

# PLAN 740: LAND USE AND ENVIRONMENTAL POLICY FALL 2023

**Instructor**

Danielle Spurlock  
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**Location**

Dey Hall - Rm 0304  
8:00am - 9:15am  
If Remote: <https://go.unc.edu/740>

**Office Hours**

TTH 11:30-1:30pm  
By appointment using  
<http://go.unc.edu/spurlock>

**Course Description**

Land use and environmental policy helps to direct the type, use, density, and spatial arrangement of structures within built and natural environments. This graduate-level course explores the interplay of regulatory, legislative, incentive, and investment policy tools and the socio-political institutions that govern the development and management process. The three overarching goals of the course are 1) to build substantive knowledge in local, state, and federal policy frameworks, 2) to sharpen analytical lens about the interactions among social equity, environmental protection and economic development, and 3) to hone professional skills in concise writing, collaborative problem-solving, and project completion. This course can stand alone as an introduction to land use and environment policy in the United States or help you identify aspects of land use and environmental planning to explore in greater depth in more specialized courses.

There are four modules that reflect the nested influences on development and environmental protection. We explore the value systems that underlie and reinforce the creation and maintenance of the built and natural environments and the influence of policy at the local, state/regional, and federal levels. Each lesson in this course uses a combination of readings, presentations, discussion, and in-class activities to examine the benefits and challenges of intergovernmental action around development and environmental protection. In addition to individual assignments designed to introduce substantive topics and reinforce professional development skills, we will work with community clients evaluate local issues intersecting with land use and environmental planning including transportation, housing, economic development, and local food systems.

## Course Goals

The overarching goal of this course is to orient you to substantive material for land use and environmental policy and help you build a critical lens towards the evaluation of environmental policy at multiple scales.

<b>Goal 1</b>	<b>Students will identify how the values of key stakeholders manifest in the land use and environmental policy-making process.</b>	
	Objective 1A	Students will examine the social, economic, and physical factors underlying current land use patterns and environmental conditions.
	Objective 1B	Students will critique attempts to balance competing values (e.g. sustainability and resilience).
<b>Goal 2</b>	<b>Students will evaluate the quality of plans and development management programs aimed at guiding land use and environmental decisions.</b>	
	Objective 2A	Students will understand the components of plans and development management strategies linked to quality and implementation.
	Objective 2B	Students will gain experience in evaluating plans and analyzing the policy framework governing decisions.
<b>Goal 3</b>	<b>Students will understand different types of intergovernmental frameworks and evaluate their effectiveness in implementing land use and environmental policies.</b>	
	Objective 3A	Students will classify different intergovernmental arrangements.
	Objective 3B	Students will investigate how policy at multiple scales influences local actions and outcomes.
<b>Goal 4</b>	<b>Students will demonstrate the skills necessary to manage a project.</b>	
	Objective 4A	Students will demonstrate proficiency in all five phases of project management (i.e., initiation, planning, execution, control and closing).
	Objective 4B	Students will be able to identify and resolve challenges that results from working with a team.

## **Course Format**

Students should come to each class prepared to participate actively in discussions. You should be able to summarize the major points or arguments of the readings and provide a critical analysis and evaluation of key concepts. Course readings should be completed prior to the class session they are listed under. Weekly course content may also be shared as videos or voice over slides and should be viewed prior to class.

Scheduled synchronous sessions will be a mixture of presentations, extensive class discussion, and in-class activities. Additional discussion may occur in Canvas using Discussions and Voice Threads.

Readings are listed under Modules on Canvas. Any additional E-reserve readings will be available on the Course Reserves tab of Canvas or <https://library.unc.edu/support/reserves/>.

## **Communication and Community Standards**

The best way to reach me is by email or during their office hours. If my office hours do not fit your schedule, you should email me to determine a mutually convenient time.

All emails should include PLAN 740 in the subject line. I will make every effort to respond to your emails on the same day received unless received after 6:00 pm. Please do not wait until the last minute to contact me about assignments, especially if you are having problems.

Please contact me as soon as possible should circumstances such as a medical or family emergency or a religious holiday so I can work with you to make accommodations.

### **Laptops and cell phones**

To maximize our productivity, limit your use of technology to class activities. Please turn off your cellphones before the beginning of class sessions. If you must have your phone on during class because of an extraordinary circumstance (ill relatives, you are expecting a baby, etc.), please let us know beforehand.

### **UNC Honor Code**

“It shall be the responsibility of every student at the University of North Carolina at Chapel Hill to obey and to support the enforcement of the honor code, which prohibits lying, cheating, or stealing when these actions involve academic processes or University, student or academic personnel acting in an official capacity.”

The University Honor Code is in effect, and all assignments must be completed through your individual effort unless otherwise instructed. To uphold the Honor Code in your written assignments, you must properly cite all data, ideas, and information that are not your own. Please visit the UNC Writing Center for information about citations and how to avoid plagiarizing <https://writingcenter.unc.edu/tips-and-tools/plagiarism/> .

Each assignment should include the following Honor Pledge:

“On my honor, I have neither given nor received unauthorized aid on this assignment.”

## **TITLE IX Resources**

Any student who is impacted by discrimination, harassment, interpersonal (relationship) violence, sexual violence, sexual exploitation, or stalking is encouraged to seek resources on campus or in the community. Please contact the Director of Title IX Compliance (Rebecca Gibson – [rmgibson@unc.edu](mailto:rmgibson@unc.edu)), Report and Response Coordinators in the Equal Opportunity and Compliance Office ([reportandresponse@unc.edu](mailto:reportandresponse@unc.edu)), Counseling and Psychological Services (confidential), or the Gender Violence Services Coordinators ([gvsc@unc.edu](mailto:gvsc@unc.edu); confidential) to discuss your specific needs. Additional resources are available at [safe.unc.edu](http://safe.unc.edu).

## **Standards for Mask Use**

Our class delivery is in-person instruction. If you are on campus, or plan to meet for group work, please note that the following community standards apply and must be adhered to. All enrolled students have the option to wear a mask covering your mouth and nose at all times in our classroom. This practice is to protect our educational community — your classmates and me – as we learn together.

For additional information, see Carolina Together:  
(<https://carolinatogether.unc.edu/community-standards/>)

## Course Requirements

You will be evaluated on four main components of the course, and each component parallels you will be evaluated as a planning professional (or most any other profession). The evaluation components include: 1) showing up for work prepared and working well with your peers; 2) completing small projects with quick turnaround times; 3) managing larger projects over a longer period; and 4) demonstrating your understanding of the core aspects of your field.

## Late Assignments

Meeting deadlines can be challenging. However, professionals within regulatory and permitting processes often must adhere to strict timelines. I expect all assignments to be handed in on the due date. Any assignments turned in late will incur a penalty of a half-grade (letter graded assignments) or half the standard deviation (numeric graded assignments). For example, if a paper is a day late, the grade would change from a P to a P-. If the paper were two days late, the grade would change from an H to a P. If you cannot make a deadline, let us know ahead of time (not the night before an assignment is due) so we can discuss options.

Please note: Elements of this syllabus are subject to change  
Requirements by % of Course Grade

Course Component	Due Date	% of Course Grade
Working at Intersections: Problem Definition*	Sept. 14 <sup>th</sup> at 11:55pm	10
Planning 101 document & Recorded Video	Oct. 12 <sup>th</sup> at 11:55pm	10
Policy Analysis	Nov. 2 <sup>nd</sup> at 11:55pm	25
Application Review	Nov. 16 <sup>th</sup> at 11:55pm	15
Working at Intersections: Deliverable to Client*		
Presentation to Client	Dec. 5 <sup>th</sup> during class	30
Final Documents	Dec. 14 <sup>th</sup> at 3:00pm	
Participation	On-going	10

\*Denotes group projects

**Working at the Intersections Project.** This semester-long, group project will produce a document for your client (EJCAN- Environmental Justice Community Action Network based on Sampson County) to inform their advocacy on self-identified challenges. Students will work in groups of 4-5 on subtopic groups including (e.g. housing, transportation, local food systems, economic development) to 1) create baseline data summary for the assigned topic, 2) summarize and evaluate pertinent plans, policy documents, and development applications, 3) conduct a nationwide scan of promising practices and/or grant opportunities.

**Plan 101 document.** For this individual project, you will produce an informational document about a planning term. Your document will provide a background, description, legal rationale (if applicable), and common application, and must be comprehensible to a lay audience. The 3-minute video should be a standalone explanation that is not a verbatim reproduction of the document.

**Development Application Review.** For this individual project, you will review a development application and apply local ordinances to provide feedback to the applicant and determine if you would approve the development.

**Policy Analysis.** For this individual project, you will provide a critique focused on racial and economic equity, climate justice, and public health for selections from the draft comprehensive plan in Durham and proposed text amendments to Durham Unified Development Ordinance.

From the City/County Planning Department: “The *Comprehensive Plan* is Durham's statement of how we want to grow and develop. The plan guides where and how private development should occur. It guides how the City and County should provide public facilities and services to support future growth. The plan is long range in scope, focusing on the ultimate needs of the community rather than the pressing concerns of today.”

From the Developer Applicants: “The Simplified Code for Affordable Development proposes changes to the UDO. The main goals of the text amendment are 1) to create an ambitious path for the building of affordable housing without public subsidy, 2) to eliminate parking minimums in Durham, 3) to allow for neighborhood commercial, which the code prevents, 4) to clean up some of the geometries that have had the unintended consequences of limiting housing supply.”

**Participation.** Participation in the class and effective collaboration with your teammates is essential in this course. It will be assessed via participation during class and in on-line forums, short assignments, peer evaluations, and written reflection of collaborative work.

## Semester at a Glance

Elements of this syllabus are subject to change.

22-Aug	Sess. 1	Introduction to PLAN 740 and Land Use Values
24-Aug	Sess. 2	Political Economy and Market Forces
29-Aug	Sess. 3	Development Impacts on Environmental Quality
31-Aug	Sess. 4	Social Equity and Environmental Justice
5-Sep		WELL-BEING DAY
7-Sep	Sess. 5	EJCAN introduction
12-Sep	Sess. 6	US Environmental Policy: History and Legal Foundation
14-Sep	Sess. 7	US Environmental Policy: Federal Policies
19-Sep	Sess. 8	National Environmental Policy Act (NEPA)
21-Sep	Sess. 9	Shared Governance Dilemma
26-Sep	Sess. 10	State Growth Management
28-Sep	Sess. 11	Why Local Planning?
3-Oct	Sess. 12	Types of Land Use Plans
5-Oct	Sess. 13	Goal Setting and Ecological Design Principles
10-Oct	Sess. 14	Introduction to Plan Quality
12-Oct	Sess. 15	Evaluation Application I
17-Oct	Sess. 16	Evaluation Application II
19-Oct		FALL BREAK
24-Oct	Sess. 17	Development Management I: Process Overview
26-Oct	Sess. 18	Development Management II: Tools A
31-Oct	Sess. 19	Development Management III: Tools B
2-Nov	Sess. 20	Development Management IV: Implementation and Discretion
7-Nov	Sess. 21	Development Management V: Application A
9-Nov	Sess. 22	Development Management VI: Application B
14-Nov	Sess. 23	Regional Planning: Introduction
16-Nov	Sess. 24	Course Synthesis: Planning at a Regional Level
21-Nov	Sess. 25	Land Use Case Study: Negotiation Simulation
28-Nov	Sess. 26	Negotiation De-Brief & Course Wrap-up
30-Nov	Sess. 27	Presentations
5-Dec	Sess. 28	Presentations

## Course Readings by Session

### Session 1: Course Introduction & Land Use Values

8/22

To prepare for this class, review the syllabus and consider how the landscapes that define your everyday lived experience reflect societal values?

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### Session 2: Political Economy and Market Forces

8/24

Molotch, Harvey. 1976. "The City as a Growth Machine: Toward a Political Economy Place," *American Journal of Sociology*, 82, 2, pp. 309-332.

Rudel, Thomas. 1989. "Ch. 4: A Rural Community," pp. 52-71; "Ch. 5: A Rural-Urban Fringe Community," pp. 72-91, "Ch. 6: Urban Communities," pp. 92-117, in *Situations and Strategies in American Land Use Planning*, New York: Cambridge University Press.

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### Session 3: Development Impacts on Environmental Quality

8/29

Roberts, P., Ravetz, J., and George, C. *Environment and the City* (pp. 120-155). New York, NY: Routledge.

de Groot, R. S., Alkemade, R., Braat, L., Hein, L., & Willemsen, L. (2010). Challenges in integrating the concept of ecosystem services and values in landscape planning, management and decision making. *Ecological Complexity*, 7(3), 260–272. <https://doi.org/10.1016/j.ecocom.2009.10.006>

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### Session 4: Social Equity and Environmental Justice

8/31

Arnold, Craig A. 2007. "Chapter 2: Environmental Justice and Land Use," pp. 11-29, in *Fair and Healthy Land Use: Environmental Justice and Planning*, Chicago, Planning Advisory Service #549/550: American Planning Association.

Maantay, J. A., & Maroko, A. R. (2018). Brownfields to greenfields: Environmental justice versus environmental gentrification. *International Journal of Environmental Research and Public Health*, 15(10). <https://doi.org/10.3390/ijerph15102233>

Semuels, Alana. 2007. "Destruction of a Black Suburb." *The Atlantic Monthly*. Retrieved July 14 2015 from <http://www.theatlantic.com/business/archive/2015/07/lincoln-heights-black-suburb/398303/>

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## Session 5: EJCAN Introduction

9/7

Review Environmental Justice Community Action Network's website:

<https://www.ejcan.org/>

Busch, A. M. (2015). The Perils of Participatory Planning: Space, Race, Environmentalism, and History in "Austin Tomorrow." *Journal of Planning History*, 15(2), 87–107. <https://doi.org/10.1177/1538513215590500>

Lederman, J. (2019). The People's Plan? Participation and Post-Politics in Flint's Master Planning Process. *Critical Sociology*, 45(1), 85–101.

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## Session 6: US Environmental Policy: History and Legal Foundation

9/12

Mazmanian, Daniel and Michael Kraft, eds. 2009. "Ch. 1: The Three Epochs of the Environmental Movement," pp. 3-33, in *Toward Sustainable Communities: Transition and Transformations in Environmental Policy*, 2nd Edition, Cambridge, Massachusetts: MIT Press.

Taylor, D. E. (1997). American Environmentalism: The Role of Race, Class and Gender in Shaping Activism 1820-1995. *Race, Gender & Class*, 5(1), 16–62. Retrieved from <http://www.jstor.org/stable/41674848>

Kayden, Jerold. 1996. "Private Property Rights, Government Regulation, and the Constitution: Searching for Balance", pp. 295-308, in *Land Use in America*, Eds. H. Diamond and P. Noonan, Washington, D.C.: Island Press.

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## Session 7: US Environmental Policy: Federal Policy Overview

9/14

Review Environmental Law: A Beginner's Guide at

<https://guides.loc.gov/environmental-law/federal-laws>

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## Session 8: National Environmental Policy Act (NEPA)

9/19

Dreyfus, D. A., & Ingram, H. M. (1976). National Environmental Policy Act: A View of Intent and Practice, *The. Nat. Resources J.*, 16(November), 243.

Masinter, A. (2020). The national environmental policy act and the value of information. *New York University Journal of Legislation and Public Policy*, 22(2), 465-494.

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**Session 9: Shared Governance Dilemma****9/21**

Hardin, Garrett. 1969. The Tragedy of the Commons. *Science*, Vol. 162, No. 3859, pp. 1243- 1248.

Berke, Philip. (1998) Reducing Natural Hazard Risks Through State Growth Management, *Journal of the American Planning Association*, 64:1, 76-87, DOI: 10.1080/01944369808975958

Mattiuzzi, E. (2020). The role of county-level agencies in coordinating local climate planning in California. <https://doi.org/10.1016/B978-0-12-815167-9.00021-9>

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**Session 10: State Growth Management****9/26**

Berke, P., & French, S. P. (1994). The Influence of State Planning Mandates on Local Plan Quality. *Journal of Planning Education and Research*, 13, 237–250. <https://doi.org/10.1177/0739456X9401300401>

Spurlock, D. (2018). Do mandates matter for plan quality? Jurisdictional aggregation for a watershed level comparison. *Journal of Environmental Planning and Management*, 61(13), 2257–2279. <https://doi.org/10.1080/09640568.2017.1391070>

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**Session 11: Why Local Planning?****9/28**

Christensen, K. S. (2015). Both Process and Outcome Are Essential to Planning. *Journal of Planning Education and Research*, 35(2), 188–198. <https://doi.org/10.1177/0739456X14566277>

Salisich, Peter and Timothy Trynieck. 2003. “Ch. 2: Land Use Planning”, pp. 25-44, 51-53, in *Land Use Regulation: A Legal Analysis & Practical Application of Land Use Law*, Chicago: American Bar Association.

Jacobs, Harvey and Kurt Paulson. 2009. “Property Rights: The Neglected Theme of American Land Use Planning”, *Journal of the American Planning Association*, 75, 2, pp. 134-143.

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**Session 12: Types of Land Use Plans****10/3**

Kaiser, Edward and David Godschalk. 1995, "Twentieth Century Land Use Planning: A Stalwart Family Tree," *Journal of the American Planning Association*, 61, 3, 1995, pp. 365-85.

Godschalk, D., and Anderson, W. (2012). Chapters 4 (The Role and Status of the Comprehensive Plan in Sustaining Places) and 5 (Planning Scale and Vertical Integration of Plans). In *Sustaining Places: The role of the comprehensive plan*. American Planning Association.

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**Session 13: Goal-Setting and Ecological Design Principles****10/5**

Hester, Randolph. 2006. "Introduction and Selected Text on Principles" in *Design for Ecological Democracy*. Cambridge, MA: MIT Press.

Jabareen, Yosef. 2009. Sustainable Urban Forms: Their Typologies, Models, and Concepts, *Journal of Planning Education and Research*, 26: 38-52.

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**Session 14: Introduction to Plan Quality****10/10**

Berke, P., & Godschalk, D. (2009). Searching for the Good Plan: A Meta-Analysis of Plan Quality Studies. *Journal of Planning Literature*, 23(3), 227–240.

Ryan, Brent. 2011. Reading Through a Plan: A Visual Interpretation of What Plans Mean and How They Innovate, *Journal of the American Planning Association*, 7, 4, pp. 309-327.

Bunnell, Gene and Edward Jepson. 2011. The Effect of Mandated Planning on Plan Quality, *Journal of the American Planning Association*, 77, 4, pp. 338-353.

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**Session 15: Evaluation Application I****10/12**

Review Brent and Gene & Jepson readings

Read Introduction, Climate Action and Environment, and Land Use chapters of the 2022 Carrboro Comprehensive Plan

**Session 16: Evaluation Application II****10/17**

Berke, Philip, Dave Godschalk, Edward Kaiser with Daniel Rodriguez. 2006. Ch. 3: Criteria for Evaluating Plan Quality. Urban Land Use Planning, Chicago: University of Illinois Press, pp. 69-83.

Spurlock, D. (2019). Using plan and ordinance quality to evaluate the implementation of riparian buffer policies. *Landscape and Urban Planning*, 183, 1–11. <https://doi.org/10.1016/j.landurbplan.2018.10.007>

Review Introduction, Climate Action and Environment, and Land Use chapters of the 2022 Carrboro Comprehensive Plan

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**Session 17: Development Management I: Process Overview****10/24**

Godschalk, D. & Malizia, E. (2017). Chapter 2: Design, Development, and Regulation Silos. In *Sustainable Development Projects: Integrated Design, Development and Regulation*. Routledge.

Yigitcanlar, T., Teriman, S. Rethinking sustainable urban development: towards an integrated planning and development process. *Int. J. Environ. Sci. Technol.* 12, 341–352 (2015). <https://doi.org/10.1007/s13762-013-0491-x>

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**Session 18: Development Management II: Tools A****10/26**

Elliot, Donald. 2010. “Chs. 2 and 7” in *A Better Way to Zone: Ten Principles to Create More Livable Cities*. Washington, D.C.: Island Press.

Porter, Douglas. 2007. “Chs. 3, 4 and 5,” in *Managing Growth in America’s Communities*, Washington, D.C.: Island Press, pp. 65-146.

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**Session 19: Development Management III: Tools B****10/31**

Bengston, D. N., Fletcher, J. O., & Nelson, K. C. (2004). Public policies for managing urban growth and protecting open space: policy instruments and lessons learned in the United States. *Landscape and Urban Planning*, 69(2–3), 271–286. <https://doi.org/10.1016/j.landurbplan.2003.08.007>

Condon, P. M., Cavens, D., & Miller, N. (2009). *Urban Planning Tools for Climate Change Mitigation. Lincoln Institute of Land Policy Focus Report*. Cambridge, MA.

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**Session 20: Development Management IV: Implementation and Discretion** **11/2**

Alfasi, N. (2018). The coding turn in urban planning: Could it remedy the essential drawbacks of planning? *Planning Theory*, 17(3), 375–395.  
<https://doi.org/10.1177/1473095217716206>

Liu, W., Beattie, L., & Haarhoff, E. (2021). Outcome-focused plan discretion for facilitating residential intensification: Exploring the insights and experience of property developers and planners. *Land Use Policy*, 109(April), 105607.  
<https://doi.org/10.1016/j.landusepol.2021.105607>

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**Session 21: Development Review: Application A** **11/7**

Fineman, S. (1998). Street-level Bureaucrats and the Social Construction of Environmental Control. *Organization Studies*, 19(6), 953–974.

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**Session 22: Development Review VI: Application B** **11/9**

David, N. P. (2019). The Role of the Development Management Framework in the Implementation of Flexible Planning Tools: Insights from a Tale of a Local Planned Unit Development Project. *Journal of Planning Education and Research*.  
<https://doi.org/10.1177/0739456X19826242>

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**Session 23: Regional Planning: Introduction** **11/14**

Steiner, F. (1983). Regional Planning in the United States: Historic and Contemporary Examples. *Landscape Planning*, 10, 297–315.

Vasishth, A. (2008). A scale-hierarchic ecosystem approach to integrative ecological planning. *Progress in Planning*, 70(3), 99–132.

Zapata, M. A., & Bates, L. K. (2017). Equity Planning or Equitable Opportunities? The Construction of Equity in the HUD Sustainable Communities Regional Planning Grants. *Journal of Planning Education and Research*, 37(4), 411–424.

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**Session 24: Course Synthesis: Planning at the Regional Level** 11/16

Jordan Lake One Water final Vision and Recommendations

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**Session 25: Land Use Case Study: Negotiation Simulation** 11/21

Review materials about negotiation and prepare for your role

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**Session 26: Negotiation Debrief & Course Wrap Up** 11/28

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**Session 27: Presentations** 11/30

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**Session 28: Presentations** 12/5

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