

**Participation and Representation in Environmental Decision Making
in the Pacific Rim:**

Reflections on Negotiation-Based Models of Practice

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Scott McCreary, Ph.D., Principal, CONCUR, Inc.

With the assistance of Bennett Brooks, Austin McInerny and Kym Garrett

1832 Second St., Berkeley, CA 94710 USA

510/649-8008

email: concur@concurinc.net

www.concurinc.com

ABSTRACT

This paper begins by putting forward four propositions that are designed to frame a discussion about the potential scope of participation in a particular case, the role of planners and designers, and the relative merits of pursuing a negotiation-based planning model. The paper then examines two recent cases of participation in structured negotiation processes. In Case 1, the Guadalupe Flood Control Collaborative, the paper examines how two factors leveraged opportunities for entry and participation in the flood control planning process: the listing of resident salmonid species (salmon and steelhead trout) as threatened; and the filing of a notice of intent to bring a citizen's suit. In Case 2, the paper examines the interaction between a policy level group of negotiators, a technical group of fact finders and a standing citizens' task force. The negotiation produced an innovative bypass design for the flood control structure that preserves the vast majority of riparian habitat and enables salmon restoration. In Case 2, the CALFED Water Use Efficiency Steering Committee, the paper examines how recruiting the combination of an independent fact-finding panel and the recruitment of a relatively small (14 member) group has begun to break longstanding impasse in setting policy for water conservation in California agriculture. Distinguishing features of this work are analysis of potential water savings with a "flow path" methodology, agreement to devise regional strategic plans for water conservation, agreement on the setting of quantifiable objectives for conservation, and the use of a mix of market mechanisms and grant funds to spur implementation.

SECTION I: INTRODUCTION

The aim of this paper is twofold. In part one, I want to begin a conversation about a series of factors that I believe are central to establishing a structure for participation in planning that is both politically legitimate and effective. The intent is to launch this discussion in a cross cultural context, and in doing so we explicitly acknowledge that my examples come from North America. I will begin with four propositions.

Proposition 1: The Culture of Decision Making in a Particular Context Shapes Appropriate Participation and Representation.

The "culture of decision making" is the blend of national and regional culture, government institutions, prevailing political relationships and style of discourse and communication that all shape the way in which "participation in planning" occurs. Each one of these is important and deserves to be considered. Prevailing norms about what is "accepted practice", "emerging ideas", or "breaking new ground" varies from nation to nation, and at least in the United States, it varies widely within nations, and with respect to the type of issue under consideration. Some relevant questions to ask here are:

- How are "issues like this" normally handled.
- Who are the ultimate decision makers? Who typically participates, but is subordinate in decision making? What are the opportunities to challenge or overturn such decision?
- How many steps does a decision need to pass through before it is actually implemented?
- In making decisions on a particular issue, to what extent do different groups traditionally participate? Representatives of different ethnic and cultural groups? Which disciplines are dominant? How do gender differences impact opportunities for participation? For example, in siting of regional infrastructure, are engineers more likely to carry more weight than ecologists or planners? Moreover, environmental decisions are often so complex that there is not one, but rather a web of "ultimate decision makers".
- What are the opportunities to innovate and break new ground?

**Figure 1: A Simple Framework for Considering Extent of Participation
Arrayed Against Scale and Type of Environmental Issue**

	Opportunity for Informal Lobbying and Back Channel Communication	Opportunity for Comment at Open Public Meeting	Opportunity to Comment ; Decision Maker Obligated to Respond	Opportunity to Propose a Specific Recommendation to the Ultimate Decision Maker (s)	Opportunity to Negotiate the Specific Terms of a Decision; Co-Equal	Veto Power Over Ultimate Decision; Authority to Dictate the Final Terms or Block Implementation
Selecting Elements of a Park Design						
Siting Alignments Regional Infrastructure						
Establishing Clean up Levels for Toxic Waste						
Setting Funding Priorities						

Among Planning and Environm ent Ministries						
Allocating Water Supplies Between Urban, Agriculu ral, and Environm ental Sectors						

Setting Levels of Participation in Global Environmental Treaties						
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Proposition 2: Participation and Representation Are Inherently Linked, But Separate Ideas

The word "participation," as often used in the planning literature, actually conflates at least two linked concepts. Our use of participation refers to the organizations that take part, which representation refers to the specific individuals who participate on behalf of an organization. These distinctions can be meaningful, as they can interject both structure and flexibility into a planning or design process.

Proposition 3: Within Their Context, Planners and Designers Have Choices About What Roles They Assume

This again picks up on a theme from last year's conference. As we worked through the case studies, we saw our colleagues had alternately taken on one of more of the following roles: community organizer, site planner, regional strategist, environmental advocate, process innovator, diplomat and liaison, visionary, or technocratic analyst. In fact, I would argue that we all have choices about the style of intervention we bring to a particular planning or design problem. This point is well made by John Forrester, in his excellent article, *Planning in the Face of Conflict: Negotiation and Mediation Strategies in Local Land Use Regulation*.

Proposition 4: Negotiation-Based Decision Making Holds Promise, If Certain Conditions Are Met

In my presentation last year, I offered the observation that once environmental protection is institutionalized, negotiated-based models hold promise for increasing participation and leveraging environmental gains.

I now want to address in slightly more detail some principles that we use to guide our model theory of practice:

Legitimacy: Is the negotiation process perceived as legitimate by parties by decision making responsibility? Does it reflect the principles of transparent decision making? Are the steps, timelines, and rules of procedure regarded as fair and equitable? Do observers have the reaction: I can trust the outcome, because I could see that the way the negotiators worked through a fair process?

Accountability: Does the negotiation process establish and maintain a pattern of accountability and responsibility amerns of their organization to their fellow negotiators? Are they accountable for implementing policies they have designed?

Participation: Does the decision making process give affected parties a chance to participate in decision making? Does participation extend to responsible government decision makers and affected private, business and non-governmental organizations? Are mechanisms put in place to keep the larger public well informed?

Representation: Are affected parties represented by an able spokesperson? Does each representative have an opportunity to speak and be heard? Are representatives given reasonable access to technical information to help them prepare effectively for negotiations?

Now, let's consider how these principles ply out in two actual case studies, one at the level of a city-level design, and the other at the level of statewide natural resource policy.

Case Study #1
Guadalupe River Flood Control Project Collaborative
Santa Clara County, California

Background

Over the past 20 years, flood control planning in the United States has been a typically divisive activity that has pitted flood control sponsors--usually the Army Corps of Engineers

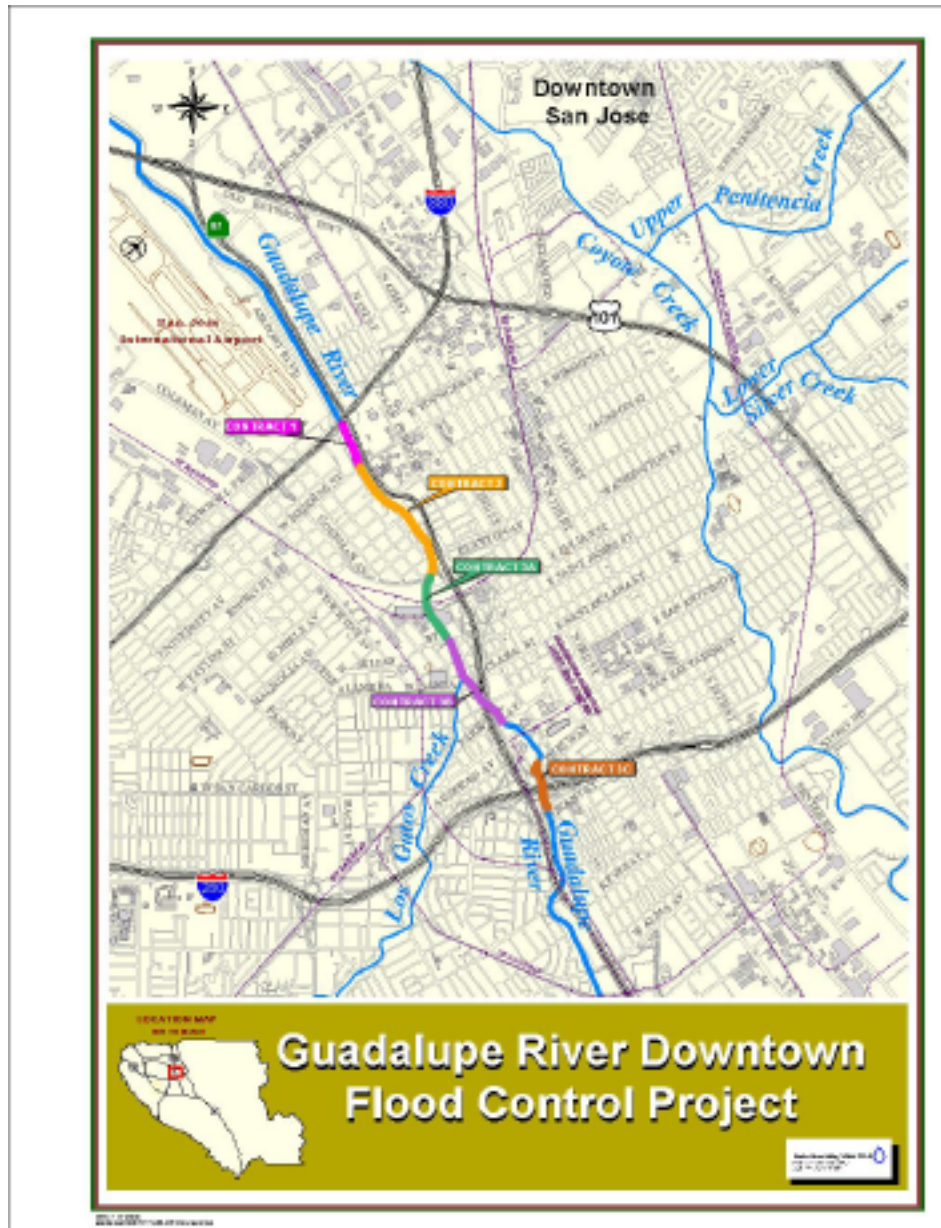
and a local co-sponsor --against resource agencies and environmental groups. Often, the debate is framed as a zero-sum game in which flood protection is seen as competing against preservation of valuable riparian habitat. As this case illustrates, changing political and institutional circumstances have created new opportunities for participation--and in the case of the Guadalupe River in downtown San Jose--generated creative designs that integrate flood protection and habitat restoration.

The Guadalupe River flows from the Santa Cruz mountains through downtown San Jose and eventually enters the San Francisco Bay in the small South Bay community of Alviso. The river has flooded fourteen times in the last 40 years; and most recently in 1982, 1983, 1986, and 1995. Nevertheless, growth burgeoned within its floodplain; it is after all, the heart of Silicon Valley. Currently, there are almost 6,000 structures in the river's 500-year floodplain; over 4,000 of these are within the 100-year flood plain.

Flood control planning (spearheaded by the Corps of Engineers and the Santa Clara Valley Water District) and planning for an urban river park (lead by the City's Redevelopment Agency) proceeded on parallel and sometimes incompatible paths through the 1960s and 1980s. The Corps proposed a design that uses trapezoidal channels aimed at controlling the high volumes of water bounded by riprap and concrete embankments.

The current flood control project for the downtown reaches of the Guadalupe River stretches 2.65 miles through central San Jose. From its start at Interstate 880, the project is being constructed in three contracts, keyed to specific reaches of the river. (Figure 1)

Figure 1: Guadalupe River Downtown Flood Control Project



For Contract 1, completed in April 1994, the stream was left in as natural condition as possible. The river's carrying capacity in this reach was increased by widening the channel to the west of the natural stream, completely avoiding impacts to the east bank. In Contract 2, completed in 1996, the river's carrying capacity was also increased by channel widening and the addition of concrete and gabion retaining walls. A low-flow channel to aid in fish passage

was constructed through both contracts and shrubs and trees were planted as mitigation on approximately 12 acres. When these plantings are mature they will provide shaded riverine aquatic habitat (SRA) for anadromous fish.

Reach 3 in the heart of downtown San Jose --(from Coleman Avenue to I-280)—does not permit widening of the river due to the number of existing buildings. Thus, the design proposed by the flood control sponsors included a combination of hardened surfaces and gabion terraces to protect the river's banks from erosion while allowing peak flows to pass downstream. Mitigation for this armoring was to be handled offsite, by planting additional riparian plants in less developed reaches of the Guadalupe River's watershed.

Threat of Lawsuit Leverages Participation Opportunities

Natural resource agencies (the Fish and Wildlife Service, the National Marine Fisheries Service, and the Regional Water Quality Control Board) were dissatisfied with project's potential impacts and what they considered its speculative mitigation program. Over a period of several years, project sponsors and resource agency representatives traded correspondence and attended many meetings in an attempt to create a mutually acceptable design. Yet, the impasse continued.

In late 1996, an environmental litigation firm, the Natural Heritage Institute (NHI) filed a Notice of Clean Water Act Citizen's Suit on behalf of four clients: the Guadalupe-Coyote Resource Conservation District, Trout Unlimited, Pacific Coast Federation of Fishermen's Association, and the Western Waters Canoe Club. The motion contended that the project as designed would generate harm to important fish species, particularly the (Steelhead Trout and Chinook salmon). NHI's action was given greater importance when in 1997 the National Marine Fisheries service listed Steelhead Trout and Chinook salmon as threatened under the federal Endangered Species Act (ESA). This listing required the project sponsors to take steps to ensure protection of these fish.

In late 1997, to avoid the prospect of lengthy and expensive litigation, the Water District, the City of San Jose, the City of San Jose Redevelopment Agency, and the Corps agreed to join with NHI and the Resource Agencies to initiate a collaborative process to pursue resolution of the dispute. A competitive process was established to recruit a facilitator and CONCUR, Inc.

was retained to facilitate the dialogue and to initiate a joint fact-finding process to investigate and resolve outstanding technical questions.

Figure 2: Guadalupe River Flood Control Project Collaborative Participants

Project Sponsors

- Santa Clara Valley Water District
- City of San Jose
- U.S. Army Corps of Engineers

Resource Agencies

- California Department of Fish & Game
- National Marine Fisheries Service
- SF Bay Regional Water Quality Control Board
- State Water Resources Control Board
- U.S. Fish and Wildlife Service

Environmental Interests

- Natural Heritage Institute—Representing Guadalupe-Coyote Resource Conservation District, Pacific Coast Federation of Fishermen’s Association, Trout Unlimited, and Western Waters Canoe Club

Collaborative Process to Resolve Differences Initiated

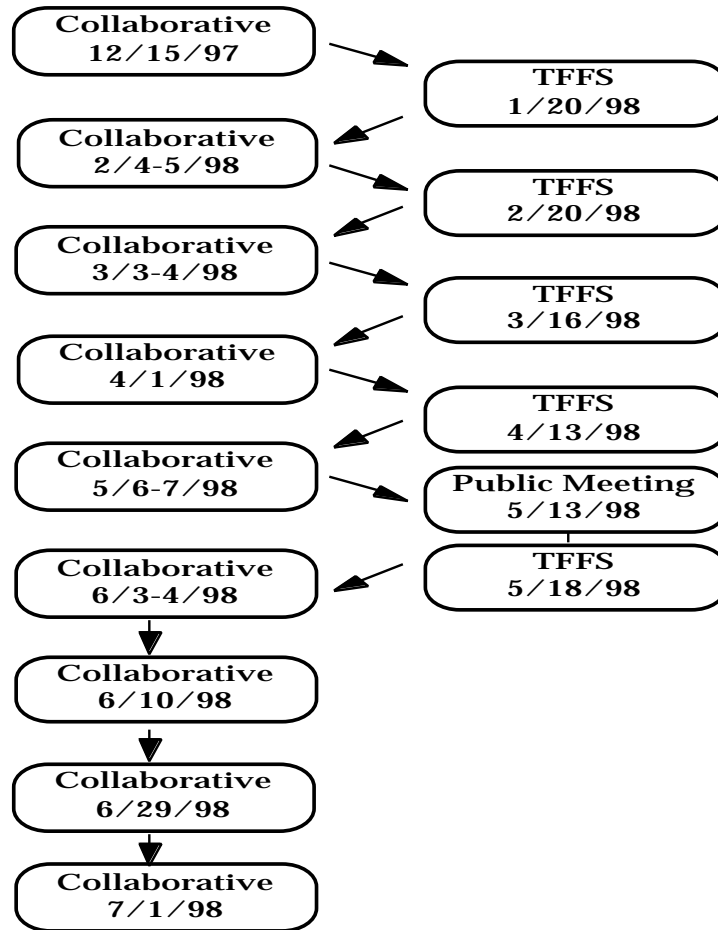
From late 1997 through the present, the 12 member Collaborative has met in monthly negotiation sessions to work out a mutually acceptable flood control design and corresponding mitigation.

Before the group's initial meeting, members of the CONCUR facilitation team had interviewed many of the involved parties to identify their interests and concerns, prepared a memorandum summarizing the issues under consideration, and drafted a proposed Mission Statement and Ground Rules. At its first meeting, the group agreed to designate itself the Guadalupe River Flood Control Project Collaborative. The Collaborative also set for itself the objective of reaching an agreement on a preferred alternative design by July 1, 1998.

The decisions reached early in the process established the Collaborative as the body responsible for making policy-level decisions, based in part on technical information and advice from a Technical Fact-Finding Subcommittee (TFFS). The Collaborative acknowledged from the outset that the complexity of the project, in conjunction with the, required the commitment of substantial effort and resources.

During the period December 1997 through July, 1998, Collaborative members agreed to a series of monthly two-day meetings, while the TFFS also met monthly for one day. Thus, CONCUR convened alternating meetings of the Collaborative and the TFFS every two weeks for nearly seven months. At Collaborative and TFFS meetings, participants took on numerous assignments, many of which were completed before the next meeting. CONCUR prepared a key outcomes memorandum following each meeting, and distributed these memorandum to members of both the Collaborative and the TFFS so that members of each group were kept informed regarding the project efforts and work products.

Figure 3: Structure of Phase I: Collaborative and Technical Fact-Finding Subcommittee (TFFS) Meetings



Many of the tasks undertaken by members of the Collaborative and the TFFS in the course of this project were focused on developing, analyzing, and comparing alternatives for the flood control project. As part of this process the Collaborative established an alternative review criteria and utilized the criteria to analyze a total of eight alternatives.

In addition to consideration of alternatives, the Collaborative also devoted considerable attention to developing a package of flood control and mitigation items that can be implemented in the near term, while planning, modeling, and construction of other aspects of the project are completed over a longer period. The motivation for developing this package evolved from the resources agencies and the project sponsor's desire to complete habitat impact mitigation work that was outstanding from earlier flood control project work, while the project sponsors desired to make progress with some components of project construction.

Selection of a Preferred Project-the Bypass Alternative

As the deliberations progressed, each Collaborative member reported a preference for the Bypass Alternative. In effect, the recommendation was unanimous. An overarching consideration for many Members was the increased chances for successful mitigation and restoration that the Bypass Alternative represents. Many Collaborative members added comments that amounted to conditions or assurances that must be satisfied in order to sustain their support for the Bypass Alternative. These conditions are reflected in the *Dispute Resolution Memorandum (DRM)*.

The period from mid-June to July 1st were devoted primarily to intensive drafting and revision of the DRM. During this period of time, many Collaborative members took interim drafts of the DRM to their senior decision makers for review. Drafting continued through the morning of July 1st, when all Collaborative members deemed the document to be a fair and acceptable reflection of their mutual interests and signed the document in a ratification ceremony. The final DRM thus represents twelve drafts.

A two-tier ratification process was used to confirm the support of Collaborative members for the outcome, and to reinforce their mutual accountability. For example, the City Council of San Jose, as well as the Water District Board of Directors were briefed on the results and asked to ratify the document. The DRM set in motion a process to keep the Collaborative working towards its mutual commitments. Specifically, it required that the parties negotiate a Mitigation and Monitoring Plan by April 15, 1999.

Phase II Agreement: A Mitigation and Monitoring Plan

From July 1998 to April 1999, the Collaborative worked to negotiate a second agreement, consistent pursued completion of tasks detailed in the DRM. Most significantly, a *Monitoring and Mitigation Plan* detailing specific locations and types of mitigation actions has been created and agreed upon by the involved parties. In addition, the exact location of the bypass facility's inlet and outlet structure has been further analyzed--based on hydraulic modeling. The emerging design actually includes three cylindrical tubes rather than rectangular culverts, and is expected to be even more effective at protecting riparian vegetation.

Public Meetings to Supplement the Negotiation Process

The work of the Collaborative was supplemented in several ways. First, the Collaborative members themselves took a progress report of their ongoing negotiation process to a well attended public meeting in May 1999. At the meeting, CONCUR served as the co-chair along with City Council Member, Trixie Johnson. The meeting, attended by over 100 people-- including many civic leaders, and environmentalists--highlighted the narrowing of project designs to two broad alternatives, a "cured" alternative emphasizing the existing trapezoidal channel, and the emerging bypass alternative. The agenda was structured to give voice to each of the major players on the collaborative. Then, in August, 1998, after the Collaborative reached its agreement to support the bypass alternative, Collaborative members attended a meeting of the City of San Jose's Parks and Gardens Task Force to present the results of their work. At both meetings, the reaction was praise and support for the work, a request to proceed quickly, and a suggestion to bring a further progress reports back to the public once the alignment of the bypass alternative was determined.

Concluding Notes on This Case

In many ways, the Guadalupe River Collaborative is a "textbook case" of effective environmental negotiation; and yet given the uncertainties inherent in planning for natural ecosystems, the negotiation process must continue to ensure that the flood control design and the mitigation and monitoring plan are completed to the mutual satisfaction of the signatories to the agreement.

Case Study #2 The CALFED Bay-Delta Program Dialogue on Agricultural Water Use Efficiency

Background

Water-use is always near the top of California's public policy agenda. With the state's sprawling urban areas, farming interests, and environmental advocates competing for already overtaxed water supplies, an acceptable solution has been elusive. Shortages are chronic. Water quality is degraded. And the environment is suffering. This is particularly true in the Bay-Delta area.

To find a solution, a team of 16 federal and state agencies -- known as the CALFED Bay-Delta Program -- has been working for more than three years to broker a deal that will create a long-term solution for the Delta that improves water supply reliability, levee system integrity, water quality, and ecosystem restoration. Progress is being made, but significant hurdles remain. Since July 1998, CONCUR has been working with CALFED to help resolve one of the thorniest areas of the dispute: agricultural water use.

Past efforts to build agreement around agricultural water use efficiency had not gone well. In fact, entire trade associations have been formed to advance the interests of one water-using sector over another and numerous lawsuits have been filed. Even in some CALFED-sponsored dialogue, the structure of the deliberations themselves contributed to the lack of progress. Perhaps most importantly, participation in the discussions was wide open. While this might seem at first glance to be most "democratic" approach, in fact, it undermined continuity from meeting-to-meeting and encouraged posturing, not problem solving. Additionally, though the dialogue was chaired, the meetings were not professionally facilitated. Finally, issues were not framed as productively as possible and stakeholders made little progress on exchanging and deliberating over information. The failure of these past efforts became clear when CALFED released its draft EIS/EIR in spring 1998: The Water Use Efficiency section drew more criticism than any other element of the CALFED program.

A New Approach

To break the decades-long impasse, in the fall of 1998, CALFED convened an informal group of stakeholders and agency representatives -- first as a Focus Group, then as a slightly reconfigured Steering Committee -- to develop guidance for further refinement of the agricultural water use efficiency program. The effort, facilitated by CONCUR and still ongoing, has exceeded participants' expectations and is generating creative solutions for resolving longstanding disagreements. Moreover, the scope of the group's deliberations

continues to expand, and key state and federal policymakers see its work as one of the linchpins to building broader agreement around the greater CALFED program.

The key to the group's success is rooted in five factors:

- Effective group structure
- Tailored selection criteria
- Strong direction, but flexible parameters
- Effective participation
- Strong collaboration between mediation team and convenor

The remainder of this brief case study takes a closer at each of these factors.

Effective group structure

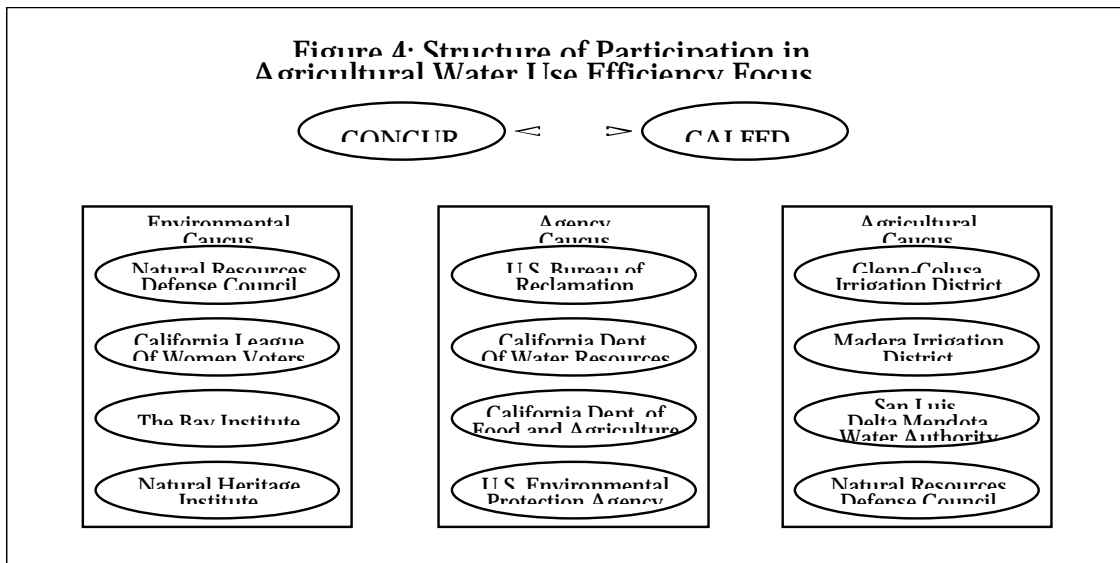
Working with CONCUR, CALFED staff put in place a structure – known as the Focus Group – designed to avoid the failings that undermined past dialogues. Key elements of the structure included: 1) limiting the group size to 12 participants; 2) disallowing the use of alternates and encouraging in-person participation; 3) conducting frequent meetings (once every week or so over a two-month period); 4) teaming a neutral facilitation team with CALFED staff to plan for and carry out meetings; and 5) using a set of strong ground rules that encouraged risk-taking.

The structure – coupled with a tight timeframe imposed by upcoming CALFED deadlines – proved highly effective, creating an atmosphere that allowed participants to build relationships, understand one another's interests and try out innovative approaches.

Tailored selection criteria

The structure was the first step. The next crucial piece was to recruit and select effective participants. Recognizing that the past dialogues had created an atmosphere of distrust and hostility, CALFED staff and CONCUR focused on devising a set of criteria that would bring to the table key players who could participate in discussions that emphasized balance and creativity, interests and not positions.

CALFED staff and CONCUR stepped out five criteria for selecting stakeholders to participate in such a dialogue. The criteria were: 1) involving strong, effective advocates who are familiar with issues and willing to think “outside the box;” 2) limiting group size to maximize productivity; 3) maintaining numerical parity between agricultural and environmental interests; 4) involving key CALFED agencies with technical expertise and/or important ties to stakeholder communities; and, 5) reflecting the diversity of agricultural water use around the state.



CALFED staff vetted both the criteria and a list of potential candidates within CALFED, with CALFED agencies and among key stakeholder groups, thereby building support for the Focus Group it eventually created.

Strong direction, but flexible parameters

The approach to structuring the substance of the dialogue was another important factor. CALFED’s charge to the group was specific, yet flexible enough for stakeholders to craft innovative solutions to fit shifting deadlines and priorities.

Initially, the Focus Group was asked to help lay the groundwork for building consensus around agricultural water use efficiency; in essence, to “plan for a plan.” The discussion was framed broadly enough to enable stakeholders to come to the table and have a general discussion around underlying interests. The approach worked, and stakeholders early on began to build bridges.

That charge quickly evolved, as the deadline for the draft Phase II report neared and the Focus Group was asked to help develop an approach to incorporate into the draft plan. Working under tight time constraints (in all, the Focus Group met nine times over eight weeks) and reporting progress weekly to a policy group that included U.S. Interior Secretary Bruce Babbitt, the Focus Group agreed to the broad outlines of an approach:

1. Devising a program of financial and technical incentives to encourage water use efficiency actions cost-effective at a regional and statewide level;
2. Using a flow-path methodology to identify quantifiable objectives related to managing rerouted flows, altering applied water patterns, reducing irrecoverable losses and reducing shortage impacts;
3. Relying on a regionally driven strategic planning process to identify and implement water use efficiency actions; and
4. Fostering strong links between technical experts and policymakers

In its current phase, the group – now referred to as the Steering Committee – is helping CALFED develop a Agricultural Water Use Efficiency Strategic Plan grounded in the program elements outlined above.

Effective participation

Much of the group's success can be attributed to the effective participation of the stakeholders involved. Virtually all participants committed to the process, dedicating the hours necessary to attend meetings, join interim work groups and engage in side discussions, as necessary, to resolve particularly difficult issues.

The nature of their participation was another important factor. In particular, stakeholders: 1) offered vast expertise and technical know-how on the substantive subjects under discussion; 2) were politically savvy, thereby allowing the group to craft innovative solutions, such as developing regionally based incentive programs, that would likely generate political support both locally and within CALFED; and, 3) were committed to using their political connections – both with their constituencies and with influential state and federal decision-makers – to make sure the group's emerging consensus position could be supported by a broader group.

Strong collaboration between mediator and convenor

The relationship between the mediator (CONCUR) and the convenor (CALFED) was another major contributor. CONCUR and CALFED worked as integrated team. CALFED staff focused on monitoring and weighing the substantive issues under discussion and providing a link to CALFED decision-makers; CONCUR focused on shaping the process, mediating the deliberations and capturing the emerging consensus in a single-text document. Together, both CALFED and CONCUR engaged in strategic planning efforts, crafting agendas and devising strategies for working through impasses.

Concluding Note on This Case

The discussions to-date have not been without their challenges. And the group must still work through a number of difficult, substantive issues, such as structuring a package of assurances.

Still, the Focus Group – and its successor, the Steering Committee – has also taken important steps towards hammering out concrete results: drafting language that was largely incorporated into CALFED's Phase II report; agreeing to the outlines of a Strategic Plan for implementing agricultural water use efficiency; and, now, helping oversee the work of a Technical Team drafting the Strategic Plan.

Most broadly, it appears they have created trust and developed a secure foundation for broad stakeholder agreement.

Section IV: Concluding Observations

Based on our experience as neutral facilitators of these cases, several lessons can be distilled about environmental negotiations, which can further inform the discussion of the four propositions put forward in the first section of this paper.

• If political and institutional conditions work to 'balance the playing field for citizens', then a negotiation-based approach can create significant opportunities for mutual gain. Projects that once appeared to have only negative environmental consequences can be reworked to deliver a net environmental benefit.

As the executive director of the Waterways Restoration Institute, Ann L. Riley, observed in her recently published book:

"If consensus planning is structured correctly within given time limits, and stakeholders have the expertise they need to become effective, legitimate players in the planning process, this method should produce implementable plans in less time than traditional rational planning."¹

- **Bounded participation establishes continuity and creates an esprit de corps among negotiators.** It also creates the opportunities for joint learning, development of informal political and social networks, and an increased comfort in embracing positions outside the established confines of interest group politics.

- **Creating parallel structures for policy deliberation, technical analysis, and public briefings can be an effective strategy to advance agreement building and maintaining public support.** There is no one "correct" structure for organizing negotiation-based planning. A mix of configurations, deployed over time, is often the best approach.

- **The joint scoping, review, and synthesis of technical information (joint fact-finding) is central to the successful negotiation of solutions to any complex environmental issue.** The pooling of staff and consultant expertise in the Guadalupe River Flood Control Collaborative was a vital step in crafting well-informed flood control strategies. This technical analysis is an essential step in creating the foundation for resolution of complex environmental policy disputes.

- **Using a single negotiating text and delegating drafting responsibility to working committees is an effective strategy for completing the written agreement, and it is an effective use of time.** In both the Guadalupe River and CALFED WUE cases, a single

¹ Riley, Ann L. (1998). *Restoring Streams in Cities: A Guide for Planners, Policymakers, and Citizens*. Covelo, CA: Island Press, p. 56.

negotiating text method was used. Participants were asked to cooperate in drafting a single unified document rather than producing competing versions of facts and recommendations.

- **Incorporating strategies to overcome barriers to implementation pays dividends.**

We used two linked strategies. First, we worked with negotiators to set aggressive time deadlines. Second, we established a protocol of "two tier" ratification wherein negotiators signed work products from their deliberations. Then, the senior design makers in their organizations added their ratification. These strategies also served to strengthen the legitimacy and credibility of the negotiating process.

CONCLUSIONS

Proposal: A Consistent Framework for Comparative Analysis

- 1) Context: Political, legal, institutional, geographic, cultural setting
-Noteworthy aspects
- 2) Impetus: What drives the planner's or designer's intervention? What's the issue, problem, opportunity?
- 3) Roles: What roles do planners/designers adopt?
- 4) Elements of participatory process: What are the elements of the participation process? Emphasize how the form of the process contributes to solutions.
- 5) Participation and Representation: Which kinds of interest groups and agencies participate? Which noteworthy individuals serve as representatives?
- 6) Results of outcome of the design/planning process: form, policy recommendation, new concept developed (or term coined). What are noteworthy innovations?
- 7) Status of implementation: Has the product of the planning design process been implemented?
- 8) Lessons Learned: What did you learn from your intervention or your reflection on points 1-7?

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