

Increasing community engagement in NYC's green-space planning with PPGIS and deliberative democracy

by Erika Whillas

Thesis submitted in fulfilment of the requirements for the Doctor of Philosophy, Sustainable Futures

University of Technology Sydney Institute of Sustainable Futures

April 2021

Certificate of Original Authorship

I, Erika Whillas declare that this thesis, is submitted in fulfilment of the requirements for the

award of Doctor of Philosophy in the Institute for Sustainable Futures at the University of

Technology Sydney.

This thesis is wholly my own work unless otherwise referenced or acknowledged. In

addition, I certify that all information sources and literature used are indicated in the thesis.

This document has not been submitted for qualifications at any other academic institution.

This research is supported by the Australian Government Research Training Program, and

was supported by a UTS Doctoral Scholarship

Production Note:

Signature removed prior to publication.

Date: 30/04/2021

2

Abstract

My research explores community engagement in New York City's (NYC) green space planning to understand how urban governance can be more inclusive and accountable to help cities adapt to climate change. Increasing green spaces in cities is a proven strategy to reduce the effects of heat waves and storms, and community participation in urban green space planning is a key attribute for their successful design, maintenance and sustainable development. My research provides recommendations for green space advocates working with communities and local governments, and for decision makers looking for democratic innovations to increase engagement in planning decisions.

This thesis contributes to the knowledge of public participation geographic information systems (PPGIS) as a beneficial tool for community engagement in urban green-space planning. In this case PPGIS proved to be an effective tool for green-space organizations to gather comments at community meetings, capture comments of those who cannot attend meetings and help facilitators direct contributions of shy and dominating meeting participants. This is the first known action research project to develop a PPGIS application for urban green space planning in NYC with an emphasis on co-design.

Recommendations are made to use PPGIS with deliberative discussion focus groups to develop and refine PPGIS web-surveys so as to improve their language, interface design and overall relevance for their target audience.

This dissertation contributes to the understanding of how deliberative systems thinking can be used to improve governance in practice, by applying this framework to NYC's formal community engagement mechanisms, and identifying opportunities to make them more deliberative. Guidance is taken from international democratic innovations to make recommendations for NYC Parks scoping sessions, NYC's Participatory Budgeting and District Service Cabinet Meetings.

Acknowledgements

Many people have supported and participated in this research and I am indebted to them all. First and foremost, I'd like to thank my supervisors, Dr Chris Riedy and Dr Ester Fuchs. Chris' patience and guidance has made me a better writer, thinker and communicator and he has given me a new way of seeing the world. This dissertation would be a shadow of itself without his mentorship. Ester, a guiding force since my studies at Columbia, has given me a holistic understanding of sustainable urban development, and provided me with a spectacular array of academic opportunities.

At the New York Restoration Project, Bethany Hogan not only gave me hours of her time, but also her brilliant perspective on urban planning and environmental justice. Charlie Reynosco shared his on-the-ground experiences of community in engagement in NYC, and tirelessly tested my PPGIS prototype on real-world projects.

I am grateful for every single person I interviewed. Their perspectives and experiences shaped the outcomes of this dissertation, and gave me a depth of understanding that would not have been possible without their contributions. A shout out to the MediaLab-Prado and the Mapseed crew, building and testing Village Vanguard in Madrid was so much fun. Many thanks to my editor, David Gacs, for his suggestions on language, catching of redundant paragraphs, and his fresh set of eyes. Special thanks goes to Nivek Thompson, who has been my sounding board and a source of inspiration for the entirety of my PhD.

Finally, I'd like to thank my family for their love and support; my aunt Susie, who encouraged me to pursue a PhD in the first place and kept me sane and fed in the final weeks, my father for his humorous take on the whole situation and keeping a roof over my head, my mother for always telling me I was a clever girl, and my brother and flatmate, Nicholas, for putting up with me in the final months of getting the elephant out of the room.

Contents

	Certificate of Original Authorship	∠
	Abstract	3
	Acknowledgements	4
	Contents	5
1	Introduction	7
١.	1.1. NYC's response to climate change	
	1.2. The benefits of urban green spaces	
	1.3. Challenges for community engagement in NYC's green space planning	
	1.4. Deliberative democracy as a lens to examine and improve NYC's green-space governa	
	1.4. Deliberative democracy as a ferio to examine and improve tyre of green space governa	
	1.5. PPGIS to support community engagement in urban green-space planning	
	1.6. The New York Restoration Project	
	1.7. Research motivation	31
	1.8. Thesis outline	34
^	Literature Review	07
۷.		
	2.1. The use of community engagement in green space planning to tackle gentrification, and increase public attachment to place	
	2.2. Deliberative democracy and environmental governance2.3. PPGIS as a boundary object and tool for democratic deliberation	
	2.4. Participatory design for the development and use of PPGIS	
	2.4. Faiticipatory design for the development and use of FF dis	07
3.	Research Design	71
	3.1. Research goals	72
	3.2. Research questions	74
	3.3. Theoretical Perspective	76
	3.4. Research methodology	79
	3.5. Methods	82
	3.6. Analysis	85
4.	The influence of the public on the evolution, protection and maintenance of NYC green space	ces
	9	
	4.1. The community gardens of NYC	
	4.2. Parks for the people	
	4.3. The formal mechanisms available to New Yorkers to shape their green spaces	. 106
5.	Co-designing a PPGIS tool for community engagement in NYC's green-space planning	. 114

5.1. Understanding NYRP's community engagement process	116
5.2. NYRP's community engagement process for the Haven Project master plan	129
5.3. Imagining future community engagement workflows	144
5.4. Testing the PPGIS prototype in NYC	165
6. Increasing the participatory design of PPGIS surveys	181
6.1. Using deliberative discussion focus groups to design PPGIS web-surveys to increase	
community engagement	182
6.2. Summary of recommendations for future PPGIS projects	196
7. Why did the Haven Project fail and how could PPGIS have helped?	198
7.1. Overview of the Haven Project and the 'Release the funds' campaign	199
7.2. Case selection, interview participants and analysis approach	208
7.3. Backstories of the High Line and Bushwick Inlet Park	210
7.4. What went wrong?	218
8. Deliberative recommendations for NYC's formal community engagement mechanisms	251
8.1. Examining NYC's formal community engagement mechanisms through a deliberative	
systems lens	254
8.2. Improving the inclusivity, transmission and accountability of NYC's formal community	
engagement mechanisms	269
9. Conclusion.	299
9.1. Research findings	
9.2. Original contribution to knowledge	
9.3. Research limitations	
9.4. Generalizability of findings	316
9.5. Recommendations for further research	
9.6 Closing remarks	327
Appendix	
Appendix 1 Semi-Structured Interviews	
Appendix 2 Sample questions for scoping phase semi-structured interviews	
Appendix 3 NYRP Prototype Scrum Documentation	
Appendix 4 Integrating the PPGIS prototype feedback into user design documents	
Appendix 5 NYRP Memo to Pierina Sanchez, Office of New York City Mayor Bill de Blasio	
Appendix 6 Copy for the NYRP's Release the Funds email campaign	348
Appendix 7 311 Call Sample Text for the East 132 Street Pier as part of NYRP's Release the	Э
Funds campaign	
Appendix 8 NYC Organizational Chart	351
Appendix 9 Uniform Land Use Review Procedure	352
References	353