Social Equity and Public Participation

AICP Exam Prep
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[Georgia Tech logo]
Citizen Participation is the zeitgeist of the American revolution. As Lincoln said at Gettysburg in 1863, we are a nation “...of the people, by the people, and for the people...”

- President Abraham Lincoln

Gettysburg Address
November 19, 1863

Planners stand on the shoulders of citizen participants, as a nation and as a profession.
Overview

- Social Equity
- Public Participation
Social Equity

According to Part A of the AICP Code of Ethics:

- We shall always be conscious of the rights of others.
- We shall give people the opportunity to have a meaningful impact on the development of plans and programs that may affect them.
- Participation should be broad enough to include those who lack formal organization or influence.
- We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. We shall urge the alteration of policies, institutions, and decisions that oppose such needs.
- We shall educate the public about planning issues and their relevance to our everyday lives.
- We shall increase the opportunities for members of underrepresented groups to become professional planners and help them advance in the profession.
- We shall contribute time and effort to groups lacking in adequate planning resources and to voluntary professional activities.
Social Equity Pioneers

Saul Alinsky
Sherry Arnstein
Paul Davidoff
Norm Krumholz
Saul Alinsky

He envisioned an organization of organizations.

“...It is a grave situation when a people resign their citizenship or when a resident...lacks the means to participate....The result is that he comes to depend on public authority and a state of civic-sclerosis sets in.”
Sherry Arnstein

Citizen participation is a *categorical term for citizen power.*

“...It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future.”
Paul Davidoff

From AICP Code of Ethics, Section A.1(f):

“We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. We shall urge the alteration of policies, institutions, and decisions that oppose such needs.”

Planners must engage as **professional advocates**:
- Speak out.
- Be ethical.
- Engage.
Norm Krumholz

Provide more choices to those who have few, if any choices.

Krumholz was the Chief of Planning in Cleveland from 1969 to 1979
• Conditions in the city were deplorable.
• Development process was exploitative.
• Local politics were inadequate.
• Disproportionate impact on the minority poor.
• He developed a planning department that was known for its advocacy.
Patrick Moynihan and Richard Nixon Touring the Redevelopment Area of Pennsylvania Avenue. 1970, Daniel Patrick Moynihan (1927-2003), a politician and sociologist, spent twenty-four years in the Senate under four presidents working to revitalize downtown Washington's Pennsylvania Avenue. The story goes that the long road to recovery began during John F. Kennedy’s inaugural ride in 1961. Kennedy inspected the decaying north side of the avenue with disdain. “It’s a disgrace,” he barked “Fix it!” The task fell to Moynihan, who was then a young assistant to the secretary of labor. With characteristic confidence, Moynihan squeezed the first redevelopment plan into a report on the Ad Hoc Committee on Federal Office Space, laying out the guiding principles of revitalization for the avenue and downtown. Plans continued under the auspices of various committees during the 1960’s and 1970’s before coming to full fruition under the Pennsylvania Avenue Development Corporation.
What is Public Participation?

The process by which public concerns, needs, and values are incorporated into governmental and corporate decision making. It's two-way communication and interaction, with the overall goal of better decisions that are supported by the public. (Creighton p. 7)

Civic engagement | organized voluntary activity focused on problem solving and helping others.

Why is participation important?
- Accurately reflect neighborhood needs
- Greater sense of ownership
- Harder for others to ignore the plan

Maybe keep (Protects the public, informs the public, builds consensus)
Draw diagram of PP at its best on the board

Tensions in Participation

<table>
<thead>
<tr>
<th>Pros</th>
<th>Cons</th>
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<tr>
<td>Legitimacy</td>
<td>Political Oversight</td>
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<tr>
<td>– Democracy</td>
<td>Stakeholder opposition</td>
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<td>– Social development</td>
<td>Budget and staff limits</td>
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<td>– Civic engagement</td>
<td>Deadlines</td>
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<td>– Faith in government</td>
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<td>Efficiency</td>
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<td>– Better decisions</td>
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<tr>
<td>– Program adoption</td>
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<td>– Programs implemented</td>
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Tensions are interpersonal and political, often making the process unpredictable and uncontrollable.

What can be done to overcome these tensions?
How do Planners Engage the Public?

- **Interactive**
  - Advisory Committees
  - Planning Cells
  - Neighborhood Planning
    - Negotiated Rule Making
  - Charettes
  - Joint Fact Finding

- **Input**
  - Public Hearings
  - Public Meetings
  - Nominal Group Technique
  - Survey Research
  - Delphi Processes
  - Visioning Processes
  - e-government Tools

- **Output**
  - Newsletters
  - Stakeholder Outreach
  - TV
Democratic Citizen Participation

1. Demystification
Magic is taken out of planning and it becomes user-friendly

2. Deprofessionalization
Not just professionals shaping the future of the neighborhood

3. Decentralization
Decision making is not concentrated downtown

4. Democratization
more people are involved directly in decision-making, especially those with a stake in the community's future (residents, business owners, civic institutions, etc.)
This is another way to think about participation or democratic planning. The goal for democratic planning is to provide all parties with an equal voice in the process, in shaping the decisions that affect their lives. This is not necessarily realized with direct application of Arnstein’s ladder framework. The framework provides an entre into thinking about how to see citizen participation as citizen power. On the ‘participation extreme’ there may only be a handful of citizens directing the process and they do not involve any other neighbors. Alternatively, they could be inclusive of residents, but disregard staff guidance. On the other extreme of what Arnstein would term Nonparticipation is where staff do the full plan preparation without consultation from citizens.

We need a balance here in order to realize the espoused purpose of planning - READ

Proactively

Reactively

The planning process enables residents to collaborate on a more equal footing with private and public interests that traditionally have made the economic and political decisions that affect neighborhood life.
“... citizen participation is a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits like contracts and patronage are parceled out. In short, it is the means by which they can induce significant social reform which enables them to share in the benefits of the affluent society.”

- Sherry Arnstein, Ladder of Citizen Participation
Nonparticipation

Objective: Not to enable people to participate in planning or conducting programs, but to enable power holders to “educate” or “cure” the participants.

- Therapy
  - Citizens “cured” through action
- Manipulation
  - Citizens educated and informed through action

Citizen Power

Tokenism

Nonparticipation
Tokenism

Objective: Allow the have-nots to hear and to have a voice ... but no power to ensure their views are heeded by the powerful.

- Placation
  - Have-nots advise
- Consultation
  - Opinions sought
- Informing
  - Advised of rights & responsibilities

No change to the status quo

Placation allows the have-nots to advise, but retain for the power holders the right to decide.
Partnerships enable them to negotiate and engage in trade-offs with traditional power holders.

Delegated Power and Citizen control where the have-not citizens obtain the majority of decision-making seats, or full managerial power.
The *Ladder* Caveat: Roadblocks

**Haves**
- Resistance to Power Redistribution
- Paternalism
- Racism
- Myth of homogeneity

**Have Nots**
- Inadequate Political Socioeconomic Infrastructure and Knowledge
- Difficulties Organizing/capital

Roadblocks:
Haves: On one side they include racism, paternalism, resistance to power redistribution
Have Nots: On the other side they include inadequacies of the poor community’s political socioeconomic infrastructure and knowledge, difficulties of organizing a representative and accountable citizens’ group due to futility, alienation and destruct.

Participation is a process requiring various forms of capital – social, time, and money. These are unequally available across various populations thus particular attention needs to be paid to the affected populations and reaching them.
'Inefficiency' in Public Participation

- Advertise in the legal notices
- Hold hearings at the seat of government during the work day
- Make presentations using technical language
- Representation is biased heavily toward affected interests
- Take testimony; do not engage in discussion
- Don’t provide feedback
Prepare for Participation

- What are the issues? What is the planning process?
- What situational variables are at play?
  - History
  - Role of technical data or analysis
  - Communication Patterns among parties
  - Power relationships
  - Resources for planning
  - External constraints
- What are the key decisions in the planning process?
- What information is needed from, or should be provided to participants at the time of each decision?
- Design participatory methods to provide what input or education is needed at each key decision point.
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<th>Ways to get people to participate</th>
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<td>- Personal contact</td>
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<td>- Media</td>
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<td>- Field Office/Drop-in Center</td>
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<td>- Utilize Existing Organizations</td>
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<td>- Displays at Key Settings</td>
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<td><strong>Data collection (joint)</strong></td>
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<td>- Responsive Publication</td>
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<td>- Individual Interviews</td>
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<td>- Informal Consultation</td>
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<td>- Direct Observation</td>
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<td>- Activity Log</td>
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<td>- Behavioral Mapping</td>
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<td>- Advisory Committee/Reactor Panel</td>
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<td>- Walking Tour</td>
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<td>- Surveys</td>
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<td><strong>Mediated Participation Methods</strong></td>
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<td>- Large Community Meetings</td>
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<td>- Small Living Room Meetings</td>
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<td>- Open House</td>
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<td>- Workshops</td>
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Outreach – getting the word out that planning is going on
Data Collection – on people and the communities or project focus
Participation – to get involved in the planning work

Have mediated participation (someone in charge of balancing voices)
Information Sharing

• Hi-Tech
  – e-Government
  – Web summaries
  – Wikis
  – Web comment, discussions, etc.

• Low-Tech
  – Newsletters
  – Bulletin boards
  – Community presentations
Useful Resources