

RUTGERS, THE STATE UNIVERSITY OF NEW JERSEY
Bloustein School of Planning and Public Policy

970:501:01 HISTORY AND THEORY OF PLANNING
Monday 9:50 - 12:30 Civic Square, Room 253

ROBERT W. LAKE
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OFFICE HOURS: Mon & Wed, 2-4 p.m., or by appointment
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INTRODUCTION and OVERVIEW

One of the core requirements for the MCRP degree at the Bloustein School is that you complete a course in the history and theory of planning. The American Institute of Certified Planners (AICP) tests your knowledge of the history and theory of planning when certifying you as a professional planner. So this is a course in the “History and Theory of Planning.”

Beyond that, nothing is very clear. That is because the meaning, significance, and content of the terms “history,” “theory,” and “planning” are in much dispute. There is no one history or theory of planning on which everyone agrees. There can be many different histories of the same period, people and events, depending on (among other things) who is doing the telling, whose history is being told, and who decides what to include and what to leave out. Who counts as a “planner” in the history of planning? Is the history of planning a story about those doing the planning or about those affected by the plan? Or is it about the relationship between the two? Is planning history a description of the development of the profession, a record of evolving methods or styles of planning practice, a heroic narrative about great planners in history, a history of ideas about what planning should be, or all (or none) of the above? Or is planning history about the introduction, rejection, and evolution of planning theories and, if so, which theories should it include? What is the relationship, if any, between theories *of* planning (theories about what planning is or should be) and theories *in* planning (theories about neighborhoods, cities or regions that planners use to do their work)?

This course explores these questions by placing planning history and theory in the context of their times. Planning—whether practice or theory—does not happen in a vacuum, disconnected from everything else going on in the world. The theory and practice of planning reflect, and sometimes influence, what is happening in the wider world of which they are a part. This much seems obvious. But the late nineteenth and twentieth centuries, when planning emerged as a formally institutionalized and professionalized activity, were dynamic, exciting, sometimes chaotic and often dangerous times, encompassing mass industrialization, rapid urbanization, demographic shifts, economic restructuring, world-wide wars, intellectual ferment, scientific breakthroughs, technological innovations, political realignments, social and cultural upheavals, global migrations, and much, much more.

We will seek to understand planning by asking how it arose and evolved in the midst of this ferment and how planning reflects the ambitions, contradictions, and challenges of its times. We will ask, in particular, how the practice of planning emerged within—and contributed to—prevailing ideological commitments to the project of *modernism*, defined as a belief in the possibility of progress and the application of scientific and technological knowledge to social and economic problems—what James C. Scott, in *Seeing Like a State* (1998, p. 4), called “the rational design of social order commensurate with the scientific understanding of natural laws.”

What can we learn by understanding the theory and practice of planning as informed by, and in reaction against, the project of modernism? Planning has embodied both the promise and the challenges of modernism, producing debates that continue to occupy planning theorists and practitioners alike. If planning relies on the possibility of progress, how is progress defined and is it best achieved through large-scale visionary designs or small incremental change? If planning seeks solutions to social and economic problems, how are such problems identified, and by whom? How can a commitment to a vision of the public interest and to collective problem-solving be reconciled with liberal individualism and free-market ideology? If planning entails the application of science to problem-solving, how is planning's technical expertise aligned with the view from the street where people actually live their lives and experience the effects of technical interventions? Is planning a practice of science or of politics or both? The answers to these questions in particular times and places constitute the history and theory of planning that will engage us over the semester.

LEARNING GOALS AND OBJECTIVES

By the end of the semester, you should be able to:

- Demonstrate your familiarity with the major debates and issues in planning history and theory.
- Understand and evaluate the variety of answers to the question: "What is planning?"
- Situate the evolving theory and practice of U.S. planning in the context of broad intellectual, social, political, economic, and global trends.
- Identify and discuss reasons for divergence between what planning is and what planning should be.
- Establish your individual identity as a planner within the range of possibilities presented by the history and theory of the field.

EXPECTATIONS AND REQUIREMENTS

1. Reading and active participation in seminar discussions [40%].

This is a *graduate-level seminar*, in which each seminar member shares responsibility to actively participate in the teaching and learning that we accomplish in class each week. Active participation *requires*:

- regular class attendance
- completing the assigned readings in full in advance of each week's class meeting
- engaging with other seminar members in the respectful and constructive exchange of ideas
- in-class oral presentation of research (more on this below)

2. Completion of four written reflection papers (3-5 pages each) discussing and evaluating the assigned readings [30%].

You may select readings for *any four weeks* during the semester as the subject of your reflection papers—but you must submit four essays by the last class meeting on December 14th. Guidelines for preparing reflection papers are posted on the class Sakai site and will be distributed at the first class meeting. Your essays should not merely summarize the readings; rather, they should offer a critical assessment of, and engagement with, ideas or issues in the readings.

Reflection papers are due at the beginning of the class session in which the reading is assigned and discussed. **Late papers will not be accepted.** Submit your papers as an e-mail attachment (.docx or .pdf) before class, in hard copy at the beginning of the class period, or in the Dropbox on the class

Sakai site. Papers must be typed, double-spaced, in 12-point font and must conform to professional standards of grammar, punctuation, and citation format.

3. Preparation of an 8-12 page written research paper and in-class oral presentation [30%].

Research and write an 8-12 page paper (excluding illustrations and references) on a topic in the history and theory of planning, selected from the *Themes* and *People* listed in the class schedule below. Guidelines for preparing research papers will be posted on the class Sakai site and will be distributed at the first class meeting. Written papers must be typed, double-spaced, in 12-point font and must conform to professional standards of grammar, punctuation, and citation format.

Selection of a research topic entails responsibility to give **a 15-20 minute in-class oral presentation** on the date for that topic indicated in the class schedule. Please note the following deadlines:

- **Choose and sign up for your research topic:** in class on **January 30th** (week 2).
- **In-class oral presentation:** on the date indicated in the class schedule corresponding to your chosen topic.
- **Submit written paper:** one or two weeks following your in-class oral presentation.
If your in-class presentation occurs *on or before March 27th*, submit your written paper within **two weeks** after your oral presentation.
If your in-class presentation occurs *after March 27th*, submit your written paper within **one week** after your oral presentation.

ACADEMIC INTEGRITY

Plagiarism, cheating, or any other form of academic dishonesty will not be tolerated, will result in a grade of 'F' or zero (0) for the assignment in question, and may jeopardize your continued enrollment in the program. Plagiarism includes but is not limited to the use of another's words or ideas without proper attribution. Please familiarize yourself with the University's policy on plagiarism and academic integrity found at the following sources:

<http://academicintegrity.rutgers.edu/>

<http://gsnb.rutgers.edu/academic-integrity-grad-students>

REQUIRED READINGS

The following required text is available at the Rutgers Bookstore:

Susan Fainstein and James DeFilippis, editors. 2016. *Readings in Planning Theory*, **4th edition**. Oxford: Wiley-Blackwell. **[Listed as RIPT in the Class Schedule below]**

All other required readings listed in the Class Schedule will be posted under "Resources" on the class Sakai site.

CLASS SCHEDULE AND READINGS

JANUARY 23 INTRODUCTION AND OVERVIEW

Themes: What is history? What is theory? What is planning? Why should you care?
Read: RIPT, "Introduction: The structure and debates of planning theory," pp. 1-18.
 Donald Krueckeberg, 1997. "Planning history's mistakes." *Planning Perspectives* 12: 269-279.
 American Planning Association (APA), Timeline of American Planning History
<http://www.txplanning.org/files/183/download>

JANUARY 30 SOCIETY, ECONOMY, AND THE CITY IN HISTORY

Themes: Feudalism, Enclosure Movement, Industrial Revolution, Urbanization, Liberalism, Market Economy
People: Thomas Hobbes, Jean-Jacque Rousseau, John Locke, John Stuart Mill, Adam Smith
Read: Raymond Williams, 1973. *The Country and the City*.
 Ch. 7 "The morality of improvement," pp. 60-67
 Ch. 19 "Cities of darkness and of light," pp. 215-232
 Lewis Mumford, 1961. "Commercial expansion and urban dissolution," in *The City in history*, pp. 410-445.

FEBRUARY 6 HIGH MODERNISM AND THE PROMISE OF SCIENCE

Themes: European Enlightenment, Scientific Revolution, Positivism, Paradigms, Sanitary Reform, Settlement House Movement, Rational Planning
People: Francis Bacon, Rene Descartes, Auguste Comte, Henri Saint-Simon, Charles Booth
Read: RIPT, Ch. 3 James C. Scott, "Authoritarian high modernism," pp. 75-93.
 David Harvey, 1990. Ch. 2 "Modernity and modernism," in *The Condition of Postmodernity*, pp. 10-38.
 John Fairfield. 1994. "The scientific management of urban space: professional city planning and the legacy of progressive reform." *J. of Urban History* 20: 179-204.
 John Goodman. 1971. "The public interest through scientific management," in *After the Planners*, pp. 157-170.
New York Times. 1865. "European sanitary reform: the British sanitary legislation," July 15.

FEBRUARY 13 PLANNING VISIONARIES—"MAKE NO SMALL PLANS"

Themes: Urban Utopianism, Garden City Movement, City Beautiful Movement, Chicago Columbian Exposition, Progressive Movement, Radburn, NJ
People: Ebenezer Howard, Frank Lloyd Wright, Le Corbusier, Daniel Burnham, Frederick Law Olmsted, Lewis Mumford
Read: RIPT, Ch. 1 Robert Fishman, "Urban utopias in the 20th century," pp. 23-50.
 James C. Scott, 1998. "The high-modernist city: an experiment and a critique," in *Seeing Like a State*, pp. 103-146.
 Jon Peterson, 1983. "The city beautiful movement: forgotten origins and lost meanings," in D. Krueckeberg, ed., *Introduction to Planning History*, pp. 40-57.
 Sam Roberts, 2011. "200th birthday for the map that made New York." *New York Times*, March 20.

FEBRUARY 20 ROBERT MOSES—PLANNING NEW YORK

- Themes:** New Deal/WPA, Parkways, Jones Beach State Park, Triborough Bridge and Tunnel Authority, Regional Plan Association
- People:** Robert Moses, Rexford Tugwell, Edmund Bacon
- Read:** Robert Caro, 1975. "The meat ax," in *The Power Broker*, pp. 837-849.
 Kenneth Jackson, "Robert Moses and the rise of New York," in H. Ballon and K. Jackson, eds. *Robert Moses and the Modern City*, pp. 67-71.
 Owen Gutfreund, "Rebuilding New York in the auto age," in H. Ballon and K. Jackson, eds. *Robert Moses and the Modern City*, pp. 86-93.
 Marshall Berman, 1988. "Robert Moses: The expressway world," in *All That Is Solid Melts Into Air*, pp. 290-312.
 Paul Goldberger, 1981. "Robert Moses, master builder, is dead at 92," *New York Times*, July 30.

FEBRUARY 27 PLANNING IN CAPITALIST SOCIETY

- Themes:** Capitalism, Circulation and Accumulation of Capital, Commodification of Land, Land Markets, State in Capitalism/Capitalist State
- People:** Karl Marx, Friedrich Engels, David Harvey
- Read:** RIPT, Ch. 5 Robert Fogelson, "Planning the capitalist city," pp. 110-116.
 David Harvey, 1985. "On planning the ideology of planning," in *The Urbanization of Capital*, pp. 165-184.
 David Harvey, 2001. "From managerialism to entrepreneurialism: The transformation of urban governance in late capitalism," in *Spaces of Capital*, pp. 345-368.
 Rachel Weber, 2002. "Extracting value from the city: Neoliberalism and urban redevelopment," in N. Brenner and N. Theodore, eds. *Spaces of Neoliberalism*, pp. 172-193.

MARCH 6 PUBLIC PLANNING: REGULATION AND MARKETS

- Themes:** Self-regulating (Free) Market, Market Failure, Regulation, Neoliberalism, Public Interest, Public Goods, Utilitarianism, Cost-Benefit Analysis
- People:** Jeremy Bentham, Edmund Burke, John Maynard Keynes, Karl Polanyi, Friedrich Hayek, Milton Friedman
- Read:** RIPT, Ch. 9 Richard Klosterman, "Arguments for and against planning," pp. 169-186.
 RIPT, Ch. 10 Heather Campbell, Malcolm Tait & Craig Watkins, "Is there space for *better* planning in a neoliberal world? Implications for planning theory and practice," pp. 187-213.
 Herbert Gans, 1968. "The federal role in solving urban problems," in *People and Plans*, pp. 278-302.
 Michael Dear, 1989. "Privatization and the rhetoric of planning practice," *Environment and Planning-D: Society and Space* 7: 449-462.
 Milton Friedman, 2002. "The role of government in a free society," in *Capitalism and Freedom*, pp. 22-36.

MARCH 13 NO CLASS – SPRING BREAK

MARCH 20 URBAN RENEWAL

- Themes:** Housing Acts of 1937, 1949 & 1954, FHA/HUD, Urban Crisis, Civil Disorders, Model Cities Program, Maximum Feasible Participation, Urban Development Action Grants, Community Development Block Grants (CDBG), Eminent Domain
- People:** Catherine Bauer, Charles Abrams, Robert Weaver, Edward Logue, Martin Anderson, Herbert Gans, Chester Hartman
- Read:** Jewel Bellush and Murray Hausknecht, 1967. "Urban renewal: An historical overview," in *Urban Renewal: People, Politics and Planning*, pp. 3-16.
 William Alonso, 1966. "Cities, planners, and urban renewal," in James Q. Wilson, ed. *Urban Renewal: The Record and the Controversy*, pp. 437-453.
 Herbert Gans, 1968. "The failure of urban renewal: A critique and some proposals," in *People and Plans*, pp. 260-277.
 Catherine Bauer. 1946. "Is urban redevelopment possible under existing legislation?" *Planning: Proceedings of the Annual Meeting, American Society of Planning Officials*, 62-70.
 George Nesbitt, 1949. "Relocating Negroes from urban slum clearance sites." *Land Economics* 25: 275-288.
 Susan Fainstein, 2005. "The return of urban renewal." *Harvard Design Magazine* 1-5

MARCH 27 PLANNING FROM MODERNISM TO POSTMODERNISM

- Themes:** Systems Analysis, Postmodernism, Governmentality, Identity, Subjectivity
- People:** Herbert Simon, Michel Foucault, Nancy Fraser, John Friedmann
- Read:** RIPT, Ch. 7 Patsy Healey, "The planning project," pp. 139-155.
 RIPT, Ch. 8 Ash Amin, "Urban planning in an uncertain world," pp. 156-168.
 John Friedmann, 1993. "Toward a non-Euclidean mode of planning," *Journal of the American Planning Association* 59: 482-485.
 Robert Beauregard, 1989. "Between modernity and postmodernity: The ambiguous position of US planning." *Environment & Planning D* 7: 381-395.
 Robert Lake, 1992. "Planning and applied geography." *Progress in Human Geography* 16: 414-421.
 Charles Lindblom, "The science of 'muddling through,'" *Public Administration Review* 19: 79-88.
 Donald Schon, 1982. "Some of what a planner knows: a case study of knowing-in-practice." *Journal of the American Planning Association* 48: 351-364.

APRIL 3 JANE JACOBS: PLANNING FROM BELOW

- Themes:** Neighborhood Planning, Planning as Process, Forms of Expertise, Experiential vs. Technical Knowledge, Who plans?
- People:** Jane Jacobs
- Read:** RIPT, Ch. 4 Jane Jacobs, "The death and life of great American cities," pp. 94-109.
 Jane Jacobs, 1961. "The kind of problem a city is," in *The Death and Life of Great American Cities*, pp. 428-448.
 Marshall Berman, 1988. "The 1960s: A shout in the street," in *All That Is Solid Melts Into Air*, pp. 312-329.
 Lewis Mumford, 1962. "The sky line: Mother Jacobs' home remedies," *The New Yorker*, pp. 148-179.
 Robert Fulford, "When Jane Jacobs took on the world," *NY Times*, Feb. 16, 1992.
 Douglas Martin, "Jane Jacobs, urban activist, is dead at 89," *NY Times*, Apr 25, 2006.

APRIL 10 ADVOCACY AND EQUITY PLANNING

- Themes:** Advocacy Planning, Equity Planning, Objectivity, Power, Politics and Planning
- People:** Paul Davidoff, Walter Thabit, Norman Krumholz
- Read:** RIPT, Ch. 13 Susan Fainstein, "Spatial justice and planning," pp. 258-272.
 RIPT, Ch. 16 Laura Wolf-Powers, "Understanding community development in a 'theory of action' framework: norms, markets, justice," pp. 324-347.
 RIPT, Ch. 21 Paul Davidoff, "Advocacy and pluralism in planning," pp. 427-442.
 John Friedmann, 1998. "The new political economy of planning: The rise of civil society," in *Cities for Citizens*, pp. 19-35.
 Sherry Arnstein, 1969. "A ladder of citizen participation." *Journal of the American Institute of Planners* 35: 216-224.
 Pierre Clavel. 1994. "The evolution of advocacy planning." *Journal of the American Planning Association* 60: 146-149.

APRIL 17 COMMUNICATIVE/DELIBERATIVE/PARTICIPATORY PLANNING

- Themes:** Public Sphere, Public Space, Communicative Rationality, Deliberative Democracy, Participatory Planning, Participatory Action Research
- People:** Jürgen Habermas, John Forester, Patsy Healey, Judith Innes
- Read:** RIPT, Ch. 17 Frank Fischer, "Participatory governance: from theory to practice," pp. 348-362
 RIPT, Ch. 19 Iris Marion Young, "Inclusion and democracy," pp. 389-406.
 RIPT, Ch. 20 Leonie Sandercock, "Toward a cosmopolitan urbanism: from theory to practice," pp. 407-426.
 RIPT, Ch. 22 June Manning Thomas, "The minority-race planner in the quest for the just city," pp. 443-463.
 Karen Umemoto, 2001. "Walking in Another's Shoes: Epistemological Challenges in Participatory Planning," *Journal of Planning Education and Research* 21: 17-31.
 Judith Innes and David Booher, 2004. "Reframing public participation: strategies for the 21st century." *Planning Theory and Practice* 5: 419-436.

APRIL 24 PLANNING, PROTEST, AND ACTIVISM

- Themes:** Community Organizing, Activism, Protest, Social Movements
- People:** Frances Fox Piven, Iris Marion Young, Leonie Sandercock, Manuel Castells
- Read:** RIPT, Ch. 24 Faranak Miraftab, "Insurgent planning: situating radical planning in the global south," pp. 480-498.
 William Sites, Robert Chaskin and Virginia Parks, 2007. "Reframing community practice for the 21st century: Multiple traditions, multiple challenges." *Journal of Urban Affairs* 29: 519-541.
 Frances Fox Piven, 2006. "The nature of disruptive power," in *Challenging Authority: How Ordinary People Change America*, pp. 19-36.
 Iris Marion Young, 2001. "Activist challenges to deliberative democracy." *Political Theory* 29: 670-690.
 Leslie Kaufman and Kate Zernike. 2012. "Activists fight green projects, seeing U.N. plot," *New York Times*, February 3.

MAY 1**SUMMARY: PLANNERS, PLANNING, PRACTICE, ETHICS****Themes:**

Planning Theory, Planning Practice, Planning Ethics

Read:

RIPT, Ch. 23 Martin Wachs, "The past, present, and future of professional ethics in planning, pp. 464-479.

John Friedmann, 2000. "The good city: in defense of utopian thinking," *International Journal of Urban and Regional Research* 24: 460-472.

"AICP code of ethics and professional conduct,"

<https://www.planning.org/ethics/ethicscode.htm>

Peter Marcuse, 1976. "Professional ethics and beyond," *Journal of the American Planning Association* 42: 264-274.

Douglas Amy, 1984. "Why policy analysis and ethics are incompatible." *Journal of Policy Analysis and Management* 3: 573-591.

Raphael Fischler, 2012. "Fifty theses on urban planning and urban planners." *Journal of Planning Education and Research* 32: 107-114.