

# Introduction towards participation in planning

Emphasis on forest planning in Non-Industrial-Private Forests

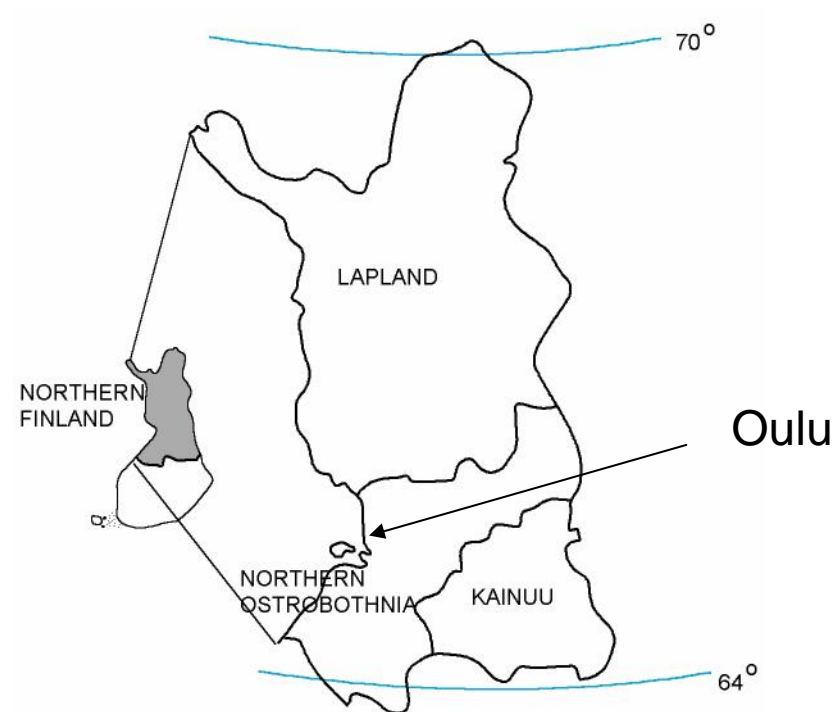
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# Framing the presentation



## Northern Finland



# Land ownership in Finland

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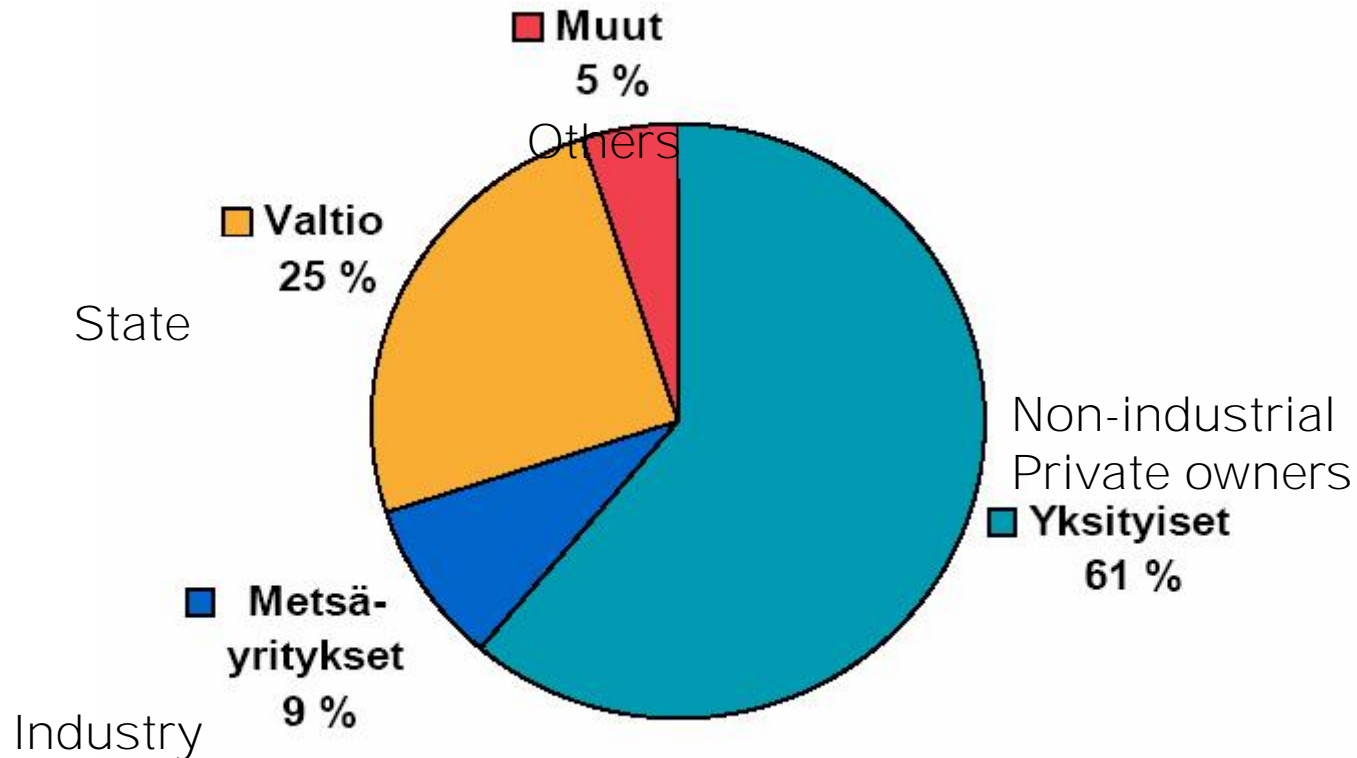


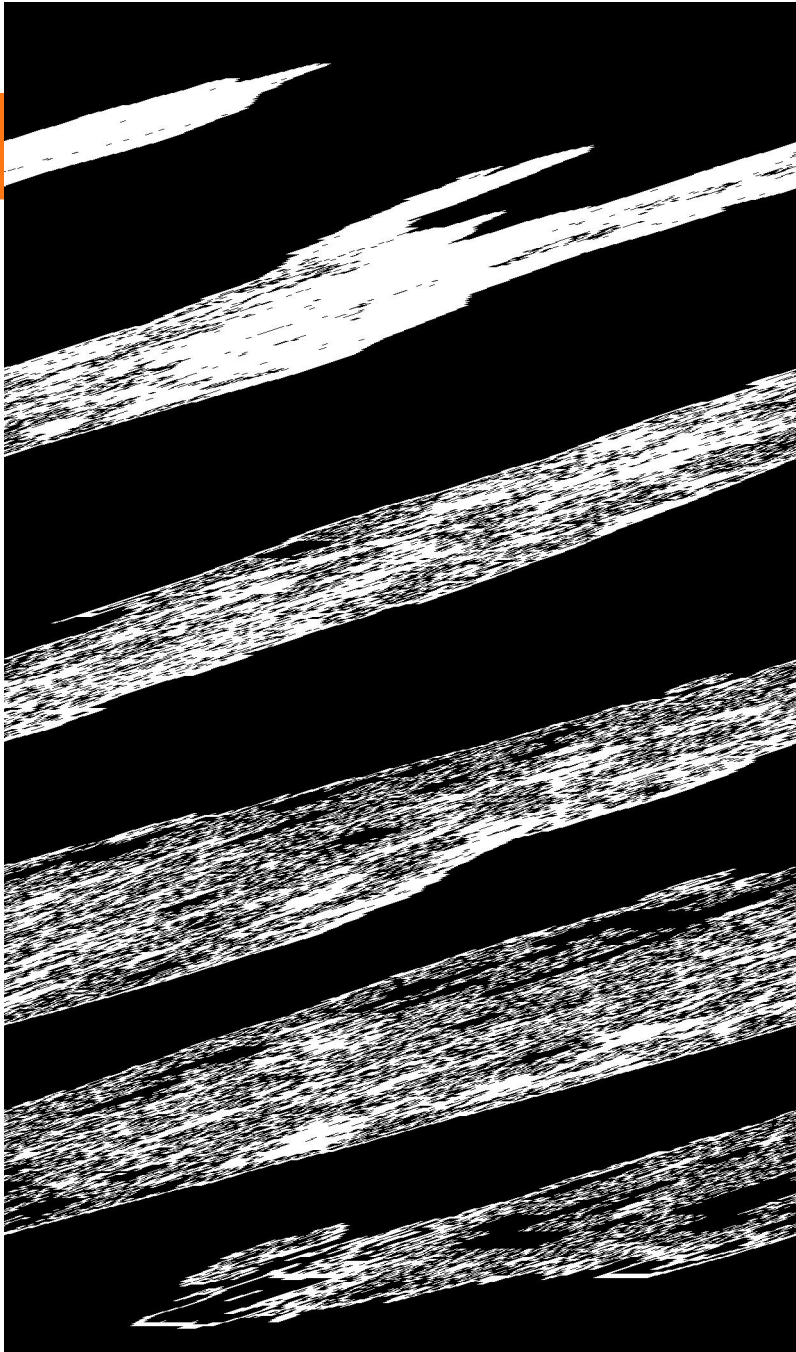
Photo: The Finnish Research Institute / Erkki Oksanen



*Family forestry  
Meaning the type of  
forestry practised by  
private families in their  
own forests.  
About 40% of the forest  
owners are also  
farmers.  
Farms engages in both  
agriculture and forestry  
at the same time.*

Urbanization of forest  
owners has been one  
of the most challenging  
changes in rural  
development



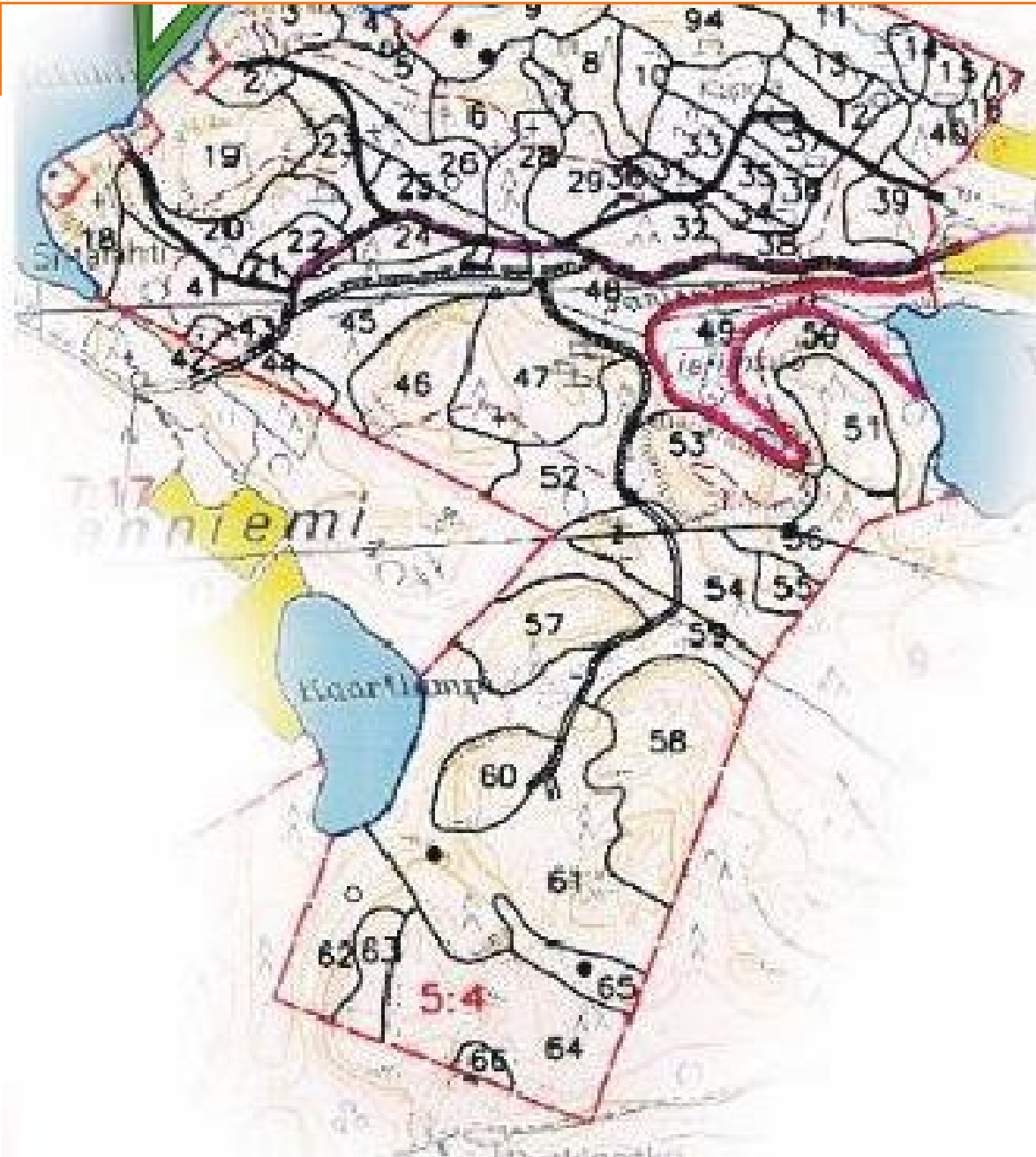


Proportion of state land increases towards north



## The planning system of private forests in Finland









## Main organisations having a role in private forest planning in Finland

Ministry of agriculture and forestry

- Responsible for the overall management of RNR policies

- Forestry centres

- promotion and law enforcement concerning private forestry are the key duties of forestry centres

- Prepares majority of forest plans for private forests



## More organisations

- The Forest Management Associations
  - Coalitions of forest owners, have legal-status
  - Do the main part of the operational plans
  - Have increasing interest in tactical planning also
- Forest consultancy companies,
  - only few of them
- Non Industrial Private Forest (NIPF) Owners



# Fragmentation in private forests

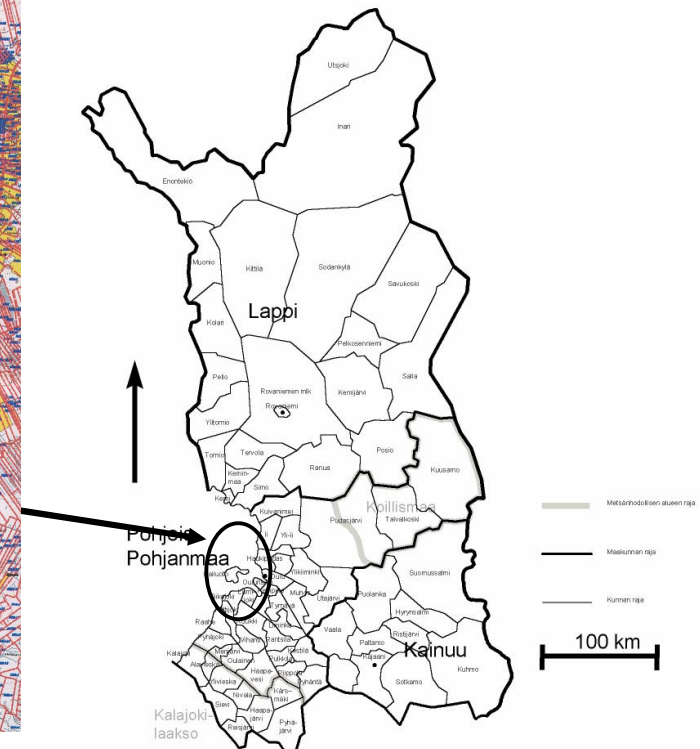
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How to motivate forest owners to intensive forest management?  
How to take care of timber production potential?  
How to take care of landscape ecological values?



5 km

Settlement, division of estates, drift into the cities, the average size of the woodlots decreases, In northern Finland about 40 ha



# Participation



## Participative planning

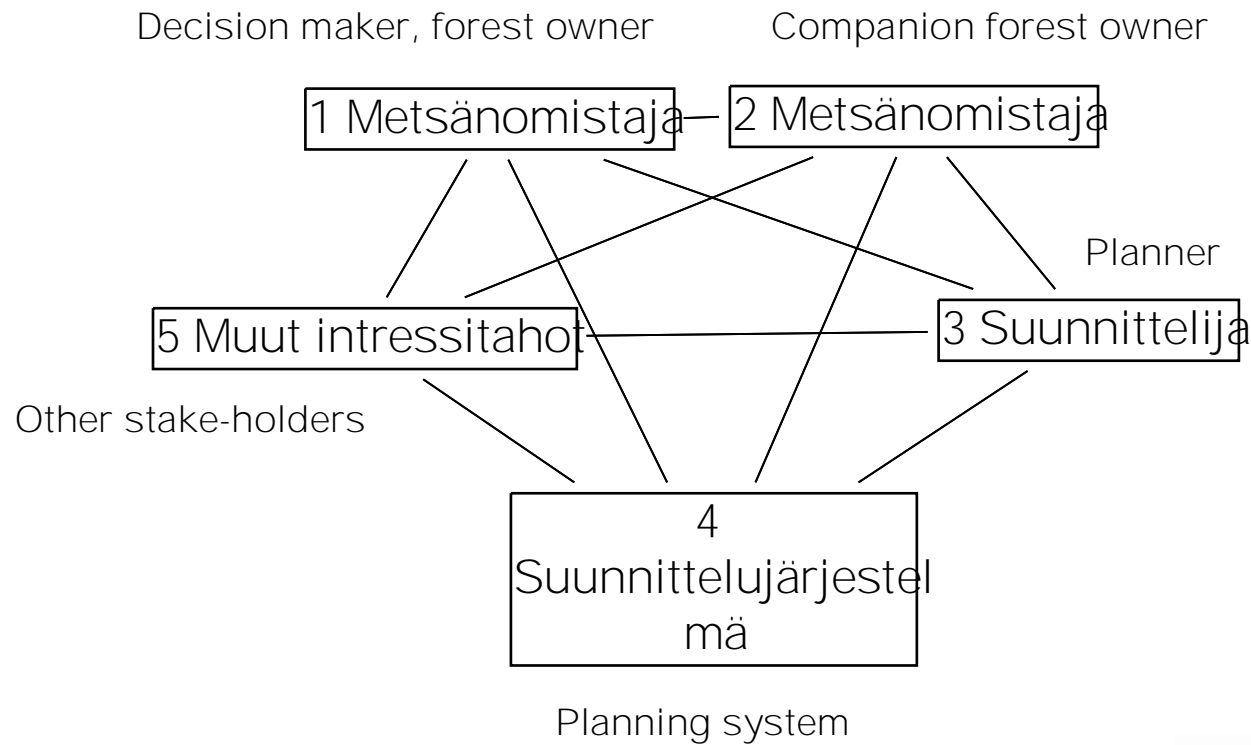
(interactive planning, collaborative planning, communicative planning, collaborative learning)

### An answer about many societal challenges

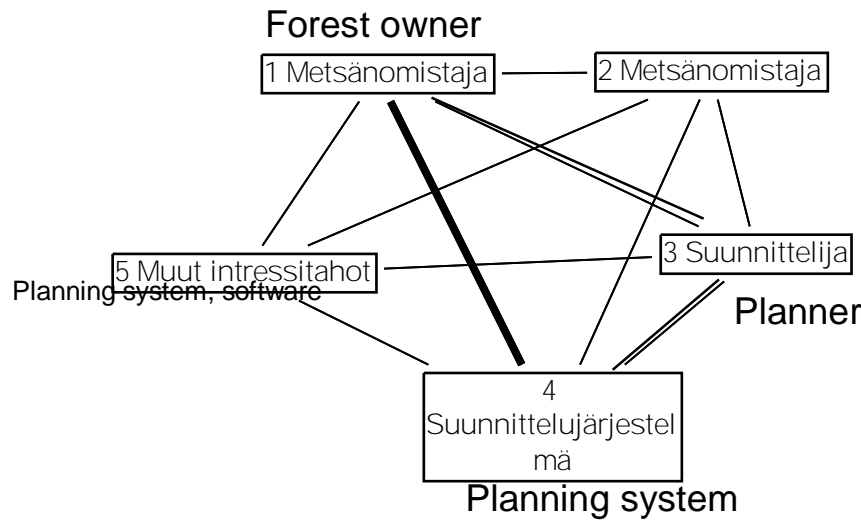
- Plurality
- Social sustainability
- Different fields: land-use planning, road planning, forest management planning, environmental planning



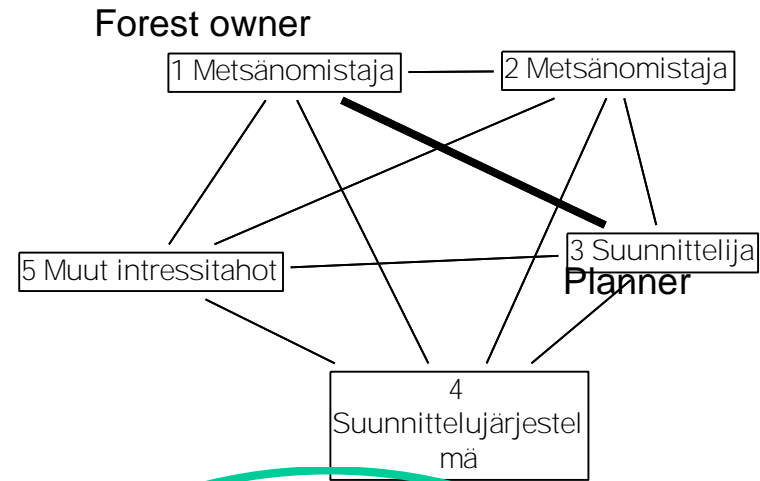
## Interaction between whom?



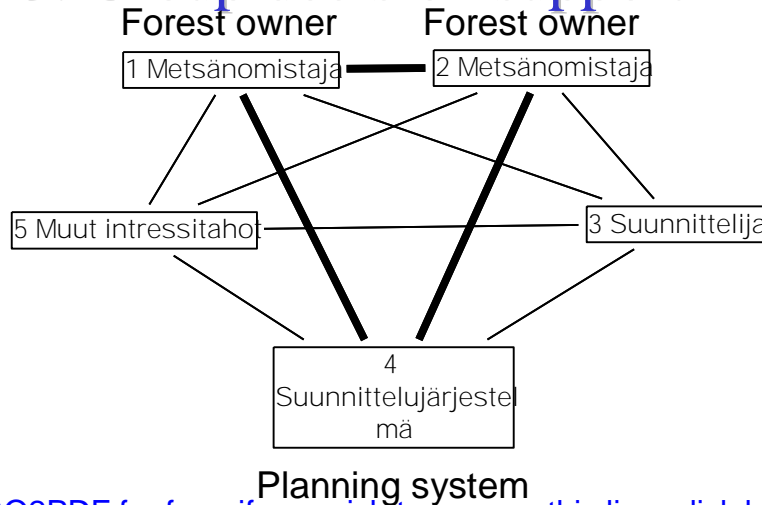
### 1. Interactive planning



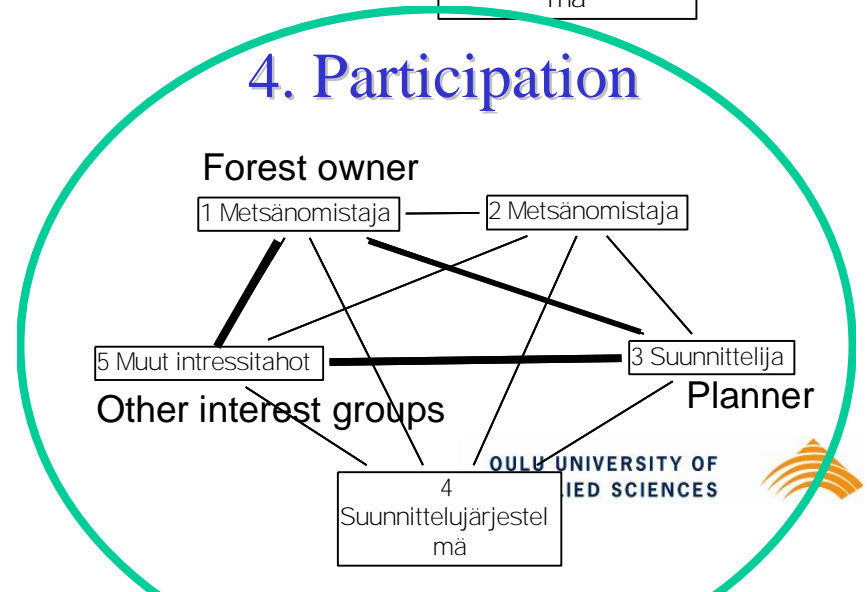
### 2. Advisory/Consultancy



### 3. Group decision support



### 4. Participation





## Two approaches towards participation

### - Normative view

- "Citizen power" (Arnstein: Ladders of Citizen participation, Healey: collaborative planning)

### - **Pragmatic, organizational, contingency view (Vroom-Jago, Glass)**

- What kind of participation will improve the decision-making?
- What kind of participation strategy is best in terms of decision situation?
- Practical professionals need support for choosing right decision procedure in particular situations
  - How to describe optional participation procedures (strategies)?
  - How to choose the best one among options?



Concepts defining participation procedures (Arnstein 1969, Harju 1988,  
Tikkanen 2003)

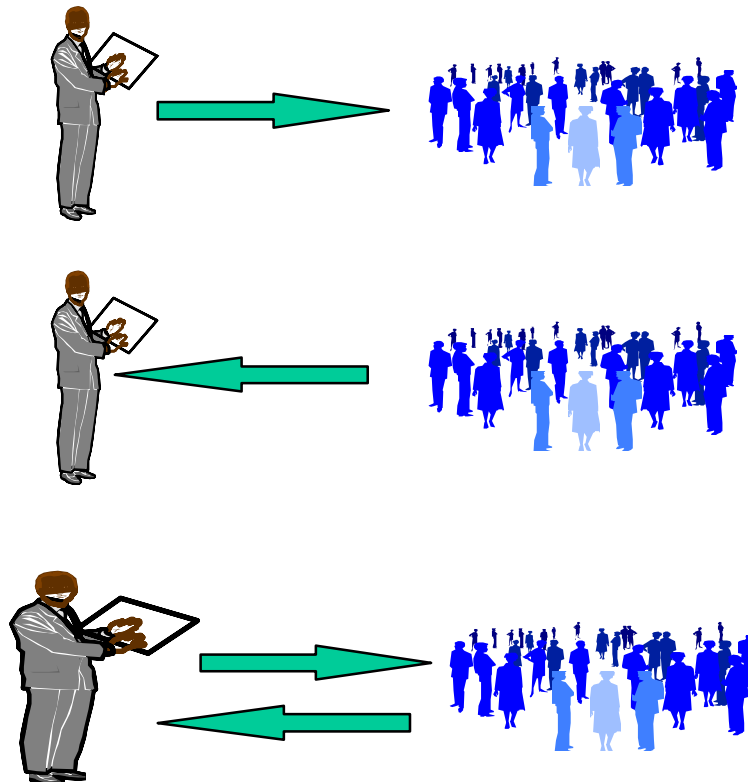
Participation level (ladders)

Openness

The leading principle of participation



## Participation levels (1)



One way informing.  
Planning organization inform  
citizens about planning,  
objectives, solutions

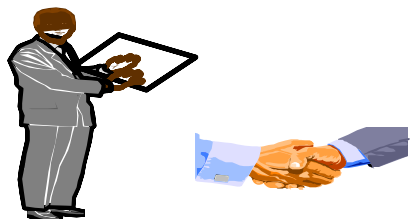
One way information collection.  
Interest groups mediate  
Information about their  
actions, hopes, objectives...

Two way information exchange.  
Public hearings, questionnaire  
surveys.

## Participation levels (2)



Interactive planning.  
Includes long-lasting  
Participation between  
Planner and group of  
participants. Mutual learning  
can be reached but  
agreement not needed.  
No participation  
in decision making.



Collaborative planning.  
Sustained co-operation  
Between planner and participants.  
Includes participation in  
decision-making.



## Openness of participation

### Open

- All of those who want, are able to be involved
- Participation is transparent

### Restricted

- Participants are chosen consciously and/or practically by the planning organization
- Participants can not follow the planning process and how decisions are made



## The organizational principle of participation

### Unitary participation

- Participants became informed about the opinions and arguments of other participants
- Makes interactive learning possible

### Segmented participation

- Planner work separately with the groups of participants



Pragmatic view is focusing on how to define right sort of participation strategy in particular situation

Vroom-Yetton model as an example (Vroom and Jago 1988)

- 5 participation strategies
- 6 questions with yes/no answers
- Decision tree leading to recommendation of participation strategy

The aim is to emphasize essential elements in planning environment



## Vroom-Yetton questions

1. Are there any quality requirements such that one solution is likely to be more rational than another?
2. Does the agency have sufficient information prior to the beginning of the decision-making process to make a high-quality decision?
3. Is the problem structured such that alternative solutions are not likely to be acceptable? (This is a question of decision space; are there a number of potentially acceptable alternatives, or is this choice substantially predetermined?)
4. Is public acceptance of the decision critical to effective implementation?
5. If public acceptance is necessary, is that acceptance reasonably certain if the manager decides alone?
6. Does the relevant public share the DM's goals to be obtained in solving the problem?
7. Is conflict within the public or interest groups likely to result from the preferred solution? (Vroom and Jago 1988).





## The Vroom-Yetton model includes five involvement strategies (labels modified here)

Expert planning(A1): The manager solves the problem or makes the decision alone without public involvement.

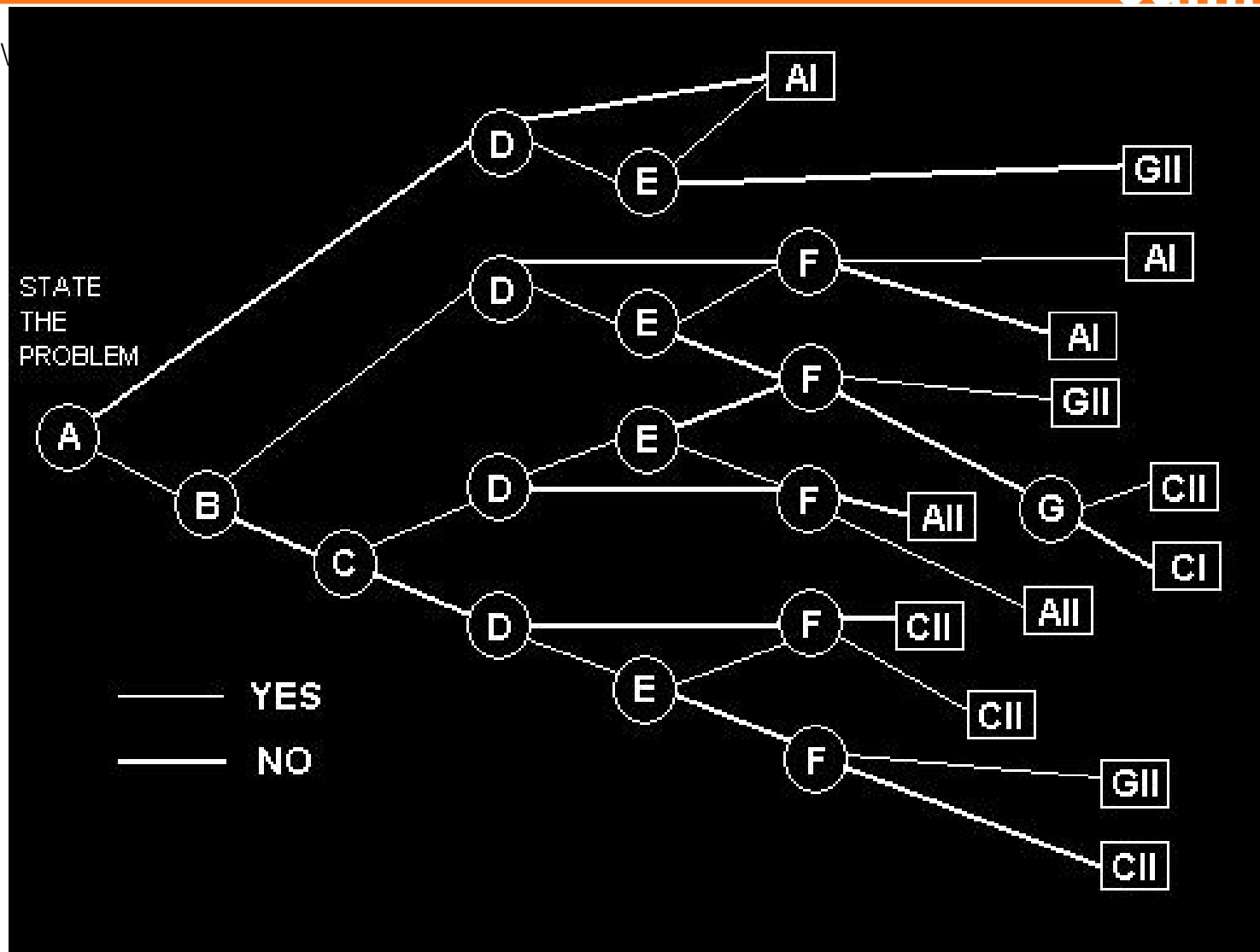
Restricted, segmented information exchange (A11): The manager seeks information from segments of the public, but decides alone in a manner which may or may not reflect group influence.

Segmented Interactive planning (C1): the manager shares the problem separately with segments of the public, getting ideas and suggestions, then makes a decision which reflects group influence.

Unitary, interactive planning (C11): The manager shares the problem with the public as a single assembled group, getting ideas and suggestions, then makes a decision which reflects group influence.

Collaborative planning (G11): The manager shares the problem with the assembled public, and together the manager attempts to reach agreement on a solution.





## Recommendations of Vroom-Yetton model for FMP

Autonomy expert planning (Current procedure)

- When there is enough information available without participation
- When public acceptance is not critical issue when the plan will be implemented

Unitary, interactive planning (a working group where different interests are represented, discussing about certain special values the area has and objectives different groups have. Produced information will be forwarded to the decision-makers which then take this information into account according to his/her own consideration)

- When special expertise is needed
- When the public acceptance is essential when plan will be implemented



## Two approaches

### - Normative view

- "Citizen power" (Arnstein: Ladders of Citizen participation, Healey: collaborative planning)

### - **Pragmatic, organizational, contingency view** **(Vroom-Jago, Glass)**

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## Collaborative planning briefly

Basing mainly on the theories of Jurgen Habermas: communicative action and ideal speech situation.

Ideal speech situation can never be fully reached because communication has always many sort of distortions

Anyhow, Ideal speech situation is worth of trying to be aimed



## Requirements of ideal speech situation

All of those wanting to be involved must have possibility  
(Openness)

Participants have to be sincere and aim towards mutual  
understanding (Trust)

All of the arguments are dealing with the issue at hand  
(Relevance)

Arguments have to be true (Truth)

All of the participants must have ability to present their  
arguments without any force or manipulation (Equity)

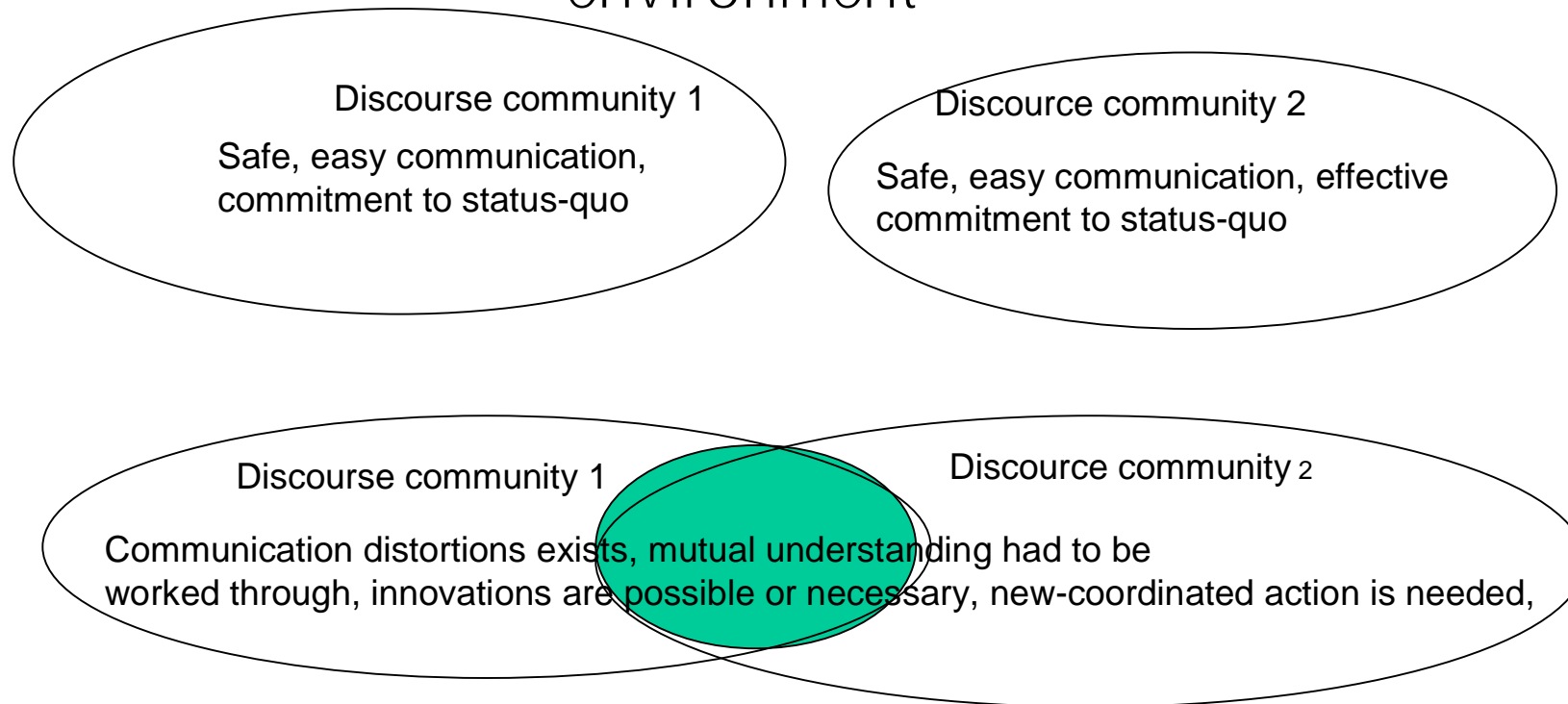


## Innovations and communication

According to Habermas social innovations and new coordinated action thereafter are possible only when different speech communities communicate following speech-rules



## Non innovative and Innovative discourse environment





## Planning process and innovations

Should the forest planning process enhance creation of new forestry based innovations?



## Framework now

Advocacy coalitions are dominating the process (Ollonvist, Hänninen)

This has lead to the polarised and rather closed, expert driven situation where collaborative working style is difficult

Not fruitfull for reaching innovative initiatives



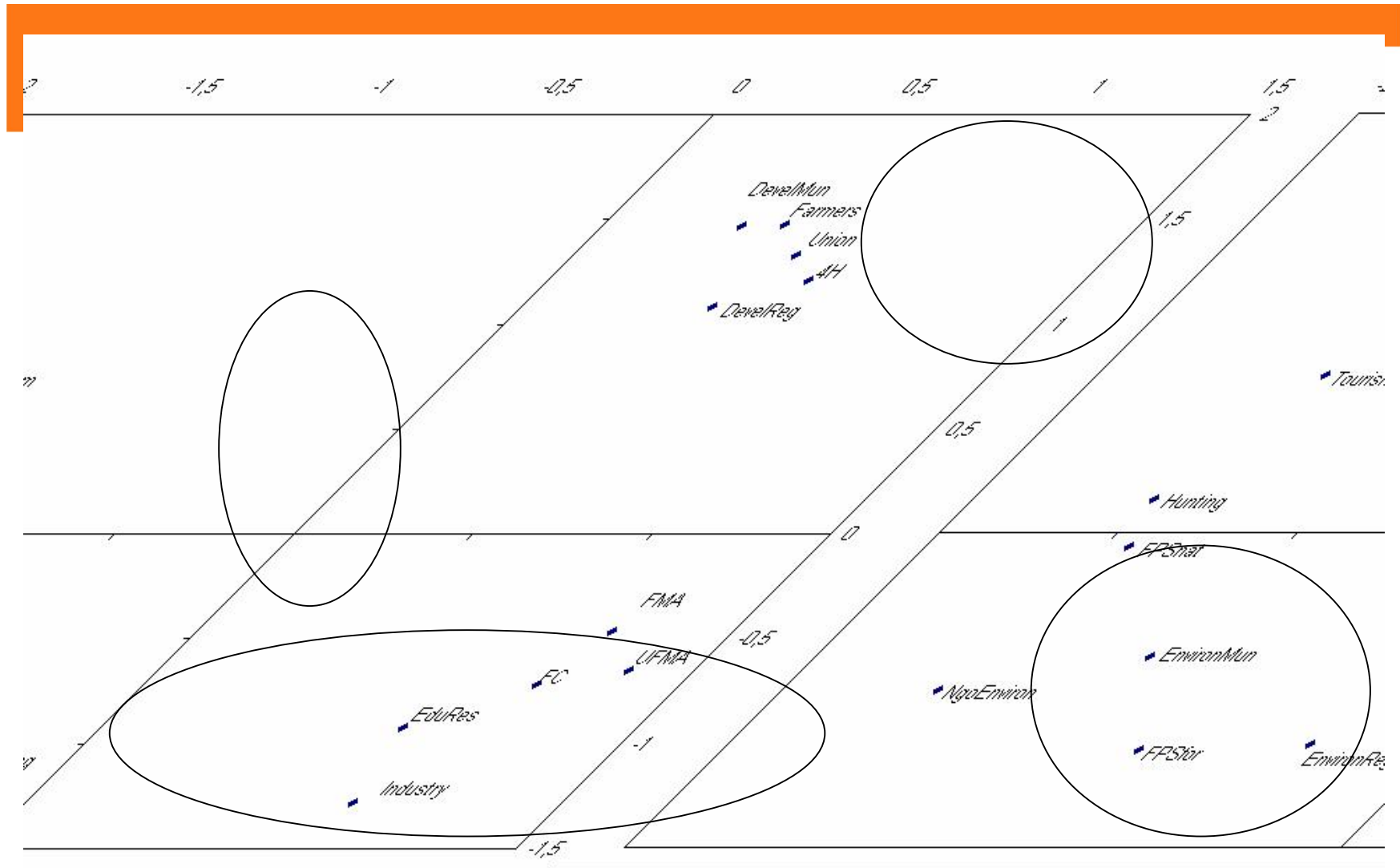
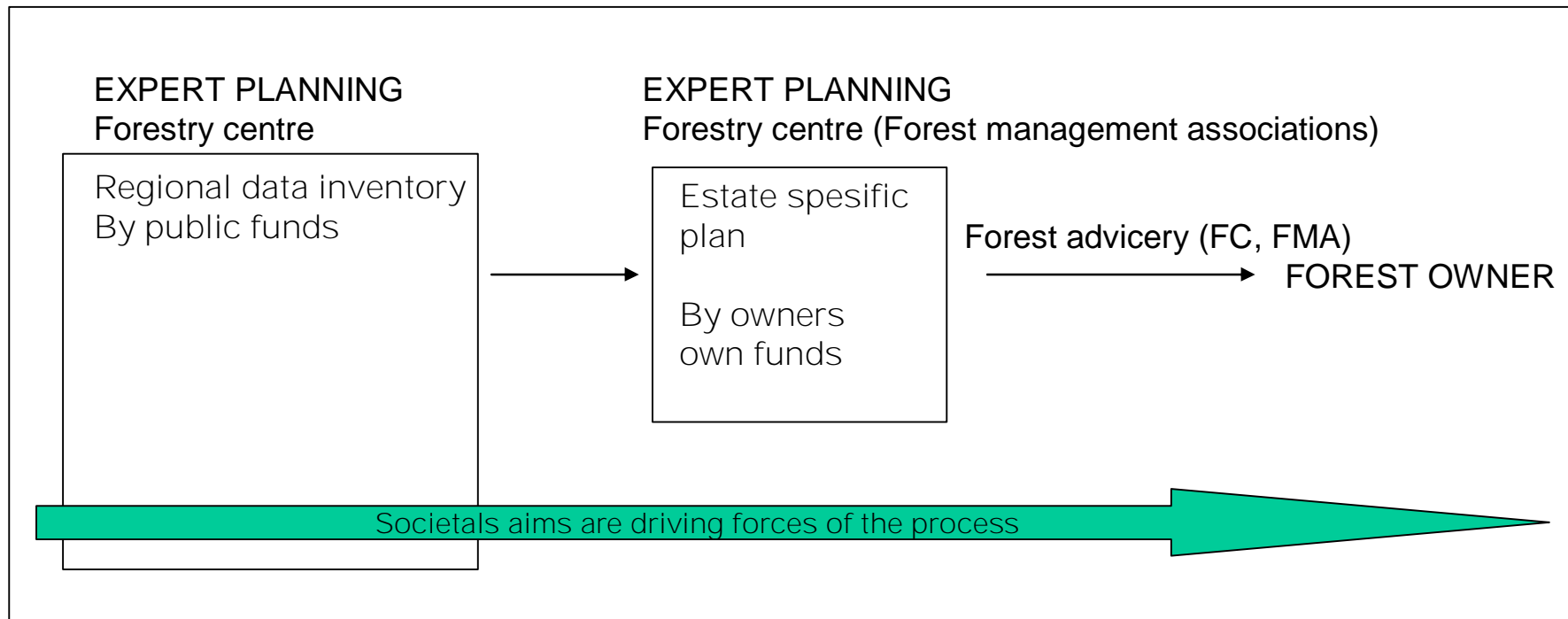


Figure 3. MDS\_koord/Kuva 3.

## Planning situation now



## Recommendations

Towards regional planning, where new social innovations are aimed

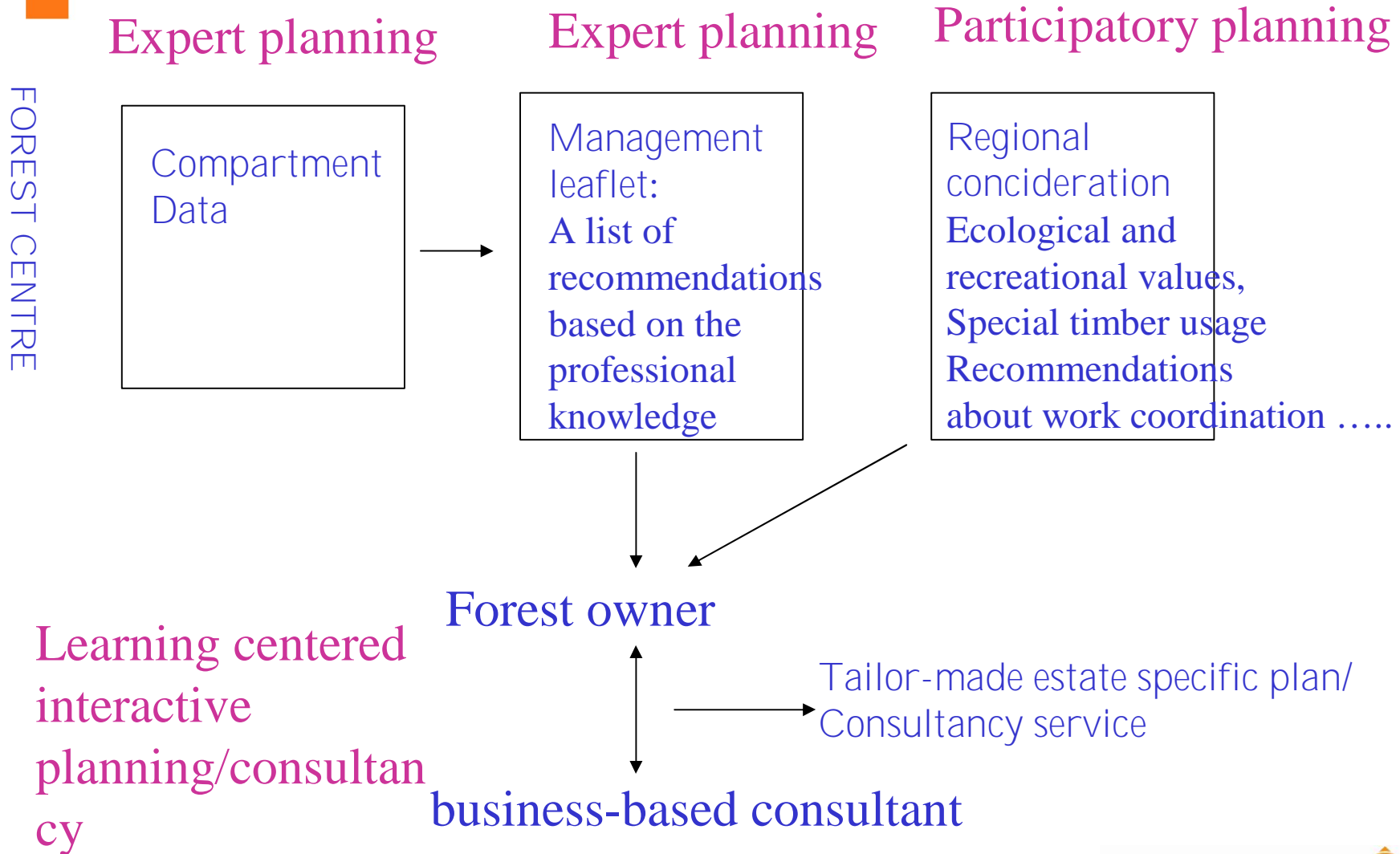
The boundary between society driven regional data-collection and owner-driven management planning ought to be clarified

New actors with overlapping roles ought to be launched

As an example:



# Thoughts about planning in the future



## Conclusion

Quite many challenges and unsolved questions exists

Pressure to open planning process will emerge

New sort of planning approaches and tools are needed

Surely there are also other side of the coin

-> we cannot be sure what would be the result in terms of timber production



## Participatory, collaborative planning in practice

Informing

Information gathering

Data analysis, qualitative especially

Valuation (analytic techniques)

Organising meetings

Group-work, Delphi-processes

Negotiation, communication

