

PPA 250 - California Land Use Policy
Fall 2009
Graduate Program in Public Policy and Administration
California State University, Sacramento

Peter M. Detwiler
Tahoe Hall, Room 1027
Tuesday evenings, 6:00 - 8:50 p.m.

This interdisciplinary graduate course examines how public policies influence land uses. Together we will learn about the basic tools of land use planning and development. Later we will confront the issues that will dominate California's land use agenda as the new century continues to unfold: urban design, affordable housing, redevelopment, and the challenges of social equity. By the semester's end, you will be prepared to cope with these issues in professional settings.

Learning Objectives. By the end of this semester, you will:

- Understand the connections among land use, public finance, and governance.
- Demonstrate insight into how public policies affect land uses.
- Understand the basic legal tools of land use planning and decision making.
- Be able to apply those tools to specific problems facing California communities.
- Work successfully with your colleagues on group projects.
- Improve your critical reading, writing, and speaking skills.

Methods. This course offers you several ways to learn and then apply your lessons. Early in the semester, I'll rely on **lectures** to explore the weekly topics. As the semester progresses, we'll engage in **seminar discussions** that explore the reading assignments. The **writing assignments** allow you to reflect on what you've read. Three **group projects** give you the experience of re-searching, preparing, and presenting professional proposals.

Office Hours. When you need answers to questions or want my advice, you can arrange to meet me on Tuesdays from 4:30 to 5:30 p.m. in Tahoe Hall, or by appointment. You can call me at home (916) 455-4574, or at my Capitol office (916) 651-4115. You can also send me an e-mail message: detwiler@pacbell.net.

Assignments. The **reading assignments** offer you a variety of formats: journal articles that explore theories, magazine articles that offer opinions, reference works that present frameworks, and a book that offers narrative interpretations. *Quite frankly, the readings are extensive.* Based on previous students' experiences, you should plan to spend three hours preparing for every class hour. In other words, you will need to invest about eight to ten hours a week getting ready for the next week's class. The readings are always due on the dates listed in this syllabus.

You ***must*** keep up with the reading assignments to take advantage of my presentations and to participate in the class discussions. You will contribute to your colleagues by drawing on your own professional experiences, your collateral reading, and your other courses. Please come to each Tuesday evening's class prepared with questions to ask or arguments to share.

Making and implementing land use policy is rarely a solitary experience. Professionals must collaborate with one another to achieve success. That's why this course relies so heavily on **group projects** and **class participation**.

There are six **writing assignments**: two essays, a book review, and the three group projects. Besides reviewing your papers' substance, I will reward your clarity, brevity, and organization. Because I place a premium on clear and lively writing, I strongly encourage you to consult Diana Hacker's *Pocket Style Manual*, one of our required books.

You **must** turn in your papers at the beginning of class on the dates listed in this syllabus. I will penalize a late paper a full letter grade for each day that you are late.

Extra Credit. Sometimes an assignment just doesn't turn out the way you wanted: your working group flaked out, you hated the reading assignments, or the book review was a real struggle. You may write another book review to earn 5% extra credit. See Memo I.

Course Reader. Besides reprinting articles, the Course Reader contains nine memos from me to you, explaining your assignments:

- **Memo A** offers useful advice on coping with your reading assignments.
- **Memo B** gives you my recommendations for successful writing.
- **Memo C** describes your **short essay** on "The Social Life of Small Urban Spaces."
- **Memo D** is a detailed explanation of your **book review**.
- **Memo E** explains your **essay** on California's suburbs.
- **Memos F, G, and H** describe the three **group projects**.
- **Memo I** tells you about the **extra credit** opportunity.

Grades. Your semester grade will reflect this schedule:

Assignment A	Essay on "Small Urban Spaces"	5%
Assignment B	Book review of <i>Wye Island</i>	15%
Assignment C	Essay on California's suburbs	20%
Group Project I	Community observation project	10%
Group Project II	Plan evaluation project	10%
Group Project III	Community reinvestment project	20%
Class participation		20%
[Extra credit]		[5%]

Reading List. The semester's required readings include a text (Fulton & Shigley), three books with different approaches to land use issues (Gibbons, Jackson, Leinberger), and a writing resource book (Hacker). In addition, there are on-line chapters and articles. The Course Reader contains other articles and the advisory memos.

Fulton, William and Paul Shigley. (2005.) *Guide to California Planning (3rd Edition)*. Point Arena: Solano Press Books.

Gibbons, Boyd. (2007.) *Wye Island: Insiders, Outsiders, and Change in a Chesapeake Community*. Washington, D.C.: Resources for the Future.

Hacker, Diana. (2008.) *A Pocket Style Manual (Fifth Edition)*. Boston: Bedford/St. Martin's.

Jackson, Kenneth T. (1985.) *Crabgrass Frontier: The Suburbanization of the United States*. New York: Oxford University Press.

Leinberger, Christopher B. (2008.) *The Option of Urbanism: Investing in a New American Dream*. Washington, D.C.: Island Press.

Although the Hornet Bookstore stocks these books, they're also available from on-line retailers. At our first class, I will explain how you can obtain the Course Reader.

Schedule and Assignments. Here is our weekly schedule and the specific assignments for the Fall 2009 semester.

Week 1, September 1: Making Policies, Making Plans. How do policy advisors and decision-makers think about land use policy? Our first evening together includes self-introductions and descriptions of the assignments. Who *are* these other people? And what does he *really* expect from us this semester? This is the evening when you should lots of questions. To prepare for class, you read:

Fulton & Shigley, Chapter 1, "How Planning in California Really Works."
Chapter 2, "The Californias."

Jackson, Introduction.

Leinberger, Introduction

Chapter 1, "Futurama and the 20th Century American Dream."

Campbell, S. (1996). Green cities, growing cities, just cities?" *Journal of the American Planning Association*, 62, 296-312.

Week 2, September 8: Dirt, Dollars, and Duties. Land use, public finance, and governance are inexorably intertwined. This week we examine those connections. Because graduate education is self-education, you prepare yourself by reading:

Fulton & Shigley, Chapter 3, "The Emergence of Urban Planning."

Chapter 4, "The Structure of Planning Decision-Making, Part I."

Chapter 5, "The Structure of Planning Decision-Making, Part II."

Jackson, Chapter 1, "Suburbs as Slums."

Chapter 2, "The Transportation Evolution and the Erosion of the Walking City."

Leinberger, Chapter 2, "The Rise of Drivable Sub-urbia."

Chapter 3, "The Standard Real Estate Product Types."

Course Reader: Detwiler, "Jello Without The Mold."

Memo A: Coping With Your Reading Assignments.

Memo B: Recommendations For Successful Writing.

Memo C: Short Essay on "The Social Life of Small Urban Spaces."

You must also watch the video, "The Social Life of Small Urban Spaces" which is on reserve in the CSUS Library Media Center.

Also **DUE ON THIS DATE** is your short essay on Holly Whyte's video.

Week 3, September 15: The General Plan. Why do the courts call a general plan the constitution for local development? What goes into a general plan? Besides the mandated elements, what about the other content requirements? How can you tell if a general plan is any good? To prepare for tonight's class, you read:

Fulton & Shigley, Chapter 6, "The Basic Tools, Part 1, The General Plan."

Chapter 12, "Doing The Big Deals."

Jackson, Chapter 3, "Home, Sweet Home: The House and the Yard."

Chapter 4, "Romantic Suburbs."

Chapter 5, "The Main Line: Elite Suburbs and Commuter Railroads."

General Plan Guidelines, Chapter 1, "General Plan Basics."

Chapter 3, "Preparing and Amending the General Plan."

Week 4, September 22: Urban Design. How do people use their communities? What makes some places exciting? What condemns most suburbs to mind-numbing mediocrity? We'll discuss the concepts behind the Ahwahnee Principles. To prepare for this class, you read:

Fulton & Shigley, Chapter 18, "Urban and Environmental Design."

Jackson, Chapter 6, "The Time of the Trolley."

Chapter 7, "Affordable Homes for the Common Man."

Leinberger, Chapter 4, "The Consequences of Drivable Sub-urban Growth."

Chapter 5, "The Market Rediscovered Walkable Urbanism."

Southworth, M. (1997). Walkable suburbs? *Journal of the American Planning Association*, 63, 28-44.

Kunstler, James Howard. (2004.) "James H. Kunstler dissects suburbia."

www.ted.com/talks/james_howard_kunstler_dissects_suburbia.html

"The Ahwahnee Principles." www.lgc.org/ahwahnee/principles.html

Corbett, Judith & Joe Velasquez. "Toward More Livable Communities."

www.lgc.org/freepub/community_design/articles/ahwahnee_article/index.html

Course Reader: Memo F: Observe, Record, and Interpret (Group Project I).

Also **DUE ON THIS DATE** is Group Project I, "Observe, Record, and Interpret."

Week 5, September 29: Regulating Land Uses. Where do governments get their power to regulate the use of private property? Among the most traditional methods of regulating land use are zoning and use permits. Why is there so much litigation? To prepare for the class, you read:

Fulton & Shigley, Chapter 7, "The Basic Tools, Part 2."

Jackson, Chapter 9, "The New Age of Automobility."

Chapter 10, "Suburban Development Between the Wars."

Course Reader: AB 838 (Spitzer, 2003) bill analysis.

Nelson, Arthur C. (2006). Leadership in a New Era. *Journal of the American Planning Association*, 72, 393-407.

Malizia, Emil. (2006). Comment on "Planning Leadership in a New Era." *Journal of the American Planning Association*, 72, 407-409.

Week 6, October 6: Housing For All. How can we reach the goal of safe, decent, and affordable housing for everyone? Statewide housing policy expert Cathy Creswell joins us this week to lead an exploration of statutory requirements and market realities. To prepare for her presentations, you read:

Fulton & Shigley, Chapter 16, "Housing."

Jackson, Chapter 11, "Federal Subsidy and the Suburban Dream."

Chapter 12, "The Cost of Good Intentions."

Course Reader: Department of Housing & Community Development, "The State of Housing in 2009."

Department of Housing & Community Development, "State Housing Element Law."

Department of Housing and Community Development, "Housing Element Working Group Final Report," 2004. www.hcd.ca.gov/hpd/hrc/plan/he/hewrkgrprpt.pdf

Wardrip, Keith E. (2009). *Out of Reach 2009*. 1-15 & 28-30.

www.nlihc.org/oor/oor2009/oor2009pub.pdf

Basolo, Victoria & Corianne P. Scally. (2008). State Innovations in Affordable Housing Policy. *Housing Policy Debate*, 19, 741-774.

www.mi.vt.edu/data/files/hpd%2019.4/basolo-scally_web.pdf

Week 7, October 13: Environmental Review. Why is the California Environmental Quality Act (CEQA) one of the most potent land use laws? Where did CEQA come from? After more than three decades, why is it still controversial? To prepare for the class, you read:

Fulton & Shigley, Chapter 9, "The California Environmental Quality Act."

Chapter 22, "Structure of Natural Resources Protection."

Chapter 23, "Endangered Species: Habitat Protection."

Chapter 24, "Other Natural Resource Issues."

Olshansky, R. B. (1996). The California Environmental Quality Act and local planning. *Journal of the American Planning Association*, 62, 313-330.

General Plan Guidelines, Chapter 7, "CEQA and the General Plan."

Course Reader: Memo G, Plan Evaluation Project.

Also **DUE ON THIS DATE** is Group Project II, "Plan Evaluation."

Week 8, October 20: Wye Island. An intense narrative of James Rouse's plan to develop a Chesapeake Bay island, *Wye Island* is a modern classic of land use literature. Set in Maryland in the early 1970s, this true story may teach us a lot about land use decisions in California at the start of the 21st Century. Is California in 2009 that much different from Maryland in 1974? To prepare for this evening's discussion, you read:

Gibbons, *Wye Island* (the entire book).

Week 9, October 27: Developing Land. For many Californians, land is not a resource to be conserved, but a commodity that's bought and sold. How do large parcels become smaller, marketable lots? To prepare for the class, you read:

Fulton & Shigley, Chapter 8, "The Basic Tools, Part 3: The Subdivision Map Act."

Chapter 11, "Traditional Growth Management."

Chapter 17, "The Emergence of 'Smart Growth.'"

Jackson, Chapter 13, "The Baby Boom and the Age of the Subdivision."

Leinberger, Chapter 6, "Defining Walkable Urbanism: Why More Is Better."

Chapter 7, "Unintended Consequences of Walkable Urbanism."

Downs, A. (2005). Smart growth. *Journal of the American Planning Association*, 71, 367-378.

Course Reader: Memo B: Recommendations For Successful Writing.

Memo D: Writing A Book Review.

Also **DUE ON THIS DATE** is your book review of *Wye Island*.

Week 10, November 3: Exactions and Takings. The Constitution protects property rights, but governments can regulate private property. When landowners propose development, what can public officials require? What does the Constitution allow and what do the statutes permit? How do practitioners put these rules into practice? To prepare for our discussion with this evening's guest speaker, Bill Higgins, you read:

Fulton & Shigley: Chapter 10, "Exactions."

Chapter 13, "The Consequences of Regulation."

Course Reader: Bill Higgins, "Regulatory Takings and Land Use Regulation."

Week 11, November 10: Fiscalization of Land Use. This evening we explore the links between dollars and dirt. What are the fiscal consequences of land use decisions? What are the land use consequences of fiscal decisions. To prepare, you read:

Jackson, Chapter 14, "The Drive-In Culture of Contemporary America."

Fulton & Shigley, Chapter 14, "Economic Development."

Chapter 19, "Infrastructure and Infrastructure Finance."

Chapter 20, "Transportation Planning and Funding."

Chapter 21, "School Facilities Planning."

Week 12, November 17: Redeveloping California. Redevelopment agencies have literally changed the way that California's communities look; mostly for the better. But redevelopment remains intensely controversial. What's the future of property tax increment financing? To prepare for this week's class, you read:

Fulton & Shigley, Chapter 15, "Redevelopment."

Dardia, PPIC Research Brief, "Redevelopment and the Property Tax Revenue Debate."

www.ppic.org/content/pubs/rb/RB_298MDRB.pdf

Fontana Redevelopment Agency v. Torres, (2007) 153 Cal.App. 4th 902.

Course Reader: SB 1771 (Romero, 2008) bill analysis.

Week 13, November 24: Drawing Boundaries. More than just an exercise in cartographic neatness, drawing local boundaries controls who gets public services, who gets the revenues, and who regulates land use. How these decisions affect development patterns is tonight's focus. To prepare for the class, you read:

Jackson, Chapter 8, "Suburbs into Neighborhoods ... Municipal Annexation."

Course Reader: Attorney General's Opinion No. 07-206 (June 27, 2008).

Week 14, December 1: Planning For Whom? Planning involves choices and choices invoke values. What will California look like later this century? How will private firms and public agencies shape land use patterns as the 21st Century unfolds? Where does environmental justice fit it? To prepare for this evening's class, you read:

Fulton & Shigley, "Conclusion."

Jackson, Chapter 15, "The Loss of Community in Metropolitan America."

Chapter 16, "Retrospect and Prospect."

Leinberger, “Achieving the Next American Dream.”

Boone, C. G., & Modarres, A. (1999). Creating a toxic neighborhood in Los Angeles county. *Urban Affairs Review*, 35, 163-187.

Carter, Majora. (2006). “Majora Carter’s tale of urban renewal.”

www.ted.com/talks/majora_carter_s_tale_of_urban_renewal.html

General Plan Guidelines, Chap. 2, “Sustainable Development & Environmental Justice.”

Week 15, December 8: Community Reinvestment. Your Working Group presents the results of Group Project III, “Community Reinvestment” which is **DUE ON THIS DATE**. Each Working Group recommends a community reinvestment proposal for the Florin Road area. A panel of experts offers constructive criticism on both the proposal’s content and your presentation skills. To prepare for this assignment, you read:

Course Reader: Memo H: Community Reinvestment Project.

Week 16, December 15: Concluding Thoughts. In our final class meeting, we’ll review last week’s “Community Reinvestment” projects by focusing on what worked well and what needed improvement. Everyone completes the University’s formal “Faculty Evaluation Report.” You also have a chance to provide more detailed reactions by filling out my less formal questionnaire. It’s optional, but still completely anonymous.

Course Reader: Memo B: Recommendations For Successful Writing.

Memo E: Thoughts on California’s Suburbs.

DUE ON THIS DATE is your culminating essay on California’s suburbs.

At your option, the extra credit book review (Memo I) is **DUE ON THIS DATE**.

Version: August 25, 2009