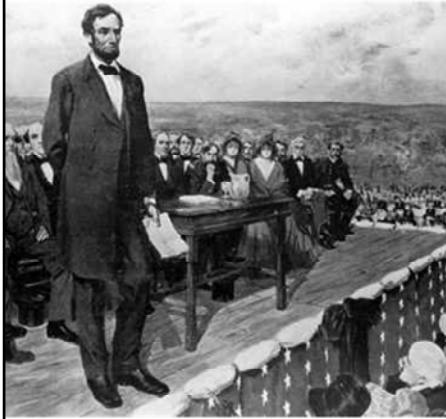


Social Equity and Public Participation

AICP Exam Prep
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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.

Public Participation? No!

“Citizen participation is a device whereby public officials induce nonpublic individuals to act in a way the officials desire.”

-Daniel Moynihan



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)

Tensions in Participation

Pros

Legitimacy

- Democracy
- Social development
- Civic engagement
- Faith in government

Efficiency

- Better decisions
- Program adoption
- Programs implemented

Cons

Political Oversight

Stakeholder opposition

Budget and staff limits

Deadlines

Draw diagram of PP at its best on the board

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.)

Democratic Planning

Planning

- A process to learn about where you live, how to shape it for the better and how to sustain it for the long term.
- Planning is an act of community participation and an expression of its belief in its future.



Plan in two ways -

- (1) *proactively*
- (2) *reactively*

Jones (1990), *Neighborhood Planning*

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

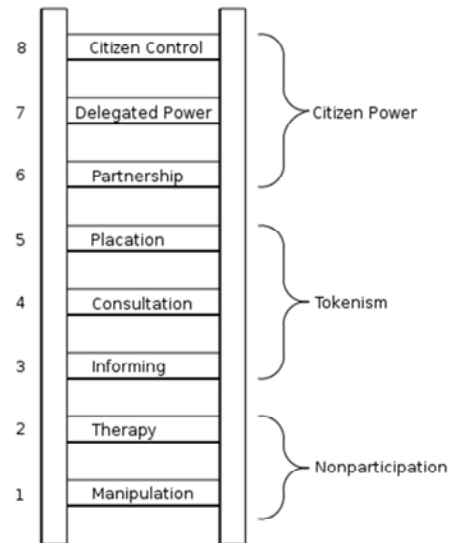
Reactively

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*

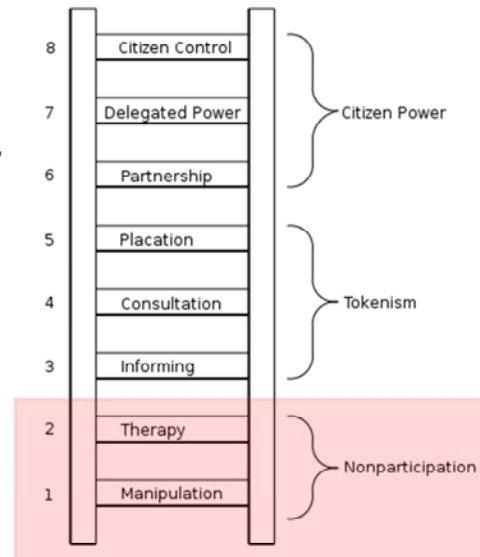
Ladder of Citizen Participation



Nonparticipation

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

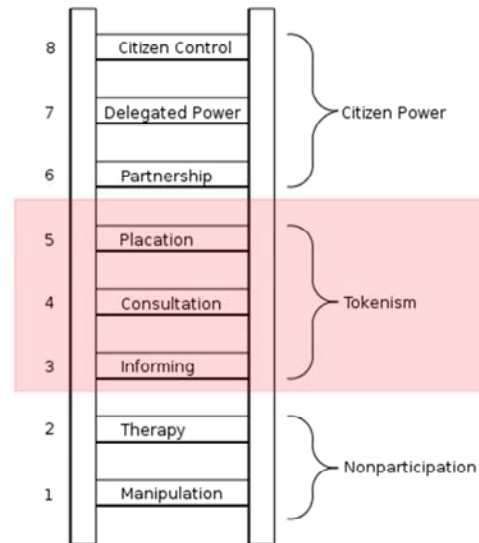
- Therapy
 - Citizens “cured” through action
- Manipulation
 - Citizens educated and informed through action



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



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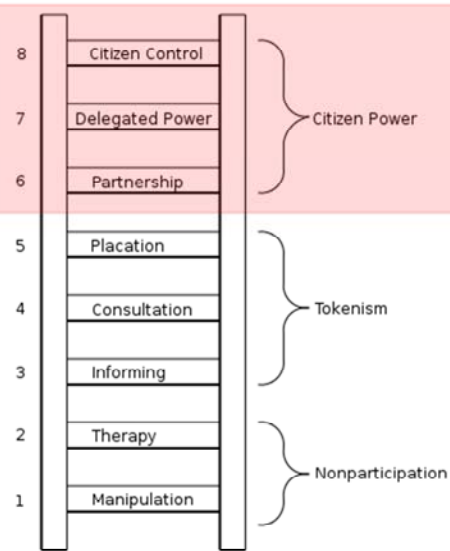
No change to the status quo

Placation allows the have-nots to advise, but retain for the power holders the right to decide.

Citizen Power

Objective: Increased degree of decision-making clout.

- Citizen Control
 - Citizens control program or an institution
- Delegated Power
 - Officials give citizens power
- Partnership
 - Power is shared



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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

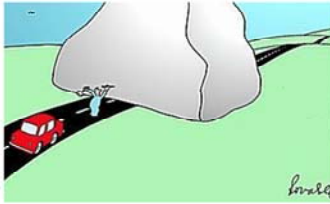
Haves

Resistance to Power Redistribution

Paternalism

Racism

Myth of homogeneity



Have Nots

Inadequate Political Socioeconomic
Infrastructure and Knowledge

Difficulties Organizing/capital

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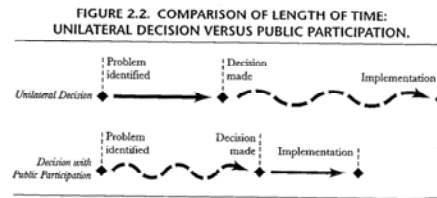
Roadblocks:

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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Ways to get people to participate

- **Outreach**

- Personal contact
- Media
- Field Office/Drop-in Center
- Utilize Existing Organizations
- Displays at Key Settings

- **Mediated Participation Methods**

- Large Community Meetings
- Small Living Room Meetings
- Open House
- Workshops

- **Data collection (joint)**

- Responsive Publication
- Individual Interviews
- Informal Consultation
- Direct Observation
- Activity Log
- Behavioral Mapping
- Advisory Committee/Reactor Panel
- Walking Tour
- Surveys

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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

- Elaine Cogan. *Successful Public Meetings: A Practical Guide*. Chicago, APA Planners Press, 2000.
- James L. Creighton. *The Public Participation Handbook: Making Better Decisions Through Citizen Involvement*. San Francisco: Jossey Bass, 2005.
- Jones (1990) *Neighborhood Planning*,
- Nancy Roberts. "Public participation in an age of direct citizen participation." *American Review of Public Administration*. 34 (4, 2004): 315---353.