EXAMINING THE NORMATIVE ASPECTS OF PUBLIC PARTICIPATION IN COMMUNITY PLANNING: A CASE STUDY OF THE BIG BEND SCENIC BYWAY

By

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A THESIS PRESENTED TO THE GRADUATE SCHOOL
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To my wife and partner in this adventure.

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Finally, and the place of honor, I offer to my wife Brinly all that is within my heart and strength to show my appreciation for the time she has labored together with me. She is exactly the "help-meet" and partner that I need in this world. I hope that I can serve her the rest of my life as well.

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By

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Public participation continues to be a topic of debate in research literature and professional publications as practitioners and theorists define what structural principles should guide public involvement. Little consensus exists on what elements should comprise those principles. Further, very little formal investigation has occurred to determine what principles are important to participants. No evaluation has occurred to determine which principles are most or least important to those involved or how those principles affect the collective efficacy of individuals.

This research has explored three aspects of public participation associated with the designation of the Florida Big Bend Scenic Byway. The socio-demographics of the participants involved in the planning were compared with the surrounding community to determine if participants represented the surrounding community. Structural principles of the process were evaluated to determine which aspects were most important to individuals. Participant attitudes toward the structure of the designation process were

evaluated to investigate the effect of the structure on members' perceived collective efficacy.

Results show that participants of the designation process were an elite group of individuals whose socio-demographics differed from the general population of Wakulla County, Florida. However, this elect group placed most value on getting community members to the planning meetings. They placed least importance on having power over the process and decision-making. Further, the importance of consensus, education, representation, and gender was found to have an effect on the perceived ability of participants to contribute to decision-making processes. These findings provide further understanding of the values participants place on aspects of their participation in community issues and can be used to help guide these processes in the future.

CHAPTER 1
INTRODUCTION

Problem Statement

How to engage citizens meaningfully and effectively in public decision-making processes is one of the key issues facing policy makers today (Stern and Fineberg 1996). It is widely accepted that citizens should be involved in community planning and environmental decision-making. The challenge is how to design public involvement forums that produce both sound policy outcomes and meet the democratic expectations of all involved (Blahna and Yonts-Shepard 1989; Dryzek 1990), creating an environment for a positive and legitimate discourse.

Practitioners and theorists have explored success in public involvement forums, finding that it is a function of both the decision-making outcomes and structural characteristics of the process. Researchers have sought to define the specific criteria for such success in public participation (Lynn and Busenberg 1995; Moore 1996), searching for principles to guide public involvement. There is little consensus, however, about what those principles should be (Tuler and Webler 1999). Moreover, professionals have provided most of the input and very little has been received from the participants. Some research has focused on how participants define successful outcomes of public participation (Moore 1996), but very few studies have conducted research on how participants define good principles in their own voices. Further, no evaluation of these principles has occurred to determine which ones are more and less important and identify their relationship to other variables.

This study investigates the normative aspects of public participation in community and natural resource planning. Participation norms are those informally or formally and unspoken or spoken rules of engagement that are agreed upon by the general consensus of those involved. Principles are related to norms in that they represent the ideal characteristics of the process structure and communication between decision-makers and participants. Julian Habermas (1984, 1987) proposed an ideal discourse that could exist between participants. Using Habermas' theory, Webler (1995) outlined the meta-criteria of fairness and legitimacy that should exist in democratic processes. Further, Webler suggested that specific principles might be developed out of these criteria that govern and direct decision-making.

Based on these two works, Tuler and Webler (1999) investigated the normative claims of Webler (1995), examining how participants define good principles in their own voices. Their study gathered information from participants involved in a forest policy-making process in New York. In that study, interviews were used to identify characteristics of the process that were important to participants. Qualitative analysis revealed seven principles. To progress a theory of public participation, they suggested that identifying citizen' perceptions of the importance of the principles as well as how they relate to socio-demographic characteristics should be the next steps in this area of research.

Participant attitudes toward the principles may also influence their beliefs about how efficacious the decision-making group is in attaining certain goals or performing specific tasks related to the mission of the group. The perception of collective efficacy is based on how capable a group of individuals or community can perform and may predict

how it will perform in the future (Carroll and Reese 2003). Past research has related the deficiencies of socio-economic status to low levels of collective efficacy (Sampson et al. 1997). Research has also linked collective efficacy to how teachers feel a school is able to accomplish certain corporate goals (Bandura 1997; Goddard and Goddard 2001). This research can be linked as well to public participation forums where individuals can have a perception of how the group is able or can achieve certain goals. It appears that current research has not explored the relationship between collective efficacy and public of participation. However, participant attitudes toward the structure of the process may have a substantial effect on the ability of members to participate effectively in community planning.

The context for exploring these aspects of participation is the Big Bend Scenic Byway designation process, which is a part of the Florida Scenic Highways program. The details of this program and the area in which it is located will be introduced in the following section.

Study Area and Background

The primary intent of the Florida Scenic Highways Program (FSHP) is to designate existing roadway corridors in order to preserve, maintain, and enhance unique intrinsic resources for the traveling public's enjoyment. It can also benefit communities along the roadway corridor, providing resource protection, community recognition, economic development/ tourism, partnering, and community visioning (FSHP 1996). The process of designing a scenic highway is a participatory effort, led by local community residents, to heighten awareness of Florida's history and intrinsic resources (FSHP 1996). Currently, the Florida Department of Transportation (FDOT) provides communities interested in scenic highway designation with several resources to assist them. The

Florida Scenic Highways Program Manual offers a detailed guide that leads communities through the steps of designation. Grants are made available that can help support community events featuring the proposed byway as well as technical experts. A resource coordinator is available throughout the process and he/ she can offer communities information and hands-on assistance.

This research is part of a larger project evaluating the Big Bend Scenic Byway (BBSB) designation process over a period of three years (Figure 1). The project will gather information from participants involved in the planning of the byway as well as measure community attitudes toward economic development, tourism, and the effectiveness of public meetings to generate support for the byway. The byway is currently proposed to travel through Wakulla, Leon, and Franklin counties. All counties have expressed interest in the byway, however, Wakulla County is the only county that has moved ahead with the process, promoting the byway to the community and forming the Corridor Advocacy Group (CAG). This group of is composed of community residents currently involved in the designation of the BBSB.

Communities in the region have historically used the harvesting of timber and marine life as major sources of income. In the past two decades, regulations affecting harvestable areas and extraction amounts have led to significant reductions in regional income. In response, local, state and national agencies have looked for new sources of revenue for the citizens. One of the strategies is to increase tourism by promoting the area through the development of a Florida Scenic Highway.

The Apalachee Savannah's Scenic Highway (ASSH) is currently a designated section of roadway in Liberty County located in the Apalachicola National Forest (the

largest National Forest in Florida with over 564,000 acres). The BBSB will extend from the southern terminus of the Apalachee Savannah's Corridor, which runs along the forest's western flank. It will then travel east along the coastline, diverging north to the center of the forest and east to the St. Marks National Wildlife Refuge. The corridor of the BBSB was chosen for its natural beauty and historic resources. The Apalachicola National Forest has many rivers and streams providing a steady freshwater flow to estuaries known for shellfish and other commercial seafood. Portions of the forest contain cypress, oak, and magnolias. Stands of slash and longleaf pines cover the sandhills, and flatwoods provide habitat for the largest population of red-cockaded woodpeckers in the world.

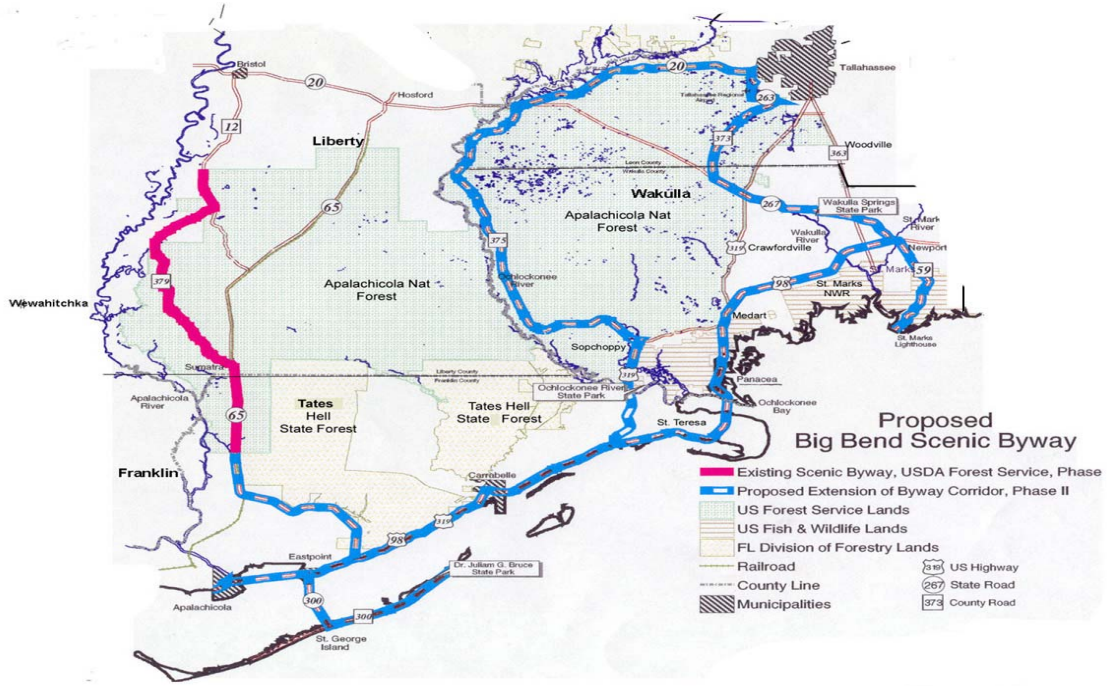

Figure 1. Big Bend Scenic Byway

Many other qualities make the Apalachicola region unique. The Gulf of Mexico borders it on the south, and Highway 98 extends along the shore for many miles, offering spectacular views. Freshwater springs dot the area, including the Spring Creek, which is a

collection of up to 14 springs with a combined output of nearly 1.25 billion gallons a day, billowing up from the Gulf near the town Saint Marks, making it the largest spring in Florida by over 250%. Various state forests, geological sites, and a National Wildlife Refuge add to the scenic and natural beauty.

Residents of Wakulla County have been the most proactive among the three counties in initiating the designation process. They may consider the BBSB as an opportunity to diversify and expand their economy. Some Franklin County residents seem to be hesitant of increasing promotion of the area. Tourism is already a strong component of the county's economy, and residents may be leery of attracting more. Leon has the smallest portion of the byway and the largest population; many residents may not even be aware of the planning efforts.

The BBSB designation process was designed by the FSHP to be participatory in its structure. It is initiated and led by community residents, with some professional assistance from a Florida Department of Transportation Scenic Highways Coordinator and other management agencies. In this case, an employee of the US Forest Service who is also a resident of Wakulla County helped initiate the designation of the Apalachee Savannah's Scenic Highway on federal land in Liberty County in1998. Soon after, there were discussions among FDOT, Forest Service personnel, and community residents to extend the scenic highway into adjoining counties.

The designation process formally began with several community meetings located in the small towns of Wakulla County. During these initial forums, the byway was introduced and described by consultants (also Wakulla residents), tourism leaders and a representative from the USFS, while residents responded with questions and concerns.

Participants were invited to become more involved as a part of the Scenic Byway Corridor Advocacy Group (CAG). The CAG met for a planning meeting in January and drafted a Letter of Intent initiating scenic highway designation. The participants who attended this CAG meeting are the source of data for this research project.

Research Objectives and Hypotheses

This research sought to gather information that could be applied to the FSHP and to further understand the dynamics of the participatory structure of the designation process.

Objectives

1. Which principles of a public involvement process are most important and least important to participants?
2. Do the participants of the Big Bend Scenic Byway designation process represent the surrounding community?
3. Is there a relationship between perceived collective efficacy of CAG members and the principles and characteristics of participation?

Hypotheses

1. Participants will place higher importance on power to influence process and outcomes over other principles.
2. The participants of the Big Bend Scenic Byway designation process do not represent the demographics of the surrounding community.
3. There is no relationship between the certain principles and characteristics of participation and participants' level of collective efficacy.

Rationale For Study

Several dimensions of participation are used in this study to evaluate participatory decision-making in the Florida Scenic Highways Program: principles of public participation, socio-demographic representation, and collective efficacy. The justification of this study is to further the understanding of normative aspects of participation in community planning and environmental decision-making from the perspective of

participants. Doing so will further assist our understanding of participants' attitudes toward the structure of the process.

The Florida Scenic Highways Program (FSHP) begins with a premise that members of the community should be involved in byway planning. However, do all cross-sections of the community actually participate, or does the process include only elites? Examining this case can determine whether the participants involved in scenic highway planning are representative of the community. What are participants' attitudes toward the structural principles that govern the participation process? The information obtained from this study can assist the FDOT and communities interested in scenic highway designation. By gathering information on participants' attitudes toward the BBSB process a better discourse can be developed that will improve the structure of the participation and the collective efficacy of individuals.

Specifically, this research seeks to develop implications that can be used to improve the effectiveness of the FSHP in gaining community support for designation, suggest techniques that can be used to improve the structure of the process, and the ability of participants to contribute to the decision-making. These implications can be used to strengthen the relationship of the scenic highways coordinators with communities, and refine the FSHP manual to better guide the CAG through the designation process.

CHAPTER 2
REVIEW OF LITERATURE

Citizen participation occurs in many forms to engage individuals in decision-making. These can be very informal community discussions or structured government processes with specific stated goals. In either case, a variety of political processes are exhibited that are common to both. This review of literature will provide the basis for current public participation theory. It will further investigate studies concerning the structural characteristics of the process, and the level of collective efficacy of participants involved in decision-making.

Historical Public Participation

After the American and French Revolutions, ordinary male citizens began to be integrated into the political system, although the majority of rights were vested in the hands of the wealthy. Democratic reforms in the 19th century were introduced into most European nations in the form of bills of rights, division of power, equal access to voting privileges, and permission of parties and labor unions to organize. Public participation has been a major focus of debate in the United States and Europe since the turn of the 19th century.

As in other Western countries, the U.S. recognized the need for government policy to be publicly accountable to protect individuals from the infringes of government (Webler 1995). Political protests and social movements have existed since the country's foundation in order to express the displeasure of the powerless. As government policy continued to develop, institutionalization of public participation continued to become

more widespread in government agencies. For instance, the Administrative Procedures Act of 1944 mandated how agencies were to conduct themselves, although it did not give specifics of how participation was to be practiced (Daneke et al. 1983). During Johnson's Great Society Era of the 1950's and 1960's, legislation evolved with the Revised Housing Act of 1954 and later the Economic Opportunity Act of 1964. Both of these laws sought "maximum feasible participation" in community development (Moynihan 1969). The policies that most profoundly drive public participation today are the National Environmental Policy Act (NEPA) and the Freedom of Information Act (FOIA). The assumptions behind the laws of the 1950's, 1960's, and 1970's was that participation would help improve conditions for citizens. Another assumption could be that government agencies were also interested in getting credibility, curbing protest of government action, or getting public approval for government behavior.

Instead of promoting participation to protect individual interests in decision-making, some policy makers suggested that public participation was essential for good governance. This view was echoed centuries earlier under the assumption that in order for democracy to be effective, citizens must have legitimate power to influence how they are governed (Mill 1873; Rousseau 1968[1762]). However, in contrast to the ethical and ideal rationale for participation, today it has been suggested that citizen participation has become more of a watchdog activity than a means to free citizens from poverty, exploitation, and injustice (Webler 1995). Demand for public involvement has increased as trust and confidence in government and other major institutions has eroded (Berman 1997; Hadden 1991; Kasperson 1994). As a result of these views, more interactive participatory forms are developing because of increased transparency in government

decision-making, more available information, multilateral processes, and the popularity of stakeholder involvement processes (Yosie and Herbst 1998).

Briefly exploring the history of public participation in western society and specifically in the United States provides a context to examine theories that attempt to justify and explain political behavior. Participatory and representative democracy, two dominant theories today, are used to explain the behavior of contemporary public participation. This next section will look at them briefly, outlining the arguments for promoting and limiting citizen involvement in decision-making.

Participatory Democracy Theory

It is impossible to discuss public participation without introducing participatory democracy theory. Participatory democracy values individual participation in decision-making and promotes that it is necessary for government legitimacy (Thomas 1990). This ethical-normative argument asserts that public participation should attempt to bring in members of the general public and operate a public involvement process that gives them opportunity to influence decision-making. Participatory decision-making, where the residents of the surrounding community are involved in planning processes, is based on this theory.

Public participation is central to two of participatory democracy's foundational tenets, popular sovereignty and political equality (Rosenbaum 1978). It is generally accepted that democracy is the consent among people who establish sovereignty based on their popular and mutual agreement. Sherry Arnstein's (1969) "ladder of participation" advanced the normative argument that participation is better when it gives citizens the power to influence the manner in which they are governed. Arnstein's hierarchy is a widely cited work that offers a seven-step continuum of participation ranging from

complete agency control to complete citizen control. The lower rungs of the ladder describe token participation only used to legitimize already formed agency decisions. Progressing up the ladder describes increasing measures of citizen involvement to the point of complete control over planning, policy-making, and decision-making. The continuum helps to identify processes that may be truly participatory or more superficial than agencies may think they are (Arnstein 1969).

The legitimacy and functioning of democratic governments are based on their ability to make decisions based on the needs of the governed and by how much the public is involved in reaching those decisions (Barach 1967:3). The French philosopher Rousseau argues that a sovereignty is composed of all citizens who provide input through public participation to develop mutual and legitimate objectives. Only through the interaction of citizens can the general will of the populous emerge (Rousseau 1968: 1762).

Participatory democracy theorists are not only concerned with the establishment of popular sovereignty. They argue that democracy must also develop capable and socially responsible citizens able to participate effectively in affairs (Barach 1967:3). Further, citizens' moral and intellectual development occurs through involvement in political affairs (Mill 1873; Laird 1993; Rousseau 1968:1762). In essence, people learn democracy by participating in its mechanics. That participation then further enhances democracy (DeSario and Langton 1987; Fiorino 1989; Lynn 1990; Rosenbaum 1978; Shrader-Frechette 1990).

Based on the assumptions of participatory democracy, several theoretical attempts have been made to find principles that guide the meaningful integration of citizens into

public decision-making (Romanillos-Palerm 1998; Webler 1995). These are based on the work on Habermas' theory of communicative action in which he describes an ideal discourse. This discourse is described in four parts: (1) every interested person should have an opportunity to participate in the discourse; (2) all participants can put forth objective, normative and subject claims; (3) all participants can challenge the validity of claims presented by others; (4) all participants can have a say in defining discourse closure. Webler (1995) proposes a normative theory of public participation that defines specific conditions for Habermas' ideal discourse in the context of environmental decision-making using two meta-principles: 1) fairness and 2) competence. Fairness refers to the opportunity for all interested or affected parties to assume a legitimate role in the decision-making process. Competence refers to the ability of the participants to reach the best decision possible given the information available. In order for participants to have the ability to exert their influence, structural principles or norms could be used to moderate typical power struggles that tend to dominate the process (Palerm 1999). The well-known political theorist Foucault (1988) argues that power relationships cannot be eliminated. However, the development of Habermas' theory into practical guiding principles of public involvement could increase the effectiveness of individual participation and power mediation by reducing the influence of power.

The basis of participatory democracy theory is that broad cross sections of the public should be directly involved in public decision-making. Involvement strengthens the democratic system by developing civic-minded citizens, increasing efficacy, and theoretically generating a better and more appropriate result. However, some theorists

argue that public involvement in decision-making should be limited. These arguments are often framed in terms of representative democracy.

Representative Democracy

One contrast to participatory democracy is representative democracy. Although not in direct opposition, this theory takes a significantly different standpoint. This theory is functional-analytic, meaning it makes observations of society, and then develop theories explaining its behavior. Both perspectives assert that citizen participation is necessary for the stability of the social system, but they differ on the degree of civic involvement that is possible.

Often referred to as liberal representative democracy or pluralism, elitism argues that most citizens do not have the time, knowledge, interest or resources to participate in public decision-making activities (Motte and McClaran 1997). Instead, citizens elect representatives to influence policy decisions or support interest groups that in turn lobby on their behalf. This theory challenges the values of "classical democracy" and the competency of citizens to participate meaningfully (Pateman 1970). Representative democracy even goes further to imply that too much participation may disrupt the social system (Burke 1968), is economically inefficient (Rosenbaum 1978), technically incompetent (Cupps 1977), and incites conflict and further unrest (Huntington 1970). Elitism supports public participation only when it contributes to the stability of the social system.

Summary of Theories

The competing theories of participatory democracy and representative democracy both have strengths and weaknesses. The focus of participatory democracy is the interests of individuals and asserts that democratic systems are strengthened and defined

by public involvement. However, there are many who critique this theory as being inefficient and producing conflict. Elitism argues that political elites (interest groups) in power compete with other political elites to develop policy. This may in fact be a good approximation of how actual decision-making occurs in the U.S. However, questions arise about whether this is ideal: can interest groups adequately represent the public's underlying values (Gaventa 1980; Overdevest 2000; Wilson 1980)? In a study conducted by Overdevest (2000), she found that participants involved in a participatory national forest land management process were composed of an elite group of individuals with different socio-demographics from the surrounding community. Between 50% and 75% of participants represented formal interest groups. A comparison of the participants and the general community revealed that those engaged in the planning process accurately represented the attitudes and values of the general community.

Many participation processes have elements of both theories. From a functional-analytic perspective, one could make the argument that public involvement takes on both normative qualities and also has power struggles of elite interests. Because it is suggested that democracy is the consent between individuals and a governing body, this thesis argues that improving the ability of the general public to access decision-making is beneficial to the integrity of democratic systems (Rousseau 1968:1762).

In order to develop a better understanding of how to enhance that ability, two aspects of participation will be examined: 1) the structural principles of participation processes, 2) and the level of collective efficacy of participants. These elements can help to determine what principles of public participation are most important to participants and the relationship between collective efficacy and their attitudes toward the principles.

Success In Public Participation

Evaluating success in public involvement is often considered in terms of both process and outcomes. Several studies show a clear preference for evaluating participatory mechanisms based on both criteria (Bingham 1986). Yosie and Herbst (1998) interviewed 37 individuals experienced in participatory processes and concluded that there is a need for both outcome and process evaluative measures. Some authors have proposed evaluative measures based on democratic theory and social justice (Syme and Sadler 1994; Webler 1995). However, it is also suggested that success is context specific and definitions may be relative and not universal.

Defining successful outcomes has been the focus of several studies (Chess and Purcel 1999; Lynn and Busenberg 1995; Moore 1996; Schweitzer et al. 1996). One of the overlying themes of success is the degree of access participants have to information (Ashford and Rest 1999; Syme and Sadler 1994). Also important to participants were their ability to influence the decisions made, fairness of the process, establishing continuing relationships, creating more open lines of communication (Bingham 1986), getting issues on the agenda, and comprehensive community involvement (Moore 1996). There seems to be no evaluation of which characteristics of success are most important to participants, and Bingham and Moore seem to be relatively unique in their approach of defining success in the voice of the participants.

Tuler and Webler (1999) continued this investigation by identifying important structural principles described by participants of a participatory process. These principles correspond to several of the components of success researchers have identified and will be described in the next section.

Principles of Public Participation

The theory of participatory democracy asserts that members of the public should be involved in decision-making. Based on this premise, policy-makers should look for ways to involve individuals. Process guidelines help to effectively engage people in discourse and govern how the public is involved in decision-making. Institutions play a role in establishing norms, and Webler (1995) argues that citizen participation has become contentious because there is no formal mechanism for the establishment of evaluative norms.

Theorists and practitioners have attempted to define good process attributes of public involvement from observation and theory (Bingham 1986; Laird 1993; Palerm 1998; Thomas 1990; Webler 1995). However, there is no consensus on which principles should make up that process (Tuler and Webler 1999). Very little input has been received from participants to determine which principles are important or effective from their perspective. While there is some literature on how participants define successful outcomes of public participation (Moore 1996), Tuler and Webler (1999) claim to be the first to define good process components from the voice of the participants. Others have corroborated these principles elsewhere in theory of process norms (Palerm 1998). Defining participants' attitudes toward decision-making processes can benefit public participation by identifying what aspects are most valued.

Using grounded theory, a qualitative technique where important concepts emerge from data analysis, Tuler and Webler (1999) identified seven concepts as public involvement principles during a land management planning process in Maine. Each principle describes a continuum where having less is seen as detrimental to the process and increasing it is seen as beneficial.

Table 1. Principles of Public Participation (Tuler and Webler 1999).

- Access to the process,
  - Physically getting people to the meeting and involved in deliberative settings.
- Power to influence process and outcomes,
  - Includes consensus, distribution of power, and getting issues on an agenda
- Access to information,
  - Information on the issues being discussed flowing from the participants and the organizers, coming from the expert and especially from the lay community.
- Structural characteristics to promote constructive interactions,
  - Physical structure of the meeting place that contributes to the ability of individuals to be seen and heard when providing input.
- Facilitation of constructive personal behaviors,
  - Respectful behaviors that give every person's view equal credence.
- Adequate analysis,
  - Adequate time is given for information to be assimilated and verified.
- Enabling of social conditions necessary for future processes.
  - Trust is formed during the process and relationships developed that produce the desire for future collaboration.

The results are based on 49 individual interviews. The principles that emerged provide examples of process components that affect the quality of public involvement. The principles are effective in public participation research because they are derived from the participants themselves, allow a starting point to evaluate the public perceptions of participatory community planning, and can be used by organizers to enhance participation opportunities for individuals. Webler et al. (2001) evaluated these principles using q-sort analysis, a qualitative technique where participants group statements that relate to one another and then place those categories into a hierarchy. His results indicated that participants representing interest groups place more importance on

characteristics related to issues of power that gave their group more influence in the process. Individuals representing only personal interests were more concerned with consensus and having a more accessible process that produced better democratic participation.

Evaluating the principles in terms of their relative importance to each other and their relation to socio-demographic characteristics of participants has not been conducted. Researchers suggest this should a next step in public participation research (Tuler and Webler 1999). This can help determine weaknesses and strengths in public participation methodology. If trends can be seen in certain groups placing more importance on specific principles, this can aid managers of public meetings in developing and using better techniques to involve those groups.

Collective Efficacy

The structure of the process may also affect the efficacy of participants to achieve or be successful in reaching their desired goals relating to the discourse and outcomes. Albert Bandura's seminal works on the subjects of personal and collective efficacy (1986, 1993) are the cornerstones of many modern studies on the subjects. Researchers have explored the relationship of collective efficacy on teacher performance in schools (Goddard and Goddard 2001) and sports teams (Kozub and McDonnell 2000) to neighborhood crime levels (Sampson et al. 1997). Some research suggests that collective efficacy in community groups is influenced by the structures that promote interaction and power distribution within them (Carroll and Reese 2003). These concepts are discussed in public participation literature in terms of legitimacy and power mediation (Arnstein 1969; Barach 1967:3; Palerm 1999), but do not appear to be linked directly to collective efficacy.

The widely used political efficacy scale designed by Campell et al. (1954) provides one linkage between national participation processes and efficacy. Their work has been expounded upon but still retains original scale items dealing with more formal voting type participation mechanisms. Exploring the relationship between collective efficacy and the principles of public participation may help us understand how the structure of participatory processes affects the perceived ability of a group to accomplish their goals.

Summary

Citizen participation is a topic that generates considerable debate in the public arena. Although most democratic societies support some form of participation, it is how to attract the appropriate degree and quality of participation over which debates ensue. It is inevitable that the active and elite citizens will continue to promote their involvement in public decision-making, and the way in which the public is engaged will be a focal point for debate. Because of the similarities between national forest planning (Overdevest 2000) and scenic highway designation, this study hypothesizes that the characteristics of the CAG participants will be different than those of the general population of Wakulla County, Florida.

Improving the participation of community members in scenic highway designation is a precursor to enhancing the discourse between decision-makers and participants. This is a promising avenue of research that can guide public involvement into more effective processes and outcomes that are mutually beneficial and satisfying to those involved. Many authors have laid a substantial amount of groundwork to explain and support various views of how democratic systems should and do operate. Some argue that for system stability public participation should be used as much as possible. Others conclude that participation is only practical for a select group, and the public should be involved

only so far as it is reasonable, efficient, and helpful to the goals of the policy makers. If average citizens are to be involved in any way, there must be more information on how they engage what are their attitudes toward that discourse. Normative theories look for ways to include citizens in the discourse effectively and meaningfully. Principles that can guide citizen involvement in public participation can be explored in the context of attitudes and intentions.

As noted by other researchers, there appears to be little literature on identifying principles from the voice of the participants. Further, what principles are more important to participants has been suggested as a next step in the process of exploring public participation theory. Based on Webler's (2001) and Overdevest's (2000) findings, this thesis assumes that participants will favor power over other principles because they are composed of an elite group of community residents. This research will examine Corridor Advocacy Group members' attitudes toward the principles of participation by identifying which ones are most important to participants.

Although collective efficacy has not dealt directly with the influence of structural elements of participation, it does suggest that an individual's belief in the ability if the group to accomplish goals has an effect on collective efficacy. This can be further related to the principles and characteristics of power described by Tuler and Webler. This thesis will explore the relationship between the principles and characteristics of public participation and CAG members' perception of collective efficacy.

CHAPTER 3
METHODOLOGY

The purpose of this chapter is to describe the research methods used in this study. It will explain how the population was identified, the survey instrument was developed, and the data analyzed. This research project was designed to evaluate the designation process of the Big Bend Scenic Byway (BBSB) by measuring the attitudes of participants involved in the planning process towards the principles of the process and the collective efficacy of the Corridor Advocacy Group (CAG).

Study Area

Wakulla County is located in the Florida Panhandle, south of the state capital of Tallahassee. Several towns and cities in Wakulla County served as the focus of this research. Town meetings presenting the BBSB plan to communities occurred in October through December of 2001 in the communities of Panacea Park, Ochlocknee Bay, Wakulla Springs, and Sopchoppy (Figure 2). The CAG meeting, at which the first formal planning process occurred, was held in Crawfordville, Florida in late January 2002.

Study Population

The BBSB designation process has involved members of communities in Wakulla County, Florida who attended at least one of four scenic byway meetings. These participants were then invited to become members of the Corridor Advocacy Group (CAG). Of the residents who attended the meetings, 77 agreed to become members of the CAG. The CAG is composed of residents involved in the designation of the BBSB as well as community leaders, speakers, and organizers of the designation process.

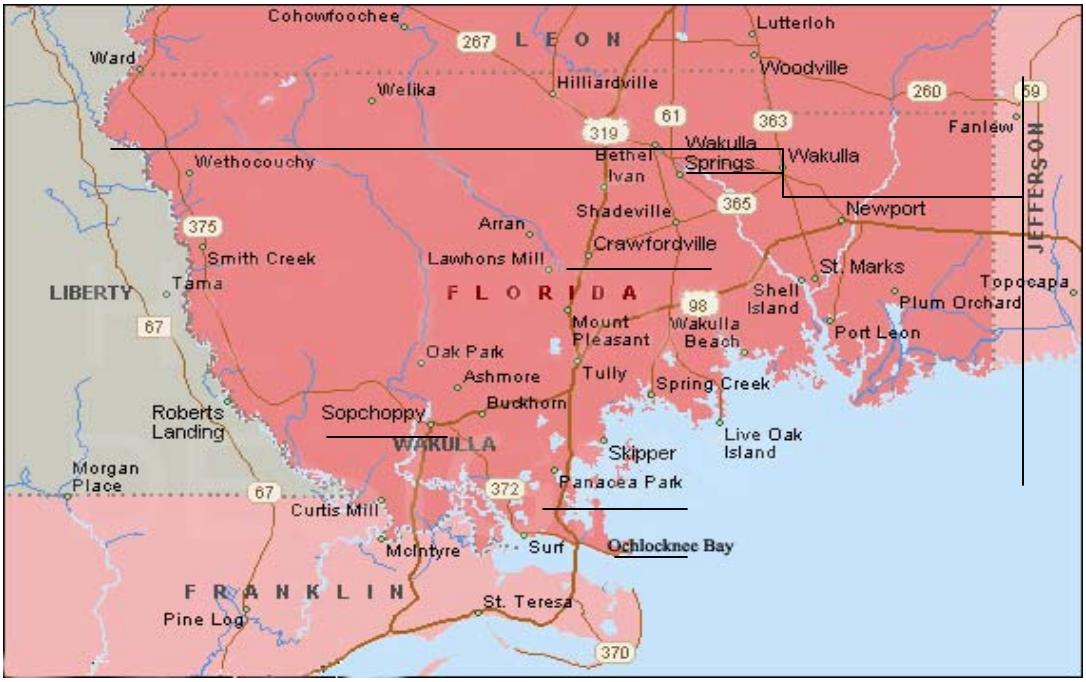

Figure 2. Wakulla County, Florida

Sign-in lists at each meeting, gathered by the consultants who arranged the meeting, recorded information about members of the CAG. Because of the access to members of the CAG and the small numbers of participants involved, it was possible to survey the entire population.

Survey Design

The research design was cross-sectional, meaning that the survey was administered to a group at one specific point in time. The survey included 123 questions pertaining to scenic highway designation, tourism management, public participation, community development, and demographics (Appendix A). Of these questions, 44 are the basis for this research and are grouped into 3 categories.

Category #1 consisted of 19 items measuring members' attitudes toward characteristics of public involvement in the context of the designation process. These questions were derived from several supporting studies on public participation principles

(Bingham 1983; Palerm 1998; Laird 1993; Thomas 1990; Tuler and Webler 1999; Webler 1995). This question used a five point Likert scale to measure how important each item was to the participant.

Category #3 consisted of 15 items related to the level of collective efficacy of the CAG. Efficacy questions have been shown to be more effective when they are specifically written for the situation. The questions were developed from collective efficacy literature and scored on seven-point Likert scale measuring individual's perceptions of how able the CAG was in accomplishing certain tasks and goals related to the planning process (Bandura 1993, Carrol and Reese 2003).

Finally, 10 items measured the socio-demographics of respondents, their level of participation in community groups, and whether they acted as a representative of any of those groups at the scenic highway planning meetings.

Pilot Testing

A pilot test of the survey was conducted using 21 University of Florida students attending an English composition class. Ideally, a pilot study is conducted with a random sample of the population of interest. Two factors prevented this: (1) the population of interest was small (n = 77), and (2) surveying another similar population was outside the realm of possibility. The pilot survey provided the ability to gather participant comments on question wording and identified preliminary relationships between variables. Using this information, survey questions were improved for clarity.

Survey Procedures

Numbered questionnaire booklets and cover letters were mailed in July 2002 to 77 participants of the BBSB designation process. The survey booklet was eight-pages long with return postage printed on the back cover (Appendix A). It was estimated that

participants would take approximately 10-15 minutes to complete the survey. Respondents were asked to fold, staple or tape, and mail the questionnaire back to the University of Florida when completed. Although the length of the questionnaire may be prohibitive in some research studies, the population was composed of stakeholders already involved in the decision-making of the scenic byway. They had an active stake in the content; therefore, they were more likely to fill out a detailed questionnaire.

The survey instrument was disseminated according to recommendations described by Dillman (2000) to encourage a higher response rate. This method of survey distribution is widely used in the social sciences, and is based on a great deal of research. It includes multiple mailings over a period of five weeks.

Table 2. Data Gathering Schedule

Day 1	University of Florida researchers mailed a postcard letting study participants about the study and soon-to-be arriving survey packet.
Day 3	The survey was then mailed to CAG members two days after the first post card. A need to clarify mailing instructions prompted an additional letter to be sent.
Day 10	One week after mailing the survey, a postcard was sent thanking study participants for completing the survey and asking those who have not returned the survey to send it in.
Day 24	Three weeks after the initial survey mailing, researchers mailed additional surveys to all non-respondents. A cover letter included with the questionnaire urged participants to respond as quickly as possible.
Day 38	Five weeks after the initial survey mailing researchers administered another mailing to non-respondents through Priority Mail. This included a third copy of the questionnaire and a letter urging them to complete the questionnaire and return it as soon as possible.

Limitations of Study

There are several limitations of this study that should be considered. Even though a 70% response rate is considered high for surveys of this type, 30% of CAG members did not participate. If these non-respondents felt at all differently about scenic highway

designation and public participation then the results of this research may be skewed.

Several other limitations to this research and their effect on the results are listed below.

- The population size was too small to allow the use of some statistical tests It cannot support generalizations to other populations, but such generalizations were not intended from one small case study.
- It was early in the byway designation process. The CAG had one planning meeting prior to receiving this survey. Participants' attitudes may change as more meetings take place.
- No records of CAG members' frequency of attendance were gathered. It cannot be determined if more active participants differed from less active ones.
- A single data technique was used to measure the concepts. Other techniques could have helped confirm results of survey.

Preparation of Variables

Participant responses collected in the survey were entered into SPSS 10 (Statistical Program for the Social Sciences 2000). In order to evaluate hypotheses, descriptive statistics, paired t-tests, and binary logistical regression were used. The analysis method of each research objective is discussed individually.

Objective One

Which principles of a public involvement process are most important and least important to participants?

To evaluate research objective one, the nineteen characteristics of public participation (Table 3) were collapsed into indices (principles) following conceptual patterns suggested in the literature (Tuler and Webler 1999). Next, scale reliability tests were performed to determine whether the indices measured the constructs. Scale reliability measures the repeatability or internal consistency of the variables in the index. For an index to be reliable, there must be some pattern to participant responses. Overall, the index is considered to be valid if it has a Cronbach alpha of at least .6. Therefore, the

cut off point used in this study was $\alpha = .6$. The index "Power to Influence Process and Outcomes" (POWER) had the lowest alpha at .5339, and is considered an unreliable measure of one conceptual domain. Because the alpha is a measure of the inter-correlation of items in the index those items that are weakly correlated lower the alpha. One item was removed that had a much higher mean than the rest of the items, "Prevent any one group from having too much influence." However, the alpha of the index did not increase (.5238). A variety of runs revealed that any item(s) removed from this index would have lowered the reliability. The weakness of this index indicates that the items Tuler and Webler (1999) suggested comprised power may measure two or more dimensions of the construct rather than one. One caveat, however, is that four of the five items in the index had the lowest means of all the other characteristics of public participation (Appendix D), meaning that four of the five items in the index were considered least important to CAG members.

There are several possible explanations that could account for the low reliability of some of the principles (< .7) in contrast to the literature (Tuler and Webler 1999). The CAG may also have differing perceptions of these items than the community-planning group Tuler and Webler (1999) studied. Question wording may also have influenced the way respondents understood the items therefore rendering the item ambiguous or negative in meaning.

The means of the principles were used to evaluate their importance in relation to each other. Although the means of individual items composing the indices may have been higher than the overall principles itself, the index averages all the items to give the construct one score (Appendix D).

Table 3. Principles Domains, Individual Items, and Reliability Alpha

Principle	Characteristics of Public Participation	α
1. Power to influence the process and outcomes (POWER)	Allow participants to influence the way the meeting is being conducted. Put all concerns on the agenda. Allow people who are most affected to have the most representation. Conduct meetings according to consensus. Prevent any one group from having too much influence.	.5339
2. Structural characteristics to promote constructive interaction (STRUCTURE)	Give participants the opportunity to be heard when making comments. Foster an atmosphere of open communication.	.7144
3. Access to the process (ACCESS)	Give advance notice of meetings. Conduct meetings at convenient locations. Conduct meetings at convenient times. Have a diversity of community members represented at the meetings.	.7691
4. Adequate analysis (ANALYSIS)	Give adequate time for all participants to discuss information. Allow participants to review the information presented at the meeting.	.6070
5. Access to information (INFO)	Gather local knowledge. Fully disclose information. Allow participants to have the opportunity to learn detailed information about the issues being discussed.	.6643
6. Enabling of social conditions necessary for future processes (FUTURE)	Develop relationships that encourage future participation. Build trust among participants.	.6603
7. Constructive personal behaviors (DEVELOPRULES)	Develop Rules About Acceptable Behavior	1 item

Objective Two

Do the participants of the Big Bend Scenic Byway designation process represent the surrounding community?

For objective two, a comparison of the socio-demographics of CAG members was made with the general population of Wakulla County. Descriptive statistics were used to determine the means and frequencies of all socio-demographic questions. Graphs created from an Excel database provided the ability to compare both groups visually and

quantitatively. Statistical tests could not be conducted between the populations because limited information (no data set) was available from the census data.

Objective Three

> Is there a relationship between the perceived collective efficacy of CAG participants and the principles and characteristics of participation?

Objective three evaluated the relationship between collective efficacy and select principles and characteristics of public participation. This was accomplished in several steps, using a variety of statistical techniques. First, a collective efficacy index was created from items listed in question #3 of the survey (Appendix A). Because many items exhibited correlations with each other, variables for the index were selected that had the highest correlation (>.798) with four or more other items in the collective efficacy section of the survey (Appendix C). The alpha was α=.9683 showing strong reliability within the index (Table 4). These questions related to the ability of the CAG members to collaborate effectively, and represent the overall level of collective efficacy. In practice, each item in an efficacy index is treated as an independent and equally weighted contribution to an overall efficacy score (Carrol and Reese 2003).

Using the mean as the cutoff point, the index was recoded into a dichotomous categorical variable indicating high efficacy (1) and low efficacy (0). In order to transform the ordinal variable collective efficacy into dichotomous form, the calculated mean of the index (Table 4) was used as a dividing point. All participants with scores below the mean were coded as perceiving lower collective efficacy. All participants above the mean had a greater perception of the CAGs collective efficacy. This transformation allowed the use of logistical regression analysis. The level of efficacy served as the dependent variable.

Table 4. Collective Efficacy Index, Individual Items, and Reliability Alpha.

Index	Collective Efficacy Items	α
Collective Efficacy	successfully effect change	.9683
	stay on task	
	work collaboratively	
	give every member an opportunity to contribute	
	work through difficult impasses	
	operate according to consensus	

Select characteristics and principles of public participation were used as independent variables. A bivariate correlation matrix (Appendix C) identified variables that had relationships with the collective efficacy index. They included the items (FUTURE) "conditions that contribute to future processes", (CONSENSUS) "conduct meetings according to consensus", and (FUTURE PARTICIPATION) "develop relationships that encourage future participation". The items relating to agenda setting (AGENDA) and equal representation (MOST REPRESENTATION) were used based on their theoretical relationships with the index (Carroll and Reese 2003). Socio-demographic items were also included as independent variables. These included income, education, gender, age, and years of residence. Next, four of the ten variables were recoded in SPSS as dichotomous indicating low (0) or high (1) levels or importance. The mean of each variable was used as the dividing point. Values below the mean received a 0. Those values above it received a 1. Listed below are the recoded variables.

- **Income** (level)
  - Originally 11 categories then simplified into one dichotomous variable
- Conduct meetings according to **consensus** (individual item)
  - Originally an ordinal item.
- **Education** (level).
  - Originally eight categories then simplified into one dichotomous variable
- Develop relationships that encourage **future participation** (individual item)
  - Originally an ordinal item.

CHAPTER 4
RESULTS AND DISCUSSION

This section presents the results of the Big Bend Scenic Byway Corridor Advocacy Group Survey and discusses the evidence to support or reject the hypotheses. It is organized according to research objectives, as follows, and details the statistical methods used in the analysis of the data.

Objectives

1. Which principles of a public involvement process are most important or least important to CAG participants?
2. Do the participants of the Big Bend Scenic Byway designation process represent the socio-demographics of the surrounding community?
3. Is there a relationship between perceived collective efficacy of CAG members and the principles and characteristics of participation?

Survey Response Rate

A total of 77 surveys were mailed to Corridor Advocacy Group (CAG) members over the total six-week data collection period. The surveys were returned by a total of 54 participants, two of which indicated they did not want to participate and did not complete the questionnaire. Including all returned surveys, the total response rate was 70%.

Principles of Participation

The purpose of research objective #1 was to determine how CAG members ranked the principles of public participation in order of importance. Six principles were operationalized as 19 individual characteristics of public participation. To evaluate attitudes toward the 19 items, participants were asked how important each characteristic

was to them in relation to the BBSB designation process on a five-point scale of importance (Appendix D).

Table 5. Principles and Characteristics of Public Participation (Tuler and Webler 1999)

Principle	Characteristics of Public Participation	Mean
1. Items intended to measure "power to influence the process and outcomes	Allow participants to influence the way the meeting is being conducted.	3.04
	Put all concerns on the agenda.	3.65
	Allow people who are most affected to have the most representation.	2.90
	Conduct meetings according to consensus.	3.14
	Prevent any one group from having too much influence.	4.14
2. Structural characteristics to promote constructive interaction	Give participants the opportunity to be heard when making comments.	4.02
	Foster an atmosphere of open communication.	4.22
3. Access to the process	Give advance notice of meetings.	4.20
	Conduct meetings at convenient locations.	4.02
	Conduct meetings at convenient times.	4.12
	Have a diversity of community members represented at the meetings.	4.24
4. Adequate analysis	Give adequate time for all participants to discuss information.	4.06
	Allow participants to review the information presented at the meeting.	3.92
5. Access to information	Gather local knowledge.	4.10
	Fully disclose information.	4.29
	Allow participants to have the opportunity to learn detailed information about the issues being discussed.	3.86
6. Enabling of social conditions necessary for future processes	Develop relationships that encourage future participation.	3.98
	Build trust among participants.	4.10
7. Constructive personal behaviors	Develop Rules About Acceptable Behavior	3.69

Of these items, respondents indicated that the disclosure of information (mean of 4.29), having a diversity of community members represented at the meetings (4.24), and fostering an atmosphere of open communication (4.22) were the most important

individual characteristics of the scenic byway meetings. Respondents ranked the items allow people who are most affected to have the most representation (2.90) and allow participants to influence the way the meeting is being conducted (3.04) as the two lowest

Hypothesis

> Participants will place higher importance on power to influence process and outcomes over other principles.

In order to evaluate if the hypothesis of objective #1 was supported by the results, the 19 individual characteristics represented were condensed into the seven conceptual domains (indices) representing each of the seven principles. Because the one index described by Tuler and Webler was an unreliable measure of the construct "Power to influence process and outcomes" (due to low alpha), the individual item means comprising this construct were compared with the rest of the principles (Table 5).

Table 6. Means of the Principles and Power Items

Principle	**Mean**
Access to the Process **(PROCESS)**	4.15
Prevent any one group from having too much influence. **(Power Item)**	4.14
Structural Characteristics Promoting Constructive Interactions **(STRUCTURE)**	4.12
Access to Information **(ACCESS)**	4.09
Conditions that Contribute to Future Processes **(FUTURE)**	4.04
Adequate Information Analysis **(INFO)**	3.99
Constructive Personal Behaviors **(DEVELOP RULES)**	3.69
Put all concerns on the agenda. **(Power Item)**	3.65
Conduct meetings according to consensus. **(Power Item)**	3.14
Allow participants to influence the way the meeting is being conducted. **(Power Item)**	3.04
Allow people who are most affected to have the most representation. **(Power Item)**	2.90

Six principles and four items were evaluated on a scale of importance. All were shown to have at least some importance to CAG members. However, the results indicate that CAG members placed most importance on access to the designation process (principle 3: "access to the process"). This variable denotes designing a meeting time and location with advanced notice as well as having a diversity of people present. Therefore the hypothesis is not supported.

Four of the five characteristics Tuler and Webler (1999) said were part of the construct of power were considered the least important to CAG members (Table 6). Past research has found that types of participants value certain characteristics above others (Webler et al. 2001). Participants representing interest groups have been shown to place value on *limiting wide participation* and *minimizing consensus*. Individuals representing only themselves valued *consensus*, *better access for wide spread community involvement,* and *quality interaction* (Webler et al. 2001). CAG members placed importance on these latter characteristics (Table 5) indicating their similarity to individuals who represented only themselves valued (Webler et al. 2001). However, Overdevest (2000) suggested that participants with more elite socio-demographics might be more associated with special interest groups, whom Webler suggested are more concerned with power.

These findings suggest three things: 1) that participants place more importance with getting community members to the meeting than about characteristics of power, 2) CAG members may have been less likely to support the values or have been representatives of interest groups, (3) members may be involved for other reasons.

Socio-Demographic Characteristics of CAG Members

The analysis of research objective #2 compared the socio-demographics of the Corridor Advocacy Group (CAG) sample (N = 54) with that of the 2000 Census data for

Wakulla County (N = 22,863). Using this information, a descriptive comparison revealed the degree to which CAG members represented the socio-demographics of the general population of Wakulla County. Since statistical tests between the two groups could not be conducted, a descriptive comparison shows that members of the Corridor Advocacy Group (CAG) had several differences in socio-demographics compared to the general population of Wakulla County residents. These differences will be highlighted below.

Hypothesis

> The participants of the Big Bend Scenic Byway designation process do not represent the demographics of the surrounding community

The majority of study respondents were female (58%). In comparison, the percentage of females in Wakulla County was fewer (48%) than males (52%). CAG participants represented an older population compared to Wakulla residents. CAG members varied in age from 33 to over 70 years with over half (56%) of the respondents falling between 41 and 60 years (Figure 3). Only 4% of the study participants were under 40 years of age, with almost 30% being over the age of 60. In comparison 51% of the population of Wakulla were between 34 and 54 years old, with 20% being over 65 years of age.

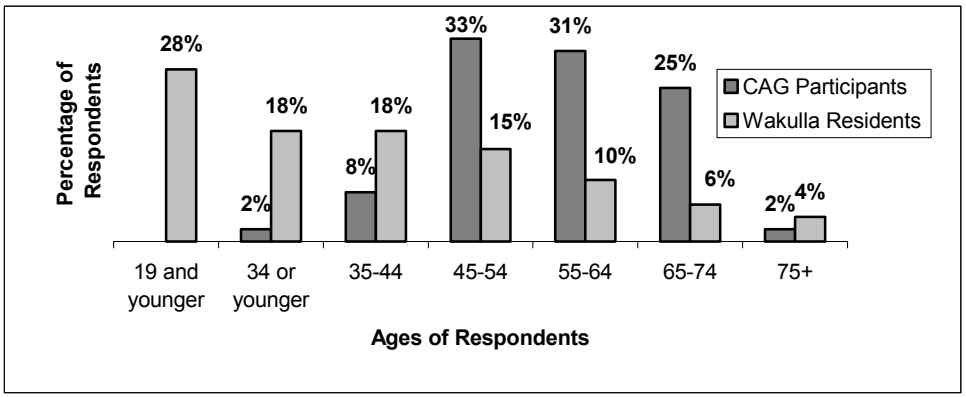

Figure 3. CAG Participants (n=52) and Wakulla County Residents (n=22,863) Age Dispersion

Study participants were almost entirely of Caucasian ethnicity (93%, Figure 4), which is slightly higher than the population of Wakulla County overall (86%). Two Americans Indian/ Alaskan Natives represented all of the ethnic diversity; 5% of CAG participants, but in such small samples, the adding or subtracting a few individuals can dramatically change the proportions. The general Wakulla population is composed of 12% African American and 2% Hispanic or Latino. However, neither Hispanics/ Latinos nor African Americans were represented in the CAG.

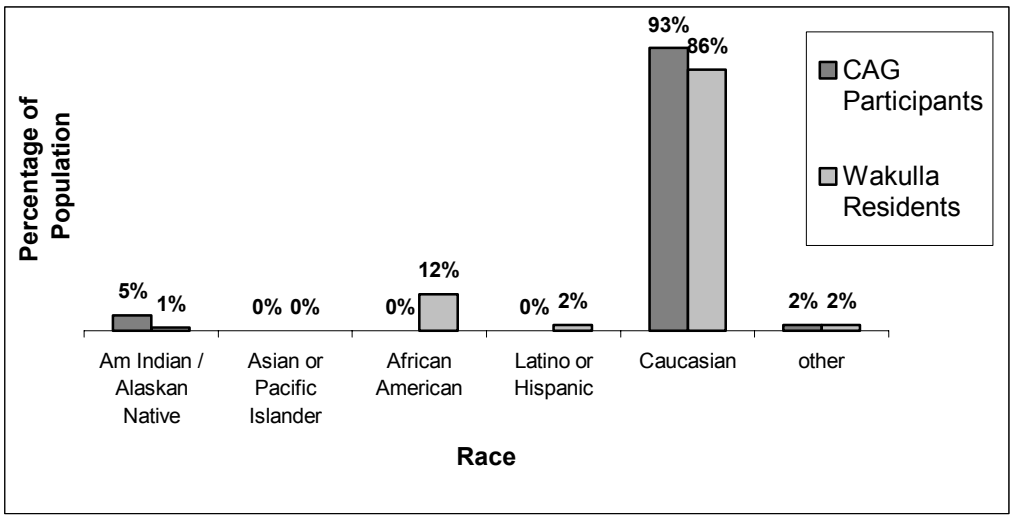

Figure 4. Ethnicity of CAG Participants (n=50) and Wakulla County Residents (n=22,863)

CAG members typically had advanced education with 60% or more having college degrees (Figure 5). Graduate degrees made up a large portion of the sample (31%), and less than 4% did not have a high school degree. Comparatively, Wakulla's overall population had a much higher proportion of people who completed their high-school degree but did not go to college (35%), fewer college graduates (10%) and very few graduate degrees (6%). Many residents (15%) did not have a high school degree.

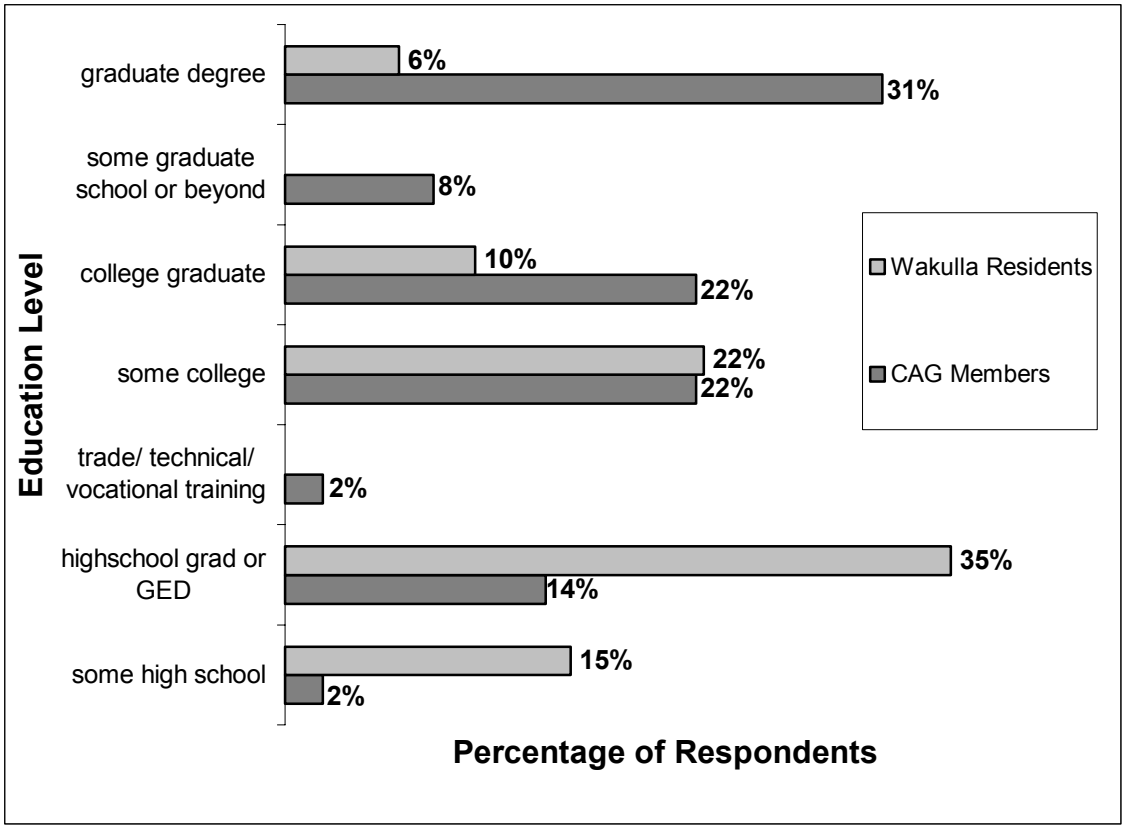

Figure 5. Level Of Education of CAG Members (n=51) and Wakulla County Residents (n=22,863)

Over 25% of CAG participants' had incomes of $100,000 or more. The average income of participants was between $60,000 and $69,999. The median household income of Wakulla is significantly lower ($45,000) than CAG participants with 50% of the population having incomes between $15,000 and $49,999 and 28% between $50,000 and $99,999. Comparatively, 33% of CAG members' had of incomes between $20,000 and $49,999 with 39% between $50,000 and $99,999. The largest difference between CAG members and overall Wakulla County comes from the category of $100,000 or more (25% vs. 8% respectively).

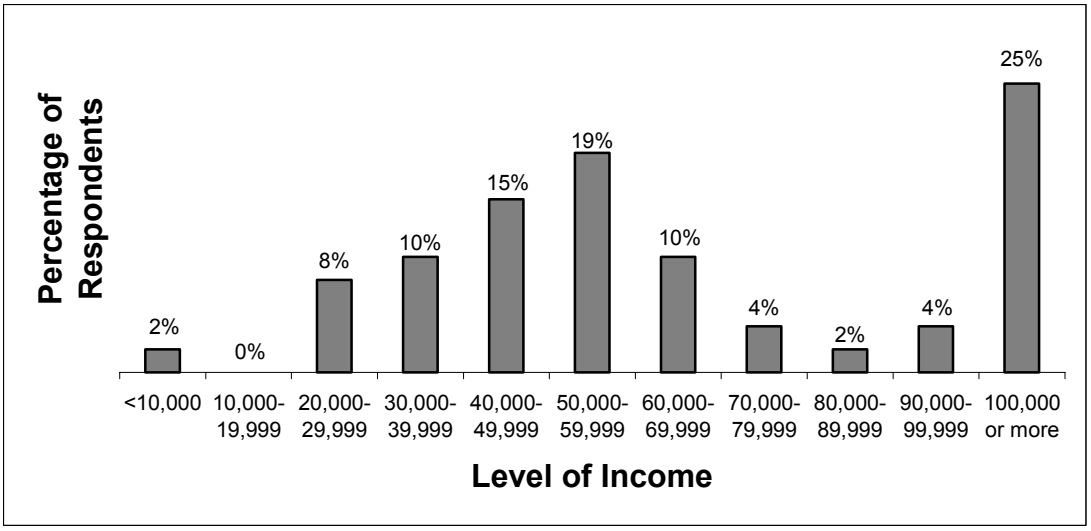

Figure 6. Annual Income of CAG Participants (n=48)

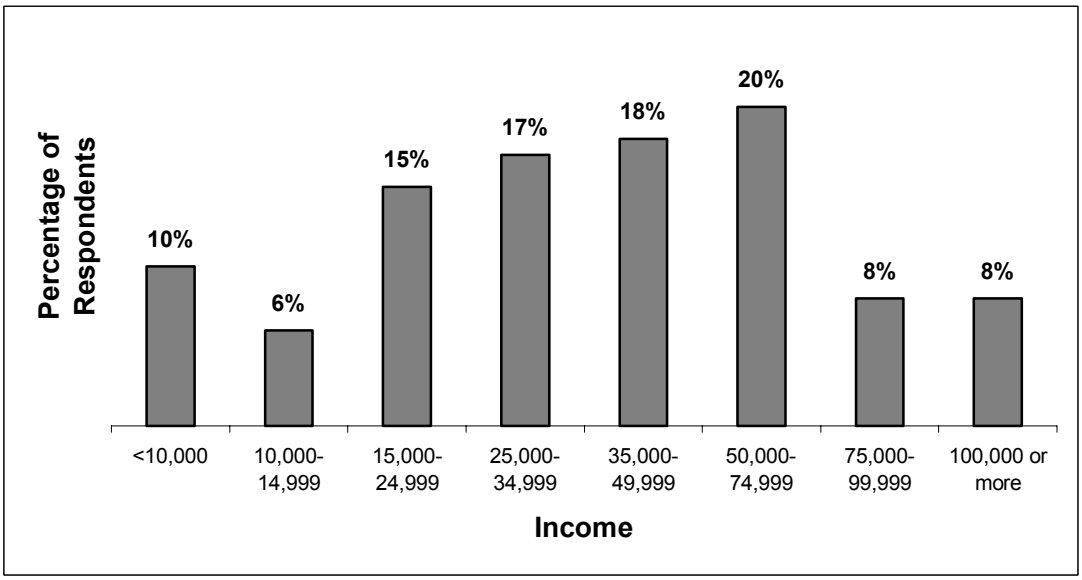

Figure 7. Annual Income of Wakulla County Residents (n=22,863)

The results of the descriptive analysis of socio-demographics reveal that CAG members overall were different on several respects from the general population of surrounding community. Therefore, the null hypothesis cannot be rejected. CAG members were older, had more education, and had larger annual incomes. No members of the CAG were Hispanics/ Latinos or African Americans possibly because many do not

occupy the highly educated and wealthy class that the members of the CAG typically characterized. This is not surprising since other studies have found similar results (Overdevest 2000). This indicates that elites from the community may have been involved. Overdevest (2000) found that even though interest groups and participants with very different socio-demographics dominated the process, they still approximated the values of the surrounding community fairly well. Although CAG members had substantial differences in ethnicity, income, education, and age compared to residents of Wakulla County in general, this does not necessarily mean misrepresentation of the community's values occurred. To know if this is the case, the attitudes and values of both the surrounding community and CAG members would have to be examined.

Collective Efficacy and Principles

The level of group efficacy can provide a measure of how effective participants believe the CAG was or will be in accomplishing certain goals and tasks related to the designation process. This section evaluated the individual CAG member's perspectives on the group dynamics of the CAG meeting by asking participants to rank fifteen items on a seven-point scale (i.e., 1=Not At All, 7=A Great Deal, Appendix E). Items received means between 5 (moderately effective) and 6 (great deal of effect). Overall, respondents felt the CAG was moderately to a great deal able to *come to the meeting ready to work* (mean of 5.81), and *had the skills to achieve the designation goal* (5.74). The lowest ranked items, but still having a mean over 5, were the ability of the group to *access information about the community's needs* (5.16) and *give equal consideration of all issues presented* (5.19).

Research question #3 evaluated if there was a relationship between CAG member's efficacy and the principles and characteristics of public participation (Tables 8,

9) using a logistical regression. This analysis used several independent variables to construct a model used to estimate probabilities (predict) of whether or not respondents would choose high or low efficacy then compare those predictions with the participants actually level of collective efficacy. The higher the percentage of correct predictions by the model, the more powerful it is.

As discussed earlier in the methods chapter, the collective efficacy index composed select items with strong correlations (Table 4, pg. 29). Using the mean as the cutoff point, the index was recoded into a dichotomous categorical variable indicating high efficacy (1) and low efficacy (0). Several of the independent variables were also transformed to improve the model (pg. 29)

Table 7. Regression equation, Dependent Variable, and Independent Variables

Dependent Variable y =	Independent Variables x1 + x2 + x3 + x4 + x5 + x6 + x7 + x8 + x9 + x10
Collective Efficacy Index	Age + Gender + Income + Education + Length of residency + Principle 4 (future process) + Consensus + Future Participation + Agenda + Most representation

A regression equation was developed and the variables inserted into a SPSS logistical model (Table 7). The model has several output features that indicate the direction of the relationship of the independent variables and their significance. The coefficient explains the slope or direction of the relationship between the independent and dependent variable. The aggregated elasticity of variables indicate how much a 1% percentage change in a continuous independent variable causes an increase in the probability of the dependent variable changing from 0 to 1 (lower to higher efficacy) or 1 to zero (depending on sign of coefficient). However, in the case of dichotomous

independent variables, there can be no increase in the mean except for a change from one value to another (poor to rich, young to old, etc.). Therefore, the coefficients can only be interpreted as indicating the direction of the relationship and not the magnitude of it.

Hypothesis

There is no relationship between certain principles and characteristics of participation and participants' level of collective efficacy.

Several characteristics of public participation had some effect on CAG members' level of collective efficacy. Therefore, the null hypothesis is rejected. Each variable and its interpretation will be discussed in the following section. Discussion will focus on those variables that were significant.

One of the model's primary features is the Nagelkerke R Square. It is a test based on a continuous scale from 0 to 1 comparable to the r-squared value found in linear regression analysis used to evaluate how strong the association between the dependent and independent variables is. The overall ability of the model was quite good (.538). The percentage of correct predictions (74%) made by the model shows that the model had a strong ability to predict the dependent variable (Table 8). This means that the model was able to correctly predict the level of collective efficacy of 74% of cases.

Table 8. Coefficient, Standard Error, Significance, and Aggregated Elasticity

Variable	Coefficient	Significance	Aggregated Elasticity
Consensus**	3.820	.039	1.087
Education*	-3.446	.071	-1.383
Gender*	-2.982	.072	-1.071
Most Representation*	.888	.075	.521
Agenda	.857	.117	.709
Years of Residence	.027	.512	.090
Income	.729	.523	2.073
Age	.034	.599	.438
Future Process	-.433	.642	.395
Future Participation	.232	.883	.0891
Nagelkerke R Square		.538	
Correct Predictions		74%	
n=38			

- * significant at $p < .05$
- **significant at $p < .1$

The coefficient of the dichotomous variable "Consensus" was positive (3.820), indicating that the more importance a participant placed on conducting meetings according to consensus their collective efficacy tended to be higher. Consensus denotes that individual CAG members perceive the group must reach a group decision. Because collective efficacy is a measure of how well a group is able to accomplish tasks and goals, it is logical that consensus would be positively associated with it. The results suggest that as participants' faith in the use of consensus increases, the level of perceived collective efficacy and the functioning of the group would also increase. Similarly, other studies have noted that the efficacy of schoolteachers have been shown to be positively influenced by their ability to work together to achieve goals (Bandura 1997, Carrol and Reese 2003). Consensus was considered important by CAG members, although less so when compared to all variables. The logit model does not take into account the degree of

importance of the variable, but merely indicates the presence of a relationship and its direction.

The ordinal variable “Most Representation” (Participants who are most affected should have the most representation) also had a positive relationship with the index indicating that the greater its importance the higher the level of collective efficacy. For every 1% increase in the importance of “Most Representation”, the probability of a participants’ collective efficacy increasing would increase .52%. The variable “allow people who are most affected to have the most representation” indicates power redistribution in favor of those who may incur the greatest impacts associated with the scenic byway. Although this variable was ranked as somewhat important to CAG members, it represents the least important variable when compared to all others. However, the same holds true for this variable as consensus. The model indicates a relationship and direction but does not consider the importance of the variable. However, this may suggest that in the early stages of the planning process participants may feel that everyone has an equal stake in the decision-making and that favoring one group(s) above others would be unfair. As more specific planning and management strategies are developed participants’ views may change because of their perceptions in how they are affected by those plans.

The dichotomous socio-demographic variables gender and education both exhibited significant differences indicating both had relationships with collective efficacy. Gender was coded as dichotomous variable with a ‘1’ indicating male, a ‘2’ indicating female. Based on coding and the sign of the coefficient being negative (-2.982), female CAG members tended to have a lower level of perceived efficacy and male respondents a

higher level. There were slightly more female participants (58%) compared to males. CAG members were composed of an older population, and the female to male ratio of older populations tend to have larger proportions of women. This may suggest that even though the process included more females, males may have dominated the discussions. Another possibility is that female participants may perceive the concept of collective efficacy in a different way. Female CAG members could have a more stringent evaluation of the concept that lowered their overall perception of the efficacy of the group.

Education had a negative relationship with the collective efficacy index (-1.38). Members with higher education were coded as a '2'. Members with lower education were coded as a '1'. The direction of the coefficient was negative (-3.446) indicating that CAG participants who had a lower education tended to have a higher level of perceived collective efficacy, and members with higher education tended to have a lower level. More educated individuals may perceive the CAG as less effective because of prior experiences with community planning forums and may have more skepticism of them general.

Conclusion

In conclusion, this research found differences in the importance members of the CAG placed on principles and characteristics of public participation. Although differences were not great between these items and all characteristics were found to be at least somewhat important to the participants, the variables' relative importance to each other revealed that some principles were more and less favored than others.

The frequency comparison revealed that CAG members were an elite group of individuals with different socio-demographic characteristics from the general population

of Wakulla County. However, this does not mean that their attitudes misrepresent those of the surrounding community.

CHAPTER 5
PLANNING IMPLICATIONS AND CONCLUSIONS

Research would do little good if it did not aim to improve society. Therefore, it is important that the results and discussion of this study be applied to the Big Bend Scenic Byway designation process. Because scenic highway designation is led by community members and guided by the Florida Department of Transportation, knowing more about the participant attitudes toward the process can help design more effective strategies for participant involvement.

Byway designation is intended to be a participatory effort led by local community residents (FSHP 1993). Because the Corridor Advocacy Group (CAG) is the primary entity responsible for scenic highway designation, it is important for the Florida Department of Transportation (FDOT) to have a thorough understanding of this group's attitudes toward the process. Survey results indicate participants feel it is important to have an accessible meeting process composed of a diverse representation of the community. FDOT should continue to stress the participatory-nature of the process because local involvement in byway planning and management is very important to CAG members. This is also an overarching principle in scenic highway planning, and any alterations to make the process more structured should strongly consider how this affects local community control.

The Florida Scenic Highways Program manual includes an outline for a Community Participation Program (CPP) for the designation process. The purpose of the CPP is to describe an approach to provide information as well as gather public input for a

proposed corridor (FSHP 1993). Based on participant attitudes, planning implications will be recommended that build upon FSHPM by adding more specific techniques for FDOT scenic highway coordinators to increase the effectiveness of the CPP.

Expand Role of Scenic Highways Coordinator

The main FDOT representative who provides assistance to communities in the Big Bend region of Florida interested in scenic highway designation is the Florida FDOT District 3 Environmental Specialist. The environmental specialist serves as the scenic highways coordinator of that area and can be influential in the tone of the participation, which may affect the success of the CAG and ultimately the scenic highway. Although the survey did not directly ask participants about the coordinator, he or she can influence many of the items CAG members found important. For instance, participants found the disclosure of information to be of highest importance followed closely by diverse participants and having open communication.

Currently, 15% of the FDOT environmental specialist's time is allocated toward working with communities to designate scenic highways. It is not only important that the specialist has the resources needed for assisting communities but also has the skills needed to work collaboratively with communities interested in designation. At some points in the process, 15% of the environmental specialist's job is likely adequate, but when a region begins the designation process, this role might need to be expanded. The following recommendations are designed for FDOT environmental specialists serving as scenic highway coordinators to help improve their resources and advising capabilities with communities.

Increase Diversity

Participants indicated that having access to the designation process was the most important principle of public participation. CAG members also indicated that having a diversity of community members represented in the in the planning of the byway was important, yet data show the CAG is not as diverse as the county. Increasing the access to the planning process can potentially add to the diversity of participants involved in designation. This could be accomplished by developing additional strategies targeting the promotion of the byway to underrepresented groups in the community. Clearly, the strategies used were not enough to attract a diverse CAG. It may help for the scenic highways coordinator to facilitate the partnerships of CAGs with local chambers of commerce, business and civic organizations in order to gain support for advertising to the community about the scenic highway meetings and membership in the CAG. As these results show, access and diverse representation is an important aspect of public participation and was not sufficient.

Disclose Information

Participants believed the most important characteristic of the scenic byway meetings was having a full disclosure of information. This can potentially increase transparency and the trust of participants in the process. Scenic highway coordinators can provide information to CAGs by regularly attending meetings and answering all questions posed by participants. Further, coordinators can give members opportunities to provide feedback at the end of the meeting. Members can be given feedback forms to comment on management plans, the organization of the meetings, as well as make open-ended suggestions. Also, as communities develop CAGs, the coordinator could work with

select CAG members to develop brochures and websites that provide key information specific to that region's involvement in scenic highway designation.

The current Scenic Highways Program Manual provides a great deal of information to the CAG about the designation process. Because of the amount of detail in the manual, most CAG members may not be willing to wade through the material. The current website on scenic highway designation also does not allow users to easily access information on the process. FDOT can develop workshops, and a website and handbook that gives brief pertinent information on the designation process, the role of the CAG, and the characteristics of the scenic highway. This would enable all CAG members, local businesses, and community residents to better access important information without having to navigate through the program manual. Information that could be addressed in the handbook and website should include material pertinent to the principles and characteristics members valued highly; access to the process and disclosure of information.

- purpose(s) of the byway,
- the purpose of the public involvement process,
- how to be involved in the planning process,
- how individuals and groups can request more information,
- status of designation efforts

Structure Meetings

A legitimate and fair public involvement process requires that participants are able to affect the structure of the discourse and outcomes of decision-making. Because collective efficacy was influenced by participants' attitudes toward their ability to operate according to consensus, representation, gender, and education, scenic highway coordinators should design strategies to manage for these accordingly. Collective efficacy

is a function of how well the group perceives they can accomplish certain goals and tasks related to the planning process. This includes working together and each member doing his or her part to achieve the goal of designation. Since scenic highway designation is inherently a participatory process, it is up to the community members to design the structure of the CAG meetings. Scenic highway coordinators might be able to offer planning strategies to increase collective efficacy in the CAG by providing more elements of a participatory process. The FSHPM suggests that byway meetings should have an agenda and a meeting officiant; however, more specific guidance would help produce a more effective meeting process. Suggested techniques based on the principles and characteristics of public participation include:

- **Promoting constructive interaction (Principle #3)**
    - 1a) CAGs could develop ground rules including how the process and final decisions will be made as well as how to insure that all perspectives are considered.
    - 1b) Ask participants to provide their perceived potential positive and negative impacts of the scenic byway at the opening of community information sessions.
- **Item relating to power.** Make efforts to ensure that individual participants or groups of individuals (in relation to gender as well) do not dominate the process or discussion
- **Develop rules about acceptable behavior (Principle #7)**. Leaders should decide how CAG members should provide responses during meeting discussions.
- **Access to information (Principle #5)**. Provide information from a community-wide survey to all CAG members allowing them to consider the attitudes of community residents and make better decisions.

Conclusion

The participatory nature of scenic highway designation allows the people who are most affected by the impacts of designation to guide the process. FDOT already provides assistance to communities moving through the process of designation through the Florida

Scenic Highways Program Manual and the scenic highway coordinator. To make better use of these resources, this research suggests the following activities are important to participants. These suggestions should be incorporated in ways that will not take away from local community control over designation, but allow communities to access information that will help them better achieve a more quality process.

- Designing meeting times and locations that can help provide access to a diversity of community members
- Disclosing information about the designation process, and gathering information from the community.
- Providing a meeting structure that promotes constructive interaction and attempts to purposely limit domination by individual and groups.

The Florida Scenic Highways Program (FSHP) is designed to be a participatory process that is led by residents along the proposed roadway corridor (FSHP 1995). The FSHP has designed a comprehensive program manual to guide the Corridor Advocacy Group through the process of gaining community support and moving through the formal designation application. As new insights become available, it is important for the FDOT to provide the best possible resources to guide communities through scenic highway designation. This research has added to that effort by concentrating on representation in the CAG, perceptions of the structure of the process, and its effect on group efficacy.

The overall purpose of this research was to evaluate the attitudes of a group of community residents (CAG) participating in the Big Bend Scenic Byway (BBSB) designation process. A political approach provides a good perspective from which to evaluate these attitudes. This is because the designation process was designed to gather perspectives from a wide variety of residents, and has many similar characteristics to

other decision-making forums discussed in political science and environmental policy literature.

The results detailed in this thesis confirm past research that representation in US community planning is often composed of residents who have different socio-demographics from the surrounding area. One of the key areas of disagreement surrounding this issue is whether or not the attitudes of the surrounding community are misrepresented. Some authors have suggested that values of the average citizens are washed out by the dominance of people representing interest groups. Others have found that interest groups can approximate the public's attitudes adequately. In either case, the only method of determining this is through the use of further social research that compares the views of participants of planning forums and the surrounding community residents. In order for the Big Bend Scenic Byway designation process to maintain its legitimacy, a survey should be conducted of the population in each county where the byway is proposed to intersect. The CAG could gather information from the community on how to represent their interests. This study indicates that although the members do not represent the entire community, their attitudes do not reflect an interest groups' perspective.

The legitimacy of public participation is not only linked to the representation of average citizens' views, but also to how the structure of the process promotes empowerment of the participants. Principles of public involvement can be used to guide the discourse of institutions and citizens that will produce processes and outcomes that are seen as more favorable and competent to all involved.

To determine which principles can positively influence legitimacy, more research must be conducted that gathers information directly from the participants themselves. Participants involved in various kinds of participation forums may place importance on different principles. Sampling larger populations can allow the use of factor analysis that statistically groups characteristics of public participation into relevant domains. This can further lead theorists to refine the principles (such as power) to reflect better relationships among individual variables.

The role of efficacy in participatory public participation research is not well defined. Although some work has been conducted on political efficacy in terms of voting, collective efficacy related to participatory democratic processes is not well established. This research has identified some of the characteristics and principles of the participation process that have an effect on participants' collective efficacy. Further investigation is warranted to determine if other structural elements also have an effect. This may help community planners to design better strategies that can increase the ability of group decision-making.

Improving the discourse between participants and decision-makers is a continuing effort that grows incrementally with each study and community-planning event. The case of the Big Bend Scenic Byway designation process serves as a step toward the goal of developing a set of criteria that represent the ideal communication structure of decision-making processes. The importance of citizen participation is well substantiated by philosophers, scientists, professionals, and mostly by the average individuals who seek to give their input to influence the policies that affect them. The Florida Department of Transportation can improve the success of scenic highway designation by providing an

open process that discloses information, and is seen as fair and legitimate to the CAG participants and the surrounding community.

Finally, several variables had an effect on individual member's perception of the ability of CAG as a whole. Participants' faith in having consensus as a part of the designation process and the having equal representation both had a positive relationship with collective efficacy. However, the level of education and gender both indicated that females and participants with higher education tended to perceive the collective efficacy of the CAG as low

APPENDIX A
BIG BEND SCENIC BYWAY CORRIDOR ADVOCACY GROUP SURVEY

Big Bend Scenic Byway

Corridor Advocacy Group Survey

The goal of this study is to understand residents' attitudes toward public participation in local planning as well as the potential impacts of the proposed Big Bend Scenic Byway to this area of Florida. Your participation is greatly appreciated.

People may have a number of reasons for participating in community planning processes. Listed below are some possible reasons you may have for participating in the Corridor Advocacy Group (CAG) scenic byway meetings.
Please indicate how important each reason is to you for participating in the CAG by circling a number 1- 5. **1** being **Not Important At All** and a **5** being **Extremely Important**.

I participate in the CAG to….	**Not At All Important**	**Somewhat Important**	**Important**	**Very Important**	**Extremely Important**
Be more involved with my community	1	2	3	4	5
Learn new things from other members	1	2	3	4	5
Help preserve the small-town character of this community	1	2	3	4	5
Make the community a better place to live	1	2	3	4	5
Learn and develop new skills	1	2	3	4	5
Have input into community issues	1	2	3	4	5
Gain a stronger sense of community togetherness	1	2	3	4	5
Be with people whom I enjoy	1	2	3	4	5
Help change this community within an organized group	1	2	3	4	5
Influence government policies	1	2	3	4	5
Meet other members of my community	1	2	3	4	5

I participate in the CAG to….	Not At All Important	Somewhat Important	Important	Very Important	Extremely Important
Have a more stable community economy	1	2	3	4	5
Do something more fulfilling than my current job	1	2	3	4	5
Become more vocal about my opinions	1	2	3	4	5
Learn more about what happens in this community	1	2	3	4	5
Meet new people with similar interests	1	2	3	4	5
Further my job or career	1	2	3	4	5
Feel like I make a difference	1	2	3	4	5
Solve a specific problem of concern to me	1	2	3	4	5
Help preserve the surrounding natural areas	1	2	3	4	5
Fulfill my duty as a community member	1	2	3	4	5
Other: _____	1	2	3	4	5

2. Different aspects of public participation may help to govern and direct a public meeting or a public decision-making process. Below are some aspects that may be important to you.

Please indicate how important you believe the following statements are as they relate to the Scenic Byway Corridor Advocacy Group meetings. **1** being **Not Important At All** and a **5** being **Extremely Important**

Characteristics of Public Participation	Not At All Important	Somewhat Important	Important	Very Important	Extremely Important
Allow participants to influence the way the meeting is being conducted.	1	2	3	4	5
Give participants the opportunity to be heard when making comments.	1	2	3	4	5
Give advance notice of meetings.	1	2	3	4	5
Give adequate time for all participants to discuss information.	1	2	3	4	5
Conduct meetings at convenient locations.	1	2	3	4	5
Develop rules about acceptable behavior.	1	2	3	4	5
Foster an atmosphere of open communication.	1	2	3	4	5
Gather local knowledge.	1	2	3	4	5
Allow participants to review the information presented at the meeting.	1	2	3	4	5
Develop relationships that encourage future participation.	1	2	3	4	5
Have a diversity of community members represented at the meetings.	1	2	3	4	5
Allow participants to have the opportunity to learn detailed information about the issues being discussed.	1	2	3	4	5
Put all concerns on the agenda.	1	2	3	4	5
Conduct meetings at convenient times.	1	2	3	4	5
Build trust among participants.	1	2	3	4	5
Fully disclose information.	1	2	3	4	5

Characteristics of Public Participation	Not At All Important	Somewhat Important	Important	Very Important	Extremely Important
Allow people who are most affected to have the most representation.	1	2	3	4	5
Conduct meetings according to consensus.	1	2	3	4	5
Prevent any one group from having too much influence.	1	2	3	4	5
Other _____	1	2	3	4	5

3. Next, we want to understand how effective you feel the CAG has been in reaching the following goals.

Please indicate your opinions about these by circling a number 1-7. **1** being **Not at all** and a **7** being **A Great Deal.**

How able are the CAG members to……	Not At All		Somewhat		Moderately		A Great Deal
write a designation plan	1	2	3	4	5	6	7
come to the meetings ready to work	1	2	3	4	5	6	7
successfully effect change	1	2	3	4	5	6	7
work together to achieve the common goal	1	2	3	4	5	6	7
hold meetings convenient for working people	1	2	3	4	5	6	7
access information about the community's needs	1	2	3	4	5	6	7

How able are the CAG members to……	Not At All		Somewhat		Moderately		A Great Deal
work together in the future	1	2	3	4	5	6	7
promote the byway to the community	1	2	3	4	5	6	7
stay on task	1	2	3	4	5	6	7
work collaboratively	1	2	3	4	5	6	7
give every member an opportunity to contribute	1	2	3	4	5	6	7
work through difficult impasses	1	2	3	4	5	6	7
operate according to consensus	1	2	3	4	5	6	7
give equal consideration of all issues presented	1	2	3	4	5	6	7
have the skills to achieve the designation goal	1	2	3	4	5	6	7
Other _____	1	2	3	4	5	6	7

4. For the following questions we are interested in how much effect you believe you personally had on the CAG. Please circle a number 1-5. **1** being **No Effect** and a **5** being **Much Effect.**

How much were you able to…..	No Effect	Very Little Effect	Some Effect	Moderate Effect	Much Effect
influence the decisions of the group	1	2	3	4	5
contribute to the writing of the designation plan	1	2	3	4	5
promote the designation of the byway to other citizens	1	2	3	4	5
express your views on important byway decisions	1	2	3	4	5

How much were you able to…..	No Effect	Very Little Effect	Some Effect	Moderate Effect	Much Effect
get other citizens involved in the byway designation process	1	2	3	4	5
Other_____	1	2	3	4	5

5. Community members may have differing opinions about the amount of control they have over certain aspects of their community.

Indicate how much you feel your community is able to influence the following by circling a number **1-9**.

People in this community can…..	**None**		**Very Little**		**Some Influence**		**Quite a Lot**		**A Great Deal**
control the level of tourism development	1	2	3	4	5	6	7	8	9
control the management of the surrounding natural resources	1	2	3	4	5	6	7	8	9
influence local government decision-making	1	2	3	4	5	6	7	8	9
preserve the aesthetic value of the community.	1	2	3	4	5	6	7	8	9
keep our surroundings beautiful	1	2	3	4	5	6	7	8	9
effectively preserve our cultural heritage.	1	2	3	4	5	6	7	8	9
preserve the natural environment	1	2	3	4	5	6	7	8	9
show that they are great neighbors.	1	2	3	4	5	6	7	8	9
ensure the same level of friendliness remains in our community.	1	2	3	4	5	6	7	8	9
effectively protect wildlife	1	2	3	4	5	6	7	8	9

6. We would like to know how you feel about your community. For each of the following statements, please indicate how much you agree or disagree.

Please circle a number 1-5. **1** being **Stongly Disagree** and a **5** being **Strongly Agree.**

	Strongly Disagree	**Disagree**	**Neutral**	**Agree**	**Strongly Agree**
I am definitely part of this community.	1	2	3	4	5
If I had to move from my community now, I would be sorry to leave it.	1	2	3	4	5
I am interested in what happens in this community.	1	2	3	4	5
I plan to be living in this community 5 years from now.	1	2	3	4	5
If I could keep the home I have right now, but move to another community, in the area I probably would.	1	2	3	4	5
I have an emotional attachment to my community.	1	2	3	4	5
I am willing to invest my time and talent to make the community an even better place.	1	2	3	4	5
What happens in the community is important to me	1	2	3	4	5
I am willing to make financial sacrifices for the sake my community.	1	2	3	4	5

7. Next we would like to zero in to your specific neighborhood.

For each of the following statements please indicate the likelihood of each of the situations by circling a number 1-5. **1** being **Stongly Disagree** and a **5** being **Strongly Agree.**

I would ask a neighbor to….	**Very Unlikely**		**Neutral**		**Very Likely**
Watch my house while I'm away	1	2	3	4	5
Borrow something	1	2	3	4	5
Help in an emergency	1	2	3	4	5
Offer advice about a personal problem	1	2	3	4	5
Discuss a problem in the neighborhood	1	2	3	4	5

8. What aspect of living in your community do you most identify with? (**Please mark one**)

- ☐ The friendships and social connections
- ☐ The physical/natural landscape
- ☐ The values, culture(s), and ways of life

9. Please indicate how much you agree that each of the following statements should be part of a scenic byway plan in the Big Bend area.

Please circle a number 1-5. **1** being **Stongly Disagree** and a **5** being **Strongly Agree.**

The Big Bend Scenic Byway should….	**Strongly Disagree**	**Disagree**	**Neutral**	**Agree**	**Strongly Agree**
Provide education and interpretation of the culture and natural resources along the byway	1	2	3	4	5
Maintain the rural and scenic nature of the byway route	1	2	3	4	5
Be promoted to attract visitors	1	2	3	4	5
Increase tourism in the area	1	2	3	4	5
Be managed to protect it from increased visitor use	1	2	3	4	5
Add to the management problems of local government	1	2	3	4	5
Have the support of local citizens	1	2	3	4	5
Help preserve the historic and natural resources along the route	1	2	3	4	5
Have citizen involvement in the planning and management of the byway	1	2	3	4	5
Other _____	1	2	3	4	5

10. Economic issues are an important aspect to the quality of life in a community by affecting the standard of living of the citizens who live there. One of the biggest effects of tourism is its economic impact on the community. Please answer the following questions.

a. How likely would your household income change, if the number of tourists increased in the Big Bend area? Please circle a number 1-7. **1** being **Not At All Likely** and **7** being **Extremely Likely.**

Not at all Likely					Extremely Likely	
1	2	3	4	5	6	7

b. What percent of your current income comes from money spent by tourists to the Big Bend area? Provide your best estimate.

____% of total income

11. Next, we would like to know your opinion about tourism and how you feel it would effect you and your community.

For each of the following statements, please indicate how much you feel things would get better or worse for you if tourism were to increase in your community.

Please circle a number 1-5. **1** being **Get Much Worse** and a **5** being **Get Much Better.**

Community Issues	**Get much Worse**		**Neutral**		**Get much Better**
Opportunities for shopping	1	2	3	4	5
Opportunities for recreation	1	2	3	4	5
The crime rate	1	2	3	4	5
Traffic congestion, litter, and noise	1	2	3	4	5
Public services such as police and fire protection	1	2	3	4	5
Preservation of local culture	1	2	3	4	5
Relationships between residents and tourists	1	2	3	4	5
The quality of the natural environment	1	2	3	4	5
Opportunities for employment	1	2	3	4	5
Revenues for local governments	1	2	3	4	5

Community Issues	Get much Worse		Neutral		Get much Better
The price of goods and services	1	2	3	4	5
Increase in the cost of land and housing	1	2	3	4	5
Access for local people to places and events	1	2	3	4	5
The values and lifestyles of local people	1	2	3	4	5
How much I feel at home in this community	1	2	3	4	5
Local peoples' control of the community	1	2	3	4	5
The general appearance of the region	1	2	3	4	5

Finally, we are interested in understanding who participates in the Scenic Byway designation process. Please be aware that your responses will be kept completely confidential.

12. Are you? ☐ male OR ☐ female

13. What is the year of your birth? 19____

14. What town do you live in? _____

15. How many years have you lived there? _____years

16. Please list the community groups you are a member of, such as: school related, religious, civic, service, hobby oriented, organized sports for children, organized sports for adults, neighborhood, etc.

17. How many hours a month do you participate in the above community groups?

____ **hours a month**

18. Which of the above groups, if any, did you represent at the CAG?

Group(s):_____

_____

19. Which of these best describes your race or ethnic group? (**Check all that apply**)

- ☐ American Indian or Alaskan Native
- ☐ Asian or Pacific Islander
- ☐ African American
- ☐ Latino or Hispanic
- ☐ Caucasian
- ☐ Other (please specify)_____

20. What is the highest level of education you have completed? (**Please mark one**)

- ☐ Eighth Grade or less
- ☐ Some High School
- ☐ High School Graduate or GED
- ☐ Trade/Technical/Vocational training
- ☐ Some College
- ☐ College Graduate
- ☐ Some Graduate School or beyond
- ☐ Graduate Degree

21. What was your approximate total household income, before taxes, in 2001?

- ☐ Less than 10,000
- ☐ 10,000 to 19,999
- ☐ 20,000 to 29,999
- ☐ 30,000 to 39,999
- ☐ 40,000 to 49,999
- ☐ 50,000 to 59,999
- ☐ 60,000 to 69,999
- ☐ 70,000 to 79,999
- ☐ 80,000 to 89,999
- ☐ 90,000 to 99,999
- ☐ 100,000 or more

In the space below, please include any comments you may have. Thank you again for your time and assistance in this important project.

Thank You For Your Participation!

APPENDIX B
MAP OF STUDY AREA

APPENDIX C
CORRELATIONS OF INDICIES AND ITEMS FOR LOGIT ANALYSIS

Table 9. Correlations of Principles and Collective Efficacy Index

		Collective Efficacy Index	Principle 6 (Develop Relationships that Encourage Future Participation)
Collective Efficacy Index	Pearson Correlation	1.000	.385**
	Sig.	.	.008
	N	47	46

** Correlation is significant at the 0.01 level (2-tailed).

Table 10. Correlations of Characteristics of Public Participation and Collective Efficacy Index

		Collective Efficacy Index	Develop relationships that encourage future participation.	Conduct meetings according to consensus
Collective Efficacy Index	Pearson Correlation	1.000	.414**	.504**
	Sig	.	.004	.000
	N	46	46	44

** Correlation is significant at the 0.01 level (2-tailed).

Table 11. Correlations of Items Used in Collective Efficacy index

		successfully effect change	stay on task	work collaboratively	give every member an opportunity to contribute	work through difficult impasses	operate according to consensus
successfully effect change	Pearson Correlation	1.000	.806**	.810**	.811**	.849**	.820**
	Sig	.	.000	.000	.000	.000	.000
	N	41	40	38	40	39	38
stay on task	Pearson Correlation	.806**	1.000	.912**	.846**	.803**	.798**
	Sig	.000	.	.000	.000	.000	.000
	N	40	44	41	43	42	41
work collaboratively	Pearson Correlation	.810**	.912**	1.000	.814**	.799**	.813**
	Sig	.000	.000	.	.000	.000	.000
	N	38	41	41	40	40	39
give every member an opportunity to contribute	Pearson Correlation	.811**	.846**	.814**	1.000	.894**	.873**
	Sig	.000	.000	.000	.	.000	.000
	N	40	43	40	44	42	40
work through difficult impasses	Pearson Correlation	.849**	.803**	.799**	.894**	1.000	.911**
	Sig	.000	.000	.000	.000	.	.000
	N	39	42	40	42	42	40
operate according to consensus	Pearson Correlation	.820**	.798**	.813**	.873**	.911**	1.000
	Sig	.000	.000	.000	.000	.000	.
	N	38	41	39	40	40	42

** Correlation is significant at the 0.01 level (2-tailed).

APPENDIX D
MEANS AND FREQUENCIES OF THE CHARACTERISTICS OF PUBLIC PARTICIPATION

Table 12. Importance of CAG Meeting Characteristics

Characteristics of Public Participation	**Mean[1]**	**Not At All Important (%)**	**Somewhat Important (%)**	**Important (%)**	**Very Important (%)**	**Extremely Important (%)**
Fully disclose information	4.29	-	2.0	17.6	29.4	51.0
Have a diversity of community members represented at the meetings	4.24	-	3.9	15.7	33.3	47.1
Foster an atmosphere of open communication	4.22	-	-	23.5	31.4	45.1
Give advance notice of meetings	4.20	-	2.0	18.0	38.0	42.0
Prevent any one group from having too much in influence	4.14	-	3.9	17.6	39.2	39.2
Conduct meetings at convenient times	4.12	-	-	23.5	41.2	35.3
Gather local knowledge	4.10	2	-	23.5	35.3	39.2
Build trust among participants	4.10	-	3.9	21.6	35.3	39.2
Give adequate time for all participants to discuss information	4.06	-	3.9	23.5	35.3	37.3
Give participants the opportunity to be heard when making comments	4.02	-	27.5	37.3	33.3	-
Conduct meetings at convenient locations	4.02	-	2.0	29.4	33.3	35.3
Develop relationships that encourage future participation	3.98	2	-	27.5	39.2	31.4
Allow participants to review the information presented at the meeting	3.92	-	-	3.9	27.5	41.2
Allow participants to have the opportunity to learn detailed information about the issues being discussed	3.86	-	10.0	26.0	32.0	32.0
Develop rules about acceptable behavior	3.69	3.9	7.8	29.4	33.3	25.5
Put all concerns on the agenda	3.65	3.9	3.9	33.3	41.2	17.6
Conduct meetings according to consensus	3.14	6.1	18.4	38.8	28.6	8.2
Allow participants to influence the way the meeting is being conducted	3.04	12.0	24.0	24.0	28.0	12.0
Allow people who are most affected to have the most representation	2.90	16.0	26.0	28.0	12.0	18.0

APPENDIX E
MEANS AND FREQUENCIES OF COLLECTIVE EFICACY ITEMS

Table 13. Collective Efficacy Items

How able are the CAG members to….	n	Mean[1]	Not At All (%)		Somewhat (%)		Moderately (%)		Very Able (%)
			1	2	3	4	5	6	7
Come to meeting ready to work	43	5.81	-	2.3	4.7	7.0	11.6	44.2	30.2
Have the skills to achieve the designation goal	42	5.74	-	-	7.1	14.3	16.7	21.4	40.5
Work collaboratively	41	5.68	-	-	4.9	12.2	22.0	31.7	29.3
Give every member an opportunity to contribute	44	5.68	2.3	-	4.5	11.4	15.9	34.1	31.8
Promote the byway to the community	46	5.67	2.2		6.5	6.5	21.7	30.4	32.6
Work together in the future	44	5.64	-	-	6.8	9.1	18.2	45.5	20.5
Stay on task	44	5.64	-	-	6.8	11.4	25.0	25.0	31.8
Hold meetings convenient for working people	46	5.57	-	-	8.7	13.0	17.4	34.8	26.1
Work together to achieve the common goal	45	5.56	4.4	-	2.2	8.9	22.2	37.8	24.4
Operate according to consensus	42	5.50	2.4	2.4	4.8	9.5	26.2	23.8	31.0
Work through difficult impasses	42	5.33	2.4	2.4	7.1	9.5	23.8	35.7	19.0
Write a designation plan	41	5.32	-	-	22.0	7.3	9.8	39.0	22.0
Successfully affect change	41	5.24	2.4	-	7.3	14.6	24.4	39.0	12.2
Give equal consideration of all issues presented	43	5.19	7.0	2.3	4.7	14.0	16.3	34.9	20.9
Access information about the community's needs	44	5.16	6.8	-	-	6.8	18.2	15.9	29.5

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BIOGRAPHICAL SKETCH

Noah M. Standridge graduated with a bachelor's degree in elementary education from the University of Florida in 1998. Continuing at UF to receive a master's degree in forestry, he specialized in the social research of natural resources. Mr. Standridge desires to continue his career through teaching and service to others. Some of his favorite hobbies are mountain climbing, caving, and kayaking, and he hopes to possibly integrate these into his career as well. He is happily married to Brinly Standridge and has one son, Micah.