

Comparative Analysis of Two Paradigmatic Approaches to Sustainable Development

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Abstract. The paper describes sustainable development strategies based on the Rational Comprehensive and the Transactive planning perspectives. These two opposing paradigms characterize the two approaches utilized by planners in two case studies: Miramar, Florida (USA) and Dundee, Whitfield (UK). The paper offers comparative analyses of these two approaches, their strengths and weaknesses as well as points out new emerging directions for each planning perspective from informed research and praxis.

Key words: Rational Comprehensive planning, Transactive planning, case studies.

Introduction

Sustainability as a concept is both a process and a goal depending on how it is applied, and on the desired objectives for its application. It could mean different things to different people as its malleability for usage as a strategy or as a tactic are often demonstrated whenever a debate on the subject arises between people representing differing ideologies and conflicting interests. Sustainability has become a rallying cry for groups both globally and locally because it involves issues that touch all of us in a manner that is unprecedented in human history. It is most contentious, perhaps, when it is applied to the urban context because an urban setting is where the majority of the world's population lives today. Sustainable development in an urban context involves all the components of sustainability; environmental, Physical, political, economic, social and ethical, that in turn effects a community's well being, equity, vitality, and economic development, effective management of its resources, and its political standing and ties to other communities. It has implications that can be immediately experienced by current residents of a community as well as effects that may impact future generations of that community. The challenge is to ensure both an endorsement of sustainable development principles as well as an implementation of those principles in practice for the community's current and future generations of residents.

The paper will describe sustainable development strategies based on two opposing planning paradigms that characterize the two approaches utilized by planners in case studies of two cities from two different continents; Miramar, Florida and Dundee, Whitfield. The paper will then offer comparative analyses of the two approaches, their strengths and weaknesses as well as point out new emerging directions for each planning approach from informed research and praxis.

The first is a Rational Comprehensive planning perspective demonstrated by a representative U.S. case study in Miramar, Florida. The city of Miramar is chosen because of its aggressive growth strategies that have promoted new development along its western wetlands despite oversight from Southern Florida Regional Planning authorities who are the final arbiters of its comprehensive master plan. The city planners use predominantly rational comprehensive processes to advance what is presented as sustainable development but in reality is invasive and harmful development in the wetlands while at the same time paying scant attention to the older

downtown core in its eastern borders. The processes that led to the adopted Comprehensive Master Plan for the City of Miramar will be explored along the political, environmental and planning changes the City underwent in its recent past leading to its current policies on sustainable development and realized through a Rational Comprehensive planning approach.

The second is a Transactive planning point of view as demonstrated by a representative U.K. case study of Dundee, a neighborhood in Whitfield, Scotland. In this case, there was both awareness and desire on the part of the city government and the residents to form a planning partnership from inception to implementation of the master plan which resulted in a high degree of satisfaction by the residents and validated the Transactive processes utilized by the planners. In the 70's, Dundee underwent numerous social upheavals compounded by infrastructure failures leading to decay and an urgent need for redevelopment along more sustainable grounds. The processes of sustainable development in the planning of sustainable housing in the neighborhood of Dundee involved a Transactive planning approach which was characterized by mutual learning in direct negotiation and participation between citizens, planners and public leaders. This project housed 12,000 residents in 4,700 homes and accomplished most of the goals and objectives of its participants.

Sustainable Development

Two key issues define the developmental view of sustainable communities; social equity and environmental protection. The space in which the conflict between social groups and in turn the social and environmental values that embody that struggle is assumed for the purposes of this paper to be the community, locally delineated rather than globally. This paper posits a definition of sustainable development that is relevant to the social values articulated by Lewis and Jacobs and central to their respective visions of a sustainably developed community. While Lewis's vision of sustainable development, on the one hand, is more in tune with a top-down approach of procedural planning approaches as exemplified by Rational Comprehensive planning and exhibited through the planning processes of the City of Miramar. Jacob's vision of sustainable development, on the other hand, is more likely to be realized by a bottom-up Transactive planning approach as exhibited by the sustainable housing development of Dundee, Whitfield in Scotland. In this case study, Transactive planning principles emphasized mutual learning, public/private partnerships and direct participation of citizens through all phases of design and sustainable development along with direct observation methods in the collection of data.

Sustainable development is defined in this respect by Robert Paehlke (1994) as "a set of social priorities and articulates how society values the economy, the environment, and equity" (p. 360). This definition gives a central role to social and environmental values that are both an expression of that society's diversity and character as well as an expression of its historical roots. As such it addresses the priority by which such a society applies its values to the equitable distribution and protection of its environmental, political and economical resources, among its members for both current and future generations. It also posits that good social conditions emanating from good social and environmental values are not only necessary for a community to sustain itself physically but also paramount to achieving social justice, equity and environmental protection.

Lewis Mumford's vision of the city as a sustainable organism delineates the definition of a sustainably developed community that was presented earlier. Mumford (1937) vision of the city is presented in his article, *What is a City?*, in which he says "The city is a related collection of

primary groups and purposive associations; the first, like family and neighborhood, are common to all communities, while the second are especially characteristic of city life” (p. 94). Mumford (1937) connects the social activities performed by city residents to economic activities that are supplied by organizations which play a supporting role to that of social activities. Here Mumford point out “the essential social means are the social division of labor, which serves not merely the economic life but the cultural processes” (p.94). Mumford (1937) articulates a vision of the city as a stage for social activities in which the very residents play leading roles from scripts they supply themselves out of their life experiences and as Mumford puts it “the personalities of the citizens themselves become many-faceted; they reflect their specialized interests, their intensively trained aptitudes, their finer discriminations and selections” (p. 94).

Mumford (1937) vision of the city as “a theater” is characterized by the vitality of its personal and group activities, it is not one devoid of tension or conflicts, a vision similar to Jane Jacobs in this respect, but where every thing plays a role in the social dramas where social activities are primary and performed by private groups and giving form to the city as an organic entity. Mumford sums up his vision of a sustainably developed community in which all the parts, social, political, economic, environmental and aesthetic play a vital and dramatic role towards forming an interdependent holistic collective by saying “the city in its complete sense, then is a geographic plexus, an economic organization, an institutional process, a theater of social action, and an aesthetic symbol of collective unity” (p. 94).

While Mumford (1937) celebrates the growth of this organic and sustainably developed community he nevertheless stipulates the need to set limits to its size. Mumford (95) defines the size of such a community in relation to its social functions wherein he says “what is more important is to express size always as a function of the social relationships to be served” (p. 95) As long as the community’s social relationships remain vital then Mumford sees no need to limit its size on the bases of other unrelated factors, but when that vitality begins to dissipate then optimal size, by his definition, would have been reached. This crucial point, Mumford (1937) reminds us helps such a community to achieve effective social relationships, as he says “limitations on size, density, and area are absolutely necessary to effective social intercourse” (p. 95).

For this paper’s purposes, Jane Jacobs’s vision of the city as a sustainably developed organism is seen as informing the Transactive planning approach to realizing sustainable development in an urban context. Jacobs (1961) articulates a vision of a socially sustainable community that is cultivated from personal observations of everyday street level social interactions and culminated in a set of values and principles that she postulates as a better alternative to the sterile and stratified cities that the Rational Comprehensive planners of her time had created.

In essence Jacobs was searching for a qualitative (ethnographies) rather than a quantitative methodology to cultivate data about the city, in which the particular details of city life, become the generators of data and of the new principles for a sustainable community. Jacobs (1961) articulates the main principle of her vision, wherein she says “this ubiquitous principle is the need of cities for a most intricate and close-grained diversity of uses that give each other constant manual support, both economically and socially” (p. 14). Jacobs, additionally, views the economic means of sustaining the city as secondary to the social interactions that generate the form of the city emanating from the particular to the general. Jacobs’s views diversity as essential to her vision, the outcome for the community is better with more diversity. She views

diversity and density in the same light wherein density leads to complexity and complexity is at the heart of all vital social interactions that makes a community sustainable.

In planning terms, Jacobs (1961) calls for smaller streets and a controlled role for the automobile in which cars destructive roles in segregating the social fabric of society may be curbed. The author also advocates for a new role for neighborhood parks where the character of such parks emanates from the character of the communities they serve. Such communities, she stipulates, must be allowed to celebrate their own character or function, a notion similar to Mumford, in which a diversity of activities, economic, social, residential can take place in a mixture of uses. She also abhorred what she characterized as border vacuums that in her opinion only serve to separate and stratify communities. She stresses that there should be more parks of smaller sizes which she calls “pocket parks”. Where she differs from Mumford in her vision for a sustainably developed community is in her limitation on the size of a community. While Mumford (1937) lets size become a function of the social role of a community, Jacobs (1961) stipulates a geographic size limit of one mile by one mile as the outer limit of her ideal community.

Rational Comprehensive Planning

Campbell and Fainstein (2003) define comprehensive planning as “the rational, synoptic planning model based on setting far-reaching goals and objectives” (p. 169.) Traditionally, the planning profession, in both its theory and practice, often justified its planning processes along comprehensive lines. While planning paradigms are often delineated on their substantive or procedural basis, Rational Comprehensive planning, being on the whole a procedural perspective, still maintained substantive roots in Utopian Comprehensiveness as well as its adherence to Modern Scientism.

Faludi (1973) makes two observations on the characteristics of planners and social scientists as both groups helped shape the debate on Rational Comprehensive planning. Faludi (1973) posits that “First, what distinguishes planners and their critics in these days of growing sophistication...is less their intellectual caliber and more their temperament. Planners are *optimistic* whilst social scientists are reared on skepticism.” (p. 113) The second observation that Faludi makes is that comprehensive planning opponents “see society as pluralistic” comprised of “a collection of individuals and groups” (p.113) while its proponents view “society as an organic whole” (p. 113). The debate revolves around Rational Comprehensive planning’s postulation of the objective neutrality of its processes stemming from its adoption of the scientific method in its planning processes as well as its drive to accommodate economic efficiency methods on behalf of the Public Interest.

Campbell and Fainstein (2003) provide us with a succinct explanation of Rational Comprehensive planning “as the attempt to coordinate the multiple development and regulatory initiatives undertaken in a region or city.” (p. 9) Taylor (1998) points out that the general sense of Euphoria and renewed hope and optimism that characterized the post-war period was also a period of intense urban development. Although, it was largely carried out by political agendas and economic interests though its ills were later blamed on the planning profession in general.

This scientific management view of planning was later discredited but not before an all out attack on the profession from a multitude of antagonists had taken place and taken its toll on the fledgling new profession. That is not to say that criticism of urban development of the post-war period in its two levels did not have some benefit to the profession. On the one hand it ended

the profession's dependence on physical planning as its sole mode of theory generation and extended the theoretical boundaries of planning to include the full spectrum of the social sciences. This in effect broadened the outlook of planners and invigorated the scope of their practices to be able to deal more effectively with the sociopolitical and economic forces that were seeking to dominate the planners' response and reduce them to mere technical tools subject to their agendas.

Physical determinism was no longer holding sway in social planning and both value laden judgments and citizen participation in planning were given their due. The profession entered a new period of reflection on its processes and its underlying theoretical assumptions which widened the horizons of its practice and directed its theoretical energies into a new direction, that of comprehensive rationality. This system and rational process view of planning was wedded to the modernist ideology of scientific management and its assumptions about humanity's ability to conquer nature with the tools of science.

Thus, Rational Comprehensive planning became the culmination of what Kuhn (1962) would have described as a period of "Paradigm Articulation", marked by a resurgence of former beliefs in progress and the scientific agenda of 18th century European Enlightenment. It was as if the two World wars had not only wiped out countless human lives, but also induced a lapse in memory as well. Comprehensiveness, consensus, value-rationality as opposed to instrumental-rationality, mixed scanning, incrementalism and pluralism are some of the many faceted maize of concepts and theories which planners had to wade through and synthesize into coherency in the wake of comprehensive rationality.

Criticism of Rational Comprehensive Planning:

Campbell and Fainstein (2003) posit a useful perspective on the evolution of planning approaches as "divergent responses to comprehensiveness" (p. 169) The authors cite two reasons for its failure to accomplish its objectives: "First, it required a level of knowledge, analysis, and organizational coordination that was impossibly complex" (p. 9) it put the planner in the unenviable position of having to simultaneously coordinate and synthesize the various initiatives and specialties involved. Campbell and Fainstein additionally point out that " Second, it presumed a common public interest, but in effect gave voice only to powerful interests and ignored the needs of the poor and the weak." (p. 9) The criticisms and debate on Rational Comprehensive planning which began in the early 60s with Altshuler (1956) continued well into the 80s and lead not only to alternative approaches in planning but inadvertently broadened the scope of planning to include sociopolitical and economic considerations in forming policy that go beyond its earlier singular focus on land-use alone.

Friedman's (1971) critique of rational comprehensive planning hinges on the premise that a tactical approach to planning concerns such as his own procedural Transactive planning paradigm has validity and relevancy rather than the strategic approach which rational comprehensive planning employs as a substantive measure to answer the concerns and objectives of the profession. Friedman's critique was coupled with a prescription for a dramatic change in planning theory and practice. He advocated utilizing a bottom-up approach to planning that invokes public participation rather than the historically dominant centralized top-down approach of rational comprehensive planners. Its long range plans and empirical and systemic view of urbanity positioned the rational comprehensive planner as a technical expert at the helm of control.

Perhaps the greatest failing of the rational comprehensive approach is that it could not, despite its modern scientific garb, accomplish the three primary objectives of planning, namely, social justice, environmental protection and economic effectiveness without compromising reflexive praxis for the sake of technical expertise in a climate of socio-political and ethical 'emptiness'. Planning responses to issues of individual values, context, moral judgment, resource conservation and equitable distribution, social equity and justice were abdicated to special interest groups and powerful political and social entrepreneurs. It did so by replacing value-rationality with instrumental-rationality in emulation of the natural sciences and its cadre of copy-cat social sciences.

As both Taylor (1998) and Friedman (1971) point out, Planning's mode of inquiry is multi-disciplinary and as such can not be bounded or ordered through its paradigms alone. A reflective dialogue between its theory and practice is needed to inform the profession and maintain its flexibility and relevancy amidst a sea of competing values and influences. Although it must be said that the new resurgence of interest in comprehensive planning comes not out of a nostalgia for its technical and neutral view of urbanity but rather as a result of our evolved understanding of the urban context and a renewed appreciation for the role of self sufficiency, technical sufficiency, social guidance and the impact of collaborations and partnerships in affecting favorable outcomes through public participation in traditional planning processes. Open-system planning, natural planning and strategic planning have all emerged out of a reformulation of rational comprehensive planning practices in our current era.

While the debate, principles and criticisms of Rational Comprehensive planning is extensive and is covered in far more detail by numerous sources in the literature, this paper limits the discussion to those elements that concern the case study of the City of Miramar.

Transactive Planning

John Friedman (1973) postulated in his theory of Transactive planning that it is citizens rather than planners who should be leading planning processes, while the role of the planner is confined to that of facilitator, citizens should utilize social knowledge to effectively guide the development agenda of their society. Friedman (1973) also posits that Transactive planning's assumption is inter-subjective, draws its inspiration from Maoism and emphasizes mutual learning between the planner and the client. Thus, Transactive planning's overriding objective, according to Hudson (1979), is one of facilitating greater participation in decision making for disadvantaged communities.

Friedman's (1973) Transactive planning approach follows up on his prior criticism of Rational Comprehensive planning as an attempt to replace its shortcomings with processes that were previously put in place by Advocacy planners as they pursued a social agenda on behalf of the disadvantaged and the disenfranchised minorities. Transactive planning is viewed by Friedman (1973) as a decentralized, bottom-up approach, not separate in its processes from social action, and procedurally more pragmatic and more detailed in its emphasis on translating information into action, as compared to Advocacy planning. It sets a new role for values as well as a defined role for the Transactive planner as a mediator, no longer merely an advocate for the client. Within the active society that Friedman (1973) envisions, personal dialogue between planners and their clients is essential to capture sufficient knowledge to address problems as they are being defined and as information is being exchanged. This in turn, as Friedman (1973) reminds us, promotes an environment of mutual learning among the participants in a society that

is able to transform knowledge into consensus of community action. People's unique life experiences, as Hudson (1979) informs us, provide the focus needed for uncovering policy issues, thus enabling Transactive planning processes to effectively address them.

When set against the historical record of social theories taking precedent at the time, a different picture emerges than the one presented by its proponents. Friedmann (1973) reveals the usefulness of Transactive planning for "allocation and innovation", and that it aims to bridge the gap between the planner and his client. He also posits that the "coalescence of diverse knowledge on a holistic spectrum" is one of its most important components. That Transactive planning is a method of deliberation that emphasizes communication is beyond question, it shares that attribute with Habermass's communicative action theory along with its redefinition of the relationship between the planner and the client as "a mutual process of learning" However, its objectives and the inter-subjectivity of its premises differentiates it from another later planning approach, namely, communicative planning, which emerged in the United States in the 80s, through Forrester's interpretation of Habermass's.

Transactive planners translate information garnered from their clients into action without addressing the assumptions and value ascriptions inherent in their translation. Forester's (1980) definition of the planner disregards the question of how issues are to be framed while Healey's description of planners' uncertainties about their roles opens the debate on the efficacy of not only Transactive planning as an approach but also of communicative action theory's substantive contributions to planning practice or lack of.

Case Study 1- The City of Miramar, Florida, U.S.A

A Rational Comprehensive Planning Approach to Sustainable Development

Background and Objectives

The City of Miramar was incorporated May 26, 1955 and according to the City of Miramar's web site "Miramar was founded by one person, A. L. Mailman, and its basis for development was not transportation oriented, but rather to serve as a "bedroom" community for Miami and Fort Lauderdale...early City fathers advocated the philosophy of planned and controlled growth." (City of Miramar Website, Founding the City) The city of Miramar has a linear shape that stretches from east to west along the southern boundary of Broward County and the northern boundary of Miami-Dade County. This unusually narrow political boundary configuration is made up mostly of wetlands. Most of the city land lies in the 100-year flood plain except for a small area at the northeastern edge of the city. The total land area in Miramar encompasses 31 square miles, while its population was 90,359 in 2003. The city is located in southeastern Broward county midway between Fort Lauderdale to its northeast and Miami to its southeast. North of Miramar are the cities of Hollywood and Pembroke Pines. Miramar's borders are adjacent to two other municipalities, unincorporated Broward, and Miami-Dade counties. The Everglades runs along the city's western edge officially designated Broward County Water Conservation Area 3A. According to the *South Florida Regional Planning Council*, the issues the city faces are endemic to the region and began as far back as 1850. In that year, Congress passed the Swamp and Overflowed Lands Grant Act, which allowed Florida and all other states to claim "swamp and overflowed lands" for the exclusive purpose of making them productive through drainage and the construction of levees. (p. 3) Federal and State pro-growth policies continued unabated until the latter half of last century causing considerable damage to the delicate equilibrium of the South Florida Everglade ecosystem. (p.3)

In the late 1970s, people in South Florida were becoming aware of the environmental impacts of past projects on the Everglades system. What was also becoming evident is that what was being affected was as fundamental as the fresh water supply. The Everglades replenishes the Biscayne Aquifer, which provides the drinking water for South Florida. The lowering of the water table brought on by draining the system resulted in salt water entering in coastal wellfields and the need to move these fields inland closer to the Everglades. (p. 4)

The outlook for the future of managed growth for Miramar and its region, as expressed in its sustainable development strategy which follows loosely Smart Growth guidelines remains discouraging. Similar strategies had failed to contain sprawl and curb the over-development of nearby cities like Miami in Miami-Dade County and other counties in the South Florida region. Continued population growth will add to the existing strains, which pressure the environment of the region. Development density along the coastal ridge has reduced the ability of natural systems to provide protection of the coastal area from such natural forces as hurricanes.

Westward growth has also encroached on wildlife habitat. Without proper protection, residential communities in the western areas of Miramar, adjacent to the Water Conservation Areas, threaten fresh water needed for environmental stability of the Everglades system and urban potable water consumption.

Approach & Strategy

Information on the City's governing structure and planning strategies is provided by the City of Miramar's web site as follows:

Until March 13, 1991, the City was governed by a "Strong Mayor-City Council" form of government. Under this form of government, the Mayor served as the Chief Administrative Officer, supervising the day-to-day activities, and was responsible for carrying out the policies established by the City Commission. All department heads were appointed by, and reported directly to the Mayor. The City Commission, through the budgetary process and enactment of legislation, functioned as the policy-making body. The transition to a "City Manager-City Council" form of government took place at 12:01 A.M. on March 13, 1991, the day following the municipal election. The City Manager is appointed by the City Commission to serve as the administrative head of the municipal government and to provide recommendations to the City Commission on policy issues. He is responsible for the daily activities of the municipal government and is charged with carrying out the policies established by the City Commission. The City Commission is elected by the residents of Miramar, and is comprised of four members and the Mayor. The City Commission sets the policies of the City through the budgetary process and enactment of ordinances and resolutions. (City of Miramar Website, Government Structure)

The City of Miramar's web site also provides information on the processes governing resolutions as follows:

A resolution or ordinance may be proposed either by the administration (the City Manager and his staff) or by the Mayor or one of the Commissioners. They are both passed by a majority vote of the Commission; however, an ordinance must be voted upon

on two separate occasions before taking effect The Mayor and the City Commissioners are elected at-large, with the City Commission designated by seat numbers. The Mayor and the City Commission are elected for four-year terms. (City of Miramar Website, Resolutions/Ordinances)

Miramar's 1972 Comprehensive Land Use Plan and subsequent update provide the framework for its future development. With 2/3 of its land not yet developed and a population of 90,359 in 2003, Miramar is now Florida's 16th largest city, with more residents than Miami Beach, West Palm Beach or Boca Raton. As Herson, and Bolland (1998) point out, the myriad ways in which land-use planning regulations have been wielded, have served to emphasize the important influence these governments have on the physical location of their residents. (p. 32) Kaiser et al. also explains that the vision to look beyond immediate concerns and issues to the needs of the future is a key attribute of the land planner. By systematically evaluating the outcomes of past planning attempts, the planner enables the community to learn how to plan more effectively. (p. 29) According to the City of Miramar website, the governing and authority structure of the city's departments and commissions is as follows:

The city commission, on the other hand, has been given authority over the Land Development Code by state law, the Charter of the City of Miramar and its Code of Ordinances. The planning and zoning board shall act as an advisory board to the city commission on the following matters, except for variances from minimum yard requirements in which case the board shall have final authority The Planning and Zoning Board of the city acts as the Local Planning Agency, while the Planning and Zoning division is itself only one of three components of the Community Development Department. The other two components are the Building Division and the Economic Development and Revitalization Division of the city of Miramar. (City of Miramar Website, Government Structure)

The laws that govern the land development in the City of Miramar are disclosed by the City of Miramar's website as follows:

The Land Development Code of the city of Miramar was enacted pursuant to the requirements and authority of Chapter 163, Part II, Fla. Stat. (the Local Government Comprehensive Planning and Land Development Regulation Act) and the general powers confirmed in Chapter 166, Fla. Stat. (Municipalities) and the Constitution of the State of Florida. The purpose of this Land Development Code is to implement further the comprehensive plan of the city by establishing regulations, procedures and standards for review and approval of all development and use of land and water in the city in addition to and in more detail than those in the plan.(City of Miramar Website, Government Structure)

Planners Role

Within the Planning and Zoning Division of the city of Miramar, where only a few planners are employed along with administrative staff, a local planner's role historically remained subservient to the city's prevailing political culture. The planner role oscillated between implementation of

actions mandated by the state since Florida began enacting statewide growth management policies in 1972 and laissez-faire accommodation of industrial and commercial development interests before state mandates came into effect.

The goal of the land-use planner is not simply to accommodate federal and state mandates for growth-management development, but to guide the market toward producing good communities. Currently the local planner in Miramar can be seen as a technical manager of change whose duties can be summarized by the following description published by the Planning and Zoning Division of the city of Miramar:

The planner guides citizens, developers and builders in the processing of site plans, plats, site data records, rezoning, conditional uses, and variances. Processes all temporary use permits. Assists in processing occupational licenses. Provides technical assistance to the City Commission and the Planning and Zoning Advisory Board. Reviews all non-single-family structures and signs for adherence to Community Appearance Board regulations. Reviews site plans, plats, rezoning, and other land development applications to determine compliance with the City's Land Development Code regulations and Comprehensive Plan. Ensures proposed development uses are consistent and compatible with surrounding zoning districts and uses. Tracks and monitors development within the City. Maintains and updates the City's Comprehensive Plan and Land Development Code and conducts special studies. (The City Of Miramar, 2003, *Planning and Zoning Division: 1*)

Problem definition

For three-quarters of a century, the golden tool of local governments in the United States has been local land-use regulation and its accompaniment in tax revenue generation. Federal and state statutes that allow land-use development strategies that use tax-incentives to subsidize new development in rural, undeveloped land and greenfields as well as weak growth-management policies that use land-use incentives to allow new development in critical, sensitive and natural hazard areas escalate population growth and present city planners with a challenge of crisis proportions. The South Florida region and municipalities are awash with failed examples of such policies having led to services and infrastructure failures and loss of natural habitats, with its accompaniment of social, environmental and economic ills.

Today, the city of Miramar along with its South Florida region faces a failing infrastructure in transportation, waste management, water supply, overtaxed school system, and community services. This is compounded by unrelenting pressure applied by the construction and development industry for continued growth westward into wetlands and open spaces. This is readily evident in the city of Miramar, which is on the verge of developing the last remaining open spaces in the region. This is a source of conflict for local residents and environmental groups that seek to protect the finite natural resources of their respective communities. The strains these developments generate by depleting natural resources, can threaten residents' quality of life, lead to higher costs for services, congestion, pollution and urban sprawl.

Role of Public

It is evident that citizen participation in Miramar is limited to formal hearings done at the discretion of the city council and is token at best. While a board made up of notable citizens and civic leaders issued recommendation for the articulation of the goals and objectives within the Comprehensive plan, it was dominated in reality by business leaders and made token mention of the needs of residents in Eastern Miramar and future assistance for senior citizens and disadvantaged populations of the city.

Perception of Outcomes

This outlook is reflected in Miramar city residents' perception that further development will lead to negative outcomes for their quality of life and sense of place. The Miami Herald Project Survey, which was the source for this citizen response, was started by staff photographer J. Albert Diaz, who documented life in the new suburbs of Broward County for two years.

Other Herald staff writers such as continued the project by assembling a series of articles based on questions posed to planners, policy makers, and residents about the unprecedented growth and their reactions to it. According to Daniel De Vise of the Miami Herald (2001) in his article *Broward has had enough, readers say*, letters sent by residents to the Herald in response to the survey questions demonstrate that citizens "overwhelmingly oppose pushing Broward's suburban sprawl west into the river of grass." Daniel De Vise of the Miami Herald (2001) also points out that the reason given by their respondents is that "Unchecked growth can only add to the stress on overtaxed schools and roads upset the delicate equilibrium of the South Florida ecosystem and gobble up the wide open spaces that drew them to Broward in the first place."

Case Study 2-Dundee, Whitfield, United Kingdom

A Transactive Planning Approach to Sustainable Development

Background

According to the European Academy of Urban Area, in the 1960's, the original housing project in Dundee, Whitfield housed 12,000 people in 4,700 houses of mixed styles which quickly dilapidated because of inferior construction, vandalism, lack of social services which eventually led to massive unemployment. In 1990, 70% of the residents had an income of less than \$ 10,000 a year and the city's total unemployment was 12.5% while Dundee's figure was 47.5%. The European Academy of Urban Areas points out that lack of insight in planning coupled with shady construction practices "blurred the distinction between public and private space" (p. 2). The academy further explains that the living conditions and amenities in those house terrible, from lack of adequate heating to moldy condition throughout the area. The houses were also separated by large spaces that further contributed to social isolation of residents.

The European Academy of Urban Areas points out that in early 1985, a grassroots effort by community residents began the "Whitfield Talks". These "talks" mobilized concerned citizens from the community along with members of Districts and the Regional Council which included government planners from the city of Whitfield. The national government was also approached for help to develop Dundee along sustainable grounds. This coincided with the national governments' own initiatives to redevelop the area. Thus, a consensus of goals on the local and

national level, by all stakeholders, made it possible for funding and logistical support to be allocated to the community in a timely manner.

Project Profile

Participants: community residents, Local government planners and administrators, Regional government policy-makers, National government, European Union and several NGOs

Finances: Public-Private. Partnership, Local government and the National government,

Goals and Objectives: Increasing public awareness and participation, implementing sustainable development and improving living conditions.

Methods: Direct public participation, Transactive planning approach, participatory management structure, pilot project.

Approach and Strategy

The European Academy of Urban Areas point out that the sustainable development in Dundee, Whitfield followed the following principles, which were formally adopted for implementation in 1994 by the Dundee Whitfield Partnership:

- a multi-sectoral approach, involving physical, economic and social renewal;
- a partnership concept that includes the participation of central government, local government, the private sector and the community.
- a concentration of resources intended to provide a critical program mass;
- direct involvement of the Scottish Office in setting up the partnerships and in chairing
- integration of Whitfield more fully into the structure of Dundee;
- improve accessibility within Whitfield;
- upgrading of open spaces and recreational facilities;
- creation of a better residential environment;
- general improvements to the environment.

(Dundee Whitfield Partnership, 1994, *EAUA*: 4)

Case Analysis

Planner's Role

The role of the planners in the sustainable development of Dundee was to mediate in the deliberation with stakeholders and generate a reflexive understanding of issues. The planners facilitated an environment of mutual trust within which enabled Dundee citizens to define relevant problems and explore alternative sustainable strategies that are in line with their goals for their community. Two full time planners worked on the project and personally met and facilitated meetings among all stakeholders.

Role of the Public

The role of the public was to define relevant problems and explore alternative sustainable strategies that are in line with their goals for their community; Dundee citizens also participated and guided subcommittee deliberations for the coordination of the implementation process.

According to The European Academy of Urban Areas, Dundee's sustainable development planning and implementation structure of Dundee's was composed of two sections; a board and sub-groups "that deal with various aspects of strategy planning and implementation in the areas of housing and environment, community services, employment and training and monitoring and evaluation" (p. 3)). Community residents are represented by four members in each of the sub-groups and a total of ten representatives for the board. The board is serviced by the Partnership Strategy Team which handles the day-to-day running of the Partnership (p. 3)

The process was highly participatory and the stakeholders were diverse, they included, residents, Whitfield city council members, members from the Chamber of Commerce, police departments, local health boards, employment services and local trust, so a variety of interests were expressed and worked together to reach consensus.

Problem Definition

Social dysfunction and outdated technical planning frameworks were the two main problem areas that were defined as contributing to Dundee urban decay and needing to be addressed through a Transactive approach leading to sustainable development of the community.

Perception of Outcomes

The European Academy of Urban Areas the sustainable development garnered high participation with a lot of support and trust by residents of the community and other stakeholders, however, the process of implementation did take a long time to accomplish.

Conclusion

Rational Comprehensive and Transactive approaches to planning are polar opposites in that the former is a top-down approach while the latter is a bottom-up approach. Consequently, their procedures are oriented to make best use of their primary methods of collecting data. Rational Comprehensive planners rely on formal methods of involving the public through public hearings and committees that harness the goals and objectives of the community through its leaders. Such an approach embodies the role of the planner as an expert and as such is open to criticism of elitism and irrelevancy of its processes and outcomes for ordinary citizens. In the case of Miramar, this role of the planner was evident in all the formal processes that culminated in the adoption and implementation of the city's Comprehensive master plan. It was also evident in the prominent role that business entities played in articulating the goals and objectives of the community as representing the public interest. The city's planners retreated into a technical role and abdicated their social responsibility to the community's senior citizens in Eastern Miramar as well as those of immigrant families and low income residents.

Transactive planners rely on their mediator roles to form mutually learning partnerships among the multitude of interest groups comprising a community to induce maximum

participation in the design and implementation of desired outcomes. The Transactive planning approach, in contrast to Rational Comprehensive planning, emphasizes the deliberative nature of citizen participation in articulating and implementing the values and desirable outcomes of the community. The role of the Transactive planner is defined through mediation and mutual learning rather than through technical expertise in order to form an inclusive participatory frame to address the socio-political, economic and environmental concerns of the community. In the case of Dundee, problems associated with neighborhood deterioration and its subsequent re-development along sustainable grounds were the result of all-inclusive deliberations between citizens and civic leaders through planner moderation to reach consensus leading to desired sustainable outcomes for the ensuing development.

Compared to the residents of Miramar, Dundee residents expressed a greater level of satisfaction with the outcomes and demonstrated higher levels of participation in the processes of planning. This would seem to confirm the positive impact of inclusive citizen participation on sustainable development outcomes driven by planning approaches that are procedurally deliberative and inclusive rather than those with exclusive processes that limit the role of citizens in the development of their communities.

This comparative analysis delineates three main challenges or obstacles to achieving better outcomes for sustainable development, in view of the two paradigms approaches that were applied to their respective case studies. The first obstacle is one of informing existing methods and processes that planners utilize in either approach to advance their communities vision of sustainable development with lessons from practice. For Rational Comprehensive planners, the challenge remains one of inducing trust between public and private interest groups as well as providing for more effective citizen participation and providing for citizens feedback as early in the design process as possible while maintaining coherency and strengthening implementation outcomes.

As history demonstrates, Rational Comprehensive planners in the past have more often than not abandoned their objectives of social justice, environmental protection and economic efficiency and their role as social mediators to become mere tools in the hands of political aspirants and powerful special interest groups. This technically bound and socially inept role of planners has been discontinued in our time, not universally but academically and in most practices that are informed by sounder theoretical principles than those in existence at the disciplines infancy. For Transactive planners the challenge remains one of balancing desired outcomes for sustainable development with participatory processes that are often time consuming and lack effective coordination. Learning from best case practices and adjusting Transactive processes to reflect organizational and temporal constraints may lead to better outcomes for sustainable community developments of the future.

The second obstacle is the socio-political climate which even in our time wherein social equity and justice are protected and enforced through legislation, informal discrimination and segregation is still in evidence in all walks of life. While pluralism and progressive policies for social equity and justice help to counter such destructive sentiments in our present day society, the vision of a complex, vital and non stratified society that is needed for sustainable development to occur is yet to become a reality.

The third obstacle is that of existing economic methods of production. Sustainable development would benefit from a globally coordinated and locally applied environmentally responsive methods of production that include locally generated knowledge and utilize local methods and creativity in order to accomplish a just and equitable means of producing and

distributing resources for both current residents of a community and for its future generations of residents.

Although we have come along way in the last few decades in terms of greening our environments and passing legislation for its protection, industries are still reluctant to alter their methods of production in fundamental ways that would be better for the environment and concurrently make such products affordable for everyone. Industries and economic interests, instead, use their powerful influence in our political system to legitimize their entrenched and destructive methods of production and distribution by in the name of economic progress and stability. Although there has been some advances made in some industries in terms of greening their practices, the majority of industries are still overly reliant on fossil fuels and antiquated methods of production as well as an over reliance on the automobile and its accompanying networks of highways and byways for distribution. Additionally, whenever a product is deemed environmentally sustainable, it is also immediately marketed at a higher cost that removes it from the reach of the majority of citizens and further entrenches existing inequity in society at large.

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