

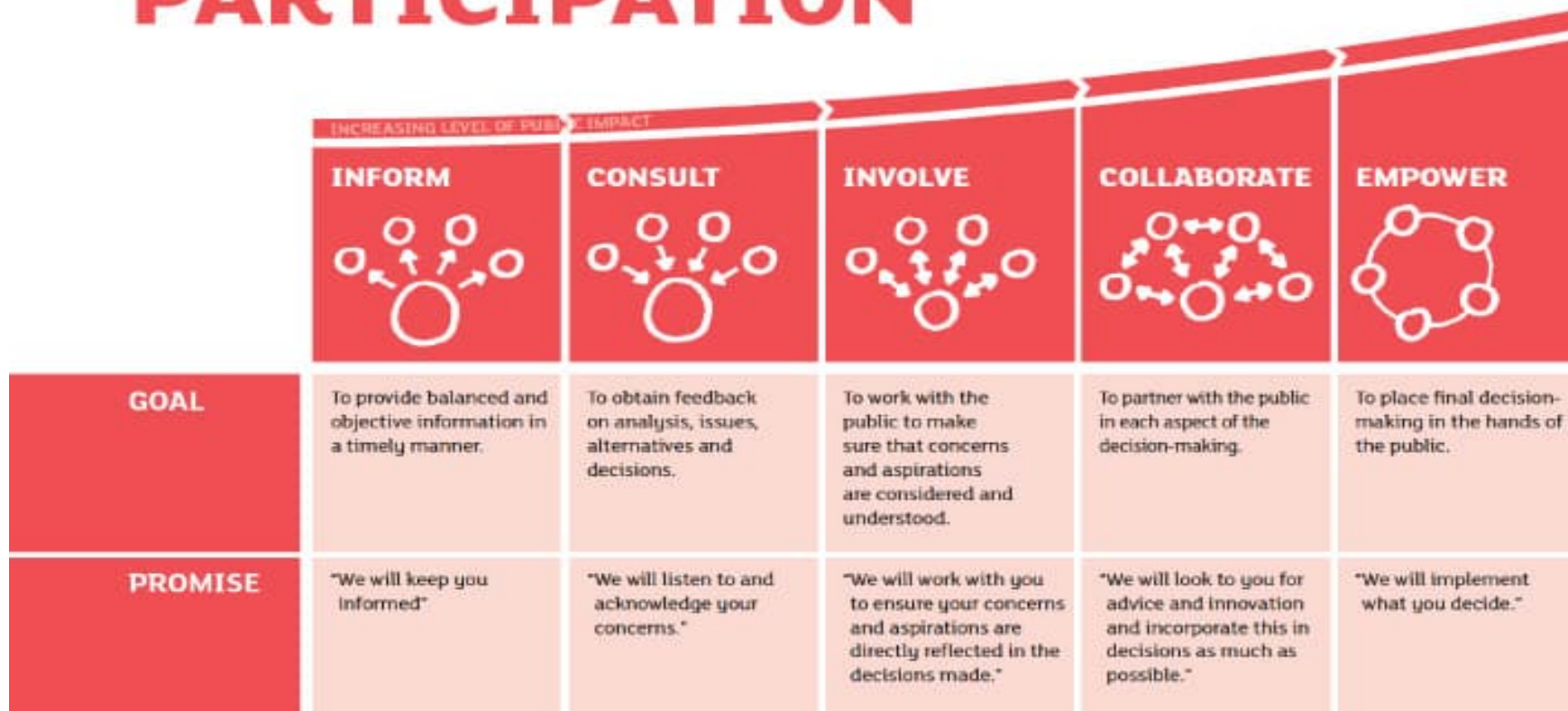


# Conflicts and Collaboration in Planning

Participatory planning @ Aalto University  
3 April, 2023  
Lasse Peltonen  
University of Eastern Finland

# IAP2 SPECTRUM OF PUBLIC PARTICIPATION

Link to conflicts & conflict resolution?



# Levels of Stakeholder Involvement

## WHO

Key stakeholders with ability to problem solve and implement solutions

Technical/resource advisors  
Stakeholders with specific relationship

Stakeholders with specific interest or information

Broad public and constituency

## HOW

**COLLABORATE**

**ENGAGE**

**CONSULT**

**INFORM**

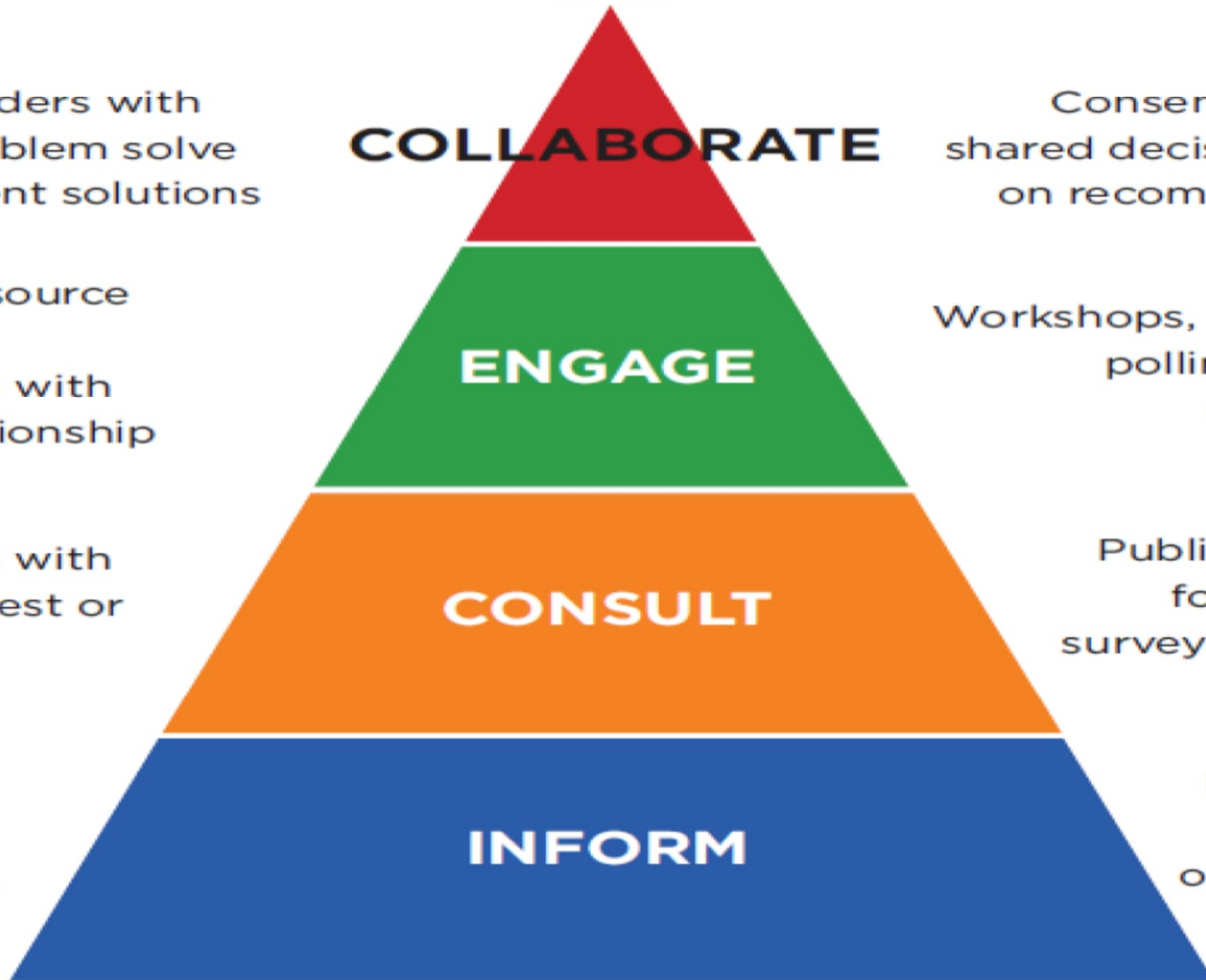
## TOOLS

Consensus groups, shared decision making on recommendations

Workshops, deliberative polling, advisory committees

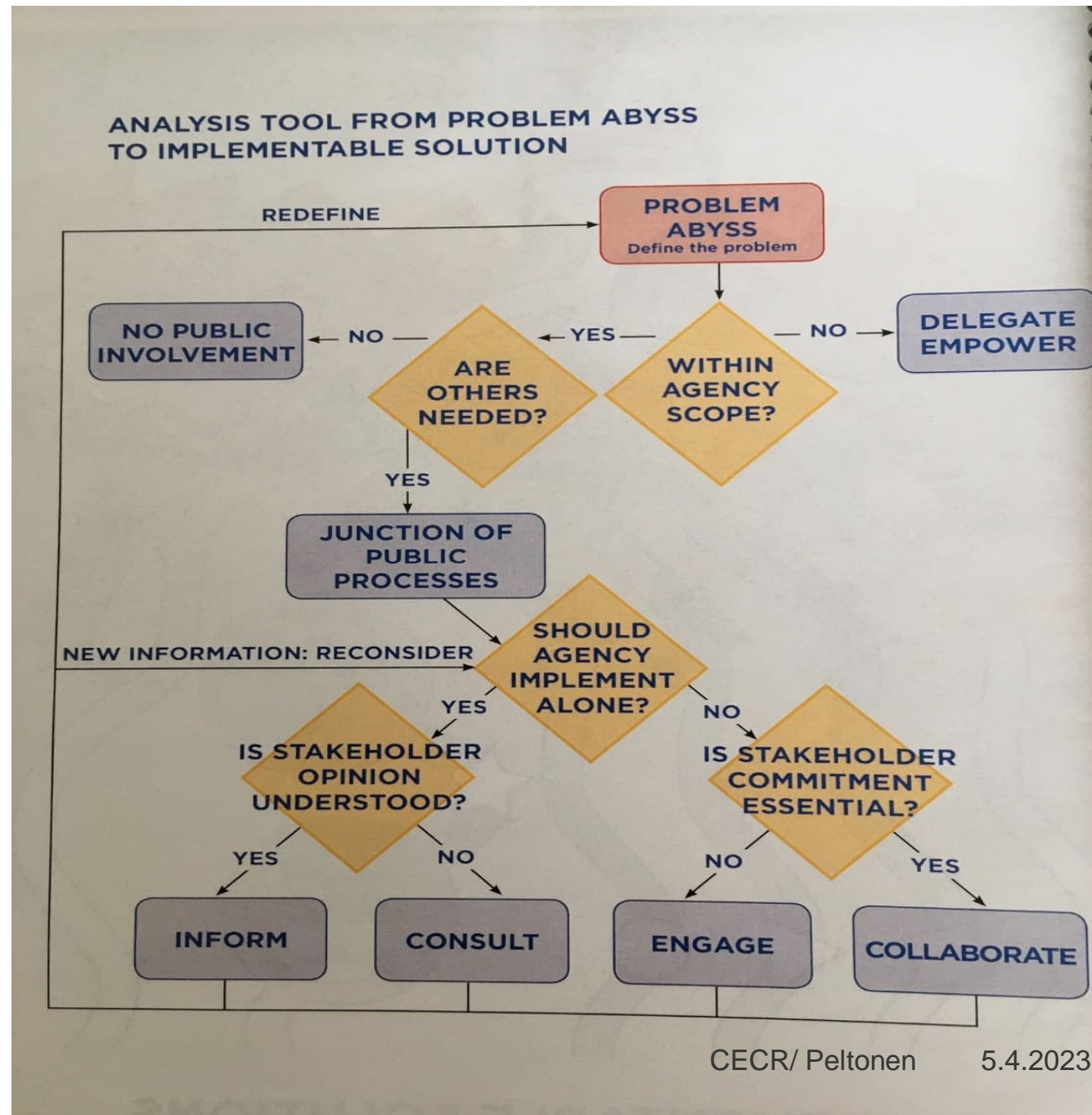
Public comment, focus groups, surveys, web tools

Fact sheets, websites, open houses, media



Junction of Public Processes

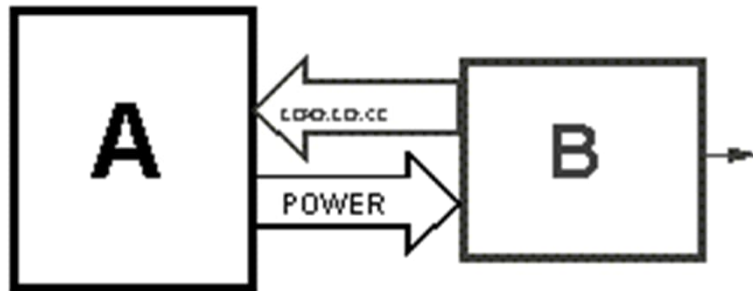
National Policy  
Consensus Center/  
Portland state  
university



IF the commitment of another actor/actors is paramount to the success of your goal/project/plan... you **DEPEND** on their commintment and they have **POWER** over your goals

## **DEPENDENCE THEORY OF POWER**

if "B" is dependent on "A",  
then "A" has power over "B"



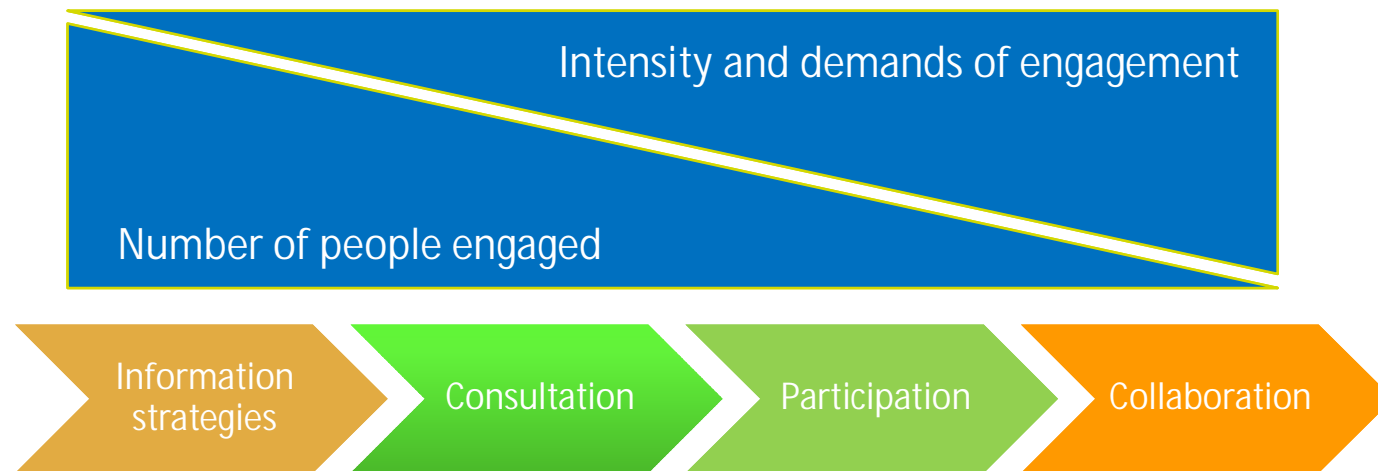
In conflicts and collaboration, the dependence theory of power applies

# From the readings

Forester (2006)

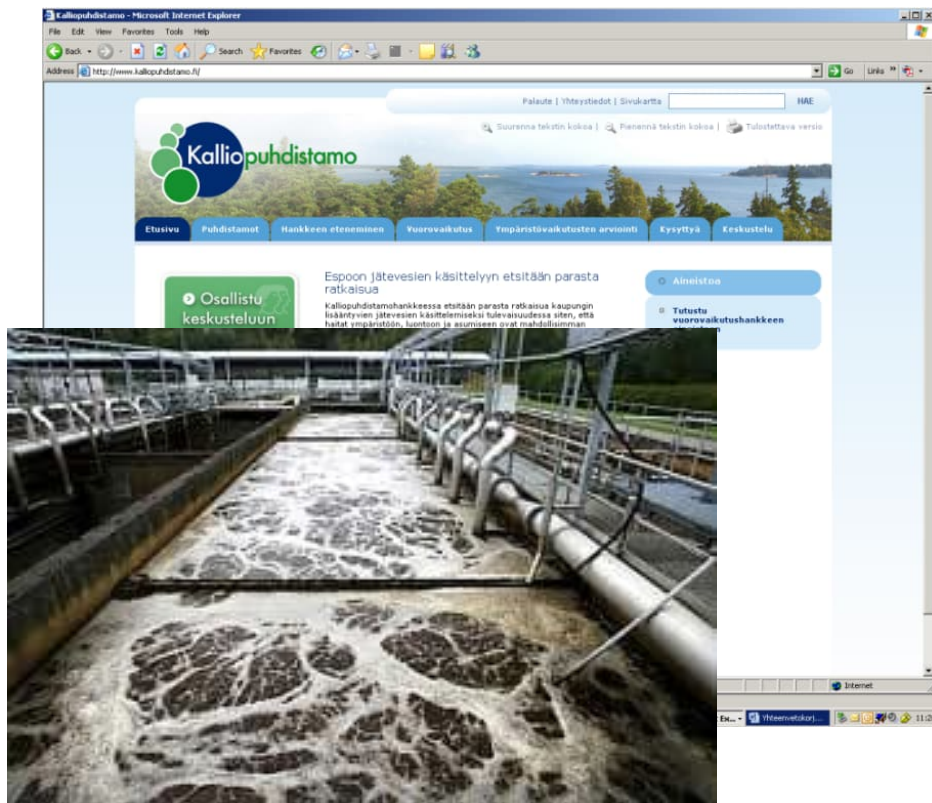
*“Mediating Participation Rather than Moderating Debate”?*

# Extensiveness / Intensity of engagement





# Example - siting conflict of a water treatment facility in Espoo



- 2007... (15 years ago)
- Best place & technology was first selected on technical and economic grounds
- Problem of social acceptance
- Local opposition resulted
- Conflict management through a participatory EIA process
- ...facility completed in 2022



# Common elements in definitions of conflict

- Perceived incompatibility
- Interests, goals, aspirations
- Two or more interdependent parties
- Incentives to cooperate and/or to compete (= mixed motives)
- Forms of interaction: conflict communication
- Forms of bargaining/ negotiation
- Strategy / strategic behavior
- Judgments and decisions

Table 3.2  
Definitions of Conflict

Author(s)	Definition	Key Terms
Coser (1956)	Social conflict is a struggle between opponents over values and claims to scarce status, power and resources.	struggle opposition scarcity
Schelling (1960)	Conflicts that are strategic are essentially bargaining situations in which the ability of one participant to gain his ends is dependent on the choices or decisions that the other participant will make.	strategy bargaining dependence decisions
Deutsch (1973)	A conflict exists whenever incompatible activities occur . . . one party is interfering, disrupting, obstructing, or in some other way making another party's actions less effective.	incompatibility interference effectiveness
Wall (1985)	Conflict is a process in which two or more parties attempt to frustrate the other's goal attainment . . . the factors underlying conflict are threefold: interdependence, differences in goals, and differences in perceptions.	goals interdependence perceptions
Pruitt & Rubin (1986)	Conflict means perceived divergence of interest, or a belief that the parties' current aspirations cannot be achieved simultaneously.	perception interests aspirations beliefs
Conrad (1990)	Conflicts are communicative interactions among people who are interdependent and who perceive that their interests are incompatible, inconsistent, or in tension.	perception communication interdependence tension
Tjosvold & van de Vliert (1994)	Conflict—incompatible activities—occurs within cooperative as well as competitive contexts . . . conflict parties can hold cooperative or competitive goals.	goals incompatibility cooperation competition
Folger et al. (1997)	Conflict is the interaction of interdependent people who perceive incompatible goals and interference from each other in achieving those goals.	perception interaction interdependence incompatibility
Wilmot & Hocker (2001)	Conflict is an expressed struggle between at least two interdependent parties who perceive incompatible goals, scarce resources, and interference from others in achieving their goals.	struggle interdependence perception scarcity

Daniels, S. & Walker, G. (2001) Working Through Environmental Conflict: The Collaborative Learning Approach. Praeger.

# Generic definition of conflict

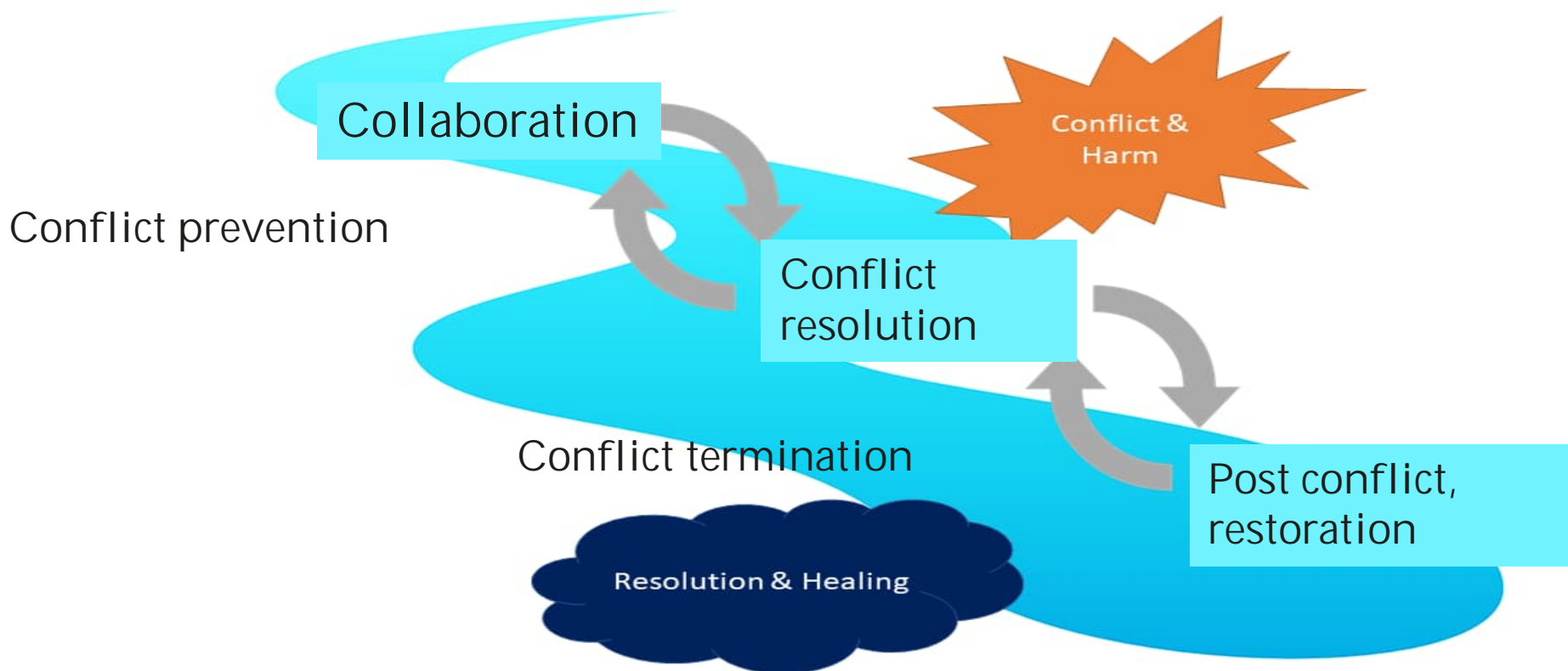
- A situation in which actors use conflict behavior against each other to attain incompatible goals and/or to express their hostility



Implication – parties have at least some influence over each other → interdependence

- Bartos, Otomar J & Wehr, Paul (2002) Using Conflict Theory. Cambridge University Press

# Conflicts: upstream vs. downstream

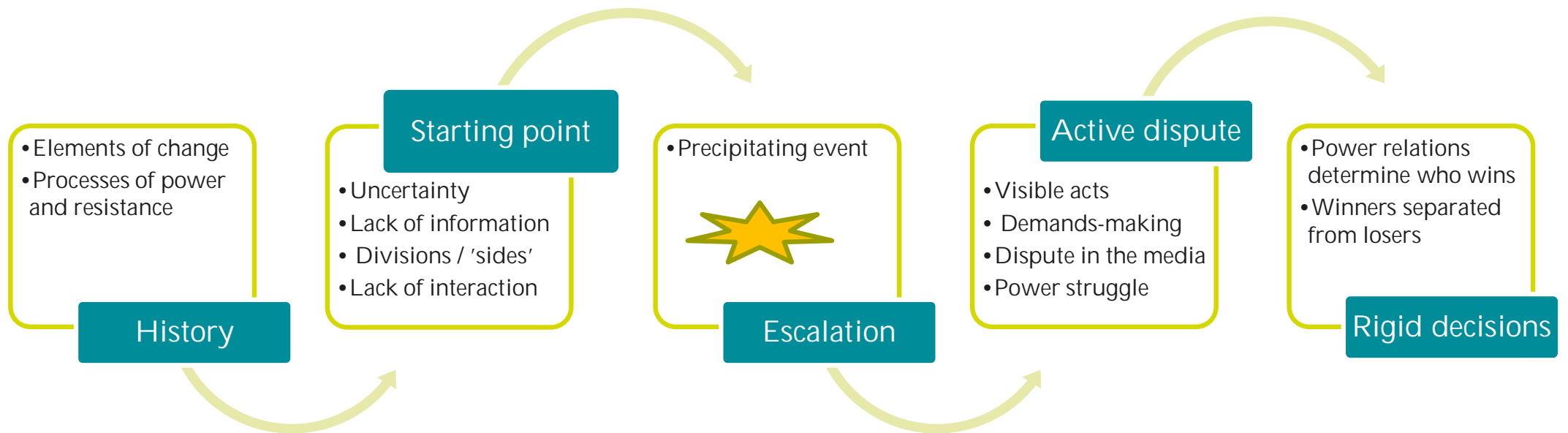


# Decide- Announce- Defend



Walker, P. (2009) Dinosaur DAD and Enlightened EDD – engaging people earlier is better. IEMA Institute of Environmental Management and Assessment. <[http://penny-walker.co.uk/media/2009/09/feb09\\_engage\\_deliberate\\_decide.pdf](http://penny-walker.co.uk/media/2009/09/feb09_engage_deliberate_decide.pdf)>

# A conflict-prone process



Sidaway, Roger (2005) Resolving Environmental Disputes. From Conflict to Consensus. Earthscan, London

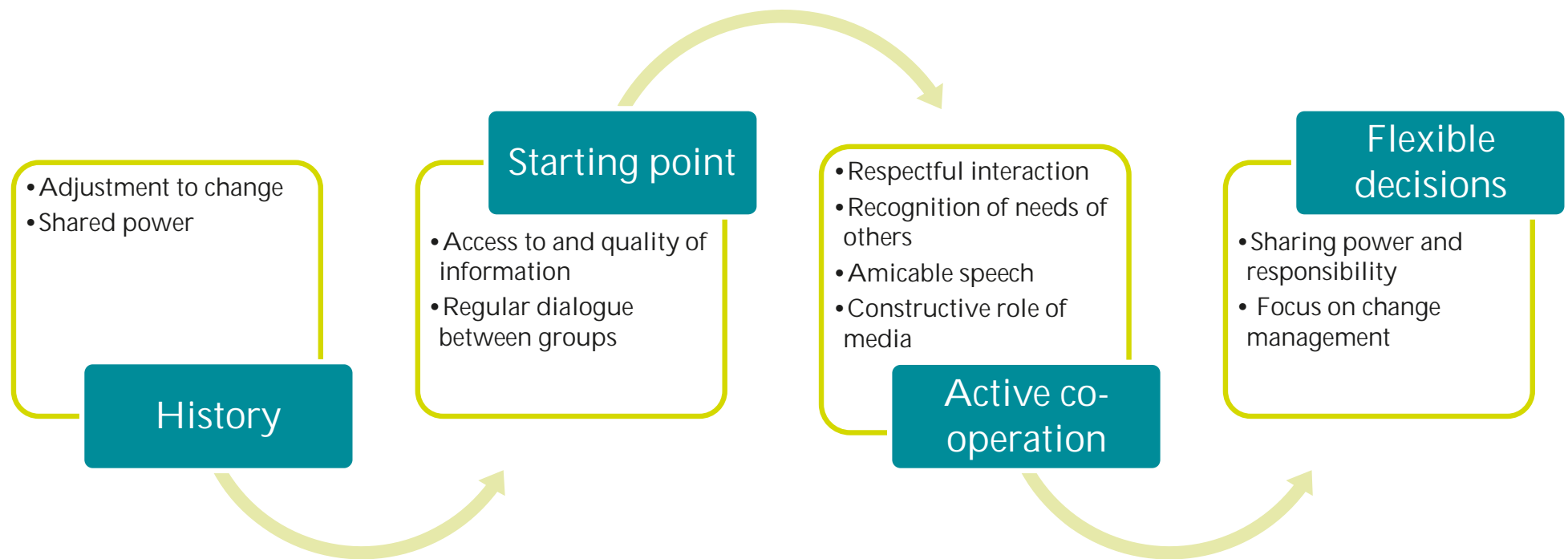
# Engage – Deliberate - Decide



Walker, P. (2009) Dinosaur DAD and Enlightened EDD – engaging people earlier is better. IEMA Institute of Environmental Management and Assessment. <[http://penny-walker.co.uk/media/2009/09/feb09\\_engage\\_deliberate\\_decide.pdf](http://penny-walker.co.uk/media/2009/09/feb09_engage_deliberate_decide.pdf)>



# A Collaboration-bound process



# Responses to "NIMBY": The Facility siting Credo

- Seek agreement on status quo as not acceptable
- Explore real options
- Establish trust
- Seek consensus
- Fully address all negative aspects of facility
- Make host community better off

Kunreuther, H., L. Susskind and T.D. Aarts (1991) The Facility Siting Credo: Guidelines for an effective facility siting process. University of Pennsylvania Publication Services, <http://web.mit.edu/publicdisputes/practice/credo.pdf>.

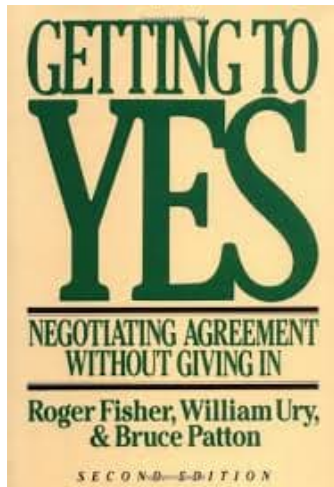
**THE FACILITY SITING**

**C R E D O :**

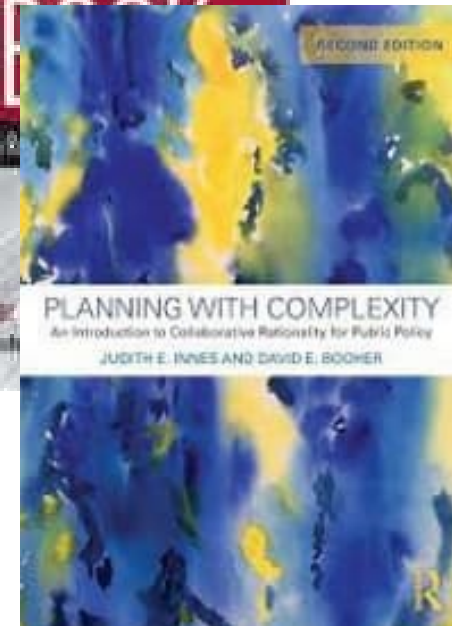
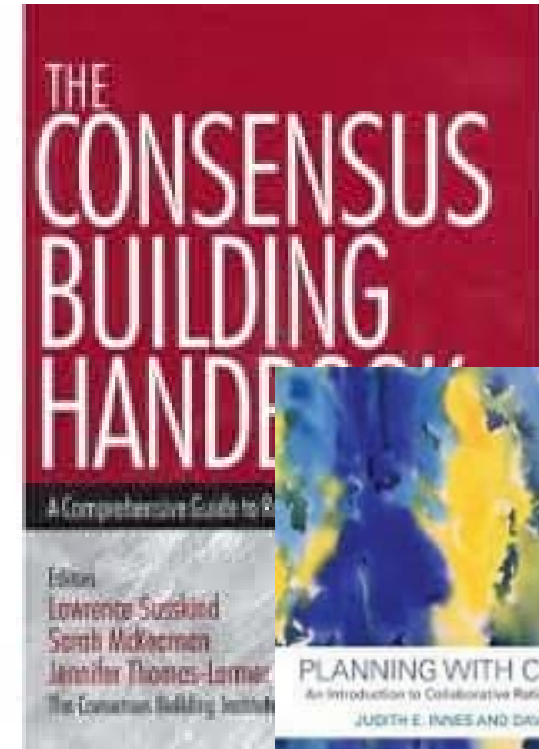
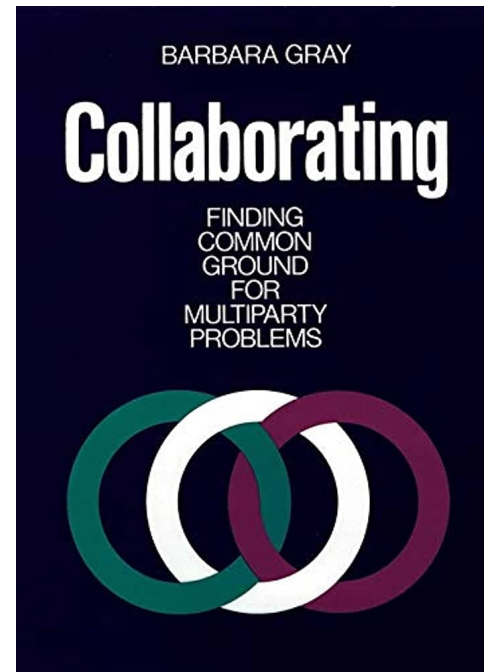
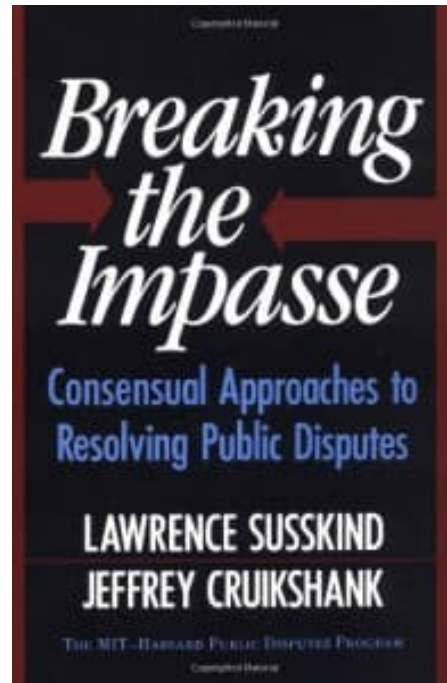


**G U I D E L I N E S**  
**FOR AN EFFECTIVE FACILITY SITING PROCESS**

From negotiation theory to environmental conflict resolution, consensus building & collaboration..



Interest-based negotiation!



# Three alternatives in conflict resolution

1. Power – power struggle
  - “Might makes right” – most blatant in violent conflict
  - Harmful for relationships between actors
  - Leads to distrust
2. Rights - adjudication
  - Based on ready-made claims
  - Leads to win-lose situations (e.g. in court proceedings)
  - Weakens relations between parties
  - Costly and uncertain
3. Interests – reconciling interests
  - May lead to win-win situations
  - The parties are in control of the process/ decision
  - May avoid growing costs



Ury, W., Brett, J., & Goldberg, S. (1988). *Getting Disputes Resolved*. San Francisco: Jossey-Bass Publishers.

# SPECTRUM OF PROCESSES FOR COLLABORATION AND CONSENSUS-BUILDING IN PUBLIC DECISIONS<sup>1</sup>

	EXPLORE/INFORM	CONSULT	ADVISE	DECIDE	IMPLEMENT
<b>Outcomes<sup>2</sup></b>	<ul style="list-style-type: none"> <li>Improved understanding of issues, process, etc.</li> <li>Lists of concerns</li> <li>Information needs identified</li> <li>Explore differing perspectives</li> <li>Build relationships</li> </ul>	<ul style="list-style-type: none"> <li>Comments on draft policies</li> <li>Suggestions for approaches</li> <li>Priority concerns/issues</li> <li>Discussion of options</li> <li>Call for action</li> </ul>	<ul style="list-style-type: none"> <li>Consensus or majority recommendations, on options, proposals or actions, often directed to public entities</li> </ul>	<ul style="list-style-type: none"> <li>Consensus-based agreements among agencies and constituent groups on policies, lawsuits or rules</li> </ul>	<ul style="list-style-type: none"> <li>Multi-party agreements to implement collaborative action and strategic plans</li> </ul>
<b>Sample Processes</b>	<ul style="list-style-type: none"> <li>Focus Groups</li> <li>Conferences</li> <li>Open houses</li> <li>Dialogues</li> <li>Roundtable Discussions</li> <li>Forums</li> <li>Summits</li> </ul>	<ul style="list-style-type: none"> <li>Public meetings</li> <li>Workshops</li> <li>Charettes</li> <li>Town Hall Meetings (w &amp; w/o deliberative polls)</li> <li>Community Visioning</li> <li>Scoping meetings</li> <li>Public Hearings</li> <li>Dialogues</li> </ul>	<ul style="list-style-type: none"> <li>Advisory Committees</li> <li>Task Forces</li> <li>Citizen Advisory Boards</li> <li>Work Groups</li> <li>Policy Dialogues</li> <li>Visioning Processes</li> </ul>	<ul style="list-style-type: none"> <li>Regulatory Negotiation</li> <li>Negotiated settlement of lawsuits, permits, cleanup plans, etc.</li> <li>Consensus meetings</li> <li>Mediated negotiations</li> </ul>	<ul style="list-style-type: none"> <li>Collaborative Planning processes</li> <li>Partnerships for Action</li> <li>Strategic Planning Committees</li> <li>Implementation Committees</li> </ul>
<b>Use When</b>	<ul style="list-style-type: none"> <li>Early in projects when issues are under development</li> <li>When broad public education and support are needed</li> <li>When stakeholders see need to connect, but are wary</li> </ul>	<ul style="list-style-type: none"> <li>Want to test proposals and solicit public and stakeholder ideas</li> <li>Want to explore possibility of joint action before committing to it</li> </ul>	<ul style="list-style-type: none"> <li>Want to develop agreement among various constituencies on recommendations, e.g. to public officials</li> </ul>	<ul style="list-style-type: none"> <li>Want certainty of implementation for a specific public decision</li> <li>Conditions are there for successful negotiation</li> </ul>	<ul style="list-style-type: none"> <li>Want to develop meaningful on-going partnership to solve a problem of mutual concern</li> <li>To implement joint strategic action</li> </ul>
<b>Conditions for Success</b>	<ul style="list-style-type: none"> <li>Participants will attend</li> </ul>	<ul style="list-style-type: none"> <li>There are questions or proposals for comment</li> <li>Affected groups and/or the public are willing to participate</li> </ul>	<ul style="list-style-type: none"> <li>Can represent broad spectrum of affected groups</li> <li>Players agree to devote time</li> </ul>	<ul style="list-style-type: none"> <li>Can represent all affected interests and potential "blockers"</li> <li>All agree upfront to implement results, incl. "sponsor"</li> <li>Time, information, incentives and resources are available for negotiation</li> </ul>	<ul style="list-style-type: none"> <li>Participants agree to support the goal for the effort</li> <li>Participants agree to invest time and resources</li> <li>Conditions exist for successful negotiations</li> </ul>

<sup>1</sup> Developed by Suzanne Orenstein, Lucy Moore, and Susan Sherry, members of the Ad Hoc Working Group on the Future of Collaboration and Consensus on Public Issues, in consideration of and inspiration from the spectra developed by [www.iap2.org/associations/4748/files/IAP2%20Spectrum\\_vertical.pdf](http://www.iap2.org/associations/4748/files/IAP2%20Spectrum_vertical.pdf) and the National Coalition for Dialogue and Deliberation (<http://www.thataway.org/exchange/files/docs/ddStreams1-08.pdf>).

<sup>2</sup> While all types of processes have intrinsic value on their own, those on the right side of the spectrum tend to include early phases akin to



# Characteristics of Environmental Conflict Resolution (ECR)

- Aimed as resolving multiparty public problems / disputes
- Voluntary processes
- Face-to-face meetings & interaction
- Processes structured as negotiations (not hearings, dialogue or discussion or debate...)
- Neutral third party facilitator / mediator assisting the process

Dukes, E. F. (2004). What we know about environmental conflict resolution: An analysis based on research. *Conflict Resolution Quarterly* 22(1-2): 191-220.



# Success factors in Environmental Conflict Resolution

- Face-to-face interaction promotes trust between parties
- Convening the parties early-on, before the conflict escalates
- The parties have the capacity and possibility to commit themselves to a shared problem solving (negotiation) process
- The differences in capacities to participate are taken into account in the process (support, training etc.)
- Third-party (neutral) professional mediators add value to the process – external help needed especially in complex processes
- Relevant, reliable and high-quality information is made available in the process; cannot rely only on parties own information and views

Emerson, K., P.J. Orr, D.L. Keyes and K.M. McKnight (2009) Environmental conflict resolution: Evaluating performance outcomes and contributing factors. *Conflict Resolution Quarterly* 27, 27-64

# Innes & Booher – collaborative rationality

- “Collaborative processes that are designed and managed to generate collaborative rationality are likely to produce not only effective options for how actors can move forward together to deal with their problems, but also individual and collective learning that will help make the community more adaptive and resilient. ... (It) very much matters *how* the collaborative process unfolds ... (and) collaborative processes can lead to changes in the larger processes that help to make our institutions more effective and adaptive and make the system itself more resilient” (J. E. Innes & Booher, [Citation2010](#), pp. 11-12).

# Key to 'conflict resolution'?

## → Negotiation in planning!

UEF // University of Eastern Finland

SPT-E8020 | 2 or 3 ECTS | 17-19 April 2023 | A 3-day Intensive Course

## Negotiation in Planning



Planning problems are wicked. There is no one right answer to be found. What is needed is negotiation between multiple parties with sometimes conflicting interests and values.

Negotiation in Planning is a 3-day intensive course designed to build capacities to manage the complexity of conflicting interests and values by harnessing the benefits of interest-based negotiation strategy. The course instructor is an Aalto alumni Jonna Kangasoja, D.Sc. (Tech.), a leading professional in multiparty negotiation and public policy mediation with Akordi Oy.

The course is suitable for master's level students and doctoral students, and open to all Aalto University students. Priority is given to Spatial Planning and Transportation Engineering Master's Programme students, in the case of a high number of registrations. Registration is via Sisu from 17 March 2023 until 10 April 2023.

Students who take the course will learn the practical skills of:

- Identifying interests
- Communicating and negotiating effectively
- Seeking relevant criteria in a negotiation
- Generating options, which satisfy multiple interests
- Assessing alternatives to negotiated agreements

Teaching and learning methods include interactive negotiation exercises, which are multiparty role-play simulations of resolving complex problems. These simulations are created and distributed by the inter-university consortium "Program on Negotiation at Harvard Law School".

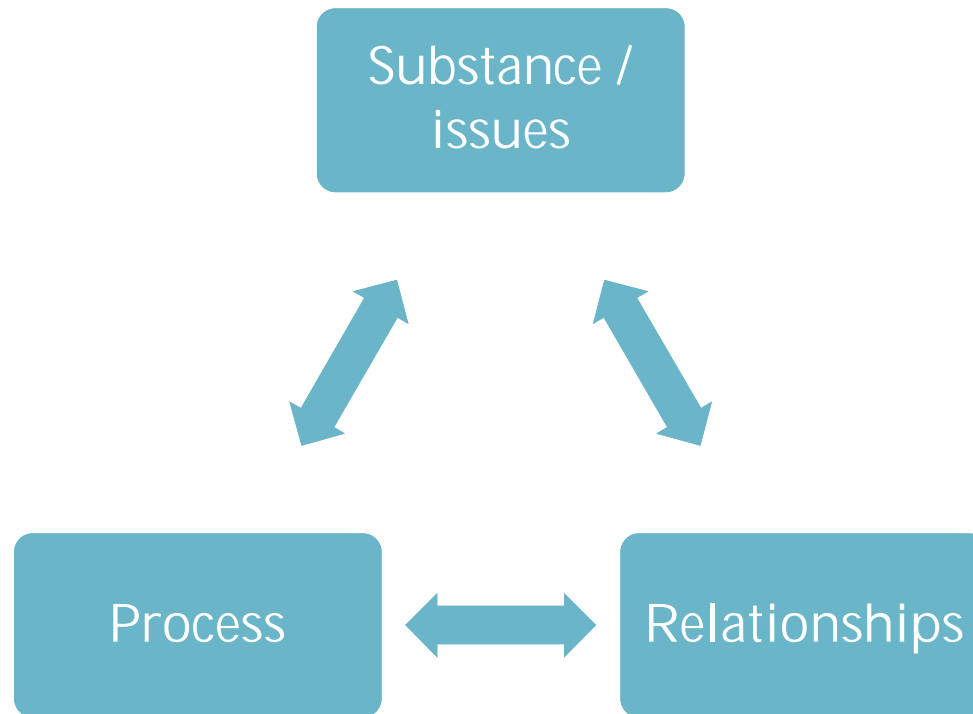
**Workload:** Choose 2 or 3 ECTS

- 2 ECTS = Contact sessions + short reflection memos + reading one book
- 3 ECTS = Contact sessions + short reflection memos + reading two books + writing an essay

**Course Instructor:** Jonna Kangasoja, Co-Founder and CEO of Akordi, ✉ [jonna@akordi.fi](mailto:jonna@akordi.fi) 🐦 @jonna\_kangasoja

**Teacher in Charge:** Prof. Claudio Roncoli, ✉ [claudio.roncoli@aalto.fi](mailto:claudio.roncoli@aalto.fi)

# Dimensions of problems / progress in environmental conflict resolution



Daniels, S. & Walker, G. (2001) Working Through Environmental Conflict: The Collaborative Learning Approach. Praeger.

Kiitos!

Thank you for your attention 😊

Contact: [lasse.peltonen@uef.fi](mailto:lasse.peltonen@uef.fi)