Transformasi Konsep-Konsep Communicative Paradigm Sebagai Dasar Collaborative Planning dalam Perencanaan Perumahan
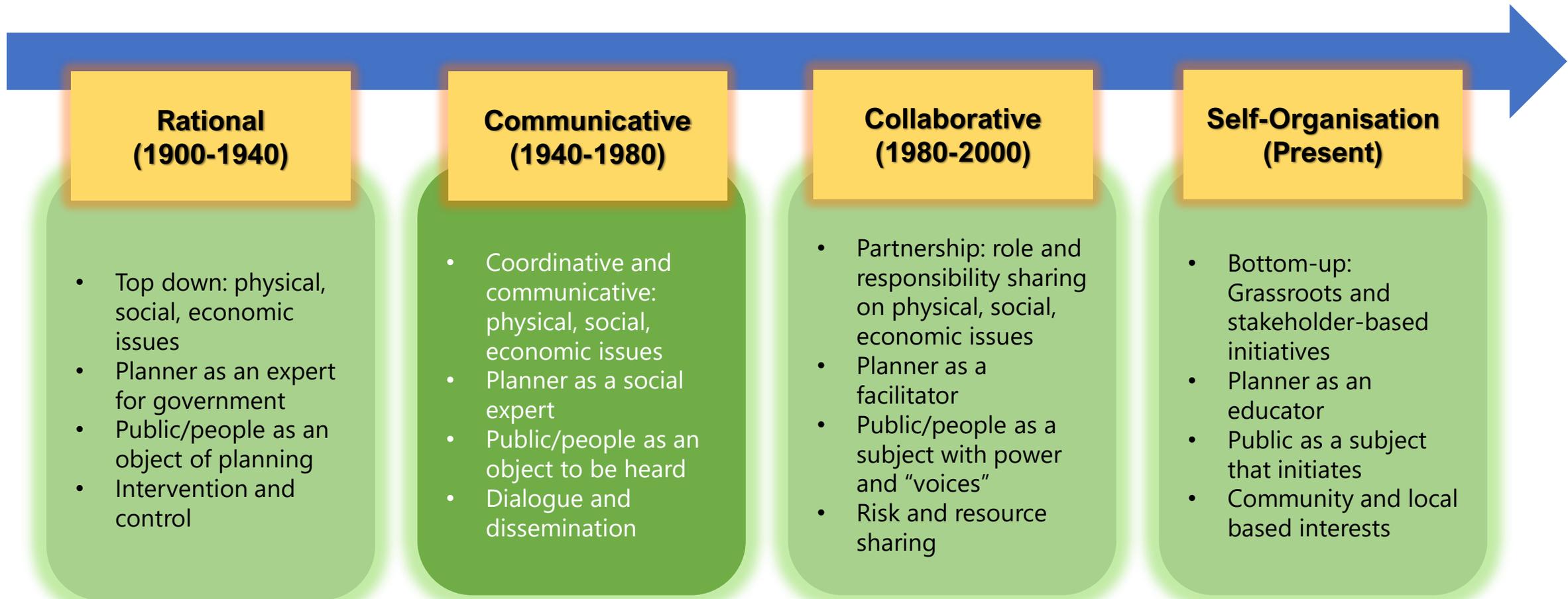
Prof. Winny Astuti
Chrisna T. Permana, Ph.D.

Recapping pertemuan minggu lalu

- Rationality in planning
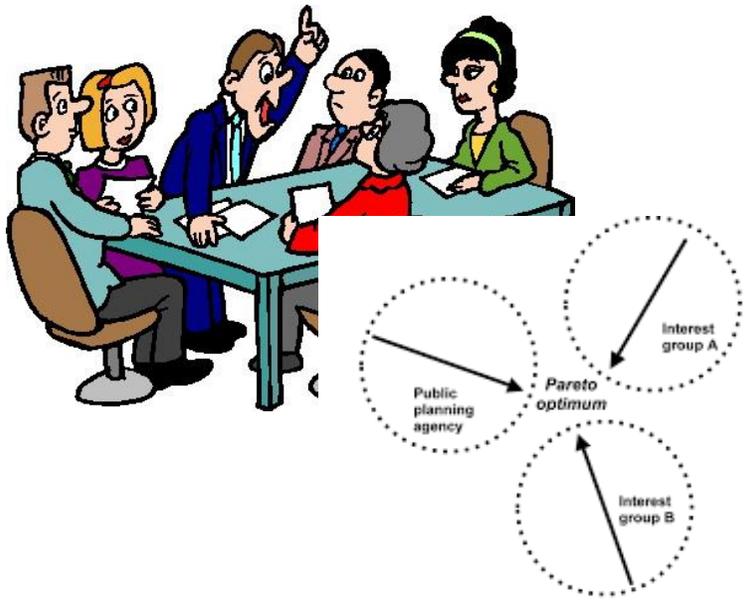- Physical, social, and economic planning
- Brainstorming

DASAR FILOSOFIS PEMAHAMAN

Perencanaan adalah proses intervensi dalam perumusan strategi dan action untuk mengelola sumberdaya yang ada untuk mencapai tujuan yang diharapkan di masa depan, melalui proses "survey sosial" atau planner mengumpulkan informasi tentang masyarakat melalui wawancara, diskusi, sharing, dan diseminasi rencana (Allmendinger, 2012)

Rational (1900-1940)

- Top down: physical, social, economic issues
- Planner as an expert for government
- Public/people as an object of planning
- Intervention and control

Communicative (1940-1980)

- Coordinative and communicative: physical, social, economic issues
- Planner as a social expert
- Public/people as an object to be heard
- Dialogue and dissemination

Collaborative (1980-2000)

- Partnership: role and responsibility sharing on physical, social, economic issues
- Planner as a facilitator
- Public/people as a subject with power and "voices"
- Risk and resource sharing

Self-Organisation (Present)

- Bottom-up: Grassroots and stakeholder-based initiatives
- Planner as an educator
- Public as a subject that initiates
- Community and local based interests

COMMUNICATIVE PLANNING AT A GLANCE

Aftab Erfan

The emergence of 'Advocacy Planning' in 1965 (Paul Davidoff)

The importance of planning to look after the lowest part of society or those who were potentially ignored and harmed by planning decisions.

Planners play roles of **'in-betweenness'**, as the government's expert and public advocate (Davidoff, 1965). Mediating growing issues related to slum housing removal in the majority of Western countries

One of the most notable contributions of the communicative paradigm was **public dialogue** as an instrument for planning (Sager, 1994; Healey, 1997; Fainstein and Campbell, 2012).

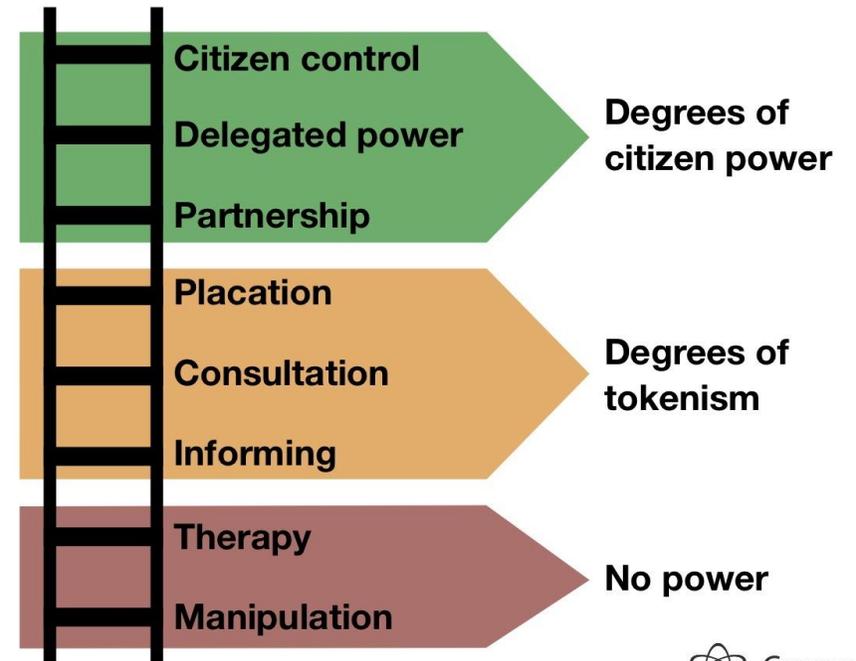## 'The Ladder of Citizen Participation' in 1969 (Sherry Arnstein)

Explain the actual participation organised by planners during the emergence of communicative paradigm. Were they really involved?

The majority of planners unfortunately used communicative practices as a sort of manipulation and therapy. Yet, the advocacy planning brought communities into informing and dissemination activities.

The thesis emphasised that the role of planners in housing was to inform, to consult, and to disseminate, so actions with regards to removal or replacement could be known by the communities (Sager, 1994).

Arnstein (1969) Ladder of citizen participation

Ladder	Category
Citizen control	
Delegated power	Degrees of citizen power
Partnership	
Placation	
Consultation	Degrees of tokenism
Informing	
Therapy	No power
Manipulation	

George Julian
Knowledge Transfer Consultancy

'Wicked Problems' in 1973 (Rittel and Webber)

These insights highlight the inherent 'wickedness' of planning for housing development as a policy problem in the sense that:

- Characterised by elusiveness, subjectivity, uniqueness and complexity
- Elusiveness is evident in the uncertainty around whether the problem is really about land shortages, low rates of production or house price inflation, or some combination of these three.
- The different policy 'solutions' recommended by those who see either environmental or exchange value in land reveal how essentially subjective is any definition of the problem.
- While there may be much common debate around new housing development across the country, local twists in market conditions, political alliances and development actors make it hard to predict planning outcomes and ensure the uniqueness of each new occasion the problem is rehearsed.
- Finally, the complexity of planning for housing development helps explain the short shelf life of perceived solutions, which appear to come and go (and sometimes come back) at a rapid pace.


no clear definition

"no stopping" rule

no "right to be wrong"

solutions are not right/wrong but better/worse

WICKED PROBLEMS
10 PROPERTIES *of* WICKEDNESS

solutions limited by "world view"

no immediate or ultimate test for a solution

every problem is a symptom of another

"one shot" - solutions have consequences

unique

no final end to solutions

adapted from: *Dilemmas in a General Theory of Planning*
Horst W.J. Rittel and Melvin M. Webber (*Policy Sciences*, June 1973)

Planning actions for housing depend on the quality of communication with regards to knowledge and key messages.

Planning for housing is a systematic process of socio-engineering, from exploring the knowledge, synthesis, to contextualisation/translation of plan into local and community needs through communications and sharing between planners and relevant stakeholders especially the community
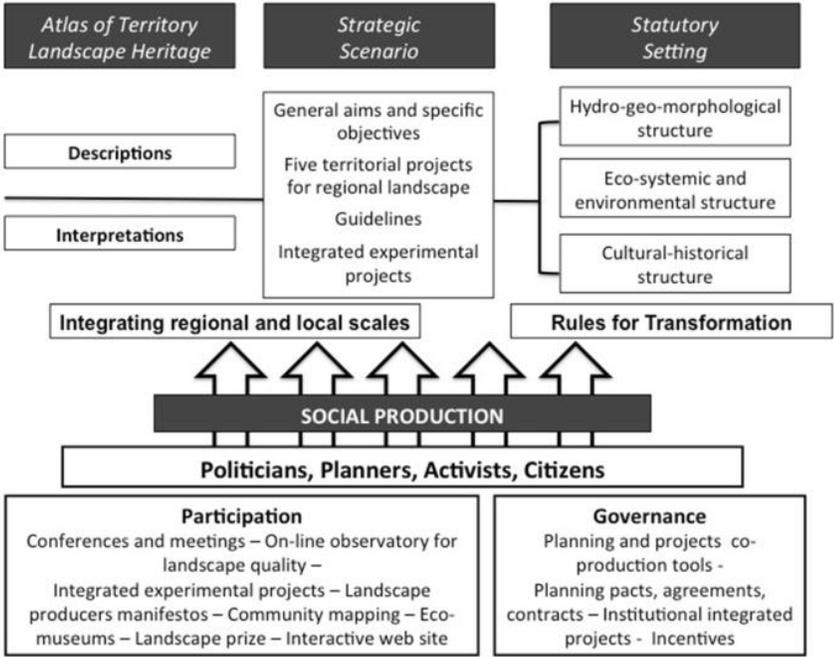
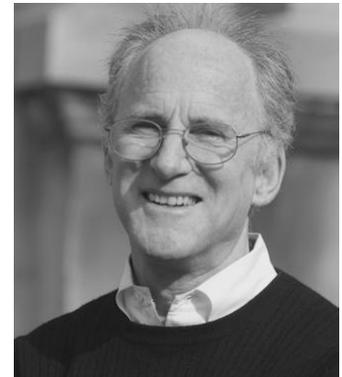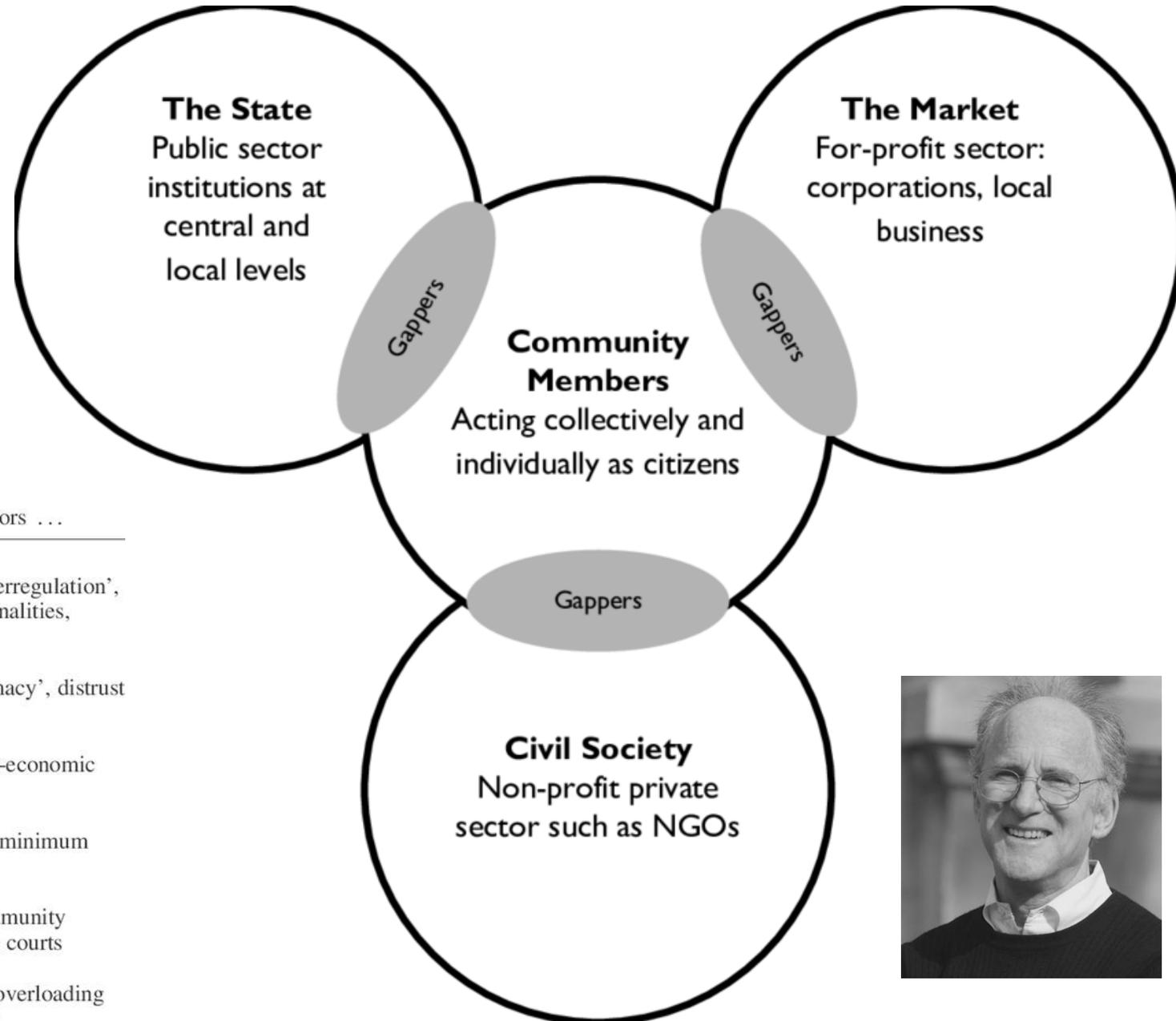PLANNING IN THE PUBLIC DOMAIN:
From Knowledge to Action

John Friedmann
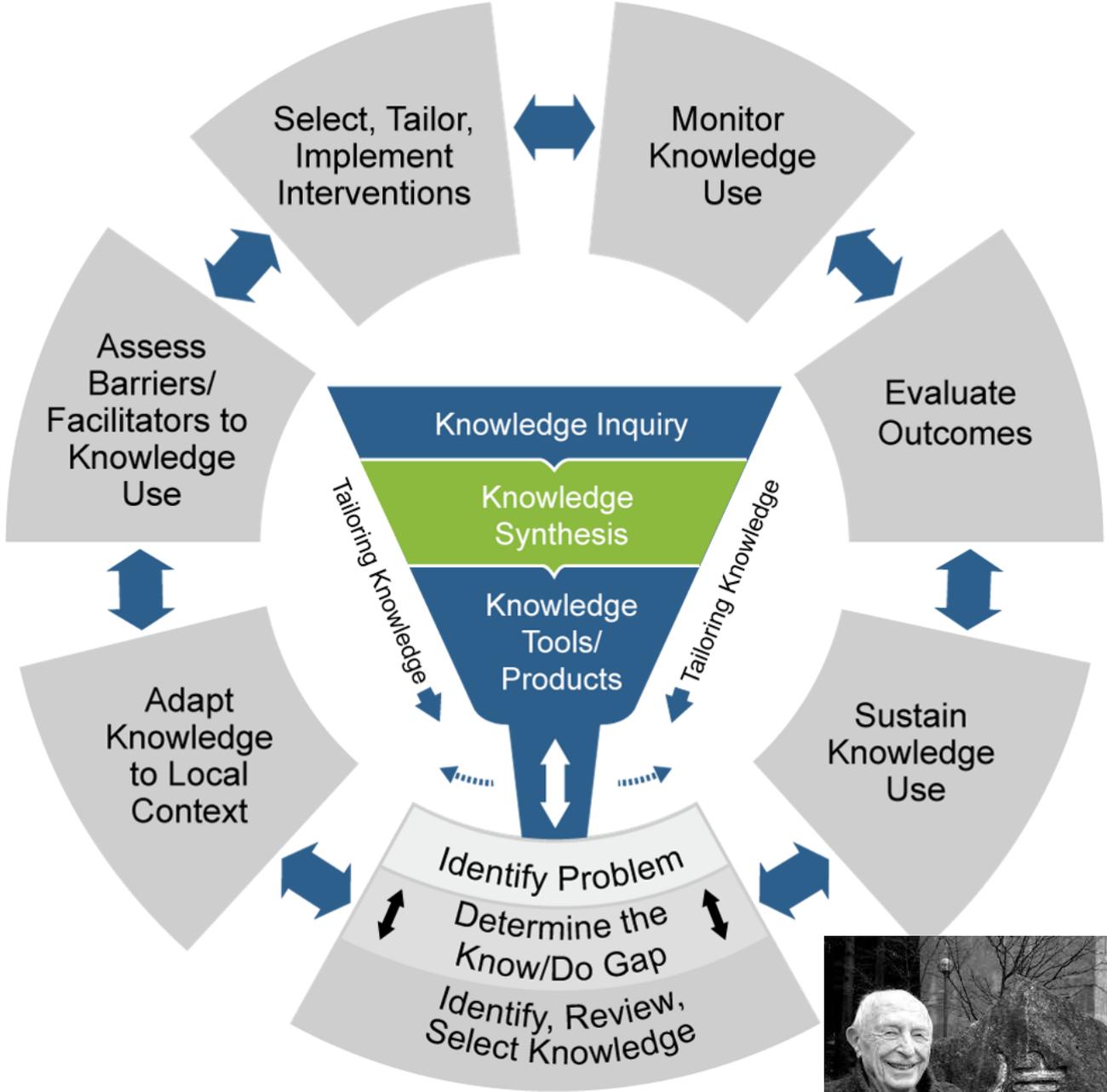
Planning is a process of power interactions: between the state, market, and civil society.
- Government focuses on political legitimation
- Market interested in profit and sustainable business
- Communities fight for welfare, equality, and access in practices and decision making

Communicative planning proposes certain arenas to mediate such power interactions in practice

Central actor	Support from other actors …	Conflict with other actors …
Local State	**Market:** • e.g. public–private partnerships, funds through taxes, incorporation of business skills **Community:** • e.g. community partnerships, source of legitimacy	**Market:** • e.g. concern for 'overregulation', suppression of externalities, profit-only goals **Community:** • e.g. 'crisis of legitimacy', distrust of government
Market	**Community:** • e.g. clients, purchasers of services **State:** • e.g. state as 'builder of markets', provider of 'rule of law'	**Community:** • e.g. concern for non-economic externalities **State:** • e.g. enforcement of minimum standards
Community	**Market:** • e.g. philanthropy **State:** • e.g. funding, including grants	**Market:** • e.g. threatening community activists through the courts **State:** • e.g. accountability, overloading with devolved tasks

The State
Public sector institutions at central and local levels

The Market
For-profit sector: corporations, local business

Community Members
Acting collectively and individually as citizens

Civil Society
Non-profit private sector such as NGOs

Gappers

'Agency and Structure' in 1995 (Patsy Healey)

Planning aims to create consensus-based plans to deal with 'urban dynamics' including socio-economic and spatial change demands as the result of continuous human interactions (Healey, 1997; Innes and Booher, 2010).

Healey (1997) describes the process is as follows:
- Located within a dynamic system comprising relational webs (social networks);
- The role of government as a part of 'governance' in which actions are socially 'constructed';
- Enacting processes that involve continuous negotiation and consensus-building;
- Involving policy problems that are complex, contextual, transactive, and interpretive; and
- Its practices applied within multiple-constraints introduced by different actors.
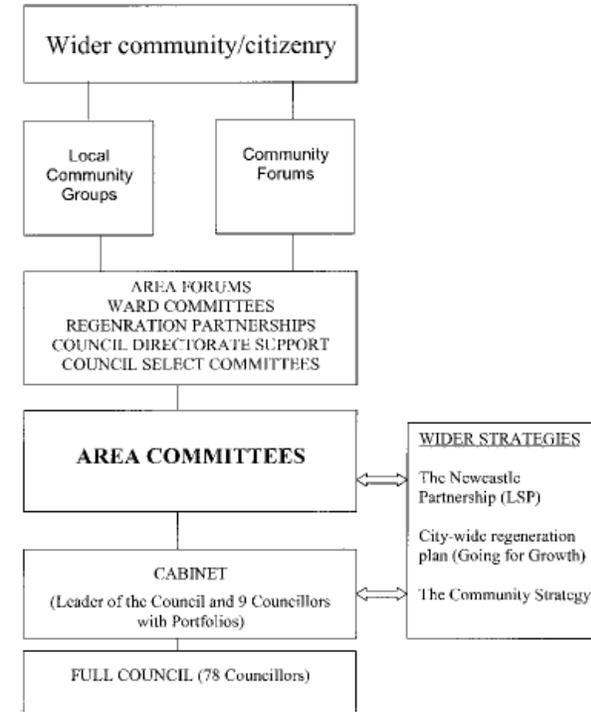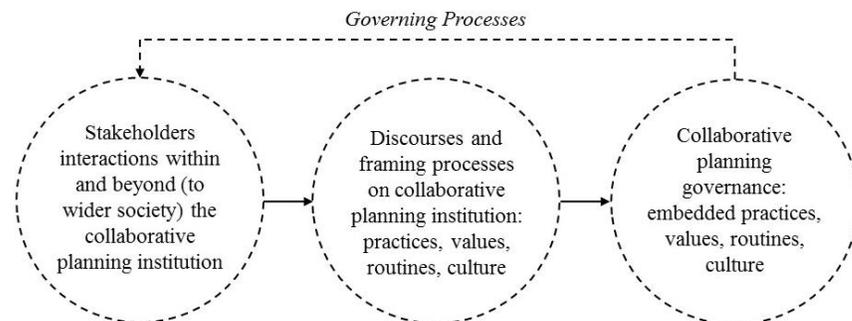
Figure 2. The structural position of area committees within Newcastle City Council.

**Table 1.** Levels and dimensions of governance processes

Level	Dimension
Specific episodes	*Actors*: key players—positions, roles, strategies and interests *Arenas*: institutional sites *Ambiences (interactive practices)*: communicative repertoires
Governance processes and 'mobilisation of bias'	*Networks and coalitions* *Stakeholder selection processes* *Discourses*: framing issues, problems, solutions, interests, etc. *Practices*: routines and repertoires for acting
Governance cultures	*Range of accepted modes of governance* *Range of embedded cultural values* *Formal and informal structures for policing discourses and practices*

Source: adapted from Healey (2003).

'Diversity, Interactive, Authentic Dialogue (DIAD)' in 2000 (Judith Innes and David Boohen)

Planning aims to seek the middle ground through conflicts and mediations process conducted repeatedly following diversity, interdependence of interests, authentic dialogues, and mutual agreements and reflections (Healey, 1997; Innes and Booher, 2010).
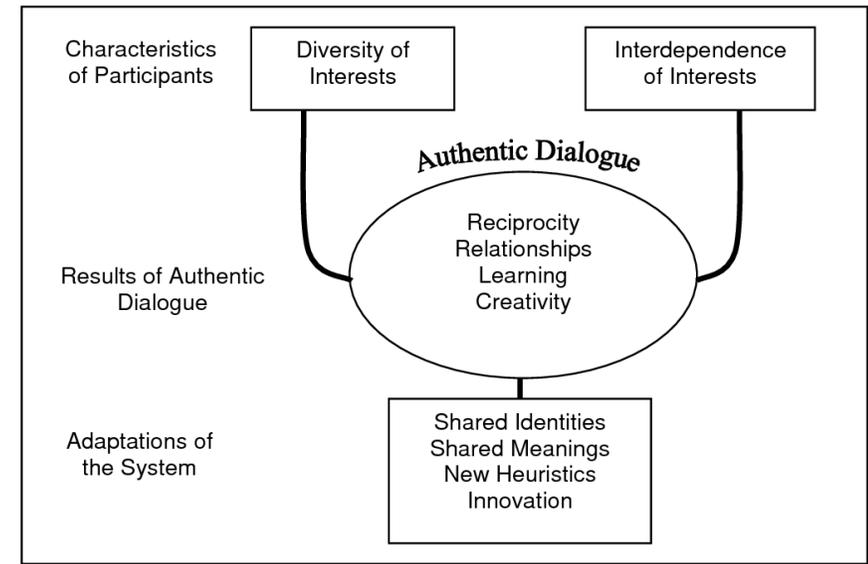
Innes and Boohen (2010) describes the process is as follows:
- Exploring issues and interests, allowing conflicts and negotiation to occur drawn from interpretive problems and knowledge of all collaborating stakeholders (Innes and Booher, 2010).
- Dialogue to seek for the middle ground, emphasises equal rights and power amongst stakeholders (Healey, 1997). It comprises three steps – discussions, negotiations and bargaining (Hague and Jenkins, 2005; Moir and Leyshon, 2013). Dialogue can be undertaken through multiple phases involving lobbying and transactions in both formal and informal arenas
- Consensus making that emphasises relationship, mutual learning, creativity, and shared values.


Strategic Planning
Early work by the Department, councils, State agencies and communities in the development of places and the planning frameworks that support them.

Greater Penrith to Eastern Creek
Western Sydney Employment Area
South West Growth Area
St Leonards - Crows Nest
Macquarie Park
Westmead
Sydenham to Bankstown
Greater Macarthur
North West Growth Area
Greater Parramatta to Olympic Park

State-led Rezoning
Implementing planning frameworks, on behalf of the State, in collaboration with councils and communities.

Glenfield
Wilton Town Centre
Crows Nest
Rhodes
Central Station SSP
Ingleside
Marsden Park North
West Schofields
Frenchs Forest
Cherrybrook
Bays Market District
North Eveleigh
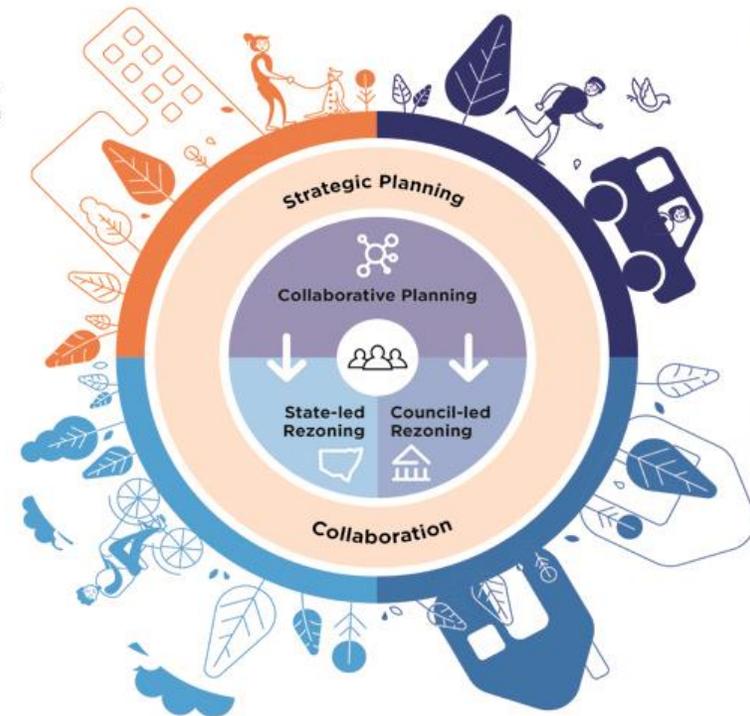
Collaborative Planning
Bringing councils, State agencies and the community together to resolve complex issues and drive quality place outcomes.

Wilton South
South Creek West Precincts 2 and 5
Leppington Precinct Stage 2 and 5
Lowes Creek Maryland
Pondicherry
North Gilead
Wilton West
Camellia
Cattai Creek West
Seven Hills
Burwood Strathfield Homebush
Bays West
North Westmead
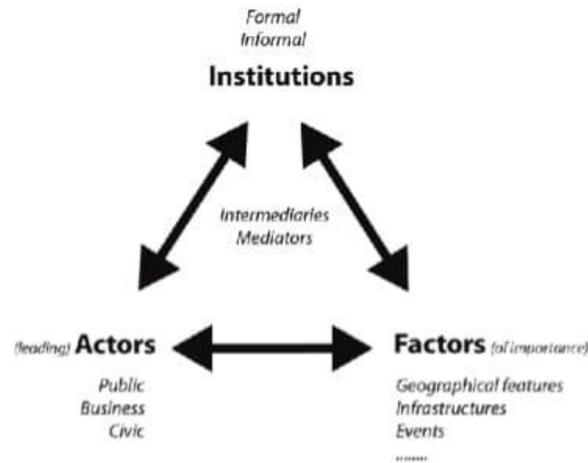South Westmead
Pyrmont

Council-led Rezoning
Providing councils and communities with the support they need as they lead the planning for their areas.

Elizabeth Street Redfern
South Eveleigh
Waterloo Estate
Leppington Town Centre
Honsley Park
Rivenstone West
Schofields Town Centre
Marsden Park Town Centre
Riverwood
Franklyn Street Glebe
Cowper Street Glebe

Actor Relational Approach to Planning

Formal
Informal
Institutions

Intermediaries
Mediators

(leading) **Actors**

Public
Business
Civic

Factors *(of importance)*

Geographical features
Infrastructures
Events
....

Boelens 2005-2009

Actor-Relational-Approach of Planning
Seven planning steps

1. **Identification of Unique Selling Points**
   What are the unique characteristics of the region, theme or question?

2. **Actor-analyses**
   Which actors could be involved (outside-in) and what are their driving motives?

3. **Development of Opportunity Maps**
   Which windows of opportunities could be defined from the interaction between 1) and 2)?

4. **Round Tables**
   Trying to seduce (leading and pushing) actors and intermediates in new promising associations.

5. **Business Cases**
   Elaboration of the promising associations in concrete pilots of mutual value

6. **Regime Initiatives**
   Development of resilient and endurable actant-network assmeblages.

7. **Associative democracy**
   Organisation of special distircts in embedded and focussed democratic associaitions.

Actor-Network-Theory
Four moments of translation-the collective

1. **Problematization - Wonderment**

2. **Interessement - Consultation**

3. **Enrollment - Hierarchy**

4. **Mobilization of Allies - Institutionalization**

Planning practices should be an integrated approach to an area, on the basis of a shared quality vision, in which public, private and individual (i.e. public, business and civic society) supplement and reinforce one another in co-production arrangements, with explicit attention to financing from beyond

- Interpreting the problem by determining the focal actors and unique core values
- Actor identification and actor analysis
- Opportunity maps and developmental possibilities
- Bilateral talks and round tables
- Business cases and pilots
- Regime development and general plan outlines
- Democratic anchoring in special district
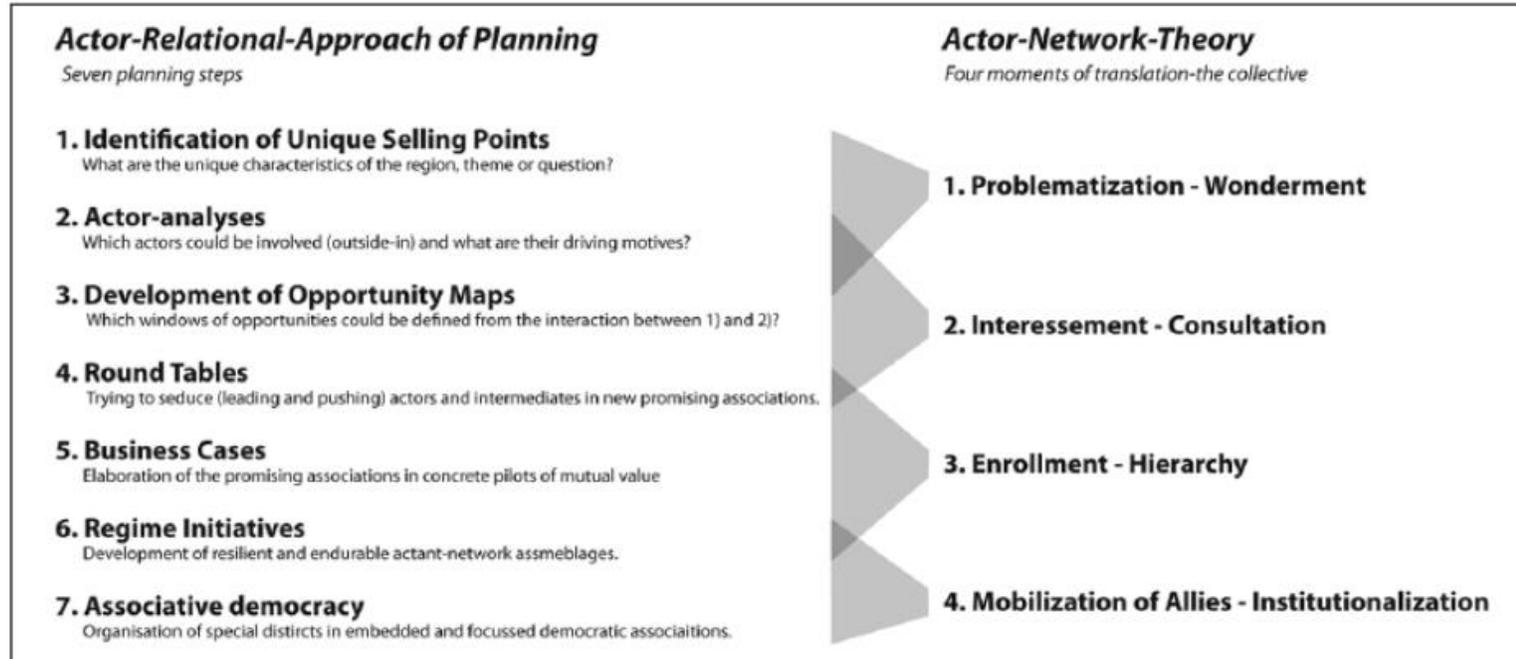
Pengaruh Paradigma Communicative Planning terhadap Perencanaan Penyediaan Perumahan – Sejak 1950s

1900-1960:
Rational Paradigm

1960-2000:
Collaborative Paradigm

2000-Now:
Self-Organisation Paradigm

Social Housing

Real Estate

Community-Housing

Pembangunan perumahan "sosial", menekankan pada kesetaraan, keadilan, dan pemenuhan kebutuhan dasar, diinterpretasikan oleh pemerintah sebagai project leader

Pembangunan perumahan berbasis kebutuhan sekunder dan tersier, image sosial, dan klasterisasi struktur sosial masyarakat. Diinterpretasikan oleh pemerintah dan swasta

Pembangunan perumahan berbasis komunitas, memfasilitasi inisiatif-inisiatif grassroots melalui tanah individual, desain lokal, yang diinterpretasikan oleh masyarakat setempat

Pengaruh Paradigma Communicative Planning terhadap Perencanaan Revitalisasi atau Regenerasi Perumahan – Sejak 1950s

1900-1960:
Rational Paradigm

1960-2000:
Collaborative Paradigm

2000-Now:
Self-Organisation Paradigm

Clearance & Redevelopment

Upgrading & Revitalisation

Regeneration

Pembongkaran dan pembangunan masif, rencana dan desain ditentukan top-down oleh pemerintah & planner, keterlibatan masyarakat rendah

Pembongkaran dan pembangunan substansial, rencana dan desain ditentukan bersama antara pemerintah & planner & masyarakat

Pembongkaran dan pembangunan selektif, rencana dan desain ditentukan masing-masing stakeholder, inisiatif masyarakat & swasta sbg prioritas, planner sebagai edukator

Pengaruh Paradigma Communicative Planning terhadap Perencanaan Perumahan – Sejak 1950s

Phase	Decade	Focus	Instruments
Modernization and urban growth	The 1960s–early 1970s	Physical planning and production of shelter by public agencies	Blueprint planning; direct construction (apartment blocks and core houses); eradication of informal settlements
Redistribution with growth/basic needs	The mid 1970s–mid 1980s	State support to self-help ownership on a project-by project basis	Recognition of informal sector; squatter upgrading and site-and services; subsidies to land and housing
The enabling approach	Late 1980–early 1990	Securing an enabling framework for action by people, private sector, and markets	Public-private partnership; community participation; land assembly and housing finance; capacity building
Sustainable urban Development	Mid 1990s onwards	Holistic planning to balance efficiency, equity, and sustainability	As above with more emphasis on environmental management and poverty alleviation

Couch et al, 2000

Elements → / Actors ↓	PARTNERSHIP MATRIX																				
	CONVENTIONAL											UPGRADING									
	PLANNING		IMPLEMENTATION							MAINTENANCE		PLANNING		IMPLEMENTATION						MAINTENANCE	
	Shelter Design	Settlement Planning	Land Preparation	Finance Provision	Materials Provision	Housing (reconst. & Improvement)	Physical Infrastructure	Community Services	Labour	Management	Labour	Shelter Design	Settlement Planning	Land Preparation	Finance Provision	Materials Provision	Housing (reconst. & Improvement)	Physical Infrastructure	Community Services	Labour	Management	Labour
CENTRAL GOVERNMENT	●	●	●	●	●	●	●	●	●	●	●			●	●			●	●	●		
LOCAL GOVERNMENT		●	●			●				●	●			●		●					●	●
PRIVATE SECTOR						●	●	●	●							●		●				
COMMUNITY													●						●	●	●	●
HOUSEHOLD												●			●	●	●			●	●	●

McCarthy, 2008

THANK YOU