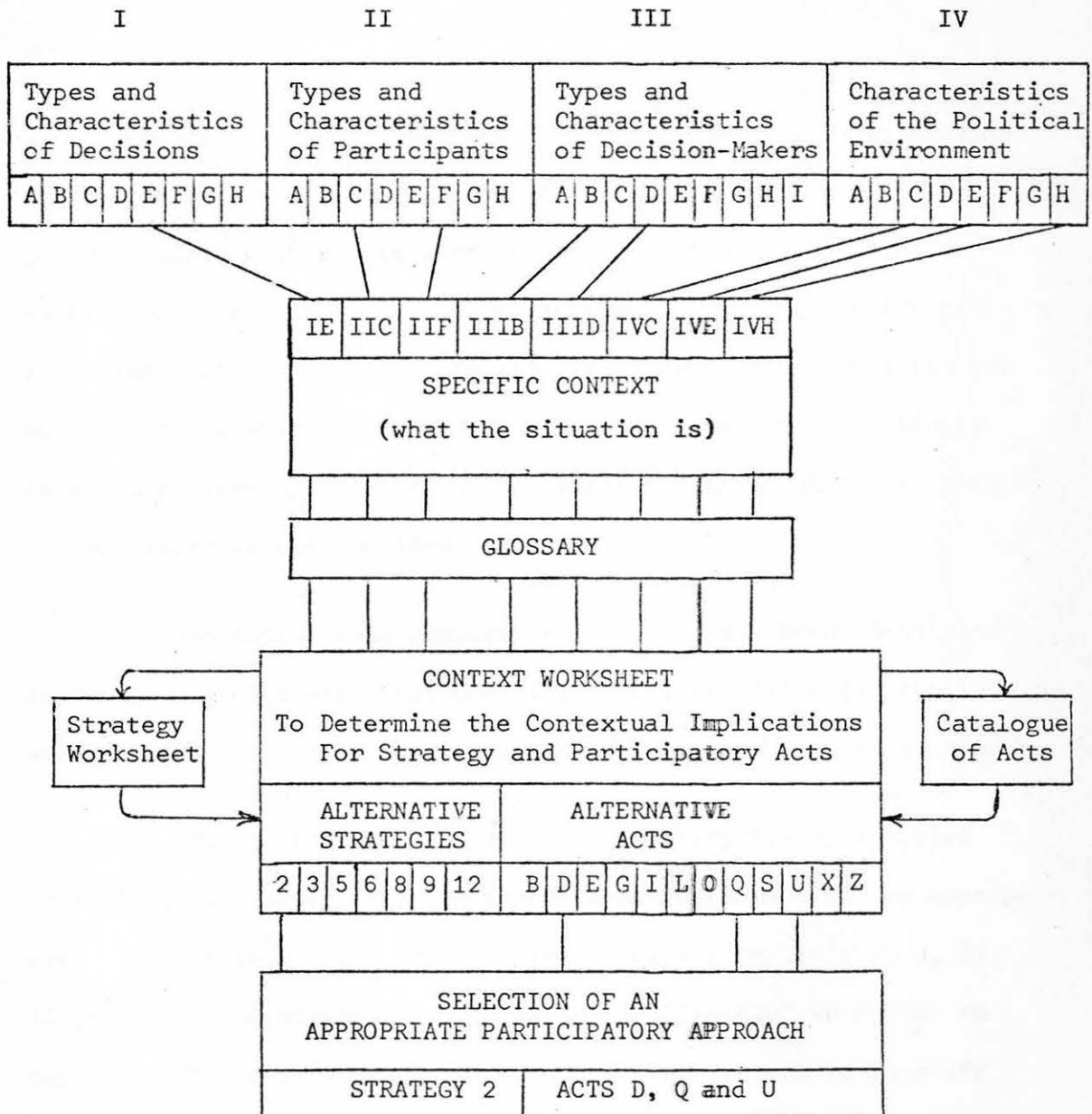
When the specific context has been described it is necessary to understand the implications of this context for participation. This requires us to answer such questions as:

1. What are the legitimate interests of the would-be participants in the specific decision at issue, and what rights do they have concerning the decision?
2. What are the conditions prevailing in the community which will affect the ways in which the would-be participants may exercise their rights?
3. What are appropriate ways for the citizens to act under these conditions to pursue the decisional outcome which they favor?

The procedure for answering these questions is shown in the diagram in Illustration (2) on the following page.

A PROCEDURE FOR IDENTIFYING PARTICIPATORY STRATEGIES AND ACTS
APPROPRIATE TO A SPECIFIC LOCAL DECISION-MAKING CONTEXT

Elements of Context



To provide a systematic way to organize the information which will describe the decision-making context, a worksheet is provided on page 42. This worksheet lists the elements of context which were described in the preceding chapters and provides spaces in which you can write the details of each element as they occur in your community.

A convenient way to identify the applicable details is provided in the glossary which is appended at the end of the manual. The glossary lists each of the elements of context along with the sub-categories into which they can be factored. Each item in the glossary is defined and its implications are given for each of the three primary positions which the participants might take. You can simply select the items applicable to your local situation and enter them in the worksheet spaces provided.

When the appropriate glossary references have been identified and entered in the worksheet you will have a narrative description which will suggest the contextual situation with which you must deal.

When this is done you are ready to identify the alternative participative strategies which the context suggests might be appropriate. To do this, simply transfer the entries from items 8, 9, 10, 11 and 12 on the worksheet to the special "strategy" worksheet on page 44. This self-explanatory worksheet enables you to identify the alternative strategies that might be appropriate and to assess the relative appropriateness of each. Depending upon the specific situation at hand, and its complexity, you may want to use a single

strategy or a combination of two or more.

To determine the acts which might be appropriate to the situation it is necessary to turn to the "Catalogue of Participatory Acts" which begins on page 46. It provides an extensive listing of specific acts, categorized by the level of action (formal or informal), the participant's orientation (support, modify or oppose), and what the participant has to contribute to the decision-making process (facts, values or both). The catalogue also provides a listing of sanctions which have historically been used in the American political process.

Returning again to the "context worksheet," it is necessary to review each contextual element for which implications for appropriate participatory acts are given in the element's glossary description. Then, comparing these implications to the acts listed for the same level, orientation and contribution in the catalogue, your judgment will suggest which of the alternative acts are most appropriate to list in the space provided under item 19 on the worksheet.

Thus, having arrived at a contextual perspective on the decision-making situation, and having identified appropriate alternatives for strategy and action, you will be, hopefully, ready to do your part to insure that local government in America will always be obliged to seriously consider, and appropriately accomodate, the needs and desires of all of its citizens.

###

NOTE

The Worksheets, Catalogue
of Acts and Glossary which
follow are in a rudimentary
stage of development. What
is presented here is intended
only to suggest the concepts.

CONTEXT WORKSHEET

For Defining the Local Context and Alternative Acts

ELEMENTS OF CONTEXT	CODES	GLOSSARY DESCRIPTION AND IMPLICATIONS FOR PARTICIPATORY ACTS
<u>GENERAL</u>		
1. Decision at Issue: Type:* _____ Specific Nature: _____		
2. Citizen Interests Involved: _____ _____		
3. Citizen Rights Involved: _____ _____		
4. Technical Characteristics of the Decision: _____		
5. Scope of the Decision: _____		
6. Locus of the Decision: _____		
<u>DECISION-MAKER</u>		
7. Type Decision-Maker: _____		
8. View of Participant's Legitimacy: _____		
9. Representativeness: _____		
10. Sharing of Participant's Interests: _____		
11. Sharing of Participant's Values: _____		
12. Extent of Autonomy: _____		
a. Information Autonomy: _____		
b. Economic Autonomy: _____		
c. Political Autonomy: _____		

* NOTE - For decisions which must be reviewed at the administrative and legislative levels, prepare separate worksheets for each level. Example: Zoning decisions must have planning board recommendation before going to the governing body.

CONTEXT WORKSHEET (2)

ELEMENTS OF CONTEXT	CODES	GLOSSARY DESCRIPTION AND IMPLICATIONS FOR PARTICIPATORY ACTS
<u>DECISION-MAKER (cont'd)</u>		
13. Ability to Counter Participants:		
a. Resources:		
(1) Intellectual:		
(2) Material:		
(3) Social:		
b. Attitude Toward Participation:		
c. Conviction:		
d. Ability to Impose Sanctions:		
<u>POLITICAL ENVIRONMENT</u>		
14. Availability of Participatory Channels:		
<u>PARTICIPANT</u>		
15. Type Participant:		
16. Ability for Successful Participation:		
a. Resources: (1) Intellectual:		
(2) Material:		
(3) Social:		
b. Motivation to Participate:		
c. Consensus and Strength:		
d. Ability to Impose Sanctions:		
17. Participant Orientation:		
18. Potential Contribution:		
19. Alternative Participatory Acts:	FORMAL	INFORMAL

Instructions For Use: The chart below, based on the analysis on page 45, indicates the strategies which may be appropriate in certain circumstances for each of the Decision-Maker's characteristics. Below the chart is an example of the determination of strategy for a specific situation. The example lists the same strategies given opposite each indicator in the chart. The sums give the relative appropriateness of each. When appropriate, strategies may be used in combination.

At the bottom of the page is a format in which another specific situation can be described. You may follow the same procedure shown in the example to find strategies appropriate to the situation you describe.

"Indicator" Characteristics of the Decision-Maker	Consensual Strategy	Conflict Strategy	Conciliatory Strategy	Informational Strategy
I. <u>Legitimacy</u>				
A. Legitimate	x			
B. Illegitimate		x		x
II. <u>Representativeness</u>				
A. Willing & Able	x			
B. Willing & Unable	x			x
C. Unwilling & Able		x		
D. Unwilling & Unable		x		x
III. <u>Interests</u>				
A. Agree	x			
B. Differ			x	x
C. Opposed		x	x	x
IV. <u>Values</u>				
A. Agree	x			
B. Differ			x	x
C. Opposed		x	x	x
V. <u>Autonomy</u>				
A. Not Likely To Be Exercised (none)				
B. Likely To Be Exercised		x		
Example of Specific Situation				
I. Legitimate	x			
II. Willing & Unable	x			x
III. Interests Differ			x	x
IV. Values Differ			x	x
V. Autonomy Not Exercised				
	2	0	2	3
Describe Your Situation Here				
I.				
II.				
III.				
IV.				
V.				

DETERMINATION OF PARTICIPANT STRATEGY

<u>Characteristics of the Decision-Maker</u>	<u>Participant Strategy Indicated</u>
I. Legitimacy	
A. Participation Seen As Legitimate	Consensual
B. Participation Seen As Illegitimate	Informational and/or Conflict
II. Representativeness	
A. Willing to Represent All and Able to Understand Needs	Consensual
B. Willing to Represent All but Unable to Understand Needs	Consensual and/or Informational
C. Unwilling to Represent All and Able to Understand Needs	Conflict
D. Unwilling to Represent All and, Unable to Understand Needs	Informational and/or Conflict
III. Interests	
A. Agree	Consensual
B. Differ	Conciliatory and/or Informational
C. Opposed	Conciliatory and/or Informational and/or Conflict
IV. Values	
A. Agree	Consensual
B. Differ	Conciliatory and/or Informational
C. Opposed	Conciliatory and/or Informational and/or Conflict
V. Autonomy	
A. Not Likely To Be Exercised	No Implication
B. Likely To Be Exercised	Conflict

CATALOGUE OF PARTICIPATORY ACTS

(This is an example. No effort has been made
toward a definitive listing of acts).

I. Formal Level

A. Initiate or Support

1. Input of Facts

- a. By Testimony
- b. By Calling Experts
- c. By Survey or Petition
- d. Etc.

2. Input of Values

- a. By Testimony
- b. Field Trip for
Decision-Makers
- c. Etc.

3. Exercise Sanctions

- a. Political
 - (1) Referendum and Recall
 - (2) Request Resignation
- b. Social
 - (1) Legal Suit
- c. Economic
 - (1) Oppose Bond Issue or
Other Funding In Which
Decision-Maker Has An
Interest

B. Modify or Substitute

1. Etc.

C. Oppose

1. Etc.

II. Informal Level

A. Initiate or Support

1. Input of Facts

- a. By Informal Visits
and Discussions
- b. By Provision of
Authoritative
References

2. Input of Values

- a. By Conversation
- b. Involvement in
Valuational Context
- c. Etc.

3. Exercise Sanctions

- a. Political
 - (1) Influence to
Reduce the
Decision-Maker's
Authority
- b. Social
 - (1) Ostracism
- c. Economic
 - (1) Withdrawal of
Business
Patronage
(assumes he's
a businessman)

B. Modify or Substitute

1. Etc.

C. Oppose

1. Etc.

GLOSSARY (example only)

(A complete glossary would contain references of the types suggested here for all elements of context. These elements would be factored in detail).

ELEMENT and DEFINITION	CONTEXTUAL IMPLICATIONS FOR THE PARTICIPANT		
	If Supporting	If Modifying Or Substituting	If Opposing
<p>TYPE DECISION</p> <p>I. Allocative Category</p> <p>II. Facilitative Category</p> <p>III. Regulatory Category</p> <p>A. Legislative Level</p> <ol style="list-style-type: none"> 1. Policy for Regulating Development 2. Revision of Policy for Regulating Development 3. Enactment of Regulatory Laws 4. Revisions of Regulatory Laws <ol style="list-style-type: none"> a. Ordinances Requiring Actions b. Ordinances Prohibiting Actions <p>B. Administrative Level</p> <ol style="list-style-type: none"> 1. Rules and Procedures for Regulating Development 2. Revisions of Rules and Procedures for Regulating Development 3. Activities to Regulate Development 4. Revisions of Activities to Regulate Development <ol style="list-style-type: none"> a. Review and Recommendation of Legislative Changes b. Accomplishment of Administrative Changes <p>IV. Operative Category</p>			
<p>CHARACTERISTICS OF THE DECISION</p> <p>I. Technical Characteristics</p> <ul style="list-style-type: none"> - Simple/Complex Defined: Simple - Implications of the decision are limited to the participants. Complex - Involves ramifications which must be assessed. - Technical/Non-Technical Defined: Is technical expertise needed to understand implications and ramifications? Yes or No. <p>A. Simple, Non-Technical</p> <p>B. Simple, Technical</p> <p>C. Complex, Non-Technical</p> <p>D. Complex, Technical</p>	<p>No help needed</p> <p>Could use help</p> <p>Could use help</p> <p>Should have help</p>	<p>No help needed</p> <p>Could use help</p> <p>Could use help</p> <p>Should have help</p>	<p>No help needed</p> <p>Could use help</p> <p>Could use help</p> <p>Should have help</p>

ETC.