

FORMULATION OF EFFECTIVE CITIZEN INVOLVEMENT IN THE DEVELOPMENT OF A MAJOR AVIATION FACILITY

Charles C. Schimpeler, Thomas H. Chastain, and Joseph C. Corradino,
Louisville and Jefferson County Air Board

The Louisville and Jefferson County Air Board plans to develop extensive new air facilities in the Louisville area. The board therefore set into motion the process for establishing a functional citizens' advisory committee. The charter members of the committee were chosen for their role as influential leaders in their communities. The membership has since grown through an open-door policy to the present size of approximately 160 citizens. The committee has structured itself into an executive committee, a steering committee, and 9 functional task forces. It is playing an active role in the planning process and is proving to be a most valuable asset in ensuring that community values are properly incorporated in the total planning process. The committee has been active in the formulation of legislative proposals, in the decisions relating to site-selection criteria, and in the evaluation of alternative sites for a new airport location. Such broad demonstrated involvement is clearly shaping planning decisions and in the future will shape those development decisions that flow from the planning process.

•THE need for community involvement became apparent in the planning for improved aviation facilities to serve the Louisville region, either at a new air carrier airport or through major expansion of the existing airport. An approach was initiated to identify a group of citizens that would be geographically, socially, and economically representative of those most likely to be directly affected by the airport project. Research by Schimpeler at Purdue University in 1967 proposed an approach to effective citizen involvement based largely on the identification of those persons influential and interested in the development of their community. Based on the 1967 Purdue research and field interviews with public officials, newspaper publishers and editors, bank presidents, and others throughout the affected region, an initial committee representing 11 counties was formed. This citizens' advisory committee membership was expanded through recommendations made by the initial core membership group and is expanding on a continuing basis through a completely open membership policy. Any resident of the region desiring to participate in the long-range development programs for aviation in Louisville is granted membership on the citizens' advisory committee.

MEMBERSHIP IDENTIFICATION

Characteristics of Community Influentials

Community influentials are defined as people who have achieved a position from which significant force may be exerted on the direction of community change. The person's influence may be as a member of a group or in an individual capacity. The influence may be intensive, operating forcefully in only a few areas, or extensive, operating with some force over a wide range of activities. Such influence might be either enduring or short-lived. A convenient classification of action bodies that direct community change might be as follows:

1. Governmental bodies,
2. Public agencies,
3. Semi-public agencies, and
4. Private industries.

Those citizens who have a significant effect on the policy formulation of these bodies within a community are, therefore, community influentials.

For the purposes of this analysis, it will be helpful to further stratify influentials into direct and indirect categories. A "direct influential" must be a relatively permanent and conspicuous member of one of the above four direct-action bodies. Some of these members, however, may be acting primarily as representatives of other interested parties. These other interested parties are indirect influentials.

It can be concluded from the above definition, therefore, that the mayor, city council members, school board members, or members of a board of recreation may be direct influentials in government policy-making, and the mayor's golf partner, the councilman's constituent or special business interests, P.T.A. members, or an outstanding businessman may be indirect influentials. Among indirect influentials may be a powerful local developer who is able to exert pressure to direct local utility company policy or environmental groups that are able to sway members of governing bodies.

Each individual within a community has the opportunity to be an influential person. Either through his or her action alone or in a group, any individual can achieve a position of significant influence, either directly or indirectly, on community change.

It is apparent, however, that most citizens never exert the effort to become indirect influentials in their community. The vast majority exert little or no influence on the electorate. As a result, there commonly exists a relatively small group of people within a community that rises to the status of indirect influentials, either intensively, extensively, or, in a few cases, both of these.

Generally, indirect influentials tend to operate intensively rather than extensively. They are interested in one or a few areas of community action, often because of personal financial involvement. The interest of some is spurred by social conscience; these people act from a sense of responsibility, directing community action altruistically for the benefit of the whole.

Indirect influentials do not appear to be characterized by any identifiable personal or psychological traits. They are, however, "joiners" and leaders. They are frequently members of numerous civic organizations and hold high offices within these organizations. No social involvement is definitely an indicator. Because of their interest, often selfish and in limited areas, some indirect influentials are not truly representative of the people but are biased toward their personal causes.

Indirect influentials are numerous and difficult to identify compared to those who act directly. Direct influentials are relatively permanent and conspicuous members of the direct-action bodies, and thus the universe of possible direct influentials is easier to isolate. The universe of potential indirect influentials is vast, and therefore specific and efficient methods of analysis are needed to locate such influential persons.

Criteria for Initial Selection of a Citizens' Advisory Committee

The strength and influence of private enterprise must be a part of any process for reviewing and implementing long-range plans for development. Therefore, a committee consisting only of elected representatives would not be effective in plan implementation. Conversely, to form a committee of only those who direct development decisions would also be ineffective. Such a committee would possibly not receive popular recognition and furthermore may not be able to formulate unbiased guides for development.

A criterion for the selection of a citizens' advisory committee may be as follows: The committee should consist of direct and indirect influentials including public officials and representatives of commerce and industry who are influential in controlling development decisions and those indirect influentials who, by reason of their personal stature and demonstrated interest, are effective in shaping policy on important community issues.

An alternative presentation of this criterion is this simple block diagram:

Composition of Citizens' Advisory Committee

	<u>Influentials</u>	
	<u>Possible Direct</u>	<u>Actual Indirect</u>
Representors	A	C
Implementors	B	D

where the letters are defined as

- A—popularly elected officials;
- B—other heads of public and semi-public bodies and executives of commercial and industrial firms;
- C—unbiased, interested citizens; and
- D—other indirect influentials including groups A and B acting outside the area of their direct control.

The elected official may or may not be a direct influential but must be included on a citizens' advisory committee to be able to participate in such an important process as goals and objectives formulation because of his legal responsibility to the citizens of a community. The important indirect influential group on the committee may be those citizens who, by reputation and altruistic motive, have been consistently interested in important community problems. This group of indirect influentials would be well accepted by the community because they would not be associated directly with financial or other biased motives. Offices responsible for the programming of capital development funds should be involved in a citizens' advisory committee. Representatives of strong and influential quasi-public agencies, such as the chamber of commerce, should be included. Often, channels are directly open to such persons, that is, they may "know their way around City Hall", and, what is more important, these people do have direct channels to top business interests that control development. Another very important element intended by the criteria stated above is representation of private enterprise. This representation should come from strong business interests directly associated with decision-making that affects or directs community development.

From the general membership of the citizens' advisory committee, a steering committee and task forces should be selected (elected), consisting of the influentials who have the interests and time required for this work. The steering committee could furnish general guidelines to the task forces, ask them to address specific topics, and comment on the progress of the task forces as a whole at various stages. It would be imperative, however, that the planning entities in their interaction with the citizens advisory committee strongly support the final recommendations of the advisory committee and be thoroughly familiar with the committee's actions so that they may direct their own actions in a manner consistent with the best interest of the community.

The steering committee-task force concept possesses the following desirable characteristics:

1. The steering committee will establish policy and will have direct channels to the Air Board.
2. The task force, which is actually the work-level committee, could be maintained at an effective operating size. The full committee can have larger representation in that it will not be required to perform day-to-day work activities.

Potential Membership List

After the citizens' advisory committee membership characteristics had been defined, the next step was the identification of individuals with those characteristics. The geographical area from which the committee was to be chosen was determined to be those counties in which the airport might possibly be located and that make up the primary "hinterland" for the existing airport. The result was to include representatives from an 11-county area. Members of the Air Board staff then went into each of these counties

to identify the interested and influential citizens. The sources of information and the process employed were similar in all counties.

First, the newspapers serving the county were monitored over a period of 5 or 6 months to identify the individuals who were consistently involved in newsworthy community issues. In many cases the newspaper editors and publishers were able to readily identify citizens who were the indirect representors of the county populace. In one county, for example, an article published by the local paper that discussed the power structure of the community and identified the most influential citizens of the area was of significant value in defining the influentials.

Second, local elected officials are direct representors and indirect implementors as well as a good source of information about local leadership. Elected officials at all levels of government were interviewed and were very helpful in identifying influentials of the counties.

Third, for obvious reasons citizens with substantial investments in the community are often the most actively involved in major decisions of the area. Local bankers were excellent in identifying those persons who have a vested concern for the well-being of the community. The bankers are frequently the leading citizens of communities and are in continuous contact with the direct and indirect implementors.

Fourth, the power structure and the social structure of a community parallel very closely, and it was essential, therefore, that the list of influentials include those individuals chosen as leaders or officers of social or civic clubs and organizations. The task of identifying the current and past presidents of local business and civic organizations was relatively simple.

From the resources described, a list of influentials was constructed. This list was the combination of names from all of the sources, and, as expected, the same names were often obtained from more than one source. When the duplications had been eliminated the initial list contained some 100 names.

It is important to note that at this time there was little evidence of the attitudes toward a new airport (for or against) that these influentials would have. The important fact was that these people were active as either representors or implementors in the area. As representors, they were trusted by the citizens and were in such close communication with the total citizenry as to voice the ideas, hopes, and fears of the populace. As implementors, they were in a position to exercise effective influence over development projects in the area.

One additional group of names was added to the initial citizens' advisory committee list. This group was composed of persons who, through their interest in the project, both pro and con, had contacted the Air Board or its staff directly. The fact that they were concerned enough to initiate the contact indicated that they would probably become actively involved if given the opportunity.

Contacting the Proposed Members

Over a period of 5 to 6 months the list of potential members grew to about 125. In the fall of 1971 letters were sent to each potential member asking him to serve on a citizens' advisory committee to the Louisville and Jefferson County Air Board. Each person was told that his role would be to advise and to review the actions of the Board during the planning and development of improved air service facilities in the Louisville area. The first meeting was announced and held with about 85 percent of the invitees in attendance.

Expansion of the Membership

Following the first meeting, citizens' advisory committee membership has continued to grow through two processes. One is by invitation to persons recommended by the existing members. The second method is an open-door policy that permits any citizen desiring to participate to become a member. Through these processes, which are continuing and which are expected to provide an open avenue of citizen involvement for the life of the project, the membership has grown to a size of about 160 (Fig. 1).

FUNDAMENTAL COMMITTEE PURPOSES

Air Board Requests of the Committee

The Air Board called the charter committee together in October 1971. At this meeting it was explained that the Air Board intended to interact with the committee in a full-faith manner and would request such in return. Representatives of the Board emphasized the fact that the committee must remain independent and unbiased. The Air Board committed itself to support the committee in terms of resources, including clerical staff, supplies, and staff members as resource persons. In turn, the committee was asked to act in an advisory role and to review objectively the efforts of the Board in developing improved aviation facilities. The committee was charged with the responsibility of maintaining such integrity that it would be an effective path of communication, understanding, and trust between all citizens of the region and the Air Board. The committee was asked to digest, to the extent possible, the technical studies conducted in relation to the project; to listen open-mindedly to the proposals of the Board; to request additional study and information if needed; to represent the Air Board to the citizenry as well as the citizens to the Board; and to take an official position as a result of their studies and involvement. The Board committed itself to plan in a conscientious manner with the welfare of the total community in mind but asked that the committee assist, when possible, to further that cause. In summary, the Board requested that the committee represent the people of the area in the manner of an intelligent, well-informed, and concerned citizens' advisory committee.

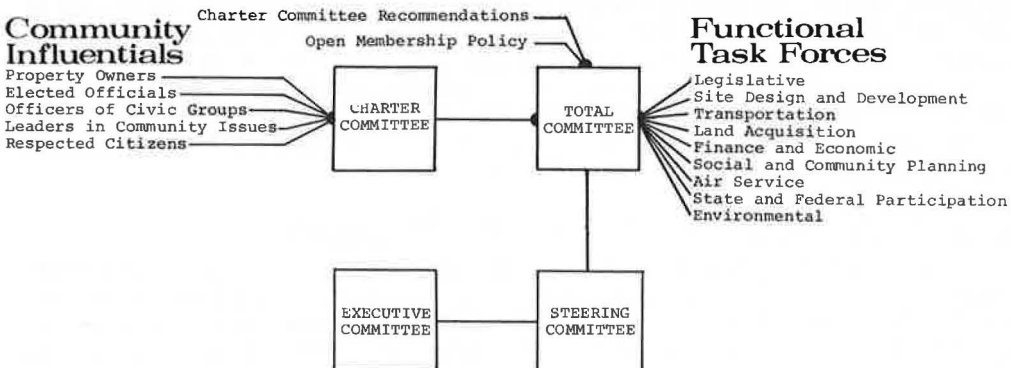
Committee Goals and Objectives

In the early meetings of the citizens' advisory committee, the steering committee set up 3 general goals for the total committee. These goals were established to give broad guidelines for the work of the committee with the knowledge that their efforts would be concentrated in a more detailed manner on the planning work connecting the 3 major decision points of the project. Their goals in relation to the major planning stages were as follows:

1. Study and assist in determination of the need for a new airport to serve Louisville;
2. Assist in the selection of a site, if and when the need is established;
3. Assist with planning and development of a regional airport community, if and when the need is established.

When the 9 task forces of the citizens' advisory committee began their work, they each established specific goals and objectives as related to the direction of work of their task force. For example, the transportation task force decided as its prime goal to "study the projected transportation needs of the community and offer to the citizens"

Figure 1. Citizens' advisory committee composition.



advisory committee an informed evaluation of methods of meeting those needs". The daily operation of each task force involves a continuing process of establishing short-range goals and objectives to accomplish the review of a specific report or to prepare and submit their reactions or responses to specific requests of the steering committee.

COMMITTEE OPERATING STRUCTURE

Structuring of the Total Committee

Full Committee—The full committee consists of about 160 individuals. It meets in total very infrequently (twice during the first 12 months) and only for the purpose of hearing new planning details or directions of the Air Board or for ratifying some major decision involving the total committee. Because of the problems encountered in assembling the total committee, official ratification has, on occasion, been accomplished through mail-in questionnaires or telephone polling.

Steering Committee—The steering committee is a group of 11 citizens, each representing one of the 11 counties involved in the citizens' advisory committee effort. The steering committee is responsible for establishing policies of the committee and issuing guidelines for the work carried out by the 9 task forces. This group of 11 members has direct lines of communication with the Air Board. As the policy formulation group, the steering committee is the primary group responsible for reviewing the work of the task forces on behalf of the full citizens' advisory committee.

Executive Committee of the Steering Committee—Three officers of the steering committee make up the executive committee. This group acts at the direction of the steering committee in carrying out the necessary logistics of communication with the task forces, the actual writing of reports, and making the day-to-day decisions necessary for the continuing involvement of the citizens advisory committee.

Task Forces—The task forces are subgroups of the total citizens' advisory committee. These task forces range in size from 5 to 25 members and are the working unit of the committee. They act at the direction of the steering committee in performing specific functions and serve as the method of accomplishing the goals of the total citizens' advisory committee. The 9 task forces have the following titles: Legislative Task Force; Site, Design, and Development Task Force; Transportation Task Force; Land Acquisition Task Force; Finance and Economics Task Force; Social and Community Planning Task Force; Air Service Task Force; State and Federal Participation Task Force; and Environmental Task Force. Although each task force is designated to concentrate its efforts on certain areas, there is a significant amount of overlapping of studies and involvement due to the intricacy of the project and the inability to divorce any one aspect from the others. The task forces have proved to be an effective working unit for accomplishing the work of the committee as a whole. Therefore, on many occasions, all 9 task forces address themselves to the same topics and their input serves to represent the action of the total committee. Each member of the citizens' advisory committee is, in fact, related to a specific task force. The task forces, because of their effective working membership size, can thus function in an efficient manner in supplying the needed input or reaction as components of the committee as a whole.

Subcommittees of Task Forces—In an effort to thoroughly familiarize itself with the Louisville and Jefferson County Air Board's project and to become as knowledgeable about airport planning as possible in the period of time available, several of the larger task forces appointed subcommittees to perform specific studies and reports on a one-time basis. The members of the subcommittees, usually 2 or 3 individuals, present a brief oral report of their findings to the task force, thus reducing the duplicated effort of the members and resulting in a more efficient endeavor.

The Air Board, the Citizens' Advisory Committee, the Community

In most governmental projects today, the individual citizen sees himself as remote and insignificant compared to the massive power and operation of the bureaucracy often connected with projects of major scope. At the same time, planners are continuously attempting to involve the needs and ideas of the community on the basis of the individual

citizen. The feeling of distrust and the simple problem of meaningful communication have been barriers in effectively involving the citizen in public projects. The citizens' advisory committee, when utilized in an effective manner, can be a major step in the direction of community or citizen involvement. The interaction among the Air Board, the citizens' advisory committee, and area-wide citizens has been interesting and very effective. The interaction takes place in a "triangular" process. The Air Board and the citizens' advisory committee interact as the Air Board presents to the committee the results of its studies and the details of its current planning effort. The committee in response advises the Air Board as to what the critical items might be in terms of the community value system and provides the reaction of informed, knowledgeable citizens. The individual members of the citizens' advisory committee, in turn, communicate with the larger body of citizens of the community to supply them with facts about studies and plans relating to the Air Board. The primary factor in this latter process is that the citizens of the community receive their information from a trusted member of their peer group and their community. They, in turn, respond in a conscientious manner, thus providing the citizens' advisory committee member with first-hand knowledge of the opinions and attitudes of his community.

The third link in this communication process is a direct line between the Air Board and the citizens of the community. This takes the form of publicity released by the Air Board, citizens' correspondence with the news media or Air Board, and direct citizen dialogue with the Air Board and its staff. In past projects, publicity and emotional reaction were the only means of communication between the initiating and controlling body and the individual citizen. The concept of a citizens' advisory committee has produced a strong and direct means of communication that instills a feeling of trust, provides a method of minimizing misconceptions and misunderstandings, and opens the path for a maximum amount of direct or indirect citizen involvement and input into the project.

FUNCTIONAL ACTIVITIES OF TASK FORCES

Formulation of Specific Goals and Objectives

In addition to the three primary goals and objectives of the total committee, the task forces formulated their own specific sets of goals and objectives ranging from that of being a "buffer between the esoteric milieu of planners and architects and the attitudes of airport users, the general public, and their political leaders" to that of becoming knowledgeable and functional in an advisory capacity for the specific topic of the task force work. In all cases, the task forces' goals and objectives emphasized the need for the citizens' advisory committee, as a whole, to act as the link between the Air Board and the community in the process of citizen involvement.

Review Past Studies of the Air Board

When the task forces had formulated a basic understanding of the process and needs of airport planning, they proceeded to review the studies that had been previously conducted for the Air Board relative to the project. Once again, the task force members asked that Air Board staff members be in attendance at their meetings as resource persons for questions about these past studies. Although in most instances the reports from the studies were quite technical in nature, task force members were able to appreciate the detail of the study and have a basic understanding of the assumptions made and conclusions reached.

Assist in Identifying Additional Needed Studies

The task forces combined the information obtained from reviewing past studies with their basic knowledge of the airport planning process and were able to assist in identifying additional studies that would be required throughout the project. They provided assistance in foreseeing what specific items of study should be included to ensure that the many questions of the general public were satisfactorily addressed. The specific concerns and requests for detailed studies relating to certain topics were good indicators

of the concerns and questions that would arise in the minds of the general public in the future. This provided a means by which the Air Board could be prepared to respond with the specific information desired by the public at various stages of the project. An example of this is the joint effort of the Air Board staff and the legislative task force to draft a bill to be introduced in the Kentucky General Assembly. By working together the 2 groups were able to produce a bill that would meet the needs of the Board while ensuring adequate representation of all affected counties.

Interact With Other Citizen Groups

The task forces have taken steps to interact with other citizen groups of the area in their efforts to truly represent the public. They may appoint members of their task force to attend other "community issue" meetings or invite representatives of other citizen groups to attend their task force meetings. This intergroup interaction occurs in a less rigorous form since many members of the citizens' advisory committee are also members of other citizen groups and thus serve as direct links for the transfer of ideas from one group to another.

FUNCTIONAL ACTIVITIES OF THE TOTAL CITIZENS' ADVISORY COMMITTEE

The total citizens' advisory group has actively participated in planning new air facilities for the Louisville regional area in a number of ways. Their first action as an organized group was the ratification of the committee structure consisting of the executive committee, the steering committee, and the task forces. They also ratified the three previously discussed goals for the total committee. The total citizens' advisory committee has also acted on three specific topics.

Proposed Regional Airport Legislation

During the 1972 session of the Kentucky General Assembly, the Louisville and Jefferson County Air Board desired to submit to the legislators a bill requesting enabling legislation for the formation and empowerment of a regional air board. This legislation, before being submitted to the General Assembly, was presented to the citizens' advisory committee's legislative task force. The task force, in working with the Air Board's representatives, suggested certain changes that were included in the legislation. The task force then submitted its recommendation to the steering committee of the citizens' advisory committee. The steering committee formulated a statement of position endorsing the proposed enabling legislation. The statement of position was mailed to all members of the citizens' advisory committee, and by means of a telephone poll the total committee ratified the statement of position and presented it, along with the findings of the legislative task force, to the members of the Kentucky General Assembly.

Although the proposed bill itself failed to reach the Senate floor for a vote (due to ulteriorly motivated political opposition), the citizens' advisory committee was significantly effective in its role of citizen involvement in an advocacy manner. The committee acted in a most responsible manner when it endorsed the legislation with this statement: "The citizens, whether for or against the project, have a strong sense of need for legislation which would enable the development of the airport if it is proven to be a desirable step of progress in the future. We also realized the need for legislation which would provide adequate representation, fair and proper procedures consistent with due process of law, and a workable structure for administrative and fiscal management." Thus the committee, although not necessarily endorsing the project itself, testified to the fact that they were keenly aware of the need for proper legislation that might arise in the future stages of the project, if it were to develop.

The Summary Report on Standiford Field

The citizens' advisory committee was asked to react to a report entitled "Summary Report on Standiford Field". In reviewing the request, the steering committee felt that, because of the size of the total committee, it would not be the best forum for reviewing

the "Summary Report". Thus, the steering committee requested that each task force address itself to the review of and comment on the "Summary Report".

The "Summary Report" documents the ability of Standiford Field (the existing Louisville air-carrier airport) to expand in light of the social, environmental, and cost repercussions. The conclusion of the "Summary Report" was that "the Air Board, in good conscience, cannot pursue expansion of Standiford without careful consideration of all other alternatives". The task forces were able to independently review the entire "Summary Report" in detail as it related to the first goal of the total committee. Each task force then submitted a written report to the steering committee. Having received the task force reports, the steering committee proceeded to summarize these findings and conclusions into a report that represented the total citizens' advisory committee reaction to the "Summary Report". The "Summary Report" received a favorable review by the citizens' advisory committee. This was a significant step in the project in that it clearly indicated the committee's support in continuing the planning efforts. The committee, while still not endorsing the project in total, agreed that the "Summary Report on Standiford Field" clearly revealed two things:

1. That, if Standiford Field were to continue to be the facility providing air service to the Louisville area, it would require extensive expansion in the near future; and

2. That the effects of such expansion were so undesirable that extensive studies should be conducted to evaluate the potential of alternative sites for the Louisville regional airport facilities.

Site Evaluation Committee

In evaluating alternate sites for a new airport to replace Standiford Field, the Louisville and Jefferson County Air Board chose to call together a special committee to establish and weigh the criteria to be used in the site evaluation process and to apply those criteria to the alternative sites under consideration. This special site evaluation committee consisted of 3 groups: (a) interested community leaders; (b) transportation/aviation planning professionals; and (c) key aviation management executives. This committee established that representatives of the citizens would be directly involved in evaluating the sites for new airport development. The citizens' advisory committee participated (and will continue to participate) in this site evaluation process in 2 ways:

1. The citizens' advisory committee was asked to appoint individuals from its membership to make up the citizen component of the evaluation committee. These representatives carried with them the ideas, attitudes, and values of the citizens' advisory committee and the community as a whole.

2. Each task force was asked to review, restructure, and weight a criteria list. Thus, the final criteria list and weighting factors contained the direct input from each individual of the citizens' advisory committee by his involvement with a specific task force. This process ensured that the subjects of greatest concern to the community are given proper consideration relative to each criterion involved in evaluating potential sites for new airport development.

CONTINUING CITIZENS' ADVISORY COMMITTEE INVOLVEMENT

Public Hearing

It is anticipated that the citizens' advisory committee will play a very important role in the process of conducting public hearings relative to the location of a potential airport to replace Standiford Field. Through the committee it is hoped that the citizens of the area will be better informed and have available to them factual information from fellow citizens of their community in whom they place confidence and trust. It is hoped that the committee will present testimony at the hearing and attest to the fact that their ideas and comments have been heard and considered. They will be in a position to verify, to some degree, the veracity of the Air Board's testimony.

A completely different means of involvement in the public hearings, although no less effective, will be the ability of the Air Board to anticipate the concerns of the community

and the questions that will arise at the public hearing by having listened to and responded to the members of the citizens' advisory committee. It is hoped that the very fact of continued citizen involvement and the presence of committee members at the hearing will be conducive to a more organized, constructive meeting.

Physical Development Layout

The physical layout of an airport can play an important role in determining the degree to which that facility fulfills the needs of the user. The members of the citizens' advisory committee will be in a position to speak to the needs of the local citizens who will use the facility. Many members of the committee travel to other airports and/or are in constant communication with citizens who make frequent use of airport facilities at both Louisville and other cities. They will, therefore, be an important resource of independent opinions as to the advantages and disadvantages of facilities at airports all across the nation and, hopefully, will be in a position to advise the Louisville and Jefferson County Air Board so that the new airport facility will provide the highest level of service possible to the user.

Ground Access

One of the greatest concerns expressed in the development of a new airport is that of providing adequate ground access. The citizens' advisory committee, as a whole, and the transportation task force, specifically, will be in a position to express the community's needs and advise the Air Board in terms of planning and providing adequate access to the new airport.

SUMMARY AND CONCLUSION

Status of the Citizens' Advisory Committee

The Louisville and Jefferson County Air Board plans to develop adequate air facilities to serve the Louisville community. However, the progress of other airport projects across the nation impressed upon the Air Board the need for active citizen involvement in such projects. The Air Board, therefore, in full recognition of the power of the public, set into motion the process for establishing a functional, involved citizens' advisory committee. The Air Board's staff spent the first 6 months of 1971 identifying the geographical area that should be represented on the committee and the leaders and influentials from each county within that area. The first meeting of the committee was held in October 1971 with approximately 100 members in attendance. The committee, acting through an open-door policy, has since grown to a membership of approximately 160 citizens and has structured itself into an executive committee, steering committee, and 9 individual task forces. The committee is serving and will continue to serve 2 important roles:

1. Representing the ideas, reactions, and attitudes of the citizens of their communities; and
2. Representing the Air Board in a clear factual manner to the general public.

Planner's Conclusion

The work reported here has demonstrated that effective citizen involvement can be achieved at a detailed level of planning decision-making. The Louisville work has clearly shown the impact of a working citizens' advisory committee in framing the overall planning program and the identification of specific goals and objectives for that program. Critical review of those planning elements completed prior to the initiation of the citizen involvement effort and the participation of the citizens' advisory committee in the detailed preparation of studies relating to the statement of long-term need for facility development bring a broader based community expression to the planning process. The committee has been active in the formulation of legislative proposals that will ensure effective, continuing citizen involvement as a part of decision-making and will ensure a sound environmental planning process. Citizen involvement

in Louisville is a tangible part of those decisions relating to site selection criteria and the evaluation of alternative sites. Such broad involvement is clearly shaping planning decisions and in the future will shape, in a manner consistent with a representative expression of community values, those development decisions that flow from the planning process.

Citizen involvement must be a continuing process. Citizen involvement in Louisville is on course in the 3 critical areas identified by the citizens' advisory committee itself: in the conclusive documentation of need for development of major new facilities, in the broadest extent in the site selection process, and in the many continuing decisions that will be a part of the project implementation program for years to come.