History and Theories of Planning

Why do we do what we do?

Michael Elliott, School of City and Regional Planning, Georgia Tech
February 7, 2014

1. Relationship between History and Theory in Planning
Planning: Linking Goals/Knowledge to Action

Planning is a process, procedure, or method for setting goals, identifying and assessing options, and developing strategies for achieving desired options.

It is a pervasive human activity imbedded in future-oriented decision making.

1. Role/Types of Theory

Primary Functions of Planning

- **Improve efficiency of outcomes**
  - Optimize
- **Enhance social welfare**
  - Balance interests and engage justice
- **Widen the range of choice**
  - Create visions and enhance options
- **Enrich civic engagement and governance**
  - Expand opportunity and understanding in community
Planning is rooted in applied disciplines
- Primary interest in practical problem solving
- Planning codified as a professional activity
- Originally transmitted by practitioners via apprenticeships

Early planning theories
- Little distinction between goals, knowledge and planning process
- Nascent theories imbedded in utopian visions

Efforts to develop a coherent theory emerged in the 1950s and 60s
- Need to rationalize the interests and activities of planning under conditions of social foment
- The social sciences as a more broadly based interpretive lens

Role of history and theory in understanding planning

Types of Theories

- **Normative Theories**
  - To what ends ought planning be focused?
  - Theories of the public good, social justice, utilitarianism, rights...

- **Disciplinary Theories**
  - How do communities and regions work? By what methods do we assess existing and project future conditions? By what means do we achieve the ends we desire?
  - Economics (econometrics), geography (GIS), environmental science (EIAs)...

- **Procedural/Process Theories**
  - How might planners act?
  - Decision theory, political science, negotiation theory, public participation...
2. Emergence of Planning and Utopianism

Colonial Planning:
Focus on Urban Design and Street System

<table>
<thead>
<tr>
<th>Year</th>
<th>Plan</th>
<th>System</th>
<th>Architect</th>
</tr>
</thead>
<tbody>
<tr>
<td>1682</td>
<td>Philadelphia</td>
<td>Grids &amp; parks</td>
<td>William Penn</td>
</tr>
<tr>
<td></td>
<td>plan</td>
<td></td>
<td>Thomas Holme</td>
</tr>
<tr>
<td>1695</td>
<td>Annapolis plan</td>
<td>Radiocentric</td>
<td>Francis Nicholson</td>
</tr>
<tr>
<td>1733</td>
<td>Savannah</td>
<td>Ward park system</td>
<td>Oglethorpe</td>
</tr>
</tbody>
</table>
2. Emergence of Planning

Growth of Savannah, 1733 - 1856
Early U.S. Planning

2. Emergence of Planning

- **1791 Washington (Grid and Radials)**
  - Pierre L’Enfant
  - 1902 McMillian Commission

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1852-1870</td>
<td>Paris</td>
<td>Model for “City Beautiful” Haussmann</td>
</tr>
<tr>
<td>1856</td>
<td>Central Park</td>
<td>First major purchase of parkland by F. L. Olmsted Sr.</td>
</tr>
</tbody>
</table>

- **Ordinance of 1785 (Public Land Ordinance)**
- **1825**: Erie Canal opened
- **1862**: Homestead and Morrill Acts
- **1879**: “Old” NY tenement house law
2. Emergence of Planning

Socially Engineered Communities

<table>
<thead>
<tr>
<th>Year</th>
<th>Location</th>
<th>Description</th>
<th>Designer</th>
</tr>
</thead>
<tbody>
<tr>
<td>1869</td>
<td>Riverside, IL</td>
<td>Model curved street “suburb”</td>
<td>Olmsted Sr Calvert Vaux</td>
</tr>
<tr>
<td>1880</td>
<td>Pullman, IL</td>
<td>Model industrial town</td>
<td>George Pullman</td>
</tr>
</tbody>
</table>

Planning Movements

1850 1860 1870 1880 1890 1900 1910 1920 1930 1940

Physical Determinism

Social Determinism

- Parks Movement
- Sanitary Reform
- City Beautiful
- The City Efficient
- Principles of Scientific Management
2. Emergence of Planning

Planning Movements

Physical Determinism

Social Determinism

Parks Movement

Sanitary Reform & Public Health

City Beautiful

City Efficient

Settlement Housing Movement

Garden City

1850 1860 1870 1880 1890 1900 1910 1920 1930 1940

Parks Movement

- Frederick Law Olmsted and Calvert Vaux
  - Design of Central Park
- Horace W. S. Cleveland, Minneapolis
  - park system proposal 1883;
- Charles Eliot & Sylvester Baxter, Boston
  - extensive regional park system (1891-1893 and beyond)
2. Emergence of Planning

Response to Emerging Industrial City: Public Health & Sanitary Reform Movement

<table>
<thead>
<tr>
<th>Year</th>
<th>Location</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1867</td>
<td>San Francisco</td>
<td>First modern land-use zoning in US (forbad slaughter-houses in districts)</td>
</tr>
<tr>
<td>1867/1879</td>
<td>New York City</td>
<td>First major tenement house controls</td>
</tr>
<tr>
<td>1879</td>
<td>Memphis</td>
<td>60% of city flees from yellow fever; of those who remain, 80% get sick; 25% die</td>
</tr>
</tbody>
</table>

The Rise of Social Conscience: Settlement House & Reform Movement

<table>
<thead>
<tr>
<th>Year</th>
<th>Location</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1888</td>
<td>“Looking Backwards”</td>
<td>Promoted city and national planning</td>
</tr>
<tr>
<td>1890-1892</td>
<td>“How the Other Half Lives” and “Children of the Poor”</td>
<td>Focused on slums and poverty</td>
</tr>
<tr>
<td>1889</td>
<td>Hull House in Chicago</td>
<td>Settlement house movement</td>
</tr>
<tr>
<td>1902</td>
<td>Greenwich House</td>
<td>Helped organize the first National Conference on City Planning</td>
</tr>
</tbody>
</table>

Emergence of Planning

Response to Emerging Industrial City: Public Health & Sanitary Reform Movement

<table>
<thead>
<tr>
<th>Year</th>
<th>Location</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1867</td>
<td>San Francisco</td>
<td>First modern land-use zoning in US (forbad slaughter-houses in districts)</td>
</tr>
<tr>
<td>1867/1879</td>
<td>New York City</td>
<td>First major tenement house controls</td>
</tr>
<tr>
<td>1879</td>
<td>Memphis</td>
<td>60% of city flees from yellow fever; of those who remain, 80% get sick; 25% die</td>
</tr>
</tbody>
</table>

The Rise of Social Conscience: Settlement House & Reform Movement

<table>
<thead>
<tr>
<th>Year</th>
<th>Location</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1888</td>
<td>“Looking Backwards”</td>
<td>Promoted city and national planning</td>
</tr>
<tr>
<td>1890-1892</td>
<td>“How the Other Half Lives” and “Children of the Poor”</td>
<td>Focused on slums and poverty</td>
</tr>
<tr>
<td>1889</td>
<td>Hull House in Chicago</td>
<td>Settlement house movement</td>
</tr>
<tr>
<td>1902</td>
<td>Greenwich House</td>
<td>Helped organize the first National Conference on City Planning</td>
</tr>
</tbody>
</table>
“The good we secure for ourselves is precarious and uncertain until it is secured for all of us and incorporated into our common life.”

Jane Addams, Twenty Years at Hull House

Garden City Movement

<table>
<thead>
<tr>
<th>Year</th>
<th>Events</th>
</tr>
</thead>
<tbody>
<tr>
<td>1898</td>
<td>“Tomorrow: A Peaceful Path to Real Reform”</td>
</tr>
<tr>
<td></td>
<td>Merge urban &amp; agrarian</td>
</tr>
<tr>
<td></td>
<td>Ebenezer Howard</td>
</tr>
<tr>
<td>1903-1920</td>
<td>Leetchworth, Welwyn</td>
</tr>
<tr>
<td>1919-1934</td>
<td>Two garden city projects</td>
</tr>
<tr>
<td></td>
<td>Welwyn introduces superblock</td>
</tr>
</tbody>
</table>

1930 Plan for Greenbelt MD
### City Beautiful Movement

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
<th>Details</th>
<th>Architects</th>
</tr>
</thead>
<tbody>
<tr>
<td>1893</td>
<td>Columbian Exposition</td>
<td>The “White City”</td>
<td>Burnham, Olmsted Sr,</td>
</tr>
<tr>
<td>1902</td>
<td>McMillan Plan for Washington DC</td>
<td>Update of L’Enfant’s Plan</td>
<td>Burnham Olmsted Jr</td>
</tr>
<tr>
<td>1906</td>
<td>San Francisco Plan</td>
<td>First major application of City Beautiful in US</td>
<td>Daniel Burnham</td>
</tr>
<tr>
<td>1909</td>
<td>Chicago Plan</td>
<td>First metro regional plan</td>
<td>Burnham</td>
</tr>
</tbody>
</table>

They have no magic to stir men's blood and probably themselves will not be realized. Make big plans... remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency. Let your watchword be order and your beacon beauty.

Daniel Burnham
Professionalization of Planning

- **1901**
  - NYC: “New Law” regulates tenement housing

- **1907**
  - Hartford: first official & permanent local planning board

- **1909**
  - Washington DC: first planning association
  - National Conference on City Planning
  - Wisconsin: first state enabling legislation permitting cities to plan
  - Los Angeles: first land use zoning ordinance
  - Harvard School of Landscape Architecture: first course in city planning

“Canyon Streets” in NYC: Targets of Zoning
Progressive Movement as Reform

- **Political and economic reaction against**
  - influence of corporations; monopolies (Rockefeller)
  - influence of corrupt ward bosses (Tamany Hall) because of dispersed, decentralized power of elected officials

- **Loss of control of central cities by elites as democracy spread**
  - elites moving to streetcar suburbs; dislocation of economic and political power

- **Emergence of corporate models of management**
  - strong executive leadership

- **Rationalize and professionalize city governance**
  - rationalize city service provision and infrastructure development
  - civil service
  - depoliticize city
Utopianism

- Sought to birth the good society through “intentional communities” that embodied new social arrangements
- Planners proposed sweeping changes to physical, social and economic systems to enhance human progress, well-being and equality
- Plans = imaginative visions rooted in moral philosophy
- Focused on ends, not pragmatic means

“The men came to realize [that the change]… was not merely an improvement in details of their condition, but the rise of the race to a new plane of existence… there ensued an era of mechanical invention, scientific discovery, art, musical and literary productiveness to which no previous age of the world offers anything comparable.”

Looking Backward: 2000-1887
by Edward Bellamy in 1887

Garden City Movement

Ebenezer Howard

- Bounded city with agricultural belt integrate town and country
- Community ownership of the land, with public revenues based on rents rather than taxes
- Social reform and economic self-sufficiency

“Town and country must be married, and out of this joyous union will spring a new hope, a new life, a new civilization.”

Garden Cities of To-Morrow: A Peaceful Path to Real Reform, Ebenezer Howard, 1902
Modernism
Le Corbusier

- Founding member of Congrès International d’Architecture Moderne
- Radically efficient Taylorist physical and social urban order
- Open floor plans, walls independent of the structure, set in parks with access to transit and freeways
- Utopian designs for public housing

“Modern town planning comes to birth with a new architecture. By this immense step in evolution, so brutal and so overwhelming, we burn our bridges and break with the past.” L’Urbanisme, Le Corbusier, 1924

Broadacre City
Frank Lloyd Wright

- A response to Le Corbusier’s Radiant City (1932)
- Proposed to replace dense industrial cities with small cities (pop. < 10,000) covering the entire US, connected by highways
- Each city embedded in nature with its own cultural and educational centers
- An economy of self sufficiency, without land rent and landlords, profit and bureaucracy

“Who is going to say how humanity will eventually be modified by all these spiritual changes and physical advantages... The whole psyche of humanity is changing and what that change will ultimately bring as future community I will not prophecy. It is already greatly changed.”

Frank Lloyd Wright
Broadacre’s “Citizens’ Petition” 1943
2. Emergence of Planning

**Utopianism, Interrupted**

Planning Movements contained elements of utopianism
- Rejected historic precedent as a source of inspiration
- Proposed substantially new social, physical, and economic arrangements

But ultimately failed as visions
- Social and economic proposals largely ignored
- Provided intellectual rationale for suburbanization, urban freeway systems, dense public housing segregated by uses, and urban renewal
- Goals ultimately challenged
- Lacked processes of revision and learning

3. Codification of Professional Planning Practice
The City Efficient: Developing Tools for Planning

- **1913**
  - Massachusetts: planning mandatory for local gov’ts; planning boards required

- **1916**
  - New York: first comprehensive zoning ordinance

- **1917**
  - American City Planning Institute established in Kansas City

- **1923**
  - Standard State Zoning Enabling Act issued by US Dept of Commerce
  - Los Angeles County establishes planning board

- **1925**
  - Cincinnati: first comprehensive plan based on welfare of city as a whole

- **1926**
  - Euclid vs. Ambler Realty Co: Supreme Court upholds comprehensive zoning

Zoning Map of Zion, IL

C. 1920
1920s
- Robert Moses replaces Burnham as leading American planner:
  - “If the ends don’t justify the means, then what the hell does?”

1928
- Standard City Planning Enabling Act issued by US Dept of Commerce

1929
- Radburn NJ completed
  - innovative neighborhood design based on Howard’s theory
- Harvard: Creates first school of city planning
- Regional Plan of New York completed
- “Regional Plan of New York and Its Environs” published

3. Codification of Profession

Depression

Challenge of systemic poverty
Depression Era Innovations

- National urban/urbanization policy
  - National Resources Planning Board
  - New Deal economic management
  - housing and work/welfare programs
- Regionalism
  - Tennessee Valley Authority (TVA)
- Planning
  - 1934: American Society of Planning Officials formed
- Planning education
  - movement from apprentice-based to university and social science-based education

Increasing Importance of Cities

- 1937: Our Cities: Their Role in the National Economy.
  - A landmark report by the Urbanism Committee of the National Resources Committee
- 1941
  - Local Planning Administration, by Ladislas Segoe, first of "Green Book" series, appears
Focus on Physical Planning

1938 The American Institute of Planners states as its purpose

"... the planning of the unified development of urban communities and their environs, and of states, regions and the nation, as expressed through determination of the comprehensive arrangement of land uses and land occupancy and the regulation thereof."

Mass Migrations: 1950s – 1970s

- Inner city whites to suburbs
- Northern Whites: Rustbelt to Sunbelt due to air conditioning
- Washington: first major minority city in 1960
3. Codification of Profession

Urban Renewal & General Planning

- **1949 Housing Act (Wagner-Ellender-Taft Bill)**
  - First comprehensive housing legislation
  - Aimed to construct 800,000 housing units
  - Inaugurated urban renewal

- **1954 Berman v. Parker**
  - US Supreme Court upholds DC Redevelopment Land Agency to condemn unsightly, though nondeteriorated, properties in accordance with area redevelopment plan

- **1954 Housing Act**
  - Stressed slum prevention and urban renewal rather than slum clearance and urban redevelopment
  - Stimulated general planning for cities under 25,000 (Section 701)
  - "701 funding" later extended to foster statewide, interstate, and substate regional planning.

- **1964 T.J. Kent publishes The Urban General Plan**
3. Codification of Profession

**Modernism**

**aesthetics and form**
- rejected historic precedent as a source of architectural inspiration
- considered function as the prime generator of form
- employed materials and technology in an honest way

**morphological characteristics of buildings**
- style-free plan
- universal space
- walls freed from the function of load bearing
- cantilevers
- glass at corners of buildings
- use of concrete

---

1971:
Lancaster Square dedicated by U. S. Senator Hugh Scott: This “dramatic redevelopment of a one time area of obsolescence is a showplace of design with dramatic firsts.”

1976:
demolition of west superstructure
4. Synoptic (Comprehensive) Rational Planning

Rational Planning Defined

- A structured process of decision-making that seeks to maximize the achievement of desired goals (ends) by careful consideration of potential consequences of available alternatives (means)
- Rationality focuses on
  - the quality of decision
  - the subordination of action to knowledge and of knowledge to values

The planner is an expert capable of designing for and coping with complex urban conditions by using specialized knowledge, techniques and technologies in support of well-structured decision processes.
A Structured Decision Making Process

4. Rational Planning

Planning = Optimization
(a scientific-technical process)

- Rexford Tugwell
  - A vision of science contributing to guide societal choices and to curb the irrational decisions of politicians
  - Conceived of society as a complex organism and planning as a central brain and nervous system coordinating its functions for the betterment of the whole (planning as the “fourth power”)
- Martin Meyerson and Edward Banfield
  - Authors of Politics, Planning and the Public Interest
  - Introduced the rational planning process in the context of a study of public housing in Chicago

Other Rational Theorists

- Davidoff & Reiner, 1963
  - “A Choice Theory of Planning”
  - Planning consists of sequential tasks:
    - Value Formation: widen & publicize choices concerning future conditions or goals
    - Means Identification: Identify and evaluate a universe of means
    - Effectuation: implement and monitor
- Andreas Faludi, 1973
  - “A Reader in Planning Theory”
  - Normative procedural theory of planning
Urban Models

- 1925: Concentric Zone Theory
  - Burgess
- 1939: Sector Theory
  - Homer Hoyt
- 1945: Multiple Nuclei Model
  - Harris and Ullman
- 1962 Penn-Jersey Transportation Study urban growth simulation model
- 1968 Pittsburg Community Redevelopment Model

4. Rational Planning

Why This Increasing Emphasis on Rationality in the 1950s?

- Optimism in the power of science to resolve social problems
- Depression and WWII experience with planning
- Increasing emphasis on social and economic as well as physical aspects of urban problems
5. Challenges and Responses to Rational Planning

Challenges to Synoptic (Comprehensive) Rationality in Planning

- Problems are “wicked” not subject to optimization
- Knowledge is limited not subject to comprehensive consideration
- Interests are plural “public interest” is subject to over-simplification and bias
Wicked Problems: Impediments to Optimization

Goals and means are uncertain

- Broadly defined groups/clients
- Diverse interests
- 5 – 20 years before results discerned
  - feedback and corrective actions are difficult

Problems are “wicked”

- Each attempt to create a solution changes the understanding of the problem
- Problem definition evolves as new possible solutions are considered and/or implemented
- Not the same as an intractable problem


Characteristics of “Wicked” Problems

- No definitive formulation of problem
- No stopping rule
- Solutions: not true-or-false, but good-or-bad
- No immediate or ultimate test of solution
- Every wicked problem is essentially unique.

- No enumerable set of potential solutions
- Every problem can be considered a symptom of another problem
- Can be explained in numerous ways. The choice of explanation determines the nature of the problem’s resolution.
- The planner has no right to be wrong.
Knowledge Is Limited
Impediments to Comprehensiveness

Synoptic rationality is essentially impossible
- Cognitive limits
- Resource limits
- An infinite regression

Procedural rationality is a more attainable goal
- Seeks to approximate rational decision making within these limits
- More “descriptive” than “normative”

Incrementalism & Mixed Scanning

Incrementalism & Mixed Scanning

Planning is less scientific and comprehensive and more politically interactive and experiential.

Charles Lindblom
*The Science of Muddling Through*, 1959

- Select goals and policies simultaneously
- Consider alternatives only marginally different from status quo
- Make simplified, limited comparisons among alternatives
- Trust results of social experimentation over theory
- Act incrementally through repetitive attacks on the problems being addressed
- Satisfice rather than maximize

Major policy changes are best made in little increments over long periods of time.
5. Challenges to Rational Planning

**Mixed Scanning**

*Amitai Etzioni*


"Bounded" instrumental rationality simplifies the world less than incrementalism

A wide-angle examination of patterns across all possibilities

- long-term context & plan
- A close-in examination of the most promising options
  - short-term choices

---

**Interests Are Plural**

Community, Power and Social Justice

- **1960s**
  - Communities consist of multiple voices
  - Planners’ incapacity to discern public interest
- **Planning goals cannot be reduced to a unified notion of the public interest**
  - Single voice usually = most powerful voice
  - Marginalized voices typically excluded
  - Inclusion of marginalized interests in plans requires planner to act decisively from a social justice perspective
- **Planning responses**
  - Advocacy Planning
  - Radical Planning
1960s Challenges to Rationalism & its Modernist Underpinnings

Jane Jacobs

Robert Moses
5. Challenges to Rational Planning

**Urban Design Theorists**

*1960 Image of the City* by Kevin Lynch

- basic elements of "imageability"
  - paths
  - edges
  - nodes
  - Districts
  - landmarks

---

**Advocacy Planning**

*Paul Davidoff “Advocacy and Pluralism in Planning”*  
*Journal of the American Institute of Planners 1965*

**Planner ≠ value neutral technician**

- Large inequalities in political and bargaining processes
  - Many communities under-represented/unorganized
  - “Citizen participation” programs usually react to official plans and programs

- The “public interest” is plural, not unitary
  - A single plan cannot represent the public interest

- Planning should be pluralistic & represent diverse interests
5. Challenges to Rational Planning

**Advocacy Model**

- Planners "represent and plead the plans of many interest groups."
- Planners assist various interest groups ("clients") to propose their own goals, policies & plans
- Planners advocate for the interests of their clients
  - Special responsibility toward marginalized interests

---

**Two Traditions of Radical Planning**

**Structural Critique of Legitimacy of Political and Economic Power Structures**

- Robert Kraushaar: *Outside the Whale: Progressive Planning and the Dilemmas of Radical Reform*
- Dilemmas of transforming society from within
  - New responses to problems
  - New perspectives on how society defines those problems

**Spontaneous Activitism Guided by Community Self-Reliance and Mutual Aid**

- Saul Alinsky: *Rules for Radicals*
- Hierarchical bureaucracies and centralized planning seen as structurally reinforcing inequality
- Sought to empower common citizens to experiment with solving their own problems
6. Communicative Planning, Political Action and Pragmatism
National Response, 1960s – 70s

- **Johnson’s Great Society**
  - 1964-1966: Civil Rights Act, HUD
  - 1966: Model Cities Program
- **Nixon: The Environmental President**

Postmodern Critique
Beauregard, Mandelbaum, Sandercock, Fainstein

**Knowledge**

- Knowledge is not objective but rather socially constructed
- Reality lacks an internal logic that can be uncovered and manipulated through rational and scientific principles
- Knowledge is open-ended
  - Partial
  - Particular
  - Historic
  - Local

**Emancipation**

- Modernist Planning’s premise of a unified concept of liberation (that reality can be controlled and perfected) leads to domination
- Recognizes the rights of marginalized groups to freedom as each group defines it, rather than their inclusion as consenting “interests” in a well-ordered society
- Planning in different voices
Social Learning  
Argyris & Schön

Planning seen as integral to a dynamic system of social change & learning

- Planners engage in “reflection-in-action”
- Examine espoused theory and theory in practice
- Are catalysts and boundary spanners
- Strive to create a decision structure that is self-correcting (learns from reflecting on its own choices)

---

Transactive Planning, John Friedman

- Carried out face-to-face with people affected by planning decisions, with involvement throughout the plan decision-making process
- Emphasizes processes of personal and organizational development and not just achievement of functional objectives
6. Communicative Planning

Citizen Participation

Sherry Arnstein, *A Ladder of Citizen Participation*

- A critical focus on the practice of citizen participation
- Challenged planners to expand the role of citizens in planning and implementation

A Theory of Communicative Reason
Jurgen Habermas

- Rejects abstract rationalism as masking social structures of inequality
- Provides for an alternative rationality linked to community engagement
- Identifies priorities, justifies claims, and selects strategies based on deeply deliberative processes of public interaction and debate
The Communicative Turn
John Forester, Patsy Healey and Judith Innes

- Seeks to mobilize the creative and self-empowering power of a community
- Planning seen as a communicative act centered on social-learning and culture-building
- Planners facilitate deliberative processes that seek to produce a system of shared meanings between planners & the public

Communicative Rationality

- Planning is fundamentally linked to clarification of interests (desired ends)
- The selection of means cannot be isolated from the identification of valued ends
- Both are linked to community, and to the communicative acts that bind communities together
- Emphasis on
  - transparency
  - inclusiveness
  - truth-seeking
6. Communicative Planning

Communicative Planning in Action
Lawrence Susskind

- The public interest is revealed through the interaction of stakeholders seeking to negotiate desired outcomes within well-structured processes
- A focus on process design and facilitative skills

7. Planning under New Federalism
New Federalism

- **1972 State and Local Fiscal Assistance Act**
  - inaugurates general revenue sharing
- **1974 The Housing and Community Development Act**
  - replaces the categorical grant with the block grant as the principal form of federal aid for local community development.
- **1980 “Reagan Revolution”** begins a new (counter-New Deal) policy environment
  - reduced federal domestic spending
  - Privatization
  - stronger property rights
  - deregulation
  - increase subordination of state interests to individual interests

Housing and Economics

- **1970 Miami Valley (Ohio) Regional Planning Commission Housing Plan**
  - the first plan in the nation to allocate low-and moderate-income housing on a "fair share" basis.
- **1993 Enterprise Zone/Empowerment Community (EZ/EC)**
  - Aims tax incentives, wage tax credits, special deductions, and low-interest financing to a limited number of impoverished urban and rural communities
- **1992 HOPE VI: severely distressed public housing**
  - $5 billion
  - replaces “severely distressed” public housing projects with mixed-income housing and provides some of the original residents housing vouchers to rent apartments in the private market
7. Planning under New Federalism

Techwood Homes

- 1936: first public housing project in the nation

Centennial Place, 1996

The nation’s first master-planned, mixed-income community with public housing as a component.
New Urbanism

▪ **New Urbanism emphasizes urban features**
  ▪ compactness, walkability, mixed use
▪ **Promotes a nostalgic architectural style reminiscent of the traditional urban neighborhood**
▪ movement has links to the anti-sprawl, smart growth movement
Professionalization of Planning

- **1971**
  - AIP adopts a Code of Ethics for professional planners

- **1977**
  - First exam for AIP membership conducted.

- **1978**
  - American Institute of Planners (AIP) and American Society of Planning Officials (ASPO) merge to become American Planning Association (APA).

- **1980**
  - The Associated Collegiate Schools of Planning (ACSP) is established to represent the academic branch of the planning profession.

- **1981**
  - ACSP issues *The Journal of Education and Planning*

- **1989**
  - The Planning Accreditation Board (PAB) is recognized by Council on Post Secondary Education to be the sole accrediting agency for professional planning education

Contingency Theory

Hoch, Christensen, Alexander

- Planning is a professional act that occurs within a political community
- Political and social interaction are central activities in decision making and in learning
- Planners must respond through different planning approaches under different circumstances
- Approaches depend on degree of
  - Agreement about goals
  - Uncertainty
  - Imminence of decision
  - Need for community buy-in
  - Etc.
Critical Pragmatism

- Draw on American pragmatist John Dewey and Richard Rorty
- Planning’s emphasis on deductive reasoning is inconsistent with pragmatic problem-solving used by most public decision makers
- Calls for planners to use a blend of inductive and deductive reasoning
  - Abductive reasoning, or inferring to the best explanation

---

8. Supplemental Materials

All of the following are known for their involvement in organizational approaches to citizen participation, except:

(A) Saul Alinsky  
(B) Patrick Geddes  
(C) Susan Arenstein  
(D) Paul Davidoff
8. Supplemental Materials

Resources

Theory

History

Additional Books
- 100 Essential Books of Planning
  - http://www.planning.org/centennial/greatbooks/
- Selected Examples:
  - 1915: Cities in Evolution (Geddes)
  - 1929: Neighborhood Unit (Clarence Perry)
  - 1934: Modern Housing (Catherine Bauer)
  - 1960: The Image of the City (Lynch)
  - 1961: The City in History (Mumford)
  - 1964: The Urban General Plan (T.J. Kent)
  - 1974: The Power Broker (Robert Caro)
  - 1991: Edge City (Joel Garreau)
  - 1994: Rural by Design (Randall Arendt)
  - 2002: The Rise of the Creative Class
  - 2004: The Devil in the White City
8. Supplemental Materials

**Pioneers of Modern Planning**

[https://www.planning.org/awards/pioneers.html](https://www.planning.org/awards/pioneers.html)

- Patrick Geddes - Regional Planning
- Edward Bassett - American Zoning
- Daniel Burnham - City Planning
- Lawrence Veiller - Modern Housing Code
- Ian McHarg - Ecological Planning
- Paul Davidoff - Advocacy Planning
- Saul Alinsky (Rules for Radicals)
- Jane Jacobs (The Death and Life of Great American Cities)
- Paolo Soleri (Arcology)
- John DeGrove (Florida's Growth Management)
- Jean Gottman ("Megalopolis")
- Norman Krumholtz (Equity Planning)
- Peter Calthorpe (CNU, TOD)
- Andres Duany (CNU, Transect/SmartCode)

8. Supplemental Materials

**Selected Planning Firsts**

[https://www.planning.org/awards/landmarks.htm](https://www.planning.org/awards/landmarks.htm)

- 1st National Park - Yellowstone (1872)
- 1st National Wildlife Refuge - Pelican Island, FL (1903)
- 1st City Subway - Boston (1897)
- 1st U.S. Transcontinental Highway - Lincoln Highway (dedicated 1913)
- 1st Limited Access Highway - Bronx River Parkway (1926)
- 1st City Zoning Ordinance - New York City (1916)
- 1st City Comprehensive Plan - Cincinnati (1925)
- 1st Skyscraper - Chicago (1884)
- 1st Planning Commission - Hartford, Connecticut (1907)
- 1st Regional Planning Commission - Los Angeles County (1922)
- 1st Historic Preservation Commission - Vieux Carre, New Orleans (1921)
- 1st Historic Preservation Ordinance - Charleston (1921)
APA History

- **1909**
  - 1st National Conference City Planning

- **1917**
  - American City Planning Institute

- **1934**
  - American Society of Planning Officials

- **1939**
  - ACPI becomes American Institute of Planners

- **1978**
  - APA = AIP + ASPO