

UP 494-RP Equitable Land Use: Zoning for Equity
University of Illinois, Urbana-Champaign
Department of Urban & Regional Planning
Spring 2023

COURSE DESCRIPTION

Planners have recognized for decades that the tools, policies, and practices of land-use planning perpetuate and reinforce inequities between white, wealthy, and native-born people, on the one hand, and Black, Latino, Asian, Native, low-income, and foreign-born people on the other. This course begins from the proposition that if planners helped build American Apartheid, they can and should work to overcome this inequitable legacy by building more equitable cities and metropolitan areas. Among the many domains in which planners work, none is more important—and more exclusively the responsibility of planners—than land use. Across the U.S., by far the dominant tool of land-use planning is zoning, which was invented and adopted in the 1910s and 1920s, when white supremacist and native ideologies infused the thinking and action of professionals, scholars, and elected and appointed officials at all levels of the U.S., up to and including [President Woodrow Wilson](#).

Inequities are baked into planning and zoning differently from one U.S. state to another and even within states. Therefore, there's no one-size-fits-all approach to zoning for equity. For this reason, this class takes an approach in which you'll learn the general story at the national level and then studies how zoning works in the Champaign-Urbana area, diving into the zoning ordinance(s) of one or two cities in the area. We'll be doing this exploration in part by contributing to the [Illinois Zoning Atlas](#), part of the [National Zoning Atlas](#) project.

Our class runs in parallel with an almost identical class taught at the University of North Carolina at Chapel Hill in Spring 2023, in which students will also be working on the National Zoning Atlas. Three times during the semester, the Thursday class session will be replaced with a cross-campus Collaborative Learning Lab in which you'll share your observations about local zoning in our locations.

LEARNING OBJECTIVES

- Identify the contexts and outcomes of exclusionary zoning in the U.S.
- Distinguish ways that different actors have built and reinforced exclusionary zoning
- Understand how zoning for equity has worked and been won in the past
- Discover local manifestations, outcomes, and responses to zone for equity
- Formulate local proposals to zone for equity

ASSESSMENT

Attendance and class participation: 150 points. 10 points will be awarded per week based on evidence of your engagement with the material and interaction in the classroom.

Assignments (Rubrics forthcoming soon)

1. Zoning equity criteria and the National Zoning Atlas. Due at 11:59 PM Monday, 2/13. 300 points.

Part 1: Subject-specific metrics. Based on our discussions in class, develop a final set of metrics deriving from the Equity in Zoning Policy Guide that you would use to tell whether a locality's zoning is equitable.

Part 2: 500-word reflection. Having read How to Make a Zoning Atlas developed metrics based on the Equity in Zoning Policy Guide, what do you consider to be strengths and shortcomings of the National Zoning Atlas project in making zoning practice more equitable?

2. Build the NZA for jurisdictions in our area; reflect on what's missing. Due at 11:59 PM Monday, 3/27. 350 points.

For this second assignment, the work will focus on analyzing the zoning in Champaign and/or Urbana, using the directions provided by "How to Build a Zoning Atlas." More details will be provided before we start working on the assignment based on students' background, the complexity of the work, and amount of work required for each city. This assignment includes:

Part 1: Report on what you found, using the Connecticut case presented in "Zoning by a Thousand Cuts" as an example.

Part 2: Equity analysis: What can you say at this point about how well these zoning ordinances meet equity metrics, based on the coding (and map)?

3. Final reflection: The Atlas and equity. 1000-word essay, due at 11:59 PM Monday 5/1. 150 points.

Having worked on the Atlas and read more extensively on zoning for equity, what do you consider to be strengths and shortcomings of the National Zoning Atlas in making zoning practice more equitable? More broadly, what are the strengths and shortcomings of zoning reform in making society more equitable? Do the National Zoning Atlas, or zoning reform more broadly indicate a path towards social justice?

4. Zoning for equity in Champaign-Urbana. Due May 9, 11:59 PM. 400 points.

For this assignment, students will identify applied research projects they conduct as individuals or in a group on how zoning affects equity-related issues in Champaign-Urbana. Students will have the opportunity to identify a land use-related issue that matters to them (e.g., missing middle housing, low-income housing development, home-based businesses, homeless shelters, mobile homes) and will then work with the instructor to identify the best strategy for documenting the problem(s) and identifying solutions. More details about this assignment will be worked out collaboratively within the class and specified before spring break.

Final grades will be assigned based upon the maximum point score of 1350, such that:

- A: 1255–1350
- A-: 1215–1254
- B+: 1174–1214
- B: 1120–1173
- B-: 1080–1119
- C+: 1039–1079
- C: 985–1038
- C-: 945–984
- D+: 904–944
- D: 850–903

D-: 810-849

F: 0-809

COURSE SCHEDULE

Week 1: Tuesday, 1/17: Introduction

- Introducing ourselves
- In class: Pfeiffer, [Positionality and Reflectivity](#) video + conversation

Week 1: Thursday, 1/19: A primer on land-use regulations in the U.S.

- Homework in this order:
 - Watch City Beautiful, “[An Introduction to Zoning](#)” (5:57)
 - Read Fulton, W. and P. Shigley (2005). “Zoning.” In *Guide to California Planning, 3rd Edition*.
 - Read Pendall, R., R. Puentes, and J. Martin (2006). [From Traditional to Reformed: A Review of the Land Use Regulations in the Nation’s 50 largest Metropolitan Areas](#), Brookings Institution Metropolitan Policy Program.

Week 2: Tuesday, 1/24: Origins of Exclusionary Zoning

- Homework in this order:
 - Read Jackson, K. T. (1987). Chapter 3 Home, Sweet Home: The House and the Yard. In *Crabgrass frontier: The suburbanization of the United States* (pp. 45–72). Oxford University Press.
 - Watch Whittemore, “[Home Sweet Home](#)” (27:55)
 - Watch Pendall, “[What to expect in the Whittemore Article](#)” (2:41)
 - Read Whittemore, A. H. (2021). [Exclusionary Zoning](#). *Journal of the American Planning Association*, 87(2), 167–180.

Week 2: Thursday, 1/26: The current debate on ending single-family zoning

- Homework in this order:
 - Watch PBS NewsHour, 11/23/2019, “[How Minneapolis became the first to end single-family zoning](#)” (10:36).
 - Read Viewpoints and responses about ending single-family zoning. *Journal of the American Planning Association*, 86(1), 106-128.

Week 3: Tuesday, 1/31: Equity in Zoning Principles

- Homework in this order:
 - Read APA Equity in Zoning Policy Guide, Delegates’ draft 12-9-22. Everyone skim the whole thing; individual deeper-dive assignments will be made at least one week previously based on enrollment.

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- For your assignment within the Equity in Zoning Policy Guide, identify metrics you would use to screen a local zoning ordinance for its level of equity; bring your metrics to class ready to discuss. We will revise in class.

Week 3: Thursday, 2/2: Introducing the National Zoning Atlas

- Homework in this order:
 - Browse the [National Zoning Atlas](#) website. Review the [Connecticut Atlas](#), which is the most detailed.
 - Read Bronin, Sara C. 2021. “Zoning by a Thousand Cuts”. Read pages 1-23 and skim the rest to see the results.
 - Read Bronin, Sara C. and Ilya Ilyankou. 2022. “How to Make a Zoning Atlas.” Read pages 1-21, skim pages 22-63.

Week 4: Tuesday, 2/7: Comparing the goals of the APA Policy Guide & NZA

- Homework in this order:
 - Review everyone’s (revised) metrics from the Equity in Zoning Principles.
 - With these metrics in mind, how well will the coding process in the NZA allow you to tell whether a jurisdiction’s ordinance meets equity metrics? (Pay special attention to your own metrics.) What more would analysts need to find out before you could tell?

Week 4: Thursday, 2/9: Exclusionary zoning precedents and complements

- Homework in this order:
 - Read Nightingale, C. (2012). “Camouflaging the Color Line in Chicago.” In *Segregation: A Global History of Divided Cities* (pp. 295–331).
 - Watch Reece, “[Racial zoning](#)” (19:51)

Week 5: Monday, 2/13: Assignment 1 due by 11:59 PM

Week 5: Tuesday, 2/14: Discussion of Assignment 1 and implications for the next assignments

Week 5: **Note change of date** Friday 2/17 9-10:30 (online): Collaborative Learning Lab 1

Week 6: Tuesday, 2/21: Workshopping Assignment 2

Week 6: Thursday, 2/23: Segregation and the “free” market: How big builders created zoning

- Homework in this order:

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- Watch Pendall, [“The roaring 1920s and the rise of the community builders”](#) (11:59)
- Read Weiss, M. (1989). The Rise of the Community Builders. In B. M. Kelly & Long Island Studies Institute (Eds.), *Suburbia re-examined* (pp. 145–155). Greenwood Press.
- Watch Reece, [“Racially restrictive covenants in the suburbs”](#) (26:36)

Week 7: Tuesday, 2/28: The role of zoning in ingraining residential segregation

- Homework in this order:
 - Watch Pendall, [“Spread of zoning and subdivision regulations”](#) (5:13)
 - Read Hirt, S. (2015). [The rules of residential segregation: US housing taxonomies and their precedents](#). *Planning Perspectives*, 30(3), 367–395.
 - Read [Village of Euclid v. Ambler Realty Co., 272 U.S. 365 \(1926\)](#)
 - Watch Reece, [“Euclid and its dissenters”](#) (17:35)
 - Watch Pendall, [video on the Great Depression](#) (4:07)

Week 7: Thursday, 3/2: Workshopping for Assignment 2

Week 8: Tuesday, 3/7: Expulsive zoning and redlining

- Homework in this order:
 - Reading TBA; possibly Jackson, K. T. (1987). Chapter 11 Federal Subsidy and the Suburban Dream: How Washington Changed the American Housing Market. In *Crabgrass frontier: The suburbanization of the United States* (pp. 190–218). Oxford University Press.
 - Watch Reece, [“Expulsive Zoning”](#) (13:48)
 - Optional (but excellent): Watch Reece, [“Case study of redlining: Columbus, Ohio”](#)

Week 8: Thursday, 3/9: Theory of Change + Workshopping Assignment 4

- Homework in this order:
 - Read Anderson, A. (n.d.). [The Community Builder’s Approach to Theory of Change: A practical guide to theory development](#). The Aspen Institute.
 - Watch Garcia, [“Theory of Change”](#) (19:47)
 - Watch Pendall, [“Changemaker videos introduction”](#) (8:38)
 - Watch Changemaker videos or transcripts to be assigned

Class setup: we’ll use the lens of Theory of Change to identify specific outcomes we want (equity problems we want to solve) and a strategy for conducting research in the second half of the semester about how they might be solved in Champaign-Urbana.

March 12-18: SPRING BREAK

Week 9: Tuesday, 3/21: Movements to reverse residential segregation

- Homework in this order:
 - Read Ritzdorf, M. (1997). Locked out of paradise. In J. M. Thomas & M. Ritzdorf (Eds.), *Urban planning and the African American community: In the shadows* (pp. 43–57). Sage Publications.
 - Read Davidoff, P., Davidoff, L., & Gold, N. N. (1970). [Suburban Action: Advocate Planning For An Open Society](#). *Journal of the American Institute of Planners*, 36(1), 12–21
 - Watch Whittemore, “[Open Suburbs Movement](#)” (34:04)

Week 9: **Note change of date** Friday 3/24 9-10:30 (online): Collaborative Learning Lab 2

Week 10: Monday, 3/27: Assignment 2 due by 11:59 PM

Week 10: Tuesday, 3/28: The US Fair Housing Act (and backlash in the 1970s)

- Homework in this order:
 - Watch Goetz, “[Fair Housing Act](#)” (39:36)
 - Watch [5-minute video explainer](#) of the *Village of Arlington Heights vs. Metropolitan Housing Dev. Corp.* decision (429 U.S. 252 (1977)).
 - Watch Monkkonen, “[Affirmatively Furthering Fair Housing](#)” (28:04)

Week 10: Thursday, 3/30: Workshopping Assignment 4 (Pendall out of town)

Week 11: Tuesday, 4/4: Fair share housing

- Homework in this order:
 - Read Mandelker, D. R., Brown, C. N., Merriam, D. H., Stroud, N. E., Sullivan, E. J., & Freeman, L. (2020). Chapter 5: Mt Laurel I and II. In *Planning and control of land development: Cases and materials* (Tenth edition). Caroline Academic Press.
 - Watch Kim, “[Mt. Laurel I & II](#)” (24:04)
 - Watch Goetz, “[Fair Share](#)” (17:59)
 - Read Baer, W. C. (2008). [California’s Fair-Share Housing 1967–2004: The Planning Approach](#). *Journal of Planning History*, 7(1), 48–71.

Week 11: Thursday, 4/6: “NIMBY override” approaches

- Homework in this order:
 - Watch Monkkonen, “[East vs. west coast state housing laws](#)” (36:05)

- Read Bratt, R. G., & Vladeck, A. (2014). [Addressing Restrictive Zoning for Affordable Housing: Experiences in Four States](#). *Housing Policy Debate*, 24(3), 594–636.
- Read Smith, C. S., & Smith, K. (2019). [Pathways To Affordability: Municipal Strategies To Increase Affordable Housing Supply In Illinois](#). *Illinois Municipal Policy Journal* 4(1), 71–102.

Week 12: Tuesday, 4/11: How well have state laws worked?

- Homework in this order:
 - Read Ramsey-Musolf, D. (2017). [State mandates, housing elements, and low-income housing production](#). *Journal of Planning Literature*, 32(2), 117-140. (CA, MN, IL, FL).
 - Watch Monkkonen, [“How well has California’s housing law worked?”](#) (5 min video)
 - Watch Goetz, [“The outcomes of main anti-exclusionary zoning efforts”](#) (22:26).
 - Read Hoch, C. (2007). [How Plan Mandates Work: Affordable Housing in Illinois](#), *Journal of the American Planning Association* 73(1), 86-99.

Week 12: Thursday, 4/13: Workshopping Assignment 4

Week 13: Tuesday, 4/18: Contemporary solutions to inequitable zoning and land use practices: The state level

- Homework in this order:
 - Watch Kim, [“Contemporary anti-exclusionary zoning reforms - the state level”](#) (35:19)
 - Watch Monkkonen, [“Movement to end single family only zoning districts”](#)
 - [Tentative assignment] Watch Monkkonen, [“How a housing bill becomes a law”](#)

Week 13: Thursday, 4/20: Solutions to inequitable zoning and land use practices: The local level

- Kim and Monkkonen, [“Contemporary anti-exclusionary zoning reforms - the local level”](#) (42:53)
- Read Kim, M. (2020). [Negotiation or Schedule-Based?: Examining the Strengths and Weaknesses of the Public Benefit Exaction Strategies of Boston and Seattle](#). *Journal of the American Planning Association*, 86(2), 208–221.
- Watch Kim, [“Inclusionary housing ordinances”](#) (26:55).
- Read Novara, M. and Amy Khare (2018). “Two Extremes of Residential Segregation: Chicago’s Separate Worlds and Policy Strategies for Integration,” in C. Herbert, J. Spader, J. Molinsky, and S. Rieger, *A Shared Future: Fostering Communities of Inclusion in an Era of Inequality* (Cambridge, MA: Joint Center for Housing Studies of Harvard University), 202-215.

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Week 14: Tuesday, 4/25: Workshopping Assignment 4

Week 14: Thursday, 4/27: Limitations and challenges

- Homework
 - Watch Kim, Monkkonen, & Pfeiffer, “[State and local control over zoning](#)” (41:47).

Week 15: Monday, 5/1: Assignment 3 due by 11:59 PM

Week 15: Tuesday, 5/4: Class wrap-up and prep for CLL 3

Week 15: 9:00 Friday, 5/7: CLL 3 (note the different meeting time)

Week 16: Tuesday, 5/9: Assignment 4 due by 11:59 PM