


*History and Theory
of Planning*

Why do we do what we do?

Georgia Planning Association AICP Exam Review
January 18, 2013



What is planning?

- ✦ a universal human activity involving the consideration of outcomes before choosing amongst alternatives
- ✦ a deliberate, self-conscious activity


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Primary functions of planning

- ✦ improve efficiency of outcomes
 - ▣ optimize
- ✦ counterbalance market failures
 - ▣ balance public and private interests
- ✦ widen the range of choice
 - ▣ enhance consciousness of decision making
- ✦ civic engagement
 - ▣ expand opportunity and understanding in community

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What is the role of history and theory in understanding planning?

- ✦ planning is rooted in applied disciplines
 - ▣ primary interest in practical problem solving
- ✦ early planning theories emerged out of practice
 - ▣ planning codified as a professional activity
 - ▣ originally transmitted by practitioners via apprenticeships
- ✦ 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


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Types of theories

- ✦ theories of system operations
 - ✦ How do cities, regions, communities, etc. work?
 - disciplinary knowledge such as economics and environmental science
- ✦ theories of system change
 - ✦ How might planners act?
 - disciplinary knowledge such as decision theory, political science, and negotiation theory
 - applied disciplines such as public administration and engineering

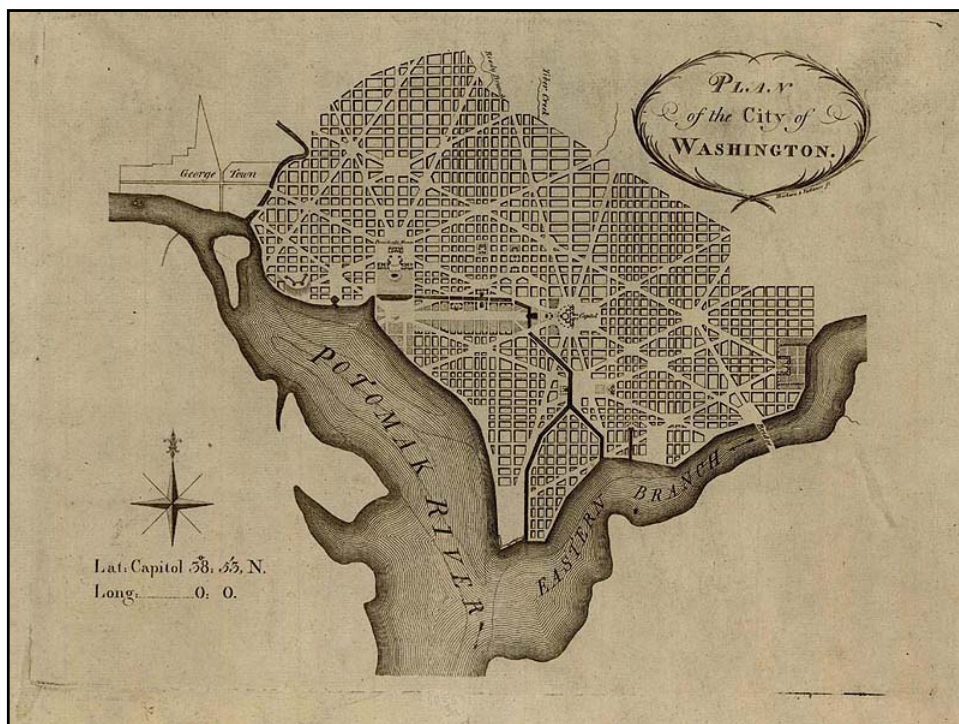
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Pre-Modern Planning: Focus on Urban Design and Street System


| | | | |
|-----------|-------------------|----------------------------------|------------------------------|
| 1682 | Philadelphia plan | Grid system & neighborhood parks | William Penn Thomas Holme |
| 1695 | Annapolis plan | Radiocentric | Francis Nicholson |
| 1733 | Savannah | Ward park system | Oglethorpe |
| 1790 | Washington | Grand, whole city plan | Pierre L'Enfant |
| 1852-1870 | Paris | Model for "City Beautiful" | Napoleon III; Haussmann |
| 1856 | Central Park | First major purchase of parkland | F L Olmsted Sr |

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New Urban Forms

| | | | |
|------|---------------|------------------------------|-------------------------------|
| 1869 | Riverside, IL | Model curved street "suburb" | FL Olmsted Sr Calvert Vaux |
| 1880 | Pullman, IL | Model industrial town | George Pullman |



Federal Government

| | | |
|------|--------------------------------|---|
| 1876 | "Munn v Illinois" | US Supreme Court upholds regulation of private enterprise |
| 1887 | Interstate Commerce Commission | First federal regulatory agency |
| 1892 | US federal study of slums | First federal action on city problems |

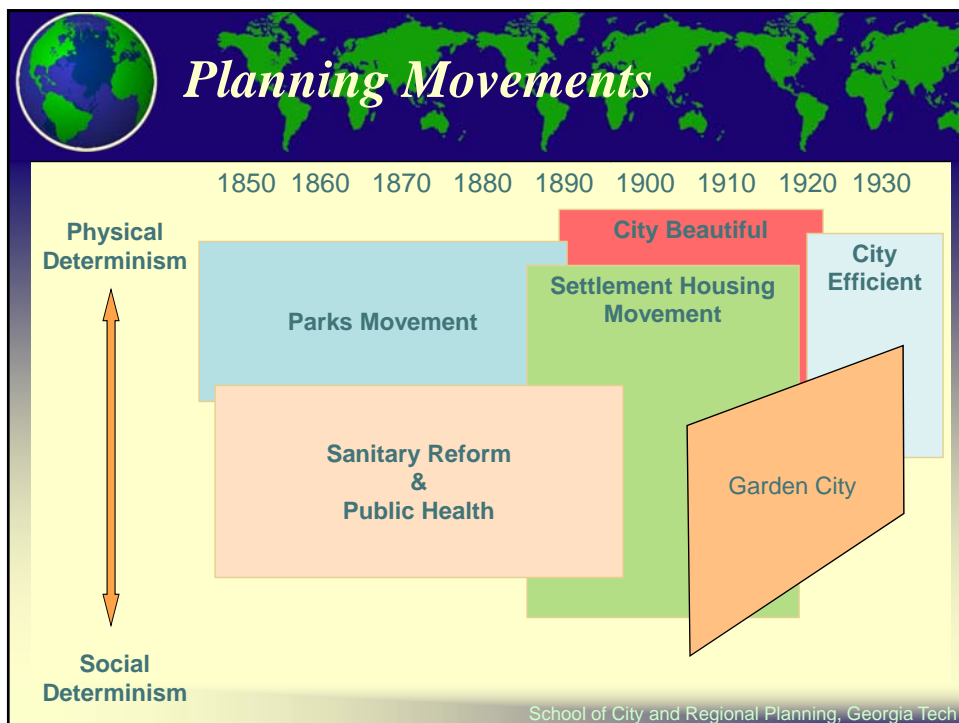
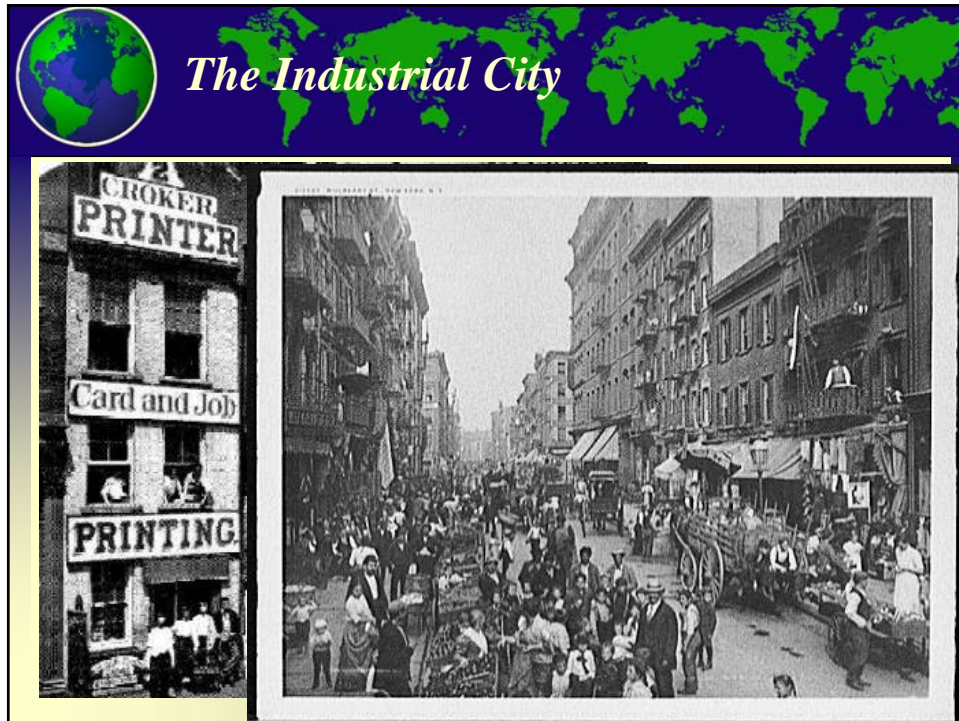
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The Industrial City




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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)




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




| | | |
|---------------|---------------|---|
| 1867 | San Francisco | First modern land-use zoning in US (forbad slaughterhouses in geographic districts) |
| 1867/ 1879 | New York City | First major tenement house controls |
| 1879 | Memphis | 60% of city flees from yellow fever; of those who remain, 80% get sick; 25% die |




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The Rise of a Social Conscience: Settlement House & Reform Movement



Hull House Settlement, Chicago.



| | | | |
|--------------|---|--|-------------------|
| 1888 | "Looking Backwards" | Promoted city and national planning | Edward Bellamy |
| 1890 1892 | "How the Other Half Lives" and "Children of the Poor" | Focused on slums and poverty | Jacob Riis |
| 1889 | Hull House in Chicago | Settlement house movement | Jane Addams |
| 1902 | Greenwich House | helped organize the first National Conference on City Planning | Mary K. Simkovich |

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Garden City Movement

| | | | |
|------------------------|--|--------------------------|------------------------------|
| 1898 | "Tomorrow: A Peaceful Path to Real Reform" | Merge urban & agrarian | Ebenezer Howard |
| 1903-1920 1919-1934 | Leetchworth Welwyn | Two garden city projects | Welwyn introduces superblock |



1930 Plan for Greenbelt MD






City Beautiful Movement

| | | | |
|---|---------------------------------|---|---|
| 1893 | Columbian Exposition | The "White City" | Burnham, Olmsted Sr, |
| 1902 | McMillan Plan for Washington DC | Update of L'Enfant's Plan | Burnham Olmsted Jr |
| 1906 | San Francisco Plan | First major application of City Beautiful in US | Daniel Burnham Edward Bennett |
|  | | 1909 Chicago Plan First metro regional plan | Burnham |
| | | | "Make no little plans; they have no magic..." |

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Make no little plans. They have no magic to stir men's blood and probably themselves will not be realized.

Make big plans; aim high in hope and work, 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. Remember that our sons and grandsons are going to do things that would stagger us.

Let your watchword be order and your beacon beauty. Think big.

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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
 - ❑ Chicago Plan: Burnham creates first regional plan
 - ❑ Los Angeles: first land use zoning ordinance
 - ❑ Harvard School of Landscape Architecture: first course in city planning

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***"Canyon
Streets" in
NYC:
targets of
zoning***



The slide features a title 'Progressive Movement as Reform' in a stylized font, with a globe icon to the left. Below the title is a list of bullet points describing the movement. The background of the slide is a world map.

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


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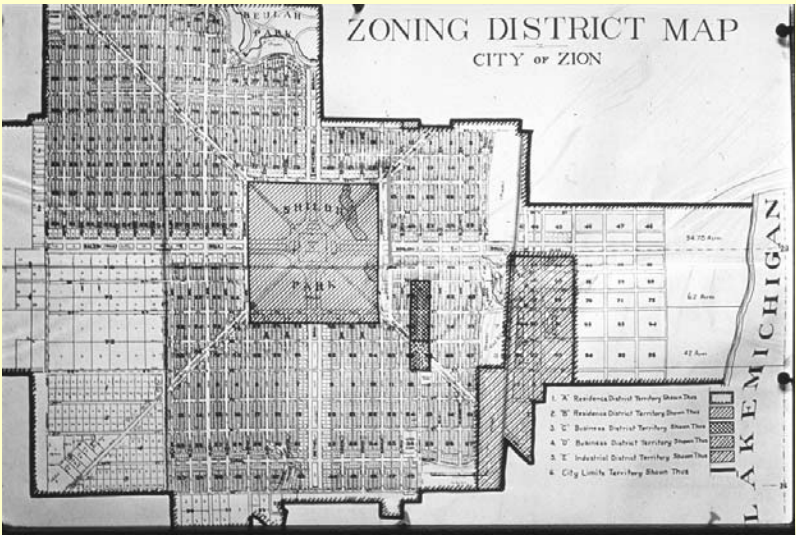
The City Efficient: Developing Tools for Planning

- ✚ 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

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Zoning Map of Zion, Illinois, c. 1920




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- ✦ 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

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Depression



Challenge of systemic poverty


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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 education to social science-based
 - ❑ emergence of modern planning theories based on rationality
 - Chicago school

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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 Ladislav Segoe, first of "Green Book" series, appears

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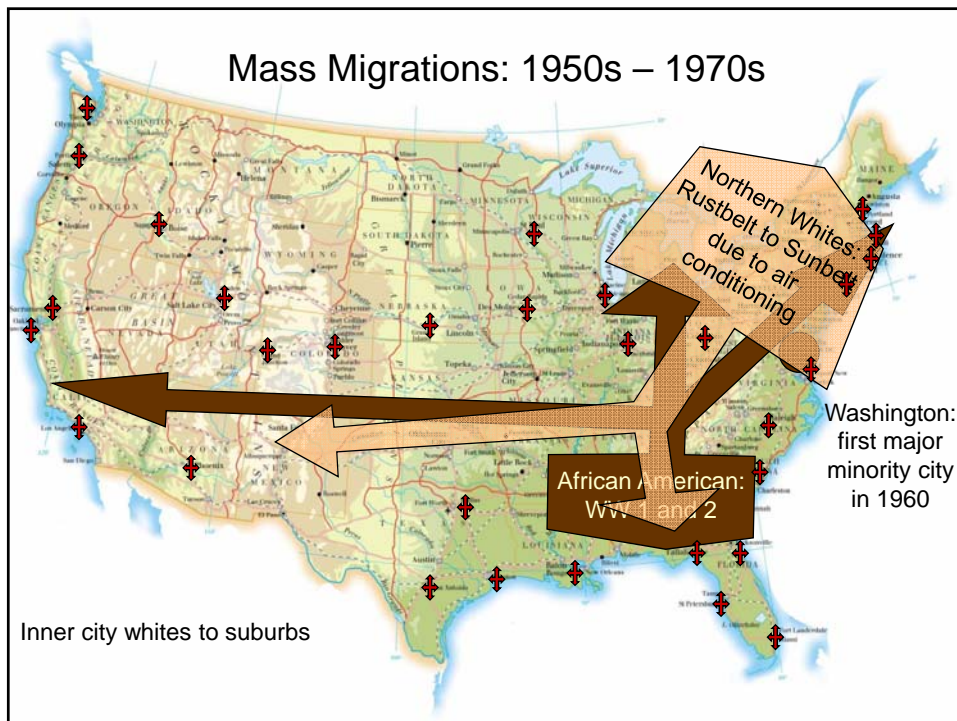



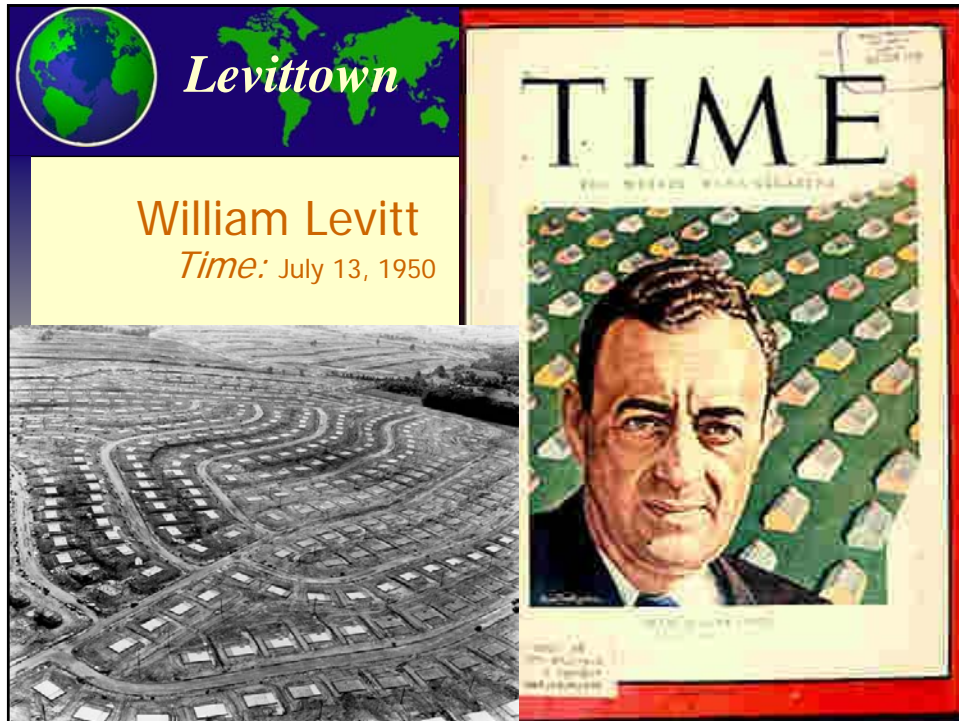
Focus on Physical Planning

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.”

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Urban Renewal and General Planning

- ✦ **1949 Housing Act (Wagner-Ellender-Taft Bill)**
 - ❑ First comprehensive housing legislation
 - ❑ Aimed to construct 800,000 housing units
 - ❑ Inaugurated urban renewal
- ✦ **1954 Housing Act of 1954.**
 - ❑ Stressed slum prevention and urban renewal rather than slum clearance and urban redevelopment as in the 1949 act.
 - ❑ stimulated general planning for cities under 25,000 (Section 701)
 - ❑ "701 funding" later extended to foster statewide, interstate, and substate regional planning.
- ✦ **1954 *Berman v. Parker***
 - ❑ US Supreme Court upholds DC Redevelopment Land Agency to condemn unsightly, though non-deteriorated, properties in accordance with area redevelopment plan
- ✦ **1964 T.J. Kent publishes *The Urban General Plan*.**

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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

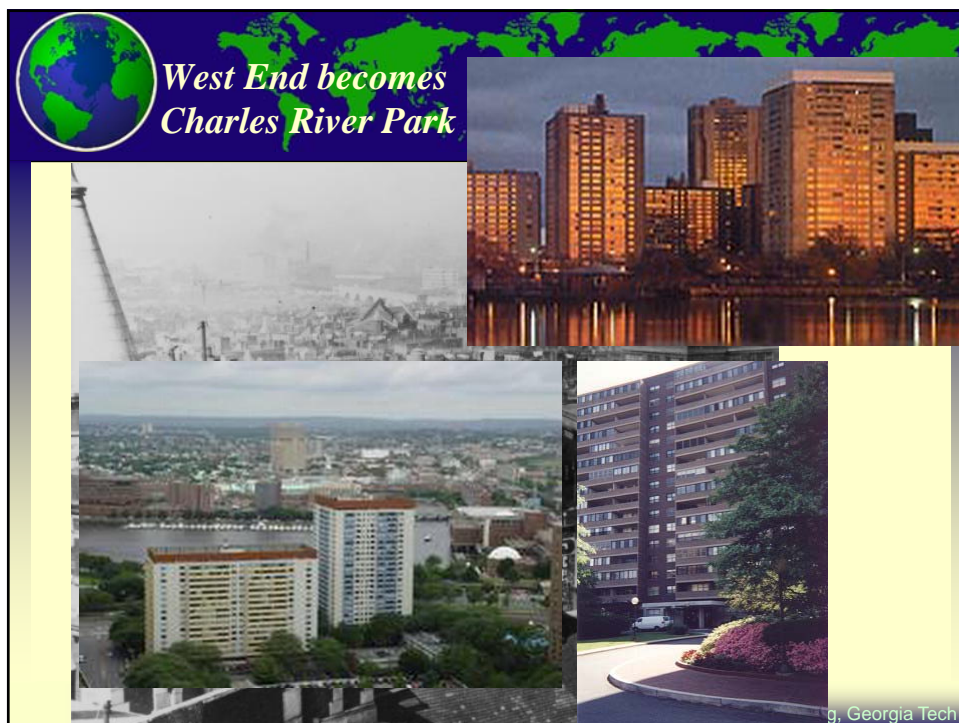
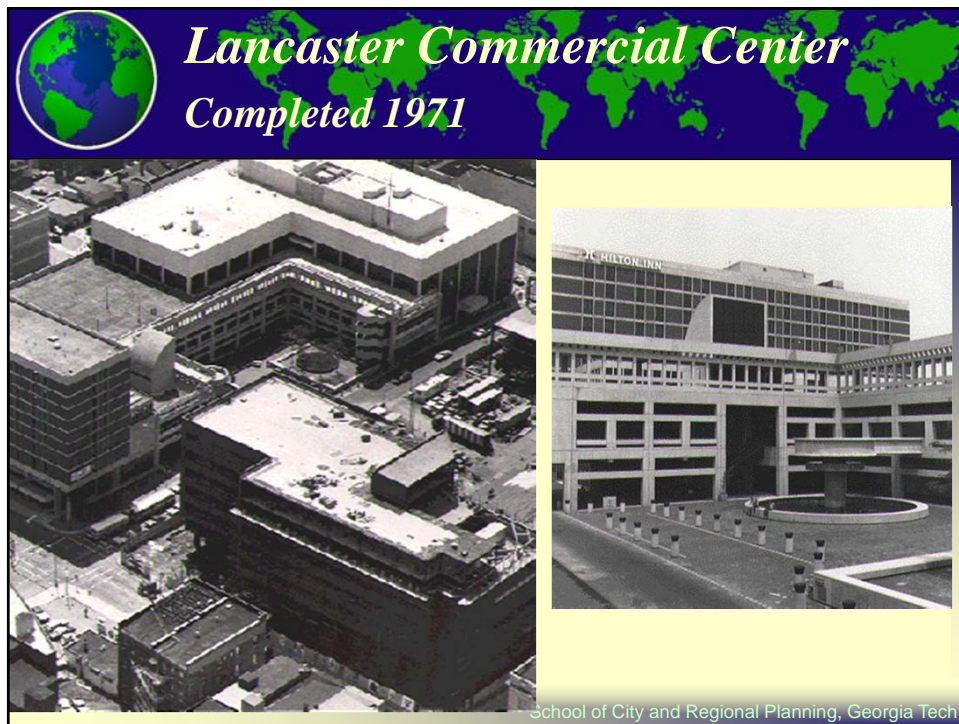
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Urban Renewal: Lancaster, PA Northern Savings & Trust Company, 1956



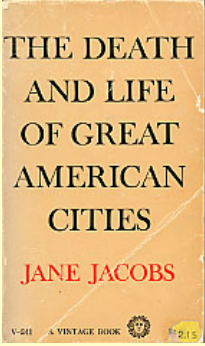
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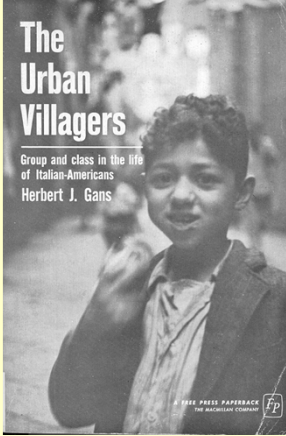
 **Social Critique**



Jane Jacobs




THE DEATH
AND LIFE
OF GREAT
AMERICAN
CITIES
JANE JACOBS



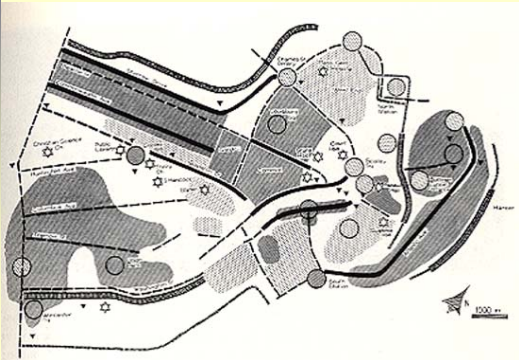
The
Urban
Villagers
Group and class in the life
of Italian-Americans
Herbert J. Gans

Herbert Gans

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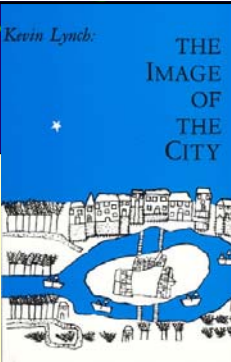
 **Urban Design Theorists**

1960
Image of the City by Kevin Lynch




basic elements of
"imageability"

- paths
- edges
- nodes
- districts
- landmarks



Kevin Lynch
THE
IMAGE
OF
THE
CITY

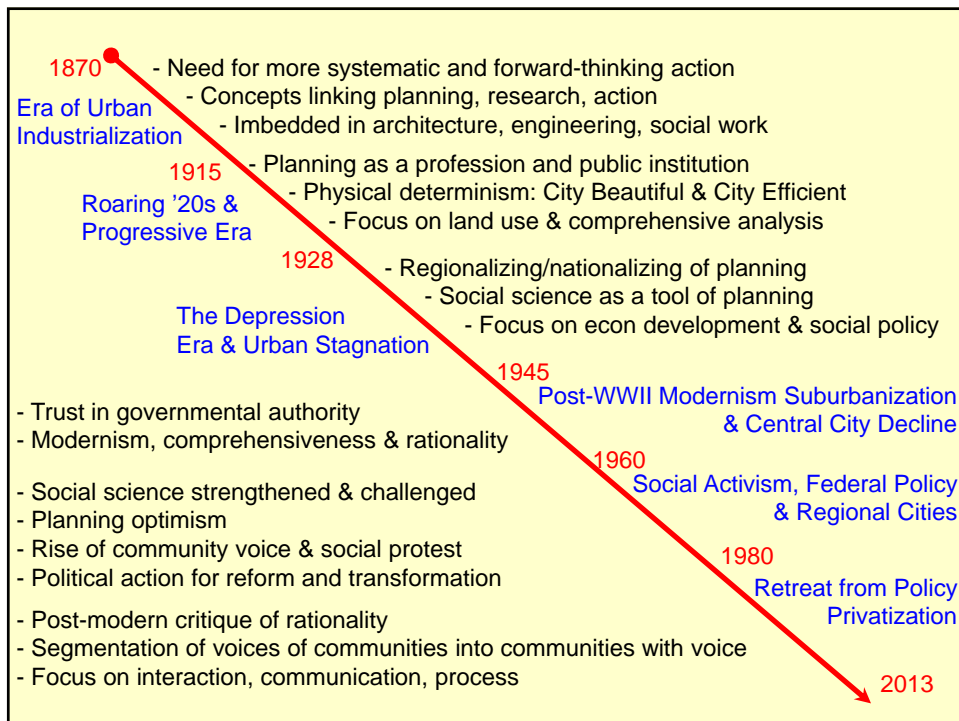
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Modeling

- ✦ **1962** The urban growth simulation model emerges in the Penn-Jersey Transportation Study.
- ✦ **1968** Pittsburg Community Redevelopment Model

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Why do we not have a unifying theory of planning? (Rittel and Webber)

- ⊕ goals and objectives, as well as means to achieve them, are often uncertain
 - ⊠ “wicked problems”
 - ⊠ concerned primarily with public issues
 - broadly defined groups/clients
 - diverse interests
- ⊕ planners rarely make decisions but rather advise those who do
- ⊕ results of most planning activity is discernable only 5 to 20 years after the decision
 - ⊠ feedback and corrective actions are difficult


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What are “wicked” problems?

- ⊕ A problem for which 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
 - “One cannot build a freeway to see how it works”*

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Characteristics of “wicked” problems

- ✦ No definitive formulation of a wicked problem.
- ✦ No stopping rule.
- ✦ Solutions are not true-or-false, but good-or-bad.
- ✦ No immediate and no ultimate test of a solution.
- ✦ Every wicked problem is essentially unique.
 - all attempts are significant
- ✦ 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.

Hard-to-Formalize, Contextualized,
Multidisciplinary, Organizational Knowledge

Rittel, H. J., and M. M. Webber (1984). "Planning problems are wicked problems", In N. Cross (Ed.), *Developments in Design Methodology*, Wiley, pp. 135-144


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For every complex problem there is a simple solution, and it is wrong.

H.L. Menken


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The diversity of theories

| | | Desired Outcome | |
|--------------------------------------|---|--|---|
| | | System Improving | System Transforming |
| Linkage Between Knowledge and Action | Cognitive Rationality | ✦ Synoptic rationality | ✦ Radical planning |
| | Procedural Rationality | ✦ Incrementalism ✦ Comprehensive planning | ✦ Advocacy planning |
| | Communicative Rationality | ✦ Traditional participatory planning | ✦ Transactive/ collaborative planning ✦ Mediation |
| | Self-Reflective Political Action | ✦ Social learning ✦ Phenomenology ✦ Contingency theory | ✦ Critical theory ✦ Social mobilization |
| | Moral Philosophy | | ✦ Utopianism |


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Cognitive Rationality, Conceptual Basis

- ✦ A rational decision is one that
 - ❑ the DM knows what ends the DM seeks
 - the public interest
 - ❑ the DM considers all the alternatives
 - ❑ the DM identifies and evaluates all the consequences of each alternative
 - ❑ the DM selects that alternative with consequences that most probably maximizes the desired ends
- ✦ Rationality focuses on
 - ❑ the quality of decision
 - ❑ the subordination of knowledge to values and of action to knowledge


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Cognitive Rationality, Schools of Thought

| System Improving Synoptic Rationality | System Transforming Radical Planning |
|---|---|
| <ul style="list-style-type: none">✦ Meyerson and Banfield<ul style="list-style-type: none">▣ <i>Politics, Planning and the Public Interest</i>✦ Paul Davidoff and Thomas Reiner<ul style="list-style-type: none">▣ <i>A Choice Theory of Planning</i>✦ Andreas Faludi<ul style="list-style-type: none">▣ <i>A Reader in Planning Theory</i> | <ul style="list-style-type: none">✦ Robert Kraushar<ul style="list-style-type: none">▣ Outside the Whale: Progressive Planning and the Dilemmas of Radical Reform |


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Procedural Rationality, Conceptual Basis

- ✦ Synoptic rationality is essentially impossible
 - ▣ cognitive limits
 - ▣ resource limits
 - ▣ an infinite regression
- ✦ Procedural rationality seeks to approximate rational decision making within these limits

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Procedural Rationality, Schools of Thought

| System Improving Incrementalism Comprehensive Planning | System Transforming Advocacy Planning |
|---|--|
| <ul style="list-style-type: none">✦ Charles E. Lindblom<ul style="list-style-type: none">▣ The Science of Muddling Through✦ Martin Meyerson<ul style="list-style-type: none">▣ Building the Middle-Range Bridge for Comprehensive Planning✦ Amitai Etzioni<ul style="list-style-type: none">▣ Mixed Scanning: A Third Approach to Decision-Making | <ul style="list-style-type: none">✦ Paul Davidoff<ul style="list-style-type: none">▣ Advocacy and Pluralism in Planning✦ David F. Mazziotti<ul style="list-style-type: none">▣ The Underlying Assumptions of Advocacy Planning✦ Norman Krumholz<ul style="list-style-type: none">▣ A Retrospective View of Equity Planning in Cleveland, 1969-1979 |

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Communicative Rationality, Conceptual Basis

- ✦ 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 community together
- ✦ Emphasis on
 - ▣ transparency
 - ▣ inclusiveness
 - ▣ truth-seeking

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Communicative Rationality, Schools of Thought

| System Improving | System Transforming |
|---|---|
| Traditional Participatory Planning <ul style="list-style-type: none">✦ Sherry Arnstein<ul style="list-style-type: none">▣ A Ladder of Citizen Participation✦ Lawrence Susskind and Michael Elliott<ul style="list-style-type: none">▣ Paternalism, Conflict and Coproduction✦ Stuart Langton<ul style="list-style-type: none">▣ Citizen Participation in America | Transactive Planning Critical Theory <ul style="list-style-type: none">✦ John Friedmann<ul style="list-style-type: none">▣ Transactive Planning✦ John Forester<ul style="list-style-type: none">▣ Critical Theory, Public Policy and Planning Practice▣ Planning in the Face of Power✦ George C. Hemmens and Bruce Stiftel<ul style="list-style-type: none">▣ Sources for the Renewal of Planning Theory✦ Patsy Healey<ul style="list-style-type: none">▣ Planning Through Debate: The Communicative Turn in Planning Theory |
| Collaborative Planning, Mediation <ul style="list-style-type: none">✦ Susskind, L. and J. Cruikshank<ul style="list-style-type: none">▣ Breaking the Impasse: Consensual Approaches to Resolving Public Disputes✦ Judith Innes<ul style="list-style-type: none">▣ Group Processes and the Social Construction of Growth Management: Florida, Vermont and New Jersey | |

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Self-Reflective Political Action, Conceptual Basis

- ✦ Planning is a professional act that occurs within a political community
- ✦ Political and social interaction are central activities
- ✦ Truth is not fixed, but emerges from continuing search


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Self-Reflective Political Action, Schools of Thought

| System Improving | System Transforming |
|---|---|
| Social Learning, Phenomenology, Contingency Theory | Social Mobilization Postmodern Critiques |
| <ul style="list-style-type: none">✦ Donald Schon<ul style="list-style-type: none">▣ The Reflective Practitioner: How Professionals Think in Action✦ Richard S. Bolan<ul style="list-style-type: none">▣ The Practitioner as Theorist: The Phenomenology of the Professional Episode✦ John Bryson and Andre Delbecq<ul style="list-style-type: none">▣ A Contingent Approach to Strategy and Tactics in Project Planning✦ Charles Hoch<ul style="list-style-type: none">▣ <i>What Planners Do</i> | <ul style="list-style-type: none">✦ Saul Alinsky<ul style="list-style-type: none">▣ Reveille for Radicals✦ Robert A. Beauregard<ul style="list-style-type: none">▣ Between Modernity and Postmodernity: The Ambiguous Position of U.S. Planning.✦ Susan S. Fainstein<ul style="list-style-type: none">▣ Planning in a Different Voice |

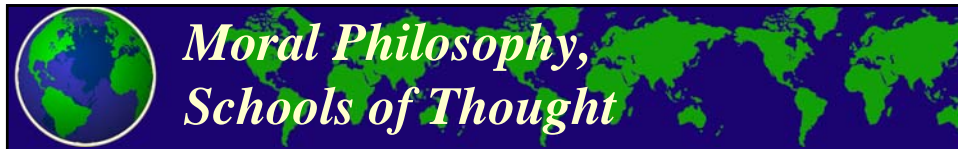
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Moral Philosophy, Conceptual Basis

- ✦ Ends, without means
- ✦ An essential focus on values
 - ▣ clarification of values
 - ▣ clarification of the implication of values
 - ▣ clarification of desired ends

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Moral Philosophy, Schools of Thought

| System Improving | System Transforming Utopianism |
|------------------|---|
| | <ul style="list-style-type: none">✦ John Friedmann<ul style="list-style-type: none">✦ Moral Philosophy✦ Utopian literature |

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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

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