Democratic Design

A conversation about design as a resource for communities to gain power, build capacity, and democratize development

A COMMUNITY ENGAGED DESIGN CONVENING
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## Credits

Cover photograph courtesy of Jeff Hou, PhD. University of Washington, Seattle
Community engaged design (CED) is a set of planning, community development, and design principles, practices, and methods for community empowerment. CED goes by other terms including community design, participatory design, community-based design, and community-driven design.

CED also overlaps with other types of design such as public interest design, social impact design, and human centered design.

While many of its practitioners are trained in the fields of architecture, landscape architecture, and the design arts, CED practitioners draw from other fields including community organizing, public policy, housing, and community health, among others.

As such, CED is:
• An integrative and systems approach that draws from multiple disciplines
• Flexible and adaptive in response to particular community problems and challenges, goals and aspirations
• Focused on different scales of intervention from improving the built environment to policy change
• Centered on participatory inquiry, decision-making, and outcomes

Two interrelated characteristics set community engaged design apart from other types of practice. The first is a focus on placemaking, where a primary goal of CED is to frame issues and develop strategies to improve the social, environmental, and economic health of a local community. And while the focus is often to improve the material conditions of a particular place, it is important to note that CED is also a vehicle to achieve larger community goals beyond the environment.

By definition, this necessitates working with communities in more collaborative and sustained processes. Therefore, a second characteristic is community engagement. Implicit in this practice is a commitment to values of inclusion, participation and social justice, as well as outcomes resulting in citizen and institutional capacity, the fair allocation of public resources, and a greater sense of belonging.

Therefore, CED is an explicit practice to ensure that low income communities and communities of color are especially engaged in problem-solving as these communities are often excluded from place-based decision making.
ROOTS OF COMMUNITY ENGAGED DESIGN

The field of community design began to take shape in the late 1960s as an alternative to the traditional practice of architecture and planning, and an acknowledgement that technical knowledge is often inadequate in resolving social problems.¹

In the United States, CED is part of a longer historical trajectory that includes the settlement movement of the late 1800s and early 1920s.

As a field, CED was greatly influenced by Paul Davidoff’s advocacy model of planning, and given this orientation, fought against the era’s urban renewal projects, advocated for the rights of the poor, developed methods of citizen participation, and in addition to designing environments for people, also emphasized institutional and policy interventions.

The main vehicle for this work was, and to some extent still is, the community design center. Community design centers were part of a professional advocacy network (originally the Association of Community Design Centers) that included approximately 60 centers in the early seventies. At the time, these centers were dedicated to providing planning, architectural, and development services that were unavailable to emerging community advocacy groups and nascent community development corporations.

A 1997 survey conducted by the Association of Collegiate Schools of Architecture identified more than a hundred community design programs, centers, and nonprofit organizations in the United States and Canada.² That same survey identified that of the 123 architecture schools that offered a professional degree in North America, over 30 percent ran university-based community design and research centers. However, this did not include similar centers in planning and landscape architecture programs.

Today, there are over 60 self-defined community design centers. Focus varies from technical assistance, education, research, and development. Types of practices range from university-based centers and non-profit organizations to private practice, benefit corporations, and volunteer programs sponsored by professional associations at the local, regional, state, and federal levels.

¹ Henry Sanoff 2006.
² ACSA 2000.
WHY THIS CONVENING?

NFG is interested in questions related to equitable development and just growth, and how philanthropy can play a role as a funder, networker, influencer, convener, and ally to residents.

In response to these topics, NFG developed a strategy around “democratic community development” in which community residents are not only at the center of the design process but also at the decision making table. This framing encompasses a broader, proactive vision of how to build vibrant, inclusive communities.

NFG’s role is for funder members to educate their peers about democratic community development and move them to action, specifically to direct financial, organizational, and political resources to organizations that organize, advocate, and employ this approach.

A partnership between NFG and Surdna Foundation was formed to integrate CED into NFG’s new strategic directions as it is a well-recognized and integral piece of democratic community development as well as a rising interest in place-based philanthropy and among communities seeking support for CED.

More broadly, other reasons for the growing attention to CED include changes in federal policy, economic restructuring, the emergence of placemaking as a paradigmatic design and planning approach, and increasing levels of community activism in policy and development decisions concerning housing, land use, transportation, health, and other areas of local concern. This has required new approaches to community education and inquiry, organizing and advocacy.

The two-day convening was structured as an interactive learning session around the following questions:

- How can architects, designers, and planners be resource allies with organizations and other entities representing the interests of low income people and people of color?
- What can architects, designers, and planners learn from community-based organizations about the control and appropriation of space?
- How can funders support design and planning as a vehicle for low-income communities to gain power, build capacity, and democratize development?

This report provides a synthesis of the discussion that took place during the convening.

The report is organized into the following sections:

1. The role of design in democratizing development
2. Challenges in advancing CED as a practice
3. Recommendations for elevating community engaged design

In addition, the report also includes additional resources for grantmakers including a bibliography and a list of on-line resources.
The intention of the convening was to begin a national conversation among funders about the role of CED in democratizing development. Themes included how planners, designers and artists can serve as resource allies to low income communities and communities of color; and a close look at CED processes that exposed and shifted power relations to the benefit of low income communities and communities of color. Discussion centered on specific contributions that CED is making to capacity building, community development, and policy-making.
BRINGING RESOURCES TO THE TABLE

The most common understanding of CED is that of a resource to low income communities and communities of color.

This can include:
• Providing technical assistance in the form of professional architectural, design and planning services,
• Managing and facilitating community engagement processes, collaborations, and initiatives,
• Developing and employing methods and techniques of participatory design and decision-making,
• Serving as an advocate, intermediary, and broker between local communities and government agencies and institutions.

Assistance takes many forms from community mapping and assessment to the development of plans, designs, and translating the needs of communities into the technical language of developers and policy makers. The goal is to enable community groups to carry out their mission and objectives. Often, CED activities will be concentrated at the beginning stages to help gather information, frame issues, and provide documentation of the results. These forms of assistance help community groups make key decisions and identify resources for implementation, and serves as a mechanism for developing consensus and support for a project. One example offered by Anastasia Loukaitou-Sideris, Professor of Urban Planning and Associate Dean of the School of Public Affairs at UCLA, is mapping physical, cultural, and social assets as a series of interrelated components from which to create a community vision. Mapping can also help communities to strategically frame issues. Technologies such as GIS have become an important spatial analysis tool that allows designers to overlay quantitative and qualitative data such as socioeconomic statistics and environmental conditions, as well as local landmarks and places that a community values. Policy and power mapping are also ways that designers analyze the political and regulatory context to help community groups to navigate the tricky policy world that guides development. Key to this is identifying regulatory loopholes and policy openings. With the strategic framing of issues and opportunities, communities are better equipped to use design as a tool to creatively generate alternative futures as a direct response to the issues and opportunities identified.

Anastasia also discussed the multiple ways that practitioners facilitate relationship building. Some ways include bringing diverse community groups together to build familiarity, identify a plan of outreach to the wider community, and help them develop a strategic common vision. These horizontal linkages are complemented by vertical ones, which include building relationships with non-local and even national actors and institutions such as foundations, universities, and political entities to secure necessary resources. Vertical linkages are also vital for what Helen Chin, Director of the Sustainable Environments program at the Surdna Foundation, identified as “marrying community work with a policy play.”

EXTRA-LOCAL RELATIONS AND SECTORAL INTEGRATION

The importance of extra-local relations as well as sectoral integration was also echoed in a presentation by Chelina Odbert in which she described the work of Kounkuey Design Initiative, an organization that built bridges between agencies and institutions in the Eastern Coachella Valley in California.

Graphic courtesy of Kounkuey Design Initiative. www.kounkuey.org
BUILDING CAPACITY AND POWER

When successful, CED leads to a community’s capacity to guide future development. In CED, facilitation of decision-making processes, zoning and data analyses, and the ability to understand and assess development plans are some skills that can be developed with community groups. However, building capacity is a two-way process between practitioners and community groups.

This is a point that was made by Joan Byron, Director of Policy at the Pratt Center for Community Development. She views capacity building as a “mutual exchange of good” and gave several examples including her work with the Bronx River Alliance, a community-led conservancy that has developed their capacity through the years by restoring the Bronx River and building an 8-mile greenway along its banks. Through this work, the Pratt Center along with other members of the Bronx River Alliance have formed the Southern Bronx River Watershed Alliance, a coalition that aims to demolish the Sheridan Expressway and replace it with affordable housing and green open space. This effort includes the development of a community-driven plan resulting from a visioning process that will transform the neighborhoods surrounding the Sheridan Expressway.

This example as well those provided by Betsy MacClean from the Hester Street Collaborative and Kellie Terry from the Point CDC (a community organization that is also involved in the Southern Bronx River Watershed Alliance) illustrate that capacity building can be measured in the strengthening of local institutions, increasing the ability of organizations and individuals to identify and secure resources for staffing or project implementation, and implementing a successful community-driven project or campaign. This is the case with the Point CDC, which started out as a community arts program but has now evolved to lead major environmental justice initiatives including defeating a waste transfer plan in the Bronx.

Such outcomes add up to greater community power, which can be enabled through CED initiatives and projects, over the development process. Some examples include community-driven plans, policy briefs, and campaigns that shift the balance of power toward community groups. From this perspective, the built environment can be viewed as a tool in the fight for social justice, as Betsy MacClean from the Hester Street Collaborative pointed out during a panel that discussed how designers, architects and planners partner with community-based organizations to ensure that public resources are being equitably distributed. She reflected on her involvement in a nearly 20-year struggle to create PS 89 in East New York. The project began with parents and educators that were fed up with underfunded schools, leading to the development of a new school in 2010. Betsy made the case that the power to design and control development is one of the best measures of community power.
A common thread identified in all of the discussions is the vital importance of participatory community engagement regardless of whether a project is small or large in scale, built environment or policy focused.

The fact is that most urban design policies and plans do not explicitly involve the public as part of the decision-making process, a point made in Anastasia Loukaitou-Sideris’s presentation. In CED, community engagement is the figurative space created and shared between designers and communities to guide planning, design, and development decisions and is distinct from the institutionalized requirement and practice of public participation in general, which has often been criticized as simply satisfying mandated requirements and not fully engaging communities in sustained ways. Deeper engagement with those most impacted by design and development decisions is essential to ensure more just, equitable, and sustainable outcomes.

A community-centered approach was explicitly articulated in Jeff Hou’s presentation in which he expanded on the role of engagement as “working with what’s there” in terms of existing skills, knowledge and people as well as organizing and bringing people and intermediaries to the decision-making table. Jeff, a Professor and Chair of the Department of Landscape Architecture at the University of Washington, also underscored the importance of community engagement as an opportunity for individuals and communities to learn by doing with a specific aim in mind—both of which can lead to building capacity and agency.

The term “co-design” is used when community members are equal collaborators in the planning and design process. This is distinct from treating communities as clients or as obstacles to outside design interests and public agencies responsible for development, a point underscored during Michael Rios’s presentation. While not mutually exclusive, such distinctions affect the planning and design process in terms of how goals and priorities are established, how ideas are generated, in what ways decisions are made, and by whom. Michael, Professor of Urban Design and Chair of the Community Development Graduate Group, also made a distinction about “who” participates in community engagement, whether it directly involves residents or representatives from community-based organizations. The choice between the two affects which methods are chosen as well as the scope, duration, and budget of the process itself.

**Typology of Community Engagement**

The form of community engagement often changes within the same process and depends whether the focus is on advocacy and organizing, planning and design, or development and management. This suggests a more fluid and temporal understanding of community engagement and the methods chosen.

*Source material: Michael Rios, PhD. University of California, Davis*
During the convening a number of challenges were identified and discussed:

- Barriers to democratizing development,
- Taking CED to the next level of visibility and impact, and
- Increasing financial support for CED.
BARRIERS TO DEMOCRATIZING DEVELOPMENT

An undercurrent throughout the discussion was a concern about the development process and how to ensure communities have control over their own destiny when it comes to public policy and development decisions.

This is within a context where government agencies at all levels are decentralizing decision making without providing the necessary resources for local communities to take control or manage these processes.

One consequence of devolution from centralized decision making is greater fragmentation among various agencies that have jurisdiction over territorial areas. On one hand this has led to confusion when multiple agencies, often at different jurisdictional levels, do not coordinate their efforts—leaving communities with little recourse to hold a single entity accountable. On the other hand, many local communities are suffering from planning fatigue when multiple agencies seek community input at different times and for different purposes.

A related challenge is what many of the convening participants identified as “dismantling icebergs”, referring to government bureaucracies that have considerable power over local decisions. One example is transportation agencies that make decisions regarding infrastructure projects such as public transit systems and streets.

This infrastructure is vital to many communities, especially in low income communities that are underserved by public transit and that also have unsafe streets due to the lack of sidewalks and other improvements to encourage walking and biking.

An associated concern is that many of these same agencies do not, or are reluctant to, integrate community engagement into policy decisions or take community recommendations seriously. Joan Byron identified a need for communities to support and enable elected officials and top-level decision makers to communicate to the “rank and file” the benefits of community engagement as well as the importance of community partnerships that includes planning and design, implementation, and management. Given the fragmented nature of policy and planning, Alison Corwin, Program Officer at the Surdna Foundation, also suggested, “mapping the political spectrum of entry points” to determine where communities should insert themselves in these larger arenas.

A 2014 study of 42 urban design plans adopted in the 1990s and 2000s by U.S. and Canadian cities, revealed that less than 10% mentioned public participation in plan development. The authors of the study point out, “The silence about the practice and outcomes of participatory activities in the current plans raises significant issues of how such processes are used and valued.”
SCALE AND IMPACT

Identified as both a challenge and opportunity for advancing CED is the issues of scale and impact. Many of the convening participants value the role of CED as a resource to local communities, especially with small- to medium-sized projects that show visible results, build momentum and the capacity of community groups and individuals. However, with few exceptions, most community-driven projects do not elevate to the level of systems change, especially with regard to policy and development decisions that positively affect low income communities and communities of color more broadly.

CED projects often operate in decision making environments where CED is a response to ameliorate negative policies and practices that disproportionately affect these same communities. Rather than a view of community planning and design as reactionary to larger decisions, Jerry Maldonado, Senior Program Officer at the Ford Foundation, voiced a key challenge is to present CED as a valuable “add-on” and “efficiency trade-off.” A core part of this strategy is clearly communicating the value of community engagement and civic participation. However, this will also require that such processes demonstrate their effectiveness in response to critiques that community engagement can often be time-consuming and lacking in results.

Barbara Brown Wilson, Professor of Urban and Environmental Planning at the University of Virginia, pointed out that one goal should be to incentivize CED practice to demonstrate its value and produce results that matter to different audiences.

Another key challenge for CED is to anticipate changes to the policy and political arena, identify entry points at different levels of decision making and influence, and to organize projects and initiatives aimed at changing both policy and community environments. An important starting point identified by Joan Byron is asking the question, “Who sets the timeline and the agenda?” Joan further added that if the answer to this question does not satisfy the needs of local communities, then a goal should be to change both—through community organizing, advocacy, and forming alliances with key decision makers.

A related issue concerns time given that CED processes are often longer-term than political and/or development cycles. As Maria Rosario Jackson, Senior Adviser to the Arts and Culture Program at the Kresge Foundation, noted, the “development clock is about speed” and there is a need to re-align processes and practices accordingly.

Both Arlene Rodriguez, a consultant to NFG, and Allison Corwin from Surdna, pointed out that the fast-tracking of policies and development projects can also be used as a way to narrow decisions to few choices, if not exclude communities altogether. A key question is: how can CED shift the timeframe in which planning and design takes place? What this might look like in relationship to the current practice of CED is a topic that many participants agreed needs to be further explored.
INCREASING SUPPORT FOR CED

Responses to these and other challenges will require innovations in practice, new sources of support, and the formation of alliances between practitioners, communities, and grantmakers. A question posed at the outset of the two-day convening asked: How can funders support design and planning as a vehicle for low income communities to gain power, build capacity and democratize development?

From the discussion, it became clear that this not only includes financial support, but also how grantmakers—as part of a larger community of practice—might expand their role and presence in regional and local efforts to advance CED. The conversation about funder support revolved primarily around three related challenges: the dissemination of CED tools, longer-term capacity building, and the identification of investments that build community power.

While the methods and tools of CED are well known in some professional circles, they are not widely understood in many local communities and among funder networks. The CED examples shared during the presentations were exemplary in their effectiveness, but it was not clear to some of the funder participants whether such examples were the exception or the norm. Regardless, there was consensus among all participants for a need to share the principles, methods and tools of CED more broadly, especially among low income and communities of color that would benefit greatly from CED. Given the diversity of practice, geographic-specific needs, and levels of capacity among community groups, a key challenge is how to assemble a range of methods and tools that are timely, relevant, effective, and adapt to particular places and community settings. This is important as CED can be used by government agencies and developers for political purposes and to expedite project approvals regardless of the quality of the process.

A second challenge discussed among participants is community capacity-building and, in particular, the sustainability of funding beyond typical grant cycles. As a CED practitioner with years of experience, Joan Byron advocated for ensuring that community organizations are resourced at levels they need to be; otherwise, it is unreasonable to expect that community groups can meet their goals. A powerful example of a sustained partnership between a local community, a CED practitioner, and funders is taking place in the Eastern Coachella Valley where the Surdna Foundation and The California Endowment have teamed up to provide multi-year support to a rural community based on their engagement with the Kounkuey Design Initiative, which has built a deep relationship with the community over time.

This partnership is but one of a number of examples where grantmakers have played a strategic role by making investments over time that build community power. However, a question remains: How much time is enough to make investments that lead to increased and sustainable capacity? Related, when is the most optimal time to make an investment? Jess Garz, Program Officer at the Surdna Foundation, made the case for a proactive model of funding where early and on-going investments can leverage other resources and make a significant difference, as demonstrated by the Kounkuey Design Initiative.
Overall, there was a desire to build a community of practice around CED, in working towards the larger goal of democratizing development. This requires mapping the continuum of CED practice and strategic interventions, as well as communicating the principles and practices of CED to a number of colleagues in philanthropy, allied practitioners, and partners in government agencies.
How do we strategically position CED for greater impact in community and regional settings as well as the policy and development arena? Answers to this question ranged from identifying the continuum of CED practice and evaluating its impacts, to inventorying community organizations to identify which CED capacities are needed as well as the “ecosystem of players” that have significant influence over development decisions.

Given the breadth, depth, and reach of CED, a number of participants felt an important first step is to evaluate the benefits and impacts of CED. This would include comparative research of case studies that range in scale and geography, process and outcomes. In addition to developing a shared set of principles and metrics to assess future projects and grantees, the research would also provide a set of discrete examples to share with funders and key decision makers in specific contexts. Another benefit of this research endeavor would be to archive a body of work to promote evidence based practice. Components of this research would focus on community engagement and participation, short- and long-term capacity building, types of technical assistance and policy support, methods and techniques, among other foci.

Complementing and parallel to mapping the principles and practices of CED, a number of funder participants were eager to understand the ecosystem of players—both nationally and regionally—that have significant influence in planning and development decisions. Some examples include national organizations such as the Natural Resources Defense Council and the Local Initiatives Support Corporation, to regional advocacy groups such as the Regional Plan Association (RPA) in the New York metropolitan region and San Francisco Planning and Urban Research Association (SPUR) in the San Francisco Bay Area.

One outcome of this effort would be to identify “entry points” for CED along a policy and development continuum as well as types of interventions that can frame and anticipate impending decisions, open up the decision making process, and build the capacity of community-based organizations.

Another benefit of mapping this ecosystem would be to assist funders that can step in to leverage their resources in different ways such as mission-related investing and influencing public and private funding, as well as the policy and development arenas. As part of locating funders in this larger ecosystem, an important task identified by Jason Schupbach, Director of Design Programs at the National Endowment for the Arts, is for grantmakers and public agency funders to identify mutual goals, collaboratively share and review each other’s guidelines and grant cycles, in order to strategically pool resources and create greater leverage to institutionally embed CED principles and processes. One place to start is large-scale and highly visible federal planning and design competitions, which present an opportunity to work collaboratively to ensure the participation of local communities as well as improve the quality of civic engagement.
COMMUNICATING

A key task is to translate the principles and practices of CED into practical tools and products to target various audiences and communities—from so-called “icebergs” that impede progress to change agents at various levels of decision making.

The development of tools and products would also be informed by an inventory of community organizations to identify which CED capacities need to be developed. Scanning opportunities and entry points will also shape what types of CED tools and products are needed as well as how best to position funders.

Crucial to building a community of practice will require, in the words of Jerry Maldonado, “breaking out of our own cylinders of excellence” and mobilizing resources toward a common goal.” In addition to communicating across different professional and sectoral networks this will require the creation of new CED intermediaries that reach across these different domains as well as scales of design, planning, and policy making—from the local level up to the federal level—a suggestion made by Scot Spencer, Associate Director for Advocacy and Influence at the Annie E. Casey Foundation.

As capacity building in local community settings is a vital piece of democratizing development, so too it is in building a community of practice to support these local communities, especially in places that have little or no access to technical resources. Developing content, creating a compelling message, and getting this information into the right hands is one way to do so. Tailoring training programs to different audiences—from leadership development to the technical skills workshops—would be a part of this overall strategy. Several participants mentioned that local community groups would greatly benefit from capacity building training around CED so that these same groups can be better equipped to sustain their momentum beyond grant cycles. Related, some participants discussed the need for continuing education among planning and design professionals who are interested in, or are already using, CED methods and techniques.

RESOURCES FOR COMMUNITY ENGAGED DESIGN FUNDERS

BOOKS, ARTICLES AND REPORTS


CONCLUSION

A parting observation worth mentioning is how CED was discussed during the two-day convening in ways that were similar to, if not the same as, grassroots community organizing. This is understandable as CED practitioners often wear many hats, a point made by Michael Rios in presenting a typology of CED practice. As part of developing CED principles, methods, and tools, an important task is to clarify the particular expertise, skills, and value-added of CED from other community-based practices. At the same time, it should also be acknowledged that emerging from the convening’s discussion is an understanding of CED as a relational and transdisciplinary practice. It may well be that the next generation of CED practitioners will need to transcend disciplinary, sectoral, and scalar boundaries given the increasing complexity and entanglements low income communities and communities of color face in the struggle for social justice.

The Neighborhood Funders Group (NFG) is a membership association of grantmaking institutions. Our mission is to build the capacity of philanthropy to advance social justice and community change. NFG organizes the field, develops leaders, and cultivates thought leadership among its national base of members, and encourages the support of policies and practices that advance economic, racial, and social justice.

The Surdna Foundation seeks to foster sustainable communities in the United States -- communities guided by principles of social justice and distinguished by healthy environments, strong local economies, and thriving cultures.

If you are interested in learning more or connecting with the work described in this report, please write to us at nfg@nfg.org.