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A Ladder of Citizen Participation

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Abstract

The heated controversy over “citizen participation,” “citizen control,” and “maximum feasible involvement of the poor,” has been waged largely in terms of exacerbated rhetoric

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2 The poster is one of about 350 produced in May or June 1968 at At elier Populaire, a graphics center launched by students from the Sorbonne's  cole des Beaux Art and  cole des Arts Decoratifs.

3 This typology is an outgrowth of a more crude typology I circulated in March 1967 in a HUD staff discussion paper titled "Rhetoric and Reality." The earlier typology consisted of eight levels that were less discrete types and did not necessarily suggest a chronological progression: Inform, Consult, Joint Planning, Negotiate, Decide, Delegate, Advocate Planning, and Neighborhood Control.

4 For an article of some possible employment strategies, see Edmund M. Burke, "Citizen Participation Strategies," *Journal of the American Institute of Planners*, XXXIV, No. 5 (September 1968), 30-35.

5 U.S. Department of Housing and Urban Development, "Community Development: A New Approach," *Journal of the American Institute of Planners*, XXXIV, No. 7, February, 1966, pp. 4-11.

6 David R. Forster, "The Role of the Community Development Agencies," *Journal of the American Institute of Planners*, XXXIV, No. 5 (September 1968), 36-41.

7 Robert K. Merton, "The Structure of Social Theory," *American Journal of Sociology*, LXX (December 1964), 305-15. Merton's theory of social structure and process is a generalization of his theory of social structure and process. It is a generalization of his theory of social structure and process.



8 See, Gordon Fellman, "Neighborhood Protest of an Urban Highway," *Journal of the American Institute of Planners*, XXXV, No. 2 (March 1969), 118-22.

9 James V. Cunningham, "Resident Participation, Unpublished Report prepared for the Ford Foundation, August 1967, p. 54.

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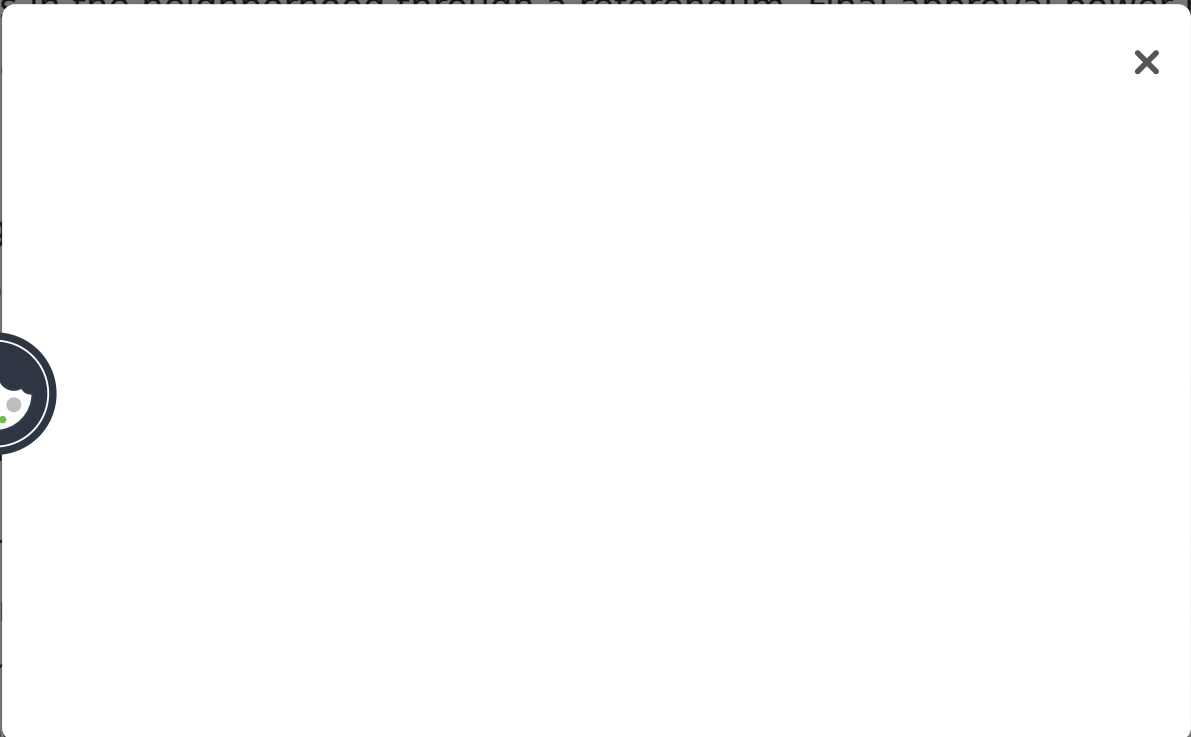
12 Organization for Social and Technical Innovation, *Six-Month Progress Report to Office of Economic Opportunity, Region 1, February 1, 1969*, pp. 27, 28, and 35.

13 In Cambridge, Massachusetts, city hall offered to share power with residents and anticipated the need for a period in which a representative citizens group could be engaged, and the ambiguities of authority, structure, and process would be resolved. At the request of the mayor, HUD allowed the city to spend several months of Model Cities planning funds for community organization activities. During these months, staff from the city manager's office also helped the residents draft a city ordinance that created a CDA composed of sixteen elected residents and eight appointed public and private agency representatives. This resident-dominated body has the power to hire and fire CDA staff, approve all plans, review all model city budgets and contracts, set policy, and so forth. The ordinance, which was unanimously passed by the city council also includes a requirement that all Model City plans must be approved by a majority of residents in the neighborhood through a referendum. Final approval power rests with the city.

14 U.S., Department of Housing and Urban Development, *Model Cities: The Poor in the Planning Process* (Washington, D.C.: U.S. Government Printing Office, December 1968).

15 Arthur J. Altmeyer, *Model Cities: A Report to the President* (Washington, D.C.: Daniel P. Moynihan, 1968).

16 For the history of the emergence of the neighborhood organization in large American cities, see, for example, Robert K. Coates, *Model Cities* (December 1968), and Hans-Dieter Sprenger and Stephen D. Mitchell, *Neighborhood*



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Additional information

Notes on contributors

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SHERRY R. ARNSTEIN is Director of Community Development Studies for The Commons, a non-profit research institute in Washington, D.C., and Chicago. She is a former Chief Advisor on Citizen Participation in HUD's Model Cities Administration and has served as Staff Consultant to the President's Committee on Juvenile Delinquency, Special Assistant to the Assistant Secretary of HEW, and Washington Editor of Current Magazine.

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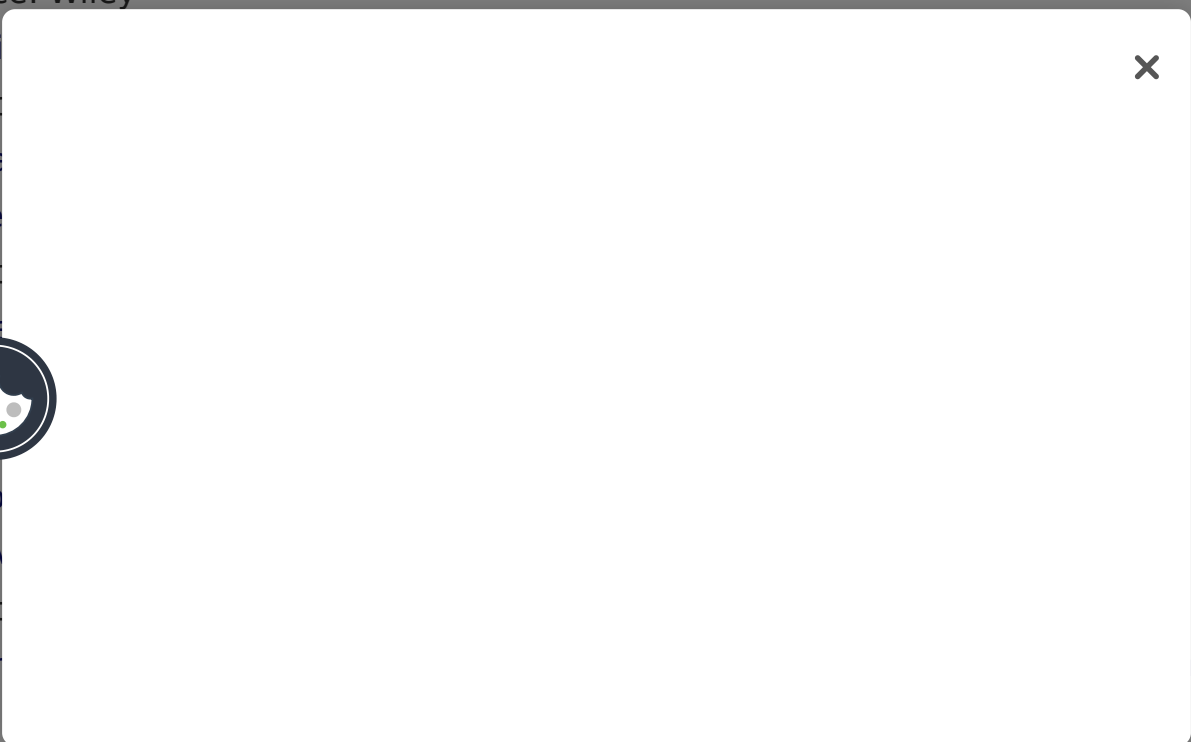
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