

PAD 243 Land Use Planning and Community Development (CRN: 82205)
GEOG 207 Urban Planning and Development (CRN: 82416)
Summer, 2007

Unofficial Title: Planning for Non-Planners

SYLLABUS: May 29, 2007

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Office Hours: Wednesdays, 4:00 – 5:45pm
 Appointments available during the week

Class meeting: Wednesday, 6:10 – 8:45pm 1957 E, room 212
 May 21, 2007 – July 28, 2007; *no class on Wednesday, July 4*

Course Description and Objective:

Theory and practice of land use planning, with a focus on the theme of reconciliation of private interests and public benefits. A brief history of planning and zoning will be presented first, along with an overview of constitutional protection of property rights. The first few weeks of class will address planning as an administrative function of local government, from the mechanics of land development to the coordination of facilities and services. Discussion will then turn to the concept of comprehensive planning, and how a long-term land use plan serves as the foundation for infrastructure planning, resource protection, coordination of services, and quality of life. This discussion will include an overview of relevant federal regulations.

This is not a conventional course in urban planning, in the sense that it is not designed to train students how to become professional planners or developers. Rather, the objective of this course is to explore the role of urban planning as (mainly local) government attempt to preserve the community interest in light of private land use activity. Urban planning is an attempt to arrange and accommodate primarily private land use activities within a geographic area. To the extent that place matters, planning matters.

Required Readings

Because this is not a conventional course in urban planning, readings are drawn from a wide range of academic fields, rather than drawing only on the planning literature. The reading list includes works by economists, lawyers, political scientists, urban planners, and others. Students are not expected to have a strong background in any of these fields.

The reading selection presages the presentation of material for this course. Overviews and histories are selected to provide an understanding of each of the planning practice areas discussed. Other readings focus on identifying the participants in relevant planning processes, understanding the interests of those participants, and exploring the competition among those interests. Students are not expected to master the more technical material including in some of these readings.

In addition, there is one required book for this course. I did not order it through the bookstore because it is very widely available, new and used, and in many area libraries. Purchase this book as soon as possible.

REQUIRED: Jane Jacobs, *The Death and Life of Great American Cities* (1961)

Note that there are required readings and additional readings for each session. Required readings are, of course, required. I recommend that you peruse the additional readings, download them, and keep them for future reference. You may also find some of them useful as you complete your assignments and prepare for the final exam.

Class Attendance

Students are expected to attend all class sessions and appear in person for the final exam.

If you are unable to attend any class session, you are strongly urged to get notes from another student in the class. The required readings will be a *launching point* for lectures and discussions, not a substitute. Consider yourself responsible for material in required readings (see above for a caveat) and material covered in class.

Grading and Class Assignments

Comprehensive Plan Review Memos

1. Peruse the plan documents associated with the 5 jurisdictions listed on the next page; links to key planning documents are posted on Blackboard. Choose one jurisdiction to focus on, this semester. You may wish to select a jurisdiction that addresses planning policy that complements your area(s) of policy interest. Advise me by email (nya@gwu.edu) of your selection by midnight on **Wednesday, May 30**. Download all available plan documents immediately.

2. You will be asked to write 2 memos on aspects of your jurisdiction's comprehensive plan. Details of the assignments will be forthcoming.

Select a jurisdiction and notify instructor in writing by May 30:	5 points
Memo 1	15 points
Memo 2	15 points

Unexcused late submission of any assignment will result in a 1-point deduction for each day late.

	Facilities and Services Plans	Resource Protection Plans	"Private Activity" Plans
Talbot County, MD	<ul style="list-style-type: none"> • Community Facilities • Parks and Recreation 	<ul style="list-style-type: none"> • Agricultural Conservation • Natural Resources • Mineral Resources 	<ul style="list-style-type: none"> • Transportation • Housing • Tourism
Stafford County, VA	<ul style="list-style-type: none"> • Bicycle / Pedestrian Facilities Plan • Transportation Plan 	<ul style="list-style-type: none"> • Wildlife Habitat Protection Plan 	<ul style="list-style-type: none"> • Telecommunications Plan
Benton County, WA	<ul style="list-style-type: none"> • Parks and Recreation Element • Capital Facilities Element • Utilities Element 	<ul style="list-style-type: none"> • Rural Element 	<ul style="list-style-type: none"> • Planning for, and Managing Population Growth • Economic Element • Transportation Element • Housing Element
Dane County, WI	<ul style="list-style-type: none"> • Parks and Open Space Plan • DRAFT Utilities and Community Facilities Goals, Objectives and Policies 	<ul style="list-style-type: none"> • Farmland Preservation Plan • Water Quality Plan • Parks and Open Space Plan • Groundwater Protection Plan • Land and Water Conservation Plan • DRAFT Agricultural, Natural and Cultural Resources 	<ul style="list-style-type: none"> • Land Use and Transportation Plan • Bicycle Transportation Plan
Teton County, WY	<ul style="list-style-type: none"> • Community Facilities 	<ul style="list-style-type: none"> • Natural and Scenic Resources • Agricultural Resources 	<ul style="list-style-type: none"> • Affordable Housing • Commercial and Resort Development • Transportation

Final Exam

The final exam will consist of 2 parts. The closed book, in-class portion of the exam will be administered during the scheduled exam period. This portion of the exam will ask students to discuss the significance of terms and individuals addressed during the session. The open book, take-home portion of the exam will ask students to write essays that draw on class readings, lectures, discussions, and assignments.

Closed-book portion of the final exam	15 points
Open-book portion of the final exam	50 points

Total points possible

100 points

I. HISTORY, LEGAL FRAMEWORK, INSTITUTIONAL STRUCTURES

1 - History of planning and zoning

May 23

Adams, 1994 - "Chapter One - Introduction"

REQUIRED: Although written by a British academic about land use planning in Great Britain, this very short chapter comes closest to any that I have found to my approach to the material: land use planning as an intervention in the private market for land.

Krueckeberg, 1983 - "The Culture of Planning"

REQUIRED: Concise history of planning as a movement and profession. Much of the justification of urban planning as a government function lies in its origins as providing protection to property owners.

Bauman, 1983 - "Visions of a Post-War City"

ADDITIONAL: The genesis of contemporary planning.

Adams, 1994 - "Chapter Two - Land and Property Markets"

ADDITIONAL: Delves further into the economics perspective on urban planning. Chapter 1 of this book is a required reading.

2 - Land use regulation and planning as functions of local government

May 23

Klosterman, 1985 - "Arguments For and Against Planning"

REQUIRED: Alternative views on the justification for urban planning.

Bureau of Labor Statistics, [April 24, 2007] - "Urban and Regional Planners"

REQUIRED: An official description of the job of planner.

Sloane, 2006 - "From Congestion to Sprawl"

ADDITIONAL: Community health foundation of planning; opposition to sprawl as the contemporary manifestation of this impulse.

Maryland Department of Planning and Maryland Department of the Environment, undated - "Overview of Planning Programs"

ADDITIONAL: Example of a state's planning environment. It covers the state's own planning activities, its requirements for local governments to engage in planning activities, and planning tools made available to local governments through state statute.

Kunstler, 1993 - "The Geography of Nowhere"

ADDITIONAL: Kunstler is a well-known, prolific critic of planning and development. He is at once amusing and thought-provoking. And, as is often the case with critics, much better at describing what he thinks is wrong than what he thinks is right or how to fix the things that he considers to be wrong. I will draw on a couple of passages in our first class meeting; the full chapter is included here for your reference.

II. THE COMPREHENSIVE PLAN

3 - Long-Term Land Use Plan

May 30

Kaiser and Godschalk, 1995 - "Twentieth Century Land Use Planning: A Stalwart Family Tree"

REQUIRED: Types of comprehensive plans

Varenhorst, undated - "What Is Local Government Planning?"

REQUIRED: Concise explanation of the field of planning, included here because it is clear and thorough.

Pendall, Puentes and Martin, 2006 - "From Traditional to Reformed: A Review of the Land Use Regulations in the Nation's 50 largest Metropolitan Areas"

REQUIRED: Brookings Institution report that describes the tools of land use planning and regulation and geographic patterns of implementation of those tools.

City of McCall, 2000 - "City of McCall [ID] Comprehensive Plan, Chapter 2: The Comprehensive Planning Process"

REQUIRED: Although you will focus on a single jurisdiction for assignments, we will discuss in class some other jurisdictions' comprehensive plans and planning processes so that you will get a feel for variations in approaches. McCall is a very small town in Idaho with a substantial summer and winter sports tourism industry.

City of Watertown, 2001 - "City of Watertown: 2020 Comprehensive Plan, 2001 Update"

REQUIRED: Included here are the first 3 sections of the comprehensive plan.

4 - Facilities and Services Plans: Police, Emergency, Schools, etc.

May 30

City of Levelland, 2004 - "Public Facilities Plan, Levelland (TX)"

REQUIRED: The plan is part of the city's comprehensive plan. This section provides an inventory of existing facilities. We will skip over the mechanics of how they plan facilities to serve the future population. Notice on page 1 that facilities planning is tied to other components of the comprehensive plan, and that growth projections figure prominently into the calculations. See also the Future Land Use Plan component.

City of Levelland, 2004 - "Future Land Use Plan"

REQUIRED: read sections 4.1 and 4.3, peruse the other sections. The facilities plan is based on the projections described in this document; we will talk about how the facilities plan relates to the land use plan., read sections 4.1 and 4.3, peruse the other sections

Speir and Stephenson, 2002 - "Does sprawl cost us all? Isolating the effects of housing patterns on Public Water and Sewer"

ADDITIONAL: There is a dearth of satisfactory articles or reports that examine the interplay of land use planning and local government responsibilities to provide facilities and services for its residents and businesses. I hope to add another reading on this topic. In the mean time, this study, aimed at the practitioner, explores the relationship between sprawl and infrastructure planning.

5 - Plan Implementation

May 30

Fleischmann, 1989 - "Politics, Administration, and Local Land-Use Regulation: Analyzing Zoning as a Policy Process"

REQUIRED: I like his concise description and characterization of the rezoning process and its controversies.

Sample rezoning processes

REQUIRED: A folder on Blackboard contains a sample rezoning report from Henrico County (VA), as well as descriptions of the rezoning processes in Raleigh (NC), Seminole County (FL), and Anne Arundel County (MD).

- o Sample rezoning application report - Henrico County (VA)
- o Anne Arundel County (MD) Rezoning Process
- o Seminole County (FL) Rezoning Process
- o Raleigh (NC) Rezoning Process

6 - Resource Protection Plans

June 6

APA, undated - "Conservation & Environment"

REQUIRED: Timeline of developments in conservation and environmental policy, compiled by the American Planning Association

Maryland Department of Natural Resources, undated - "Critical Primer"

REQUIRED: This program, established by the State of Maryland, aims to protect specific environmental resources that occur in specific counties of the state. This document is required for all students; students who have selected Talbot County for their area of focus are also required to examine the related documents in the Talbot County folder: the program description and the variance application.

STUDENTS WHO SELECTED TALBOT COUNTY ONLY (see Talbot County folder on Blackboard):

- Talbot County Critical Areas variance application
- Talbot County Critical Areas summary

STUDENTS WHO SELECTED DANE COUNTY ONLY (see Dane County folder on Blackboard):

- Dane County DRAFT Agricultural, Natural and Cultural Resources
 - Read EITHER the Agricultural Resources section (p16-21) OR within Natural Resources, read Land Resources (p21-29) OR Water Resources (p29-41) OR Wildlife Resources (p42-26)

Hardin, 1968 - "The Tragedy of the Commons"

ADDITIONAL: This classic article explores a challenge in managing public goods.

III. PRIVATE CHOICES, PUBLIC IMPACT

7 - Property rights and property law

June 6

APA, undated - "Landmark Laws, Cases, Administrative Acts"

REQUIRED: Timeline of developments in case law and legal structures relevant to planning, compiled by the American Planning Association

Krueckeberg, 1995 - "The Difficult Character of Property"

REQUIRED: Mainly about property rights and takings, with implications for land use.

Strong, Mandelker and Kelly, 1996 - "Property rights and takings"

REQUIRED: Very accessible article on takings.

Lucero, 2005 - "Score Four for Planning: The 2005 Supreme Court Decisions"

REQUIRED: Report published by APA that summarizes four recent Supreme Court decisions, including Kelo. Take special note of the "Argued by APA" sections. The American Planning Association is the professional association of urban planners, and its advocacy activities provide perspective on the values of the planner.

Lane, 2005 - "Justices Affirm Property Seizures"

REQUIRED: Washington Post article summarizing the Kelo decision, a very recent case that expands local government authority to use eminent domain. Provides context for the Utt article.

Utt, 2007 - "States Vote to Strengthen Property Rights"

REQUIRED: Heritage Foundation perspective on states' responses to the Kelo decision.

Treanor, 1995 - "The Original Understanding of the Takings Clause and the Political Process"

ADDITIONAL: Rigorous and detailed analysis of the origins and evolution of the concept of just compensation for property. Proposes an alternative approach.

8 - Introduction to public goods and private interest

June 6

DiIulio, 1994 - "Principled Agents: The Cultural Bases of Behavior in a Federal Government Bureaucracy"

REQUIRED: This article does not in any way address urban planning, but it is eminently readable and presents the concept of a "principled agent" in a bureaucracy, one who has a "public service motivation."

Adams, 1994 - "Chapter Four - Urban Planning in a Market Economy"

REQUIRED: This chapter explores how planning fits into a market economy. More theoretical than most of our readings, it bolsters the conceptual framework that we are developing.

Adams, 1994 - "Chapter Five - Perspectives from the Landowner"

REQUIRED: Read through the bottom of page 98 and pick up again on page 103; we're not going to talk about the "structuralist" perspective. This chapter explores the "Land Use" component of our conceptual framework. The built environment is the legacy of decisions made over time by actors (persons, groups, organizations, etc.) who own and control land. Changes in the built environment are

Adams, 1994 - "Chapter Six - Perspectives from the Landowner"

REQUIRED: Skip the case study. The interesting aspect of this chapter is the focus on the dynamics of development, or in our terminology, the responsiveness of land use to private interests.

Adams, 1994 - "Chapter Seven - Perspectives from the Public Sector"

REQUIRED: This article stretches across several of the topics addressed in this class. Many types of government action have an impact on the built environment, directly and indirectly, intentionally and unintentionally.

Adams, 1994 - "Chapter Nine - The Politics of Local Development Planning"

REQUIRED: About half of the chapter is a case study of a development proposal process in Cambridge, England. The particulars of that case are not as important as the author's analysis of the various forces at work to push the process one way or the other.

Adams, 1994 - "Chapter Ten - The Power to Influence Local Development Planning"

ADDITIONAL: Competition of interests through the planning process.

Klosterman, 1980 - "A Public Interest Criterion"

ADDITIONAL: Not required only because of the richness of the other readings assigned for this topic. Strongly recommended for students who have had some exposure to philosophical aspects of public policy.

Benditt, 1973 - "The Public Interest"

ADDITIONAL: Delves even deeper into the philosophical perspective on the public interest.

Baker and Merriam, 2005 - "Indelible Public Interests in Public Property: The Public Trust and the Public Forum"

ADDITIONAL: Uses the "Big Dig" construction project in Boston as a context to identify competing interests in public property.

9 - Economic Development

June 13

APA, undated - "Economic Development and Redevelopment"

REQUIRED: Timeline of developments in economic development policy, compiled by the American Planning Association

Walker and Boxall, 1996 - "Economic Development"

REQUIRED: Federal economic development policy shapes the options available to state and local government to attract investment and jobs.

Giloth and Betancur, 1988 - "Where Downtown Meets Neighborhood: Industrial Displacement"

REQUIRED: Several public sector initiatives aimed to boost economic activity in Chicago in the 1980s. The author argues that the efforts did not adequately consider the interests of the neighborhoods that were disrupted as a result.

Malizia, 1994 - "Redefinition of economic development"

ADDITIONAL: Very short article comments on the scope of professional economic development.

Courant, 1994 - "How would you know a good economic development policy if you tripped over one? Hint: Don't just count jobs"

ADDITIONAL: The author makes a case for the kinds of outcomes that economic development should be pursuing.

Florida, 2002 - "The Rise of the Creative Class"

ADDITIONAL: This reading is slightly outside of the focus of this class, but it has received a lot of attention, both good and bad.

STUDENTS WHO SELECTED BENTON COUNTY ONLY (see Benton County folder on Blackboard):

- Benton County, 2005 - "Benton County [WA] Comprehensive Land Use Plan: Chapter 7 - Economic Element"

10 – The Land Use Impact of Transportation

June 20

Altshuler, 1983 - "The Intercity Freeway"

REQUIRED: History of the development of the interstate system and its role in altering development patterns. Discussion of competition of interests.

Hyman and Kingsley, 1996 - "Transportation and Land Use"

REQUIRED: Transportation policy from (roughly) 1960s on. The transportation network is the province of engineers who are primarily concerned with the efficient movement of goods and people. The location and configuration of the network has profound impact on the surrounding land use activities because access to the transportation network is one of the key factors that determine the array of feasible uses of land.

Taylor, 2006 - "Putting a Price on Mobility: Cars and Contradictions in Planning"

REQUIRED: Confronts the private benefit / public interest trade-offs inherent in transportation and transportation planning. Proposes a pricing mechanism to shift some of the public cost to the (private) individuals who enjoy the benefits.

Handy, 2006 - "The Road Less Driven"

REQUIRED: Argues that pricing alone is not sufficient to ensure that costs and benefits line up.

Sierra Club, 2004 - "Missing the Train"

ADDITIONAL: Manifesto issued by an interest group, overtly critical of the positions and policies of the current administration. Regardless of whether you are sympathetic to the views expressed, focus on identifying the underlying interests, the implications of those interests for planning policy, and conflicts with other interests.

Flint, 2005 - "The Density Dilemma: Appeal and Obstacles for Compact and Transit-Oriented Development"

ADDITIONAL: Explores the obstacles to acceptance of transit-oriented development, and ways that some local governments have overcome that opposition.

- Read pages 1-5, then skip forward to read the "Greater Boston" case study, beginning on page 23 and continue through the conclusion.

STUDENTS WHO SELECTED STAFFORD COUNTY ONLY (see Stafford County folder on Blackboard):

Stafford County Bicycle and Pedestrian Facilities Plan.

- Read sections 1-6, scan the alternatives in section 7. Skip section 8, read section 9. Scan the appendices.

11 - Housing Choice and Community Impact

June 27, July 11

APA, undated - "Housing"

REQUIRED: Timeline of developments in housing policy, compiled by the American Planning Association

Galster and Daniell, 1996 - "Housing"

REQUIRED: Overview of federal housing policy since World War II, demonstrating the difficulty of designing and implementing policy to alter the housing market. Unintended consequences of policy intervention.

Lang and Sohmer, 2000 - "Legacy of the Housing Act of 1949: The Past, Present, and Future of Federal Housing and Urban Policy"

REQUIRED: Introduction to an issue of Housing Policy Debate, focusing on the legacy of the landmark Housing Act of 1949

Tiebout, 1956 - "A Pure Theory of Local Expenditures"

REQUIRED: Important, relatively difficult article in economics. The Tiebout model was an important development in understanding how local government can influence the mix of residents in the community, which, in turn, has an impact on the conceptualization of the public interest in that community. That is, self-sorting of residents contributes to the evolution of the local conception of community interest.

Dowding, John and Biggs, 2004 - "Tiebout: A Survey of the Empirical Literature"

REQUIRED: Dense article explains the Tiebout hypothesis and many of its interpretations and implications developed by others.

Bickers, Salucci and Stein, 2006 - "Assessing the Micro-Foundations of the Tiebout Model"

ADDITIONAL: Puts the Tiebout hypothesis in the context of microeconomic theory as one explanation of why people move. The first few pages (57-61) provide a very good, concise explanation of the Tiebout model and how researchers have interpreted its implications. The research design is also interesting because it identifies quantifiable community characteristics that may or may not motivate people to move.

Jacobs, 1961 - "The Death and Life of Great American Cities"

REQUIRED: Frequently cited as one of the key works in the field of planning. Does it still have relevance today?

Hill, 1988 - "Jane Jacobs' Ideas On Big, Diverse Cities: A Review And Commentary"

ADDITIONAL: Nice encapsulation of Jacobs' ideas.

STUDENTS WHO SELECTED TETON COUNTY ONLY (see Teton County folder on Blackboard):

- Teton County, 2002 - "Teton County, Wyoming Affordable Housing Support Study"

12 - Smart Growth, Growth Management and Sustainability

July 18, July 25

SPRAWL – A Definition of the Problem

Nechyba and Walsh, 2004 - "Urban Sprawl"

REQUIRED: The authors use an unconventional definition of sprawl (see the abstract): "tendency toward lower city densities as city footprints expand." Nonetheless, the study frames sprawl in a useful, as the outcome of private decisions with some negative effects (or externalities) on the community. That is, private benefit (realized through the individual pursuit of preferences) come at a public cost.

Gordon and Richardson, 2000 – "Defending Urban Sprawl"

ADDITIONAL: Refutes some of the key arguments against sprawl.

GROWTH MANAGEMENT

Wiewel, et al, 1999 – "Private benefits and public costs: Policies to address suburban sprawl"

REQUIRED: Policies intended to slow sprawl, redistribute its costs.

Bollens, 1992 – "State Growth Management"

REQUIRED: This article is 15 years old, so it does not by any means give a current picture of growth management practices. However, it does provide good historical background. It also describes programs and strategies that, mostly, are still available. Most helpfully, it addresses growth management without framing it in terms of smart growth. Also, note that these are instances of **state** policy intervention in **local** land use issues. Do these initiatives ask certain localities to give up the benefits of growth for the sake of the larger, state-level community good of slower growth? Or does the state act because local governments are unable to take such action themselves, unable to overcome the objections of private interests among their voters? Or does coordination and consistency among jurisdictions lead to better outcomes?

SMART GROWTH

APA, 2002 - "Planning for Smart Growth: 2002 State of the States"

REQUIRED: · Read through page 29 and then only the legislative overview for the state in which the community you have selected to focus on is located.

O'Toole, 2001 - "The Folly of "Smart Growth""

Libertarian criticism of smart growth, published by the Cato Institute. Notice on page 1 that the author " is senior economist for the Oregon-based Thoreau Institute, an organization that advocates environmental protection through incentives rather than government regulation." By

now, you should be comfortable with the proposition that planning attempts to further the community interest through regulations and incentives. Think about whether you agree with his critique.

National Center for Smart Growth Research and Education, 2006 - "Adequate Public Facilities Ordinances in Maryland: Inappropriate Use, Inconsistent Standards, Unintended Consequences"
[APFO_MD.pdf]

Funded at least in part by a builders' interest group. The title says it all: "Adequate Public Facilities Ordinances in Maryland: Inappropriate Use, Inconsistent Standards, Unintended Consequences."

Audubon of Florida, 1999 - "Smart Growth: History, Tools, and Challenges"

SUSTAINABILITY

Godschalk, 2004 - "Land Use Planning Challenges: Coping with Conflicts in Visions of Sustainable Development and Livable Communities"

REQUIRED: Confronts the conflict in values inherent in attempts to achieve sustainability