

# PLAN 704: Theory of Planning I

Spring 2024

Class Room: 206 Dey

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## Course Description & Objectives

Planning is usually conflated with collective action, collective choice, communication, centralisation and coordination. It is also common to conflate planning theory with urban theory. In this course, we explore how these concepts inform planning. However, they are neither necessary for plans, nor the issues they raise are ameliorated by planning. The point of the course is to provide concepts and reasonings that will help you make sense of planning practice. We will explore various normative as well as positive theories of plans, institutions, ethics and governance at sufficient depth to provide grounds for understanding the nature and dilemmas of urban planning.

To sum up, the question we will attempt to answer in this course is, “What are good plans, planning practices and planners?” “What is a good place and a good society?” is left for other courses. The purpose of the course is to develop empathetic, creative and critical thinking.

In addition to substantive objectives, there are several skills that this course aims to develop through various activities and assignments. Chief among them are

- Recognising and applying transferability
- Practising explanations & justifications
- Writing
- Providing sensitive and effective peer feedback
- Synchronous and asynchronous presentation
- Managing group discussions of various sizes
- Coordinating group work
- Communicating using non-standard modes (e.g. podcasts, social media)
- Practising qualitative research techniques such as interviewing, observation, archival research

## Teaching Philosophy

My role as instructor is not so much to teach, but help you prepare for uncertainties, ambiguities and interdependencies. The course is designed to help you learn from variety of sources

(e.g. peers, published academics, everyday experiences, reflective writing, deliberative communication). Decentering the classroom as a seat learning is a key goal of mine.

## Prerequisites & Preparation

There are no prerequisites for this class. However, this class will quickly cover ground and use concepts that you may not be familiar with. It is your responsibility to seek out additional background material to keep up. You will read many classic readings from various fields as well as some case studies in planning. Thus, you may encounter novelties in both style and substance. Most of the readings have generated a lengthy trail of secondary literature. Use the resources on the World Wide Web as well as the library for secondary literature. It is your responsibility to seek clarifications for unfamiliar concepts and ideas.

## Course Policies

The following set of course policies is not meant as an exhaustive list. If in doubt, ask for permission and clarification.

### Class Mode

I intend to run this class as a seminar rather than a lecture. Hence in person attendance and participation is crucial and the class is offered in-person only. If and when necessary, we may move the class on-line via Zoom. I intend to minimise such moves and disruptions. Please get vaccinated, if you are not already, help me with this cause.

### Student Responsibilities

This is a graduate class and, therefore, I won't belabour the proper [in-class and out-of-class etiquette and academic integrity](#) . You are expected to be aware of these issues. If in doubt, please refer to university policies and ask for permission, rather than forgiveness.

This course forces students to think through various arguments, question, affirm or change deeply held beliefs and ideas. Such thinking requires discipline as well as openness to critiques and challenges. This class is set up so that you will learn much more from your peers than from lectures. Therefore, vigorous participation is not only encouraged, but also required. Initiative and creativity in articulating the main points are especially prized. You should bring in materials, concepts and cases from your professional experience and other classes.

I use slides sparingly, so please be prepared to take notes.

### Grading & Assessments

I will follow Specification Grading for this course. The grading is based on the following requirements.

- [Module Responsibilities](#)
- In-class presentations (Assignments 1 & 5)
- Deliverables for other assignments
- Term paper
- Short Assessments

All of the above is graded on a Satisfactory (S)/Unsatisfactory(U) scale. Satisfactory grade is equivalent to a B+ letter grade. The focus of all these assignments is on learning outcomes such as mastery of the material, engaging your peers and making innovative connections in the material.

The following table sets out the *minimum number* of Satisfactory grades that needs to be achieved in *all of the different assessment types* to get a corresponding grade in different scales (graduate H/P/L, undergraduate A/B/C/D/F).

Assessment Type/Grade	L/C	P/B	H/A
Module Responsibility	4	5	6
Individual Presentations	1	2	2
Deliverables	2	2	3
Term Paper	1	1	1
Short Assessments	n-3	n-2	n-1

Failure to meet the minimum requirements in any of the categories will result in a lower grade, e.g. failure to meet all of the minimum requirements for L grade will result in a failing grade. Reach out to me in a timely fashion for remedial action, if you are struggling in the course.

## Assignments

The course is designed to have deliverables in different formats to facilitate different learning and skill objectives. *The point of the assignments is to develop your mastery of the material discussed in the class and proper application of the concepts.* You are welcome to disagree with the authors and/or extend their arguments but you should engage with the course material.

### Module Responsibilities

Each of the enrolled students are randomly sorted into **groups**. Each group has a rotating responsibility with respect to each module (starting from Module 2).

- **Module Summary (MS)** - A short (~700 word) argumentative essay, complete with thesis and proper evidence that summarizes the main points of the readings for the specific module and draws the connections among them. The main objective is develop writing skills and succinctly presenting evidence. Deliverables are in *Discussions* tool in Canvas, COB (5PM) on Student 1ed day for the module.
- **Voice Thread (VT)** - A short (~5 min) multimedia clip that connects the main theoretical ideas discussed in the class with an use case. The main objective is to apply general concepts to particular cases and develop compelling story-telling skills with multimedia. Deliverables are in *Voice Thread* tool linked in Canvas, COB (5PM) on Student 1ed day for the module.
- **Responses to MS & VT** - A succinct and empathetic critique of one of your peer's deliverable for that module. These responses should engage with the substantive content and provide feedback on structure and format of the deliverable. Deliverable are due within a week after the original submission in the respective Canvas tools. These are relatively short and pointed.
- **Class Activity (CA)** - An innovative class activity that drives home the main points of the module. The main skills to develop are team work before class as well as audience engagement, structuring participation and time management

- **Class Presentation (CP)** - In class presentation by the group to summarise the key lessons learned. Key skills to develop are to coordination of group presentation skills, time management and improvisation. In particular, connections with material covered earlier in the course is especially prized.

All responsibilities except CP & CA are individual responsibilities.

### *Other Deliverables*

Please refer to specific ad hoc assignments for other deliverables. They are a mix of argumentative papers (2), in-class presentations (2), podcast (1) and social media thread (1). Except for the final term paper, all assignments are individual. In addition to academic skills of applying, writing and citing ideas, the expectation is that you will develop skills in telling compelling stories using the stylistic conventions of that particular format. They are due in the *Assignments* tool in Canvas at COB at specified dates.

### *Term Project*

In groups of three, students will engage with a local and timely planning process. You will collect primary data through observation, archival research, participation and interviews with key stakeholders. The group will engage with the data and apply the concepts from the course and critique the process. The deliverable for this term project is a presentation and an argumentative paper. Since this project takes time, selection of group and projects should be done early in the semester.

### *Short Assessments*

Students are responsible for keeping up with the material this course covers. On random days, there will be a pop quiz/short assessment in the class. They are not graded for points, but will be used to clarify material and discuss ideas. Attempting them will result in a Satisfactory grade.

## **Attendance**

Since you will learn by participating in class and engaging with one another, it would be helpful if you are present (literally and figuratively). I acknowledge that ongoing COVID-19 pandemic may make this challenging. Infrequent and intermittent absences for whatever reason do not need prior permission. Extended absences that necessitate remedial work will be discussed on a case-by-case basis. Please reach out early to discuss options, if you are experiencing physical or mental distress that necessitate these absences.

## **Use of Technology**

You are encouraged to use any technology including but not limited to generative AI, assisted learning to achieve your learning objectives. However, students are fully responsible for the outcomes and products. Ideas must be appropriately presented and properly attributed to the author. If you need further accommodations, we can discuss this on case-by-case basis.

## **Course Corrections**

Because of the ongoing pandemic, unusual nature of the delivery and the content of the class, we may need to change direction at various points in the semester, based on student learning outcomes. This may include changes in course policies, pace of the material, depth of coverage,

deadlines etc. I strongly recommend that you engage with me when course corrections are needed or desired. I reserve the right to change the material as and when I see fit. As such, Canvas will be updated, rather than this document.

## Schedule (Tentative)

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### Preliminaries & Background

**Jan 10 (Wed): Introduction** This class will be used to introduce the syllabus and set the stage and expectations.

*Module 1: Contested Histories of Planning*

Where do we situate planning? Is it city reform? Is it social reform? Is it governance reform?

### Jan 17 (Wed): Planning Eras & Contested Histories

- Association, A. P. (2023). *Planning History Timeline*. <https://www.planning.org/timeline/> (visited on Jan. 09, 2024).
- Oberly, T. and J. Reece (2023). "Planning History From the Lions' Perspective". In: *Journal of the American Planning Association* 89.4, pp. 487-504. DOI: 10.1080/01944363.2022.2124188. (Visited on Jan. 10, 2024).
- Sandercock, L., ed. (1998). *Making the Invisible Visible: A Multicultural Planning History*. First. Berkeley: University of California Press. (Chapter 1)

### Jan 22 (Mon), Jan 24 (Wed): Watershed Moments in Planning (Short presentations by students)

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### Justifying Planning

*Module 2: Plans, Planning & Planners: Why? What? Whither?*

Is planning a rational activity undertaken by organisations? Many do not think so, as rationality has fallen out of favour. In this module, we will examine whether or not there could be such a thing as irrational/non-rational planning. We will also examine, what kinds of entities engage in planning.

### Jan 29 (Mon): Should We Plan?

- Brooks, M. (2002). *Planning Theory for Practitioners*. 1st edition. Routledge.
- Mintzberg, H. (1994). "The Fall and Rise of Strategic Planning." In: *Harvard Business Review* 72.1, pp. 107-114. <https://hbr.org/1994/01/the-fall-and-rise-of-strategic-planning>.
- Hopkins, L. D. (2001). *Urban Development: The Logic of Making Plans*. Washington, DC: Island Press. (Chapter 1)

### Jan 31 (Wed): Comprehensive Rational Planning Model

- Rittel, H. and M. Webber (1973). "Dilemmas in a General Theory of Planning". In: *Policy sciences* 4.2, pp. 155-169.
- Goetz, A. R. and J. S. Szyliowicz (1997). "Revisiting Transportation Planning and Decision Making Theory: The Case of Denver International Airport". In: *Transportation Research Part A: Policy and Practice* 31.4, pp. 263-280. DOI: 10.1016/S0965-8564(96)00033-X.

- Hammond, J. S., R. L. Keeney, and H. Raiffa (1999). *Smart Choices: A Practical Guide to Making Better Decisions*. Boston, MA: Harvard Business School Press.

### Feb 5 (Mon): Class Presentation & Class Activity (Student Led)

#### *Module 3: Intentions, Plans & Actions*

We will dissect the notions of rationality and how they inform our understanding of motivations of different organisations to act and plan. I will argue for planning as a method of thinking before acting. As such plans are made by various entities including private groups, to convince larger public. It is in this cacophony of intersecting plans and intentions and goals, that we must individually act.

### Feb 7 (Wed), Feb 14 (Wed): Organisational Decision Making I & II

- March, J. G. (1997). "Understanding How Decisions Happen in Organizations". In: *Organizational Decision Making*. Ed. by Z. Shapira. Cambridge University Press, pp. 9-32.
- Pralle, S. B. (2006). "Timing and Sequence in Agenda-Setting and Policy Change: A Comparative Study of Lawn Care Pesticide Politics in Canada and the US". In: *Journal of European Public Policy* 13.7, pp. 987-1005. DOI: 10.1080/13501760600923904.
- Allison, G. T. and P. Zelikow (1999). *Essence of Decision: Explaining the Cuban Missile Crisis*. Longman.
- McCartney, R. and P. Duggan (2016). "Metro Sank into Crisis despite Decades of Warnings". In: *Washington Post*. <https://shorturl.at/bgvw7> (visited on Jan. 07, 2017).
- Friend, J. and A. Hickling (2005). *Planning under Pressure: The Strategic Choice Approach*. Third. Oxford, UK: Butterworth-Heinemann.
- Hirshberg, A. (1974). "Review of Implementation: How Great Expectations in Washington Are Dashed in Oakland; Or, Why It's Amazing That Federal Programs Work at All, This Being a Saga of the Economic Development Administration as Told by Two Sympathetic Observers Who Seek to Build Morals on a Foundation of Ruined Hopes". In: *Policy Sciences* 5.4, pp. 481-484. JSTOR: 4531581. <https://www.jstor.org/stable/4531581> (visited on Jan. 10, 2024).
- Hopkins, L. D. (2001). *Urban Development: The Logic of Making Plans*. Washington, DC: Island Press. (Chapter 2)

### Feb 19 (Mon): Class Presentation & Class Activity (Student Led)

#### *Module 4 : What Kinds of Plans are Worth Making? When? What is a Good Plan?*

"Plans are worthless, but planning is everything" - Anonymous quoted by Presidents Eisenhower & Nixon.

We want plans to be designs. Once plans are made, all that is left to do is to follow them to the hilt and implement them. These ideas form the core of angst about the efficacy of planning. In this module, I present an alternative view of plans and how they should be thought of, and why some vague plans that do not necessarily point to specific actions may indeed be useful.

**Feb 21 (Wed): Making Plans**

- Schwarting, W., J. Alonso-Mora, and D. Rus (2018). "Planning and Decision-Making for Autonomous Vehicles". In: *Annual Review of Control, Robotics, and Autonomous Systems* 1.1, pp. 187-210. DOI: 10.1146/annurev-control-060117-105157. (Visited on Jan. 02, 2020).
- Hopkins, L. D. (2001). *Urban Development: The Logic of Making Plans*. Washington, DC: Island Press. (Chapters 3 & 5)

**Feb 26 (Mon): Implementing Plans**

- Winter, S. C. (2011). "Implementation". In: *International Encyclopedia of Political Science*. Thousand Oaks: SAGE Publications, Inc., pp. 1158-1170. DOI: 10.4135/9781412994163. (Visited on Dec. 25, 2017).
- Kaza, N. (2019). "Vain Foresight: Against the Idea of Implementation in Planning". In: *Planning Theory* 18.4, pp. 410-428. DOI: 10.1177/1473095218815201. (Visited on Dec. 24, 2019).
- Mastop, H. and A. Faludi (1997). "Evaluation of Strategic Plans: The Performance Principle". In: *Environment and Planning B: Planning and Design* 24, pp. 815-832.

**Feb 28 (Wed): Using Plans**

- Ryan, B. D. (2006). "Incomplete and Incremental Plan Implementation in Downtown Providence, Rhode Island, 1960-2000". In: *Journal of Planning History* 5.1, pp. 35-64. DOI: 10.1177/15385132052846 (Visited on Dec. 25, 2017).
- Schon, D. A. (1984). *The Reflective Practitioner: How Professionals Think In Action*. 1st ed. Basic Books.
- Hopkins, L. D. (2001). *Urban Development: The Logic of Making Plans*. Washington, DC: Island Press. (Chapter 10)

**Mar 4 (Mon): Class Presentation & Class Activity (Student Led)****What is Worth Planning For?***Module 5: Untangling Planning, Regulation and Police Power*

Central to many arguments about justification for planning, are that markets fail either because of externalities or because they cannot provide common goods and planning is meant to remedy them. I will dissect these notions and show that fallacy of conflating government with planning. I will also argue that planning is not limited to governments; firms, individuals and voluntary groups plan within markets and without. For markets to function, a well-defined, and an evolving system of property rights need to be established. I will argue for a social construction of bundles of rights that account for changing circumstances. Construction of *de facto* and *de jure* rights are contingent on transaction costs, peoples and historical practises and are backed by the police power of the state through regulations. Planning sometimes provide justifications for these regulations, but is neither sufficient nor necessary for them. Furthermore, planning is rarely exclusively about regulatory action.



**Mar 6 (Wed): Planning & Markets: A False Dichotomy**

- Alexander, E. R. (2001). "Why Planning vs. Markets Is an Oxymoron: Asking the Right Question". In: *Planning and Markets* 4.1, pp. 1-8.
- Bowles, S. (1991). "What Market Can - And Cannot - Do". In: *Challenge* 34.4, p. 11. <[www.jstor.org/stable/4](http://www.jstor.org/stable/4)> (visited on Jan. 02, 2020).

**Mar 18 (Mon): Rights and Regulation**

- LDH (Chapter 6)
- Bancroft, A. (2000). "'No Interest in Land': Legal and Spatial Enclosure of Gypsy-Travellers in Britain." In: *Space & Polity* 4.1.
- Scott, J. C. (1998). *Seeing like a State: How Certain Schemes to Improve the Human Condition Have Failed*. Yale Agrarian Studies/Yale ISPS. New Haven, CT: Yale University Press.
- Hopkins, L. D. (2001). *Urban Development: The Logic of Making Plans*. Washington, DC: Island Press. (Chapter 6)

**Mar 20 (Wed): Power & Police**

- Fitzgerald, E. (2024). *Policing the Open Road*. <https://99percentinvisible.org/episode/policing-the-open-road/> (visited on Jan. 10, 2024).
- Crofts, P., P. Hubbard, and J. Prior (2013). "Policing, Planning and Sex: Governing Bodies, Spatially". In: *Australian & New Zealand Journal of Criminology* 46.1, pp. 51-69. DOI: 10.1177/0004865812469974. (Visited on Jan. 20, 2021).
- Gunderson, A. (2020). "The Illegitimate Tent: Private Use of Public Space at a San Francisco Restaurant". In: *Food and Foodways* 28.4, pp. 321-331. DOI: 10.1080/07409710.2020.1826714. (Visited on Jan. 20, 2021).

**Mar 25 (Mon): Class Presentation & Class Activity (Student Led)***Module 6 : Managing the Commons*

Hardin's classic article on how common pool resources (CPR) are degraded when no well-defined system of property rights exists. However, as Ostrom forcefully argues private property rights are only one type of institutional response to CPRs and there could be many others. These rights are also negotiated over time and are in constant flux, contrary to popular perception. We will examine how planning might or might not be useful, necessary and sufficient to care for these CPRs.

**Mar 27 (Wed): Common Pool Resources & Institutional Responses**

- Brinkley, C. (2020). "Hardin's Imagined Tragedy Is Pig Shit: A Call for Planning to Recenter the Commons". In: *Planning Theory* 19.1, pp. 127-144. DOI: 10.1177/1473095218820460. (Visited on Jan. 19, 2021).
- Heller, M. A. (1998). "The Tragedy of the Anticommons: Property in the Transition from Marx to Markets". In: *Harvard Law Review* 111.3, pp. 621-688. DOI: 10.2307/1342203. JSTOR: 1342203. (Visited on Aug. 21, 2012).
- Ostrom, E. (2010). "Beyond Markets and States: Polycentric Governance of Complex Economic Systems". In: *American Economic Review* 100.3, pp. 641-672.

**Apr 3 (Wed): Groups, Identity & Commons**

- Sherif, M. (1956). "Experiments in Group Conflict". In: *Scientific American* 195.5, pp. 54-59. JSTOR: 24941808. <http://www.jstor.org/stable/24941808> (visited on Jan. 20, 2021).
- Lau, J. D. and I. R. Scales (2016). "Identity, Subjectivity and Natural Resource Use: How Ethnicity, Gender and Class Intersect to Influence Mangrove Oyster Harvesting in The Gambia". In: *Geoforum* 69, pp. 136-146. DOI: 10.1016/j.geoforum.2016.01.002. (Visited on Jan. 20, 2021).
- Fominaya, C. F. (2010). "Collective Identity in Social Movements: Central Concepts and Debates". In: *Sociology Compass* 4.6, pp. 393-404. DOI: 10.1111/j.1751-9020.2010.00287.x. (Visited on Jan. 20, 2021).

**Apr 8 (Mon): Logic of Collective Action & Collective Choice**

- Beard, V. A. (2003). "Learning Radical Planning: The Power of Collective Action". In: *Planning Theory* 2.1, pp. 13-35. DOI: 10.1177/1473095203002001004.
- Kaza, N. and L. D. Hopkins (2009). "In What Circumstances Should Plans Be Public?" In: *Journal of Planning Education and Research* 28, pp. 491-502.
- Rydin, Y. and M. Pennington (2000). "Public Participation and Local Environmental Planning: The Collective Action Problem and the Potential of Social Capital". In: *Local Environment* 5.2, pp. 153-169. DOI: 10.1080/13549830050009328.

**Apr 10 (Wed): Class Presentation & Class Activity (Student Led)****Process vs. Outcomes**

*Module 7: Who to Plan with? Who to Plan for?*

Planning from above, in the name of public interest has fallen out of favour and planning from below to discover collective will has been gaining momentum. In this module we dissect these different modes of planning and examine the justice claims and precedence of procedure over substance. We will also deal with the notions of solidarity, conflict, subversion and their proper place in planning practise.

**Apr 15 (Mon): Substantive vs. Procedural Justice**

- Farrelly, C. (2003). *Introduction to Contemporary Political Theory*. 1 edition. London: SAGE Publications Ltd.
- Fainstein, S. S. (2011). *The Just City*. 1 edition. Ithaca: Cornell University Press.
- Innes, J. E. (1996). "Planning through Consensus Building: A New View of the Comprehensive Planning Ideal". In: *Journal of the American Planning Association* 62.4, pp. 460-472. [http://pdfserve.informaworld.com/150499\\_901436927\\_787364861.pdf](http://pdfserve.informaworld.com/150499_901436927_787364861.pdf).
- Hoch, C. (1984). "Doing Good and Being Right The Pragmatic Connection in Planning Theory". In: *Journal of the American Planning Association* 50.3, pp. 335-345. DOI: 10.1080/01944368408976600. (Visited on Jan. 20, 2021).

**Apr 17 (Wed): Race, Class & Gender**

- Duneier, M. (2017). *Ghetto: The Invention of a Place, the History of an Idea*. Illustrated edition. New York, N.Y.: Farrar, Straus and Giroux.

- Ritzdorf, M. (2000). "Sex, Lies, and Urban Life: How Municipal Planning Marginalizes African American Women and Their Families". In: *Gendering the City: Women, Boundaries, and Visions of Urban Life*, pp. 169-81.
- Goh, K. (2018). "Safe Cities and Queer Spaces: The Urban Politics of Radical LGBT Activism". In: *Annals of the American Association of Geographers* 108.2, pp. 463-477. DOI: 10.1080/24694452.2017. (Visited on Jan. 03, 2020).

**Apr 22 (Mon): Dissent, Agonism & Subversion**

- Arnstein, S. R. (1969). "A New Ladder of Citizen Participation". In: *Journal of the American Institute of Planners* 35.4, pp. 221-228.
- Young, I. M. (2001). "Activist Challenges to Deliberative Democracy". In: *Political Theory* 29.5, pp. 670-690. DOI: 10.1177/0090591701029005004. (Visited on Jan. 20, 2021).
- Pløger, J. (2004). "Strife: Urban Planning and Agonism". In: *Planning Theory* 3.1, pp. 71-92. DOI: 10.1177/1473095204042318. (Visited on Jun. 21, 2018).
- Association, A. P. (2016). *AICP Code of Ethics and Professional Conduct*. <https://www.planning.org/ethics/ethicscode/> (visited on Jan. 20, 2021).

**Apr 24 (Wed): Class Presentation & Class Activity (Student Led)**

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**Apr 29 (Mon): Term paper presentations**