

Faculty of Social Work

University of Toronto

Social Planning Approaches & Issues SWK 4663F, 1999
Social Planning in Social Welfare SWK 6205F

J. David Hulchanski, Professor

Office: 246 Bloor St. West, Room 538, tel. 978-1973, email: david.hulchanski@utoronto.ca

Revised: 2-Apr-05

“The States Parties to the present Covenant recognize the right of everyone to an adequate standard of living..., including adequate food, clothing and housing, and to the continuous improvement of living conditions.”

– Article 11, International Covenant on Economic, Social and Cultural Rights, 1966

For the first time in history, at the invitation of the United Nations, we gather as heads of State and Government to recognize the significance of social development and human well-being for all and to give to these goals the highest priority both now and into the twenty-first century....

We commit ourselves to this Declaration and Programme of Action for enhancing social development and ensuring human well-being for all throughout the world now and into the twenty-first century. We invite all people in all countries and in all walks of life ... to join us in our common cause.

– from opening statement in the Copenhagen Declaration on Social Development, 1995

“As you know, there is no such thing as society. There are individual men and women, and there are families. And no government can do anything except through people, and people must look to themselves first. It’s our duty to look after ourselves first.” – Margaret Thatcher

Course Rationale and Significance

This course explores the nature of social planning and social development with a focus on Canada's cultural diversity and social justice issues within the context of globalization. It explicitly examines the newest approach to social planning – the use of ‘civil society’ and ‘social capital’ as key organizing concepts.

Some of the key questions include: What is social planning? What should it be? Who currently does it? Who should do it? How can it be done better? What is the role of social workers and related professionals in social planning processes? The contextual issues covered include theories about welfare state and the “post-industrial” and the ‘globalized’ economy, issues of race, ethnicity and gender, and how social problems and human needs get defined, addressed or ignored.

Social planning is usually defined as the process by which a group or community decides its goals and strategies relating to social issues, such as aspects of the quality of life and the circumstances of living in society. It focuses on social externalities, redistribution, and the equitable distribution of social benefits. This is not an activity limited to government, but includes activities of the private sector, social movements, professions and other organizations focused specifically on social objectives. Social planning is approached in a wide variety of ways due to different uses of the terms “social” and “planning.”

The course is divided into four parts. Part I examines theories, concepts and major contemporary issues. These sessions provide an analytic framework for the issues covered in the course. Part II and Part III review social planning practice. Part II is based on a critical reading of key literature on social planning from the 1930s to the present. We trace the evolution of how social planning has been defined over the course of recent decades. This exercise helps develop an improved assessment of what social planning should be, especially in view of contemporary trends in the welfare state.

Part III consists of analysis of case study examples of current Canadian social planning organizations with a national focus. We critically examine their mandate, agenda and recent publications to better understand the range of political perspectives and public policy controversies. Part IV concludes the course by reflecting more generally on all the theories, issues and practical problems associated with social planning practice.

Learning Objectives

The aim of the course is to critically assess and better understand the theoretical and philosophical foundations of the major approaches to social planning, and to provide students with a thorough knowledge of the issues, debates and methods associated with social planning practice. Students will develop an improved understanding of: (1) the theoretical and philosophical foundations of the major approaches to social planning; and (2) the issues, debates and methods associated with social planning practice. The case studies of social planning activities provide an opportunity to review recent social planning practice.

A Note for PhD Candidates

Doctoral students taking this course will meet with the instructor to negotiate an individual set of course requirements, so as to best meet their interests and educational objectives. In addition, the PhD students will have additional seminars focused on social theory and social planning research methods. The PhD number for this course is SWK 6205.

Required Readings

There is no textbook. The specific readings for each session are identified in the detailed course outline. A photocopied reader will be available. The readings identified as ‘supplemental’ are optional.

Course Requirements

1. **Readings & Classroom Participation** (10%). The quality of the course depends a great deal on the quality of discussion in the classroom. All students are expected to come to class fully prepared and ready to contribute to the discussion. Students are expected to complete the designated readings prior to class. The readings identified as supplemental are not included in the reader. They serve as a guide to related literature on the topic of the session.
2. **Two Short Papers** (40%). A short paper (maximum 1,000 words) is due on February 2 and March 9. These present analysis and conclusions on an assigned theme, based on the classroom discussion and the readings. The two assignments are attached.
3. **Case Study Presentation and Written Report** (50%). Students will review and assess an example of social planning practice as carried out by an organization, present their findings to the class (Part III of the course), and write up their findings (maximum 10 page report).

Evaluation Criteria

“Grades are a measure of the performance of a student in individual courses. Each student shall be judged on the basis of how well he or she has command of the course materials.” from U of T School of Graduate Studies 1998-99 Calendar, p.26.

A. Excellent. Exceptional performance in which there is strong evidence of original thinking, good organization, capacity to analyze and synthesize; a superior grasp of the subject matter with sound critical evaluations; evidence of a knowledge base derived from extensive reading of the literature.

B. Good. Good performance in which there is evidence of a grasp of the subject matter, some evidence of critical capacity and analytic ability and reasonable understanding of the relevant issues under examination; evidence of familiarity with the literature.

FZ. Inadequate. Inadequate performance in which there is evidence of a superficial and/or confused understanding of the subject matter; weakness in critical and analytic skills, limited or irrelevant use of literature.

+ / - High / Low Distinction. Secondary distinctions are made within the A and B grade categories by using + and - to signify that the work is high or low within that letter grade.

Course Outline and Schedule

The course is divided into four parts. Part I (sessions 2, 3, 4 and 5) focus on history, theory and concepts. These sessions provide an analytic framework for the issues covered in the course. Part II and Part III review social planning practice. Part II (sessions 6,7 and 8) is based on a critical reading of key literature on social planning from the 1930s to the present whereas Part III (sessions 9 and 10) assess the activities and publications of several current social and economic planning organizations in Canada. Part IV (sessions 11 and 12) conclude the course by reflecting more generally on all the theories, issues and practical problems associated with social planning practice.

1. Introduction to the Course (Jan 5)

Part I. Introduction: History, Theory, Concepts

2. History: The Evolution of Community-based Social Planning Practice (Jan 12)
3. Current Issues: Critical Appraisal of Selected Social Planning Reports (Jan 19)
4. Theory: Building 'Social Capital' as Social Planning? (Jan 26)
5. Theory: The "Social" and the "Economic": Why Two Separate Domains? (Feb 2)
6. Concepts: 'Race,' Diversity and Discrimination (Feb 9; no class on Feb 16))

Part II. Social Planning Practice — Past and Present

7. Social Planning: What is It? What Should it Be? (1st of 3 sessions) (Feb 23)
8. Social Planning: What is It? What Should it Be? (Mar 2)
9. Social Planning: What is It? What Should it Be? (Mar 9)

Part III. Case Studies: Current Social Planning Practice

10. Case Studies 1: 'Social Planning' Organizations in Canada (Mar 16)
11. Case Studies 2: 'Social Planning' Organizations in Canada (Mar 23)

Part IV. The Future: Local, Global

12. Future Directions: Human Rights, Globalization, Social Justice (Mar 30)
-

READING LIST

1. Introduction to the Course

PART I. INTRODUCTION: HISTORY, THEORY, CONCEPTS

2. History: The Evolution of Community-based Social Planning Practice

How and why did social planning evolve? What do social planning organizations do? What are the key trends? What role can/should social workers play in social planning?

- A. Lemon, Jim (1993) "Social Planning and the Welfare State," Chapter 14 in L.S. Bourne and D. Ley, editors, *The Changing Social Geography of Canadian Cities*, Montreal: McGill-Queen's U. Press, 267-280.
- B. Moffat, Ken, Usha George, Bill Lee and Susan McGrath (1998) "Advancing Citizenship: A Study of Social Planning," draft paper.
- C. McGrath, Sue (1998) *The Politics of Truth: A Case Study of Knowledge Construction by the Social Planning Council of Metropolitan Toronto, 1957-1988*, unpublished doctoral dissertation. Chapter 3, "The Physical and Organizational Roots of the Council" and Chapter 4, "The Era of Positivist Knowledge Construction: 1957-1969."
- D. Weil, Marie (1996) "Community Building: Building Community Practice," *Social Work*, 41(5).
- E. McGrath, Susan, Ken Moffat, Usha George, Bill Lee (1998) "Community Capacity: The Emperor's New Clothes," *Canadian Review of Social Policy*, forthcoming.

Supplemental Readings

- F. Brilliant, E.L. (1986) "Community Planning and Community Problem Solving: Past, Present, and Future," *Social Service Review*, December, pp. 568-589.
 - G. Lotz, Jim (1997) "The Beginning of Community Development in English-speaking Canada," Chapter 2 of Brian Wharf and Michael Clague, *Community Organizing: Canadian Experiences*, Oxford U. Press, 16-27.
 - H. Wharf, Brian (1997) "Community Organizing: Canadian Experiences," Chapter 1 of Brian Wharf and Michael Clague, *Community Organizing: Canadian Experiences*, Oxford U. Press, 1-12.
 - I. Wharf, Brian (1992) "Community Organizations and Social Policy," Chapter 7 of his *Communities and Social Policy in Canada*, Toronto: McClelland and Stewart, 181-216.
-

3. Current Issues: Critical Appraisal of Selected Social Planning Reports

In order to help make the link between theory/concepts and practice, this session will focus on a critical reading of recent reports from Canadian non-governmental social planning and social service agencies. What topics do they tend to focus on, from what perspective, and with what objectives?

- A. Draft Social Charter, 1992, drafted by a number of Canadian NGOs.
- B. Ontario Social Development Council (1998) *The Quality of Life in Ontario*, Toronto (selections).
- C. National Anti-Poverty Organization (1997) *What is Poverty?* Ottawa.
- D. Canadian Council on Social Development (1998) *Priorities for the 1999 Federal Budget, Position Paper*, and *Highlights from The Progress of Canada's Children, 1997*, and *Are Women catching Up in the Earnings Race, Executive Summary*, Ottawa.
- E. Children's Aid Society of Toronto (1998) *Submission to the People's Report to the United Nations*.
- F. United Nations Development Programme (1998) *Human Development Report 1998*, Chapter 1, "The State of Human Development," NY: Oxford U Press, 16-37.
- G. UN Committee on Economic, Social and Cultural Rights (1998) *Concluding Observation on Canada*, Geneva.

ASSIGNMENT — Additional Reading

In addition to the documents in the reader which we will all discuss in class, each student will go to one of the social development agency websites listed below and select a document to review. These will be further discussed in class.

- CANADIAN COUNCIL ON SOCIAL DEVELOPMENT -- <http://www.ccsd.ca/>
 - CANADIAN SOCIAL PLANNING NETWORK -- <http://www.ccsd.ca/cspn/>
 - ONTARIO SOCIAL DEVELOPMENT COUNCIL -- <http://www.web.net/~osdc/>
 - COMMUNITY SOCIAL PLANNING COUNCIL OF TORONTO -- <http://www.cspc.toronto.on.ca/>
 - NATIONAL ANTI-POVERTY ORGANIZATION -- <http://www.napo-onap.ca/>
-

4. Theory: Defining Key Concepts

We think and act on the basis of *implicit* understandings about the nature of our society and its major institutions. We need to be explicit about the key concepts that guide our practice if we hope to be effective. A fundamental political question relating to these key concepts/understandings is: Why does our society make a distinction between 'the social' and 'the economic'? How, for example, is 'social development' different from 'economic development' and should there be a difference? We discuss six key interrelated concepts using the following readings as a starting point.

- A. THE MARKET: Block, Fred (1990) "The Market," Chapter 3 in his *Postindustrial Possibilities: A Critique of Economic Discourse*, Berkeley: U of California Press, pp. 46-74.
- B. THE STATE: Keane, John (1988) "The Limits of State Action," Chapter 1 of his *Democracy and Civil Society*, London: Verso, pp. 1-15.
- C. CIVIL SOCIETY: Walzer, Michael (1995) "The Civil Society Argument," Chapter 5 of R. Beiner, ed., *Theorizing Citizenship*, Albany: State U of NY Press, 153-174.
- D. THE COMMUNITY: Albert, M. *et al.* (1988) "Community," Chapter 2 of their *Liberating Theory*, Boston: South End Press, 23-32.
- E. THE 'SOCIAL' ECONOMY: Quarter, Jack (1992) *Canada's Social Economy: Co-operatives, Non-profits, and Other Community Enterprises*, Toronto: James Lorimer & Company, Introduction, Chapters 1 and 9.
- F. SOCIAL DEVELOPMENT: United Nations World Summit for Social Development, Copenhagen, 1995, *The Copenhagen Alternative Declaration*, by the NGO Forum at the Summit.

Supplemental Readings

- G. Myles, J. (1988) "Decline or Impasse? The Current State of the Welfare State," *Studies in Political Economy*, 26, Summer, 73-102.
 - H. Felice, William (1997) "The Copenhagen Summit [on Social Development]: A Victory for the World Bank?" *Social Justice*, 24(1).
 - I. Osberg, Lars (1992) "Sustainable Social Development," Chapter 13 in R.C. Allen and G. Rosenbluth, eds., *False Promises: The Failure of Conservative Economics*, Vancouver: New Star Books, 227-239.
-

5. Theory: Building ‘Social Capital’ as Social Planning?

“The widespread and interdisciplinary enthusiasm for social capital and civil society indicates the range of constituencies for whom narrowly construed economic models, especially the rational choice manifestation, provide an inadequate basis for understanding and analyzing social and political life.” – Edwards and Foley, 1998

“Organized civil society in the U.S. has never flourished apart from active government and inclusive democratic politics. Civic vitality has also depended on vibrant ties across classes and localities. If we want to repair civil society, we must first and foremost revitalize political democracy... Re-establishing local voluntary groups alone will not suffice.” – Skocpol, 1996

The concept of social capital within civil society has become one of the more popular exports from academic-based sociological theory into everyday language. Social capital is often defined as the invisible glue that holds society together: the social networks, the norms, and trust that enable groups of individuals to co-operate in pursuing solutions to shared problems or common objectives. Many distinguish two main dimensions of social capital: *social glue*, which refers to the degree to which people take part in group life; and *social bridges*, the links between groups. Harvard professor Robert Putnam’s famous metaphor of ‘bowling alone’ refers to his claim that the degree of “civic engagement” in the U.S. is in decline.

Even though Putnam’s claim and his definition of social capital are hotly disputed, there is a growing consensus that the concept is helpful in understanding society and in improving community development practice. It calls attention to the non-market aspects of social reality and constitutes a much-needed corrective to the narrow economic model of market-maximizing individuals. It recognizes that individuals and collectivities depend on a variety of resources capitalized in a variety of ways and contexts. The concept is being used by social planning agencies in Ontario.

What is ‘social capital’? How does it differ from other forms of capital: financial, cultural, human? How helpful is it as a conceptual framework for social planning? How do we ‘build’ social capital for social change and social justice?

- A. Putnam, Robert D. (1993) “The Prosperous Community: Social Capital and Public Life,” *The American Prospect*, 13, Spring.
- B. Wilson, Patricia A. (1997) “Building Social Capital: A Learning Agenda for the Twenty-first Century,” *Urban Studies*, 34(5-6), 745-760.
- C. Edwards, Bob and Michael W. Foley (1998) “Civil Society and Social Capital beyond Putnam,” *American Behavioural Scientist*, 42(1), Sept.
- D. Kawachi, Ichiro, B.P. Kennedy and K. Lochner (1997) “Long Live Community: Social Capital as Public Health,” *The American Prospect*, 35, Nov-Dec.
- E. Minkoff, Debra C. (1997) “Producing Social Capital: National Social Movements and Civil Society,” *American Behavioral Scientist*, 40(5), Mar-Apr.

Supplemental Readings

- F. Portes, Alejandro (1998) “Social Capital: Its Origins and Application in Modern Sociology,” *Annual Review of Sociology*, 22(1). [in Infotrac at on-line UofT Lib.]
- G. Lang, Robert E. and Steven P. Hornburg (1998) “What is Social Capital and Why is it Important to Public Policy,” *Housing Policy Debate*, 9(1), 1-16.

6. Concepts: 'Race,' Diversity, Discrimination

"An inclusive society would have room for all; it would not exclude or displace. A good society, be it public or private, must account for all its citizens. It cannot choose to make outcast or poor certain segments who, because of their race, sex, age, or other characteristics, are deemed less worthy. An inclusive society must be democratic and thus enable all to participate in it fully." (Paul Davidoff, 1983)

Racialization: *"the representational process whereby social significance is attached to certain biological (usually phenotypical) human features, on the basis of which those people possessing those characteristics are designated as a distinct social collectivity."* (Miles 1989:74)

Discrimination on numerous invidious grounds is part of the normal functioning of employment and housing markets and the education and social justice systems. Some progress has been made, but much remains to be achieved. What do we mean by 'discrimination'? How does it manifest and maintain itself? How do we combat discrimination? What is the difference between 'direct' and 'adverse affect' discrimination?

- A. Felice, W.F. (1996) "Ethnicity/Race, Gender, and Sexuality," Chapter 2 of his *Taking Suffering Seriously: The Importance of Collective Human Rights*, Albany: State U of NY Press, 35-55.
- B. Henry, Frances *et al.* (1995) *The Colour of Democracy: Racism in Canadian Society*, Toronto: Harcourt Brace, Chapter 1, "The Ideology of Racism"; Chapter 2, "Theoretical Perspectives"; Chapter 13, "The Paradox of Democratic Racism."
- C. Sunstein, Cass R. (1997) "Why Markets Don't Stop Discrimination," Chapter 6 of his *Free Markets and Social Justice*, NY: Oxford U. Press, 151-165.
- D. Stephen Lewis, "Report on Race Relations to Premier Bob Rae," Toronto, June 9, 1992.

Supplemental Readings

- E. Hucker, John (1997) "Antidiscrimination Laws in Canada: Human Rights Commissions and the Search for Equity," *Human Rights Quarterly*, 19(3), 547-571.
- F. Hulchanski, J.D. (1997) "The Use of Minimum Income Qualifications by Landlords in Selecting Tenants: A Recent Human Rights Challenge in Canada," paper presented at the 1997 International Sociological Association Housing Conference, Virginia.
- G. Massey, David S. & N.A. Denton (1993) *American Apartheid: Segregation and the Making of the Underclass*, Harvard U. Press, Chapter. 1, "The Missing Link," 1-16.
- H. Eide, Asbjorn (1992) "The Sub-Commission on Prevention of Discrimination and Protection of Minorities," in P. Alston, ed., *The United Nations and Human Rights: A Critical Appraisal*, Oxford University Press, 211-264.
- I. Christensen, C.P. (1989) "Cross-Cultural Awareness Development: A Conceptual Model," *Counsellor Education and Supervision*, Vol. 28, June, 270-289.

PART II. SOCIAL PLANNING PRACTICE — PAST AND PRESENT

7. Social Planning: What is It? What Should it Be? (1st of three sessions)

8. Social Planning ... (2nd of three sessions)

9. Social Planning ... (3rd of three sessions)

In these three sessions we read in chronological order some of the more classic discussions about what social planning practice is and what it ought to be. The aim here is to stimulate our own thinking on the issue and to become more aware of how context-bound each generation of thinkers/researchers is.

- A. Hopkins, Harry L. (1934) "Social Planning for the Future," *The Social Service Review*, 8(3).
- B. League for Social Reconstruction (1935) *Social Planning for Canada*, Toronto: UofT Press, 1975 reprint. Introduction and Chapter 8, "The Logic of Social Planning."
- C. Cassidy, Harry M. (1945) "The Canadian Welfare Council in the Post-war Era," reprinted in *Perception*, 12(3), 1988, pp. 22-24.
- D. Head, Wilson A. (1968) "Community Development and the Integration of Social and Physical Planning," speech to Etobicoke SPC.
- E. Kahn, Alfred J. (1969) *What is Social Planning?*, Chapter 1 of his *Theory and Practice of Social Planning*, NY: Russell Sage Foundation, pp. 1-27.
- F. Piven, Francis Fox (1970) "Social Planning or Politics," a response to Dyckman, in E. Erber, ed., *Urban Planning in Transition*, NY: Grossman Publishers, 45-51.
- G. Qadeer, Mohammad A. (1977) "The Scope of Social Planning in Urban Planning," *Plan Canada*, 17(2), June, 86-95.
- H. Walker, Alan (1984) *Social Planning: A Strategy for Socialist Welfare*, Oxford: Basil Blackwell, Introduction, pp. 1-14.
- I. Midgley, James (1984) "Fields of Practice and Professional Roles for Social Planners: An Overview," Chapter 1 of J. Midgley and D. Piachaud, *The Fields and Methods of Social Planning*, London: Heinemann Educational Books, pp. 11-33.
- J. Boothroyd, Peter (1985) "The Difference Between Corporate and Social Planning."
- K. Patriquin, Larry (1991) "Contributing to Popular Knowledge: The Potential Role of Social Planning Councils in a Strategy for Change," paper presented to the Society for Socialist Studies, Kingston.
- L. Midgley, James (1995) "A Definition of Social Development," Chapter 1 of his *Social Development*, Sage Publications, 12-36
- M. Gilbert, Neil and Paul Terrell (1997) "Who Plans? Choices in the Process of Policy Formulation," Chapter 9 of their *Dimensions of Social Welfare Policy*, Boston: Allyn and Bacon, 245-265.
- N. Social Planning Organizations of Ontario (1998) "Social Planning Councils, Sustainable Social Development and Social Capital Formation."

PART III. CASE STUDIES: CURRENT SOCIAL PLANNING PRACTICE

10. Case Studies 1: 'Social Planning' Organizations

11. Case Studies 2: 'Social Planning' Organizations

12. Case Studies 3: 'Social Planning' Organizations

In these sessions we will discuss student analyses of public policy research and lobbying organizations that attempt to influence social and economic policy. These can be considered 'social planning' organizations in the sense that, from a variety of political/ideological perspectives they each attempt to influence the policy agenda and outcomes.

These organizations include, but are not limited to, the list below. The organizations examined must have as one of their purposes the objective of defining and influencing public policy issues relating to social and economic policy.

Local/Regional Canadian

- COMMUNITY SOCIAL PLANNING COUNCIL OF TORONTO
- ONTARIO SOCIAL DEVELOPMENT COUNCIL -- <http://www.web.net/~osdc/>
- SOCIAL PLANNING AND RESEARCH COUNCIL OF BRITISH COLUMBIA

National Canadian

- BUSINESS COUNCIL ON NATIONAL ISSUES --
- CALADON INSTITUTE -- <http://www.caledoninst.org/>
- CANADIAN CENTRE FOR POLICY ALTERNATIVES (CCPA) -- <http://www.policyalternatives.ca/>
- CANADIAN COUNCIL ON SOCIAL DEVELOPMENT (CCSD) -- <http://www.ccsd.ca/>
- CANADIAN POLICY RESEARCH NETWORKS INC. -- <http://www.cprn.org/>
- C.D. HOWE INSTITUTE -- <http://www.cdhowe.org/eng/>
- FRASER INSTITUTE -- <http://www.fraserinstitute.ca/>
- INSTITUTE FOR RESEARCH ON PUBLIC POLICY (IRPP) -- <http://www.irpp.org/>

Global

- SOCIAL WATCH -- <http://www.socwatch.org.uy/1998/english/index.html>
-

PART IV. THE FUTURE: LOCAL, GLOBAL

13. Future Directions: Globalization, Human Rights and Social Justice

- A. Waters, Malcolm (1995) "A World of Difference," and "The end of the World as we Know It," Chapters 1 and 7 of his *Globalization*, London: Routledge,.
- B. Smith, Jackie, R. Pagnucco and G. Lopez (1997) "Globalizing Human Rights: The Work of Transnational Human Rights NGO's in the 1990s," *Human Rights Quarterly*, 20, 379-412.
- C. Boothroyd, Peter (1991) "Community Development: The Missing Link in Welfare Policy," in B. Kirwin, ed., *Ideology, Development and Social Welfare: Canadian Perspectives*, 2nd edition, Toronto: Canadian Scholars' Press.

Supplemental Readings

- D. Smith, Jackie (1998) "Global Civil Society?" *American Behavioral Scientist*, 42(1), Sept.
 - J. Turner, John F.C. (1996) "Tools for Building Community: An Examination of 13 Hypotheses," *Habitat International*, 10(3), 339-347.
 - E. UN Development Programme (1998) *Human Development Report 1998*, NY: Oxford U Press.
 - F. Craven, Mathew C.R. (1995) "The Right to an Adequate Standard of Living," Chapter 4 of his book *The International Covenant on Economic, Social and Cultural Rights: A Perspective on its Development*, Oxford: Clarendon Press, 287-351.
-