

PUBLIC HOUSING AND NIMBY: THE EFFECTS
OF CITIZEN PARTICIPATION AND THE
SITING OF PUBLIC HOUSING
FACILITIES

By

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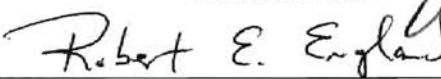
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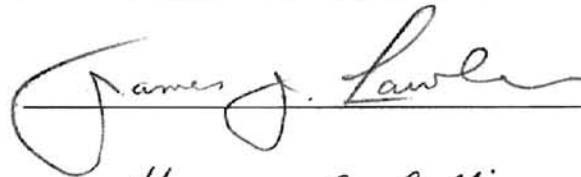
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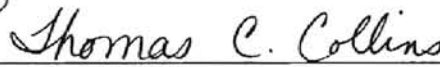
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Chapter one

Introduction

Public housing has become akin to toxic waste facilities in the amount of citizen opposition to the placement of these facilities. Problems associated with low income public housing have increased. The need to provide low income housing has remained persistent. Collisions between these two forces have become more frequent. Therefore, the need to find solutions to this conflict have grown in importance. One solution involved the dispersal of these facilities throughout the community. The goal of this strategy was to alleviate problems associated with high density housing located in undesirable areas. Politicians and administrators have attempted to disperse public housing throughout the community, with the hope of reducing the concentration of low income public housing. The organized response by the wealthier citizens of our communities thwarted this strategy. The siting of public housing continued to occur in the poorest areas of our cities. This resulted in forcing the poorest people in the community to reside close together in the worst area of the community. This situation breeds crime and a sense of hopelessness for the residents of these facilities, and the surrounding neighborhoods experience these negative effects as well (Fuerst and Petty 1991).

Homeowners did not want these facilities in their neighborhoods, and the citizens of these neighborhoods engaged in organized opposition to the presence of public housing in their communities. Such opposition is commonly referred to as the not in my backyard

(NIMBY) syndrome. NIMBY has been around since the beginning of community living (Marshall 1989). These responses arose from “protectionist attitudes of and oppositional tactics adopted by community groups facing an unwelcome development in their neighborhood“ (Dear 1992 : 288). NIMBY is viewed mostly as a middle or upper middle-class phenomenon. Educated citizens with money, influence, and time attempt to keep “undesirable” facilities out of their neighborhoods (Marshall 1989). According to the Robert Wood Johnson Foundation Study of 1990, individuals most likely to oppose development are white, high income executives as well as older citizens. Strong opponents also tend to be “homeowners, married, highly educated and male” (242). Residents are concerned that these facilities may lower their property value, disturb the equilibrium of their neighborhood, or bring in the “wrong-sort” of people to their communities. (Bussel 1993). Due to recent changes in the political and legal environment, involvement from middle and lower-class citizens associated with NIMBY has increased (Marshall 1989). NIMBY is no longer confined to wealthier citizens, and the potential for a NIMBY response has increased in likelihood. These changes have given citizens greater power to stop undesirable projects, even projects that are imperative for the good of the community as a whole (Marshall 1989).

Most citizens agree that low-income public housing is “desperately needed“ (Fuerst and Petty 1991: 91). Citizen “objections are not based upon if they should be built” (Inhaber 1992: 16), it seems that problems arise during the “siting process“(LeRoy and Nadler 1993: 108). These facilities must be placed somewhere, therefore it is necessary to assess what strategies may be implemented by policy-makers to address this dilemma

associated with the siting of public housing facilities. An answer may be found in citizen participation and involvement.

It is possible to change opposition expressed in a NIMBY attitude over time to an attitude of acceptance to the project (Arens 1993). Our research is based on the assumption which is supported by Folk (1991) that citizens are more willing to accept a proposal if they are involved in the decision making process.

Citizen participation is widely accepted as being “acts that aim at influencing government, either by affecting the choice of government personnel or by effecting the choice made by government personnel” (Verba and Nie 1972: 2, Tarlock 1984). The components of participation include calling and writing decision makers, voting, signing a petition, and participating in a public demonstration (Verba and Nie 1972).

Citizen participation is thus a set of principles and procedures that are designed to check decisions made by policy-makers which affect citizens. These checks are generally employed to ensure responsiveness from the government (Mayo 1960; Pitkin 1972; Prewitt and Eulau 1969; Verba and Nie 1972). A classic component of citizen participation has to do with contacting governmental officials to complain about, or request, services (Coulter, 1991).

Traditional methods of political participation provide important means by which citizens are able to express political concerns (Crosby, et al., 1986, Rosener 1975, Thomas 1982, Peel and Ellis 1987, Inhaber 1992, Tarlock 1985). We wish to examine other types of political participation, which can be termed non-traditional or neighborhood level participation. These forms of participation give citizens the opportunity to become

involved in a more direct manner. Not only are checks used by citizens after the fact, but in this case, the goal of neighborhood level participation is to engage citizens earlier in the activity of the siting process itself (Crosby et al., 1986, Rosener 1975, Thomas 1982, Peel and Ellis 1987, Inhaber 1992, Tarlock 1985).

This research examines what forms of non-traditional citizen participation, if any, will alleviate NIMBY attitudes toward the siting of public housing facilities. We will attempt to identify factors that may be useful in formulating public policy to deal with NIMBY activities.

Chapter Two

LITERATURE REVIEW

NIMBY

"The story of NIMBY is not a new one. Anyone rich enough to have lawyers and to influence city hall has always been able to see to it that a facility was not located next to his home" (Marshall 1989: 307). The NIMBY syndrome has long been associated with hazardous waste sitings and environmental issues. NIMBY has evolved to encompass the siting of other specific public services, such as prisons, halfway houses, drug rehabilitation centers, nursing homes, and public housing (Davis 1993: 103-8; Lester and Bowman 1983). The "acronym NIMBY and all its attached political causes and consequences, cannot be confined to hazardous wastes facility siting, or even environmental policy in

general" (Rabe 1994: 167).

As NIMBY has increased in popularity, it has also spread to other areas of public service sitings. One such area is public housing. The NIMBY phenomenon has expanded to "housing designed primarily for low income citizens" (Rabe, 1994: p 168). Consequently, the political and social importance of this situation can no longer be overlooked.

Since a leading solution to the problems associated with public housing facilities appears to be the dispersal of new facilities throughout the community, it is likely that a larger portion of the general public will be effected. Government planners must contend with opposition from the communities that have been listed as possible sites for public housing. Such an aroused interest will likely lead to some sort of NIMBY activity. It is important for policy-makers to be aware of citizen groups that are likely to become involved in NIMBY oppositions, in order to formulate policies that are responsive to citizens' needs and the public good as a whole.

In the past, politicians and public administrators have "dismissed the NIMBY syndrome as community selfishness and ignorance" (Inhaber 1992: 18). Due to the spread of NIMBY and the persistent need to site new public housing facilities, politicians and public administrators now realize they can no longer dismiss these concerns (Marshall 1989).

Public Housing

Low income public housing facilities were authorized in 1937 by the National Housing Act. This program is the oldest of its kind, and has produced 1.3 million public housing units that are owned by public housing authorities in over 3,200 locations (Landers 1987). The tenants of these housing projects were required to pay rent based on the tenants income, which was sufficient to cover operating costs.

The 1949 National Housing Act set a goal of "a decent home and a suitable living environment for every American family" (Landers 1987: 214). In only three years, the public housing act produced 155,000 units. From the early 1950s, and into the late 1960s, there were 15,000 to 35,000 public housing units built annually. Federal subsidies were extended to cover operating costs which allowed the lowest of low income families to live in public housing. According to the National Association of Home Builders, these public housing units were "high density, stripped of amenities, and located in undesirable areas" (Landers 1987: 214).

According to Fuerst and Petty (1991) public housing has become extremely undesirable due to crime, vandalism, and social dysfunction. Most of these problems are found in many public housing facilities. The cause of this is "location, control, enormous concentration, socially troubled families, design flaws, few supporting social services and inept management" (118).

Public housing has become extremely undesirable in regards to both the tenants as

well as the community surrounding the public housing facility. Typically, these facilities are dense, overcrowded, and infiltrated with crime. Public housing is an undesirable fixture in many areas of lower socio-economic status. Public housing, as perceived by the general public, brings with it extremely negative connotations. Due to Well documented problems associated with public housing, it is detrimental to the tenants as well as to the neighborhoods surrounding the public housing facility.

Public housing is believed to cause nearby residents several problems, including elevated crime rates, the diminution of property values, and a general deterioration of surrounding neighborhoods. When considering the impact of these negative effects, it is understandable why many citizens who reside in areas where public housing is proposed would object to a proposed siting. These negative effects may provide the necessary motivation for many residential communities to refuse public housing to be constructed in their neighborhoods. One might think that citizen groups , armed with motivation and organizational skills, would be able to easily turn back an undesirable project. The United States Supreme Court has not been sympathetic to citizen concerns on the subject of public housing siting. It seems that the stage has been set for a great amount of conflict to ensue.¹ The Court's rulings demonstrated that the federal government has a substantial amount of latitude on this question. While the government must act in the best interests of public good, they are not required to reimburse the owner with the highest possible value of properties, and in the case of public housing, governments may site the facility where they will it to be.

Tulsa Public Housing - The setting

The Tulsa Housing Authority (THA) operates 12 low-income multi-family public housing facilities. Additionally, there are over 30 privately owned government subsidized low-income housing facilities within Tulsa. These privately owned facilities are commonly referred to as Section 8 housing.ⁱⁱ

The THA oversees 2,254 units provided for multi-family living. The majority of these units are located in North Tulsa North Tulsa is the second most populated area, and has the largest proportion of minority residents. North Tulsa has the city's highest unemployment rate and the largest proportion of residents who live in poverty (Paskin, et al. 1992). This typifies an area in which public housing is located (Inhaber 1992, Fisher 1993, Bussel 1993, Dear 1992).

THA has an official location policy for public housing. Its stated purpose includes the promotion of housing opportunities for lower-income and minority households, dispersal of housing throughout the community, and the avoidance of the creation of new lower income and minority concentrations as a result of local, state, and federal housing programs (Tulsa Housing Authority 1995). Of the 12 multi-family public housing facilities seven are located in North Tulsa, four are located in West Tulsa, and one is located in East Tulsa. South Tulsa, which is generally regarded as the most affluent area in Tulsa, has no public housing facilities. It is clear that Tulsa's public housing is exemplary of the problems associated with public housing in general.

Community Participation and Involvement

Citizen participation, while being a popular public mode of response to unattractive government activity, does not have a significant impact on government policies, at least not when conducted through normal institutionalized channels (Crosby et al., 1986). This is not to imply that citizen participation is without merit. It is possible that traditional methods of citizen participation are not adequate in addressing the needs of both the government and the citizens. Citizen involvement is a deeper aspect of citizen participation. This type of involvement has grown in its importance as a form of political participation (Thomas 1982). Research has indicated that traditional modes of participation have had limited impact and have served primarily as a check on government actions after the fact (Rosener, 1975; Crosby et al., 1986).

In an effort to improve the effectiveness of citizen participation, a group at the Center for New Democratic Process searched for solutions to the weakness of citizen participation. This group developed a method which they termed "citizen panels." They identified five criteria which could be used to increase the effectiveness and success of citizen participation. The five criteria included: (1) participants would be representative of the broader public and should be selected in a manner not to manipulate; (2) the proceedings should promote effective decision-making; (3) the proceedings should be fair; (4) the process should be flexible; (5) the likelihood that the recommendations of the group will be followed should be high" (Crosby et al., 1988: 175-177).

Crosby et al., (1986) analyzed the methods suggested by the Center for New Democratic Process in 1984. The authors examined the effectiveness of the methods when they were applied to a dispute over the impact of the agricultural industry on the water supply in the state of Minnesota. The authors examined the citizen panel method and critiqued the usage of the five criteria. They found that the project was successful in addressing participant selection, broad based decision making, and fair procedures. Where the program was unsuccessful, or needed improvement, recommendations were suggested by the panel. These recommendations were forwarded to the state officials. The authors concluded that the five criteria should be met if citizen participation is expected to be successful.

Peel and Ellis (1987) examined an analysis of 105 selected water and highway engineering projects for potential solutions for NIMBY. Their analysis of the successes and failures of the projects demonstrated a significant relationship between the degree of public participation and the publics' willingness to accept a siting proposal. When an agency or developer attempts to site a project without previously consulting the public, ignores the public sentiment, or did not attempt to educate the public in the early stages of the project, the project was met with opposition. If a developer or agency pursued the opinions of the citizens through channels such as public opinion, survey of public needs, assisting small group meetings, and providing means to exchange information with concerned citizens chances of project success increased (Peel and Ellis 1987).

Rosener (1975) notes that citizen participation is usually viewed as a review function that acts as a type of check on policy decisions. Through voting, public hearings,

and advisory committees elected officials have deemed this type of citizen participation as a sufficient means for input. Improvements have occurred in citizen participation as far as who participates, how they participate, why they participate, and when they participate.

Rosener (1975) presents a matrix that identifies functions which participation techniques perform best for elected officials and public administrators. She identifies fourteen functions. The focus here, however, will be on only one of these functions, “develop support/minimize opposition.” Rosener then provides eighteen techniques that could be utilized to serve the function of develop support/minimize opposition. Of those eighteen we will examine seven techniques.ⁱⁱⁱ

The first technique is the use of *citizen advisory committees*, which is defined as a “generic term used to denote any of several techniques in which citizens are called together to represent the ideas and attitudes of various groups and/or communities.” The second technique is *citizen representation on public policy-making bodies*, which is defined as the composition of public policy-making boards comprised of either partially or wholly of appointed or elected citizen representatives. The third technique is the utilization of a *citizen review board*, which is defined as a technique in which decision-making authority is given to citizen representatives who are either elected or appointed to sit on a review board to review alternatives plans and decide which plan should be implemented. The fourth technique is *design-in*, which is a variety of planning techniques where citizens work with maps, scale representations, and photographs to provide a better idea of the effect on their community of proposed plans and projects. The fifth technique, *fishbowl planning*, involves a planning process by which all parties can express their

support or opposition to an alternative before it is adopted, thereby bring about a restructuring of the plan to the point where it is acceptable to most, if not all involved parties. This involves the use of several participatory techniques-- public meetings, public brochures, workshops, and a citizen's committee. The sixth technique is *meetings* (community-sponsored), which are gatherings organized by a citizen groups or organizations; these meetings focus upon a particular plan or project with the objective to provide a forum for discussion of various interest group perspectives. The final technique is *meetings* (neighborhood level), which is defined as meetings held for the residents of a specific neighborhood that has been, or will be affected by a specific plan or project, and usually are held either very early in the planning process or when the plans have been developed.^{iv}

The research design of our study will be patterned after these techniques. The survey used in this study has been designed to gather a sample of respondents based on these seven techniques. We intend to determine if these techniques are effective in reducing opposition in siting public housing facilities in Tulsa, Oklahoma.

We hypothesize that the level of non-traditional citizen participation is adversely correlated with opposition to siting public housing facilities. In other words, as opportunities for neighborhood level participation increase, opposition will decrease.

Chapter Three

DATA AND METHODS

The unit of analysis for this paper is restricted to residents of the City of Tulsa. In order to collect the appropriate data, a telephone survey was conducted by professionally trained interviewers to solicit citizens' responses to public housing facilities being placed in their neighborhood.

The survey was conducted in Tulsa, Oklahoma in 1995. The goal of the survey was to elicit responses from permanent residents that were homeowners. Businesses, non-permanent residents, non-homeowners, and persons under 18 years old were excluded from our data.^v

The survey contained 22 questions focused on measuring opposition to the siting of public housing facilities (see appendix). Respondents were asked about different types of citizen participation to measure their effect on opposition to public housing facilities. Residents were asked whether they had actually experienced a proposed public housing siting. The respondents were categorized based on their response to this question. The survey elicited responses from residents that opposed the siting of public housing facilities in order to measure the level of opposition and what types of participation they would engage in to oppose the siting.

A profile of our sample is a 54 year old white female, with approximately two years of college education. The respondent resided in the South West area of the city, and

had an annual income of \$46, 000.00.

The independent variables are: geographical area, familiarity, perceived risk, trust in government, gender, racial group, age, social economic status, efficacy, and the importance of neighborhood^{vi} (see table 1). We have also taken into consideration and measured past participation. The following variables have been combined to measure past participation: voted in last councilor election, voted in last mayoral election, recently written city councilor, recently attended a council meeting, and participated in a public protest. The variables were binary coded, ranging from 0 to 3 (see table 1).

In an effort to measure the types of participatory activities that would influence opposition, seven variables were selected. These variables are referred to as tradeoffs. These tradeoffs do not involve financial restitution, but are participatory in nature. The tradeoffs used for this analysis are: location approval, construction plan approval, advisory committee, oversight board, establish rules, participate in management, and participate in all phases of management. As mentioned these tradeoffs are patterned after the research conducted by Rosener.

The dependent variable for both groups in our study was whether the participatory trade offs had an effect on the acceptance of the siting of the housing facility. In other words, would these trade offs change the opinion of those surveyed, yes or no.

<TABLE 1 ABOUT HERE>

Chapter Four

FINDINGS

Involvement and Perception of Government

When asked about their trust in government the survey revealed that 11% of the respondents had a great deal of trust, 52% had a fair amount of trust, 29.7% had little trust, and only 6.8% had no trust at all in government. Of the respondents' 88.1% were registered voters, 58.3% voted in the last city council election, and 72.8% voted in the last mayoral election.^{vii}

When asked about political involvement other than voting, the numbers dropped dramatically. Only 17.3% of the respondents have called or written a city councilor to voice their opinion about an issue in the last 5 years. Only 11% attended a city council meeting to voice their opinion about an issue in the last 5 years. In the last five years, only 18% participated in a political protest.

Response to Siting Public Housing Facilities

The survey showed that 81.5% of the respondents believed that the quality of their neighborhood was excellent or good. Eighteen percent believed that the quality of their

neighborhood was fair or poor. When asked if neighborhood quality was important, 84.8% of the respondents stated that it was very important, 13.8% responded that it was somewhat important, and only nine percent responded that it was not important. When asked if a public housing facility located in their neighborhood would be a danger, 59.7% responded that it would and 36.8% responded that it would not be a danger.

Of the respondents nineteen percent have actually had a proposed public housing facility in their neighborhood.^{viii} When asked how they reacted to this facility 5.4% wrote or called their city councilor, 5.4% signed a petition, 2.3% spoke at a public hearing, 4.9% joined a community organization, and 1.6% had been involved in a public demonstration. Only 5.6% approved or gave support for the facility.

When asked what would change their opinion and make them more receptive to the facility, 2.8% of the respondents stated that if government and the facility promised to maintain open lines of communication with the community their opinion would change. If the neighborhood received compensation for losses that could occur 3% would change their opinion. If the facility location decision required community approval, 5.9% would change their opinion. Community participation in construction plans would result in 4.7% altering their opinion. Of the respondents, 4.4% stated that an opportunity to participate on a citizen advisory committee would change their opinion. In addition, 4.4% stated that if they were allowed to participate on an oversight board their opinions would change. If they were allowed to participate in establishing the rules that tenants must follow their opinion would change. Three percent stated if they were allowed to participate in the management decisions of the facility their opinion would change. 4.4% stated that if they

were allowed to participate in all phases of the facility their opinion would change.

For the respondents that have not experienced a proposal for a public housing facility in their neighborhood the question was posed in hypothetical terms.^{ix} When asked if they would write or call their city councilor 56.4% responded that they would, and 58.8% would sign a petition against the proposed siting. 34.4% would attend a public hearing, and 48.2% would join a community organization. 24.4% would participate in a public demonstration against the siting proposal. 27.2% would support a public housing facility in their neighborhood.

When asked what would change their opinion and make them more receptive to the facility, 8.9% of the respondents stated that if the government and the facility promised to maintain open lines of communication with the community their opinion would change. Eleven percent responded that if the neighborhood was compensated for possible losses their opinion would change. If the facility location decision required the community's approval, this would result in 16.9% altering their opinions about the public housing facility. Fifteen percent would change their opinion if the community was allowed to participate in construction plans. If the community was allowed to participate in citizen advisory committees, 16.6% would change their opinion 19.2% stated that if they were allowed to participate in an oversight board their opinion would change. 15.9% stated that if they were allowed to participate in establishing the rules that tenants must follow their opinion would change. 14.1% of the respondents stated that if they were allowed to participate in the management decisions of the facility their opinion would change, and 15.2% stated that if they were allowed to participate in all phases of the facility their

opinion would change.

Statistical Analysis

This analysis examines both the levels of expected opposition to the siting of public housing and the possibility that participatory tradeoffs would lessen such opposition. The first part of analysis looked at citizen participation to oppose the siting of a public housing facility. The analysis examines the actual group and the hypothetical group. Then the two groups were compared for the effects of the independent variables on the dependent variable of lessening of opposition to the siting of public housing facilities.

Because of the dichotomous nature of our dependent variable, we determined that logistic regression to be the appropriate method to be used in our statistical analysis (Aldrich and Nelson 1968, Walsh 1987).

For the actual group, two variables were statistically significant. The *perceived risk* variable was significant at the .05 level. This demonstrates that perceived risk of the danger the facility presents to the neighborhood is important to those that actually experienced public housing in their neighborhoods. In addition, the variable *lived near a facility* was significant at the .01 level. This finding would seem to suggest that the idea of living near a low income housing facility is disturbing to citizens, which is no doubt caused by ramifications of crime and the loss of property values that the facility presents to the community (Fuerst and Petty 1991, Marshall 1989, Rabe 1994, Landers 1987).

In the hypothetical group several variables were statistically significant. (see Table

2) First, the *neighborhood quality* variable was significant at the .05 confidence level. This should be expected because those that value the quality of their neighborhood would not welcome the siting of a public housing facility (Bussell, 1993, Dear 1992, Landers 1987). The variable labeled *lived near a facility* was significant at the .01 level. As with the actual group, this variable is important to those that may have to live near low income housing. The *perceived risk* variable was significant at the .01 level. As with the actual group, the perceived risk variable has the greatest impact relative to the others. Perceived risk may explain why the other three variables were significant. We think it is likely that the concerns of living near a housing facility neighborhood quality, and socio-economic status, are ancillary to the general fear of the facility. In other words, the perceived risk of the facility may influence the significance of the other variables.^x

<TABLE 2 ABOUT HERE>

The second part of the analysis looked at tradeoffs that citizens would accept in order to allow the siting of public housing facilities. A difference of proportions test was applied to all tradeoffs between the actual and hypothetical groups.^{xi} Only one of the seven tradeoffs was statistically significant. *Participating in management decisions* was the only significant tradeoff (See Table 3). This result indicates that if citizens are allowed to participate in management decisions, they are more likely to accept the siting of public housing facilities.

<TABLE 3 ABOUT HERE>

Chapter Five

CONCLUSION

Our findings can be summarized in the following manner: The hypothetical group is likely to be of higher socio-economic status, care a great deal about their neighborhood, and are fearful of the risk the housing facility may present to their community. The hypothetical group indicated that it would become more involved in protest activities than the actual group. The actual group shares with the hypothetical group their fear of the housing facility. The actual group participated in protest activities on a much lower level than the hypothetical group indicated they would engage in order to thwart the siting of a public housing facility in their neighborhood.

It appears that the most significant issue of siting public housing facilities is the perceived risk that the facility brings to the community. Policy-makers attempting to site a public housing facility in an area that has not previously experienced public housing, additional factors should be considered. The socioeconomic status of the area, the concern of residents about the quality of their neighborhood, and the resident's previous political involvement are important factors to consider. All of these variables seem to significantly effect the opposition to siting public housing facilities.

The results of this study seem to indicate that the emphases of the policy-maker

should be on overcoming the perceived risk of the facility and not as much on offering participatory tradeoffs. In the actual group the perceived risk variable was the only significant variable influencing opposition. In the hypothetical group the perceived risk variable was the dominate factor influencing opposition and could be the motivating factor for the other variables.

This study is not without limitations. First, the sample-size for the actual group is low, at 81. This opens the possibility of inaccurate conclusions on probability statements. Second, only five out of the eleven variables were significant. Improvements in this area can be achieved by a better specified model. Third, the R-square is only .20 which accounts for only 20% of the variance. 80% of the variance could be explained by variables not contained in our model, which again could be improved upon by a better specified model.

Additional research in this area should pursue the perceived risk issue. This variable has the most significant impact in the opposition to the siting of public housing facilities. The focus of additional research could explore methods or techniques that could overcome the perception of risk associated with public housing facilities.

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APPENDIX AND TABLES

Appendix

TELEPHONE NUMBER

DATE

Hello, my name is _____ and I'm calling from _____
We are conducting citywide telephone poll to research the aspects of government, politics,
and citizen participation. Your household was selected at random and your
responses will be completely anonymous.

To begin, we are interviewing adults 18 and over. Are you 18 years of age or older?

1. Are you a permanent resident of the City of Tulsa?

1) Yes 2) No

(If No --- we are interviewing permanent residents of the City of Tulsa. Thank you for
your time and have a nice evening.)

2. If you had to rank the quality of your neighborhood,
how would you rank it:

1) Excellent 2) Good

3) Fair 4) Poor

3. How important is neighborhood quality to your decision to
reside in a community?

1) Very important 2) Somewhat important

3) Not important

The next section of the survey will concern your views about government and your
involvement within government.

4. How much trust and confidence do you have in government?

1) A great deal of trust 2) Not very much 3) A fair amount 4) None at all

5. Are you a registered voter?

1) Yes (If Yes go to question 5a) 2) No (If No go to question 6)

5a. Did you vote in the last election for Tulsa City
Councilors? 1) Yes 2) No

5b. Did you vote in the last election for Tulsa City Mayor? 1) Yes 2) No

6. In the past five years, have you written or telephoned your city councilor to voice your opinion about an issue?

1) Yes 2) No

7. In the past five years, have you attended a Tulsa City Council meeting to express your views about an issue?

1) Yes 2) No

8. Have you ever participated in a political protest?

1) Yes 2) No

Next, we have a series of questions about the location of public housing facilities. We want to know about your opinion concerning the siting of this type of facility near your residence.

9. Have you ever lived near a public housing facility?

1) Yes 2) No

10. Has there ever been a proposal to locate a public housing facility near your residence while you were living there?

1) Yes (If Yes go to question 10a)

2) No (If No go to question 12)

10a. Did you write or call your city councilor to express your opinion about it?

1) Yes 2) No

10b. Did you sign a petition?

1) Yes 2) No

10c. Did you speak at a public hearing?

1) Yes 2) No

10d. Did you join a community organization?

1) Yes 2) No

10e. Did you participate in a public demonstration?

1) Yes 2) No

10f. Did you:

1) Strongly support it

2) Support it somewhat

- 3) Oppose it somewhat
- 4) Strongly oppose it
- 5) Not care

11. Would your opinion have changed if:

A) Government and the facility promised to maintain open lines of communication with the community?

- 1) Yes
- 2) No
- 3) Don't Know

B) The neighborhood was compensated for losses that could occur?

- 1) Yes
- 2) No
- 3) Don't Know

C) The facility location decision required community approval?

- 1) Yes
- 2) No
- 3) Don't Know

D) You were allowed to participate in construction plans, for example, type of design, landscape, type of facility and number of floors, etc.

- 1) Yes
- 2) No
- 3) Don't Know

E) You were allowed to participate in a citizen advisory committee, in which the purpose of the committee was to represent the ideas and attitudes for the community and these ideas and attitudes would be taken into account with the public housing facility?

- 1) Yes
- 2) No
- 3) Don't Know

F) You were allowed to participate in a oversight board in which you could assist in developing the tenant criteria for the public housing facility, for example criminal background, number of children per apartment, employment record, etc ... ?

- 1) Yes
- 2) No
- 3) Don't Know

G) You were allowed to participate in establishing the rules that tenants must follow?

- 1) Yes
- 2) No
- 3) Don't Know

H) You were allowed to participate in the management decisions of the public housing facility?

- 1) Yes
- 2) No
- 3) Don't Know

I) You were allowed to participate in all phases of the public housing facility; facility location, construction plans, citizen advisory committee, oversight board, establishing rules, and management decisions?

- 1) Yes
- 2) No
- 3) Don't Know

12. (Ask only those who answered No to question 10) If there was a proposal to locate a public housing facility near your residence, do you think you would

12a. Write or call your city councilor to express your opinion about it?

- 1) Yes 2) No

12b. Sign a petition?

- 1) Yes 2) No

12c. Speak at a public hearing?

- 1) Yes 2) No

12d. Join a community organization?

- 1) Yes 2) No

12e. Participate in a public demonstration?

- 1) Yes 2) No

12f. Would you:

- 1) Strongly support it --- Skip to
- 2) Support it somewhat--quest 14
- 3) oppose it somewhat
- 4) Strongly oppose it
- 5) Not care

13. (Ask only those that answered question #12) Would your opinion change if:

A) Government and the facility promised to maintain open lines of communication with the community?

- 1) Yes 2) No 3) Don't Know

B) The neighborhood was compensated for losses that could occur?

- 1) Yes 2) No 3) Don't Know

C) The facility location decision required community approval?

- 1) Yes 2) No 3) Don't Know

D) The community was allowed to participate in

construction plans; for example, type of design, landscape, size of facility, number of floors, etc ... ?

1) Yes 2) No 3) Don't Know

E) The community was allowed to participate in a citizen advisory committee, in which the purpose of the committee was to represent the ideas and attitudes for the community and these ideas and attitudes would be taken into account with the public housing facility?

1) Yes 2) No 3) Don't Know

F) You were allowed to participate in an oversight board in which you could assist in developing the tenant criteria for the public housing facility, for example criminal background, number of children per apartment, employment record, etc ... ?

1) Yes 2) No 3) Don't Know

G) You were allowed to participate in establishing the rules that tenants must follow?

1) Yes 2) No 3) Don't Know

H) You were allowed to participate in the management decisions of the public housing facility?

1) Yes 2) No 3) Don't Know

I) You were allowed to participate in all phases of the public housing facility; facility location, construction plans, citizen advisory committee, oversight board, establishing rules, and management decisions?

1) Yes 2) No 3) Don't Know

14. Overall, when it comes to the decision to locate a public housing facility near your residence, how much influence do you think you have over the final decision?

1) A lot of influence 2) Some influence 3) Not too much influence 4) None at all

15. The location of a public housing facility near my home would be a danger to myself and my family?

1) Strongly agree 2) Disagree somewhat 3) Agree somewhat 4) Strongly disagree

Now, I would like to ask you some questions about yourself so we can compare the responses of different groups of people.

16. First, what year were you born? 19

17. What is the highest level or grade of education you completed in school?

0 1 2 3 4 5 6 7 8 9 10 11 12(Completed high school)

13 14 15 16(Completed a bachelors degree) 17 18(Completed a master's degree) 19

20(Completed a Ph.D.) 21(Vo-Tech)

18. What is your sex? (ASK ONLY IF YOUR NOT SURE)

1) Female

2) Male

19. what is your occupation? (If retired, what did you do before you retired?)

20. How much income did your whole family earn from all sources last year?

21. What racial or ethnic group do you belong to?

1) Caucasian 4) Hispanic

2) African American 5) Asian

3) Native American 6) Other

22. What geographical area do you live in the City of Tulsa.

1) Northwest 2) Northeast 3) Southwest 4) Southeast

That completes the survey questions. Thank you very much for taking the time to participate.

**OKLAHOMA STATE UNIVERSITY
INSTITUTIONAL REVIEW BOARD
HUMAN SUBJECTS REVIEW**

Date: 07-10-97

IRB#: AS-97-075

Proposal Title: PUBLIC HOUSING AND NIMBY: THE EFFECTS OF CITIZEN PARTICIPATION AND THE SITING OF PUBLIC HOUSING FACILITIES

Principal Investigator(s): Michael Hirlinger, Charles Peaden

Reviewed and Processed as: Exempt

Approval Statue Recommended by Reviewer(s): Approved

ALL APPROVALS MAY BE SUBJECT TO REVIEW BY FULL INSTITUTIONAL REVIEW BOARD AT NEXT MEETING.

APPROVAL STATUS PERIOD VALID FOR ONE CALENDAR YEAR AFTER WHICH A CONTINUATION OR RENEWAL REQUEST IS REQUIRED TO BE SUBMITTED FOR BOARD APPROVAL.

ANY MODIFICATIONS TO APPROVED PROJECT MUST ALSO BE SUBMITTED FOR APPROVAL.

Comments, Modifications/Conditions for Approval or Reasons for Deferral or Disapproval are as follows:

Signature: _____ Date: July 10, 1997
Chair of Institutional Review Board

TABLE 1

MEANS AND STANDARD DEVIATIONS FOR ALL VARIABLES
INCLUDED IN THE ANALYSIS*

INDEPENDENT VARIABLES	VARIABLE DESCRIPTION	MEAN	STANDARD DEVIATION
Residential Status	0=Other; 1=SE	0.728	0.446
Familiarity	0=No; 1=Yes	0.319	0.467
Perceived Risk	ordinal variable ranging from 0=Strongly Disagree to 3= Strongly Agree	1.793	0.988
Trust in Government	ordianl variable ranging from 0=None to 3=Great deal	1.675	0.76
Gender	0=Male; 1=Female	0.501	1.197
Race	0=Nonwhite; 1=White	0.842	0.365
Age		41.259	17.736
Socioeconomic Status	Summed Z-scores for Income and Education	0.65	2.194
Efficacy	ordinal variable ranging from 0=None to 3=Great deal	1.444	0.987
Neighborhood Quality	ordinal variable ranging from 0=Not Important to 2=Very Important	1.842	0.39
Past Participation	summed variable ranging from 0 to 5	1.976	1.144
DEPENDENT VARIABLES			
Actual Participation		1.080	1.540
Hypothetical Participation		2.788	1.776

* n=426

TABLE 2

LOGISTIC REGRESSION EQUATION PREDICTING CITIZEN PARTICIPATION TO OPPOSE THE SITING OF A PUBLIC HOUSING FACILITY

	Actual group N=80	Hypothetical Group N=340
Neighborhood Quality	.2318 (.6185)	.6827* (.2915)
Trust in Government	-.3589 (.2794)	.2150 (.1547)
Past Participation	.3351 (.2000)	.1006 (.1011)
Lived near a Facility	1.4754** (.4811)	-.8302** (.2507)
Efficacy	-.0845 (.234)	.0832 (.1229)
Perceived Risk of the Facility	.6205* (.2546)	.4689** (.1166)
Age	.0163 (.0148)	-.0011 (.0067)
Gender	.1819 (.3844)	-.1459 (.1118)
Racial Group	-.0867 (.6175)	.0617 (.3116)
Residential Location	-.4624 (.2683)	.6236 (.6127)
Standard errors are in parentheses	$\chi^2 = 30.43^{**}$	$\chi^2 = 49.33$
* p<.05 **p<.01	Pseudo R = .43	Pseudo R = .49

TABLE 3**PERCENTAGE OF CITIZENS WILLING TO ACCEPT VARIOUS TRADEOFFS
IN ORDER TO SITE PUBLIC HOUSING FACILITIES**

TRADEOFFS	ACTUAL % YES (N=67)	HYPOTHETICAL % YES (N=362)	Z-SCORE*
Location Decision requires community approval	37.9	27.6	1.036
Community allowed to participate in Construction plans	30.3	24.5	0.682
Allowed to participate on a citizen advisory committee	28.4	27.1	0.138
Allowed to participate on an oversight board for input to tenant criteria	28.8	31.5	-0.2783
Allowed to establish rules that tenants must follow	26.7	26.1	0.087
Participate in management decisions	20.0	22.9	2.632***
Participate in all phases of the public housing facility	28.87	24.6	0.452

* Difference of proportion test between respondents who have actually experienced the siting of public housing and respondents that had not.

** p<.05

*** p<.01

ⁱ The Supreme Court in Hadacheck v. Sebastian 239 U.S. 394. 1915, and Penn Central Transportation 438 U. S. 1978 have generally held that if the government can show that a public project advances the public good, the government can site the project over citizen objections.

ⁱⁱ Section 8 housing involves the renter leasing to lower income residents with any difference in the amount paid by the low income lessee to be reimbursed by the government. These dwellings are usually single family homes. This type of housing unit is not relevant to our study. We are only concerned with multiple family dwellings.

ⁱⁱⁱ We felt that these seven techniques best reflected neighborhood level participation (see Rosener). Also, these seven techniques were chosen for reasons of parsimony.

^{iv} These techniques can be found in Rosener, Judy B. *A Cafeteria of Techniques and Critiques* Public Management. December: pp. 18-19.

^v We restricted our sample to homeowners because we felt that the focus of our study should be on those that had a stake in their neighborhood's quality. i.e., property values, crime risks, and the usual inability of homeowners to simply move away from the threat that public housing might present. We felt that business owners would not be as representative do to the fact that many business owners do not live in the area in which their business are located. We gathered our telephone data by using random digit dialing to assure the randomness of our sample.

^{vi} Based on previous research (Peel and Ellis 1987, Fuerst and Petty 1991, Crosby et al., 1986) we felt that these variables would be best suited to determine whether or not they would affect the acceptance of a public housing facility.

^{vii} We cannot explain why these percentages are so high. This is an accurate depiction the data. Perhaps our question was unable to filter responses that tend to inflate these percentages (see appendix).

^{viii} N = 80.

^{ix} N = 340.

^x A Pearson's test for colinearity was performed, and it was found that none of the independent variables significantly correlated with one another.

^{xi} We used a difference of proportions test here to determine which trade off, through combining the real experiences of citizens and those that might experience a siting, would be effective in reducing opposition to the siting of public housing.

VITA

Charles C. Peaden

Candidate for the Degree of

Master of Science

Thesis: PUBLIC HOUSING AND NIMBY: THE EFFECTS OF CITIZEN PARTICIPATION AND THE SITING OF PUBLIC HOUSING FACILITIES

Major Field: Political Science

Biographical:

Personal Data: Born in Oklahoma City, Oklahoma, on January 22, 1961, the son of Lewis and Barbara Peaden.

Education: Graduated from North West Classen High School, Oklahoma City, Oklahoma, in May 1979; received Bachelor of Arts Degree in Political Science from Oklahoma State University, Stillwater, Oklahoma, in May, 1994. Completed the requirements for the Master of Arts Degree in Political Science, with a minor in Russian language in July, 1997.

Experience: Held various administrative and supervisory positions in the Insurance industry from 1984 to 1991. Employed by Oklahoma State University Department of Political Science as a Graduate assistant from 1995 to 1997.

Professional Memberships: Pi Sigma Alpha, National Political Science Honor Society, Oklahoma Political Science Association, American Political Science Association.