

PAUL DAVIDOFF

“Advocacy and Pluralism in Planning”

Journal of the American Institute of Planners (1965)

Editors' introduction In both North America and Europe city planning professors have professional associations – the Association of Collegiate Schools of Planning (ACSP) for North America and the Association of European Schools of Planning (AESOP) for Europe. Members of each association meet once a year to present academic papers, discuss issues of interest to the profession, and renew old friendships. Every five years the two associations meet jointly, alternately in Europe and North America.

At the annual ACSP meeting the Paul Davidoff Award is presented to a city planning professor whose work exemplifies the practice and ideals of professor/activist Paul Davidoff, the author of this selection. It is an honor to receive the Davidoff award, because Davidoff exemplified professional commitment to vigorous advocacy on behalf of the less fortunate members of society.

During the 1960s, Davidoff, a lawyer and city planner, taught city planning students at Hunter College and simultaneously fought successfully to get racially integrated low-income housing built in exclusive white suburbs. This experience as an advocate for low-income minority residents shaped his view, presented in this selection, of what city planning could be like.

Most city or town planning is performed by a single local government agency that develops plans which, it feels, will best serve the welfare of the whole community as the agency perceives it, not of individual interest groups such as organizations of homeless people, merchants, environmentalists, or bicycle enthusiasts. While city planning commissions may explore many alternatives and consider conflicting interest group demands before finalizing plans, generally they end up with a single unitary plan.

Davidoff's vision for how planning might be structured was quite different. He argues that different groups in society have different needs which would result in fundamentally different plans if they were recognized. Business elites and other articulate, wealthy, and powerful groups have the skill and resources to shape city plans to serve their interests. But what about the poor and powerless? Davidoff argued that there should be planners acting as *advocates* articulating the interests of these and other groups much as a lawyer represents a client. For example, a planner might develop and advocate for a plan which would meet the needs of poor West Indian residents of London's Brixton neighborhood. Another planner might have a different plan representing the point of view of shopkeepers in the same area. And yet another might work with Brixton environmentalists to develop and advocate for a plan based on environmental concerns. A local planning commission could weigh the merits of the competing plans much as a court hears and weighs views from lawyers. Davidoff believed that the plan which would emerge from such a process would be better than a plan prepared by planning department staff without the interplay of competing advocate planners. And, Davidoff reasoned, the

needs of the poor and powerless would be better met in city plans if – a big if – they were adequately represented.

Davidoff's view of planning profoundly influenced activist planners of the 1960s and 1970s, many of whom defined themselves as advocacy planners, developed plans to meet underrepresented groups, and advocated for their interests. "Equity planners" today continue this tradition.

Compare Davidoff's humanistic, grassroots, pluralistic approach to city planning with Le Corbusier's brilliant but elitist vision of an elite cadre of CIAM architects to impose on the fabric of cities the forms they felt modern machine culture demanded (p. 368). Compare Davidoff's views with Forester's comments on how planners working within the system can use their influence to empower stakeholders in the planning process (p. 434). Reflect on how city planning decisions are really made in the context of Mollenkopf's review of the academic literature on urban power (p. 258), and Stoker's review of urban regime theory (p. 269).

A critique of conventional city planning practice at the time of Davidoff's article is Alan Altschuler, *The City Planning Process: A Political Analysis* (Ithaca, N.Y.: Cornell University Press, 1965). An application of advocacy planning to women is Jacqueline Leavitt, "Feminist Advocacy Planning in the 1980s," in Barry Checkoway (ed.), *Strategic Perspectives in Planning Practice* (Lexington, Mass.: Lexington Books, 1986). Norman Krumholz and John Forester describe Krumholz's experience as the planning director of Cleveland, Ohio, who worked hard to make city planning responsive in *Making Equity Planning Work* (Philadelphia: Temple, 1990). For a radical critique of advocacy planning see Francis Fox Piven, "Whom Does the Advocate Planner Serve?" in Richard A. Cloward and Frances Fox Piven, *The Politics of Turmoil* (New York: Vintage, 1965). Piven sees advocacy planners as unwitting dupes of the system. She argues that angry and potentially violent groups will obtain more political leverage bargaining directly for themselves without professional intermediaries. She feels they need power, not plans.

Readings relating to advocacy and pluralism in the European planning context include R. Lees and M. May, *Community Action for Change* (London: Routledge & Kegan Paul, 1984); Noel Boaden, *Public Participation in Local Services* (Harlow: Longman, 1982), Geraint Parry, George Moyser, and Neil Day (eds.), *Political Participation and Democracy in Britain* (Cambridge: Cambridge University Press, 1992), and Chantal Mouffe (ed.), *Dimensions of Radical Democracy: Pluralism, Citizenship, Community* (London: Verso, 1992).

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The present can become an epoch in which the dreams of the past for an enlightened and just democracy are turned into a reality. The massing of voices protesting racial discrimination have roused this nation to the need to rectify racial and other social injustices. The adoption by Congress of a host of welfare measures and the Supreme Court's specification of the mean-

ing of equal protection by law both reveal the response to protest and open the way for the vast changes still required.

The just demand for political and social equality on the part of the Negro and the impoverished requires the public to establish the bases for a society affording equal opportunity to all citizens. The compelling need for

intelligent planning, for specification of new social goals and the means for achieving them, is manifest. The society of the future will be an urban one, and city planners will help to give it shape and content.

The prospect for future planning is that of a practice which openly invites political and social values to be examined and debated. Acceptance of this position means rejection of prescriptions for planning which would have the planner act solely as a technician. It has been argued that technical studies to enlarge the information available to decision makers must take precedence over statements of goals and ideals:

We have suggested that, at least in part, the city planner is better advised to start from research into the functional aspects of cities than from his own estimation of the values which he is attempting to maximize. This suggestion springs from a conviction that at this juncture the implications of many planning decisions are poorly understood, and that no certain means are at hand by which values can be measured, ranked, and translated into the design of a metropolitan system.

While acknowledging the need for humility and openness in the adoption of social goals, this statement amounts to an attempt to eliminate, or sharply reduce, the unique contribution planning can make: understanding the functional aspects of the city and recommending appropriate future action to improve the urban condition.

Another argument that attempts to reduce the importance of attitudes and values in planning and other policy sciences is that the major public questions are themselves matters of choice between technical methods of solution. Dahl and Lindblom put forth this position at the beginning of their important textbook *Politics, Economics, and Welfare*:

In economic organization and reform, the "great issues" are no longer the great issues, if they ever were. It has become increasingly difficult for thoughtful men to find meaningful alternatives posed in the traditional choices between socialism and capitalism, planning and the free market, regulation and laissez faire, for they find their actual choices neither so simple nor so grand. Not so simple, because economic organization poses

knotty problems that can only be solved by painstaking attention to technical details - how else, for example, can inflation be controlled? Nor so grand, because, at least in the Western world, most people neither can nor wish to experiment with the whole pattern of socio-economic organization to attain goals more easily won. If, for example, taxation will serve the purpose, why "abolish the wages system" to ameliorate income inequality?

These words were written in the early 1950s and express the spirit of that decade more than that of the 1960s. They suggest that the major battles have been fought. But the "great issues" in economic organization, those revolving around the central issue of the nature of distributive justice, have yet to be settled. The world is still in turmoil over the way in which the resources of nations are to be distributed. The justice of the present social allocation of wealth, knowledge, skill, and other social goods is clearly in debate. Solutions to questions about the share of wealth and other social commodities that should go to different classes cannot be technically derived; they must arise from social attitudes.

Appropriate planning action cannot be prescribed from a position of value neutrality, for prescriptions are based on desired objectives. One conclusion drawn from this assertion is that "values are inescapable elements of any rational decision-making process" and that values held by the planner should be made clear. The implications of that conclusion for planning have been described elsewhere and will not be considered in this article. Here I will say that the planner should do more than explicate the values underlying his prescriptions for courses of action; he should affirm them; he should be an advocate for what he deems proper.

Determinations of what serves the public interest, in a society containing many diverse interest groups, are almost always of a highly contentious nature. In performing its role of prescribing courses of action leading to future desired states, the planning profession must engage itself thoroughly and openly in the contention surrounding political determination. Moreover, planners should be able to engage in the political process as advocates of the interests

both of government and of such other groups, organizations, or individuals who are concerned with proposing policies for the future development of the community.

The recommendation that city planners represent and plead the plans of many interest groups is founded upon the need to establish an effective urban democracy, one in which citizens may be able to play an active role in the process of deciding public policy. Appropriate policy in democracy is determined through a process of political debate. The right course of action is always a matter of choice, never of fact. In a bureaucratic age great care must be taken that choices remain in the area of public view and participation.

Urban politics, in an era of increasing government activity in planning and welfare, must balance the demands for ever-increasing central bureaucratic control against the demands for increased concern for the unique requirements of local, specialized interests. The welfare of all and the welfare of minorities are both deserving of support; planning must be so structured and so practiced as to account for this unavoidable bifurcation of the public interest.

The idealized political process in a democracy serves the search for truth in much the same manner as due process in law. Fair notice and hearings, production of supporting evidence, cross-examination, reasoned decision are all means employed to arrive at relative truth: a just decision. Due process and two- (or more) party political contention both rely heavily upon strong advocacy by a professional. The advocate represents an individual, group, or organization. He affirms their position in language understandable to his client and to the decision makers he seeks to convince.

If the planning process is to encourage democratic urban government then it must operate so as to include rather than exclude citizens from participating in the process. "Inclusion" means not only permitting the citizen to be heard. It also means that he be able to become well-informed about the underlying reasons for planning proposals, and be able to respond to them in the technical language of professional planners.

A practice that has discouraged full partici-

pation by citizens in plan making in the past has been based on what might be called the "*unitary plan*." This is the idea that only one agency in a community should prepare a comprehensive plan; that agency is the city planning commission or department. Why is it that no other organization within a community prepares a plan? Why is only one agency concerned with establishing both general and specific goals for community development, and with proposing the strategies and costs required to effect the goals? Why are there not plural plans?

If the social, economic, and political ramifications of a plan are politically contentious, then why is it that those in opposition to the agency plan do not prepare one of their own? It is interesting to observe that "rational" theories of planning have called for consideration of alternative courses of action by planning agencies. As a matter of rationality it has been argued that all of the alternative choices open as means to the ends ought be examined. But those, including myself, who have recommended agency consideration of alternatives have placed upon the agency planner the burden of inventing "a few representative alternatives." The agency planner has been given the duty of constructing a model of the political spectrum, and charged with sorting out what he conceives to be worthy alternatives. This duty has placed too great a burden on the agency planner, and has failed to provide for the formulation of alternatives by the interest groups who will eventually be affected by the completed plans.

Whereas in a large part of our national and local political practice contention is viewed as healthy, in city planning where a large proportion of the professionals are public employees, contentious criticism has not always been viewed as legitimate. Further, where only government prepares plans, and no minority plans are developed, pressure is often applied to bring all professionals to work for the ends espoused by a public agency. For example, last year a Federal official complained to a meeting of planning professors that the academic planners were not giving enough support to Federal programs. He assumed that every planner should be on the side of the Federal renewal program. Of course government administrators

will seek to gain the support of professionals outside of government, but such support should not be expected as a matter of loyalty. In a democratic system opposition to a public agency should be just as normal and appropriate as support. The agency, despite the fact that it is concerned with planning, may be serving undesired ends.

In presenting a plea for plural planning I do not mean to minimize the importance of the obligation of the public planning agency. It must decide upon appropriate future courses of action for the community. But being isolated as the only plan maker in the community, public agencies as well as the public itself may have suffered from incomplete and shallow analysis of potential directions. Lively political dispute aided by plural plans could do much to improve the level of rationality in the process of preparing the public plan.

The advocacy of alternative plans by interest groups outside of government would stimulate city planning in a number of ways. First, it would serve as a means of better informing the public of the alternative choices open, *alternatives strongly supported by their proponents*. In current practice those few agencies which have portrayed alternatives have not been equally enthusiastic about each. A standard reaction to rationalists' prescription for consideration of alternative courses of action has been "it can't be done; how can you expect planners to present alternatives which they don't approve?" The appropriate answer to that question has been that planners, like lawyers, may have a professional obligation to defend positions they oppose. However, in a system of plural planning, the public agency would be relieved of at least some of the burden of presenting alternatives. In plural planning the alternatives would be presented by interest groups differing with the public agency's plan. Such alternatives would represent the deep-seated convictions of their proponents and not just the mental exercises of rational planners seeking to portray the range of choice.

A second way in which advocacy and plural planning would improve planning practice would be in forcing the public agency to compete with other planning groups to win political

support. In the absence of opposition or alternative plans presented by interest groups the public agencies have had little incentive to improve the quality of their work or the rate of production of plans. The political consumer has been offered a yes-no ballot in regard to the comprehensive plan; either the public agency's plan was to be adopted or no plan would be adopted.

A third improvement in planning practice which might follow from plural planning would be to force those who have been critical of "establishment" plans to produce superior plans, rather than only to carry out the very essential obligation of criticizing plans deemed improper.

THE PLANNER AS ADVOCATE

Where plural planning is practiced, advocacy becomes the means of professional support for competing claims about how the community should develop. Pluralism in support of political contention describes the process; advocacy describes the role performed by the professional in the process. Where unitary planning prevails, advocacy is not of paramount importance, for there is little or no competition for the plan prepared by the public agency. The concept of advocacy as taken from legal practice implies the opposition of at least two contending viewpoints in an adversary proceeding.

The legal advocate must plead for his own and his client's sense of legal propriety or justice. The planner as advocate would plead for his own and his client's view of the good society. The advocate planner would be more than a provider of information, an analyst of current trends, a simulator of future conditions, and a detailer of means. In addition to carrying out these necessary parts of planning, he would be a *proponent* of specific substantive solutions.

The advocate planner would be responsible to his client and would seek to express his client's views. This does not mean that the planner could not seek to persuade his client. In some situations persuasion might not be necessary, for the planner would have sought out an employer with whom he shared common views

about desired social conditions and the means toward them. In fact one of the benefits of advocate planning is the possibility it creates for a planner to find employment with agencies holding values close to his own. Today the agency planner may be dismayed by the positions affirmed by his agency, but there may be no alternative employer.

The advocate planner would be above all a planner. He would be responsible to his client for preparing plans and for all of the other elements comprising the planning process. Whether working for the public agency or for some private organization, the planner would have to prepare plans that take account of the arguments made in other plans. Thus the advocate's plan might have some of the characteristics of a legal brief. It would be a document presenting the facts and reasons for supporting one set of proposals, and facts and reasons indicating the inferiority of counter-proposals. The adversary nature of plural planning might, then, have the beneficial effect of upsetting the tradition of writing plan proposals in terminology which makes them appear self-evident.

A troublesome issue in contemporary planning is that of finding techniques for evaluating alternative plans. Technical devices such as cost-benefit analysis by themselves are of little assistance without the use of means for appraising the values underlying plans. Advocate planning, by making more apparent the values underlying plans, and by making definitions of social costs and benefits more explicit, should greatly assist the process of plan evaluation. Further, it would become clear (as it is not at present) that there are no neutral grounds for evaluating a plan; there are as many evaluative systems as there are value systems.

The adversary nature of plural planning might also have a good effect on the uses of information and research in planning. One of the tasks of the advocate planner in discussing the plans prepared in opposition to his would be to point out the nature of the bias underlying information presented in other plans. In this way, as critic of opposition plans, he would be performing a task similar to the legal technique of cross-examination. While painful to the planner whose bias is exposed (and no planner can

be entirely free of bias) the net effect of confrontation between advocates of alternative plans would be more careful and precise research.

Not all the work of an advocate planner would be of an adversary nature. Much of it would be educational. The advocate would have the job of informing other groups, including public agencies, of the conditions, problems, and outlook of the group he represented. Another major educational job would be that of informing his clients of their rights under planning and renewal laws, about the general operations of city government, and of particular programs likely to affect them.

The advocate planner would devote much attention to assisting the client organization to clarify its ideas and to give expression to them. In order to make his client more powerful politically the advocate might also become engaged in expanding the size and scope of his client organization. But the advocate's most important function would be to carry out the planning process for the organization and to argue persuasively in favor of its planning proposals.

Advocacy in planning has already begun to emerge as planning and renewal affect the lives of more and more people. The critics of urban renewal have forced response from the renewal agencies, and the ongoing debate has stimulated needed self-evaluation by public agencies. Much work along the lines of advocate planning has already taken place, but little of it by professional planners. More often the work has been conducted by trained community organizers or by student groups. In at least one instance, however, a planner's professional aid led to the development of an alternative renewal approach, one which will result in the dislocation of far fewer families than originally contemplated.

Pluralism and advocacy are means for stimulating consideration of future conditions by all groups in society. But there is one social group which at present is particularly in need of the assistance of planners. This group includes organizations representing low-income families. At a time when concern for the condition of the poor finds institutionalization in community

action programs, it would be appropriate for planners concerned with such groups to find means to plan with them. The plans prepared for these groups would seek to combat poverty and would propose programs affording new and better opportunities to the members of the organization and to families similarly situated. The difficulty in providing adequate planning assistance to organizations representing low-income families may in part be overcome by funds allocated to local anti-poverty councils. But these councils are not the only representatives of the poor; other organizations exist and seek help. How can this type of assistance be financed? This question will be examined below, when attention is turned to the means for institutionalizing plural planning.

THE STRUCTURE OF PLANNING

Planning by special interest groups

The local planning process typically includes one or more "citizens'" organizations concerned with the nature of planning in the community. The Workable Program requirement for "citizen participation" has enforced this tradition and brought it to most large communities. The difficulty with current citizen participation programs is that citizens are more often reacting to agency programs than proposing their concepts of appropriate goals and future action.

The fact that citizens' organizations have not played a positive role in formulating plans is to some extent a result of both the enlarged role in society played by government bureaucracies and the historic weakness of municipal party politics. There is something very shameful to our society in the necessity to have organized "citizen participation." Such participation should be the norm in an enlightened democracy. The formalization of citizen participation as a required practice in localities is similar in many respects to totalitarian shows of loyalty to the state by citizen parades.

Will a private group interested in preparing a recommendation for community development be required to carry out its own survey and

analysis of the community? The answer would depend upon the quality of the work prepared by the public agency, work which should be public information. In some instances the public agency may not have surveyed or analyzed aspects the private group thinks important; or the public agency's work may reveal strong biases unacceptable to the private group. In any event, the production of a useful plan proposal will require much information concerning the present and predicted conditions in the community. There will be some costs associated with gathering that information, even if it is taken from the public agency. The major cost involved in the preparation of a plan by a private agency would probably be the employment of one or more professional planners.

What organizations might be expected to engage in the plural planning process? The first type that comes to mind are the political parties; but this is clearly an aspirational thought. There is very little evidence that local political organizations have the interest, ability, or concern to establish well-developed programs for their communities. Not all the fault, though, should be placed upon the professional politicians, for the registered members of political parties have not demanded very much, if anything, from them as agents.

Despite the unreality of the wish, the desirability for active participation in the process of planning by the political parties is strong. In an ideal situation local parties would establish political platforms which would contain master plans for community growth and both the majority and minority parties in the legislative branch of government would use such plans as one basis for appraising individual legislative proposals. Further, the local administration would use its planning agency to carry out the plans it proposed to the electorate. This dream will not turn to reality for a long time. In the interim other interest groups must be sought to fill the gap caused by the present inability of political organizations.

The second set of organizations which might be interested in preparing plans for community development are those that represent special interest groups having established views in

regard to proper public policy. Such organizations as chambers of commerce, real estate boards, labor organizations, pro- and anti-civil rights groups, and anti-poverty councils come to mind. Groups of this nature have often played parts in the development of community plans, but only in a very few instances have they proposed their own plans.

It must be recognized that there is strong reason operating against commitment to a plan by these organizations. In fact it is the same reason that in part limits the interests of politicians and which limits the potential for planning in our society. The expressed commitment to a particular plan may make it difficult for groups to find means for accommodating their various interests. In other terms, it may be simpler for professionals, politicians, or lobbyists to make deals if they have not laid their cards on the table.

There is a third set of organizations that might be looked to as proponents of plans and to whom the foregoing comments might not apply. These are the ad hoc protest associations which may form in opposition to some proposed policy. An example of such a group is a neighborhood association formed to combat a renewal plan, a zoning change, or the proposed location of a public facility. Such organizations may seek to develop alternative plans, plans which would, if effected, better serve their interests.

From the point of view of effective and rational planning it might be desirable to commence plural planning at the level of city-wide organizations, but a more realistic view is that it will start at the neighborhood level. Certain advantages of this outcome should be noted. Mention was made earlier of tension in government between centralizing and decentralizing forces. The contention aroused by conflict between the central planning agency and the neighborhood organization may indeed be healthy, leading to clearer definition of welfare policies and their relation to the rights of individuals or minority groups.

Who will pay for plural planning? Some organizations have the resources to sponsor the development of a plan. Many groups lack the means. The plight of the relatively indigent

association seeking to propose a plan might be analogous to that of the indigent client in search of legal aid. If the idea of plural planning makes sense, then support may be found from foundations or from government. In the beginning it is more likely that some foundation might be willing to experiment with plural planning as a means of making city planning more effective and more democratic. Or the Federal Government might see plural planning, if carried out by local anti-poverty councils, as a strong means of generating local interest in community affairs.

Federal sponsorship of plural planning might be seen as a more effective tool for stimulating involvement of the citizen in the future of his community than are the present types of citizen participation programs. Federal support could only be expected if plural planning were seen, not as a means of combating renewal plans, but as an incentive to local renewal agencies to prepare better plans.

The public planning agency

A major drawback to effective democratic planning practice is the continuation of that non-responsible vestigial institution, the planning commission. If it is agreed that the establishment of both general policies and implementation policies are questions affecting the public interest and that public interest questions should be decided in accord with established democratic practices for decision making, then it is indeed difficult to find convincing reasons for continuing to permit independent commissions to make planning decisions. At an earlier stage in planning the strong arguments of John T. Howard and others in support of commissions may have been persuasive. But it is now more than a decade since Howard made his defense against Robert Walker's position favoring planning as a staff function under the mayor. With the increasing effect planning decisions have upon the lives of citizens the Walker proposal assumes great urgency.

Aside from important questions regarding the propriety of independent agencies which are far removed from public control determining public policy, the failure to place planning

decision choices in the hands of elected officials has weakened the ability of professional planners to have their proposals effected. Separating planning from local politics has made it difficult for independent commissions to garner influential political support. The commissions are not responsible directly to the electorate and in turn the electorate is, at best, often indifferent to the planning commission.

During the last decade, in many cities power to alter community development has slipped out of the hands of city planning commissions, assuming they ever held it, and has been transferred to development coordinators. This has weakened the professional planner. Perhaps planners unknowingly contributed to this by their refusal to take concerted action in opposition to the perpetuation of commissions.

Planning commissions are products of the conservative reform movement of the early part of this century. The movement was essentially anti-populist and pro-aristocracy. Politics was viewed as dirty business. The commissions are relics of a not-too-distant past when it was believed that if men of good will discussed a problem thoroughly, certainly the right solution would be forthcoming. We know today, and perhaps it was always known, that there are no right solutions. Proper policy is that which the decision-making unit declares to be proper.

Planning commissions are responsible to no constituency. The members of the commissions, except for their chairman, are seldom known to the public. In general the individual members fail to expose their personal views about policy and prefer to immerse them in group decision. If the members wrote concurring and dissenting opinions, then at least the commissions might stimulate thought about planning issues. It is difficult to comprehend why this aristocratic and undemocratic form of decision making should be continued. The public planning function should be carried out in the executive or legislative office and perhaps in both. There has been some question about which of these branches of government would provide the best home, but there is much reason to believe that both branches would be made more cognizant of planning issues if they were each informed by their own planning staffs. To carry this division

further, it would probably be advisable to establish minority and majority planning staffs in the legislative branch.

At the root of my last suggestion is the belief that there is or should be a Republican and Democratic way of viewing city development; that there should be conservative and liberal plans, plans to support the private market, and plans to support greater government control. There are many possible roads for a community to travel and many plans should show them. Explication is required of many alternative futures presented by those sympathetic to the construction of each such future. As indicated earlier, such alternatives are not presented to the public now. Those few reports which do include alternative futures do not speak in terms of interest to the average citizen. They are filled with professional jargon and present sham alternatives. These plans have expressed technical land use alternatives rather than social, economic, or political value alternatives. Both the traditional unitary plans and the new ones that present technical alternatives have limited the public's exposure to the future states that might be achieved. Instead of arousing healthy political contention as diverse comprehensive plans might, these plans have deflated interest.

The independent planning commission and unitary plan practice certainly should not co-exist. Separately they dull the possibility for enlightened political debate; in combination they have made it yet more difficult. But when still another hoary concept of city planning is added to them, such debate becomes practically impossible. This third of a trinity of worn-out notions is that city planning should focus only upon the physical aspects of city development.

AN INCLUSIVE DEFINITION OF THE SCOPE OF PLANNING

The view that equates physical planning with city planning is myopic. It may have had some historic justification, but it is clearly out of place at a time when it is necessary to integrate knowledge and techniques in order to wrestle effectively with the myriad of problems afflicting urban populations.

The city planning profession's historic concern with the physical environment has warped its ability to see physical structures and land as servants to those who use them. Physical relations and conditions have no meaning or quality apart from the way they serve their users. But this is forgotten every time a physical condition is described as good or bad without relation to a specified group of users. High density, low density, green belts, mixed uses, cluster developments, centralized or decentralized business centers are per se neither good nor bad. They describe physical relations or conditions, but take on value only when seen in terms of their social, economic, psychological, physiological, or aesthetic effects upon different users.

The profession's experience with renewal over the past decade has shown the high costs of exclusive concern with physical conditions. It has been found that the allocation of funds for removal of physical blight may not necessarily improve the overall physical condition of a community and may engender such harsh social repercussions as to severely damage both social and economic institutions. Another example of the deficiencies of the physical bias is the assumption of city planners that they could deal with the capital budget as if the physical attributes of a facility could be understood apart from the philosophy and practice of the service conducted within the physical structure. This assumption is open to question. The size, shape, and location of a facility greatly interact with the purpose of the activity the facility houses. Clear examples of this can be seen in public education and in the provision of low cost housing. The racial and other socioeconomic consequences of "physical decisions" such as location of schools and housing projects have been immense, but city planners, while acknowledging the existence of such consequences, have not sought or trained themselves to understand socioeconomic problems, their causes or solutions.

The city planning profession's limited scope has tended to bias strongly many of its recommendations toward perpetuation of existing social and economic practices. Here I am not opposing the outcomes, but the way in which they are developed. Relative ignorance of social

and economic methods of analysis has caused planners to propose solutions in the absence of sufficient knowledge of the costs and benefits of proposals upon different sections of the population.

Large expenditures have been made on planning studies of regional transportation needs, for example, but these studies have been conducted in a manner suggesting that different social and economic classes of the population did not have different needs and different abilities to meet them. In the field of housing, to take another example, planners have been hesitant to question the consequences of locating public housing in slum areas. In the field of industrial development, planners have seldom examined the types of jobs the community needs; it has been assumed that one job was about as useful as another. But this may not be the case where a significant sector of the population finds it difficult to get employment.

"Who gets what, when, where, why, and how" are the basic political questions which need to be raised about every allocation of public resources. The questions cannot be answered adequately if land use criteria are the sole or major standards for judgment.

The need to see an element of city development, land use, in broad perspective applies equally well to every other element, such as health, welfare, and recreation. The governing of a city requires an adequate plan for its future. Such a plan loses guiding force and rational basis to the degree that it deals with less than the whole that is of concern to the public.

The implications of the foregoing comments for the practice of city planning are these. First, state planning enabling legislation should be amended to permit planning departments to study and to prepare plans related to any area of public concern. Second, planning education must be redirected so as to provide channels of specialization in different parts of public planning and a core focused upon the planning process. Third, the professional planning association should enlarge its scope so as to not exclude city planners not specializing in physical planning.

A year ago at the AIP convention it was suggested that the AIP Constitution be amended

to permit city planning to enlarge its scope to all matters of public concern. Members of the Institute in agreement with this proposal should seek to develop support for it at both the chapter and national level. The Constitution at present states that the Institute's "particular sphere of activity shall be 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 and land occupancy and regulation thereof.*" It is time that the AIP delete the words in my italics from its Constitution. The planner limited to such concerns is not a city planner, he is a land planner or a physical planner. A city is its people, their practices, and their political, social, cultural and economic institutions as well as other things. The city planner must comprehend and deal with all these factors.

The new city planner will be concerned with physical planning, economic planning, and social planning. The scope of his work will be no wider than that presently demanded of a mayor or a city councilman. Thus, we cannot argue against an enlarged planning function on grounds that it is too large to handle. The mayor needs assistance; in particular he needs the assistance of a planner, one trained to examine needs and aspirations in terms of both short- and long-term perspectives. In observing the early stages of development of Community Action Programs, it is apparent that our cities are in desperate need of the type of assistance trained planners could offer. Our cities require for their social and economic programs the type of long-range thought and information that have been brought forward in the realm of physical planning. Potential resources must be examined and priorities set.

What I have just proposed does not imply the termination of physical planning, but it does mean that physical planning be seen as part of city planning. Uninhibited by limitations on his work, the city planner will be able to add his expertise to the task of coordinating the operating and capital budgets and to the job of relating effects of each city program upon the others and upon the social, political, and economic resources of the community.

An expanded scope reaching all matters of public concern will make planning not only a more effective administrative tool of local government but it will also bring planning practice closer to the issues of real concern to the citizens. A system of plural city planning probably has a much greater chance for operational success where the focus is on live social and economic questions instead of rather esoteric issues relating to physical norms.

THE EDUCATION OF PLANNERS

Widening the scope of planning to include all areas of concern to government would suggest that city planners must possess a broader knowledge of the structure and forces affecting urban development. In general this would be true. But at present many city planners are specialists in only one or more of the functions of city government. Broadening the scope of planning would require some additional planners who specialize in one or more of the services entailed by the new focus.

A prime purpose of city planning is the coordination of many separate functions. This coordination calls for men holding general knowledge of the many elements comprising the urban community. Educating a man for performing the coordinative role is a difficult job, one not well satisfied by the present tradition of two years of graduate study. Training of urban planners with the skills called for in this article may require both longer graduate study and development of a liberal arts undergraduate program affording an opportunity for holistic understanding of both urban conditions and techniques for analyzing and solving urban problems.

The practice of plural planning requires educating planners who would be able to engage as professional advocates in the contentious work of forming social policy. The person able to do this would be one deeply committed to both the process of planning and to particular substantive ideas. Recognizing that ideological commitments will separate planners, there is tremendous need to train professionals who are competent to express their social objectives.

The great advances in analytic skills, demon-

strated in the recent May issue of this journal [*Journal of the American Institute of Planners*] dedicated to techniques of simulating urban growth processes, portend a time when planners and the public will be better able to predict the consequences of proposed courses of action. But these advances will be of little social advantage if the proposals themselves do not have substance. The contemporary thoughts of planners about the nature of man in society are often mundane, unexciting or gimmicky. When asked to point out to students the planners who have a developed sense of history and philosophy concerning man's situation in the urban world one is hard put to come up with a name. Sometimes Goodman or Mumford might be mentioned. But planners seldom go deeper than acknowledging the goodness of green space and the soundness of proximity of linked activities. We cope with the problems of the alienated man with a recommendation for reducing the time of the journey to work.

CONCLUSION

The urban community is a system comprised of interrelated elements, but little is known about how the elements do, will, or should interrelate. The type of knowledge required by the new comprehensive city planner demands that the planning profession be comprised of groups of men well versed in contemporary philosophy, social work, law, the social sciences, and civic design. Not every planner must be knowledgeable in all these areas, but each planner must have a deep understanding of one or more of these areas and he must be able to give persuasive expression to his understanding. As a profession charged with making urban life more beautiful, exciting, and creative, and more just, we have had little to say. Our task is to train a future generation of planners to go well beyond us in its ability to prescribe the future urban life.