Operational Planning Revised 1/19/08

The subdivision and annexation of land in the town planning tradition

Urban and Regional Studies 662
Spring 2008, Tuesday 6:00 PM to 8:45PM, Morris Hall Room 112
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Course Description:
An important planner role involves shaping the built environment to a point that offers the highest reasonable quality of life, and ensuring natural environment protection during and after the building process. We approach this social responsibility in several ways including policy planning such as comprehensive plans, neighborhood plans and redevelopment plans; preparing agreements, regulation and ordinances such as zoning ordinances and subdivision regulation, official maps, and joint powers agreements. These are all important sequential roles that shape and implement public policy and shape the built environment. All these charges tend to be legal, or board scoped approaches to formulating public policy and are required as a quality of life foundation.

However, since the end of World War II, we have lost our most important role as artists or what some call civic artists. The art of planning was practiced from the late 19 century to the early 20th century by greats such as Raymond Unwin, Berry Parker, John Nolan, Daniel Burnham, Camillo Sitte, Clarence Perry, Frederick Law Olmsted Jr. and others. Many of the cities and neighborhoods that they designed or influenced are still some of the most desirable places to live in the western world. All of these planners focused on a strong desire to create social change by designing or seeing that others designed living, working and shopping environments that provide an improved quality of life.

Since then, planners with notable exceptions have relegated themselves to public policy code enforcement (legal surrogates) and engineering surrogates. In this role, the void is filled with single purpose planning functions that do not necessarily lead to beautiful, livable neighborhoods or to shopping environments beyond the mundane. Planners need to understand their role as collaborators with citizens, engineers, attorneys, environmentalists and developers but also to a higher calling of creating unique quality built environments. The operational focus should be to have the skills and knowledge that lead to creating a higher quality of life for a diverse people.

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Course Objectives:
My objective in this course is to provide you with the skills inherent in a great town planner and essential to creating great livable places. This course undertakes an examination of planning design principles that gave rise to planning as an art form in the Anglo-American tradition continuing to the present day. Among the subdivision design that we examine are the town plans by Unwin and Nolen that arise from the Garden City movement, the city plans by Burnham and Richardson from the city beautiful movement, the new town plans in the Ian McHarg model and the RPAA model exemplified in Radburn and more recently in Village Homes. We will also examine the plans of Olmsted and recent conservation planned communities reflecting the pastoral concepts of suburbia and finally a new urbanist approach to town planning. From this examination we will understand the principles from which community character is built and sustained.

The class will move beyond the principles of building and sustaining community to skills and knowledge that are necessary to achieve these principles. We will visit the legal basis of physical planning in Minnesota and the authority that planners have to institute and direct social and physical change. We will explore the city as a living entity and understand how it grows physically and legally by annexation and by rejuvenating itself from within through neighborhood planning and redevelopment planning.

We will apply the principles of planning as an art form by creating neighborhoods. We will move through each step of the process from site analysis to designing living, playing, working and shopping places that reflect town planning principles. We will design streets and other links that tie us to others. We will explore how to model the topography of the earth to benefit the inhabitants as well as the infrastructure design principles of including sewers, water, surface water quality, parks and schools.

Lastly we will learn the skill of preliminary plat and Planned Unit Development review including the skills necessary to write effective planning reports, negotiate with others including builders and developers, resolving conflicts and persuading policy makers.

These skill sessions will result in ability to create, to review and to constructively critique preliminary plats, write objective planning reports and to gain and retain the confidence of the policy maker.

Summary of Course Requirements:
This class uses lecture, discussion and active project participation as teaching methods. Class attendance is mandatory. However, there will be no test or quizzes. Students will be required to read the textbook Community by Design, New Urbanism for Suburbs and Small Communities. In addition, there are 17 other readings consisting of a few pages each that must be completed and a number of suggested reading that should be completed. These reading are all listed in the syllabus can be found on line and at the Library.

Three planning projects and a final paper are required. Students are required to complete all three projects and a final paper to receive a grade in this class (see graded requirements in the this syllabus. All of the projects interrelated and include: 1) a site analysis, 2) context analysis and 3) neighborhood plan. The final paper, which will be written in class will be to prepare a planning staff report on a neighborhood plan submitted by a class peer.

Each student independently prepares each of the required projects in a written and a graphic format. To prepare the graphics the student must have a number of drawing tools that are listed in this syllabus and are available at the bookstore.
**Operational Planning**

**Schedule of lectures, readings, and deadlines**

**Please note:** Any changes to the schedule below will be announced in class and/or stated in materials available on the course website. Students are responsible for keeping up with new information and announcements. All readings except for *Community by Design New Urbanism for Suburbs and Small Communities* are available through the course website, as handouts or are on reserve at the Library. Click on “Readings” and then click on the appropriate link in the reading list. The list (without links) also appears on pages 5-6 of this syllabus.

The course website D2L

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**Summary of Course Requirements:**

**Course Schedule:**

**Part One: Town Planning and Design Principles (Gathering Artistic Knowledge):**

**Week 1**

**Tue Jan 15**

**Topics:** Introduction, overview, objectives, Identity of self and property, History of American Settlement, Organic Settlement Pattern. Class Exercise: Stories from each of the students about what are the redeeming elements of where they grew up.

**Required Readings:** Archer 1-14 and pages 365-373, Hall and Porterfield-introduction and 3-22, Kostof 52-68, 75-80, Ebenezer Howard: [http://www.library.cornell.edu/Reps/DOCS/howard.htm](http://www.library.cornell.edu/Reps/DOCS/howard.htm)


**Week 2**

**Tue Jan 22**

**Topics:** Organic Settlement Pattern, the rus in urbs: Garden City Greenbelts/Conservation Subdivisions; New Towns and Planned Communities; Post War Suburbs. Movie: The End of Suburbia


**Week 3**

**Tue Jan 29**

**Topics:** New Urbanism and Smart Growth, Site Analysis, Context Analysis, EAW and AUAR Class Exercise: How to analyze a site in graphic and photographic form.

**Required materials:** Air photo and topographical map; Bring your tracing paper, scale and color pencils.


Part Two: Preparing the Plan (Becoming an Artist)

Week 4
Friday Feb 8

Topics: Site Reconnaissance, a class field exercise in Mankato at a predetermined location, learning to use the tools of the profession, review of the preliminary site analysis assignment

Required material: White tracing paper, Air photo and topo map, scale, color pencils, and camera

Required Reading: Planning Commissioners Hand book “Learning to read plans” (Handout)

Assignment due Feb 12 at 6:00 PM: preliminary graphic site analysis drawn on white tracing paper overlay to air photo.

Week 5
Tue Feb 12

Topic: Preliminary site analysis, a review of the site analysis assignment; Each student will post on the wall their preliminary site analysis; Art and function of planning: is it art, is it function or is it both; discussion of upcoming graded site analysis

Required material: Scale


Other Resources: Sustainable Neighborhood Planning For the Region: Neighborhood Scale

Assignment due Feb 19 at 6:00 PM: Final site analysis for grade

Week 6
Tue Feb 19

Topics: Graded site analysis for 15% of final grade, each student will post their site analysis on the wall for review and feedback. Topography grading, creating a sense of place

Required materials: Topographic map, white tracing paper, scale, colored pencils


Week 7
Tue Feb 26

Topics: Land use, links, nodes and edges the art of circulation, utilities/ Low Impact Development/storm water management,

Required materials: Scale, tracing paper, air photo, color pencils


Other Resources:

Assignment: Due 6:00 PM March 25: Context Analysis and Subdivision/PUD/Zoning Summary Sheets.

Week 8
Tue Mar 4

Topics: Comprehensive Plan, Determinates of the pattern of development: subdivision regulations, engineering standards and planned unit development (PUD) Zoning ordinance, Working with the Developer, Interpreting law.

2 Lynch The Art of Site Planning Second Addition
Required Readings: Hall & Porterfield 121-207, Unwin 319-359, Model Subdivision Ordinance, Mankato PUD Ordinance, Model Zoning Ordinance, Select sections of the Mankato Comprehensive Plan, Solnit 37-57

Other Resources: Practicing Planner March 1979, MN Rules of Interpretation, Mankato Engineering Standards

Week 9
Spring Break No Class

Week 10
Tue Mar 18  
Topics: Review Principles of Town Planning, Discuss Design Charrette, Discuss Assignment  
Required Reading: Hall and Porterfield 209-249  
Other Resources: http://www.patternlanguage.com/townplanning/duany.htm  
Assignment due April 8 at 6:00 PM: Preliminary Subdivision Plan for Presentation

Week 11
Tue Mar 25  
Topics: Graded context analysis and summary sheets due for 10% of the final grade, Design Charrette  
Required material: Air photo, topo map, White tracing paper, scale and color pencils  
Other Resources: Lennertz and Lutzenhiser;" The Charrette Handbook

Part Three Plan Review and Approval Process (Going to the Solon)

Week 12
Tue Apr 1
Topics: Design Review, Referral check list, Design review check List, How to run a Design Review Committee meeting and working the counter, Writing staff reports Public Hearings, Bringing it all together, Discussion preliminary plan and Design Review Committee (DRC), assign peer groups for DRC  
Required Readings: Solnit 57-75  
Other Resources: LMC: 60 and 120 day rule

Week 13
Tue Apr 8
Topics: Make preliminary plan presentations to the DRC, each student will make a formal presentation to the DRC made up of peers and Paul Vogel, AICP. Feed back will be provided to be used in the final plan preparation; Discuss Final Plan Assignment  
Required Reading: Writing “Staff Repots”, California League of Cities, Negotiating Development Agreements, California League of Cities  
Assignment due 6:00 PM April 29: Final plan and narrative

Week 14
Tue Apr 15  
Topics: Annexation, Dealing with difficult people and Land use  
Mitigation Quest Speakers: Dean Johnson and Craig Rapp  

Week 15
Tue April 29
Topic: Two (2) copies of your narrative and two (2) copies of your final plan are due at 6:00 PM, graded review of the final plan for 50% of your final grade, Each student will post their final plan on the wall for review.  
Required Readings: How to Write Staff Reports

Final Exam Week
Tue May 6  
Topics: Final Exam will be a written staff report from each student on a peers final plan and narrative. The written staff report will be 20% of the final grade.
The plans must be analyzed and the staff report written in the first two hours of class. You will also be asked to fill out an evaluation on my teaching during this class period.

**Operational Planning Readings and Other Resources**

Readings are designated: required readings, not required but strongly recommended readings and other resources. Successful negotiation of this class challenges the student to have a strong understanding of the required readings and a working knowledge of the not required but strongly recommended readings. References to these readings should be transparent in the products that the student produces.

Readings should be accomplished before the class period that they are required for.

**Required readings**

**Book,** available in the bookstore, one copy is on reserve in the Library


**Web and Other Resources.** These required readings may be found via links, PDFS on the course website or on reserve in the Library.


2. Sustainable Neighborhood Planning for the Region: Neighborhood Scale (Class Web Page D2L)


8. “Planning Commissioners Handbook Learning to Read Plans”, League of California Cities (Handout)


14. How to Write Staff Reports Class Web site D2L
15. Kevin Lynch and Gary Hack, Site Planning Third Addition, Cambridge, MA MIT
   Pages 43-46 & 193-222
16. Raymond Unwin, Town Planning In Practice New York, NY, Princeton Architectural
    Press, 1994 pages 319-359
17. Randal Arendt, Model Subdivision Ordinance & Model Zoning Ordinance,
    Crossroads, Hamlets, Village and Towns,” Chicago Ill, American Planning Association, APA’s Publications CD, 2004
18. Albert Solnit, Charles Reed Peggy Glassford and Duncan Erley, The Job of the Practicing Planner Chicago, American Planning Association 1988 Pages 37-75
    (Handout)
    http://www.planning.org/practicingplanner/

Not Required but Strongly Recommended Readings These readings may be found via links, PDF on the course website or on reserve in the Library
2. Ebenezer Howard: http://www.library.cornell.edu/Reps/DOCS/howard.htm
5. Environmental Protection Agency (EPA), http://www.epa.gov/livablecommunities/
8. Mankato Comprehensive Plan,
9. Minnesota Rules of Interpretation
10. Municipal Boundary Adjustments (Annexation), http://www.mba.state.mn.us/process.html

Other Resources The following are not required reading but resources that you may want to explore in your search for excellence. They are located on the class Website, via the links indicated or on Reserve in the Library:


**Required Equipment:**
The required equipment can be obtained from the University Book Store. Each student will be required to have the following:

1. One role of 17.5 inch white tracing paper
2. One 3 sided Engineer’s Scale
3. One 24 color set of Prismacolor pencils
4. One 4 H drawing pencil
5. One 45 degree plastic drawing triangle
6. One 60 degree plastic drawing triangle
7. One pencil sharpener
8. One digital or other camera (disposable cameras are acceptable as long as they have at least 36 shots); 8” by 10” photos will be used as part of your Site Analysis presentation.

Material to be finished by the University for your use:

1. One topographic map
2. One Air Photo
3. 3 36” by 24” white tracing paper sheets for your presentation drawings

Other responsibilities:
The student will be responsible for making one color copy of the final plan at full scale and one copy of their narrative.

**Operational Planning**

**Course structure, requirements, resources**

Learning objectives

Class goals are for you to develop a sound understanding of the design principles of town planning; to understand and be able to create a subdivision plan based on the public policy and the principles of town planning and to develop the necessary skills and knowledge to make well-grounded assessments of plans. This will involve:

1. Establishing a sound working knowledge of the town planning and design principles including:
   - Garden City and New Town design principles
   - New Urbanism design principles
   - Neighborhood and subdivision planning and design principles
   - Structures and constraints on neighborhood and subdivision design.

2. Establishing a sound working knowledge of the design process including:
   - Site and context analysis
   - Plan reading and understanding ordinances
   - Design Charrette
   - Preparing a subdivision plan

3. Establishing a sound working knowledge of the plan approval process including:
   - Presenting plans to a design review committee
   - Reviewing plans and interpreting ordinances
   - Understand the public hearing process
   - Working with the public including developers
   - Writing staff reports
   - Understanding annexation and boundary adjustments

4. Developing and demonstrating the ability to:
   - Prepare a subdivision plan
   - Analyze a plan and work as a team to review a plan
   - Write meaningful staff reports

**Grade Requirements:**
All of the following must be completed to complete the course failure to submit all of the graded requirements will result in failure:
1. Prepare a site analysis for a graded review worth 15% of your final grade. This analysis will consist of a site visit, preparation of a graphic site analysis on 36” by 24” white tracing paper over laid on the topography map with 8” by 10” pictorial examples. A non-graded preliminary site analysis will be prepared on tracing paper using a straight edge and color pencils. The site analysis will be prepared from data obtained from the site visit, air photo, topographic map, Mankato AUAR, for review and feed back in class on February 12. With modification from the preliminary review, a graded final site analysis will be prepared for review and feed back in class on February 19. We will have an assignment question and answer period in class on January 29. The Site Visit will occur as a class on Friday February 8 or another time that is mutually agreeable to the class. Your grade will be based on the detail and clarity of the site analysis as well as the graphic quality.

2. Prepare a context analysis and summarize the zoning and subdivision requirements in a graphic and written format worth 10% of your final grade. This will consist of type written paper with graphics due at 6:00 PM on March 25. We will have an assignment question and answer period in class on February 26. Your grade will be based on:
   a. Your clear quality graphic detail that accurately describes the context that the site is in and on your ability to outline only the important design elements of the subdivision ordinance and zoning ordinance and describe how they affect the site.
   b. Your ability to understand the context of the site and your ability to clearly articulate how the context affects the site.

3. Prepare a subdivision (neighborhood) graphic plan worth 50% of your final grade and a plan narrative describing the subdivision plan worth 5% of your final grade.

   A non-graded preliminary subdivision plan will be prepared by you for you to formally present to a peer panel (Design Review Committee) headed by Paul Vogel, Mankato Community Development Director in class on April 8. Feedback will be provided by Paul and the peer panel (DRC). Your preliminary plan will be a detail subdivision plan consisting of at least three land uses that may include residential, multi family residential, commercial, office and parks. The plan will contain lots lines, lot sizes, buildable areas, streets, sidewalks, trails, streets (alley) right-of-ways, curve radii (vertical and horizontal), utilities, and a grading plan for at least 4 lots. The plan will be prepared using the design principles learned earlier in the class, the site analysis, topographical map, air photo, context analysis and summary ordinance paper prepared earlier in the class. The plan will be prepared on 36” by 24” white tracing paper using a straight edge and color pencils over laid on the topo map.

   Based on the feedback from the preliminary plan, a graded final subdivision (neighborhood) plan and type written narrative will be prepared (two copies) by you for review and feedback in class on April 29. We will have an assignment question and answer period in class on April 8. Your grade will be based on the quality of the plan, how it considers the site, how it reflects the context that the site is situated in and how it applies town planning and design principles.

4. Final Exam
   In class on May 6, you will prepare an analysis of a peers final plan and narrative and write a staff report based on that analysis worth 20% of your final grade. The format for the report will be predetermined and a checklist will be provided to help with your analysis. The grade will be based on the thoroughness of your analysis and on how you apply the ordinance, your knowledge of the site the context of the site and town planning and design principle in your review. Your review will not reflect on the grade of your peer.
Please note the following:

**Class attendance is mandatory and participation is encouraged**

**Make-up work.** As a general rule, there will be no make up and no extra credit work. Documented medical excuses and serious personal matters are the only allowed exceptions. Students in these situations, or those participating in official University activities with letters from the appropriate authority, will be afforded the opportunity to reschedule due dates, to the extent feasible.

**Late work.** Unexcused late work may be accepted, for marginal credit, at the instructor’s discretion. Nothing will be accepted after May 6, under any circumstances, in the absence of an incomplete contract.

**Incompletes.** If you need to take an incomplete, you must discuss this with the professor and if the incomplete is granted you will be required to fill out and sign a formal, written incomplete contract, in advance (or as soon as feasible after an emergency event).

**Extra credit.** There will be no extra credit work.

**All requirements to be fulfilled.** All Grade Requirements must be fulfilled in order to pass this course. Failure to submit all Grade Requirements will result in a failure.

**Work from another course.** You may not submit work that is or was for another course unless (under exceptional circumstances) professors in both courses have approved the arrangement.

**Course Resources**

**Handouts**
Handouts will be available when you come to class. In most cases the handout will be course material or a power point outline for that day’s lecture or both.

**Course Website**
Website: D2L
The course website includes the syllabus, many of the readings, and links to numerous useful websites related to the study of town planning. Further information about the website and how to access it will be announced in class. For problems accessing the website please contact Desire 2 Learn

**Reading, graphics and Writing:** When putting together your plans, keep in mind the need to think, draw and write clearly, creatively and critically. When reading the assigned texts or sources for your project, could mean addressing some or all of the following considerations:

- What is the author’s position? Where does it lie with respect to other positions we have considered? Is it compatible with or opposed to those positions?
- Can you show how this author’s position serves as a continuation, or rebuttal, or avoidance, of positions by previous authors? (Understand that whoever is writing is not writing in a vacuum, but rather all such writing is part of a long historical dialectic.)
- What is the author’s own interest in staking out such a position? (For example, does the author have concerns that are located in a particular class, race, gender, or profession?)
- Who is the author’s audience? Is this explicit or implicit? What impact does this have?
- What is the stake (or interest) of the author in presenting the discussion?
- Who or what is advantaged (and disadvantaged) by virtue of this author’s position?
- Who or what is left out of this discourse? What is left unsaid? To whose or what advantage? Who gains? Who loses?
- If this author’s position were generally accepted, what might be the implications for how you view and prepare your plan and staff report?
- How convincing, successful, or complete is the author’s discussion?
- How valid is the author’s use of historical or empirical evidence?
- How do the author’s arguments hold up in respect to the real world, as you know it?
- Does the author provide you with concrete ideas and principles or are they vague and hard to duplicate?
- What questions would you like to put to this author?

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**Operational Planning**

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Resources for Student Writers:


**University Library**: The ultimate resource for research, the University Library has a wealth of reference materials, online resources, books, articles, newspapers, microforms, government documents, maps and more. Librarians are available and happy to help orient students to all aspects of the library system.

Reserved material at the Library: The print and electronic reserve collections at Memorial Library has the required readings for their students in a central location.

Resources and Policies

**Disability Services**: Every attempt will be made to accommodate qualified students with disabilities. If you are a student with a documented disability, please see me as early in the semester as possible to discuss the necessary accommodations, and/or contact the Disability Services Office at 507-389-2825 (V) or 1-800-627-3529 (MRS/TTY).

**Grading**

Grades are defined as follows:

- **A** achievement that is outstanding relative to the level necessary to meet course requirements.
- **B** achievement that is significantly above the level necessary to meet course requirements.
- **C** achievement that meets the course requirements in every respect.
- **D** achievement that is worthy of credit even though it fails to meet fully the course requirements.
- **S** achievement that is satisfactory, which is equivalent to a C- or better.

F(or N) Represents failure (or no credit) and signifies that the work was either (1) completed but at a level of achievement that is not worthy of credit or (2) was not completed and there was no agreement between the instructor and the student that the student would be awarded an I (see also I).

I (Incomplete) Assigned at the discretion of the instructor when, due to extraordinary circumstances, e.g., hospitalization, a student is prevented from completing the work of the course on time. Requires a written agreement between instructor and student.

**Plagiarism and cheating**: Plagiarism, a form of scholastic dishonesty and a disciplinary offense, is described as follows: “Scholastic dishonesty means plagiarizing; cheating on assignments or examinations; engaging in unauthorized collaboration on academic work; taking, acquiring, or using test materials without faculty permission; submitting false or incomplete records of academic achievement; acting alone or in cooperation with another to falsify records or to obtain dishonestly grades, honors, awards, or professional endorsement; or altering, forging, or misusing a University academic record; or fabricating or falsifying of data, research procedures, or data analysis.”

If you have questions regarding the expectations for a specific assignment, please ask, in class or in office hours or by email. Be advised that cheating and/or plagiarism may very well result in an automatic grade of F.

Remember, the fact that you want to make the best use of sources is not a sign of poor scholarship; as long as you cite them correctly, they contribute strength to your work.
**Adjunct Faculty Evaluation:** University policy requires student evaluations must be completed for all adjunct taught courses using the standardized MSU forms. The course evaluation request form should be requested from the department secretary prior to the last two weeks before the end of the last class and the completed student responses must be returned the day after they are given by someone other than the instructor.